

PROMOTING UNITED STATES WIRELESS LEADERSHIP ACT
OF 2025

JULY 10, 2025.—Committed to the Committee of the Whole House on the State of
the Union and ordered to be printed

Mr. GUTHRIE, from the Committee on Energy and Commerce,
submitted the following

R E P O R T

[To accompany H.R. 1765]

[Including cost estimate of the Congressional Budget Office]

The Committee on Energy and Commerce, to whom was referred the bill (H.R. 1765) to direct the Assistant Secretary of Commerce for Communications and Information to take certain actions to enhance the representation of the United States and promote United States leadership in communications standards-setting bodies, and for other purposes, having considered the same, reports favorably thereon without amendment and recommends that the bill do pass.

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PURPOSE AND SUMMARY

H.R. 1765, the Promoting United States Wireless Leadership Act of 2025, was introduced by Representatives Thomas H. Kean (R-NJ), Debbie Dingell (D-MI), Tim Walberg (R-MI), and Yvette Clarke (D-NY), on March 3, 2025. H.R. 1765 would direct the Assistant Secretary for Communications and Information to take certain actions to enhance the representation of trusted companies and other stakeholders as well as promote U.S. leadership in communications standards-setting bodies.

BACKGROUND AND NEED FOR LEGISLATION

As technology advances and new technology is developed, independent, business-led entities, have generally worked together to develop standards that guide how such technology is implemented. These independent, business-led entities develop the standards for advanced wireless technologies, including 5G, from which operators, equipment manufacturers, software providers, and others use to build the relevant equipment to deploy these technologies to consumers. In establishing the relevant standards, these technical discussions also contemplate the intended purposes of the technologies to ensure they are not used for malicious purposes. The United States sends representatives to standards-setting bodies such as the International Organization for Standardization, the 3GPP and others to help set standards for new technologies so that they align with the United States' objectives and values.

Maintaining U.S. leadership is an ongoing struggle in 5G standards setting bodies as our foreign adversaries are aggressively attempting to thwart the standard-setting process through state funding and other forms of influence.¹ As 5G and future technologies are designed and deployed, it is essential that the United States and allied countries maintain a strong influence in the development of standards that guide the implementation of these technologies. To this end, H.R. 1765 reaffirms Congress's desire to strengthen U.S. leadership in the global standards setting arena for advanced wireless technologies.

COMMITTEE ACTION

On January 23, 2025, the Subcommittee on Communications and Technology held a hearing on H.R. 1765. The title of the hearing was "Strengthening American Leadership in Wireless Technology." The Subcommittee received testimony from:

- Michael Powell, President and CEO, NCTA—The Internet and Television Association;
- Brad Gillen, Executive Vice President, CTIA;
- Diane Rinaldo, Executive Director, Open RAN Policy Coalition; and
- Chris Lewis, President & CEO, Public Knowledge.

On March 4, 2025, the full Committee on Energy and Commerce met in open markup session and ordered H.R. 1765, without amendment, favorably reported to the House by a voice vote.

¹Valentina Pop, Sha Hua, and Daniel Michaels, *From Lightbulbs to 5G, China Battles West for Control of Vital Technology Standards*, Wall Street Journal (Feb. 8, 2021).

COMMITTEE VOTES

Clause 3(b) of rule XIII requires the Committee to list the record votes on the motion to report legislation and amendments thereto. There were no record votes taken in connection with ordering H.R. 1765 reported.

OVERSIGHT FINDINGS AND RECOMMENDATIONS

Pursuant to clause 2(b)(1) of rule X and clause 3(c)(1) of rule XIII, the Committee held a hearing and made findings that are reflected in this report.

NEW BUDGET AUTHORITY, ENTITLEMENT AUTHORITY, AND TAX EXPENDITURES

Pursuant to clause 3(c)(2) of rule XIII, the Committee finds that H.R. 1765 would result in no new or increased budget authority, entitlement authority, or tax expenditures or revenues.

CONGRESSIONAL BUDGET OFFICE ESTIMATE

Pursuant to clause 3(c)(3) of rule XIII, the following is the cost estimate provided by the Congressional Budget Office pursuant to section 402 of the Congressional Budget Act of 1974:

At a Glance			
Commerce and Consumer Regulatory Legislation			
As ordered reported by the House Committee on Energy and Commerce on March 4, 2025			
On March 4, 2025, the House Committee on Energy and Commerce ordered 10 bills to be reported. This document provides estimates for 8 of those bills. One bill, H.R. 1721, passed the House of Representatives on April 28, 2025.			
CBO estimates that enacting each piece of legislation would increase spending subject to appropriation.			
None of the legislation would affect direct spending or revenues; thus, pay-as-you-go procedures do not apply.			
CBO estimates that none of the legislation would increase net direct spending or on-budget deficits in any of the four consecutive 10-year periods beginning in 2036.			
None of the legislation contains intergovernmental mandates as defined in the Unfunded Mandates Reform Act. H.R. 1767 would impose private-sector mandates.			
Bill	Net Increase or Decrease (-) in the Deficit Over the 2025-2035 Period (Millions of Dollars)	Changes in Spending Subject to Appropriation Over the 2025-2030 Period (Outlays, Millions of Dollars)	Mandate Effects?
H.R. 1455	0	4	No
H.R. 1679	0	2	No
H.R. 1721	0	1	No
H.R. 1737	0	1	No
H.R. 1765	0	9	No
H.R. 1766	0	*	No
H.R. 1767	0	3	Yes
H.R. 1770	0	2	No
* = between zero and \$500,000.			

Summary of legislation: On March 4, 2025, the House Committee on Energy and Commerce ordered 10 bills to be reported. This document provides estimates for 8 of those bills. One of the bills, H.R.

1721, was passed by the House of Representatives on April 28, 2025.

The legislation would:

- Codify some authorities and responsibilities at offices within the National Telecommunications and Information Administration (NTIA) and would require certain activities, including standardizing wireless communications networks;
- Require the Department of Commerce to report on the effect of imports on U.S. infrastructure, barriers to foreign trade faced by U.S. technology businesses, and the feasibility of a trans-Atlantic cable linked to specific countries; and
- Require the Consumer Product Safety Commission (CPSC) to establish a safety standard for retractable awnings, initiate a pilot program for using artificial intelligence, and report the findings to the Congress.

Estimated Federal cost: The costs of the legislation fall within budget functions 270 (energy) and 370 (commerce and housing credit).

Basis of estimate: For this estimate, CBO assumes that each piece of legislation will be enacted in fiscal year 2025 and that the estimated amounts will be available each year. CBO estimates that all eight pieces of legislation would affect spending subject to appropriation.

This cost estimate does not include any effects of interactions among the pieces of legislation. If all eight were combined and enacted as a single piece of legislation, the effects could be different from the sum of the separate estimates, but CBO expects that any differences would be small.

H.R. 1455, the ITS Codification Act, would codify the authority for and delineate the responsibilities of the Institute for Telecommunication Sciences (ITS), a research and engineering laboratory within the National Telecommunications and Information Administration. The bill also would require ITS to develop emergency communication and tracking technologies to locate people trapped in confined spaces, such as underground mines.

Using information from the NTIA about the cost of implementing the bill, CBO estimates that ITS would need four additional engineers and technicians, at an initial annual cost of about \$160,000 each, with that amount increasing each year for anticipated inflation. Additionally, the institute would need to acquire simulation software licenses, pay for travel, and cover other miscellaneous expenses at an annual cost of about \$100,000. Finally, ITS would need to make onetime equipment purchases of items such as a signal generator, a vector signal analyzer receiver, and a power amplifier for about \$500,000 in 2026. On that basis, CBO estimates that implementing the bill would cost \$4 million over the 2025–2030 period; any related spending would be subject to the availability of appropriated funds.

The bill also would require ITS to study radio frequency emissions, determine spectrum propagation characteristics, and test technologies that enhance spectrum sharing among federal and nonfederal entities, among other activities. Because ITS has similar responsibilities under current law, CBO estimates that implementing those requirements would have no additional cost.

H.R. 1679, the Global Investment in American Jobs Act of 2025, would require the Department of Commerce, the Government Accountability Office (GAO), and a federal interagency working group to study and report to the Congress on the ability of the United States to attract foreign direct investment and about barriers to foreign trade faced by advanced-technology firms in the United States.

Using information from the Department of Commerce, CBO expects that completing the study and report would require 10 economists and support staff, at an average cost of \$190,000 each, for one year. On that basis, CBO estimates that implementing H.R. 1679 would cost \$2 million in 2026. Based on the cost of similar activities, CBO estimates that the costs for GAO and the working group would be insignificant. Any related spending would be subject to the availability of appropriated funds.

H.R. 1721, the Critical Infrastructure Manufacturing Feasibility Act, would require the Department of Commerce to identify, within each critical infrastructure sector, high-demand products that are imported to the United States because of manufacturing, material, or supply chain constraints. The department would analyze the feasibility, costs, and benefits of producing such products in the United States and report the findings to the Congress.

Based on the cost of similar studies, CBO estimates that implementing H.R. 1721 would cost \$1 million for the work of four employees in 2026, at a cost of about \$220,000 each, along with the purchase of data and survey contracts. Any related spending would be subject to the availability of appropriated funds.

H.R. 1737, a bill to direct the Secretary of Commerce to submit to Congress a report containing an assessment of the value, cost, and feasibility of a trans-Atlantic submarine fiber optic cable connecting the contiguous United States, the United States Virgin Islands, Ghana, and Nigeria, would require the Secretary of Commerce, within one year of enactment, to report to the Congress on the cost, benefits, and feasibility, with respect to U.S. national security, of constructing such a fiber-optic cable.

Based on the cost of similar activities, CBO estimates that implementing the bill would cost \$1 million over the 2025–2030 period; any related spending would be subject to the availability of appropriated funds.

H.R. 1765, the Promoting United States Wireless Leadership Act of 2025, would require the National Telecommunications and Information Administration to encourage trusted companies and standards-setting bodies to participate in setting standards for 5G and future generations of wireless communications networks. Under the bill, the NTIA would provide technical assistance to those entities to facilitate participation.

Using information from the NTIA, CBO expects that the agency would need eight employees, at an average annual salary of about \$160,000 each, to meet the bill's requirements. After accounting for anticipated inflation, CBO estimates that salaries and additional expenses would cost \$9 million over the 2025–2030 period. CBO estimates that having the National Institute of Standards and Technology facilitate industry participation in the international standard-setting process for 5G networks would cost an insignificant

amount. Any related costs for both agencies would be subject to the availability of appropriated funds.

H.R. 1766, the NTIA Policy and Cybersecurity Coordination Act, would codify the duties currently undertaken by the Office of Policy Analysis and Development within the National Telecommunications and Information Administration and rename it the Office of Policy Development and Cybersecurity. Using information from the NTIA, CBO estimates that implementing H.R. 1766 would cost less than \$500,000 over the 2025–2030 period; any related costs would be subject to the availability of appropriated funds.

H.R. 1767, the Awning Safety Act of 2025, would require the Consumer Product Safety Commission to issue a final safety standard on retractable awnings.

Using information from CPSC, CBO expects that the agency would need five full-time-equivalent employees for the first eighteen months after enactment, and two full-time employees annually thereafter, at an average cost of \$200,000 per full-time employee to enforce the standard. After accounting for anticipated inflation, CBO estimates that implementing the bill would cost \$3 million over the 2025–2030 period; any related spending would be subject to the availability of appropriated funds.

H.R. 1770, the Consumer Safety Technology Act, would require the Consumer Product Safety Commission to establish a pilot program to explore the use of artificial intelligence and report its findings to the Congress. The bill also would direct the Department of Commerce, in consultation with the Federal Trade Commission (FTC), to study and report to the Congress on how blockchain technology may be used for consumer protection services.

Finally, the bill would require the FTC to report to the Congress on its efforts and on recommendations to prevent anticompetitive behavior involving tokens—transferable representations of information recorded on a blockchain or similar technology.

Using information from the agencies and the costs for similar activities, CBO estimates that implementing H.R. 1770 would cost \$2 million over the 2025–2030 period; any related spending would be subject to the availability of appropriated funds.

Pay-As-You-Go considerations: None of the legislation would affect direct spending or revenues; therefore, pay-as-you-go procedures do not apply.

Increase in long-term net direct spending and deficits: None of the legislation would increase net direct spending or deficits in any of the four consecutive 10-year periods beginning in 2036.

Mandates: H.R. 1767 would impose a private-sector mandate as defined in the Unfunded Mandates Reform Act (UMRA) by requiring awning manufacturers to comply with a prospective Consumer Product Safety Commission safety standard concerning fixed and freestanding retractable awnings. CBO expects that the standard may require awnings to be equipped with safety clips and to issue visual or audible alerts when in motion. Based on the cost of such additional equipment and the volume of covered awnings likely to be sold, CBO estimates that the cost of the mandate would not exceed the private-sector threshold established in UMRA (\$206 million in 2025, adjusted annually for inflation).

H.R. 1767 contains no intergovernmental mandates as defined in UMRA.

None of the other pieces of legislation would impose private-sector or intergovernmental mandates as defined in UMRA.

Estimate prepared by: Federal costs: Zunara Naeem (National Telecommunications and Information Administration), Margot Ber-
man (Department of Commerce), Cyrus Ekland (Consumer Product
Safety Commission, Federal Trade Commission); Mandates: Rachel
Austin, Andrew Laughlin.

Estimate reviewed by: Justin Humphrey, Chief, Finance, Hous-
ing, and Education Cost Estimates Unit; Sean Dunbar, Chief, Low-
Income Health Programs and Prescription Drugs Cost Estimates
Unit; Kathleen FitzGerald, Chief, Public and Private Mandates
Unit; H. Samuel Papenfuss, Deputy Director of Budget Analysis.

Estimate approved by: Phillip L. Swagel, Director, Congressional
Budget Office.

FEDERAL MANDATES STATEMENT

The Committee adopts as its own the estimate of Federal man-
dates prepared by the Director of the Congressional Budget Office
pursuant to section 423 of the Unfunded Mandates Reform Act.

STATEMENT OF GENERAL PERFORMANCE GOALS AND OBJECTIVES

Pursuant to clause 3(c)(4) of rule XIII, the general performance
goal or objective of this legislation is to require the Assistant Sec-
retary of Commerce for Communications and Information, in co-
ordination with National Institute of Standards and Technology, to
encourage participation by trusted companies and other stake-
holders in various standards-setting bodies.

DUPLICATION OF FEDERAL PROGRAMS

Pursuant to clause 3(c)(5) of rule XIII, no provision of H.R. 1765
is known to be duplicative of another Federal program, including
any program that was included in a report to Congress pursuant
to section 21 of Public Law 111–139 or the most recent Catalog of
Federal Domestic Assistance.

RELATED COMMITTEE AND SUBCOMMITTEE HEARINGS

Pursuant to clause 3(c)(6) of rule XIII, the following related hear-
ing was used to develop or consider H.R. 1765:

On January 23, 2025, the Subcommittee on Communications and
Technology held a hearing on H.R. 1765. The title of the hearing
was “Strengthening American Leadership in Wireless Technology.”
The Subcommittee received testimony from:

- Michael Powell, President and CEO, NCTA—The Internet
and Television Association;
- Brad Gillen, Executive Vice President, CTIA;
- Diane Rinaldo, Executive Director, Open RAN Policy Coa-
lition; and
- Chris Lewis, President & CEO, Public Knowledge.

COMMITTEE COST ESTIMATE

Pursuant to clause 3(d)(1) of rule XIII, the Committee adopts as
its own the cost estimate prepared by the Director of the Congres-
sional Budget Office pursuant to section 402 of the Congressional
Budget Act of 1974.

EARMARK, LIMITED TAX BENEFITS, AND LIMITED TARIFF BENEFITS

Pursuant to clause 9(e), 9(f), and 9(g) of rule XXI, the Committee finds that H.R. 1765 contains no earmarks, limited tax benefits, or limited tariff benefits.

ADVISORY COMMITTEE STATEMENT

No advisory committees within the meaning of section 5(b) of the Federal Advisory Committee Act were created by this legislation.

APPLICABILITY TO LEGISLATIVE BRANCH

The Committee finds that the legislation does not relate to the terms and conditions of employment or access to public services or accommodations within the meaning of section 102(b)(3) of the Congressional Accountability Act.

SECTION-BY-SECTION ANALYSIS OF THE LEGISLATION

Section 1. Short title

This section designates that the short title may be cited as the “Promoting United States Wireless Leadership Act of 2025”.

Sec. 2. Representation and leadership of United States in communications standards-setting bodies

This section requires the Assistant Secretary of Commerce for Communications and Information (Assistant Secretary), in consultation with the National Institute of Standards and Technology (NIST), to coordinate executive branch efforts to equitably encourage participation by trusted companies and a wide variety of relevant stakeholders in standards-setting bodies that set standards for 5G networks and future generations of wireless communications networks. This section further requires the Assistant Secretary, in consultation with NIST, to equitably offer technical expertise to trusted companies and a wide variety of relevant stakeholders. Finally, this section requires the Assistant Secretary to brief the House Committees on Energy and Commerce and Foreign Affairs, as well as the Senate Committees on Commerce, Science, and Transportation and Foreign Relations within 60 days on their strategy to carry out these functions.

CHANGES IN EXISTING LAW MADE BY THE BILL, AS REPORTED

This legislation does not amend any existing Federal statute.

EXCHANGE OF LETTERS WITH ADDITIONAL
COMMITTEES OF REFERRAL

BRIAN J. MAST, FLORIDA
CHAIRMAN

JAMES LANGENDERFER
STAFF DIRECTOR



GREGORY W. MEEKS, NEW YORK
RANKING MEMBER

SAJIT GANDHI
DEMOCRATIC STAFF DIRECTOR

One Hundred Nineteenth Congress
U.S. House of Representatives
Committee on Foreign Affairs
2170 Rayburn House Office Building
Washington, DC 20515

July 1, 2025

The Honorable Brett Guthrie
Chairman
Committee on Energy and Commerce
2125 Rayburn House Office Building
Washington, DC 20515

Dear Chairman Guthrie:

Thank you for consulting with the Committee on Foreign Affairs on the text of H.R. 1765, the *Promoting United States Wireless Leadership Act of 2025*. I agree that Foreign Affairs may be discharged from further consideration of the bill, so that it may proceed expeditiously to the House Floor.

This agreement is made with the understanding that it does not in any way diminish or alter the jurisdiction of the Committee on Foreign Affairs or prejudice our jurisdictional prerogatives on this measure or similar legislation in the future. I also request your support for the appointment of an appropriate number of Foreign Affairs conferees to any House-Senate conference that might occur on this legislation.

I would appreciate it if you could include this letter in your committee report on the bill or place it into the *Congressional Record* during Floor consideration. I look forward to continuing to work together as this measure moves through the legislative process.

Sincerely,

Brian Mast,
Chairman

CC: Hon. Frank Pallone, Ranking Member, Committee on Energy and Commerce
Hon. Gregory Meeks, Ranking Member, Committee on Foreign Affairs
Hon. Mike Johnson, Speaker, U.S. House of Representatives
Hon. Jason Smith, Parliamentarian, U.S. House of Representatives

BRETT GUTHRIE, KENTUCKY
CHAIRMAN

FRANK PALLONE, JR., NEW JERSEY
RANKING MEMBER

ONE HUNDRED NINETEENTH CONGRESS
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Minority (202) 225-2927

July 7, 2025

The Honorable Brian Mast
Chairman
Committee on Foreign Affairs
2172 Rayburn House Office Building
Washington, DC 20515

Dear Chairman Graves:

Thank you for your letter concerning H.R. 1765, the "Promoting United States Wireless Leadership Act of 2025." I appreciate your willingness to forgo action on the bill so that it may proceed expeditiously to the House Floor.

I agree that your decision to forgo action on this bill does not in any way diminish or alter the jurisdiction of the Committee on Foreign Affairs, nor prejudice that Committee's jurisdictional prerogatives on this measure or similar legislation in the future.

As you requested, I will include a copy of our exchange of letters on H.R. 1765 in the committee report on the bill and in the Congressional Record during consideration of the bill on the House floor.

Thank you again for your assistance on this matter.

Sincerely,



Brett Guthrie
Chairman

