

117TH CONGRESS  
1ST SESSION

# S. 65

To ensure that goods made with forced labor in the Xinjiang Uyghur Autonomous Region of the People's Republic of China do not enter the United States market, and for other purposes.

---

## IN THE SENATE OF THE UNITED STATES

JANUARY 27, 2021

Mr. RUBIO (for himself, Mr. MERKLEY, Mr. RISCH, Mr. VAN HOLLEN, Mr. COTTON, Ms. WARREN, Mr. CORNYN, Ms. HASSAN, Ms. COLLINS, Ms. KLOBUCHAR, Mr. ROMNEY, Mrs. FEINSTEIN, Mr. DAINES, Mr. BLUMENTHAL, Mr. MORAN, Mr. WARNER, Mr. LANKFORD, Ms. SMITH, Mrs. BLACKBURN, Mr. BOOKER, Mr. SCOTT of Florida, Mr. MARKEY, Mr. THUNE, Mr. BOOZMAN, Mr. BRAUN, Mr. SASSE, Mr. YOUNG, Mr. COONS, Mr. CARDIN, and Mr. CRUZ) introduced the following bill; which was read twice and referred to the Committee on Foreign Relations

---

# A BILL

To ensure that goods made with forced labor in the Xinjiang Uyghur Autonomous Region of the People's Republic of China do not enter the United States market, and for other purposes.

1       *Be it enacted by the Senate and House of Representa-*

2       *tives of the United States of America in Congress assembled,*

3       **SECTION 1. SHORT TITLE.**

4       This Act may be cited as the “Uyghur Forced Labor

5       Prevention Act”.

1   **SEC. 2. FINDINGS.**

2       Congress finds the following:

3               (1) In the Xinjiang Uyghur Autonomous Re-  
4 gion of the People's Republic of China, the Govern-  
5 ment of the People's Republic of China has, since  
6 April 2017, arbitrarily detained more than  
7 1,000,000 Uyghurs, Kazakhs, Kyrgyz, and members  
8 of other persecuted groups in a system of  
9 extrajudicial mass internment camps, and has sub-  
10 jected detainees to forced labor, torture, political in-  
11 doctrination, and other severe human rights abuses.

12               (2) Forced labor, a severe form of human traf-  
13 ficking, exists within the Xinjiang Uyghur Autono-  
14 mous Region's system of mass internment camps,  
15 and throughout the region, and is confirmed by the  
16 testimony of former camp detainees, satellite im-  
17 agery, and official leaked documents from the Gov-  
18 ernment of the People's Republic of China as part  
19 of a targeted campaign of repression of Muslim eth-  
20 nic minorities.

21               (3) In addition to reports from researchers and  
22 civil society groups documenting evidence that many  
23 factories and other suppliers in the Xinjiang Uyghur  
24 Autonomous Region are exploiting forced labor, on  
25 July 22, 2020, the Bureau of Industry and Security  
26 of the Department of Commerce added 11 entities to

1       the Entity List set forth in Supplement No. 4 to  
2       part 744 of title 15, Code of Federal Regulations,  
3       after determining the entities had been “implicated  
4       in human rights violations and abuses in the imple-  
5       mentation of China’s campaign of repression, mass  
6       arbitrary detention, forced labor and high-technology  
7       surveillance against Uyghurs, Kazakhs, and mem-  
8       bers of other persecuted groups in the Xinjiang  
9       Uyghur Autonomous Region”.

10             (4) The Government of the People’s Republic of  
11       China interferes with audits and traditional due dili-  
12       gence efforts to vet goods and supply chains in the  
13       Xinjiang Uyghur Autonomous Region to hinder  
14       identifying goods made in whole or part with forced  
15       labor, including by intimidating potential witnesses  
16       and concealing relevant information.

17             (5) Reports cited by the Department of Labor  
18       estimate that hundreds of thousands of ex-detainees  
19       who are Uyghurs, Kazakhs, Kyrgyz, or members of  
20       other persecuted groups in the People’s Republic of  
21       China may be working in conditions of forced labor  
22       following detention in re-education camps. Moreover,  
23       nongovernmental organizations estimate that more  
24       than 80,000 Uyghurs were transferred out of the  
25       Xinjiang Uyghur Autonomous Region to work in

1 factories across the People’s Republic of China be-  
2 tween 2017 and 2019, and some of them were sent  
3 directly from detention camps.

4 (6) The Department of State’s June 2020 Traf-  
5 ficking in Persons Report found, “Authorities offer  
6 subsidies incentivizing Chinese companies to open  
7 factories in close proximity to the internment camps  
8 and to receive transferred detainees at satellite man-  
9 ufacturing sites in other provinces. Local govern-  
10 ments receive additional funds for each inmate  
11 forced to work in these sites at a fraction of min-  
12 imum wage or without any compensation. The gov-  
13 ernment has transported tens of thousands of these  
14 individuals to other areas within Xinjiang and to  
15 other provinces for forced labor under the guise of  
16 poverty alleviation and industrial aid programs.”.

17 (7) U.S. Customs and Border Protection has  
18 issued 11 withhold release orders on goods suspected  
19 to be produced with prison or forced labor in the  
20 Xinjiang Uyghur Autonomous Region. Goods subject  
21 to the withhold release orders include all cotton, cot-  
22 ton products, tomatoes, and tomato products, as well  
23 as certain garments, hair products, apparel, com-  
24 puter parts, and other goods.

1                         (8) In its 2019 annual report, the Congressional-Executive Commission on China found that  
2 goods reportedly produced with forced labor by current and former mass internment camp detainees included textiles, electronics, food products, shoes, tea,  
3  
4 and handicrafts.

5                         (9) Under section 1091(a) of title 18, United States Code, a person commits genocide if the person “whether in time of peace or in time of war and with the specific intent to destroy, in whole or in substantial part, a national, ethnic, racial, or religious group as such—

6                             “(1) kills members of that group;  
7                             “(2) causes serious bodily injury to members of that group;

8                             “(3) causes the permanent impairment of the mental faculties of members of the group through drugs, torture, or similar techniques;

9                             “(4) subjects the group to conditions of life  
10                             that are intended to cause the physical destruction of the group in whole or in part;

11                             “(5) imposes measures intended to prevent  
12                             births within the group; or

13                             “(6) transfers by force children of the  
14                             group to another group.”.

(10) As a direct result of the campaign of targeted and coercive population control of the Government of the People's Republic of China's against Uyghurs, the birthrate of the Uyghur population in the Xinjiang Uyghur Autonomous Region plummeted by 24 percent from 2017 to 2018, with birthrates in the Uyghur majority regions of Hotan and Kashgar decreasing by more than 60 percent from 2015 to 2018.

10 (11) The policies of the Government of the Peo-  
11 ple's Republic of China are in contravention of its  
12 human rights commitments and obligations, includ-  
13 ing under—

(B) the International Covenant on Civil and Political Rights, which the People's Republic of China has signed but not yet ratified; and

19 (C) the United Nations Protocol to Pre-  
20 vent, Suppress and Punish Trafficking in Per-  
21 sons Especially Women and Children (com-  
22 monly known as the “Palermo Protocol”), to  
23 which the People’s Republic of China has been  
24 a state party since February 2010.

1   **SEC. 3. STATEMENT OF POLICY.**

2       It is the policy of the United States—

3               (1) to strengthen the prohibition against the  
4           importation of goods made with forced labor, includ-  
5           ing by ensuring that the Government of the People's  
6           Republic of China does not undermine the effective  
7           enforcement of section 307 of the Tariff Act of 1930  
8           (19 U.S.C. 1307), which prohibits the importation of  
9           “[a]ll goods, wares, articles, and merchandise mined,  
10          produced or manufactured wholly or in part in any  
11          foreign country by . . . forced labor”;

12              (2) to lead the international community in end-  
13          ing forced labor practices wherever such practices  
14          occur through all means available to the United  
15          States Government, including by stopping the impor-  
16          tation of any goods made with forced labor, includ-  
17          ing those goods mined, produced, or manufactured  
18          in the Xinjiang Uyghur Autonomous Region;

19              (3) to actively work to prevent, publicly de-  
20          nounce, and end human trafficking, including with  
21          respect to forced labor, whether sponsored by the  
22          government of a foreign country or not, and to re-  
23          store the lives of those affected by human traf-  
24          ficking, a modern form of slavery;

1                             (4) to regard the prevention of atrocities as a  
2                             priority in the national interests of the United  
3                             States; and

4                             (5) to address gross violations of human rights  
5                             in the Xinjiang Uyghur Autonomous Region—

6                                 (A) through bilateral diplomatic channels  
7                             and multilateral institutions in which both the  
8                             United States and the People's Republic of  
9                             China are members; and

10                                 (B) using all the authorities available to  
11                             the United States Government, including visa  
12                             and financial sanctions, export restrictions, and  
13                             import controls.

14 **SEC. 4. STRATEGY TO ENFORCE PROHIBITION ON IMPOR-**  
15                                 **TATION OF GOODS MADE THROUGH FORCED**  
16                                 **LABOR IN THE XINJIANG UYGHUR AUTONO-**  
17                                 **MOUS REGION.**

18                             (a) PUBLIC COMMENT.—

19                                 (1) IN GENERAL.—Not later than 45 days after  
20                             the date of the enactment of this Act, the Secretary  
21                             of Homeland Security, in consultation with the  
22                             United States Trade Representative, the Secretary  
23                             of State, and the Secretary of Labor, shall publish  
24                             in the Federal Register a notice soliciting public  
25                             comments on how best to ensure that goods made

1       with forced labor in the People’s Republic of China,  
2       including by Uyghurs, Kazakhs, Kyrgyz, and mem-  
3       bers of other persecuted groups in the Xinjiang  
4       Uyghur Autonomous Region of the People’s Repub-  
5       lic of China, are not imported into the United  
6       States.

7                     (2) PERIOD FOR COMMENT.—The Secretary of  
8       Homeland Security shall provide the public with not  
9       less than 60 days to submit comments in response  
10      to the notice required by paragraph (1).

11                     (b) PUBLIC HEARING.—

12                     (1) IN GENERAL.—Not later than 45 days after  
13       the close of the period to submit comments under  
14       subsection (a)(2), the Secretary of Homeland Secu-  
15       rity, the Secretary of Labor, the United States  
16       Trade Representative, and the Secretary of State  
17       shall jointly conduct a public hearing inviting wit-  
18       nesses to testify with respect to the use of forced  
19       labor in the People’s Republic of China and potential  
20       measures, including the measures described in para-  
21       graph (2), to prevent the importation of goods made  
22       with forced labor into the United States from the  
23       People’s Republic of China.

24                     (2) MEASURES DESCRIBED.—The measures de-  
25       scribed in this paragraph are—

1                             (A) measures that can be taken to trace  
2                             goods or to prevent goods from leaving the Peo-  
3                             ple's Republic of China; and

4                             (B) other measures for ensuring that  
5                             goods made with forced labor do not enter the  
6                             United States.

7                             (c) DEVELOPMENT OF STRATEGY.—After receiving  
8                             public comments under subsection (a) and holding the  
9                             hearing required by subsection (b), the Secretary of  
10                            Homeland Security, in consultation with the Secretary of  
11                            Labor, the United States Trade Representative, the Sec-  
12                            retary of State, and the Director of National Intelligence,  
13                            shall develop a strategy for preventing the importation  
14                            into the United States of goods made with forced labor  
15                            in the Xinjiang Uyghur Autonomous Region.

16                             (d) ELEMENTS.—The strategy developed under sub-  
17                             section (c) shall include the following:

18                                 (1) A comprehensive assessment of the risk of  
19                             the possibility of importing goods made with forced  
20                             labor from the People's Republic of China, including  
21                             from the Xinjiang Uyghur Autonomous Region or  
22                             made by Uyghurs, Kazakhs, Kyrgyz, or members of  
23                             other persecuted groups in any other part of the  
24                             People's Republic of China, that identifies, to the ex-  
25                             tent feasible—

1                             (A) threats, including through the potential  
2                             involvement in supply chains of entities that  
3                             may use forced labor, that could lead to the importation  
4                             of goods made with forced labor into the United States; and

6                             (B) what procedures can be implemented or improved to reduce such threats.

8                             (2) A comprehensive description and evaluation—

10                             (A) of “pairing assistance” and “poverty alleviation” programs that include the forced labor of Uyghurs, Kazakhs, Kyrgyz, or members of other persecuted groups outside of the Xinjiang Uyghur Autonomous Region or similar programs of the People’s Republic of China in which work or services are extracted from Uyghurs, Kazakhs, Kyrgyz, or members of other persecuted groups through the threat of penalty or for which the Uyghurs, Kazakhs, Kyrgyz, or members of other persecuted groups have not offered themselves voluntarily; and

22                             (B) that includes—

23                                 (i) a list of entities working with the government of the Xinjiang Uyghur Autonomous Region to move forced labor or

1           Uyghurs, Kazakhs, Kyrgyz, or members of  
2           other persecuted groups out of the  
3           Xinjiang Uyghur Autonomous Region; and

4               (ii) a list of goods made with such  
5               labor for importation to the United States.

6           (3) Recommendations for efforts, initiatives,  
7           and tools and technologies to be adopted to ensure  
8           that U.S. Customs and Border Protection can accu-  
9           rately identify and trace goods made in the Xinjiang  
10          Uyghur Autonomous Region entering at any of the  
11          ports of the United States.

12           (4) A description of how U.S. Customs and  
13          Border Protection plans to enhance its use of legal  
14          authorities and other tools to ensure that no goods  
15          are entered at any of the ports of the United States  
16          in violation of section 307 of the Tariff Act of 1930  
17          (19 U.S.C. 1307), including through the initiation of  
18          pilot programs to test the viability of technologies to  
19          assist in the examination of such goods.

20           (5) Guidance to importers with respect to—

21               (A) best practices or effective due diligence  
22               measures to ensure that such importers do not  
23               import any goods made with forced labor from  
24               the Xinjiang Uyghur Autonomous Region; and

(B) the type, nature, and extent of evidence that demonstrates that imported goods detained or seized pursuant to section 307 of the Tariff Act of 1930 (19 U.S.C. 1307) were not made with forced labor.

6 (e) SUBMISSION OF STRATEGY.—Not later than 270  
7 days after the date of the enactment of this Act, and annu-  
8 ally thereafter, the Secretary of Homeland Security, in  
9 consultation with the Secretary of Labor, the United  
10 States Trade Representative, and the Secretary of State,  
11 shall submit to the appropriate congressional committees  
12 a report that—

18 (f) FORM OF REPORT.—Each report required by sub-  
19 section (e) shall be submitted in unclassified form, but  
20 may include a classified annex, if necessary.

21       (g) PUBLIC AVAILABILITY.—The unclassified portion  
22 of each report required by subsection (e) shall be made  
23 available to the public.

1 SEC. 5. REBUTTABLE PRESUMPTION THAT IMPORT PROHI-  
2 BITION APPLIES TO GOODS PRODUCED IN  
3 THE XINJIANG UYGHUR AUTONOMOUS RE-  
4 GION.

5 (a) IN GENERAL.—The Commissioner of U.S. Cus-  
6 toms and Border Protection shall, except as provided by  
7 subsection (b), apply a presumption that, with respect to  
8 any significant goods, wares, articles, and merchandise  
9 mined, produced, or manufactured wholly or in part in the  
10 Xinjiang Uyghur Autonomous Region of the People's Re-  
11 public of China or produced by entities on a list required  
12 by section 4(d)(2)(B)(i)—

19           (b) EXCEPTIONS.—The Commissioner shall apply the  
20 presumption under subsection (a) unless the Commis-  
21 sioner determines that—

22 (1) the importer of record has—

(A) fully complied with the guidance described in section 4(d)(5) and any regulations issued to implement that guidance; and

6                   (2) the good was not produced wholly or in part  
7                   by forced labor; or

14 (c) REGULATIONS.—The Commissioner may pre-  
15 scribe regulations—

16                   (1) to implement paragraphs (1) and (2) of  
17 subsection (b); or

18                   (2) to amend any other regulations relating to  
19                   withhold release orders in order to implement this  
20                   section.

21 (d) EFFECTIVE DATE.—This section takes effect on  
22 the date that is 300 days after the date of the enactment  
23 of this Act.

1   **SEC. 6. DETERMINATION RELATING TO ATROCITIES AND**  
2                   **GENOCIDE IN THE XINJIANG UYGHUR AU-**  
3                   **TONOMOUS REGION.**

4       (a) IN GENERAL.—Not later than 180 days after the  
5   date of the enactment of this Act, the Secretary of State  
6   shall submit to the appropriate congressional committees  
7   a report setting forth the formal determination of the Sec-  
8   retary with respect to whether—

9                   (1) the human rights abuses committed by the  
10   Government of the People’s Republic of China  
11   against Uyghurs, Kazakhs, Kyrgyz, and members of  
12   other persecuted groups in the Xinjiang Uyghur Au-  
13   tonomous Region of the People’s Republic of China  
14   constitute genocide within the meaning of section  
15   1091(a) of title 18, United States Code; and

16                   (2) the actions taken by the Government of the  
17   People’s Republic of China in support of the use of  
18   forced labor against Uyghurs, Kazakhs, Kyrgyz, and  
19   members of other persecuted groups in the Xinjiang  
20   Uyghur Autonomous Region constitute an atrocity  
21   within the meaning of the term “atrocities” as de-  
22   fined in section 6 of the Elie Wiesel Genocide and  
23   Atrocities Prevention Act of 2018 (Public Law 115–  
24   441; 22 U.S.C. 2656 note).

1       (b) FORM.—The report required by subsection (a)  
2 shall be submitted in unclassified form, but may include  
3 a classified annex, if necessary.

4       (c) PUBLIC AVAILABILITY.—The unclassified portion  
5 of each report required by subsection (a) shall be made  
6 available to the public.

**7 SEC. 7. DIPLOMATIC STRATEGY TO ADDRESS FORCED  
8 LABOR IN THE XINJIANG UYGHUR AUTONO-  
9 MOUS REGION.**

10       (a) IN GENERAL.—Not later than 90 days after the  
11 date of the enactment of this Act, the Secretary of State,  
12 in coordination with the heads of other appropriate Fed-  
13 eral agencies, shall submit to the appropriate congres-  
14 sional committees a report that includes a United States  
15 strategy to promote initiatives to enhance international  
16 awareness of and to address forced labor in the Xinjiang  
17 Uyghur Autonomous Region of the People's Republic of  
18 China.

19           (b) MATTERS TO BE INCLUDED.—The Secretary  
20 shall include in the report required by subsection (a) the  
21 following:

1       Uyghurs, Kazakhs, Kyrgyz, and members of other  
2       persecuted groups in the Xinjiang Uyghur Autono-  
3       mous Region for forced labor.

4               (2) A description of public affairs, public diplo-  
5       macy, and counter-messaging efforts to promote  
6       awareness of the human rights situation, including  
7       with respect to forced labor, in the Xinjiang Uyghur  
8       Autonomous Region.

9               (3) A plan—

10                       (A) to coordinate and collaborate with ap-  
11       propriate nongovernmental organizations and  
12       private sector entities to raise awareness about  
13       goods made with forced labor in the Xinjiang  
14       Uyghur Autonomous Region; and

15                       (B) to provide humanitarian assistance, in-  
16       cluding with respect to resettlement and advo-  
17       cacy for imprisoned family members, to  
18       Uyghurs, Kazakhs, Kyrgyz, and members of  
19       other persecuted groups, including members of  
20       such groups formerly detained in mass intern-  
21       ment camps in the Xinjiang Uyghur Autono-  
22       mous Region.

23               (c) ADDITIONAL MATTERS TO BE INCLUDED.—The  
24       Secretary shall include in the report required by sub-  
25       section (a), based on consultations with the Secretary of

1 Commerce, the Secretary of Homeland Security, and the  
2 Secretary of the Treasury, the following:

3 (1) To the extent practicable, a list of—

4 (A) entities in the People's Republic of  
5 China or affiliates of such entities that use or  
6 benefit from forced labor in the Xinjiang  
7 Uyghur Autonomous Region; and

8 (B) foreign persons that act as agents of  
9 the entities or affiliates described in subpara-  
10 graph (A) to import goods into the United  
11 States.

12 (2) A plan for working with private sector enti-  
13 ties seeking to conduct supply chain due diligence to  
14 prevent the importation of goods made with forced  
15 labor into the United States.

16 (3) A description of actions taken by the United  
17 States Government to address forced labor in the  
18 Xinjiang Uyghur Autonomous Region under existing  
19 authorities, including—

20 (A) the Trafficking Victims Protection Act  
21 of 2000 (22 U.S.C. 7101 et seq.);

22 (B) the Elie Wiesel Genocide and Atroc-  
23 ities Prevention Act of 2018 (Public Law 115–  
24 441; 22 U.S.C. 2656 note); and

(C) the Global Magnitsky Human Rights Accountability Act (subtitle F of title XII of Public Law 114-328; 22 U.S.C. 2656 note).

4       (d) FORM.—The report required by subsection (a)  
5 shall be submitted in unclassified form, but may include  
6 a classified annex, if necessary.

**7 SEC. 8. IMPOSITION OF SANCTIONS RELATING TO FORCED**

**8 LABOR IN THE XINJIANG UYGHUR AUTONO-**

**9 MOUS REGION.**

10       (a) IN GENERAL.—Section 6(a)(1) of the Uyghur  
11 Human Rights Policy Act of 2020 (Public Law 116–145;  
12 22 U.S.C. 6901 note) is amended by adding at the end  
13 the following:

14                         “(F) Serious human rights abuses in con-  
15                         nection with forced labor.”.

16 (b) EFFECTIVE DATE; APPLICABILITY.—The amend-  
17 ment made by subsection (a)—

18                   (1) takes effect on the date of the enactment of  
19                   this Act; and

(2) applies with respect to the first report required by section 6(a)(1) of the Uyghur Human Rights Policy Act of 2020 submitted after such date of enactment.

24 (c) TRANSITION RULE.—

1                             (1) INTERIM REPORT.—Not later than 180  
2 days after the date of the enactment of this Act, the  
3 President shall submit to the committees specified in  
4 section 6(a)(1) of the Uyghur Human Rights Policy  
5 Act of 2020 a report that identifies each foreign per-  
6 son, including any official of the Government of the  
7 People's Republic of China, that the President deter-  
8 mines is responsible for serious human rights abuses  
9 in connection with forced labor with respect to  
10 Uyghurs, Kazakhs, Kyrgyz, or members of other  
11 Muslim minority groups, or other persons in the  
12 Xinjiang Uyghur Autonomous Region.

13                             (2) IMPOSITION OF SANCTIONS.—The President  
14 shall impose sanctions under subsection (c) of sec-  
15 tion 6 of the Uyghur Human Rights Policy Act of  
16 2020 with respect to each foreign person identified  
17 in the report required by paragraph (1), subject to  
18 the provisions of subsections (d), (e), (f), and (g) of  
19 that section.

20 **SEC. 9. SUNSET.**

21                             Sections 4, 5, and 7 shall cease to have effect on the  
22 earlier of—

23                             (1) the date that is 8 years after the date of the  
24 enactment of this Act; or

## 9 SEC. 10. DEFINITIONS.

10 In this Act:

1                             (2) FOREIGN PERSON.—The term “foreign per-  
2                             son” means a person that is not a United States  
3                             person.

4                             (3) PERSON.—The term “person” means an in-  
5                             dividual or entity.

6                             (4) UNITED STATES PERSON.—The term  
7                             “United States person” means—

8                                 (A) a United States citizen or an alien law-  
9                             fully admitted for permanent residence to the  
10                             United States; or

11                                 (B) an entity organized under the laws of  
12                             the United States or any jurisdiction within the  
13                             United States, including a foreign branch of  
14                             such an entity.

