



**Report to Congress on  
Tibet Negotiations  
Section 613(b) of the Tibetan Policy Act of 2002 (22 U.S.C. 6901 note)**

Pursuant to section 613(b) of the Tibetan Policy Act of 2002 (22 U.S.C. 6901 note), this report covers: (1) the steps taken by the President and Secretary of State in accordance with subsection (a)(1) of the Tibetan Policy Act of 2002; and (2) the status of any discussions between the People's Republic of China and the Dalai Lama or his representatives. The Department of State submits this report to the Committee on Foreign Affairs of the House of Representatives and the Committee on Foreign Relations of the Senate.

**Executive Summary**

No formal negotiations between People's Republic of China (PRC) officials and the Dalai Lama or his representatives have occurred since 2010. The United States continues to encourage both sides to engage in meaningful and direct dialogue, without preconditions, to seek a settlement that resolves differences. The U.S. government remains concerned by the lack of meaningful autonomy for Tibetans within the PRC, ongoing abuses of the human rights of Tibetans in the PRC, and efforts by PRC authorities to eliminate the distinct religious, linguistic, and cultural identity of Tibetans. The United States believes the PRC government must address these concerns to create conditions for a sustainable settlement, which is essential to the long-term stability of the region. The U.S. government has maintained close contact with Tibetan religious, cultural, and political leaders to underscore U.S. support, and has expressed its concerns regarding PRC government actions in bilateral, multilateral, and public venues. Due to the PRC government's withdrawal of consent for operation

in retaliation for the closure of PRC Consulate General Houston, the United States suspended operations of the U.S. Consulate General in Chengdu (CG Chengdu) on July 27, 2020, severely restricting the United States' ability to maintain access to Tibetan areas. The following report describes activities undertaken by senior U.S. officials from May 1, 2022 to April 30, 2023 to encourage dialogue and create conditions for a sustainable settlement.

## **U.S. Policy on Tibet**

The United States' long-standing policy is to encourage meaningful and direct dialogue between PRC authorities and the Dalai Lama or his representatives, without preconditions, to seek a settlement that resolves differences. The U.S. government believes that a negotiated resolution that leads to meaningful autonomy for Tibetans and ensures they are able to freely practice their religion, culture, and language provides the best hope for long-term stability in the region.

The United States continues to urge the PRC government to change its policies in Tibetan areas that have created tensions; respect and preserve the distinct religious, linguistic, and cultural identity of Tibetans; and permit Tibetans to express their grievances freely, publicly, peacefully, and without fear of retribution. The United States remains concerned by PRC government interference in the selection, education, and veneration of Tibetan Buddhist religious leaders. The U.S. government continues to call upon PRC authorities to allow diplomats, journalists, tourists, and others to have unrestricted access to Tibetan areas.

Due to the PRC government's withdrawal of consent for operation in retaliation for the closure of PRC Consulate General Houston, the United States suspended operations of the U.S. Consulate General in CG Chengdu on July 27, 2020. The consulate has stood at the center of our relations with people in Southwestern China, including Tibetan areas, for 35 years. The closure of CG Chengdu has severely restricted the United States' ability to maintain access to Tibetan areas.

Information regarding human rights conditions in Tibet appears in the Department of State's annual Human Rights Report and International Religious Freedom Report. Information regarding access to the Tibetan Autonomous Region and other Tibetan areas of the PRC appears in the Department of State's annual report to Congress pursuant to section 4 of the Reciprocal Access to Tibet Act (RATA) of 2018 (P.L. 115-330).

### **Steps Taken by Senior U.S. Officials to Encourage Dialogue and Establish Conditions for a Sustainable Settlement**

Senior U.S. officials called public attention to the PRC government's abuses of the human rights of Tibetans, including their right to freedom of religion or belief, and called for the PRC government to respect those rights on multiple occasions:

- On May 17, 2022, the anniversary of the Panchen Lama's disappearance, the U.S. Ambassador at Large for International Religious Freedom issued a tweet calling for his immediate and unconditional release.
- On May 18, 2022, the U.S. Special Coordinator for Tibetan Issues (Special Coordinator) met with the Dalai Lama and the Central Tibetan Administration (CTA) in Dharamsala, India, to discuss issues pertaining to Tibet and Tibetans, including efforts toward resuming formal dialogue with the PRC.
- On June 14, 2022, the United States joined 47 countries in a Dutch-led joint statement on the human rights situation in the PRC, including in Xinjiang, Tibet, and Hong Kong, delivered at the UN Human Rights Council.
- On June 21, 2022, the Special Coordinator met with CTA Sikyong (President) Penpa Tsering to reaffirm the importance of resuming dialogue with the PRC.

- On July 6, 2022, Secretary Blinken released a press statement on the Dalai Lama's 87th birthday. The Special Coordinator also participated in a celebration hosted by the International Campaign for Tibet.
- On September 8, 2022, the Special Coordinator issued a tweet calling for the PRC to cease involuntary, mass DNA collection throughout Tibet and to respect the fundamental freedoms of Tibetans.
- On September 30, 2022, the Special Coordinator released a video message celebrating the 20th anniversary of the bipartisan Tibetan Policy Act, reaffirming the U.S. government's commitment to supporting preservation of Tibet's distinct religious, cultural, and linguistic heritage, and calling on the PRC to reengage with the Dalai Lama or his representatives in meaningful dialogue, without preconditions.
- On October 4, 2022, the Special Coordinator gave remarks at an event hosted by the U.S. Mission in Geneva on the human rights implications of the Dalai Lama's succession, where she called on the PRC to return to dialogue and reaffirmed that the United States will explore all tools at our disposal to promote accountability for PRC officials who interfere in the Dalai Lama's succession.
- On October 26, 2022, the anniversary of Go Sherab Gyatso's detainment, the Special Coordinator issued a tweet renewing the United States' call for Gyatso's immediate & unconditional release.
- On November 14, 2022, President Biden met with President Xi, where he raised concerns about PRC practices in Xinjiang, Tibet, and Hong Kong, as well as human rights more broadly.
- On November 30, 2022, Secretary Blinken redesignated the PRC as a "Country of Particular Concern," as the PRC government engaged in or tolerated "particularly severe violations of religious freedom."

- On December 9, 2022, the Departments of State and Treasury announced the designation of two PRC officials—Wu Yingjie and Zhang Hongbo—for their involvement in serious human rights abuses in Tibet under the Global Magnitsky sanctions program. These were the first designations under Global Magnitsky for serious human rights abuses in Tibet.
- On February 2, 2023, the Special Coordinator and NSC Senior Director for Democracy and Human Rights met with Sikyong Penpa Tsering and other high-level CTA representatives in Washington, DC.
- On February 10, 2023, the Special Coordinator issued a tweet expressing concern over a report from UN Special Rapporteurs regarding the forced assimilation of over one million Tibetan children in government-run boarding schools.
- On February 22, 2023, the Special Coordinator hosted the Department of State’s annual Losar reception, bringing together representatives from the CTA, community leaders, NGOs, and U.S. government officials. Secretary Blinken also released a video message recommitting to working alongside the global Tibetan community to support and strengthen the rights and heritage of Tibetans.
- On February 23, 2023, the Department of State’s Bureau of Democracy, Human Rights, and Labor spotlighted Go Sherab Gyatso in the Without Just Cause political prisoner’s campaign, calling for his immediate and unconditional release.
- In March 2023, the Department submitted the annual Report on Access to Tibetan Areas and the Reciprocal Access to Tibet Act (RATA) Implementation. Secretary Blinken determined that current restrictions on access to Tibetan areas of the PRC meet the standard under RATA for mandatory visa ineligibilities for officials substantially involved in such restrictions.

- On March 28, 2023, the Special Coordinator provided remarks at the Congressional-Executive Commission on China hearing, entitled “Preserving Tibet: Combating Cultural Erasure, Forced Assimilation and Transnational Repression.” The Special Coordinator reaffirmed that the United States will continue to shine a light on Tibet-related issues, bilaterally and jointly with multilateral partners, and promote accountability for PRC abuses.
- On April 18, 2023, the United States signed the G7 Foreign Ministers’ Communiqué, which raised concerns about reported human rights violations and abuses in the PRC, including in Xinjiang and Tibet.
- On April 25, 2023, the Panchen Lama’s 34th birthday, the Special Coordinator and U.S. Ambassador at Large for International Religious Freedom issued tweets calling for the PRC to provide immediate proof of his whereabouts and well-being. The officials reaffirmed U.S. support for Tibetans’ right to freedom of religion and ability to select, educate, and venerate their religious leaders.