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May 20, 2026

The Honorable Charles E. Grassley
Chairman
The Honorable Richard J. Durbin
Ranking Member
Committee on the Judiciary
United States Senate

The Honorable Jim Jordan
Chairman
The Honorable Jamie Raskin
Ranking Member
Committee on the Judiciary
House of Representatives

Civil Monetary Penalties: Federal Agencies' Compliance with the 2025 Annual Inflation Adjustment Requirements

Civil monetary penalties provide federal agencies with the ability to punish willful and egregious violators, deter future violations, and enforce regulatory policies government-wide. However, if agencies do not periodically adjust them to account for inflation, the penalties may lose their effectiveness, and the government may lose opportunities to collect significant receipts. Congress enacted the Federal Civil Penalties Inflation Adjustment Act of 1990 (IAA)¹ to allow agencies to adjust their covered civil monetary penalties for inflation, promote compliance, and improve penalty collection.² The act, as amended,³ includes a provision added in 2015 for GAO to submit a report annually to Congress assessing agency compliance with the required civil monetary penalty adjustments.⁴

¹Pub. L. No. 101-410, 104 Stat. 890 (Oct. 5, 1990).

²The Federal Civil Penalties Inflation Adjustment Act of 1990, as amended by the Debt Collection Improvement Act, Pub. L. No. 104-134, § 31001(s)(1), 110 Stat. 1321–373 (Apr. 26, 1996), and the Federal Civil Penalties Inflation Adjustment Act Improvements Act of 2015, Pub. L. No. 114-74, title VII, § 701, 129 Stat. 584, 599–601 (Nov. 2, 2015), is referred to as the Inflation Adjustment Act, or the IAA, and is codified, as amended, at 28 U.S.C. § 2461 note. The IAA defines a civil monetary penalty as any penalty, fine, or other sanction that is (1) for a specific monetary amount or has a maximum amount, provided for by federal law; (2) assessed or enforced by an agency pursuant to federal law; and (3) assessed or enforced by an agency in an administrative proceeding or a civil action in the federal courts.

³IAA amendments in 2015 made the penalties under the Occupational Safety and Health Act of 1970 and the Social Security Act subject to the inflation adjustment requirements, although those under the Internal Revenue Code of 1986 and the Tariff Act of 1930 remain excluded from coverage.

⁴We reported on the results of our review of agencies' compliance with the 2024 annual inflation adjustment of the civil monetary penalty amounts as the IAA requires in GAO, *Civil Monetary Penalties: Federal Agencies' Compliance with the 2024 Annual Inflation Adjustment Requirements*, [GAO-25-107966](#) (Washington, D.C.: Apr. 30, 2025).

This 10th annual review responds to that statutory requirement. Our objective was to determine how many agencies subject to the IAA (1) published 2025 civil monetary penalty inflation adjustments in the *Federal Register* as of December 31, 2025, and (2) reported information about civil monetary penalties within each agency’s jurisdiction in the 2025 agency financial report (AFR) submitted under Office of Management and Budget (OMB) Circular A-136.⁵ This circular provides guidance to agencies that produce either AFRs or performance and accountability reports and to government corporations that produce annual management reports.⁶ For purposes of this report, AFR refers to all three types of reports.

To address our objective, we used the list of 49 agencies from our prior report representing the population of agencies that could be subject to the IAA’s applicable provisions.⁷ To assess the list’s completeness, we searched the *Federal Register* for civil monetary penalty inflation adjustments that agencies not on the list published in calendar year 2025.⁸ We determined that no agencies needed to be added and concluded that the list was complete for our purposes.

We reviewed agencies’ inflation adjustments published in the *Federal Register* as of December 31, 2025, and related information reported in the 2025 AFRs. We reviewed civil monetary penalty information from 48 agencies’ 2025 AFRs; one agency had not yet issued its 2025 AFR at the time of our review. We determined whether the agencies reported information about civil monetary penalties within their jurisdictions, including the 2025 annual inflation adjustment of the civil monetary penalty amounts, pursuant to the IAA and OMB Circular A-136, as applicable.⁹ We recalculated the 2025 civil monetary penalty annual inflation adjustment amounts from the amounts that the applicable agencies published in the prior year to determine the accuracy of these adjustments based on the related OMB implementation guidance to agencies.¹⁰ We contacted officials at any agency that had not, in whole or in part, published civil monetary penalty inflation adjustments in the *Federal Register* or reported civil monetary penalty information in its AFR to confirm our findings.

⁵Office of Management and Budget, *Financial Reporting Requirements*, OMB Circular A-136 (Washington, D.C.: July 2025).

⁶Agencies and government corporations generally operate on a fiscal year that ends on September 30 and issue their annual reports in accordance with OMB Circular A-136 (generally mid-November of the same calendar year), although some operate on a different fiscal year basis and may issue their reports on a different date. For 2025, OMB issued Controller Alert CA-26-01 on November 21, 2025, to revise the submission deadline to close of business December 18, 2025, for final AFRs, performance and accountability reports, and agency management reports prepared in accordance with OMB Circular A-136.

⁷This list of agencies includes some government corporations; therefore, in this report, “agency” includes government corporations that prepare financial statements under standards promulgated by the Federal Accounting Standards Advisory Board or another entity. See OMB Circular A-136 and [GAO-25-107966](#).

⁸OMB guidance states that agencies are responsible for identifying the civil monetary penalties that fall under the statutes and regulations within their jurisdiction. Because there is no current, comprehensive database that identifies each agency with civil monetary penalty authority subject to the IAA’s applicable provisions, we cannot be sure that we have identified all the agencies or penalties the act covers.

⁹Two agencies reported information about their civil monetary penalties, including the 2025 annual inflation adjustment, in their calendar year 2024 AFRs. For these two agencies, we reviewed the 2024 AFRs.

¹⁰Office of Management and Budget, *Implementation of Penalty Inflation Adjustments for 2025, Pursuant to the Federal Civil Penalties Inflation Adjustment Act Improvements Act of 2015*, OMB Memorandum M-25-02 (Washington, D.C.: December 2024).

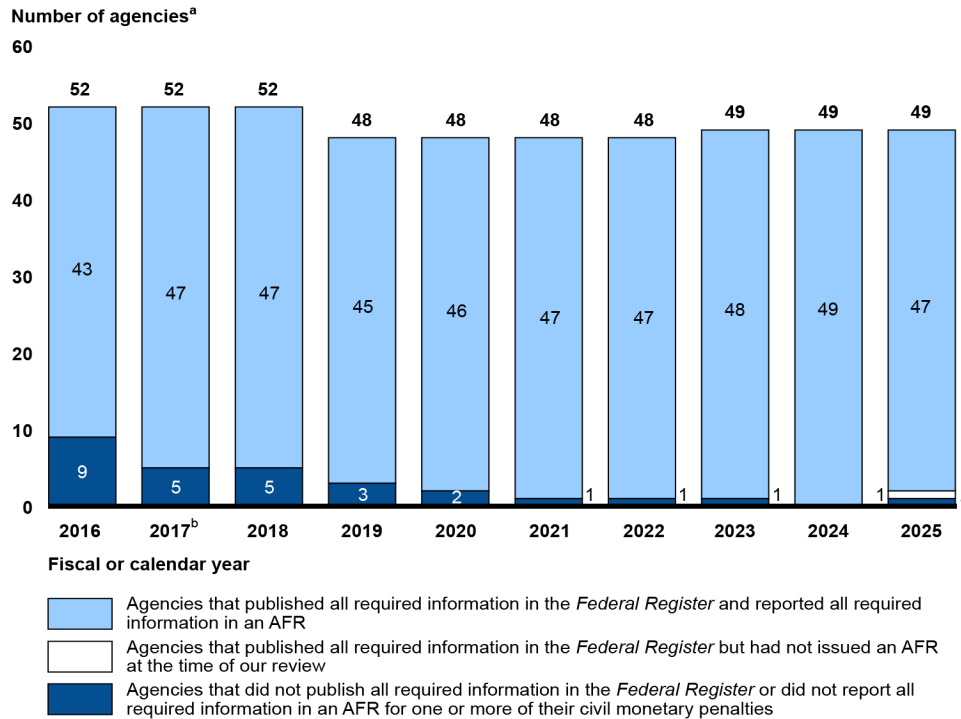
We conducted this performance audit from February 2026 to May 2026 in accordance with generally accepted government auditing standards. Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objectives.

In summary, 47 of the 49 agencies we reviewed for 2025 that could be subject to certain requirements of the IAA have complied with the applicable provisions. These agencies published the 2025 annual inflation adjustment of the civil monetary penalty amounts within their jurisdictions in the *Federal Register* as of December 31, 2025, and reported related information about civil monetary penalties in their 2025 or 2024 AFRs, as the IAA and OMB Circular A-136 require. All 49 agencies we reviewed for 2025 correctly calculated the 2025 civil monetary penalty annual inflation adjustment amounts. One agency—the Department of Labor—published the 2025 annual inflation adjustment of the civil monetary penalty amounts within its jurisdiction in the *Federal Register* as of December 31, 2025, but had not issued its 2025 AFR at the time of our review. One agency—the Department of Health and Human Services (HHS)—did not publish the inflation adjustment in the *Federal Register* as of December 31, 2025, and did not report in its 2025 AFR the required information for the civil monetary penalties. For details on each agency’s reporting status for 2025, see enclosure I.

Figure 1 summarizes the status of the required reporting since we issued our first report in August 2017.¹¹ As shown in the figure, most of the agencies subject to the IAA adjustment provisions that identified civil monetary penalties have published the inflation adjustment information and reported all required information in their AFRs.

¹¹GAO, *Civil Penalties: Certain Federal Agencies Need to Improve Efforts to Comply with Inflation Adjustment Requirements*, [GAO-17-634](#) (Washington, D.C.: Aug. 31, 2017).

Figure 1: Federal Agencies Reporting Civil Monetary Penalty Information, Including the Annual Inflation Adjustments, in the *Federal Register* as of December 31 and in Agency Financial Reports (AFR), 2016–2025



Source: GAO's analysis of federal agency civil monetary penalty inflation adjustment reporting. | GAO-26-108940

^aFor 2016 through 2018, our review included 52 agencies that could be subject to applicable provisions of the Federal Civil Penalties Inflation Adjustment Act of 1990, as amended (IAA). In our 2019 review, we removed four agencies—the Department of Homeland Security/Department of Labor (DHS/DOL) joint rulemaking, International Trade Commission (ITC), Postal Regulatory Commission (PRC), and Tennessee Valley Authority (TVA). We determined that (1) the DHS/DOL joint rulemaking was not applicable to the 2019 annual inflation adjustment, and both departments reported the required information separately; (2) ITC and TVA had determined that they were not subject to the IAA's applicable provisions; and (3) PRC was not considered an agency under the definition applicable to the act. Therefore, our review for years 2019 through 2022 included a total of 48 agencies. During our review for fiscal year 2023, we identified one additional agency, the National Endowment for the Humanities, that was not previously included on our list but published an inflation adjustment for calendar year 2023. Therefore, our review for fiscal years 2023 through 2025 included a total of 49 agencies.

^bResults reported for 2017 only include our assessment of whether agencies reported all required information in an AFR. We limited our review to agencies' 2017 AFRs, and not the *Federal Register* publications, for purposes of their 2017 annual inflation adjustment reporting.

Agency Comments

We provided a draft of this report to OMB and HHS for review and comment. OMB did not provide comments on the draft report. HHS had no comments on the draft report.

We are sending copies of this report to the appropriate congressional committees, the Director of the Office of Management and Budget, the Secretary of Health and Human Services, and other interested parties. In addition, the report is available at no charge on the GAO website at <https://www.gao.gov>.

If you or your staff have any questions concerning this report, please contact me at rasconap@gao.gov. Contact points for our Offices of Congressional Relations and Media

Relations may be found on the last page of this report. In addition, Stephanie Chen (Assistant Director), Vincent Gomes (Auditor in Charge), Olivia Kleiner, and Diana Lee made key contributions to this report.

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Paula M. Rascona
Director
Financial Management and Assurance

Enclosure

Enclosure I: Federal Agencies' Reporting of Required Civil Monetary Penalty Information, Including Calculation of the 2025 Annual Inflation Adjustment

The Federal Civil Penalties Inflation Adjustment Act of 1990, as amended (IAA) requires agencies to adjust their civil monetary penalties for inflation. Table 1 lists the 49 agencies that could be subject to the IAA and indicates whether they correctly calculated their 2025 annual inflation adjustments; published their civil monetary penalty 2025 updates in the *Federal Register* by December 31, 2025; and reported them in their 2025 agency financial reports (AFR), as required by IAA and Office of Management and Budget (OMB) Circular A-136.¹ This circular provides guidance to agencies that produce either AFRs or performance and accountability reports and to government corporations that produce annual management reports.² For purposes of this report, AFR refers to all three types of reports.

Table 1: Federal Agencies' Reporting of Civil Monetary Penalty Information, Including the 2025 Annual Inflation Adjustment in the *Federal Register* as of December 31, 2025, and in 2025 Agency Financial Reports (AFR), and Calculation of the 2025 Annual Inflation Adjustment

Agency	Reported civil monetary penalty information			Remarks
	<i>Federal Register</i>	AFR	Correctly calculated the 2025 inflation adjustment	
1. Commodity Futures Trading Commission	✓	✓	✓	N/A
2. Consumer Financial Protection Bureau	✓	✓	✓	N/A
3. Corporation for National and Community Service	✓	✓	✓	N/A
4. Department of Agriculture	✓	✓	✓	N/A
5. Department of Commerce	✓	✓	✓	N/A
6. Department of Defense	✓	✓	✓	N/A
7. Department of Education	✓	✓	✓	N/A
8. Department of Energy	✓	✓	✓	N/A

¹Office of Management and Budget, *Financial Reporting Requirements*, OMB Circular A-136 (Washington, D.C.: July 2025).

²Agencies and government corporations generally operate on a fiscal year that ends on September 30 and issue their annual reports in accordance with OMB Circular A-136 (generally mid-November of the same calendar year), although some operate on a different fiscal year basis and may issue their reports on a different date. For 2025, OMB issued Controller Alert CA-26-01 on November 21, 2025, to revise the submission deadline to close of business December 18, 2025, for final AFRs, performance and accountability reports, and agency management reports prepared in accordance with OMB Circular A-136, *Financial Reporting Requirements*.

Agency	Reported civil monetary penalty information			Remarks
	<i>Federal Register</i>	AFR	Correctly calculated the 2025 inflation adjustment	
9. Department of Health and Human Services (HHS)	X	X	✓	HHS did not publish the 2025 annual inflation adjustment amount for the 340 civil monetary penalties within its jurisdiction in the <i>Federal Register</i> as of December 31, 2025, and did not report related information for the penalties in its fiscal year 2025 AFR. On January 28, 2026, HHS subsequently published the 2025 annual inflation adjustment for the civil monetary penalties in the <i>Federal Register</i> .
10. Department of Homeland Security	✓	✓	✓	N/A
11. Department of Housing and Urban Development	✓	✓	✓	N/A
12. Department of Justice	✓	✓	✓	N/A
13. Department of Labor (DOL)	✓	Not available ^a	✓	N/A
14. Department of State	✓	✓	✓	N/A
15. Department of the Interior (DOI)	✓	✓	✓	N/A
16. Department of the Treasury	✓	✓	✓	N/A
17. Department of Transportation	✓	✓	✓	N/A
18. Department of Veterans Affairs	✓	✓	✓	N/A
19. Environmental Protection Agency	✓	✓	✓	N/A
20. Equal Employment Opportunity Commission	✓	✓	✓	N/A
21. Farm Credit Administration	✓	✓	✓	N/A
22. Farm Credit System Insurance Corporation (FCSIC) ^b	✓	✓	✓	N/A
23. Federal Communications Commission	✓	✓	✓	N/A
24. Federal Deposit Insurance Corporation (FDIC) ^c	✓	N/A	✓	N/A

Agency	Reported civil monetary penalty information			Remarks
	Federal Register	AFR	Correctly calculated the 2025 inflation adjustment	
25. Federal Election Commission	✓	✓	✓	N/A
26. Federal Energy Regulatory Commission	✓	✓	✓	N/A
27. Federal Housing Finance Agency	✓	✓	✓	N/A
28. Federal Maritime Commission	✓	✓	✓	N/A
29. Federal Reserve Board of Governors (FRB) ^d	✓	N/A	✓	N/A
30. Federal Trade Commission	✓	✓	✓	N/A
31. General Services Administration	✓	✓	✓	N/A
32. Merit Systems Protection Board	✓	✓	✓	N/A
33. National Aeronautics and Space Administration	✓	✓	✓	N/A
34. National Credit Union Administration (NCUA) ^b	✓	✓	✓	N/A
35. National Endowment for the Arts	✓	✓	✓	N/A
36. National Endowment for the Humanities	✓	✓	✓	N/A
37. National Indian Gaming Commission (NIGC) ^e	✓	N/A	✓	N/A
38. National Science Foundation	✓	✓	✓	N/A
39. National Transportation Safety Board	✓	✓	✓	N/A
40. Nuclear Regulatory Commission	✓	✓	✓	N/A
41. Office of Government Ethics	✓	✓	✓	N/A
42. Office of Personnel Management	✓	✓	✓	N/A
43. Pension Benefit Guaranty Corporation (PBGC) ^c	✓	N/A	✓	N/A

Agency	Reported civil monetary penalty information			Remarks
	<i>Federal Register</i>	AFR	Correctly calculated the 2025 inflation adjustment	
44. Railroad Retirement Board	✓	✓	✓	N/A
45. Securities and Exchange Commission	✓	✓	✓	N/A
46. Small Business Administration	✓	✓	✓	N/A
47. Social Security Administration	✓	✓	✓	N/A
48. Surface Transportation Board	✓	✓	✓	N/A
49. United States Postal Service (USPS) ^f	✓	N/A	✓	N/A
Total number of agencies that did not publish all required information in the <i>Federal Register</i> as of December 31, 2025, and did not report all required information in the 2025 AFR for one or more of their civil monetary penalties				1

✓ = Yes X = No N/A = Not applicable: The agency was not subject to reporting civil monetary penalty information or there are no remarks.

Source: GAO's analysis of federal agency civil monetary penalty inflation adjustment reporting. | GAO-26-108940

^aThe fiscal year 2025 AFR for one agency (DOL) had not been issued at the time of our review.

^bFCSIC and NCUA reported information about their civil monetary penalties, including the 2025 annual inflation adjustment, in their calendar year 2024 annual reports, issued in April 2025 and February 2025, respectively.

^cFDIC and PBGC are government corporations under 31 U.S.C. § 9101. Office of Management and Budget (OMB) Circular A-136 does not require government corporations that report under standards that an entity other than the Federal Accounting Standards Advisory Board promulgated to report civil monetary penalty information in an AFR.

^dFRB officials previously stated that the Federal Reserve Act (12 U.S.C. § 248b) requires FRB to prepare financial statements, and as such, the OMB Circular A-136 requirement to submit an AFR does not apply.

^eNIGC officials previously stated that NIGC is an independent federal regulatory agency within DOI and that NIGC's financial information is consolidated and reported in DOI's AFR.

^fUSPS officials previously stated that pursuant to its enabling statute in Title 39 of the U.S. Code, USPS does not submit an AFR under OMB Circular A-136 and therefore is not required to report civil monetary penalties information in an AFR.