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April 28, 2022

The Honorable Dick Durbin
Chairman
The Honorable Chuck Grassley
Ranking Member
Committee on the Judiciary
United States Senate
The Honorable Jerrold Nadler
Chairman
The Honorable Jim Jordan
Ranking Member
Committee on the Judiciary
House of Representatives

Civil Monetary Penalties: Federal Agencies’ Compliance with the 2021 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 these penalties for the effects of inflation, the penalties may lose their effectiveness and agencies may lose opportunities to collect significant federal receipts. Thus, Congress passed the Federal Civil Penalties Inflation Adjustment Act of 1990 to allow for agencies to adjust their covered civil monetary penalties for inflation, to promote compliance, and to improve the collection of penalties.¹ The act, as amended,² hereinafter referred to as the Inflation Adjustment Act (IAA),³ includes a provision added in 2015 for GAO to

¹The Federal Civil Penalties Inflation Adjustment Act of 1990, Pub. 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 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.

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

annually submit to Congress a report assessing the compliance of agencies with the required civil monetary penalty adjustments.⁴

This sixth annual review responds to the statutory provision for GAO to assess agencies' compliance with the civil monetary penalty adjustments for inflation as required by the IAA. Specifically, our objective was to determine how many agencies subject to the IAA published 2021 civil monetary penalty inflation adjustments in the *Federal Register* as of December 31, 2021, and reported information about civil monetary penalties within each agency's jurisdiction in the 2021 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 government corporations that produce annual management reports.⁶ For purposes of this report, AFR refers to all three types of agency reports.

To address our objective, we used the list of 48 agencies from our prior report representing the population of agencies that could be subject to the IAA's applicable provisions.⁷ To assess completeness of the list, we searched the *Federal Register* for civil monetary penalty inflation adjustments that agencies not on the list published in calendar year 2021.⁸ 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, 2021, and related information reported in the 2021 AFRs to determine whether the agencies reported information about civil monetary penalties within their jurisdictions, including the 2021 annual inflation adjustment of the civil monetary penalty amounts, pursuant to the IAA and OMB Circular A-136, as applicable.⁹ We did not verify the accuracy of agencies' inflation adjustments or reported civil monetary penalty information. 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.

⁴We reported on the results of our review of agencies' compliance with the 2020 annual inflation adjustment of the civil monetary penalty amounts as required by the IAA in GAO, *Civil Monetary Penalties: Federal Agencies' Compliance with the 2020 Annual Inflation Adjustment Requirements*, [GAO-21-488R](#) (Washington, D.C.: May 27, 2021).

⁵Office of Management and Budget, *Financial Reporting Requirements*, OMB Circular A-136 (Washington, D.C.: August 2021).

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), while some operate on a different fiscal year basis and may issue their reports on a different date. OMB Circular A-136 does not require government corporations to report civil monetary penalty information in their annual management reports; however, some do include this information.

⁷This list of agencies includes some government corporations; therefore, in this report, "agency" includes government corporations. See [GAO-21-488R](#).

⁸Because 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 of the agencies or penalties covered by the act.

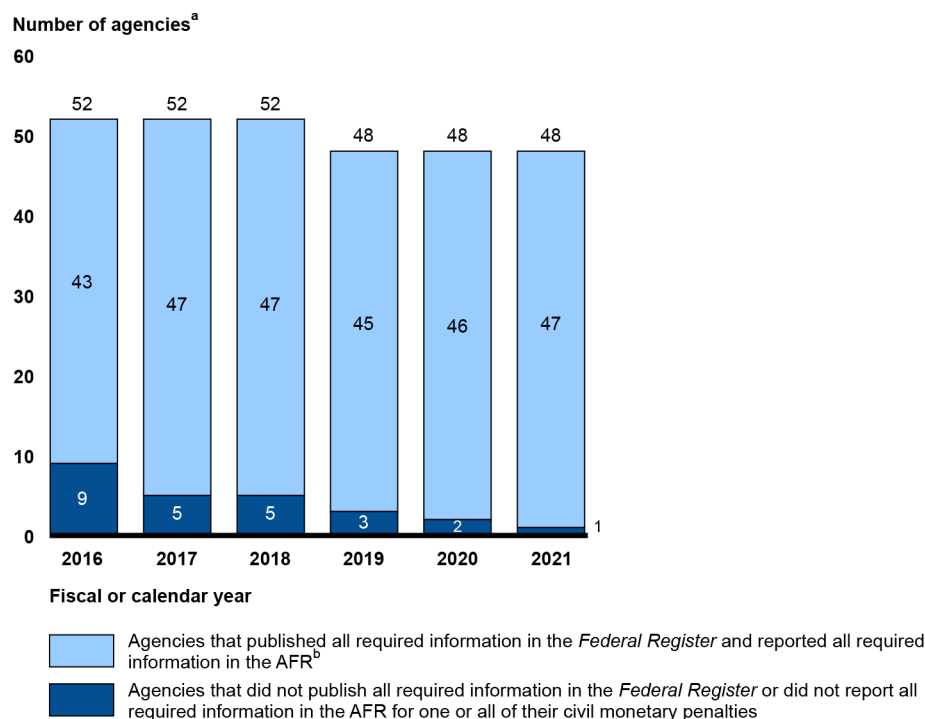
⁹Two agencies reported information about their civil monetary penalties, including the 2021 annual inflation adjustment, in their calendar year 2020 AFRs. For these two agencies, we reviewed the 2020 AFRs.

We conducted this performance audit from January 2022 to April 2022 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 based on our audit objective. We believe that the evidence obtained provides a reasonable basis for our findings based on our audit objective.

In summary, 47 of the 48 agencies that we reviewed for 2021 that could be subject to certain requirements of the IAA have complied with the applicable provisions. These agencies published the 2021 annual inflation adjustment of the civil monetary penalty amounts within their jurisdictions in the *Federal Register* as of December 31, 2021, and reported related information about civil monetary penalties in their 2021 or 2020 AFRs, as required by the IAA and OMB Circular A-136. However, one agency—the Office of Personnel Management (OPM)—did not publish the inflation adjustment in the *Federal Register* as of December 31, 2021, and did not report in its 2021 AFR the required information for its civil monetary penalty. For further details on each agency’s reporting status for 2021, see enclosure I.

Figure 1 summarizes the status of the required reporting since we issued our first report in August 2017.¹⁰ As shown in the figure, our assessments have found that the majority of the agencies that could be subject to the applicable IAA provisions have published the inflation adjustment information and reported all required information in the AFR.

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), 2016–2021



Source: GAO analysis of civil monetary penalty adjustment reporting. | GAO-22-105596

¹⁰GAO, *Civil Penalties: Certain Federal Agencies Need to Improve Efforts to Comply with Inflation Adjustment Requirements*, [GAO-17-634](#) (Washington, D.C.: Aug. 31, 2017).

Accessible Data Table for Figure 1 (part 1 of 2)

Agencies that published all required information in the Federal Register and reported all required information in the AFR

Fiscal or calendar year	Number of agencies
2016	43
2017	47
2018	47
2019	45
2020	46
2021	47

Accessible Data Table for Figure 1 (part 2 of 2)

Agencies that did not publish all required information in the Federal Register or did not report all required information in the AFR for one or all of their civil monetary penalties

Fiscal or calendar year	Number of agencies
2016	9
2017	5
2018	5
2019	3
2020	2
2021	1

^aFor years 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). Specifically, 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. Thus, our 2019, 2020, and 2021 reviews included a total of 48 agencies.

^bResults reported for 2017 only include our assessment of whether agencies reported all required information in the AFR. Our review was limited 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 OPM for review. OMB and OPM informed us that they had no comments on the draft report.

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We are sending copies of this report to the appropriate congressional committees, the Director of the Office of Management and Budget, the Director of the Office of Personnel Management, 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 (202) 512-9816 or rasconap@gao.gov. Contact points for our Offices of Congressional Relations and Public Affairs may be found on the last page of this report. In addition to the contact named above, Stephanie Chen (Assistant Director), Vincent Gomes (Auditor-in-Charge), Destiny Bowie, Diana Lee, and Anne Thomas made key contributions to this report.



Paula M. Rascona
Director
Financial Management and Assurance

Enclosure

Enclosure I: Federal Agencies' Reporting of Required Civil Monetary Penalty Information, Including the 2021 Annual Inflation Adjustment

Table 1 summarizes federal agencies' civil monetary penalty 2021 annual inflation adjustments published in the *Federal Register* as of December 31, 2021, and reported in their 2021 agency financial reports, pursuant to Office of Management and Budget Circular A-136 and as required by the Federal Civil Penalties Inflation Adjustment Act of 1990, as amended (IAA). The agencies are those included in the list of the 48 agencies that could be subject to the IAA's applicable provisions for 2021.

Table 1: Federal Agencies' Reporting of Civil Monetary Penalty Information, Including the 2021 Annual Inflation Adjustment in the *Federal Register* as of December 31, 2021, and in 2021 Agency Financial Reports (AFR)

Reported civil monetary penalty information

	Agency	<i>Federal Register</i>	AFR	Remarks
1.	Commodity Futures Trading Commission	Yes	Yes	NOT APPLICABLE
2.	Consumer Financial Protection Bureau	Yes	Yes	NOT APPLICABLE
3.	Corporation for National and Community Service	Yes	Yes	NOT APPLICABLE
4.	Department of Agriculture	Yes	Yes	NOT APPLICABLE
5.	Department of Commerce	Yes	Yes	NOT APPLICABLE
6.	Department of Defense	Yes	Yes	NOT APPLICABLE
7.	Department of Education	Yes	Yes	NOT APPLICABLE
8.	Department of Energy	Yes	Yes	NOT APPLICABLE
9.	Department of Health and Human Services	Yes	Yes	NOT APPLICABLE
10.	Department of Homeland Security	Yes	Yes	NOT APPLICABLE
11.	Department of Housing and Urban Development	Yes	Yes	NOT APPLICABLE
12.	Department of Justice	Yes	Yes	NOT APPLICABLE
13.	Department of Labor	Yes	Yes	NOT APPLICABLE
14.	Department of State	Yes	Yes	NOT APPLICABLE
15.	Department of the Interior (DOI) ^a	Yes	Yes	NOT APPLICABLE
16.	Department of the Treasury	Yes	Yes	NOT APPLICABLE
17.	Department of Transportation	Yes	Yes	NOT APPLICABLE
18.	Department of Veterans Affairs	Yes	Yes	NOT APPLICABLE
19.	Environmental Protection Agency	Yes	Yes	NOT APPLICABLE
20.	Equal Employment Opportunity Commission	Yes	Yes	NOT APPLICABLE
21.	Farm Credit Administration	Yes	Yes	NOT APPLICABLE
22.	Farm Credit System Insurance Corporation (FCSIC) ^b	Yes	Yes	NOT APPLICABLE

	Agency	Federal Register	AFR	Remarks
23.	Federal Communications Commission	Yes	Yes	NOT APPLICABLE
24.	Federal Deposit Insurance Corporation (FDIC) ^c	Yes	NOT APPLICABLE	NOT APPLICABLE
25.	Federal Election Commission	Yes	Yes	NOT APPLICABLE
26.	Federal Energy Regulatory Commission	Yes	Yes	NOT APPLICABLE
27.	Federal Housing Finance Agency	Yes	Yes	NOT APPLICABLE
28.	Federal Maritime Commission	Yes	Yes	NOT APPLICABLE
29.	Federal Reserve Board of Governors (FRB) ^d	Yes	NOT APPLICABLE	NOT APPLICABLE
30.	Federal Trade Commission	Yes	Yes	NOT APPLICABLE
31.	General Services Administration	Yes	Yes	NOT APPLICABLE
32.	Merit Systems Protection Board	Yes	Yes	NOT APPLICABLE
33.	National Aeronautics and Space Administration	Yes	Yes	NOT APPLICABLE
34.	National Credit Union Administration (NCUA) ^b	Yes	Yes	NOT APPLICABLE
35.	National Endowment for the Arts	Yes	Yes	NOT APPLICABLE
36.	National Indian Gaming Commission (NIGC) ^a	Yes	NOT APPLICABLE	NOT APPLICABLE
37.	National Science Foundation	Yes	Yes	NOT APPLICABLE
38.	National Transportation Safety Board	Yes	Yes	NOT APPLICABLE
39.	Nuclear Regulatory Commission	Yes	Yes	NOT APPLICABLE
40.	Office of Government Ethics	Yes	Yes	NOT APPLICABLE
41.	Office of Personnel Management (OPM)	NO	NO	OPM did not publish the 2021 annual inflation adjustment amount for the civil monetary penalty within its jurisdiction in the <i>Federal Register</i> as of December 31, 2021, and did not report related information for that penalty in its fiscal year 2021 AFR. On March 22, 2022, OPM published the most current annual inflation adjustment effective through 2022, which included the 2021 adjustment, for this civil monetary penalty in the <i>Federal Register</i> .
42.	Pension Benefit Guaranty Corporation (PBGC) ^c	Yes	NOT APPLICABLE	NOT APPLICABLE
43.	Railroad Retirement Board	Yes	Yes	NOT APPLICABLE
44.	Securities and ENochange Commission	Yes	Yes	NOT APPLICABLE
45.	Small Business Administration	Yes	Yes	NOT APPLICABLE
46.	Social Security Administration	Yes	Yes	NOT APPLICABLE
47.	Surface Transportation Board	Yes	Yes	NOT APPLICABLE

	Agency	Federal Register	AFR	Remarks
48.	United States Postal Service (USPS) ^e	Yes	NOT APPLICABLE	NOT APPLICABLE
Number of agencies that did not publish all required information in the <i>Federal Register</i> as of December 31, 2021, and did not report all required information in the 2021 AFR for one or more of their civil monetary penalties		1		

Source: GAO's analysis of civil monetary penalty adjustment reporting. | GAO-22-105596

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

^bFCSIC and NCUA reported information about their civil monetary penalties, including the 2021 annual inflation adjustment, in their calendar year 2020 annual reports, issued in July 2021 and February 2021, respectively.

^cFDIC and PBGC are listed under the definition of "government corporation" under 31 U.S.C. § 9101, and Office of Management and Budget (OMB) Circular A-136 does not require government corporations to report civil monetary penalty information in an AFR.

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

^eUSPS officials previously stated that pursuant to statute under Title 39, 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.

(105596)