

DEPARTMENT OF THE TREASURY

Statement of Regulatory Priorities

The primary mission of the Department of the Treasury is to maintain a strong economy and create economic and job opportunities by promoting the conditions that enable economic growth and stability at home and abroad, strengthen national security by combatting threats and protecting the integrity of the financial system, and manage the U.S. Government's finances and resources effectively.

Consistent with this mission, regulations of the Department and its constituent bureaus are promulgated to interpret and implement the laws as enacted by Congress and signed by the President. It is the policy of the Department to comply with applicable requirements to issue a Notice of Proposed Rulemaking and carefully consider public comments before adopting a final rule. Also, the Department invites interested parties to submit views on rulemaking projects while a proposed rule is being developed.

To the extent permitted by law, it is the policy of the Department to adhere to the regulatory philosophy and principles set forth in Executive Orders 12866, 13563, 13609, and 14094 and to develop regulations that maximize aggregate net benefits to society while minimizing the economic and paperwork burdens imposed on persons and businesses subject to those regulations.

ALCOHOL AND TOBACCO TAX AND TRADE BUREAU

The Alcohol and Tobacco Tax and Trade Bureau (TTB) issues regulations to implement and enforce Federal laws relating to alcohol, tobacco, firearms, and ammunition excise taxes and certain non-tax laws relating to alcohol. TTB's mission and regulations are designed to:

- (1) Collect the taxes on alcohol, tobacco products, firearms, and ammunition;
- (2) Protect the consumer by ensuring the integrity of alcohol products;
- (3) Ensure only qualified businesses enter the alcohol and tobacco industries; and
- (4) Prevent unfair and unlawful market activity for alcohol and tobacco products.

In FY 2025, TTB will continue its multi-year Regulations Modernization effort by prioritizing projects that facilitate economic growth by reducing regulatory burdens, streamlining and simplifying requirements, and improving service to regulated businesses. These actions include rulemaking on

streamlining permit and qualification requirements for distilled spirits plants, wineries, and breweries, and completing rulemaking to modernize the regulations regarding wine and beer labeling and to authorize additional wine treating materials and processes.

In addition, TTB will also prioritize publishing rulemaking to implement recommendations of the Department of the Treasury's February 2022 report on Competition in the Markets for Beer, Wine, and Spirits, which was issued in response to Executive Order 14036, "Promoting Competition in the American Economy." These actions focus on soliciting public comment on trade practice regulations that prevent anticompetitive practices and maintain a "level playing field" across the alcohol industry, and labeling and advertising regulations that would require alcohol beverage labels to include specific, content-related information on allergens, alcohol content, and ingredients. FY 2025 actions also include finalizing rulemaking on proposed new approved container sizes ("standards of fill") for wine and distilled spirits.

The specific projects TTB plans to prioritize in FY 2025 are described below:

- ***Streamlining and Modernizing the Permit Application Process (RINs: 1513-AC46, 1513-AC47, and 1513-AC48, Modernization of Permit and Registration Application Requirements for Distilled Spirits Plants, Permit Applications for Wineries, and Qualification Requirements for Brewers, respectively).***

In FY 2022, TTB proposed regulatory changes to eliminate or streamline application and qualification requirements for distilled spirits plants and breweries. In FY 2025, TTB intends to publish a similar proposal for wineries, and to publish final rules to implement the changes for all three industries. These changes are expected to reduce the amount of information industry members must submit to TTB in connection with permit and similar applications to engage in regulated businesses and reduce the types of operational activities that require prior approval, and overall reduce the regulatory burden on both new and existing businesses. The rulemakings are expected to align with the roll-out of a new online permitting system to greatly improve the applicant experience.

- ***Labeling and Advertising of Alcohol Beverages with Alcohol and Nutritional Content, Allergens, and Ingredients (RIN: 1513-AC93, Labeling and Advertising of Distilled Spirits, Wines, and Malt Beverages with Statements of Alcohol and Nutritional Content; RIN: 1513-***

AC94, Major Food Allergen Labeling for Wines, Distilled Spirits, and Malt Beverages; and 1513-AC95, Ingredient Labeling of Distilled Spirits, Wines, and Malt Beverages).

The Department of the Treasury's February 2022 report on Competition in the Markets for Beer, Wine, and Spirits discussed past and potential future proposals related to the labeling of alcohol beverage products with "serving facts" information. The report stated that TTB should revive or initiate rulemaking proposing mandatory information on alcohol content, nutritional content, and appropriate serving sizes for alcohol beverage products, as well as ingredient labeling. In FY 2024, TTB held Listening Sessions to receive public input on these issues and opened a public docket for written comments. In FY 2025, informed by the input from the public, TTB intends to publish two notices of proposed rulemaking (one on alcohol content and nutrition facts, and another on allergens) and an advance notice of proposed rulemaking on ingredient-labeling.

- ***Consideration of Updates to Trade Practice Regulations (RIN: 1513-AC92).***

In FY 2023, TTB issued an advance notice of proposed rulemaking to seek public comment on TTB's trade practice regulations related to the Federal Alcohol Administration Act's exclusive outlet, tied house, commercial bribery, and consignment sales prohibitions. Executive Order 14036 ("Promoting Competition in the American Economy"), the Department of the Treasury's February 2022 report on Competition in the Markets for Beer, Wine, and Spirits, and public comments related to that report have raised questions about whether these regulations could be improved. In FY 2025, TTB intends to publish a notice of proposed rulemaking proposing revisions to the trade practice regulations, informed by the public input TTB has received, addressing category management services and shelf plans provided by industry members to retailers. TTB expects to address additional trade practice issues in subsequent rulemaking.

- ***Standards of Fill for Wine and Distilled Spirits (RIN: 1513-AC86)***

In FY 2024, TTB reopened the comment period for a notice of proposed rulemaking (Notice No. 210, published May 25, 2022), which proposed changes to the authorized standards of fill for wine and distilled spirits, to solicit comments on additional suggestions raised in public comments that went beyond the scope of the original proposal. In Notice No. 210, TTB proposed to add 10 additional authorized standards of fill for wine in response to requests it has received for such standards, and to reflect a Side

Letter included as part of a U.S.–Japan Trade Agreement that addresses issues related to market access and, specifically, to alcohol beverage standards of fill. TTB also solicited comments on an alternative proposal to eliminate all but a minimum standard of fill for wine containers and all but a minimum and maximum for distilled spirits. In a supplementary notice, Notice No. 210A (published September 9, 2024), TTB solicited comments on suggestions it had received requesting authorization of additional standards of fill for both distilled spirits and wine as an alternative to generally eliminating the standards of fill, and on eliminating a distinction between standards of fill for distilled spirits in can versus non-can containers. In FY25, TTB intends to issue a final rule to conclude this rulemaking.

- ***Modernizing the Alcohol Beverage Labeling and Advertising Requirements (RIN: 1513–AC67, Modernization of Wine Labeling and Advertising Regulations).***

The Federal Alcohol Administration Act requires that alcohol beverages introduced in interstate commerce have a label approved under regulations prescribed by the Secretary of the Treasury. TTB conducted an analysis of its alcohol beverage labeling regulations to identify any that might be outmoded, ineffective, insufficient, or excessively burdensome, and to modify, streamline, expand, or repeal them in accordance with that analysis. As a result of this review, in FY 2019, TTB proposed revisions to these regulations. TTB anticipated that these regulatory changes would assist industry in voluntary compliance, decrease industry burden, and result in the regulated industries being able to bring products to market more quickly. TTB received over 1,100 comments in response to the notice, which included suggestions for further revisions. In FY 2020, TTB published in the Federal Register (85 FR 18704) a final rule amending its regulations to make permanent certain of the proposed liberalizing and clarifying changes, and to provide certainty regarding certain other proposals that commenters generally opposed and that TTB did not intend to adopt. In FY 2022, TTB published in the Federal Register (87 FR 7526) a final rule that addressed remaining issues related to the labeling of distilled spirits and malt beverages and reorganized those regulations to make them easier to read and understand, for which industry members expressed support. In FY 2025, TTB intends to complete this modernization initiative by publishing a final rule to similarly reorganize the wine labeling regulations, address the remaining labeling issues related to wine, and finalize the regulations related to the advertising of wine, distilled spirits, and malt beverages.

OFFICE OF THE COMPTROLLER OF THE CURRENCY

The Office of the Comptroller of the Currency (OCC) charters, regulates, and supervises all national banks and Federal savings associations (FSAs). The agency also supervises the Federal branches and agencies of foreign banks. The OCC's mission is to ensure that national banks and FSAs operate in a safe and sound manner, provide fair access to financial services, treat customers fairly, and comply with applicable laws and regulations.

Regulatory priorities for fiscal year 2025 are described below.

- ***Regulatory Capital Rule: Amendments Applicable to Large Banking Organizations and to Banking Organizations with Significant Trading Activity (12 CFR part 3).***

The OCC, the Federal Reserve Board, and the FDIC plan to issue a joint supplemental notice of proposed rulemaking that would comprehensively revise the agencies' risk-based capital rules, including revisions to the current standardized and advanced approaches capital rules.

- ***Long-term Debt Requirements for Large Bank Holding Companies, Certain Intermediate Holding Companies of Foreign Banking Organizations, and Large Insured Depository Institutions (12 CFR part 54).***

The OCC, FRB, and FDIC plan to issue a final that would require certain large depository institution holding companies, U.S. intermediate holding companies of foreign banking organizations, and certain insured depository institutions, to issue and maintain outstanding a minimum amount of long-term debt. The final rule would improve the resolvability of these firms in case of failure, reduce costs to the Depository Insurance Fund and mitigate financial stability and contagion risks by reducing the risk of loss to uninsured depositors.

- ***OCC Guidelines Establishing Standards for Recovery Planning by Certain Large Insured National Banks, Federal Savings Associations, and Insured Federal Branches (12 CFR part 30, Appendix E).***

The OCC plans to amend its enforceable recovery planning guidelines (Guidelines) to reduce the threshold for applying the Guidelines from \$250 billion to \$100 billion in average total consolidated assets; include a testing provision; and clarify the role of non-financial (including operational and strategic) risk in recovery planning.

FINANCIAL CRIMES ENFORCEMENT NETWORK

As administrator of the Bank Secrecy Act (BSA), the Financial Crimes Enforcement Network (FinCEN) is responsible for developing and implementing regulations that are the core of the Department's anti-money laundering (AML) and countering the financing of terrorism (CFT) efforts. In fulfilling its responsibilities, FinCEN seeks to enhance U.S. national security by making the financial system increasingly resistant to abuse by money launderers, terrorists and their financial supporters, and other perpetrators of crime.

The Secretary of the Treasury, through FinCEN, is authorized by the BSA to issue regulations requiring financial institutions to file reports and keep records that are highly useful in criminal, tax, or regulatory investigations, risk assessments, or proceedings, or intelligence or counter-intelligence activities, including analysis, to protect against terrorism. The BSA also authorizes FinCEN to require that designated financial institutions establish AML/CFT programs and compliance procedures. More recent legislation has given FinCEN the authority and responsibility to develop a system under which certain legal entities in the United States report their beneficial owners. To implement and realize its mission, FinCEN has established regulatory objectives and priorities to safeguard the financial system from the abuses of financial crime, including terrorist financing, proliferation financing, money laundering, and other illicit activity.

These objectives and priorities include: (1) issuing, interpreting, and enforcing compliance with regulations implementing the BSA; (2) supporting, working with, and as appropriate overseeing compliance examination functions delegated by FinCEN to other Federal regulators; (3) managing the collection, processing, storage, and dissemination of data related to the BSA and beneficial ownership; (4) maintaining government-wide access services to that same data for authorized users with a range of interests; (5) conducting analysis in support of policymakers, law enforcement, regulatory and intelligence agencies, and (for compliance purposes) the financial sector; and (6) coordinating with and collaborating on AML/CFT initiatives with domestic law enforcement and intelligence agencies, as well as foreign financial intelligence units.

FinCEN's regulatory priorities for fiscal year 2025 include:

- ***Revisions to Customer Due Diligence Requirements for Financial Institutions.***

FinCEN intends to issue a notice of proposed rulemaking entitled “Revisions to Customer Due Diligence Requirements for Financial Institutions,” relating to Section 6403(d) of the Corporate Transparency Act (CTA). Section 6403(d) of the CTA requires FinCEN to revise its customer due diligence requirements for financial institutions to account for the changes created by the beneficial ownership information reporting and access requirements set out in the CTA.

- ***Anti-Money Laundering and Countering the Financing of Terrorism Programs.***

FinCEN issued a notice of proposed rulemaking as part of the establishment of national exam and supervision priorities. The proposed rule implements section 6101(b) of the Anti-Money Laundering Act of 2020 (the AML Act) that requires the Secretary of the Treasury to issue and promulgate rules for financial institutions to carry out the government-wide anti-money laundering and countering the financing of terrorism priorities (AML/CFT Priorities). The proposed rule: (i) incorporates a risk assessment requirement for financial institutions; (ii) requires financial institutions to incorporate AML/CFT Priorities into risk-based programs; and (iii) provides for certain technical changes. Once finalized, this proposed rule will affect all financial institutions subject to regulations under the BSA that have AML/CFT program obligations. As part of the rulemaking process, FinCEN hosted four roundtables with private sector stakeholders and other members of the public during the open comment period. The roundtables were held virtually in August 2024 and included over 45 representatives of banks, credit unions, money service businesses, credit card operators, trade associations, and transparency organizations, and other types of organizations. FinCEN also convened a virtual consultation with Tribal authorities and solicited written feedback.

- ***Customer Identification Programs for Registered Investment Advisers and Exempt Reporting Advisers***

FinCEN intends to issue a joint final rule with the Securities and Exchange Commission, implementing the Uniting and Strengthening America by Providing Appropriate Tools Required to Intercept and Obstruct Terrorism Act of 2001 (USA PATRIOT Act) with regard to certain investment advisers. This rule requires registered investment advisers (RIAs) and exempt reporting advisers (ERAs) to implement reasonable procedures to identify and verify the identity of their customers, among other

requirements, in order to form a reasonable belief that RIAs and ERAs know the true identity of their customers.

- ***Section 6314. Updating Whistleblower Incentives and Protection.***

FinCEN intends to issue a notice of proposed rulemaking to establish a whistleblower award program for eligible individuals that provide information regarding certain violations of the BSA and U.S. economic sanctions. The proposed regulations would implement section 6314 of the AML Act and the Anti-Money Laundering Whistleblower Improvement Act. Pursuant to the proposed regulations, potential whistleblowers would voluntarily provide information regarding relevant violations to FinCEN, the Department of Justice, or a whistleblower's employer. The proposed regulations would also govern the award phase of the whistleblower program. Potential whistleblowers would apply for an award following the successful enforcement of a covered judicial or administrative action. FinCEN would adjudicate such award applications pursuant to the proposed regulations and would pay awards to eligible whistleblowers from the Financial Integrity Fund (Fund). As set forth in 31 U.S.C. 5323, the structure of the Fund is such that monetary sanctions collected by the Secretary or Attorney General in any judicial or administrative action under title 31, chapter 35 or section 4305 or 4312 of title 50, or the Foreign Narcotics Kingpin Designation Act will be deposited into the Fund, (or an amount equal to those sanctions will be credited to the Fund), unless the balance of the Fund at the time the monetary sanction is collected exceeds \$300,000,000.

- ***Protection of Shared Information Under Section 6103 of the AML Act of 2020***

FinCEN intends to issue a notice of proposed rulemaking to implement regulatory protections of information shared at FinCEN Exchanges.

- ***Implementation of Special Measure Regarding Convertible Virtual Currency Mixing, as a Class of Transactions of Primary Money Laundering Concern***

FinCEN intends to issue a final rule, pursuant to section 311 of the USA PATRIOT Act, requiring covered domestic financial institutions and domestic financial agencies to implement certain recordkeeping and reporting requirements relating to transactions involving convertible virtual currency (CVC) mixing within or involving jurisdictions outside of the United States. FinCEN proposed that the term "CVC mixing" means the facilitation of CVC transactions in a manner that obfuscates the source,

destination, or amount involved in one or more transactions, regardless of the type of protocol or service used. This definition includes methods used to obfuscate transactions and an exception for the use of internal protocols or processes to execute transactions by banks, broker-dealers, or money services businesses, including virtual asset service providers that would otherwise constitute CVC mixing, provided that these financial institutions preserve records of the source and destination of CVC transactions when using such internal protocols and processes; and provide such records to regulators and law enforcement, where required by law.

- ***Other Requirements.***

FinCEN also will continue to issue rulemaking actions pursuant to section 311 of the USA PATRIOT Act, as appropriate. Finally, FinCEN expects that it may propose or finalize various technical and other regulatory amendments in conjunction with ongoing efforts to implement beneficial ownership information reporting requirements and the comprehensive review of existing regulations to enhance regulatory efficiency required by section 6216 of the AML Act.

BUREAU OF THE FISCAL SERVICE

The Bureau of the Fiscal Service (Fiscal Service) administers regulations pertaining to the Government's financial activities, including: (1) implementing Treasury's borrowing authority, including regulating the sale and issue of Treasury securities; (2) administering Government revenue and debt collection; (3) administering government-wide accounting programs; (4) managing certain Federal investments; (5) disbursing the majority of Government electronic and check payments; (6) assisting Federal agencies in reducing the number of improper payments; and (7) providing administrative and operational support to Federal agencies through franchise shared services.

During fiscal year 2025, Fiscal Service will accord priority to the following regulatory projects:

- ***Revision of the Federal Claims Collection Standards***

Fiscal Service is proposing to amend the Federal Claims Collections Standards (FCCS), codified in 31 CFR Parts 900-904, which is jointly administered by Treasury and the Department of Justice. The FCCS set standards for administrative collection, compromise, and suspension or termination of collection activity for federal nontax debts. They also set standards for referring federal nontax debts to

DOJ for litigation. The proposed amendments, which have been jointly prepared by Treasury and DOJ, include revisions for equity and updates to conform to developments since the last publication of the regulations in 2000.

- ***Amendment to Disclosure of Records***

Fiscal Service will be publishing a final rule to amend 31 CFR part 323, Disclosure of Records, to adopt regulations to implement statutory requirements under the SECURE 2.0 Act of 2022, requiring Treasury to provide information on applicable savings bonds to states. A state receiving the information may use it to locate the owner of the savings bond pursuant to Treasury's regulations and the state's own standards and requirements under abandoned property rules and regulations. Treasury's regulations are required to protect the privacy of savings bond owners, prevent fraud, and ensure that any information disclosed to a state under these rules shall be used solely to locate savings bond owners.

- ***Federal Government Participation in the ACH Network***

Fiscal Service is proposing to amend 31 CFR Part 210 (Federal Government Participation in the Automated Clearing House) by incorporating, with some exceptions, updates to the Nacha Operating Rules and the Nacha Operating Guidelines (Operating Rules & Guidelines), which govern the use of the ACH Network by Federal agencies. This proposed rule would address changes that Nacha has made since the publication of the 2021 Operating Rules & Guidelines, including Supplement #1-2021. These changes would include amendments in the 2022, 2023, and 2024 Operating Rules & Guidelines, including supplements thereto, issued before the date of this notice. The proposed amendments would also remove an exemption from the Operating Rules & Guidelines that requires credit entries be no more than two Banking Days following the date of processing.

INTERNAL REVENUE SERVICE

The Internal Revenue Service (IRS), working with Treasury's Office of Tax Policy, promulgates regulations that interpret and implement the Internal Revenue Code (Code), and other internal revenue laws of the United States. The purpose of these regulations is to carry out the tax policy determined by Congress in a fair, impartial, and reasonable manner, taking into account the intent of Congress, the realities of relevant transactions, the need for the Government to administer the rules and monitor

compliance, and the overall integrity of the Federal tax system. The goal is to make the regulations practical and as clear and simple as possible, which reduces the burdens on taxpayers and the IRS.

During fiscal year 2025, a priority of the IRS and the Office of Tax Policy is to continue to provide guidance, including proposed and final rules in certain cases, regarding implementation of key tax provisions of several public laws, including Public Law No. 117-169, known as the Inflation Reduction Act of 2022 (IRA), the Infrastructure Investment and Jobs Act, Public Law No. 117-58, the Setting Every Community Up for Retirement Enhancement Act of 2019 (SECURE Act), enacted as Division O of the Further Consolidated Appropriations Act, 2020, Public Law No. 116-94, and the SECURE 2.0 Act of 2022 (SECURE 2.0 Act), enacted as Division T of the Consolidated Appropriations Act, 2023, Public Law 117-328.

Consistent with the Administration's goals of equity and fairness in tax administration, using funding provided by the Inflation Reduction Act, the IRS will continue to reduce burdens for taxpayers. Underpayments by tax evaders shift burdens onto honest, hard-working Americans who follow the law as well as onto future generations. The funding is being used to help ensure that everyone pays their fair share. Pursuant to the Inflation Reduction Act, billions of dollars will go toward substantial service improvements for taxpayers as they interact with the IRS. The IRS is improving customer service, answering more calls, processing returns and refunds faster, updating computer systems, and simplifying tax filing. The IRS is also expanding the customer callback capability, which gives taxpayers an alternative to waiting on hold. This reduces burden and frustration for taxpayers.

Although taxpayers can still choose to use paper-based processes to file returns, the IRS is transitioning to digital platforms, with better data tools to make more filings and processes available electronically, reducing audits and retiring paper-based processes. IRS employees still need to manually transcribe millions of paper returns. However, the IRS is automating the scanning of millions of individual paper returns into digital copies. For taxpayers, this means faster processing and, ultimately, faster refunds for paper filers.

The IRS is expanding the use of issue resolution tools so that taxpayers can access their own online account and get the information they need without the need of an IRS assistor. The new IRS

Online Account features make it easier to communicate with the IRS where most issues can be resolved online.

Every year, Treasury and the IRS identify guidance projects that are priorities for allocation of resources during the year in the Priority Guidance Plan (PGP) (available on irs.gov and [regulations.gov](https://www.regulations.gov)). The plan represents projects that Treasury and the IRS intend to actively work on during the plan year. See, for example, the [2024-25 Priority Guidance Plan](#) (Oct. 3, 2024). To facilitate and encourage suggestions, Treasury and the IRS have developed an annual process for soliciting public input for guidance projects. The annual solicitation is done through the issuance of a notice inviting recommendations from the public for items to be included on the PGP for the upcoming plan year. See, for example, [Notice 2024-28](#) (March 7, 2024). We also invite the public to provide us with their comments and suggestions for guidance projects throughout the year

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