

GUARDING UNPROTECTED AGING RETIREES FROM
DECEPTION ACT OF 2026

JUNE 24, 2026.—Ordered to be printed

Mr. HILL of Arkansas, from the Committee on Financial Services,
submitted the following

R E P O R T

[To accompany H.R. 2978]

[Including cost estimate of the Congressional Budget Office]

The Committee on Financial Services, to whom was referred the bill (H.R. 2978) to permit State, local, and Tribal law enforcement agencies that receive eligible Federal grant funds to use such funds for investigating elder financial fraud, pig butchering, and general financial fraud, and to clarify that Federal law enforcement agencies may assist State, local, and Tribal law enforcement agencies in the use of tracing tools for blockchain and related technology, and for other purposes, having considered the same, reports favorably thereon with an amendment and recommends that the bill as amended do pass.

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The amendment is as follows:

Strike all after the enacting clause and insert the following:

SECTION 1. SHORT TITLE.

This Act may be cited as the “Guarding Unprotected Aging Retirees from Deception Act of 2026” or the “GUARD Act of 2026”.

SEC. 2. DEFINITIONS.

In this Act:

(1) **ELDER FINANCIAL FRAUD.**—The term “elder financial fraud” means the illegal or improper use of the money, property, or other resources of an elderly individual or adult with a disability for monetary or personal benefit, profit, or gain.

(2) **ELIGIBLE FEDERAL GRANT FUNDS.**—The term “eligible Federal grant funds” means funds received under any of the following:

(A) Title IV of the Prioritizing Resources and Organization for Intellectual Property Act of 2008 (34 U.S.C. 30103 et seq.) (commonly known as the “Economic, High-Technology, White Collar, and Internet Crime Prevention National Training and Technical Assistance Program”), including relating to the use of technology to solve crimes and to facilitate prosecutions (commonly known as the “Internet of Things (IoT) National Training and Technical Assistance Program”).

(B) Title 28, Code of Federal Regulations, part 23 (commonly known as “Justice Information Sharing Training and Technical Assistance Program”).

(C) Section 1401 of the Violence Against Women Act Reauthorization Act of 2022 (34 U.S.C. 30107) to a local law enforcement agency for enforcement of cybercrimes against individuals.

(D) Section 1701 title I of the Omnibus Crime Control and Safe Streets Act of 1968 (34 U.S.C. 10381), relating to developing and acquiring effective equipment, technologies, and interoperable communications that assist in responding to and preventing crime (commonly known as the “COPS Technology and Equipment Program”).

(3) **GENERAL FINANCIAL FRAUD.**—The term “general financial fraud” means, in order to obtain money or other things of value—

(A) intentional misrepresentation of information or identity to deceive an individual;

(B) unlawful use of a credit card, debit card, or automated teller machine;

or

(C) use of electronic means to transmit deceptive information.

(4) **PIG BUTCHERING.**—The term “pig butchering” means a confidence and investment fraud in which the victim is gradually lured into making increasing monetary contributions, generally in the form of cryptocurrency, to a seemingly sound investment before the scammer disappears with the contributed monies.

(5) **SCAM.**—The term “scam” means a financial crime undertaken through the use of social engineering that uses deceptive inducement to acquire—

(A) authorized access to funds; or

(B) personal or sensitive information that can facilitate the theft of financial assets.

(6) **STATE.**—The term “State” means each of the several States, the District of Columbia, and each territory of the United States.

SEC. 3. FEDERAL GRANTS USED FOR INVESTIGATING ELDER FINANCIAL FRAUD, PIG BUTCHERING, AND GENERAL FINANCIAL FRAUD.

(a) **IN GENERAL.**—State, local, and Tribal law enforcement agencies and grantees that receive eligible Federal grant funds may use such funds for investigating elder financial fraud, pig butchering, and general financial fraud, including by—

(1) hiring and retaining analysts, agents, experts, and other personnel;

(2) providing training specific to complex financial investigations, including training on—

(A) coordination and collaboration between State, local, Tribal, and Federal law enforcement agencies;

(B) assisting victims of financial fraud and exploitation;

(C) the use of blockchain intelligence tools and related capabilities relating to emerging technologies identified in the February 2024 “Critical and Emerging Technology List Update” of the Fast Track Action Subcommittee on Critical and Emerging Technologies of the National Science and Technology Council (the “Critical and Emerging Technology List”); and

- (D) unique aspects of fraud investigations, including transnational financial investigations and emerging technologies identified in the Critical and Emerging Technology List;
 - (3) obtaining software and technical tools to conduct financial fraud and exploitation investigations;
 - (4) encouraging improved data collection and reporting;
 - (5) supporting training and tabletop exercises to enhance coordination and communication between financial institutions and State, local, Tribal, and Federal law enforcement agencies for the purpose of stopping fraud and scams; and
 - (6) designating a financial sector liaison to serve as a point of contact for financial institutions to share and exchange with State, local, Tribal, and Federal law enforcement agencies information relevant to the investigation of fraud and scams.
- (b) **REPORT TO GRANT PROVIDER.**—Each law enforcement agency and grantee that makes use of eligible Federal grant funds for a purpose specified under subsection (a) shall, not later than 1 year after making such use of the funds, submit to the Federal agency that provided the eligible Federal grant funds, a report containing—
- (1) an explanation of the amount of funds so used, and the specific purpose for which the funds were used;
 - (2) statistics with respect to elder financial fraud, pig butchering, and general financial fraud in the jurisdiction of the law enforcement agency, along with an analysis of how the use of the funds for a purpose specified under subsection (a) affected such statistics; and
 - (3) an assessment of the ability of the law enforcement agency to deter elder financial fraud, pig butchering, and general financial fraud.

SEC. 4. REPORT ON GENERAL FINANCIAL FRAUD, PIG BUTCHERING, AND ELDER FINANCIAL FRAUD.

No later than a year after the date of the enactment of this Act, the Secretary of the Treasury, acting through the Director of the Financial Crimes Enforcement Network, and in consultation with the Attorney General, the Secretary of Homeland Security, and the appropriate Federal banking agencies and Federal functional regulators, shall submit to Congress a report on efforts to combat general financial fraud, pig butchering, elder financial fraud, and scams, including an evaluation of, and any legislative recommendations to improve, the efficacy of the efforts.

SEC. 5. REPORT ON THE STATE OF SCAMS IN THE UNITED STATES.

Not later than 2 years after the date of enactment of this Act, and two years thereafter, the Secretary of the Treasury, acting through the Director of the Financial Crimes Enforcement Network, shall submit a report to Congress on the state of financial fraud, pig butchering, elder financial fraud, and scams, based on information available to the Financial Crimes Enforcement Network, that—

- (1) relies on information reported to or otherwise available to the Financial Crimes Enforcement Network;
- (2) analyzes trends in suspected financial fraud, pig butchering, elder financial fraud, and scams, as reflected in reports filed under subchapter II of chapter 53 of title 31, United States Code (commonly referred to as the “Bank Secrecy Act”), including—
 - (A) the volume of relevant reports;
 - (B) the aggregate dollar amount associated with the reports;
 - (C) typologies and methods identified through the reports; and
 - (D) the role of digital assets in the reports; and
- (3) summarizes activities conducted in cooperation with law enforcement, including the Rapid Response Program, during the period covered by the report, including—
 - (A) the number of referrals received from law enforcement;
 - (B) the aggregate dollar amount of funds for which interdiction was sought;
 - (C) the aggregate dollar amount of funds successfully interdicted or recovered; and
 - (D) any limitations affecting the activities, including limitations arising from reliance on law enforcement referrals.

SEC. 6. REPORT TO CONGRESS.

Each Federal agency that provides eligible Federal grant funds that are used for a purpose specified under section 3(a) shall issue an annual report to the Committee on Banking, Housing, and Urban Affairs of the Senate, the Committee on Financial Services of the House of Representatives, the Committee on the Judiciary of the Senate, and the Committee on the Judiciary of the House of Representatives containing the information received from law enforcement agencies under section 3(b).

SEC. 7. FEDERAL LAW ENFORCEMENT AGENCIES ASSISTING STATE, LOCAL, AND TRIBAL LAW ENFORCEMENT AND FUSION CENTERS.

Federal law enforcement agencies may assist State, local, and Tribal law enforcement agencies and fusion centers in the use of tracing tools for blockchain and related technology tools.

PURPOSE AND SUMMARY

H.R. 2978, the *Guarding Unprotected Aging Retirees from Deception* (GUARD) Act, was introduced on April 21, 2025, by Republican Representative Zach Nunn (IA-03).

H.R. 2978 allows state and local law enforcement to utilize funding from certain existing federal law enforcement grant programs to facilitate the retention and training of personnel, and other enforcement activities associated with the countering of general financial fraud, elder fraud, and pig butchering. These entities would be required to report on their use of funds, and the federal agencies administering these grant programs would have to report annually to the House Committee on Financial Services and Senate Committee on Banking, Housing, and Urban Affairs on the contents of these reports. The bill also permits federal law enforcement to assist state and local law enforcement agencies in the use of blockchain tracing tools and related technology. The bill additionally requires the Treasury Department to produce a comprehensive study on the state of fraud and scams within two years of enactment, as well as to report separately on efforts and recommendations related to fraud and scams within one year of enactment.

BACKGROUND AND NEED FOR LEGISLATION

Investment scams targeting Americans, particularly pig butchering schemes, have seen a significant rise in the last several years. Pig butchering takes many forms from fraudulent investment offers, to romance confidence schemes, phishing scams, and other false claims of high returns with minimal risk, all designed to deceive and exploit investors for financial gain. Elderly Americans have been a major target of this deception.

H.R. 2978 helps state and local law enforcement address this growing challenge by providing additional flexibility to combat financial fraud, particularly elder fraud and pig butchering, under several existing law enforcement grant programs. It would also require the Treasury Department to produce a comprehensive report to help Congress better understand and tackle the issue.

COMMITTEE CONSIDERATION

119TH CONGRESS

On April 21, 2025, Representative Nunn introduced H.R. 2978, the *Guarding Unprotected Aging Retirees from Deception* (GUARD) Act, with Representatives Josh Gottheimer (D-NJ) and Scott Fitzgerald (R-WI) as original cosponsors. Representatives Troy Nehls (R-TX), Jefferson Shreve (R-IN), Sarah McBride (D-DE), Daniel Meuser (R-PA), Roger Williams (R-TX), Barry Moore (R-AL), Laura Gillen (D-NY), Josh Harder (D-CA), Eric Sorensen (D-IL), Julia Brownley (D-CA), Andy Barr (R-KY), Glenn Grothman (R-WI), Maria Salazar (R-FL), John Mannion (D-NY), Thomas Suozzi (D-NY), George Whitesides (D-CA), Derek Tran (D-CA), Gabe Vasquez (D-NM), Rob Wittman (R-VA), David Valadao (R-CA),

Jeff Van Drew (R-NJ), Troy Downing (R-MT), Susie Lee (D-NV), Jahana Hayes (D-CT), Tim Moore (R-NC), Tom Tiffany (R-WI), Marlin Stutzman (R-IN), Mike Lawler (R-NY), Adam Smith (D-WA), Jennifer Kiggans (R-VA), Tracey Mann (R-KS), Angie Craig (D-MN), Julie Johnson (D-TX), Monica De La Cruz (R-TX), Suhas Subramanyam (D-VA), Ashley Hinson (R-IA), Julie Fedorchak (R-ND), Sean Casten (D-IL), George Latimer (D-NY), Young Kim (R-CA), Ken Calvert (R-CA), Timothy Kennedy (D-NY), August Pfluger (R-TX), Derek Schmidt (R-KS), Glenn Ivey (D-MD), Gabe Evans (R-CO), Gary Palmer (R-AL), Gabe Amo (D-RI), and Burgess Owens (R-UT) were added subsequently as cosponsors.

The bill was referred to the Committee on the Judiciary, and, in addition, to the Committee on Financial Services.

A discussion draft version of the bill was attached to the April 1, 2025, National Security, Illicit Finance, and International Financial Institutions Subcommittee hearing titled, “Following the Money: Tools and Techniques to Combat Fraud.”

On May 13, 2026, the Committee on Financial Services met in open session to consider, among others, H.R. 2978. The Committee ordered H.R. 2978, as amended, to be reported with a favorable recommendation to the House of Representatives.

On July 20, 2025, Senator Katie Boyd Britt (R-AL) introduced S. 2544, the *GUARD Act*, a Senate companion to H.R. 2978. S. 2544 was reported by the Senate Committee on the Judiciary without amendment on February 5, 2026.

RELATED HEARINGS

Pursuant to clause 3(c)(6) of rule XIII of the Rules of the House of Representatives, the following hearing was used to develop H.R. 2978:

On April 1, 2025, the Subcommittee on National Security, Illicit Finance, and International Financial Institutions held a hearing titled, “Following the Money: Tools and Techniques to Combat Fraud.” A discussion draft version of H.R. 2978 was noticed for consideration at this hearing.

This hearing explored the growing threat of investment fraud in the U.S.; analyzed tools and practices used to “follow the money” when it comes to investment scams; and assessed the effectiveness of Suspicious Activity Reports (SARs) and Currency Transaction Reports (CTRs) in the U.S. financial system. The Subcommittee heard testimony from: Mr. Darrin McLaughlin, Executive Vice President-Chief BSA/AML & Sanctions Officer, Flagstar Bank on behalf of the American Bankers Association (ABA); Ms. Jacqueline Burns Koven, Head of Cyber Threat Intelligence, Chainalysis; Mr. Jeff Brabant, Vice President, Federal Government Relations, National Federation of Independent Business (NFIB); and Ms. Kathy Stokes, Director, Fraud Prevention Programs, AARP.

COMMITTEE VOTES

Clause 3(b) of rule XIII of the Rules of the House of Representatives requires the Committee Report to include record votes on the motion to report legislation and amendments thereto.

On May 13, 2026, the Committee ordered H.R. 2978, as amended, to be reported favorably to the House by a recorded vote of 52

yeas and 0 nays, a quorum being present. (Record Vote No. FC-276).

The Committee considered the following amendments to H.R. 2978:

- Representative Zach Nunn (R-IA) offered an amendment in the nature of a substitute, which revised reporting requirements and made minor edits and technical changes. This amendment was adopted by a voice vote.
- Representative Maxine Waters (D-CA) offered an amendment (No. 6), designated GUARD AMEND2. This amendment defines meme coins and specifies meme coin scams as a special category among the types of fraud listed in the bill. This amendment failed by a recorded vote of 22 yeas and 30 nays, a quorum being present. (Record Vote No. FC-275).

Committee on Financial Services

Markup 13

Bill: H.R. 2978

May 13, 2026

Measure: ANS to H.R. 2978

Amdt/Designated: 6. GUARD_AMEND2 [Waters 2]

Record Vote No.

Motion: to adopt the amendment

FC-275

Disposition:

NOT AGREED TO (22-30)

Member	Yea	Nay	Not Recorded	Member	Yea	Nay	Not Recorded
Chairman Hill		X		Ranking Member Waters	X		
Mr. Lucas		X		Ms. Velázquez	X		
Mr. Sessions		X		Mr. Sherman	X		
Mr. Huizenga		X		Mr. Meeks	X		
Mrs. Wagner		X		Mr. Scott			
Mr. Barr		X		Mr. Lynch	X		
Mr. Williams (TX)		X		Mr. Green (TX)	X		
Mr. Emmer		X		Mr. Cleaver	X		
Mr. Loudermilk		X		Mr. Himes			X
Mr. Davidson		X		Mr. Foster	X		
Mr. Rose		X		Mrs. Beatty	X		
Mr. Steil		X		Mr. Vargas	X		
Mr. Timmons		X		Mr. Gottheimer	X		
Mr. Stutzman		X		Mr. Gonzalez	X		
Mr. Norman		X		Mr. Casten	X		
Mr. Meuser		X		Ms. Pressley	X		
Mrs. Kim		X		Ms. Tlaib	X		
Mr. Donalds		X		Mr. Torres (NY)	X		
Mr. Garbarino		X		Ms. Garcia (TX)	X		
Mr. Fitzgerald		X		Ms. Williams of GA	X		
Mr. Flood		X		Ms. Pettersen	X		
Mr. Lawler		X		Mr. Fields	X		
Ms. De La Cruz		X		Ms. Bynum	X		
Mr. Ogles		X		Mr. Liccardo	X		
Mr. Nunn		X					
Mrs. McClain		X					
Ms. Salazar		X					
Mr. Downing		X					
Mr. Haridopolos		X					
Mr. Moore (NC)		X					
	0	30	0		22	0	1

Committee Totals:

22	30	1
Yeas	Nays	Not Voting

Committee on Financial Services

Markup 13

Bill: H.R. 2978

May 13, 2026

Measure: H.R. 2978 (as amended)

Amdt/Designated:

Record Vote No.

Motion: to report favorably

FC-276

Disposition:

AGREED TO (52-0)

Member	Yea	Nay	Not Recorded	Member	Yea	Nay	Not Recorded
Chairman Hill	X			Ranking Member Waters	X		
Mr. Lucas	X			Ms. Velázquez	X		
Mr. Sessions	X			Mr. Sherman	X		
Mr. Huizenga	X			Mr. Meeks	X		
Mrs. Wagner	X			Mr. Scott			
Mr. Barr	X			Mr. Lynch	X		
Mr. Williams (TX)	X			Mr. Green (TX)	X		
Mr. Emmer	X			Mr. Cleaver	X		
Mr. Loudermilk	X			Mr. Himes			X
Mr. Davidson	X			Mr. Foster	X		
Mr. Rose	X			Mrs. Beatty	X		
Mr. Steil	X			Mr. Vargas	X		
Mr. Timmons	X			Mr. Gottheimer	X		
Mr. Stutzman	X			Mr. Gonzalez	X		
Mr. Norman	X			Mr. Casten	X		
Mr. Meuser	X			Ms. Pressley	X		
Mrs. Kim	X			Ms. Tlaib	X		
Mr. Donalds	X			Mr. Torres (NY)	X		
Mr. Garbarino	X			Ms. Garcia (TX)	X		
Mr. Fitzgerald	X			Ms. Williams of GA	X		
Mr. Flood	X			Ms. Pettersen	X		
Mr. Lawler	X			Mr. Fields	X		
Ms. De La Cruz	X			Ms. Bynum	X		
Mr. Ogles	X			Mr. Liccardo	X		
Mr. Nunn	X						
Mrs. McClain	X						
Ms. Salazar	X						
Mr. Downing	X						
Mr. Haridopolos	X						
Mr. Moore (NC)	X						
	30	0	0		22	0	1

Committee Totals:

52	0	1
Yeas	Nays	Not Voting

COMMITTEE OVERSIGHT FINDINGS

Pursuant to clause 3(c) of rule XIII of the Rules of the House of Representatives, the findings and recommendations of the Committee, based on oversight activities under clause 2(b)(1) of rule X of the Rules of the House of Representatives are incorporated in the descriptive portions of this report.

PERFORMANCE GOALS AND OBJECTIVES

Pursuant to clause 3(c)(4) of rule XIII of the Rules of the House of Representatives, the goal of H.R. 2978 is to counter financial fraud, elder fraud, and other financial scams by permitting state and local law enforcement agencies to utilize funding from certain existing federal law enforcement grant programs to train and retain personnel, and conduct other enforcement activities, with results reported to Congress annually. The bill permits the use of federal assistance to state and local law enforcement for blockchain tracing technology, and additionally requires the Treasury Department to study and report separately on efforts and recommendations to counter fraud and scams.

COMMITTEE COST ESTIMATE

Clause 3(d)(1) of rule XIII of the Rules of the House of Representatives requires an estimate and a comparison of the costs that would be incurred in carrying out H.R. 2978. Clause 3(d)(2)(B) of that Rule provides that this requirement does not apply when, as with the present report, the Committee adopts as its own the cost estimate for the bill prepared by the Director of the Congressional Budget Office (CBO).

NEW BUDGET AUTHORITY AND CBO COST ESTIMATE

With respect to the requirements of clause 3(c)(2) of rule XIII of the Rules of the House of Representatives and section 308(a) of the *Congressional Budget Act of 1974* and with respect to requirements of clause 3(c)(3) of rule XIII of the Rules of the House of Representatives and section 402 of the *Congressional Budget Act of 1974*, the Committee adopts as its own the cost estimate for the bill prepared by the Director of the CBO.

H.R. 2978, GUARD Act of 2026			
As ordered reported by the House Committee on Financial Services on May 13, 2026			
By Fiscal Year, Millions of Dollars	2026	2026-2031	2026-2036
Direct Spending (Outlays)	0	*	*
Revenues	0	*	*
Increase or Decrease (-) in the Deficit	0	*	*
Spending Subject to Appropriation (Outlays)	*	128	not estimated
Increases <i>net direct spending</i> in any of the four consecutive 10-year periods beginning in 2037?	*	Statutory pay-as-you-go procedures apply?	Yes
		Mandate Effects	
Increases <i>on-budget deficits</i> in any of the four consecutive 10-year periods beginning in 2037?	*	Contains intergovernmental mandate?	No
		Contains private-sector mandate?	Yes, Under Threshold
* = between zero and \$500,000.			

H.R. 2978 would expand existing grant programs and allow state, local, and tribal law enforcement agencies to use grants from the Department of Justice (DOJ) to investigate financial fraud and scams. Under the bill, agencies could use grants to hire and train analysts and agents, obtain software and other analytical tools, and provide training on best practices related to fraud investigation. H.R. 2978 would require DOJ to report to the Congress annually on the activities supported by the new grants authorized by the bill. The bill also would require the Financial Crimes Enforcement Network (FinCEN), in consultation with DOJ and federal banking regulators, to report to the Congress on the government's efforts to combat financial fraud. Finally, H.R. 2978 would require FinCEN to report to the Congress regarding trends in those crimes.

The estimated budgetary effects of the legislation are shown in Table 1. The costs of the legislation fall within budget functions 370 (commerce and housing credit) and 750 (administration of justice).

Using information from DOJ about awards in recent years, CBO expects that about 210 law enforcement agencies would receive grants under the bill and that each grant would cost about \$225,000, on average. Based on the historical spending pattern for similar programs, and accounting for anticipated inflation, CBO estimates that implementing H.R. 2978 would cost \$128 million over the 2026–2031 period, assuming appropriation of the necessary amounts. Based on the costs of similar activities, CBO estimates that the bill's reporting requirements would cost FinCEN and DOJ less than \$500,000 over that same period.

TABLE 1.—ESTIMATED BUDGETARY EFFECTS OF H.R. 2978

	By fiscal year, millions of dollars—						
	2026	2027	2028	2029	2030	2031	2026– 2031
Increases in Spending Subject to Appropriation							
Estimated Authorization	24	49	50	51	52	53	279

TABLE 1.—ESTIMATED BUDGETARY EFFECTS OF H.R. 2978—Continued

	By fiscal year, millions of dollars—						
	2026	2027	2028	2029	2030	2031	2026– 2031
Estimated Outlays	*	6	15	26	37	44	128

CBO also estimates that enacting H.R. 2978 would increase direct spending and reduce revenues by less than \$500,000 in every year and over the 2026–2036 period. The effect on the deficit would not be significant.

* = between zero and \$500,000.

Enacting H.R. 2978 would require several financial regulators whose operating costs are classified as direct spending to report to the Congress. Because some of those regulators collect fees from financial institutions to offset their operating costs, CBO estimates that the bill's reporting requirements would, on net, increase direct spending by less than \$500,000 over the 2026–2036 period.

Additionally, CBO expects that the Federal Reserve would incur costs to comply with the bill's reporting requirements; those costs reduce remittances to the Treasury, which are recorded in the budget as revenues. Thus, CBO estimates that enacting the bill would decrease revenues by less than \$500,000 over the 2026–2036 period.

If federal financial regulators were to increase annual fees to offset the costs of implementing the provisions in H.R. 2978, the cost of an existing private-sector mandate on entities required to pay those fees would increase as well. CBO estimates that the incremental cost of the mandate would be small and would fall well below the annual threshold established in the Unfunded Mandates Reform Act (UMRA) for private-sector mandates (\$214 million in 2026, adjusted annually for inflation).

H.R. 2978 contains no intergovernmental mandates as defined in UMRA.

Previous CBO estimate: On March 27, 2026, CBO transmitted a cost estimate for S. 2544, the GUARD Act, as reported by the Senate Committee on the Judiciary on February 9, 2026. The two bills are similar, and CBO's estimate of their budgetary effects are the same.

The CBO staff contacts for this estimate are Jeremy Crimm (for federal costs) and Erich Dvorak (for mandates). The estimate was reviewed by H. Samuel Papenfuss, Deputy Director of Budget Analysis.

PHILLIP L. SWAGEL,
Director, Congressional Budget Office.

UNFUNDED MANDATES STATEMENT

Pursuant to Section 423 of the Congressional Budget and Impoundment Control Act of 1974, Pub. L. No. 93–344 (as amended by Section 101(a)(2) of the Unfunded Mandates Reform Act of 1995, Pub. L. No. 104–4), the Committee adopts as its own the cost estimate prepared by the Director of the CBO pursuant to section 402 of the Congressional Budget and Impoundment Control Act of 1974.

EARMARK STATEMENT

In compliance with clause 9 of rule XXI of the Rules of the House of Representatives, this bill, as reported, contains no congressional

earmarks, limited tax benefits, or limited tariff benefits as defined in clause 9(e), 9(f), or 9(g) of rule XXI.

FEDERAL ADVISORY COMMITTEE ACT STATEMENT

No advisory committees within the meaning of section 5(b) of the *Federal Advisory Committee Act* were created by this legislation.

APPLICABILITY TO THE LEGISLATIVE BRANCH

The Committee finds that the legislation does not relate to the terms and conditions of employment or access to public services or accommodations within the meaning of section 102(b)(3) of the *Congressional Accountability Act*.

DUPLICATION OF FEDERAL PROGRAMS

Pursuant to clause 3(c)(5) of rule XIII of the Rules of the House of Representatives, the Committee states that no provision of the bill establishes or reauthorizes a program of the Federal Government known to be duplicative of another Federal program, including any program that was included in a report to Congress pursuant to section 21 of the Public Law 111–139 or the most recent Catalog of Federal Domestic Assistance.

SECTION-BY-SECTION ANALYSIS OF THE LEGISLATION

Section 1. Short title

Section 1 provides the short title is the “*Guarding Unprotected Aging Retirees from Deception Act*” or the “*GUARD Act*”.

Section 2. Definitions

Section 2 defines key terms.

Section 3. Federal Grants used for investigating elder financial fraud, pig butchering, and general financial fraud

Section 3 permits state, local, and Tribal law enforcement agencies and grantees that receive eligible Federal grant funds to use such funds for investigating elder financial fraud, pig butchering, and general financial fraud.

Section 4. Report on general financial fraud, pig butchering, and elder financial fraud

Section 4 requires the Secretary of the Treasury, in coordination with relevant federal agencies, to submit a report to Congress on efforts to combat fraud, including an evaluation of the efficacy of such efforts and legislative recommendations to improve them.

Section 5. Report on the state of scams in the United States

Section 5 requires the Secretary of the Treasury to issue a report on the state of scams, drawing on information available to the Financial Crimes Enforcement Network.

Section 6. Report to Congress

Section 6 requires federal agencies providing funds described under section 3 to report annually to Congress on information submitted to them by law enforcement agencies regarding the use of funds, fraud statistics, and fraud deterrence.

CHANGES IN EXISTING LAW MADE BY THE BILL, AS REPORTED

H.R. 2978 does not repeal or amend any section of a statute. Therefore, the Office of Legislative Counsel did not prepare the report required under clause 3(e) of rule XIII of the House of Representatives.

DOCUMENTS INCLUDED BY UNANIMOUS CONSENT



April 7, 2025

The Honorable Zach Nunn
United States House of Representatives
1410 Longworth House Office Building
Washington, D.C. 20515

The Honorable Josh Gottheimer
United States House of Representatives
106 Cannon House Office Building
Washington, D.C. 20515

Dear Representatives Nunn and Gottheimer:

AARP, which advocates for the more than 100 million older Americans age 50 and older, is pleased to endorse the *GUARD Act*. This bipartisan legislation would help to equip state and local law enforcement, who are on the front lines responding to fraud, with the resources they need to investigate fraud, hold criminals accountable and bring justice to victims.

According to the FTC, an estimated \$61.5 billion dollars was stolen from Americans age 60 and over in 2023. According to the FBI, the average amount lost by older adults was \$33,915 – a life changing amount of money for many, with significant and lasting impacts on older victims' financial security. AARP supports many of these fraud victims through our Fraud Watch Helpline, which receives approximately 100,000 calls a year, as well as through AARP's victim support groups. Their stories are heart wrenching – even more so because so many of these criminals are able to get away with it.

Your bill will give law enforcement the tools they need to lock up these criminals who victimize America's seniors. Specifically, it will direct grants to law enforcement agencies to hire agents, train police, and secure specialized software to help conduct fraud investigations. This strong approach will help us tackle fraud and secure justice for victims.

AARP thanks you for your leadership in championing this legislation and urges Congress to pass the *GUARD Act*. We look forward to working with you to protect fraud victims through this important legislation. If you have any questions, please feel free to contact me, or have your staff contact Clark Flynt-Barr of our Government Affairs staff at cflyntbarr@aarp.org.

Sincerely,

A handwritten signature in black ink that reads "Bill Sweeney". The signature is written in a cursive, flowing style.

Bill Sweeney
Senior Vice President
Government Affairs

NATIONAL SHERIFFS' ASSOCIATION



April 30, 2026

The Honorable Zack Nunn
U.S. House of Representatives
1410 Longworth House Office Building
Washington, D.C. 20515

Dear Congressman Nunn:

On behalf of the National Sheriffs' Association (NSA), representing 3,081 sheriffs nationwide, we write to express our support for the H.R. 2978, the Guarding Unprotected Aging Retirees from Deception (GUARD) Act.

Financial fraud, particularly schemes targeting older Americans, has rapidly evolved into one of the most pervasive and complex crimes facing law enforcement today. Sheriffs and their deputies are on the front lines of responding to these crimes, yet often lack the specialized tools, training, and resources necessary to investigate increasingly sophisticated financial fraud schemes. The GUARD Act addresses this critical gap by expanding existing federal grant funding to be used for financial fraud investigations, including hiring personnel, acquiring advanced investigative tools, providing training in emerging technologies such as blockchain analysis, and enhancing victim assistance.

Importantly, the legislation strengthens coordination between federal, state, local, and Tribal law enforcement by authorizing federal agencies to assist with blockchain tracing tools and technical expertise. This collaboration is essential as many of these crimes are transnational in nature and frequently involve organized criminal enterprises.

By equipping sheriffs with the tools and partnerships necessary to combat modern financial crime, this legislation will significantly improve our ability to protect vulnerable populations and hold criminals accountable.

We commend your leadership on this issue and urge Congress to advance the GUARD Act without delay.

Sincerely,

A handwritten signature in black ink, appearing to read 'Chris West'.

Sheriff Chris West
Canadian County, OK
President
National Sheriffs' Association

A handwritten signature in black ink, appearing to read 'Justin Smith'.

Justin Smith
Executive Director, CEO
National Sheriffs' Association



Capital One
1600 Capital One Drive
McLean, Virginia 22102

May 13, 2026

The Honorable French Hill
Chairman
House Committee on Financial Services
United States House of Representatives
Washington, DC 20515

The Honorable Maxine Waters
Ranking Member
House Committee on Financial Services
United States House of Representatives
Washington, DC 20515

Dear Chairman Hill and Ranking Member Waters,

On behalf of Capital One, I am writing to reiterate our support of H.R. 2978, the "Guarding Unprotected Aging Retirees from Deception (GUARD) Act". We applaud your efforts to find solutions for combatting financial crimes targeting older Americans and appreciate your direction of the Committee in addressing this critical issue. We also commend Congressman Zach Nunn, Congressman Scott Fitzgerald, and Congressman Josh Gottheimer for their leadership on this important matter and introduction of this bill.

Fraud and scams have become increasingly sophisticated and pose a significant threat to consumers of all ages. The financial implications of these crimes are far reaching – according to the Federal Trade Commission, U.S. consumers reported losing more than \$12.5 billion to fraud in 2024 alone.¹ Furthermore, fraud and scams are often perpetrated by global crime syndicates and foreign state actors with ties to organized crime, human trafficking, and cybercrime – posing a national security threat.² As the House Financial Services Committee considers this legislation, we are pleased to reiterate our endorsement of the commonsense, consensus-based, bipartisan GUARD Act. We encourage the Committee to advance this legislation and move it to the full House for subsequent consideration.

At Capital One, we empower our customers to bank with confidence. A key part of this is our unwavering commitment to protecting customers from financial criminals. We continually invest in new technologies, layered defenses, and real-time transaction monitoring to proactively disrupt scammers before they strike. Today, we filed a first-of-its kind lawsuit for the financial services industry aimed at identifying and confronting scammers that use spoofing tactics to

¹ "New FTC Data Show a Big Jump in Reported Losses to Fraud to \$12.5 Billion in 2024," Federal Trade Commission, March 10, 2025, <https://www.ftc.gov/news-events/news/press-releases/2025/03/new-ftc-data-show-big-jump-reported-losses-fraud-125-billion-2024>

² INTERPOL, "INTERPOL Report Warns of Increasingly Sophisticated Global Financial Fraud Threat," INTERPOL, 16 Mar. 2026, <https://www.interpol.int/en/News-and-Events/News/2026/INTERPOL-report-warns-of-increasingly-sophisticated-global-financial-fraud-threat>



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device consumers by impersonating the Capital One brand through text, phone call communications and the creation of fake emails and websites. This trademark infringement case represents one of the only legal levers currently available to companies seeking to identify and hold accountable the often anonymous networks perpetrating financial schemes against U.S. consumers. Beyond the technical and legal defenses, we supplement this work with consumer education campaigns, by partnering with law enforcement agencies at every level and, as always, providing zero liability for unauthorized transactions in a policy that goes above and beyond what is required under federal law.

We recognize that no single organization or industry can dismantle the sophisticated criminal networks perpetrating fraud and scams on its own. These transnational criminal enterprises are innovative, adaptive, and exploit jurisdictional gaps. We have long understood the critical need for cross sector partnerships to address the threat landscape. That is the driving force behind our partnerships with the National Elder Fraud Coordination Center, Global Anti Scams Alliance, Gift Card Fraud Prevention Alliance, Better Business Bureau and the Aspen Institute's National Task Force for Fraud & Scam Prevention. When we work together across sectors and in partnership with the government, we can more effectively address fraudulent financial activity. The GUARD Act is a meaningful step in the right direction to addressing this complex challenge facing Americans.

Law enforcement plays an important role in combating financial crime. Ensuring those on the front lines working to bring justice to victims, prevent further harm, and capture criminals is integral. We applaud The GUARD Act and believe it would improve our country's ability to counter, disrupt and combat fraud and scams. Capital One remains deeply committed to supporting law enforcement and their important role in fighting financial crime.

The GUARD Act would bring together law enforcement, the government, and private sector to facilitate a cross-sector solution to fighting financial criminals. We are grateful for your leadership on this matter and stand at the ready to lend our expertise as the Committee continues to address this complex issue. We are hopeful the Committee will favorably report the GUARD Act and look forward to its swift House passage. Thank you for the opportunity to express our views on this important legislation.

Sincerely,

Emily Weems

Emily Weems
Head of Global Policy Affairs Group (GPAG)
Capital One

Cc: Members of the House Committee on Financial Services



Memo

Date: May 13, 2026
 To: Members of the House Committee on Financial Services
 From: Kirsten Sutton, Executive Vice President, Congressional Relations & Legislative Affairs
 Re: ABA's Views on Legislation for the May 13, 2026, Full Committee Markup

The American Bankers Association (ABA)¹ supports the following bills scheduled to be marked up by the full Committee on May 13, 2026:

H.R. 8278, *Fostering the Use of Technology to Uphold Regulatory Effectiveness in Supervision (FUTURES) Act* sponsored by Reps. Martin Stutzman (R-IN) and Bill Foster (D-IL). This legislation would require the financial regulatory agencies to assess how their existing technological systems prevent them from conducting real time supervision of financial entities; to identify any challenges created by procurement rules; and to report to Congress on what technological improvements they intend to make and the cost.

The technological capabilities of the banking agencies are outdated, leading to unnecessary burden and inefficiencies in the examination process. Our members support legislative efforts, such as the FUTURES Act, to upgrade the technological capabilities of the financial regulators and create efficiency in examinations.

H.R. 2978, *Guarding Unprotected Aging Retirees from Deception (GUARD Act)*, sponsored by Rep. Zachary Nunn (R-GA). The bill would expand the ability of state, local, and tribal law enforcement agencies to use existing federal grant funding to investigate elder financial fraud, "pig butchering" scams, and other forms of financial crime. It also strengthens coordination between financial institutions and law enforcement, supports the use of blockchain tracing and emerging technology tools, and requires Federal agencies to produce more comprehensive reporting on the scale and drivers of scams and fraud in the United States.

The GUARD Act would help improve the nation's ability to investigate and disrupt increasingly sophisticated fraud and scam operations, particularly those involving cryptocurrency, transnational criminal organizations, synthetic identities, and social engineering. While federal law enforcement has an important role to play, the sheer volume of scams means many cases reported to federal authorities go uninvestigated and unprosecuted. Strengthening state and local law enforcement capabilities through grants, training, technology, and public-private coordination will help communities respond more quickly to emerging fraud threats. State and local law enforcement agencies often have close ties to their communities and can be nimble in allocating resources to rapidly evolving scam and fraud trends but need more resources and training to address this increasingly sophisticated threat.

¹ The American Bankers Association is the voice of the nation's \$25.1 trillion banking industry, which is composed of small, regional and large banks that together employ over 2 million people, safeguard \$19.7 trillion in deposits and extend \$13.2 trillion in loans.

Conclusion

The ABA respectfully requests that the Committee report favorably H.R. 8278 and H.R. 2978, and thank you for the opportunity to express our views on this important legislation.



Jason Stverak
Chief Advocacy Officer

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May 12, 2026

The Honorable French Hill
Chairman
House Committee on Financial Services
U.S. House of Representatives
Washington, DC 20515

The Honorable Maxine Waters
Ranking Member
House Committee on Financial Services
U.S. House of Representatives
Washington, DC 20515

Re: May 13, 2026, Full Committee Markup

Chairman Hill and Ranking Member Waters:

On behalf of the Defense Credit Union Council, I write to provide DCUC's views on the measures scheduled for the Committee's May 13, 2026, markup. DCUC's member institutions serve military servicemembers, veterans, retirees, Department of War civilians, and their families, and our recent public advocacy has emphasized three related priorities: stronger fraud-prevention and recovery tools, responsible adoption of new technologies including artificial intelligence, and right-sized regulation that respects the distinct structure and mission of credit unions.

DCUC supports Amendment 1 to H.R. 2152 because it appropriately narrows the bill to adversarial and financial-crime uses of artificial intelligence, adds a more complete interagency consultation structure that includes NCUA and other core financial regulators, and recognizes the importance of public-private coordination. If the Committee advances H.R. 2152, we respectfully urge further refinement to ensure that the recommendations section addresses legal safe harbors and best practices for institutions that act in good faith to detect and interrupt AI-enabled fraud.

DCUC supports H.R. 2978 and Amendment 2. These measures are well aligned with our longstanding concern about elder fraud, scam recovery, and the growing threat that sophisticated financial scams pose to older veterans and military families. Clarifying that law-enforcement grant funds may be used for modern fraud investigations, while improving federal reporting and blockchain-tracing support, is a practical and bipartisan step forward. We encourage the Committee to ensure that resulting federal reports analyze veteran- and military-affiliated scam typologies and incorporate input from regulated financial institutions that often identify fraud before losses become irreversible.

Serving Those Who Serve Our Country

DCUC supports H.R. 4801 in the strengthened form reflected in Amendment 3. We agree that smaller and community-based institutions should not be shut out of responsible AI adoption because financial rules were written for a pre-AI environment. At the same time, any AI Innovation Lab or alternative-compliance regime must preserve core safeguards related to anti-fraud enforcement, safety and soundness, cybersecurity, privacy, and consumer protection. Amendment 3 substantially improves the bill by adding a more rigorous application process, interagency notice and coordination, protections for confidential information, rulemaking procedures, and explicit reservation of fraud and unsafe-practice enforcement authority. We respectfully recommend further clarification that no waiver or modification may dilute core anti-money-laundering, privacy, fair-lending, or military-consumer protections absent an equivalent, regulator-approved alternative.

DCUC supports H.R. 8278 and Amendment 5 because federal supervisors, including NCUA, need modern tools and more efficient procurement processes to supervise a digital financial sector effectively. We have publicly emphasized the need for examination modernization, budget transparency, and right-sized supervision that does not impose bank-centric burdens on institutions whose structure and mission are different. For that reason, we encourage the Committee to make clear that supervisory-technology modernization should reduce unnecessary burden rather than shift new data-standardization or systems-conversion costs onto smaller credit unions.

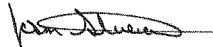
DCUC strongly supports H.R. 8671 and Amendment 6. Of all the measures scheduled for markup, this legislation most directly reflects the practical needs we have highlighted in recent hearings and letters: better fraud-detection tools, community-scaled access to emerging technologies, safe-harbor concepts for responsible fraud prevention, shared or consortium approaches for smaller institutions, and stronger public-private information sharing. Amendment 6 strengthens the underlying bill by broadening the study, improving the treatment of community-institution challenges, and adding a voluntary pilot with clearer structure and reporting. We recommend that the final bill also direct agencies to evaluate real-time-payment scams, transaction-hold authority, and servicemember- and veteran-specific scam typologies in coordination with the Department of Defense and the Department of Veterans Affairs.

With respect to H.R. 5396 and Amendment 4, DCUC respectfully reserves judgment absent a fuller analysis of how a revised monetary-policy mandate would affect household borrowing costs, mortgage and auto affordability, small-business credit, and liquidity conditions for community and defense credit unions. If the Committee proceeds, we encourage inclusion of a formal impact assessment focused on member access to credit and the financial readiness of military and veteran communities.

We appreciate the Committee's attention to fraud prevention, responsible innovation, and efficient supervision. DCUC stands ready to work with the Committee to refine these measures in ways that improve outcomes for consumers while preserving the ability of defense credit unions to serve those who serve our country. We welcome the opportunity to engage with you and your staff to discuss these concerns in greater detail and to work collaboratively on policies that support the financial readiness of America's Armed Forces and their families.

Please contact me at Jason.Stverak@dcuc.org with any questions about DCUC's comments.

Sincerely,



Jason Stverak
Chief Advocacy Officer
DCUC

