

Who is complying with the CMRA?

The Access to Congressionally Mandated Reports Act promised every mandated report in one public repository. We measured whether that's happening.

1 · The question

The CMRA (Pub. L. 117-263, §§ 7241–7248) requires agencies to deposit congressionally mandated reports with GPO, which publishes them on GovInfo (shown right). Deposits began **October 2023**.

3,297 mandates

what's owed · the Clerk's "House Doc," a 476-page PDF

1,057 filings

what's delivered · GPO's CMR collection, JSON API

Built by different parts of government. **No shared key.**

GovInfo

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Congressionally Mandated Reports

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HELP

About the Congressionally Mandated Reports

Congressionally mandated reports are reports that Federal agencies are required by statute to submit to the Senate, the House of Representatives, or to congressional committees or subcommittees. The "Access to Congressionally Mandated Reports Act" (Pub. L. 117-263, Sec. 7241-7248, amended by Pub. L. 118-172, Sec. 2(c)(1)) requires Federal agencies to also submit these reports electronically to the U.S. Government Publishing Office (GPO), after first submitting to Congress or any required committee or subcommittee through existing processes.

Not all congressionally mandated reports are required to be submitted to GPO for publication. The "Access to Congressionally Mandated Reports Act" excludes certain types of reports from publication on Govinfo, including reports by an office of an inspector general; reports from the Government Accountability Office; reports from an element of the intelligence community; reports required to be submitted to Senate or House Committees on Intelligence, Armed Services, Appropriations, or Foreign Relations/Affairs. For a full list of exclusions, please see OMB M-23-17 "Access to Congressionally Mandated Reports" Implementation Guidance.

Additional resources related to congressionally mandated reports for Federal agencies can be found at <https://www.gpo.gov/congressionally-mandated-reports>.

The Office of Management and Budget, in consultation with GPO, has issued guidance to agencies on submission of congressionally mandated reports: [OMB Guidance](#). [Read More](#).

Browse the Congressionally Mandated Reports

Administration for Children and Families

Administration for Community Living

Administration for Strategic Preparedness and Response

Administrative Conference of the United States

2 · Parse the House Doc

It's not a gentle PDF. Text rendered 90° rotated (SSERGNOC), bold simulated by double-stamped glyphs, dot-leader noise, no table grid.

Deterministic extraction recovers **3,297 mandates**: entity, nature, statutory authority, due date.

The PDF fought back. Six pages were typeset upright, invisible to a rotation-based parser. They hid 47 mandates, including the **entire Nuclear Regulatory Commission**. Parse failures masquerade as compliance findings.

LIST OF REPORTS WHICH IT IS THE DUTY OF ANY OFFICER OR DEPARTMENT TO MAKE TO CONGRESS
PART 1 - REPORTS BY LEGISLATIVE BRANCH

Nature of report	Authority	When expected to be made
Architect of the Capitol Vacancy of the Deputy Architect position All expenditures made from monies appropriated Congressional energy management and conservation programs	2 U.S.C. 1805(e); Pub. L. 108-7, Sec. 1203 (as amended by Pub. L. 118-31, Sec. 5703); (137 Stat. 961) 2 U.S.C. 1868a(a); Pub. L. 113-76, div. I, title I, Sec. 1301(a); (128 Stat. 428) 42 U.S.C. 8259a(c); Pub. L. 95-619, Sec. 552(c) (as added by Pub. L. 109-58, Sec. 101(e)); (119 Stat. 605)	Immediately Not later than 60 days after last day of each semiannual period Annually
British-American Interparliamentary Group Expenditures of the group	22 U.S.C. 276(i); Pub. L. 102-138, Sec. 168(f); (105 Stat. 676)	If specified circumstances arise
Canada-United States Interparliamentary Group Expenditures of the group	22 U.S.C. 276f; Pub. L. 86-42, Sec. 3; (73 Stat. 73)	If specified circumstances arise
Commission on the National Defense Strategy National defense strategy review	Pub. L. 117-31, Sec. 1095(g)(1); (135 Stat. 1943)	When specified circumstances arise

3 · Match filings to mandates

Take 1: citations as the anchor. Parse USC, Pub. L., and Stat. cites from both sides; intersect; LLM judges adjudicate the borderline pile. This works well when both sides cite the same statute the same way, and it matched 22% of filings. But structured citation metadata is still sparse in these early deposits, so most filings never got compared to anything at all.

Take 2: invert the direction. Each filing becomes the query. *"Here is every House Doc mandate for your agency. Which one are you?"* The LLM proposes, deterministic signals corroborate, and a corpus-wide second pass allows cross-entity matches (the Doc lists CMS's report under SSA, USDA's under Interior).

22% → 62% of filings matched (659 of 1,057)
mandates with at least one deposit: **92 → 266**

Three real rows

GPO filing on the left, House Doc mandate on the right. All three are live records.

FY 2023 Office of Minority and Women Inclusion Annual Report

National Credit Union Administration

✓ matched
all 3 citation systems agree

M02714 · Actions taken by the Office of Minority and Women Inclusion

Multiple Executive Agencies and Departments

CY 2020 Competitive Acquisition Ombudsman Report to Congress

Health and Human Services (CMS)

✓ matched
same statute, listed under the
wrong agency

M03212 · Activities of Competitive Acquisition Programs

listed under: Social Security Administration

Report on the Condition of Education 2024

Department of Education · 20 U.S.C. 9545

✗ no match
cite absent from all 3,297 rows

no row anywhere in the House Doc

		to be made
Social Security Administration	Number of Social Security Administration advisory committees	42 U.S.C. 1314(f); Aug. 14, 1935, ch. 531, title XI, Sec. 1114 (as added by Pub. L. 87-543, Sec. 121); (76 Stat. 191)
	Supplemental Security Income Program	42 U.S.C. 1383f(a); Aug. 14, 1935, ch. 531, title XVIII, Sec. 1875 (as amended by Pub. L. 104-193, Sec. 231); (110 Stat. 2197)
	Activities of Competitive Acquisition Programs	42 U.S.C. 1395w-3(f); Aug. 14, 1935, ch. 531, title XVIII, Sec. 1847 (as amended by Pub. L. 110-275, title I, Sec. 154); (122 Stat. 2565)
		Annually
		Not later than March 30 of each year
		Annually

4 · The matches are imperfect. That's fine.

Where a statutory cite comes from determines whether it's evidence:

Provenance	Spot-check accuracy*	Use
LLM recall ("what statute mandates this?")	1 of 8	banned from the pipeline
Filing-stated (parsed from title + GPO metadata)	6 of 8 carry verbatim " <i>shall submit to the Committee</i> " text	corroboration

*sections read in full against current U.S. Code text

- Every LLM match ships with deterministic corroboration (citation overlap, token overlap, agency match), so reviewers sort by weakness
- The deterministic-only floor is published alongside every full-pipeline number
- Imperfect matching is a usable baseline, because both findings below survive at either end of it

5 · Finding one: adoption is still early

CMRA's scope is genuinely subtle (OMB M-23-17). Chamber-directed reports are covered at any statute age; committee-directed reports only under newer statutes; several committees are exempt entirely. Reasonable people can read the same mandate differently.

So we bracketed it: strict reading, maximal reading, and everything between. Under every one, the answer is the same.

**Most mandates with a plausible deposit obligation
have nothing in the repository yet.**

- The encouraging part: the pipeline works. Nearly every deposit arrived exactly the way the Act envisioned, and agencies are even depositing reports beyond strict obligation
- The repository is young (deposits began October 2023), and the scope ambiguity is real: some of the shortfall is uncertainty, not unwillingness
- Full per-entity detail is published in `scoped_compliance.json` for anyone who wants to work the list

6 · Finding two: the House Doc has gaps too

395 filings (37%) match nothing in the House Doc, after both passes. Each is, by definition, congressionally mandated: it's in the CMR collection. They collapse to **298 distinct candidate gaps**, in three evidence tiers:

- **68 verified strongest:** the filing's own stated cite is absent from the entire Doc, and 6 of 8 spot-checked sections carry explicit committee-submission duties. Includes a contiguous band of Coast Guard reporting statutes (14 U.S.C. 5111–5113, 719, 903, 1155) and Education's flagship **Condition of Education** (20 U.S.C. 9545)
- **4 entities with zero rows anywhere:** EEOC, FLRA, Election Assistance Commission, Udall Foundation
- **The rest pending:** 58 are possible missed matches under listed statutes; 172 await authority extraction from their transmittal letters

The deposits audit the list. The list audits the deposits.

Neither official record is ground truth.

7 · Next steps: go to the source

Both findings are bounded by metadata quality. The fixes share one move: **read the primary documents.**

- **Statutes as source data.** The mandate universe shouldn't be a typeset PDF. Derive it from the U.S. Code and session laws directly: destination (chamber vs. committee), cadence, and duty-holder are all in statute text we currently can't see
- **Transmittal letters as ground truth.** Every filed report states its own authority on page one, and GPO has the PDFs. Extracting those closes the 172 cite-less gap clusters and turns match corroboration into verification
- **Adversarial verification** of the 426 LLM matches, weakest corroboration first

What we can say today

The repository works, and most of what Congress is owed isn't in it yet.

The official mandate list is missing reports agencies actually file.

Both gaps are closable.

To answer definitively, we need two things:

a complete list of mandated reports

+

a key to join it to what's filed

That's the project.