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(Original Signature of Member)	

119TH CONGRESS 1ST SESSION

H.R.

To require the Board of Governors of the Federal Reserve System, in consultation with the heads of other relevant Federal agencies, to develop and conduct financial risk analyses relating to climate change, and for other purposes.

IN THE HOUSE OF REPRESENTATIVES

Mr.	Casten introduced	the	following	bill;	which	was	referred	to	the
	Committee on								

A BILL

To require the Board of Governors of the Federal Reserve System, in consultation with the heads of other relevant Federal agencies, to develop and conduct financial risk analyses relating to climate change, and for other purposes.

- 1 Be it enacted by the Senate and House of Representa-
- 2 tives of the United States of America in Congress assembled,
- 3 SECTION 1. SHORT TITLE.
- 4 This Act may be cited as the "Climate Change Finan-
- 5 cial Risk Act of 2025".

1 SEC. 2. SENSE OF CONGRESS.

2	It is the sense of Congress that—
3	(1) 2024 was the warmest year on record glob-
4	ally and the first calendar year that the average
5	global temperature exceeded 1.5 degrees Celsius
6	above pre-industrial levels;
7	(2) if current trends continue, average global
8	temperatures over the long term are likely to sur-
9	pass 1.5 degrees Celsius above pre-industrial levels
10	between 2030 and 2050;
11	(3) global temperature rise has already resulted
12	in an increased number of heavy rainstorms, coastal
13	flooding events, heat waves, hurricanes, wildfires,
14	and other extreme events;
15	(4) since 1980—
16	(A) the number of extreme weather events
17	per year that cost the people of the United
18	States more than \$1,000,000,000 per event, ac-
19	counting for inflation, has increased signifi-
20	cantly; and
21	(B) the total cost of extreme weather
22	events in the United States has exceeded
23	\$2,915,000,000,000;
24	(5) as physical impacts from climate change are
25	manifested across multiple sectors of the economy of
26	the United States—

1	(A) climate-related economic risks will con-
2	tinue to increase;
3	(B) climate-related extreme weather events
4	will disrupt energy and transportation systems
5	in the United States, which will result in more
6	frequent and longer-lasting power outages, fuel
7	shortages, and service disruptions in critical
8	sectors across the economy of the United
9	States;
10	(C) projected increases in extreme heat
11	conditions will lead to decreases in labor pro-
12	ductivity in agriculture, construction, and other
13	critical economic sectors;
14	(D) food and livestock production will be
15	impacted in regions that experience increases in
16	heat and drought, and small rural communities
17	will struggle to find the resources needed to
18	adapt to those changes; and
19	(E) sea level rise and more frequent and
20	intense extreme weather events will—
21	(i) increasingly disrupt and damage
22	private property and critical infrastructure;
23	(ii) drastically increase insured and
24	uninsured losses; and
25	(iii) cause supply chain disruptions;

1	(6) advances in energy efficiency and renewable
2	energy technologies, as well as climate policies and
3	shifting societal preferences, will—
4	(A) reduce global demand for fossil fuels;
5	and
6	(B) expose transition risks for fossil fuel
7	companies and investors domestically and glob-
8	ally, and for companies and investors in other
9	energy-intensive industries, which could include
10	trillions of dollars of stranded assets around the
11	world;
12	(7) climate change poses uniquely far-reaching
13	risks to the financial services industry, including
14	with respect to credit, counterparty, and market
15	risks, due to the number of sectors and locations im-
16	pacted and the potentially irreversible scale of dam-
17	age;
18	(8) weaknesses in how a financial institution
19	identifies, measures, monitors, and controls for the
20	physical risks and transition risks associated with
21	climate change could adversely affect the safety and
22	soundness of a financial institution;
23	(9) financial institutions must take a consistent
24	approach to assessing climate-related financial risks
25	and incorporating those risks into existing risk man-

1	agement practices, which should be informed by sce-
2	nario analysis;
3	(10) the Board of Governors conducts annual
4	assessments of the capital adequacy and capital
5	planning practices of the largest and most complex
6	banking organizations (referred to in this section as
7	"stress tests") in order to promote a safe, sound,
8	and efficient banking and financial system;
9	(11) as of the date of enactment of this Act—
10	(A) the stress tests conducted by the
11	Board of Governors are not designed to reflect
12	the physical risks or transition risks posed by
13	climate change; and
14	(B) the Board of Governors has conducted
15	1 pilot climate scenario analysis exercise with
16	only 6 United States banking organizations;
17	(12) the Board of Governors—
18	(A) has stated that economic effects of cli-
19	mate change and the transition to a lower car-
20	bon economy pose an emerging risk to the safe-
21	ty and soundness of financial institutions and
22	the financial stability of the United States;
23	(B) has the authority under section 39 of
24	the Federal Deposit Insurance Act (12 U.S.C.
25	1831p-1) and section 165 of the Financial Sta-

1	bility Act of 2010 (12 U.S.C. 5365) to take
2	into account the potentially systemic impact of
3	climate-related risks on the financial system to
4	preserve the safety and soundness of supervised
5	institutions and the financial stability of the
6	United States; and
7	(C) should develop new analytical tools
8	with longer time horizons to accurately assess
9	and manage the risks described in subpara-
10	graph (B);
11	(13) the Climate-Related Market Risk Sub-
12	committee of the Commodity Futures Trading Com-
13	mission has identified the importance of researching
14	"climate-related 'sub-systemic' shocks to financial
15	markets and institutions in particular sectors and
16	regions of the United States"; and
17	(14) the Financial Stability Oversight Council
18	likewise identified "[c]limate change [a]s an emerg-
19	ing threat to the financial stability of the United
20	States" and recommended that members of the
21	Council, including the Board of Governors, take ac-
22	tion to "strengthen the financial system and make
23	it more resilient to climate-related shocks and
24	vulnerabilities".

1	SEC. 3. DEFINITIONS.
2	In this Act:
3	(1) BANK HOLDING COMPANY.—The term
4	"bank holding company" has the meaning given the
5	term in section 102(a) of the Financial Stability Act
6	of 2010 (12 U.S.C. 5311(a)).
7	(2) Board of Governors.—The term "Board
8	of Governors" means the Board of Governors of the
9	Federal Reserve System.
10	(3) CLIMATE SCIENCE LEADS.—The term "cli-
11	mate science leads" means—
12	(A) the Administrator of the National Oce-
13	anic and Atmospheric Administration;
14	(B) the Administrator of the Environ-
15	mental Protection Agency;
16	(C) the Secretary of Energy;
17	(D) the Assistant Secretary for the Office
18	of International Affairs of the Department of
19	Energy;
20	(E) the Administrator of the National Aer-
21	onautics and Space Administration;
22	(F) the Assistant Secretary for the Bureau
23	of Oceans and International Environmental and
24	Scientific Affairs of the Department of State;
25	(G) the Director of the United States Geo-
26	logical Survey;

1	(H) the Secretary of the Interior;
2	(I) the Director of the National Climate
3	Assessment;
4	(J) the individual from the United States
5	elected to the Intergovernmental Panel on Cli-
6	mate Change Bureau;
7	(K) the Permanent Representative of the
8	United States to the World Meteorological Or-
9	ganization; and
10	(L) the head of any other Federal agency
11	that the Board of Governors determines to be
12	appropriate.
13	(4) COVERED ENTITY.—The term "covered en-
14	tity" means—
15	(A) a nonbank financial company or bank
16	holding company that has not less than
17	\$250,000,000,000 in total consolidated assets;
18	and
19	(B) a nonbank financial company or bank
20	holding company—
21	(i) that has not less than
22	\$100,000,000,000 in total consolidated as-
23	sets; and
24	(ii) with respect to which the Board of
25	Governors determines the application of

1	subparagraph (C) of section 165(i)(1) of
2	the Financial Stability Act of 2010 (12
3	U.S.C. 5365(i)(1)), as added by section 6
4	of this Act, is appropriate—
5	(I) to—
6	(aa) prevent or mitigate
7	risks to the financial stability of
8	the United States; or
9	(bb) promote the safety and
10	soundness of the company; and
11	(II) after taking into consider-
12	ation—
13	(aa) the capital structure,
14	riskiness, complexity, financial
15	activities, and size of the com-
16	pany, including the financial ac-
17	tivities of any subsidiary of the
18	company; and
19	(bb) any other risk-related
20	factor that the Board of Gov-
21	ernors determines to be appro-
22	priate.
23	(5) Nonbank financial company.—The term
24	"nonbank financial company" has the meaning given

1	the term in section 102(a)(4)(C) of the Financial
2	Stability Act of 2010 (12 U.S.C. $5311(a)(4)(C)$).
3	(6) Physical risks.—The term "physical
4	risks" means financial risks to assets, locations, op-
5	erations, or value chains that result from exposure
6	to physical, climate-related effects, including from—
7	(A) increased average global temperatures;
8	(B) increased severity and frequency of ex-
9	treme weather events;
10	(C) increased flooding;
11	(D) sea level rise;
12	(E) ocean acidification;
13	(F) increased severity and frequency of
14	heat waves;
15	(G) increased frequency of wildfires;
16	(H) decreased arability of farmland; and
17	(I) decreased availability of fresh water.
18	(7) Surveyed entity.—The term "surveyed
19	entity" means a bank holding company, nonbank fi-
20	nancial company, or other entity that—
21	(A) is supervised by the Board of Gov-
22	ernors, the Office of the Comptroller of the
23	Currency, or the Federal Deposit Insurance
24	Corporation;

1	(B) has total consolidated assets of not
2	less than \$10,000,000,000; and
3	(C) is not a covered entity.
4	(8) Technical Development Group.—The
5	term "Technical Development Group" means the
6	Climate Risk Scenario Technical Development Group
7	established under section 4(a).
8	(9) Transition risks.—The term "transition
9	risks" means financial risks that are attributable to
10	climate change mitigation and adaptation, including
11	efforts to reduce greenhouse gas emissions and
12	strengthen resilience to the impacts of climate
13	change, including—
14	(A) costs relating to—
15	(i) international treaties and agree-
16	ments;
17	(ii) Federal, State, and local policies;
18	(iii) new technologies;
19	(iv) changing markets;
20	(v) reputational impacts relevant to
21	changing consumer behavior; and
22	(vi) litigation; and
23	(B) a loss in the value, or the stranding,
24	of assets due to any of the costs described in
25	subparagraph (A).

1	(10) Value Chain.—The term "value chain"—
2	(A) means the total lifecycle of a product
3	or service, both before and after production of
4	the product or service, as applicable; and
5	(B) may include the sourcing of materials,
6	production, and disposal with respect to the
7	product or service described in subparagraph
8	(A).
9	SEC. 4. CLIMATE RISK SCENARIO TECHNICAL DEVELOP-
10	MENT GROUP.
11	(a) Establishment.—The Board of Governors shall
12	establish a technical advisory group to be known as the
13	"Climate Risk Scenario Technical Development Group".
14	(b) Membership.—
15	(1) Composition.—The Technical Develop-
16	ment Group shall be composed of 10 members—
17	(A) 5 of whom shall be climate scientists,
18	with a demonstrated record of peer-reviewed
19	publications and professional contributions to
20	climate modeling, climate risk assessment, or
21	related areas; and
22	(B) 5 of whom shall be economists, with
23	expertise in either the United States financial
24	system or the financial risks posed by climate
25	change.

1	(2) Selection.—The Board of Governors shall
2	select the members of the Technical Development
3	Group after consultation with the climate science
4	leads.
5	(c) Duties.—The Technical Development Group
6	shall—
7	(1) provide recommendations to the Board of
8	Governors regarding the development of, and up-
9	dates to, the climate change risk scenarios under
10	section 5;
11	(2) after the establishment of the climate
12	change risk scenarios under section 5, determine the
13	financial and economic risks resulting from those
14	scenarios;
15	(3) make any final work product, and any infor-
16	mation used in the development of the final work
17	product, publicly available;
18	(4) provide technical assistance to covered enti-
19	ties in assessing physical risks or transition risks;
20	and
21	(5) provide publicly available resources to enti-
22	ties that are not covered entities to help those enti-
23	ties assess physical risks and transition risks.
24	(d) Prohibition on Compensation.—Members of
25	the Technical Development Group shall serve without pay.

1	(e) Inapplicability of Chapter 10 of Title 5,
2	UNITED STATES CODE.—Chapter 10 of title 5, United
3	States Code, shall not apply with respect to the Technical
4	Development Group.
5	SEC. 5. DEVELOPMENT AND UPDATING OF CLIMATE
6	CHANGE RISK SCENARIOS.
7	(a) In General.—
8	(1) Initial development.—Not later than 1
9	year after the date of enactment of this Act, the
10	Board of Governors, in coordination with the climate
11	science leads, and taking into consideration the rec-
12	ommendations of the Technical Development Group,
13	shall develop 3 separate climate change risk sce-
14	narios as follows:
15	(A) One scenario that assumes an average
16	increase in global temperatures of 1.5 degrees
17	Celsius above pre-industrial levels.
18	(B) One scenario that assumes an average
19	increase in global temperatures of 2 degrees
20	Celsius above pre-industrial levels.
21	(C) One scenario that—
22	(i) assumes the likely and very likely
23	average increase in global temperatures
24	that can be expected, taking into consider-
25	ation the extent to which national policies

1	and actions relating to climate change have
2	been implemented, as of the date on which
3	the scenario is developed; and
4	(ii) does not take into consideration
5	commitments for national policies and ac-
6	tions relating to climate change that, as of
7	the date described in clause (i), have not
8	been implemented.
9	(2) International coordination.—In devel-
10	oping and updating the 3 scenarios required under
11	this subsection, the Board of Governors shall take
12	into consideration analytical tools and best practices
13	developed by international banking supervisors relat-
14	ing to climate risks and scenario analysis in an ef-
15	fort to develop consistent and comparable data-driv-
16	en scenarios.
17	(3) RECOMMENDATIONS.—If the Technical De-
18	velopment Group determines that the average in-
19	crease in global temperatures described in subpara-
20	graph (A) or (B) of paragraph (1) is no longer sci-
21	entifically valid, the Technical Development Group
22	may recommend that the Board of Governors, in co-
23	ordination with the climate science leads, update the
24	average increase in global temperatures described in

1	the applicable subparagraph to reflect the most cur-
2	rent assessment of climate change science.
3	(b) Considerations.—In developing and updating
4	each of the 3 scenarios required under subsection (a), the
5	Board of Governors, in coordination with the climate
6	science leads, shall account for physical risks and transi-
7	tion risks that may disrupt business operations across the
8	global economy, including through—
9	(1) disruptions with respect to—
10	(A) the sourcing of materials;
11	(B) production;
12	(C) transportation; and
13	(D) the disposal of products and services;
14	(2) changes in the availability and prices of raw
15	materials and other inputs;
16	(3) changes in agricultural production and with
17	respect to food security;
18	(4) direct damages to fixed assets;
19	(5) increases in costs associated with insured or
20	uninsured losses;
21	(6) changes in asset values;
22	(7) impacts on—
23	(A) aggregate demand for products and
24	services;
25	(B) labor productivity;

1	(C) asset liquidity; and
2	(D) credit availability;
3	(8) mass migration and increases in disease and
4	mortality rates;
5	(9) international conflict, as such conflict re-
6	lates to global economic activity and output; and
7	(10) changes in any other microeconomic or
8	macroeconomic condition that the Board of Gov-
9	ernors, in coordination with the climate science
10	leads, determines to be relevant.
11	SEC. 6. CLIMATE-RELATED ENHANCED SUPERVISION FOR
12	CERTAIN NONBANK FINANCIAL COMPANIES
13	AND BANK HOLDING COMPANIES.
14	Section 165(i)(1) of the Financial Stability Act of
15	2010 (12 U.S.C. 5365(i)(1)) is amended—
16	(1) in subparagraph (B)(i), by inserting "except
17	as provided in subparagraph (C)(ii)(I)," before
18	"shall provide"; and
19	(2) by adding at the end the following:
20	"(C) BIENNIAL TESTS REQUIRED.—
21	"(i) Definitions.—In this subpara-
22	graph—
23	"(I) the term 'capital distribu-
24	tion' has the meaning given the term
25	

1	Code of Federal Regulations, as in ef-
2	fect on the date of enactment of this
3	subparagraph;
4	"(II) the term 'capital policy' has
5	the meaning given the term in section
6	225.8(d)(7) of title 12, Code of Fed-
7	eral Regulations, as in effect on the
8	date of enactment of this subpara-
9	graph; and
10	"(III) the terms 'climate science
11	leads' and 'covered entity' have the
12	meanings given those terms in section
13	3 of the Climate Change Financial
14	Risk Act of 2025.
15	"(ii) Tests.—
16	"(I) IN GENERAL.—The Board of
17	Governors, in coordination with the
18	appropriate primary financial regu-
19	latory agencies and the climate
20	science leads, shall conduct biennial
21	analyses in which each covered entity
22	shall be subject to evaluation, under
23	an adverse set of conditions, of wheth-
24	er that covered entity has the capital,
25	on a total consolidated basis, nec-

1	essary to absorb financial losses that
2	would arise under each climate change
3	risk scenario developed under section
4	5 of the Climate Change Financial
5	Risk Act of 2025.
6	"(II) Initial tests.—With re-
7	spect to each of the first 3 analyses
8	conducted under subclause (I)—
9	"(aa) the covered entity to
10	which such an analysis applies
11	shall not be subject to any ad-
12	verse consequences as a result of
13	the analysis; and
14	"(bb) the Board of Gov-
15	ernors shall—
16	"(AA) not later than 60
17	days after the date on which
18	the Board of Governors
19	completes the analysis, make
20	a summary of the analysis
21	publicly available; and
22	"(BB) submit a copy of
23	the results of the analysis to
24	the Committee on Banking,
25	Housing, and Urban Affairs

1	of the Senate and the Com-
2	mittee on Financial Services
3	of the House of Representa-
4	tives.
5	"(III) CLIMATE RISK RESOLU-
6	TION PLAN.—
7	"(aa) In general.—Except
8	with respect to the first analysis
9	conducted under subclause (I),
10	each covered entity shall, before
11	being subject to an analysis
12	under that subclause, submit to
13	the Board of Governors a resolu-
14	tion plan with respect to climate
15	risk planning (referred to in this
16	subclause as a 'climate risk reso-
17	lution plan'), which shall be
18	based on the results of the most
19	recently conducted analysis of the
20	covered entity under that sub-
21	clause.
22	"(bb) Contents.—Each cli-
23	mate risk resolution plan re-
24	quired under item (aa) shall in-
25	clude—

1	"(AA) a capital policy
2	with respect to climate risk
3	planning; and
4	"(BB) qualitative and
5	quantitative targets for bal-
6	ance sheet and off-balance
7	sheet exposures, and other
8	business operations, that
9	remedy vulnerabilities identi-
10	fied in the most recently
11	conducted analysis of the
12	applicable covered entity
13	under subclause (I).
14	"(cc) Rejection.—The
15	Board of Governors may object
16	to a climate risk resolution plan
17	submitted by a covered entity
18	under item (aa) if the Board of
19	Governors determines that—
20	"(AA) the covered enti-
21	ty has not demonstrated
22	that such plan is reasonable
23	to maintain capital above
24	each minimum regulatory
25	capital ratio on a pro forma

1	basis under the adverse set
2	of conditions described in
3	subclause (I);
4	"(BB) the climate risk
5	resolution plan is otherwise
6	not reasonable or appro-
7	priate, including because the
8	climate risk resolution plan
9	no longer provides fair serv-
10	ices to vulnerable and dis-
11	advantaged communities;
12	"(CC) the assumptions
13	and analysis underlying the
14	climate risk resolution plan,
15	or the methodologies and
16	practices that support that
17	plan, are not reasonable or
18	appropriate; or
19	"(DD) the climate risk
20	resolution plan otherwise
21	constitutes an unsafe or un-
22	sound practice.
23	"(dd) General distribu-
24	TION LIMITATION.—If the Board
25	of Governors objects to a climate

1	risk resolution plan submitted by
2	a covered entity under item (aa),
3	the covered entity may not make
4	any capital distribution, other
5	than a capital distribution arising
6	from the issuance of a regulatory
7	capital instrument eligible for in-
8	clusion in the numerator of a
9	minimum regulatory capital
10	ratio.".
11	SEC. 7. SUB-SYSTEMIC EXPLORATORY SURVEY.
12	(a) DEVELOPMENT OF SURVEY.—The Board of Gov-
13	ernors, in consultation with the Comptroller of the Cur-
14	rency and the Board of Directors of the Federal Deposit
15	Insurance Corporation, shall develop a survey to assess—
16	(1) the ability of surveyed entities to withstand
17	each climate risk scenario developed under section 5;
18	(2) which surveyed entities possess a large con-
19	centration of business activities in geographical
20	areas or industries that are significantly exposed to
21	the short- and long-term impacts of climate change;
22	and
23	(3) how the surveyed entities identified under
24	paragraph (2) plan to make adaptations to the busi-
25	ness models and capital planning of those entities in

1	response to the risks presented in each climate
2	change risk scenario developed under section 5.
3	(b) Administration of Survey.—
4	(1) Initial administration.—
5	(A) In general.—Not later than 1 year
6	after the completion of the first analysis under
7	subparagraph (C) of section 165(i)(1) of the Fi-
8	nancial Stability Act of 2010 (12 U.S.C.
9	5365(i)(1)), as added by section 6 of this Act,
10	the Board of Governors, in consultation with
11	the Comptroller of the Currency and the Board
12	of Directors of the Federal Deposit Insurance
13	Corporation, shall administer the survey devel-
14	oped under subsection (a) to each surveyed en-
15	tity.
16	(B) Assessment and Report.—Not later
17	than 18 months after the date on which the
18	Board of Governors completes the administra-
19	tion of the survey under subparagraph (A), the
20	Board of Governors shall publicly release a re-
21	port that—
22	(i) summarizes the results of the sur-
23	vey; and

1	(ii) analyzes whether the planned ac-
2	tions of the surveyed entities, in the aggre-
3	gate, are plausible and would be effective.
4	(2) Subsequent administration.—
5	(A) In general.—Not later than 2 years
6	after the date on which the Board of Governors
7	releases the report required under paragraph
8	(1)(B), and biennially thereafter, the Board of
9	Governors shall readminister to each surveyed
10	entity the survey developed under subsection
11	(a).
12	(B) Subsequent Report.—Not later
13	than 180 days after the date on which each sur-
14	vey described under subparagraph (A) is com-
15	pleted, the Board of Governors shall publicly re-
16	lease a report that summarizes the results of
17	the survey, which shall include the analysis de-
18	scribed in paragraph (1)(B)(ii).
19	(e) Effect of Survey Participation.—In any re-
20	port released with respect to a survey conducted under
21	this section, the Board of Governors may not identify any
22	individual surveyed entity that responded to the survey.
23	(d) Rule of Construction.—Nothing in this sec-
24	tion may be construed to preclude the Board of Governors
25	from pursuing an enforcement action against a surveyed

- 1 entity because of a violation discovered by the Board of
- 2 Governors during an examination of the surveyed entity
- 3 that is independent of a survey administered under this
- 4 section.