

AMENDMENT NO. \_\_\_\_\_ Calendar No. \_\_\_\_\_

Purpose: In the nature of a substitute.

**IN THE SENATE OF THE UNITED STATES—119th Cong., 1st Sess.**

**S. 423**

To protect regular order for budgeting for the Department  
of Veterans Affairs, and for other purposes.

Referred to the Committee on \_\_\_\_\_ and  
ordered to be printed

Ordered to lie on the table and to be printed

AMENDMENT IN THE NATURE OF A SUBSTITUTE intended  
to be proposed by Mr. MORAN

Viz:

1 Strike all after the enacting clause and insert the fol-  
2 lowing:

3 **SECTION 1. PROTECTING REGULAR ORDER FOR VET-**  
4 **ERANS.**

5 (a) SHORT TITLE.—This section may be cited as the  
6 “Protecting Regular Order for Veterans Act of 2025” or  
7 the “PRO Veterans Act of 2025”.

8 (b) QUARTERLY BRIEFINGS ON DEPARTMENT OF  
9 VETERANS AFFAIRS BUDGETARY SHORTFALLS.—

10 (1) QUARTERLY BRIEFINGS.—

11 (A) QUARTERLY BRIEFINGS REQUIRED.—

12 During the first quarter beginning after the

1 date of the enactment of this Act and in each  
2 quarter thereafter until the date that is three  
3 years after the date of the enactment of this  
4 Act, the Secretary of Veterans Affairs shall pro-  
5 vide to the appropriate committees of Congress  
6 a quarterly briefing, in person, on the budget of  
7 the Department of Veterans Affairs and any  
8 shortfall the Department may be experiencing.

9 (B) PLANS.—In any case in which the Sec-  
10 retary informs Congress during a briefing  
11 under paragraph (1) that the Department is ex-  
12 perienceing a shortfall, the Secretary shall, dur-  
13 ing such briefing, present the plans of the Sec-  
14 retary to address or mitigate the shortfall.

15 (2) DEFINITIONS.—In this subsection:

16 (A) APPROPRIATE COMMITTEES OF CON-  
17 GRESS.—The term “appropriate committees of  
18 Congress” means—

19 (i) the Committee on Veterans’ Af-  
20 fairs and the Committee on Appropriations  
21 of the Senate; and

22 (ii) the Committee on Veterans’ Af-  
23 fairs and the Committee on Appropriations  
24 of the House of Representatives.

1           (B) SHORTFALL.—The term “shortfall”,  
2           with respect to a fiscal year, means that the  
3           amount of appropriations required by the De-  
4           partment of Veterans Affairs for such fiscal  
5           year to meet all of the statutory obligations of  
6           the Department during that fiscal year exceeds  
7           the amount of appropriations requested for the  
8           Department for that fiscal year in the budget of  
9           the President submitted pursuant to section  
10          1105(a) of title 31, United States Code, for  
11          that fiscal year.

12          (c) LIMITATIONS ON PROVISION OF INCENTIVES FOR  
13          CRITICAL SKILLS TO SENIOR EXECUTIVE SERVICE EM-  
14          PLOYEES OF DEPARTMENT OF VETERANS AFFAIRS.—  
15          Section 706(d) of title 38, United States Code, is amended  
16          by adding at the end the following:

17          “(7)(A) Subject to subparagraph (B)(ii), a critical  
18          skill incentive may not be provided under paragraph (1)  
19          to an employee of the Department employed in a Senior  
20          Executive Service position, or a position in another com-  
21          parable system for senior-level Government employees, as  
22          defined by the Secretary, whose position is at the Central  
23          Office of the Department, including the Veterans Health  
24          Administration, the Veterans Benefits Administration,  
25          and the National Cemetery Administration, regardless of

1 the actual location where the employee performs the func-  
2 tions of the position.

3 “(B)(i) A critical skill incentive provided under para-  
4 graph (1) to an employee of the Department employed in  
5 a Senior Executive Service position, or a position in an-  
6 other comparable system for senior-level Government em-  
7 ployees, as defined by the Secretary, not described in sub-  
8 paragraph (A) of this paragraph may only be provided—

9 “(I) on an individual basis and may not be pro-  
10 vided to a group of such employees; and

11 “(II) upon approval of the following officers or  
12 those serving in an acting capacity:

13 “(aa) The Under Secretary for Benefits,  
14 the Under Secretary for Health, or the Under  
15 Secretary for Memorial Affairs.

16 “(bb) The Assistant Secretary for Human  
17 Resources and Administration.

18 “(cc) The Director of the Office of Man-  
19 agement or the Chief Financial Officer.

20 “(dd) The Assistant Secretary for Ac-  
21 countability and Whistleblower Protection.

22 “(ee) The General Counsel.

23 “(ff) Such other officers as the Secretary  
24 determines appropriate.

1       “(ii) In the case of an employee of the Department  
2 employed in a Senior Executive Service position, or a posi-  
3 tion in another comparable system for senior-level Govern-  
4 ment employees, as defined by the Secretary, whose posi-  
5 tion is primarily at the Central Office of the Department,  
6 but who performs some portion of the employee’s job func-  
7 tion at other facilities of the Department, as defined by  
8 the Secretary, not at Central Office—

9           “(I) the employee shall not be considered de-  
10 scribed in subparagraph (A) with respect to the por-  
11 tion of the employee’s job function that is based out  
12 of non-Central Office facilities of the Department;  
13 and

14           “(II) any critical skill incentive provided under  
15 paragraph (1) to the employee for the portion of the  
16 employee’s job function that is based out of facilities  
17 of the Department other than the Central Office  
18 shall be proportionate to the time spent at those De-  
19 partment facilities.

20       “(C)(i) Not later than one year after the date of the  
21 enactment of the Protecting Regular Order for Veterans  
22 Act of 2025, and not less frequently than once each year  
23 thereafter, the Secretary shall submit to the Committee  
24 on Veterans’ Affairs of the Senate and the Committee on  
25 Veterans’ Affairs of the House of Representatives an an-

1 nual report on the employees of the Department employed  
2 in a Senior Executive Service position, or a position in  
3 another comparable system for senior-level Government  
4 employees, as defined by the Secretary, who were provided  
5 a critical skill incentive under paragraph (1).

6 “(ii) Reports submitted pursuant to clause (i) may  
7 be submitted by incorporating their contents into other  
8 congressionally mandated reports to the committees de-  
9 scribed in such clause.

10 “(D) In this paragraph, the term ‘Senior Executive  
11 Service position’ has the meaning given such term in sec-  
12 tion 3132(a) of title 5.”

13 **SEC. 2. ESTABLISHMENT OF VETERANS EXPERIENCE OF-**  
14 **FICE.**

15 (a) **SHORT TITLE.**—This section may be cited as the  
16 “Improving Veterans’ Experience Act of 2025”.

17 (b) **ESTABLISHMENT.**—

18 (1) **IN GENERAL.**—Chapter 3 of title 38, United  
19 States Code, is amended by adding at the end the  
20 following new section:

21 **“§ 325. Veterans experience office**

22 “(a) **ESTABLISHMENT.**—There is established in the  
23 Department within the Office of the Secretary an office  
24 to be known as the ‘Veterans Experience Office’ (in this  
25 section referred to as the ‘Office’).

1           “(b) HEAD OF OFFICE.—(1) The head of the Office  
2 shall be the Chief Veterans Experience Officer.

3           “(2) The Chief Veterans Experience Officer shall—

4                 “(A) be appointed by the Secretary from among  
5 individuals the Secretary considers qualified to per-  
6 form the duties of the position;

7                 “(B) report directly to the Secretary; and

8                 “(C) be responsible for carrying out the func-  
9 tions of the Office set forth under subsection (c).

10          “(c) FUNCTION.—The functions of the Office are as  
11 follows:

12                 “(1) Carrying out the key customer experience  
13 initiatives of the Department relating to veterans’  
14 and other beneficiaries’ satisfaction with and usage  
15 of benefits and services furnished under laws admin-  
16 istered by the Secretary for which they are eligible,  
17 including setting the strategy, framework, policy,  
18 and other guidance for the Department relating to  
19 customer experience, including ensuring the activi-  
20 ties of the Office and those of other organizations  
21 and offices within the Department are coordinated  
22 and not duplicative.

23                 “(2) Requiring the heads of other organizations  
24 and offices within the Department to report regu-  
25 larly on customer experience metrics, action plans,

1 and other customer experience improvement efforts  
2 to the Chief Veterans Experience Officer.

3 “(3) Collecting veteran-derived data—

4 “(A) to determine veteran and beneficiary  
5 satisfaction with and usage of the benefits and  
6 services furnished under laws administered by  
7 the Secretary for which they are eligible; and

8 “(B) to be considered during policymaking.

9 “(4) Providing strategic guidance and strategies  
10 to Department entities for engaging with veterans  
11 and beneficiaries regarding benefits and services fur-  
12 nished under laws administered by the Secretary, in-  
13 cluding those not using such benefits and services.

14 “(5) Assessing and advising the Secretary on  
15 the accuracy and helpfulness of the websites and  
16 other customer-facing information of the Depart-  
17 ment, be it available electronically or in any other  
18 format.

19 “(6) Assessing and advising the Secretary on  
20 the status and opportunities for improvement of the  
21 customer service efforts of the Department.

22 “(d) REPORTS.—(1) Each year, the Chief Veterans  
23 Experience Officer shall submit to the Secretary a sum-  
24 mary of the data received by the Chief Veterans Experi-  
25 ence Officer under subsection (c)(2).



1       “(2) Each year, not later than 180 days after the  
2 date on which the Secretary receives the summary under  
3 paragraph (1), the Secretary shall submit to Congress an  
4 annual summary and analysis of the matters summarized  
5 pursuant to such paragraph.

6       “(3) Each annual summary submitted pursuant to  
7 paragraph (2) shall include the following:

8               “(A) Data regarding customer service and expe-  
9               rience feedback, disaggregated by benefit or service  
10              furnished under laws administered by the Secretary,  
11              and relevant demographic data of the veterans and  
12              beneficiaries providing the feedback.

13              “(B) Data regarding veteran and beneficiary  
14              satisfaction with and usage of benefits or services,  
15              disaggregated by benefit or service furnished under  
16              laws administered by the Secretary, and relevant de-  
17              mographic data of the veterans and beneficiaries  
18              providing the feedback, including—

19                      “(i) potential reasons for not using the  
20                      benefits or services, such as—

21                              “(I) eligibility;

22                              “(II) lack of knowledge or awareness  
23                              of existence of benefit or service;

24                              “(III) barriers of technology, informa-  
25                              tion, or time; and

1 “(IV) other related reasons; and

2 “(ii) an analysis of how such reasons may  
3 be addressed.

4 “(e) STAFF AND RESOURCES.—(1) The Secretary  
5 shall ensure that—

6 “(A) the Office has such staff, resources, and  
7 access to customer service and experience informa-  
8 tion as may be necessary to carry out the functions  
9 of the Office; and

10 “(B) any information provided to the Office  
11 does not include personally identifiable information  
12 of an individual veteran, survivor, dependent, or  
13 other beneficiary unless such individual provides ap-  
14 propriate consent to allow such information to be  
15 shared with the Office.

16 “(2) Funds available for basic pay and other adminis-  
17 trative expenses of other Department organizations and  
18 offices may be available to reimburse the Office for all  
19 services provided at rates which will recover actual costs  
20 for services provided to such organizations if the Secretary  
21 determines that contributing to such costs will not under-  
22 mine the ability of any such organization or office to pro-  
23 vide services required by such office.

1 “(3) Nothing in this subsection shall be construed to  
2 authorize an increase in the number of full-time employees  
3 otherwise authorized for the Department.

4 “(f) PRIVACY.—Nothing in this section shall be con-  
5 strued to authorize the Chief Veterans Experience Officer  
6 to disclose any record in contravention of section 552a of  
7 title 5 (commonly referred to as the ‘Privacy Act of  
8 1974’).

9 “(g) SUNSET.—The requirements and authorities of  
10 this section shall terminate on September 30, 2028.”.

11 (2) CLERICAL AMENDMENT.—The table of sec-  
12 tions at the beginning of chapter 3 of such title is  
13 amended by adding at the end the following new  
14 item:

“325. Veterans Experience Office.”.

15 (c) COMPTROLLER GENERAL OF THE UNITED  
16 STATES REVIEW OF VETERANS EXPERIENCE OFFICE AND  
17 CUSTOMER SERVICE IMPROVEMENT EFFORTS.—Not later  
18 than 540 days after the date of the enactment of this Act,  
19 the Comptroller General of the United States shall—

20 (1) complete an analysis of the methodology, ef-  
21 fectiveness, and implementation of findings and  
22 feedback of veterans and beneficiaries used by the  
23 Department of Veterans Affairs, including the Vet-  
24 erans Experience Office, to improve veteran and  
25 beneficiary customer experience and satisfaction, in-

1 including through the use of what are known as  
2 “trust-scores”, Veteran Signals also known as  
3 “VSignals”, and related survey and data collection  
4 activities, processes, and initiatives; and  
5 (2) submit to the Committee on Veterans’ Af-  
6 fairs of the Senate and the Committee on Veterans’  
7 Affairs of the House of Representatives a report set-  
8 ting forth the findings of the Comptroller General  
9 with respect to the analysis completed pursuant to  
10 paragraph (1).