

VETERANS' TRANSITION TO TRUCKING ACT OF 2025

SEPTEMBER 19, 2025.—Committed to the Committee of the Whole House on the
State of the Union and ordered to be printed

Mr. BOST, from the Committee on Veterans' Affairs,
submitted the following

R E P O R T

[To accompany H.R. 2954]

[Including cost estimate of the Congressional Budget Office]

The Committee on Veterans' Affairs, to whom was referred the bill (H.R. 2954) to amend title 38, United States Code, to authorize the Secretary of Veterans Affairs to approve multi-State apprenticeship programs for purposes of veterans educational assistance, and for other purposes, having considered the same, reports favorably thereon with amendments and recommends that the bill as amended do pass.

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The amendments are as follows:

Strike all after the enacting clause and insert the following:

SECTION 1. SHORT TITLE.

This Act may be cited as the “Veterans’ Transition to Trucking Act of 2025”.

SEC. 2. AUTHORIZATION FOR SECRETARY OF VETERANS AFFAIRS TO APPROVE MULTI-STATE APPRENTICESHIP PROGRAMS PROVIDED BY COMMERCIAL TRUCK DRIVING SCHOOLS FOR PURPOSES OF EDUCATIONAL ASSISTANCE PROGRAMS OF DEPARTMENT OF VETERANS AFFAIRS.

Section 3672(c)(1) of title 38, United States Code, is amended—

(1) by redesignating subparagraph (B) as subparagraph (C);

(2) in subparagraph (A), in the matter before clause (i), by striking “The State” and inserting “Except as provided in subparagraph (B), the State”; and

(3) by inserting after subparagraph (A) the following new subparagraph (B):

“(B) The Secretary may act in the role of a State approving agency for purposes of approval of a multi-State apprenticeship program provided by a commercial truck driving school.”.

Amend the title so as to read:

A bill to amend title 38, United States Code, to authorize the Secretary of Veterans Affairs to approve multi-State apprenticeship programs provided by commercial truck driving schools for purposes of Department of Veterans Affairs educational assistance programs, and for other purposes.

PURPOSE AND SUMMARY

H.R. 2954, the “Veterans” Transition to Trucking Act of 2025” was introduced by Representative Chris Pappas of New Hampshire on April 17, 2025. The bill, as amended, would allow the Department of Veterans Affairs (VA) to act as a State Approving Agent (SAA) for approval of apprenticeship programs operating in more than one state. Finally, the bill, as amended, clarifies that only Commercial Driving License (CDL) apprenticeships operating across state lines are eligible for VA approval.

BACKGROUND AND NEED FOR LEGISLATION

Section 1: Short Title

This Act may be cited as the “Veterans” Transition to Trucking Act of 2025”.

Section 2: Authorization for Secretary of Veterans Affairs To Approve Multi-State Apprenticeship Programs Provided by Commercial Truck Driving Schools for Purposes of Educational Assistance Programs of Department of Veterans Affairs

This section would allow VA to act as the SAA, but limits this authority to CDL apprenticeships only, while also meeting the Department of Labor (DOL) program standards for commercial trucking drivers. The Committee believes this bill would allow more veterans pursuing trucking to be enrolled in VA’s apprenticeship programs. The Committee believes that it is essential that Congress continue to expand nontraditional avenues for veterans to pursue a career after service.

HEARINGS

On June 11, 2025, the Committee on Veterans’ Affairs Subcommittee on Economic Opportunity held a legislative hearing on H.R. 2954 and other bills pending before the subcommittee.

The following witnesses testified:

Dr. Liz Clark, Acting Director, Defense Support Services, U.S. Department of Defense; Mr. Nick Pamperin, Executive Director, Veterans Readiness and Employment, U.S. Department of Veterans Affairs, who was accompanied by Mr. Thomas Alphonso, Assistant Director of Policy and Implementation, Education Service, U.S. Department of Veterans Affairs; Mr. Andrew Petrie, Senior Policy Analyst, Veterans Education and Employment Division, The American Legion; Mr. Blaze Smith, Director, Veterans Education and Transition Center, The University of Arizona; Mr. Matthew Schwartzman, Director, Legislation and Military Policy, Reserve Organization of America; Ms. Ashlynn Haycock-Lohmann, Director, Government and Legislative Affairs, Tragedy Assistance Program for Survivors (TAPS).

The following individuals and organizations submitted statements for the record:

Dr. Joseph W. Wescott, National Legislative Liaison, National Association of State Approving Agencies (NASAA); Mr. Will Hubbard, Vice President for Veterans and Military Policy, Veterans Education Success (VES); Ms. Julie Howell, Associate Legislative Director for Governmental Relations, Paralyzed Veterans of America (PVA); Mr. Jake Fales, Senior Policy Fellow, Hannah Miller, Policy and Communications Fellow, Reserve Organization of America (ROA); Ms. Tammy Barlet, Vice President of Government Affairs, Student Veterans of America (SVA); Ms. Kristina Keenan, Director, National Legislative Service, Veterans of Foreign Wars of the United States (VFW).

SUBCOMMITTEE CONSIDERATION

On July 3, 2025, the Subcommittee on Economic Opportunity was discharged from further consideration of this legislation.

COMMITTEE CONSIDERATION

On July 23, 2025, the full Committee met in an open markup session to consider H.R. 2954, as amended. During consideration of the bill, the following amendment was considered:

An amendment in the nature of a substitute offered by Representative Chris Pappas of New Hampshire, which would clarify that only CDL apprenticeships are eligible for VA approval across state lines. This amendment in the nature of a substitute was agreed to by voice vote.

A motion by Ranking Member Takano of California to report H.R. 2954, as amended, favorably to the House of Representatives, was agreed to by voice vote.

COMMITTEE VOTES

In compliance with clause 3(b) of rule XIII of the Rules of the House of Representatives, there were no recorded votes taken on amendments or in connection with ordering H.R. 2954, as amended, reported to the House.

COMMITTEE OVERSIGHT FINDINGS

In compliance with clause 3(c)(1) of rule XIII and clause (2)(b)(1) of rule X of the Rules of the House of Representatives, the Committee's oversight findings and recommendations are reflected in the descriptive portions of this report.

STATEMENT OF GENERAL PERFORMANCE GOALS AND OBJECTIVES

In accordance with clause 3(c)(4) of rule XIII of the Rules of the House of Representatives, the Committee's performance goals and objectives are to provide more eligibility opportunities for VA's CDL apprenticeships by allowing apprenticeships to be approved by VA to operate across state lines, which would allow more veterans to use the program.

NEW BUDGET AUTHORITY, ENTITLEMENT AUTHORITY, AND TAX EXPENDITURES

In compliance with clause 3(c)(2) of rule XIII of the Rules of the House of Representatives, the Committee adopts as its own the estimate of new budget authority, entitlement authority, or tax expenditures or revenues contained in the cost estimate prepared by the Director of the Congressional Budget Office pursuant to section 402 of the Congressional Budget Act of 1974.

EARMARKS AND TAX AND TARIFF BENEFITS

H.R. 2954, as amended, does not contain any Congressional earmarks, limited tax benefits, or limited tariff benefits as defined in clause 9 of rule XXI of the Rules of the House of Representatives.

COMMITTEE COST ESTIMATE

The Committee adopts as its own the cost estimate on H.R. 2954 as amended, prepared by the Director of the Congressional Budget Office pursuant to section 402 of the Congressional Budget Act of 1974.

CONGRESSIONAL BUDGET OFFICE COST ESTIMATE

Pursuant to clause 3(c)(3) of rule XIII of the Rules of the House of Representatives, the following is the cost estimate for H.R. 2954, as amended, provided by the Director of the Congressional Budget Office pursuant to section 402 of the Congressional Budget Act of 1974:

H.R. 2954, Veterans Transition to Trucking Act of 2025			
As ordered reported by the House Committee on Veterans' Affairs on July 23, 2025			
By Fiscal Year, Millions of Dollars	2025	2025-2030	2025-2035
Direct Spending (Outlays)	0	0	0
Revenues	0	0	0
Increase or Decrease (-) in the Deficit	0	0	0
Spending Subject to Appropriation (Outlays)	0	*	not estimated
Increases <i>net direct spending</i> in any of the four consecutive 10-year periods beginning in 2036?	No	Statutory pay-as-you-go procedures apply?	No
		Mandate Effects	
Increases <i>on-budget deficits</i> in any of the four consecutive 10-year periods beginning in 2036?	No	Contains intergovernmental mandate?	No
		Contains private-sector mandate?	No
* = between zero and \$500,000.			

H.R. 2954 would allow the Department of Veterans Affairs (VA) to approve the use of VA education benefits for apprenticeship programs that are offered in multiple states by commercial truck driving schools.

VA provides education benefits for eligible veterans, military personnel, and their spouses and children. Those benefits can be used for approved programs of education, including multistate apprenticeship programs that meet standards developed by the Department of Labor. Under current law, those multistate apprenticeship programs must be approved by the State Approving Agency in the state in which they are headquartered.

VA provides those agencies with funding from mandatory appropriations to subsidize the cost of approving programs; that funding was capped at \$27 million in 2024, and the limit is adjusted annually for inflation. Those agencies indicate that VA funding does not cover all the costs of approving education programs; thus, CBO expects that any savings from reducing the number of approvals for multistate apprenticeship programs offered by commercial truck driving schools would be used to cover other unreimbursed expenses. As a result, CBO estimates that implementing H.R. 2954 would not affect direct spending.

VA would incur additional administrative expenses to the extent that it approves multistate apprenticeship programs offered by commercial truck driving schools; however, based on information published by VA, CBO expects that there would be few such approvals and that costs would increase by less than \$500,000 over the 2025–2030 period. Such spending would be subject to the availability of appropriated funds.

The CBO staff contact for this estimate is Paul B.A. Holland. The estimate was reviewed by Christina Hawley Anthony, Deputy Director of Budget Analysis.

PHILLIP L. SWAGEL,
Director, Congressional Budget Office.

FEDERAL MANDATES STATEMENT

The Committee adopts as its own the estimate of Federal mandates regarding H.R. 2954, as amended, prepared by the Director of the Congressional Budget Office pursuant to section 423 of the Unfunded Mandates Reform Act.

ADVISORY COMMITTEE STATEMENT

No advisory committees within the meaning of section 5(b) of the Federal Advisory Committee Act would be created by H.R. 2954, as amended.

STATEMENT OF CONSTITUTIONAL AUTHORITY

Pursuant to Article I, section 8 of the United States Constitution, H.R. 2954, as amended, is authorized by Congress' power to "provide for the common Defense and general Welfare of the United States."

APPLICABILITY TO LEGISLATIVE BRANCH

The Committee finds that H.R. 2954, as amended, 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.

STATEMENT ON DUPLICATION OF FEDERAL PROGRAMS

Pursuant to clause 3(c)(5) of rule XIII of the Rules of the House of Representatives, the Committee finds that no provision of H.R. 2954, as amended, establishes or reauthorizes a program of the Federal Government known to be duplicative of another Federal program, a program that was included in any report from the Government Accountability Office to Congress pursuant to section 21 of Public Law 111-139, or a program related to a program identified in the most recent Catalog of Federal Domestic Assistance.

DISCLOSURE OF DIRECTED RULEMAKING

Pursuant to section 3(i) of H. Res. 5, 115th Cong. (2017), the Committee estimates that H.R. 2954, as amended, contains no directed rulemaking that would require the Secretary to prescribe regulations.

SECTION-BY-SECTION ANALYSIS OF THE LEGISLATION

Section 1: Short title

This section would establish the short title of the bill as the "Veterans" Transition to Trucking Act of 2025."

Section 2: Authorization for Secretary of Veterans Affairs to approve multi-state apprenticeship programs provided by commercial truck driving schools for purposes of educational assistance programs of Department of Veterans Affairs

This section would amend 38 U.S.C. § 3672(c)(1) to allow VA to act as an SAA for CDL apprenticeship programs in more than one state to receive VA approval.

CHANGES IN EXISTING LAW MADE BY THE BILL, AS REPORTED

In compliance with clause 3(e) of rule XIII of the Rules of the House of Representatives, changes in existing law made by the bill, as reported, are shown as follows (existing law proposed to be omitted is enclosed in black brackets, new matter is printed in *italic*, and existing law in which no change is proposed is shown in roman):

CHANGES IN EXISTING LAW MADE BY THE BILL, AS REPORTED

In compliance with clause 3(e) of rule XIII of the Rules of the House of Representatives, changes in existing law made by the bill, as reported, are shown as follows (existing law proposed to be omitted is enclosed in black brackets, new matter is printed in *italics*, and existing law in which no change is proposed is shown in roman):

TITLE 38, UNITED STATES CODE

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**PART III—READJUSTMENT AND RELATED
BENEFITS**

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**CHAPTER 36—ADMINISTRATION OF EDUCATIONAL
BENEFITS**

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SUBCHAPTER II—STATE APPROVING AGENCIES

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§ 3672. Approval of courses

(a) An eligible person or veteran shall receive the benefits of this chapter and chapters 34 and 35 of this title while enrolled in a course of education offered by an educational institution only if (1) such course is approved as provided in this chapter and chapters 34 and 35 of this title by the State approving agency for the State where such educational institution is located, or by the Secretary, or (2) such course is approved (A) for the enrollment of the particular individual under the provisions of section 3536 of this title or (B) for special restorative training under subchapter V of chapter 35 of this title. Approval of courses by State approving agencies shall be in accordance with the provisions of this chapter and chapters 34 and 35 of this title and such other regulations and policies as the State approving agency may adopt. Each State approving agency shall furnish the Secretary with a current list of educational institutions specifying courses which it has approved, and, in addition to such list, it shall furnish such other information to the Secretary as it and the Secretary may determine to be necessary to carry out the purposes of this chapter and chapters 34 and 35 of this title. Each State approving agency shall notify the

Secretary of the disapproval of any course previously approved and shall set forth the reasons for such disapproval.

(b)(1) The Secretary shall be responsible for the approval of courses of education offered by any agency of the Federal Government authorized under other laws to supervise such education. The Secretary may approve any course in any other educational institution in accordance with the provisions of this chapter and chapters 34 and 35 of this title.

(2)(A) Subject to sections 3675(b)(1) and (b)(2), 3680A, 3684, and 3696 of this title, a program of education is deemed to be approved for purposes of this chapter if a State approving agency, or the Secretary when acting in the role of a State approving agency, determines that the program is one of the following programs:

(i) Except as provided in subparagraph (C) or (D), an accredited standard college degree program offered at a public or not-for-profit proprietary educational institution that—

(I) is accredited by an agency or association recognized for that purpose by the Secretary of Education; and

(II) is approved and participates in a program under title IV of the Higher Education Act of 1965 (20 U.S.C. 1070 et seq.), unless the Secretary has waived the requirement to participate in a program under title IV of the Higher Education Act of 1965 (20 U.S.C. 1070 et seq.).

(ii) A flight training course approved by the Federal Aviation Administration that is offered by a certified pilot school that possesses a valid Federal Aviation Administration pilot school certificate.

(iii) An apprenticeship program registered with the Office of Apprenticeship (OA) of the Employment Training Administration of the Department of Labor or a State apprenticeship agency recognized by the Office of Apprenticeship pursuant to the Act of August 16, 1937 (popularly known as the “National Apprenticeship Act”; 29 U.S.C. 50 et seq.).

(iv) A program leading to a secondary school diploma offered by a secondary school approved in the State in which it is operating.

(B) A licensure test offered by a Federal, State, or local government is deemed to be approved for purposes of this chapter.

(C) A course that is described in both subparagraph (A)(i) of this paragraph and in paragraph (15) or (16) of section 3676(c) of this title shall not be deemed to be approved for purposes of this chapter unless—

(i) a State approving agency, or the Secretary when acting in the role of a State approving agency, determines that the course meets the applicable criteria in such paragraphs; or

(ii) the Secretary issues a waiver for such course under section 3676(f)(1) of this title.

(D) A program that is described in subparagraph (A)(i) of this paragraph and offered by an educational institution that is at risk of losing accreditation shall not be deemed to be approved for purposes of this chapter. For purposes of this subparagraph, an educational institution is at risk of losing accreditation if that educational institution has received from the relevant accrediting agency or association a notice described in section 3673(e)(2)(D) of this title.

(c)(1)(A) **[The State]** *Except as provided in subparagraph (B), the State approving agency for a multi-State apprenticeship program is—*

(i) for purposes of approval of the program, the State approving agency for the State in which the headquarters of the apprenticeship program is located; and

(ii) for all other purposes, the State approving agency for the State in which the apprenticeship program takes place.

(B) The Secretary may act in the role of a State approving agency for purposes of approval of a multi-State apprenticeship program provided by a commercial truck driving school.

[(B)] (C) In this paragraph, the term “multi-State apprenticeship program” means a non-Federal apprenticeship program operating in more than one State that meets the minimum national program standards, as developed by the Department of Labor.

(2) The period of a program of apprenticeship may be determined based upon a specific period of time (commonly referred to as a “time-based program”), based upon the demonstration of successful mastery of skills (commonly referred to as a “competency-based program”), or based upon a combination thereof.

(3)(A) In the case of a competency-based program of apprenticeship, State approving agencies shall determine the period for which payment may be made for such a program under chapters 30 and 35 of this title and chapter 1606 of title 10. In determining the period of such a program, State approving agencies shall take into consideration the approximate term of the program recommended in registered apprenticeship program standards recognized by the Secretary of Labor.

(B) The sponsor of a competency-based program of apprenticeship shall provide notice to the State approving agency involved of any such standards that may apply to the program and the proposed approximate period of training under the program.

(4) The sponsor of a competency-based program of apprenticeship shall notify the Secretary upon the successful completion of a program of apprenticeship by an individual under chapter 30 or 35 of this title, or chapter 1606 of title 10, as the case may be.

(d)(1) Pursuant to regulations prescribed by the Secretary in consultation with the Secretary of Labor, the Secretary and State approving agencies shall actively promote the development of apprenticeship and on the job training programs for the purposes of sections 3677 and 3687 of this title and shall utilize the services of disabled veterans’ outreach program specialists under section 4103A of this title to promote the development of such programs. The Secretary of Labor shall provide assistance and services to the Secretary, and to State approving agencies, to increase the use of apprenticeships.

(2) In conjunction with outreach services provided by the Secretary under chapter 77 of this title for education and training benefits, each State approving agency shall conduct outreach programs and provide outreach services to eligible persons and veterans about education and training benefits available under applicable Federal and State law.

(e) A program of education exclusively by correspondence, and the correspondence portion of a combination correspondence-residence course leading to a vocational objective, that is offered by an

educational institution (as defined in section 3452(c) of this title) may be approved only if (1) the educational institution is accredited by an entity recognized by the Secretary of Education, and (2) at least 50 percent of those pursuing such a program or course require six months or more to complete the program or course.

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