

PROTECTING VETERAN ACCESS TO TELEMEDICINE  
SERVICES ACT OF 2025

JULY 29, 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. 1107]

[Including cost estimate of the Congressional Budget Office]

The Committee on Veterans' Affairs, to whom was referred the bill (H.R. 1107) to amend title 38, United States Code, to authorize certain health care professionals employed by the Department of Veterans Affairs to deliver, distribute, or dispense to veterans certain controlled medications via telemedicine under certain conditions, and for other purposes, having considered the same, reports favorably thereon without amendment and recommends that the bill do pass.

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## PURPOSE AND SUMMARY

H.R. 1107, the “Protecting Veteran Access to Telemedicine Services Act of 2025,” was introduced by Representative Steve Womack of Arkansas on February 6, 2025. This bill would authorize qualified Department of Veterans Affairs (VA) health care professionals to prescribe, deliver, distribute, or dispense controlled substances via telemedicine, even if an in-person medical examination has not occurred. The bill aims to preserve access to essential medications for veterans, particularly those in rural or underserved areas, by making flexibilities permanent for patients, which were granted during the COVID pandemic, while also ensuring compliance with the Controlled Substances Act and expanding modern, equitable access to VA telehealth services for veterans nationwide.

## BACKGROUND AND NEED FOR LEGISLATION

*Section 1: Short Title*

This Act may be cited as the “Protecting Veteran Access to Telemedicine Services Act of 2025.”

*Section 2: Delivery, distribution, and dispensation of controlled medications by covered Department of Veterans Affairs health care professionals via telemedicine*

The Ryan Haight Online Pharmacy Consumer Protection Act of 2008 [P.L. 110–425] was enacted to curb the rise of internet pharmacies by requiring practitioners to conduct at least one in-person medical evaluation before prescribing controlled substances. Controlled substances are defined according to section 102 of the Controlled Substances Act [P.L. 91–513].<sup>1</sup> Drugs or substances such as opioids are designated under “schedules” subject to varying levels of regulation by the Drug Enforcement Administration (DEA). The law imposes the strictest regulations on drugs or substances classified as Schedule I, with less stringent controls on those in Schedules II through V. The in-person requirement has proven increasingly burdensome for many veterans, particularly those residing in rural and remote parts of the United States and its territories.

During the COVID pandemic, the in-person appointment requirement was temporarily waived, allowing providers to prescribe controlled substances via telemedicine. These flexibilities significantly expanded access to needed medications, especially for veterans in remote areas. On October 6, 2023, the DEA and the Department of Health and Human Services (HHS) extended these telemedicine waivers through December 31, 2025. However, the long-term regulatory authorization for these flexibilities is uncertain.

According to VA’s Office of Rural Health, over 2.7 million veterans living in rural communities rely on VA’s health care system. These veterans often face long travel times, provider shortages, and other barriers that make in-person appointments difficult or impossible. The Committee believes that without a permanent solution, the expiration of the current waiver would severely limit access to controlled substance prescriptions for these veterans, many of

<sup>1</sup>See Section 102(6) of the *Controlled Substances Act* (P.L. 91–513) (defining “controlled substance” as “a drug or other substance, or immediate precursor, to a schedule under Part B of this title, whether by transfer from another schedule or otherwise.”).

whom require medication for pain management, treatment for mental health disorders, or substance use disorder treatment.

The Committee recognizes that the in-person prescribing requirement under current law creates a barrier to treatment and care for rural veterans. As such, this section, the Protecting Veteran Access to Telemedicine Services Act of 2025, would amend chapter 17 of title 38 to permanently authorize VA health care professionals to prescribe controlled substances to veterans via telemedicine. The Committee believes this reform is necessary to ensure continuity of care for veterans, reduce disparities between rural and urban veteran populations and modernize VA's delivery of services.

By updating the law to reflect current medical and technological capabilities, the Committee believes that this section would safeguard access to critical medications for veterans in rural areas—protecting health outcomes while maintaining appropriate safeguards for prescribing controlled substances to veteran patients.

#### HEARINGS

On March 11, 2025, the Subcommittee on Health held a legislative hearing on H.R. 1107 and other bills pending before the subcommittee.

The following witnesses testified:

The Honorable Jack Bergman, U.S. House of Representatives, 1st Congressional District, Michigan; The Honorable Greg Murphy, U.S. House of Representatives, 3rd Congressional District, North Carolina; The Honorable Steve Womack, U.S. House of Representatives, 3rd Congressional District, Arkansas; The Honorable Don Bacon, U.S. House of Representatives, 1st Congressional District, Nebraska; The Honorable Sylvia Garcia, U.S. House of Representatives, 29th Congressional District, Texas; The Honorable Lauren Underwood, U.S. House of Representatives, 14th Congressional District, Illinois; The Honorable Chris Deluzio, U.S. House of Representatives, 17th Congressional District, Pennsylvania; Dr. Thomas O'Toole, Deputy Assistant Under Secretary for Health for Clinical Services, Quality and Field Operations, Veterans Health Administration, U.S. Department of Veterans Affairs; Dr. Antoinette Shappell, Deputy Assistant Under Secretary for Health for Patient Services, Veterans Health Administration, U.S. Department of Veterans Affairs; Dr. Thomas Emmendorfer, Executive Director, Pharmacy Benefits Management, Veterans Health Administration, U.S. Department of Veterans Affairs; Dr. Jeffrey Gold, President, University of Nebraska System; Ms. Sue Morris, President, Veterans Trust; Mr. Brian Dempsey, Director of Government Affairs, Wounded Warrior Project; Mr. Ed Harries, President, National Association of State Veterans Homes; Mr. Jon Retzer, Deputy National Legislative Director, Disabled American Veterans;

The following individuals and organizations submitted statements for the record:

Veterans Healthcare Policy Institute; Paralyzed Veterans of America; American Federation of Government Employees; Representative Murphy; Trajector Medical; American Association for Marriage and Family Therapy.

## SUBCOMMITTEE CONSIDERATION

On March 25, 2025, the Subcommittee on Health met in an open markup session to consider H.R. 1107. A motion by Ranking Member Brownley of California to favorably forward H.R. 1107 to the full Committee on Veterans' Affairs was adopted by voice vote.

## COMMITTEE CONSIDERATION

On May 6, 2025, the full Committee met in an open markup session to consider H.R. 1107. During consideration of the bill, the following amendments were considered:

An amendment to H.R. 1107 was offered by Ranking Member Takano of California. This amendment would reinstate all telework agreements for certain appointees of the Veterans Health Administration (VHA) who were terminated after January 20, 2025. This amendment failed by a recorded vote of 11 ayes, 13 noes.

An amendment to H.R. 1107 was offered by Representative Herb Conaway of New Jersey. This amendment would reinstate all telework agreements made between psychiatrists, psychologists, and social workers at the VHA who were terminated after January 20, 2025. This amendment failed by a recorded vote of 11 ayes, 13 noes.

An amendment to H.R. 1107 was offered by Representative Delia Ramirez of Illinois. This amendment would reinstate all telework agreements for all clinical resource hub employees in a Veterans Integrated Service Network (VISN) who were terminated after January 20, 2025. This amendment failed by a recorded vote of 11 ayes, 13 noes.

An amendment to H.R. 1107 was offered by Representative Ramirez. This amendment would reinstate all telework agreements for all clinical contact center employees in a VISN who were terminated after January 20, 2025. This amendment failed by a recorded vote of 11 ayes, 13 noes.

An amendment to H.R. 1107 was offered by Representative Kelly Morrison of Minnesota. This amendment would reinstate all telework agreements for all employees of the Office of Member Services at the VHA who were terminated after January 20, 2025. This amendment failed by a recorded vote of 11 ayes, 13 noes.

An amendment to H.R. 1107 was offered by Representative Morrison. This amendment would reinstate all telework agreements for all VHA employees responsible for the coordination of health care for veterans under the Veterans Community Care Program who were terminated after January 20, 2025. This amendment failed by a recorded vote of 11 ayes, 13 noes.

An amendment to H.R. 1107 was offered by Representative Morrison. This amendment would require the VA Secretary to report to Congress about the terminated telework agreements. This amendment failed by a recorded vote of 11 ayes, 13 noes.

A motion by Representative Jack Bergman of Michigan to report H.R. 1107 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, seven recorded votes were taken on amendments or in connection with ordering H.R. 1107 reported to the House.

An amendment to H.R. 1107 was offered by Ranking Member Takano of California. This amendment would reinstate all telework agreements for certain appointees of the Veterans Health Administration (VHA) who were terminated after January 20, 2025. This amendment failed by a recorded vote of 11 ayes, 13 noes.

**ONE HUNDRED AND NINETEENTH CONGRESS  
 MARKUP  
 U.S. STATES HOUSE OF REPRESENTATIVES  
 COMMITTEE ON VETERANS' AFFAIRS  
 Mike Bost, CHAIRMAN**

**FULL COMMITTEE ROLL CALL VOTES**

Date: **Tuesday, May 5, 2025**  
 Subject: **Approval of Takano Amendment**

| NAME                          | YE | YEA/A | NO | NAY/ | Pres |
|-------------------------------|----|-------|----|------|------|
| Mike Bost                     |    |       |    | X    |      |
| Aumua Amata Coleman Radewagen |    |       |    |      |      |
| Jack Bergman                  |    |       |    | X    |      |
| Nancy Mace                    |    |       |    | X    |      |
| Mariannette Miller-Meeks      |    |       |    | X    |      |
| Gregory F. Murphy             |    |       |    | X    |      |
| Derrick Van Orden             |    |       |    | X    |      |
| Morgan Luttrell               |    |       |    | X    |      |
| Juan Ciscomani                |    |       |    | X    |      |
| Keith Self                    |    |       |    | X    |      |
| Jennifer A. Kiggans           |    |       |    | X    |      |
| Abraham J. Hamadeh            |    |       |    | X    |      |
| Kimberlyn King-Hinds          |    |       |    | X    |      |
| Tom Barrett                   |    |       |    | X    |      |
| Mark Takano                   |    | X     |    |      |      |
| Julia Brownley                |    | X     |    |      |      |
| Chris Pappas                  |    | X     |    |      |      |
| Sheila Cherfilus-McCormick    |    | X     |    |      |      |
| Morgan McGarvey               |    | X     |    |      |      |
| Delia C. Ramirez              |    | X     |    |      |      |
| Nikki Budzinski               |    | X     |    |      |      |
| Timothy M. Kennedy            |    | X     |    |      |      |
| Maxine Dexter                 |    | X     |    |      |      |
| Herbert C. Conaway, Jr.       |    | X     |    |      |      |
| Kelly Morrison                |    | X     |    |      |      |
| TOTAL                         |    | 11    |    | 13   |      |

An amendment to H.R. 1107 was offered by Representative Herb Conaway of New Jersey. This amendment would reinstate all telework agreements made between psychiatrists, psychologists, and social workers at the VHA who were terminated after January 20, 2025. This amendment failed by a recorded vote of 11 ayes, 13 noes.

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Mike Bost, CHAIRMAN**

**FULL COMMITTEE ROLL CALL VOTES**

Date: **Tuesday, May 5, 2025**  
Subject: **Approval of Conaway Amendment**

| NAME                             | YE<br>YEA/A | NO<br>NAY/ | Prese<br>nt |
|----------------------------------|-------------|------------|-------------|
| Mike Bost                        |             | X          |             |
| Aumua Amata Coleman<br>Radewagen |             |            |             |
| Jack Bergman                     |             | X          |             |
| Nancy Mace                       |             | X          |             |
| Mariannette Miller-Meeks         |             | X          |             |
| Gregory F. Murphy                |             | X          |             |
| Derrick Van Orden                |             | X          |             |
| Morgan Luttrell                  |             | X          |             |
| Juan Ciscomani                   |             | X          |             |
| Keith Self                       |             | X          |             |
| Jennifer A. Kiggans              |             | X          |             |
| Abraham J. Hamadeh               |             | X          |             |
| Kimberlyn King-Hinds             |             | X          |             |
| Tom Barrett                      |             | X          |             |
| Mark Takano                      | X           |            |             |
| Julia Brownley                   | X           |            |             |
| Chris Pappas                     | X           |            |             |
| Sheila Cherfilus-<br>McCormick   | X           |            |             |
| Morgan McGarvey                  | X           |            |             |
| Delia C. Ramirez                 | X           |            |             |
| Nikki Budzinski                  | X           |            |             |
| Timothy M. Kennedy               | X           |            |             |
| Maxine Dexter                    | X           |            |             |
| Herbert C. Conaway, Jr.          | X           |            |             |
| Kelly Morrison                   | X           |            |             |
| TOTAL                            | 11          | 13         |             |

An amendment to H.R. 1107 was offered by Representative Delia Ramirez of Illinois. This amendment would reinstate all telework agreements for all clinical resource hub employees in a Veterans Integrated Service Network (VISN) who were terminated after January 20, 2025. This amendment failed by a recorded vote of 11 ayes, 13 noes

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**FULL COMMITTEE ROLL CALL VOTES**

Date: **Tuesday, May 5, 2025**  
Subject: **Approval of Rameriez #1 Amendment**

| NAME                             | YEA/A<br>YE | NAY/<br>NO | Pres<br>ent |
|----------------------------------|-------------|------------|-------------|
| Mike Bost                        |             | X          |             |
| Aumua Amata Coleman<br>Radewagen |             |            |             |
| Jack Bergman                     |             | X          |             |
| Nancy Mace                       |             | X          |             |
| Mariannette Miller-Meeks         |             | X          |             |
| Gregory F. Murphy                |             | X          |             |
| Derrick Van Orden                |             | X          |             |
| Morgan Luttrell                  |             | X          |             |
| Juan Ciscomani                   |             | X          |             |
| Keith Self                       |             | X          |             |
| Jennifer A. Kiggans              |             | X          |             |
| Abraham J. Hamadeh               |             | X          |             |
| Kimberlyn King-Hinds             |             | X          |             |
| Tom Barrett                      |             | X          |             |
| Mark Takano                      | X           |            |             |
| Julia Brownley                   | X           |            |             |
| Chris Pappas                     | X           |            |             |
| Sheila Cherfilus-<br>McCormick   | X           |            |             |
| Morgan McGarvey                  | X           |            |             |
| Delia C. Ramirez                 | X           |            |             |
| Nikki Budzinski                  | X           |            |             |
| Timothy M. Kennedy               | X           |            |             |
| Maxine Dexter                    | X           |            |             |
| Herbert C. Conaway, Jr.          | X           |            |             |
| Kelly Morrison                   | X           |            |             |
| TOTAL                            | 11          | 13         |             |

An amendment to H.R. 1107 was offered by Representative Ramirez. This amendment would reinstate all telework agreements for all clinical contact center employees in a VISN who were terminated after January 20, 2025. This amendment failed by a recorded vote of 11 ayes, 13 noes.

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**FULL COMMITTEE ROLL CALL VOTES**

Date: **Tuesday, May 5, 2025**  
Subject: **Approval of Rameriez #2 Amendment**

| NAME                             | YE<br>YEA/A | NO<br>NAY/ | Prese<br>nt |
|----------------------------------|-------------|------------|-------------|
| Mike Bost                        |             | X          |             |
| Aumua Amata Coleman<br>Radewagen |             |            |             |
| Jack Bergman                     |             | X          |             |
| Nancy Mace                       |             | X          |             |
| Mariannette Miller-Meeks         |             | X          |             |
| Gregory F. Murphy                |             | X          |             |
| Derrick Van Orden                |             | X          |             |
| Morgan Luttrell                  |             | X          |             |
| Juan Ciscomani                   |             | X          |             |
| Keith Self                       |             | X          |             |
| Jennifer A. Kiggans              |             | X          |             |
| Abraham J. Hamadeh               |             | X          |             |
| Kimberlyn King-Hinds             |             | X          |             |
| Tom Barrett                      |             | X          |             |
| Mark Takano                      | X           |            |             |
| Julia Brownley                   | X           |            |             |
| Chris Pappas                     | X           |            |             |
| Sheila Cherfilus-<br>McCormick   | X           |            |             |
| Morgan McGarvey                  | X           |            |             |
| Delia C. Ramirez                 | X           |            |             |
| Nikki Budzinski                  | X           |            |             |
| Timothy M. Kennedy               | X           |            |             |
| Maxine Dexter                    | X           |            |             |
| Herbert C. Conaway, Jr.          | X           |            |             |
| Kelly Morrison                   | X           |            |             |
| TOTAL                            | 11          | 13         |             |

An amendment to H.R. 1107 was offered by Representative Kelly Morrison of Minnesota. This amendment would reinstate all telework agreements for all employees of the Office of Member Services at the VHA who were terminated after January 20, 2025. This amendment failed by a recorded vote of 11 ayes, 13 noes.

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Mike Bost, CHAIRMAN**

**FULL COMMITTEE ROLL CALL VOTES**

Date: **Tuesday, May 5, 2025**  
Subject: **Approval of Morrison #1 Amendment**

| NAME                             | YEA/A<br>YE | NAY/<br>NO | Prese<br>nt |
|----------------------------------|-------------|------------|-------------|
| Mike Bost                        |             | X          |             |
| Aumua Amata Coleman<br>Radewagen |             |            |             |
| Jack Bergman                     |             | X          |             |
| Nancy Mace                       |             | X          |             |
| Mariannette Miller-Meeks         |             | X          |             |
| Gregory F. Murphy                |             | X          |             |
| Derrick Van Orden                |             | X          |             |
| Morgan Luttrell                  |             | X          |             |
| Juan Ciscomani                   |             | X          |             |
| Keith Self                       |             | X          |             |
| Jennifer A. Kiggans              |             | X          |             |
| Abraham J. Hamadeh               |             | X          |             |
| Kimberlyn King-Hinds             |             | X          |             |
| Tom Barrett                      |             | X          |             |
| Mark Takano                      | X           |            |             |
| Julia Brownley                   | X           |            |             |
| Chris Pappas                     | X           |            |             |
| Sheila Cherfilus-<br>McCormick   | X           |            |             |
| Morgan McGarvey                  | X           |            |             |
| Delia C. Ramirez                 | X           |            |             |
| Nikki Budzinski                  | X           |            |             |
| Timothy M. Kennedy               | X           |            |             |
| Maxine Dexter                    | X           |            |             |
| Herbert C. Conaway, Jr.          | X           |            |             |
| Kelly Morrison                   | X           |            |             |
| TOTAL                            | 11          | 13         |             |

An amendment to H.R. 1107 was offered by Representative Morrison. This amendment would reinstate all telework agreements for all VHA employees responsible for the coordination of health care for veterans under the Veterans Community Care Program who were terminated after January 20, 2025. This amendment failed by a recorded vote of 11 ayes, 13 noes

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**FULL COMMITTEE ROLL CALL VOTES**

Date: **Tuesday, May 5, 2025**  
Subject: **Approval of Morrison # 2 Amendment**

| NAME                             | YEA/A<br>YE | NAY/<br>NO | Prese<br>nt |
|----------------------------------|-------------|------------|-------------|
| Mike Bost                        |             | X          |             |
| Aumua Amata Coleman<br>Radewagen |             |            |             |
| Jack Bergman                     |             | X          |             |
| Nancy Mace                       |             | X          |             |
| Mariannette Miller-Meeks         |             | X          |             |
| Gregory F. Murphy                |             | X          |             |
| Derrick Van Orden                |             | X          |             |
| Morgan Luttrell                  |             | X          |             |
| Juan Ciscomani                   |             | X          |             |
| Keith Self                       |             | X          |             |
| Jennifer A. Kiggans              |             | X          |             |
| Abraham J. Hamadeh               |             | X          |             |
| Kimberlyn King-Hinds             |             | X          |             |
| Tom Barrett                      |             | X          |             |
| Mark Takano                      | X           |            |             |
| Julia Brownley                   | X           |            |             |
| Chris Pappas                     | X           |            |             |
| Sheila Cherfilus-<br>McCormick   | X           |            |             |
| Morgan McGarvey                  | X           |            |             |
| Delia C. Ramirez                 | X           |            |             |
| Nikki Budzinski                  | X           |            |             |
| Timothy M. Kennedy               | X           |            |             |
| Maxine Dexter                    | X           |            |             |
| Herbert C. Conaway, Jr.          | X           |            |             |
| Kelly Morrison                   | X           |            |             |
| TOTAL                            | 11          | 13         |             |

An amendment to H.R. 1107 was offered by Representative Morrison. This amendment would require the VA Secretary to report to Congress about the terminated telework agreements. This amendment failed by a recorded vote of 11 ayes, 13 noes.

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 Mike Bost, CHAIRMAN**

**FULL COMMITTEE ROLL CALL VOTES**

Date: **Tuesday, May 5, 2025**  
 Subject: **Approval of Morrison # 3 Amendment**

| NAME                             | YEA/A<br>YE | NAY/<br>NO | Prese<br>nt |
|----------------------------------|-------------|------------|-------------|
| Mike Bost                        |             | X          |             |
| Aumua Amata Coleman<br>Radewagen |             |            |             |
| Jack Bergman                     |             | X          |             |
| Nancy Mace                       |             | X          |             |
| Mariannette Miller-Meeks         |             | X          |             |
| Gregory F. Murphy                |             | X          |             |
| Derrick Van Orden                |             | X          |             |
| Morgan Luttrell                  |             | X          |             |
| Juan Ciscomani                   |             | X          |             |
| Keith Self                       |             | X          |             |
| Jennifer A. Kiggans              |             | X          |             |
| Abraham J. Hamadeh               |             | X          |             |
| Kimberlyn King-Hinds             |             | X          |             |
| Tom Barrett                      |             | X          |             |
| Mark Takano                      | X           |            |             |
| Julia Brownley                   | X           |            |             |
| Chris Pappas                     | X           |            |             |
| Sheila Cherfilus-<br>McCormick   | X           |            |             |
| Morgan McGarvey                  | X           |            |             |
| Delia C. Ramirez                 | X           |            |             |
| Nikki Budzinski                  | X           |            |             |
| Timothy M. Kennedy               | X           |            |             |
| Maxine Dexter                    | X           |            |             |
| Herbert C. Conaway, Jr.          | X           |            |             |
| Kelly Morrison                   | X           |            |             |
| TOTAL                            | 11          | 13         |             |

### 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 of H.R. 1107 are to preserve access to essential medications for veterans, particularly those in rural or underserved areas.

### EARMARKS AND TAX AND TARIFF BENEFITS

H.R. 1107 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. 1107 prepared by the Director of the Congressional Budget.

### BUDGET AUTHORITY AND 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. 1107 provided by the Congressional Budget Office pursuant to section 402 of the Congressional Budget Act of 1974:

| <b>H.R. 1107, Protecting Veteran Access to Telemedicine Services Act of 2025</b>                             |      |                                           |           |
|--------------------------------------------------------------------------------------------------------------|------|-------------------------------------------|-----------|
| As ordered reported by the House Committee on Veterans' Affairs on May 6, 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 (-)<br>in the Deficit                                                                   | 0    | 0                                         | 0         |
| Spending Subject to<br>Appropriation (Outlays)                                                               | *    | *                                         | *         |
| Increases <i>net direct spending</i> in<br>any of the four consecutive 10-year<br>periods beginning in 2036? | No   | Statutory pay-as-you-go procedures apply? | No        |
|                                                                                                              |      | <b>Mandate Effects</b>                    |           |
| Increases <i>on-budget deficits</i> in any<br>of the four consecutive 10-year<br>periods beginning in 2036?  | No   | Contains intergovernmental mandate?       | No        |
|                                                                                                              |      | Contains private-sector mandate?          | No        |
| * = between zero and \$500,000.                                                                              |      |                                           |           |

H.R. 1107 would permanently authorize certain health care professionals employed by the Department of Veterans Affairs (VA) to prescribe, deliver, and dispense controlled substances to eligible VA patients via telemedicine, regardless of whether they have conducted an in-person medical examination. VA has had temporary authority to do so since the start of the COVID-19 public health

emergency. CBO anticipates that implementing the bill would change how prescriptions for certain controlled substances are fulfilled but would not significantly change the number of medications prescribed or dispensed.

Based on the cost of similar regulatory efforts, CBO estimates that updating VA policies and guidance documents to reflect the permanent authority in the bill would cost less than \$500,000 over the 2025–2030 period; any related spending would be subject to the availability of appropriated funds.

The CBO staff contact for this estimate is Noah Callahan. The estimate was reviewed by Christina Hawley Anthony, Deputy Director of Budget Analysis.

PHILLIP L. SWAGEL,  
*Director, Congressional Budget Office.*

#### FEDERAL MANDATES STATEMENT

Section 423 of the Congressional Budget and Impoundment Control Act (as amended by Section 101(a)(2) of the Unfunded Mandate Reform Act, P.L. 104–4), is inapplicable to H.R. 1107.

#### 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. 1107.

#### APPLICABILITY TO LEGISLATIVE BRANCH

The Committee finds that H.R. 1107 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. 1107 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.

#### SECTION-BY-SECTION ANALYSIS OF THE LEGISLATION

##### *Section 1: Short title*

Section 1 would establish the short title as the “Protecting Veteran Access to Telemedicine Services Act of 2025.”

##### *Section 2: Delivery, distribution, and dispensation of controlled medications by covered Department of Veterans Affairs health care professionals via telemedicine*

Section 2(a) would authorize VA-employed health care professionals to use telemedicine to deliver, distribute, or dispense controlled substances to veterans, even if the provider has not conducted a prior in-person examination. This authority is subject to

existing requirements under section 1730C of title 38 and the Controlled Substances Act [P.L. 91–513]. To qualify, the prescribing professional must:

1. Be fully licensed, registered, or certified and authorized to prescribe the controlled substance under state law;
2. Be acting in the usual course of professional practice; and
3. Deliver, distribute, or dispense the substance for a legitimate medical purpose.

Section 2(b) would require the Secretary of Veterans Affairs to promulgate guidelines and develop a process governing the telemedicine-based delivery, distribution, and dispensation of controlled substances under this section.

Section 2(c) would clarify that nothing in the legislation changes or limits the obligations of VA providers under the Controlled Substances Act. It preserves the existing legal framework governing the prescribing of controlled substances.

Section 2(d) would define terms used in the section:

- (1) “Controlled substance,” “deliver,” “dispense,” and “distribute” have the meanings assigned under section 102 of the Controlled Substances Act.
- (2) “Covered health care professional” includes:
  - VA employees who are authorized to provide care, not including contractors, who are fully licensed, registered, or certified and meet applicable VA standards; and
  - Health professions trainees appointed under section 7405 of title 38, when under the clinical supervision of a qualifying VA provider.

#### 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, 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 (new matter is printed in italics and existing law in which no change is proposed is shown in roman):

### TITLE 38, UNITED STATES CODE

\* \* \* \* \*

### PART II—GENERAL BENEFITS

\* \* \* \* \*

## CHAPTER 17—HOSPITAL, NURSING HOME, DOMICILIARY, AND MEDICAL CARE

### SUBCHAPTER I—GENERAL

Sec.

1701. Definitions.

\* \* \* \* \*

### SUBCHAPTER III—MISCELLANEOUS PROVISIONS RELATING TO HOSPITAL AND NURSING HOME CARE AND MEDICAL TREATMENT OF VETERANS

\* \* \* \* \*

1730D. *Delivery, distribution, and dispensation of controlled medications via telemedicine.*

\* \* \* \* \*

#### **§ 1730D. *Delivery, distribution, and dispensation of controlled medications via telemedicine***

(a) *IN GENERAL.*—Pursuant to section 1730C of this title and subject to the requirements of title III of the Controlled Substances Act (21 U.S.C. 801 et seq.), a covered health care professional may use telemedicine to deliver, distribute, or dispense to a patient eligible to receive medical treatment under this chapter a controlled substance that is a prescription drug as determined under the Federal Food, Drug, and Cosmetic Act (21 U.S.C. 301 et seq.) regardless of whether such covered health care professional has conducted an in-person medical examination of such patient if—

(1) such covered health care professional is—

(A) authorized to prescribe the basic class of such controlled substance under an active, current, full, and unrestricted State license, registration, or certification; and

(B) acting in the usual course of professional practice; and

(2) such substance is delivered, distributed, or dispensed for a legitimate medical purpose.

(b) *REGULATIONS.*—The Secretary shall establish in regulations guidelines and a process for the delivery, distribution, and dispensation of a controlled substance pursuant to subsection (a).

(c) *RULE OF CONSTRUCTION.*—Nothing in this section may be construed to remove, limit, or otherwise affect any obligation of a covered health care professional under the Controlled Substances Act.

(d) *DEFINITIONS.*—In this section:

(1) The terms “controlled substance”, “deliver”, “dispense”, and “distribute” have the meanings given such terms in section 102 of the Controlled Substances Act, respectively.

(2) The term “covered health care professional” means—

(A) a health care professional who—

(i) is an employee of the Department appointed under section 7306, 7401, 7405, 7406, or 7408 of this title or under title 5;

(ii) is not a contractor of the Department;

(iii) is authorized by the Secretary to provide health care under this chapter;

(iv) is required to adhere to all standards for quality relating to the provision of health care in accordance with applicable policies of the Department;

*(v) has an active, current, full, and unrestricted license, registration, or certification or meet qualification standards set forth by the Secretary within a specified time frame; and*

*(vi) with respect to a health care profession listed under section 7402(b) of this title, has the qualifications for such profession as set forth by the Secretary; and*

*(B) a health professions trainee who—*

*(i) is appointed under section 7405 of this title; and*

*(ii) is under the clinical supervision of a health care professional described in subparagraph (A).*

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