

Calendar No. 342

119TH CONGRESS
2D SESSION

S. 1441

[Report No. 119–113]

To require the Secretary of Veterans Affairs to award grants to nonprofit entities to assist such entities in carrying out programs to provide service dogs to eligible veterans, and for other purposes.

IN THE SENATE OF THE UNITED STATES

APRIL 10, 2025

Mr. TILLIS (for himself, Mr. BLUMENTHAL, Mr. CORNYN, Mr. DURBIN, Mr. CRAMER, Ms. SLOTKIN, Mr. KING, Ms. ROSEN, Mrs. SHAHEEN, Mr. SCHUMER, Mr. BUDD, Mr. LUJÁN, Mr. PADILLA, Mr. BOOKER, Mr. HEINRICH, Ms. HIRONO, Mr. COONS, Mr. SCHIFF, Ms. CORTEZ MASTO, Ms. BALDWIN, Ms. HASSAN, Ms. ALSOBROOKS, Ms. DUCKWORTH, Mrs. CAPITO, and Mr. HUSTED) introduced the following bill; which was read twice and referred to the Committee on Veterans' Affairs

FEBRUARY 24, 2026

Reported by Mr. MORAN, with an amendment

[Strike out all after the enacting clause and insert the part printed in *italic*]

A BILL

To require the Secretary of Veterans Affairs to award grants to nonprofit entities to assist such entities in carrying out programs to provide service dogs to eligible veterans, 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 “Service Dogs Assisting
 5 Veterans Act of 2025” or the “SAVES Act of 2025”.

6 **SEC. 2. DEPARTMENT OF VETERANS AFFAIRS PILOT PRO-**
 7 **GRAM TO AWARD GRANTS FOR THE PROVI-**
 8 **SION OF SERVICE DOGS TO VETERANS.**

9 (a) ~~IN GENERAL.—~~

10 (1) ~~PILOT PROGRAM REQUIRED.—~~Not later
 11 than 24 months after the date of the enactment of
 12 this Act, the Secretary of Veterans Affairs shall es-
 13 tablish a pilot program under which the Secretary
 14 shall award grants, on a competitive basis, to non-
 15 profit entities to provide service dogs to eligible vet-
 16 erans.

17 (2) ~~DURATION.—~~The Secretary shall carry out
 18 the pilot program during the five-year period begin-
 19 ning on the date on which the first grant is awarded
 20 under this section.

21 (b) ~~APPLICATIONS.—~~

22 (1) ~~IN GENERAL.—~~To be eligible to receive a
 23 grant under this section, a nonprofit entity shall
 24 submit an application to the Secretary at such time,

1 in such manner, and containing such commitments
2 and information as the Secretary may require.

3 ~~(2) ELEMENTS.—An application submitted~~
4 ~~under paragraph (1) shall include the following:~~

5 (A) A proposal for the provision of service
6 dogs to eligible veterans, including how the non-
7 profit entity will communicate with the Sec-
8 retary to ensure an increasing number of serv-
9 ice dogs are provided to such veterans.

10 ~~(B) A description of the following:~~

11 ~~(i) The training that will be provided~~
12 ~~by the nonprofit entity to eligible veterans.~~

13 ~~(ii) The training of dogs that will~~
14 ~~serve as service dogs.~~

15 ~~(iii) Any additional support or services~~
16 ~~the nonprofit entity will provide for such~~
17 ~~dogs and eligible veterans.~~

18 ~~(iv) The plan for publicizing the avail-~~
19 ~~ability of such dogs through a marketing~~
20 ~~campaign that targets eligible veterans.~~

21 ~~(v) The commitment of the nonprofit~~
22 ~~entity to have humane standards for ani-~~
23 ~~mals.~~

24 ~~(vi) The demonstrated experience of~~
25 ~~the nonprofit entity in training service~~

1 dogs in compliance with the requirements
 2 of the Americans with Disabilities Act of
 3 1990 (42 U.S.C. 12101 et seq.).

4 ~~(c) AWARD OF GRANTS.—~~

5 ~~(1) IN GENERAL.—~~The Secretary shall award a
 6 grant to each nonprofit entity for which the Sec-
 7 retary has approved an application submitted under
 8 subsection (b)(1).

9 ~~(2) AGREEMENT REQUIRED.—~~Before the provi-
 10 sion of any grant amounts to a nonprofit entity se-
 11 lected to receive a grant under this section, the Sec-
 12 retary shall enter into an agreement, containing
 13 such terms, conditions, and limitations as the Sec-
 14 retary determines appropriate, with such entity.

15 ~~(3) MAXIMUM GRANT AMOUNT.—~~A grant
 16 awarded to a nonprofit entity under this section may
 17 not exceed \$2,000,000.

18 ~~(4) PAYMENTS.—~~The Secretary shall establish
 19 intervals of payment for the administration of each
 20 grant awarded under this section.

21 ~~(d) USE OF FUNDS.—~~

22 ~~(1) IN GENERAL.—~~

23 ~~(A) REQUIREMENT.—~~A recipient of a
 24 grant under this section shall use the grant
 25 amounts to plan, develop, implement, or man-

age (or any combination thereof) one or more covered programs.

(B) COVERED PROGRAM DEFINED.—In this paragraph, the term “covered program” means a program under which—

(i) service dogs are provided to participants in the program; and

(ii) only eligible veterans are allowed to participate in the program.

(2) ADMINISTRATIVE EXPENSES.—The Secretary may establish a maximum amount for each grant awarded under this section that may be used by the recipient of the grant to cover administrative expenses.

(3) OTHER CONDITIONS AND LIMITATIONS.—The Secretary may establish other conditions or limitations on the use of grant amounts under this section.

(c) REQUIREMENTS FOR GRANT RECIPIENTS.—

(1) NOTIFICATIONS AND INFORMATION.—A recipient of a grant under this section shall—

(A) notify each veteran who receives a service dog through such grant that the service dog is being paid for, in whole or in part, by the Department of Veterans Affairs; and

1 ~~(B)~~ inform each such veteran of the bene-
 2 fits and services available from the Secretary
 3 for the veteran and the service dog.

4 ~~(2) PROHIBITION ON CERTAIN FEES.—~~A recipi-
 5 ent of a grant under this section may not charge a
 6 fee to a veteran receiving a service dog through such
 7 grant.

8 ~~(f) VETERINARY INSURANCE.—~~

9 ~~(1) IN GENERAL.—~~The Secretary shall provide
 10 to each veteran who receives a service dog through
 11 a grant under this section a commercially available
 12 veterinary insurance policy for the service dog.

13 ~~(2) CONTINUATION.—~~If the Secretary provides
 14 a veterinary insurance policy to a veteran under
 15 paragraph ~~(1)~~, the Secretary shall continue to pro-
 16 vide the policy to the veteran without regard to the
 17 continuation or termination of the pilot program.

18 ~~(g) TRAINING AND TECHNICAL ASSISTANCE.—~~The
 19 Secretary may provide training and technical assistance
 20 to recipients of grants under this section.

21 ~~(h) OVERSIGHT AND MONITORING.—~~

22 ~~(1) IN GENERAL.—~~The Secretary—

23 ~~(A)~~ shall establish such oversight and mon-
 24 itoring requirements as the Secretary deter-
 25 mines appropriate to ensure that grant amounts

awarded under this section are used appropriately; and

(B) may take such actions as the Secretary determines necessary to address any issues identified through the enforcement of such requirements.

(2) REPORTS AND ANSWERS.—The Secretary may require each recipient of a grant under this section to provide, in such form as may be prescribed by the Secretary, such reports or answers in writing to specific questions, surveys, or questionnaires as the Secretary determines necessary to carry out the pilot program.

(i) DEFINITIONS.—In this section:

(1) ELIGIBLE VETERAN.—

(A) IN GENERAL.—The term “eligible veteran” means a veteran (as defined in section 101 of title 38, United States Code) who, as determined by a physician, has one or more disabilities, conditions, or diagnoses described in subparagraph (B).

(B) DISABILITY, CONDITION, DIAGNOSIS DESCRIBED.—A disability, condition, or diagnosis described in this subparagraph is any of the following:

1 (i) Blindness or visual impairment.

2 (ii) Loss of use of a limb, paralysis, or
3 other significant mobility issue, including
4 mental health mobility.

5 (iii) Loss of hearing.

6 (iv) Post-traumatic stress disorder.

7 (v) Traumatic brain injury.

8 (vi) Any other disability, condition, or
9 diagnosis for which the Secretary deter-
10 mines, based on medical judgment, that it
11 is optimal for the veteran to manage the
12 disability, condition, or diagnosis and live
13 independently through the assistance of a
14 service dog.

15 ~~(2) PILOT PROGRAM.~~—The term “pilot pro-
16 gram” means the pilot program required by sub-
17 section (a)(1).

18 ~~(3) SERVICE DOG.~~—The term “service dog”
19 means any dog that is individually trained to do
20 work or perform tasks that are—

21 ~~(A)~~ for the benefit of a veteran with a dis-
22 ability, condition, or diagnosis described in
23 paragraph (1)(B); and

24 ~~(B)~~ directly related to the disability, condi-
25 tion, or diagnosis of the veteran.

1 ~~(j) AUTHORIZATION OF APPROPRIATIONS.—There is~~
 2 authorized to be appropriated to carry out this section
 3 ~~\$10,000,000~~ for each of the five consecutive fiscal years
 4 following the fiscal year in which the pilot program is es-
 5 tablished under subsection (a).

6 **SECTION 1. SHORT TITLE.**

7 *This Act may be cited as the “Service Dogs Assisting*
 8 *Veterans Act of 2025” or the “SAVES Act of 2025”.*

9 **SEC. 2. DEPARTMENT OF VETERANS AFFAIRS PILOT PRO-**
 10 **GRAM TO AWARD GRANTS FOR THE PROVI-**
 11 **SION OF SERVICE DOGS TO VETERANS.**

12 (a) *IN GENERAL.—*

13 (1) *PILOT PROGRAM REQUIRED.—Not later than*
 14 *24 months after the date of the enactment of this Act,*
 15 *the Secretary of Veterans Affairs shall establish a*
 16 *pilot program under which the Secretary shall award*
 17 *grants, on a competitive basis based on the applica-*
 18 *tion elements listed in subsection (b)(2), to nonprofit*
 19 *entities to provide service dogs to eligible veterans.*

20 (2) *DURATION.—The Secretary shall carry out*
 21 *the pilot program during the five-year period begin-*
 22 *ning on the date on which the first grant is awarded*
 23 *under this section.*

24 (b) *APPLICATIONS.—*

1 (1) *IN GENERAL.*—*To be eligible to receive a*
 2 *grant under this section, a nonprofit entity shall sub-*
 3 *mit an application to the Secretary at such time and*
 4 *in such manner as the Secretary may require.*

5 (2) *ELEMENTS.*—*An application submitted by a*
 6 *nonprofit entity under paragraph (1) shall include*
 7 *the following:*

8 (A) *A proposal for the provision of service*
 9 *dogs to eligible veterans, including how the non-*
 10 *profit entity will communicate with the Sec-*
 11 *retary to ensure an increasing number of service*
 12 *dogs are provided to veterans.*

13 (B) *A description of the following services*
 14 *or commitments to be provided by the nonprofit*
 15 *entity:*

16 (i) *The training that will be provided*
 17 *to eligible veterans.*

18 (ii) *The training of dogs that will serve*
 19 *as service dogs.*

20 (iii) *Any additional support or serv-*
 21 *ices that will be provided for such dogs and*
 22 *eligible veterans.*

23 (iv) *The plan for publicizing the avail-*
 24 *ability of such service dogs through a mar-*

1 *keting campaign that targets eligible vet-*
 2 *erans.*

3 *(v) The commitment to have humane*
 4 *standards for animals.*

5 *(vi) The demonstrated experience of the*
 6 *nonprofit entity in training service dogs in*
 7 *compliance with the requirements of the*
 8 *Americans with Disabilities Act of 1990 (42*
 9 *U.S.C. 12101 et seq).*

10 *(c) AWARD OF GRANTS.—*

11 *(1) IN GENERAL.—The Secretary shall award a*
 12 *grant to each nonprofit entity for which the Secretary*
 13 *has approved an application submitted under sub-*
 14 *section (b)(1).*

15 *(2) AGREEMENT REQUIRED.—Before the provi-*
 16 *sion of any grant amounts to a nonprofit entity se-*
 17 *lected to receive a grant under this section, the Sec-*
 18 *retary shall enter into an agreement, containing such*
 19 *terms, conditions, and limitations as the Secretary*
 20 *determines appropriate, with such entity.*

21 *(3) MAXIMUM GRANT AMOUNT.—*

22 *(A) IN GENERAL.—Except as provided in*
 23 *subparagraph (B), a grant awarded to a non-*
 24 *profit entity under this section may not exceed*
 25 *\$2,000,000 in a fiscal year.*

1 (B) *INCREASE OF AMOUNT.*—*The Secretary*
2 *may increase the amount of a grant awarded*
3 *under this section in a fiscal year to an amount*
4 *that exceeds the amount specified in subpara-*
5 *graph (A) if—*

6 (i) *rising inflation rates or program*
7 *needs require an increase in the amount;*
8 *and*

9 (ii) *not later than 30-days before mak-*
10 *ing such increase, the Secretary submits no-*
11 *tice of such increase in writing to the Com-*
12 *mittee on Veterans' Affairs of the Senate*
13 *and the Committee on Veterans' Affairs of*
14 *the House of Representatives.*

15 (4) *PAYMENTS.*—*The Secretary shall establish*
16 *intervals of payment for the administration of each*
17 *grant awarded under this section.*

18 (d) *USE OF FUNDS.*—

19 (1) *IN GENERAL.*—

20 (A) *REQUIREMENT.*—*A recipient of a grant*
21 *under this section shall use the grant amounts to*
22 *plan, develop, implement, and manage one or*
23 *more covered programs.*

1 (B) *COVERED PROGRAM DEFINED.*—*In this*
2 *paragraph, the term “covered program” means a*
3 *program under which—*

4 (i) *service dogs are provided to partici-*
5 *pants in the program; and*

6 (ii) *only eligible veterans are allowed*
7 *to participate in the program.*

8 (2) *ADMINISTRATIVE EXPENSES.*—*The Secretary*
9 *may establish a maximum amount for each grant*
10 *awarded under this section that may be used by the*
11 *recipient of the grant to cover administrative ex-*
12 *penses.*

13 (3) *OTHER CONDITIONS AND LIMITATIONS.*—*The*
14 *Secretary may establish other conditions or limita-*
15 *tions on the use of grant amounts under this section.*

16 (e) *REQUIREMENTS FOR GRANT RECIPIENTS.*—

17 (1) *NOTIFICATIONS AND INFORMATION.*—*A re-*
18 *cipient of a grant under this section shall—*

19 (A) *notify each veteran who receives a serv-*
20 *ice dog through such grant that the service dog*
21 *is being paid for, in whole or in part, by the De-*
22 *partment of Veterans Affairs; and*

23 (B) *inform each such veteran of the benefits*
24 *and services available from the Secretary for the*
25 *veteran and the service dog.*

1 (2) *PROHIBITION ON CERTAIN FEES.*—A recipi-
 2 ent of a grant under this section may not charge a
 3 fee to a veteran receiving a service dog through such
 4 grant.

5 (f) *VETERINARY INSURANCE.*—

6 (1) *IN GENERAL.*—The Secretary shall provide to
 7 each veteran who receives a service dog through a
 8 grant under this section a commercially available vet-
 9 erinary insurance policy for the service dog.

10 (2) *CONTINUATION.*—If the Secretary provides a
 11 veterinary insurance policy to a veteran under para-
 12 graph (1), the Secretary shall continue to provide the
 13 policy to the veteran without regard to the continu-
 14 ation or termination of the pilot program.

15 (g) *TRAINING AND TECHNICAL ASSISTANCE.*—The Sec-
 16 retary may provide training and technical assistance re-
 17 garding grant application and administration to recipients
 18 of grants under this section.

19 (h) *OVERSIGHT AND MONITORING.*—The Secretary
 20 may require each recipient of a grant under this section
 21 to provide, in such form as may be prescribed by the Sec-
 22 retary, such reports or answers in writing to specific ques-
 23 tions, surveys, or questionnaires as the Secretary determines
 24 necessary to carry out the pilot program.

25 (i) *DEFINITIONS.*—In this section:

1 (1) *ELIGIBLE VETERAN.*—

2 (A) *IN GENERAL.*—*The term “eligible vet-*
 3 *eran” means a veteran (as defined in section 101*
 4 *of title 38, United States Code) who, as deter-*
 5 *mined by a physician, has one or more disabil-*
 6 *ities, conditions, or diagnoses described in sub-*
 7 *paragraph (B).*

8 (B) *DISABILITY, CONDITION, DIAGNOSIS DE-*
 9 *SCRIBED.*—*A disability, condition, or diagnosis*
 10 *described in this subparagraph is any of the fol-*
 11 *lowing:*

12 (i) *Blindness or visual impairment.*

13 (ii) *Loss of use of a limb, paralysis, or*
 14 *other significant mobility issue.*

15 (iii) *Loss of hearing.*

16 (iv) *Post-traumatic stress disorder.*

17 (v) *Traumatic brain injury.*

18 (vi) *Any other disability, condition, or*
 19 *diagnosis for which the Secretary deter-*
 20 *mines, based on medical judgment, that it is*
 21 *optimal for the veteran to manage the dis-*
 22 *ability, condition, or diagnosis and live*
 23 *independently through the assistance of a*
 24 *service dog.*

1 (2) *PILOT PROGRAM.*—*The term “pilot program”*
2 *means the pilot program required by subsection*
3 *(a)(1).*

4 (3) *SERVICE DOG.*—*The term “service dog”*
5 *means any dog that is individually trained to do*
6 *work or perform tasks that are—*

7 (A) *for the benefit of a veteran with a dis-*
8 *ability, condition, or diagnosis described in*
9 *paragraph (1)(B); and*

10 (B) *directly related to the disability, condi-*
11 *tion, or diagnosis of the veteran.*

12 (j) *AUTHORIZATION OF APPROPRIATIONS.*—*There is*
13 *authorized to be appropriated to carry out this section*
14 *\$10,000,000 for each of the five consecutive fiscal years be-*
15 *ginning the fiscal year in which the pilot program is estab-*
16 *lished under subsection (a).*

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A BILL

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