## 117TH CONGRESS 2D SESSION

## H. R. 9311

To authorize the Community Advantage Loan Program of the Small Business Administration, and for other purposes.

## IN THE HOUSE OF REPRESENTATIVES

NOVEMBER 16, 2022

Ms. CHU introduced the following bill; which was referred to the Committee on Small Business

## A BILL

To authorize the Community Advantage Loan Program of the Small Business Administration, 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 "Community Advantage
- 5 Loan Program Permanency Act of 2022".
- 6 SEC. 2. FINDINGS.
- 7 Congress finds that—
- 8 (1) capital access remains one of the largest
- 9 barriers to overcome for socially and economically

1	disadvantaged business owners as well as for the
2	smallest small businesses;
3	(2) according to the Double Jeopardy: COVID-
4	19's Concentrated Health and Wealth Effects in
5	Black Communities study conducted by the Federal
6	Reserve banks, in 2020—
7	(A) firms owned by people of color are
8	more likely to have weak capitalizations, limited
9	bank relationships, and little in cash reserves;
10	and
11	(B) 51 percent of Black-owned businesses
12	have less than 3 months of cash reserves in
13	case of an emergency, which is nearly 7 per-
14	centage points higher than their peers;
15	(3) according to the Small Business Credit Sur-
16	vey conducted by the Federal Reserve banks, in
17	2021—
18	(A) 31 percent of firms that sought financ-
19	ing received the full financing sought by the
20	firm;
21	(B) firms owned by people of color were
22	least likely to receive the full amount of financ-
23	ing sought by the firm, with 15 percent of
24	Asian-owned businesses, 16 percent of Black-
25	owned businesses, and 19 percent of Hispanic-

1	owned businesses receiving full financing, as op-
2	posed to 35 percent of non-Hispanic White-
3	owned businesses receiving full financing; and
4	(C) firms with fewer employees were also
5	least likely to receive the full financing sought
6	by the firm, with 23 percent of businesses with
7	1 to 4 employees and 37 percent of businesses
8	with 5 to 49 employees receiving full financing,
9	as opposed to 55 percent of businesses with 50
10	to 499 employees receiving full financing;
11	(4) the Community Advantage Pilot Program of
12	the Small Business Administration has helped in-
13	crease lending backed by the Administration to firms
14	owned by people of color, women, and veterans and
15	firms classified as start ups; and
16	(5) from fiscal year 2018 to fiscal year 2022—
17	(A) 13 percent of loans under the Commu-
18	nity Advantage Pilot Program went to Black
19	business owners, while 4 percent of loans under
20	the loan program under section 7(a) of the
21	Small Business Act (15 U.S.C. 636(a)) (in this
22	section referred to as the "7(a) loan program")
23	went to Black business owners;
24	(B) 15 percent of loans under the Commu-
25	nity Advantage Pilot Program went to Hispanic

1	business owners, while 8 percent of loans under
2	the 7(a) loan program went to Hispanic busi-
3	ness owners;
4	(C) 20 percent of loans under the Commu-
5	nity Advantage Pilot Program went to women
6	business owners, while 17 percent of loans
7	under the 7(a) loan program went to women
8	business owners; and
9	(D) 9 percent of loans under the Commu-
10	nity Advantage Pilot Program went to veterar
11	business owners, while 5 percent of loans under
12	the 7(a) loan program went to veteran business
13	owners; and
14	(6) from fiscal year 2020 to fiscal year 2021
15	14 percent of loans under the Community Advantage
16	Pilot Program went to startup business owners
17	while 7 percent of loans under the 7(a) loan pro-
18	gram went to startup business owners.
19	SEC. 3. COMMUNITY ADVANTAGE LOAN PROGRAM.
20	(a) In General.—Section 7(a) of the Small Busi-
21	ness Act (15 U.S.C. 636(a)) is amended by adding at the
22	end the following:
23	"(38) Community advantage loan pro-
24	GRAM.—

1	"(A) Purposes.—The purposes of the
2	Community Advantage Loan Program are—
3	"(i) to create a mission-oriented loan
4	guarantee program that builds on the dem-
5	onstrated success of the Community Ad-
6	vantage Pilot Program of the Administra-
7	tion, as established in 2011, to reach more
8	underserved small business concerns;
9	"(ii) to increase lending to small busi-
10	ness concerns in underserved and rural
11	markets, including veterans and members
12	of the military community, socially and
13	economically disadvantaged individuals, as
14	described in paragraphs (5) and (6)(A) of
15	section 8(a), respectively, women, and new
16	businesses;
17	"(iii) to ensure that the program
18	under this subsection expands inclusion
19	and more broadly meets congressional in-
20	tent to reach borrowers who are unable to
21	get credit elsewhere on reasonable terms
22	and conditions;
23	"(iv) to help underserved small busi-
24	ness concerns become bankable by utilizing
25	the small dollar financing and business

1	support experience of mission-oriented
2	lenders;
3	"(v) to allow certain mission-oriented
4	lenders, primarily financial intermediaries
5	focused on economic development in under-
6	served markets, access to guarantees for
7	loans under this subsection (in this para-
8	graph referred to as '7(a) loans') of not
9	more than \$350,000 and provide manage-
10	ment and technical assistance to small
11	business concerns as needed;
12	"(vi) to provide certainty for the lend-
13	ing partners that make loans under this
14	subsection and to attract new lenders;
15	"(vii) to encourage collaboration be-
16	tween mission-oriented and conventional
17	lenders under this subsection in order to
18	support underserved small business con-
19	cerns; and
20	"(viii) to assist covered institutions
21	with providing business support services
22	and technical assistance to small business
23	concerns, when needed.
24	"(B) Definitions.—In this paragraph—

1	"(i) the term 'Community Advantage
2	Network Partner'—
3	"(I) means a nonprofit, mission-
4	oriented organization that acts as a
5	Referral Agent to covered institutions
6	in order to expand the reach of the
7	program to small businesses in under-
8	served markets; and
9	"(II) does not include a covered
10	institution making loans under the
11	program;
12	"(ii) the term 'covered institution'
13	means an entity that—
14	"(I) is—
15	"(aa) a development com-
16	pany, as defined in section 103 of
17	the Small Business Investment
18	Act of 1958 (15 U.S.C. 662),
19	participating in the 504 Loan
20	Guaranty program established
21	under title V of that Act (15
22	U.S.C. 695 et seq.);
23	"(bb) a nonprofit inter-
24	mediary, as defined in subsection
25	(m)(11), participating in the

1	microloan program under sub-
2	section (m);
3	"(cc) a non-Federally regu-
4	lated entity or a lending institu-
5	tion certified as a community de-
6	velopment financial institution by
7	the Community Development Fi-
8	nancial Institutions Fund estab-
9	lished under section 104(a) of
10	the Riegle Community Develop-
11	ment and Regulatory Improve-
12	ment Act of 1994 (12 U.S.C.
13	4703(a); or
14	"(dd) an eligible inter-
15	mediary, as defined in subsection
16	(l)(1), participating in the Inter-
17	mediary Lending Program estab-
18	lished under subsection $(1)(2)$ ;
19	and
20	"(II) has approved and disbursed
21	10 similarly sized loans in the pre-
22	ceding 24-month period and is serv-
23	icing not less than 10 similarly sized
24	loans to small business concerns in
25	the portfolio of the entity;

1	"(iii) the term 'existing business'
2	means a small business concern that has
3	been in existence for not less than 2 years
4	on the date on which a loan is made to the
5	small business concern under the program;
6	"(iv) the term 'new business' means a
7	small business concern that has been in ex-
8	istence for not more than 2 years on the
9	date on which a loan is made to the small
10	business concern under the program;
11	"(v) the term 'program' means the
12	Community Advantage Loan Program es-
13	tablished under subparagraph (C);
14	"(vi) the term 'Referral Agent' has
15	the meaning given the term in section
16	103.1(f) of title 13, Code of Federal Regu-
17	lations, or any successor regulation;
18	"(vii) the term 'rural area' means any
19	county that the Bureau of the Census has
20	defined as mostly rural or completely rural
21	in the most recent decennial census; and
22	"(viii) the term 'small business con-
23	cern in an underserved market' means a
24	small business concern—
25	"(I) that is located in—

1	"(aa) a low- to moderate-in-
2	come community;
3	"(bb) a HUBZone, as that
4	term is defined in section 31(b);
5	"(cc) a rural area; or
6	"(dd) any area for which a
7	disaster declaration or determina-
8	tion described in subparagraph
9	(A), $(B)$ , $(C)$ , or $(E)$ of sub-
10	section (b)(2) has been made
11	that has not terminated more
12	than 2 years before the date (or
13	later, as determined by the Ad-
14	ministrator) on which a loan is
15	made to the small business con-
16	cern under the program, except
17	that, in the case of a major dis-
18	aster described in subsection
19	(b)(2)(A), that period shall be 5
20	years;
21	"(II) for which more than 50
22	percent of the employees reside in a
23	low- or moderate-income community;
24	"(III) that is a new business;

1	"(IV) owned and controlled by
2	socially and economically disadvan-
3	taged individuals, as described in
4	paragraphs (5) and (6)(A) of section
5	8(a), respectively, which the Adminis-
6	trator, in carrying out the program,
7	shall presume includes Black Ameri-
8	cans, Hispanic Americans, Native
9	Americans, Asian Pacific Americans,
10	and other minorities;
11	"(V) owned and controlled by
12	women;
13	"(VI) owned and controlled by
14	veterans or spouses of veterans;
15	"(VII) owned and controlled by a
16	member of an Indian Tribe individ-
17	ually identified (including parentheti-
18	cally) in the most recent list published
19	pursuant to section 104 of the Feder-
20	ally Recognized Indian Tribe List Act
21	of 1994 (25 U.S.C. 5131);
22	"(VIII) owned and controlled by
23	an individual who has completed a
24	term of imprisonment in a Federal,
25	State, or local jail or prison;

1	"(IX) owned and controlled by an
2	individual with a disability, as that
3	term is defined in section 3 of the
4	Americans with Disabilities Act of
5	1990 (42 U.S.C. 12102); or
6	"(X) as otherwise determined by
7	the Administrator.
8	"(C) ESTABLISHMENT.—There is estab-
9	lished a Community Advantage Loan Program
10	under which the Administration may guarantee
11	loans made by covered institutions under this
12	subsection, with an emphasis on loans made to
13	small business concerns in underserved mar-
14	kets.
15	"(D) Program Levels.—In fiscal year
16	2023 and each fiscal year thereafter, not more
17	than 10 percent of the number of loans guaran-
18	teed under this subsection may be guaranteed
19	under the program.
20	"(E) Grandfathering of existing
21	LENDERS.—Any covered institution that ac-
22	tively participated in the Community Advantage
23	Pilot Program of the Administration and is in
24	good standing, as determined by the Adminis-

1	tration, on the day before the date of enactment
2	of this paragraph—
3	"(i) shall retain designation in the
4	program;
5	"(ii) shall not be required to submit
6	an application to participate in the pro-
7	gram; and
8	"(iii) for the purpose of determining
9	the loan loss reserve amount of the covered
10	institution, shall have participation in the
11	Community Advantage Pilot Program in-
12	cluded in the calculation under subpara-
13	graph (J).
14	"(F) REQUIREMENT TO MAKE LOANS TO
15	UNDERSERVED MARKETS.—Not less than 70
16	percent of loans made by a covered institution
17	under the program shall consist of loans made
18	to small business concerns in underserved mar-
19	kets.
20	"(G) MAXIMUM LOAN AMOUNT.—The max-
21	imum loan amount for a loan guaranteed under
22	the program is \$350,000.
23	"(H) Interest rates.—The maximum
24	allowable interest rate prescribed by the Admin-
25	istration on any financing made on a deferred

1	basis pursuant to the program shall not exceed
2	the maximum allowable interest rate under sec-
3	tions 120.213 and 120.214 of title 13, Code of
4	Federal Regulations, or any successor regula-
5	tions.
6	"(I) Refinancing of community advan-
7	TAGE PROGRAM LOANS.—A loan guaranteed
8	under the program or guaranteed under the
9	Community Advantage Pilot Program of the
10	Administration may be refinanced into another
11	7(a) loan made by lender that does not partici-
12	pate in the program.
13	"(J) Loan loss reserve require-
14	MENTS.—
15	"(i) Loan loss reserve account
16	FOR COVERED INSTITUTIONS.—A covered
17	institution—
18	"(I) with not more than 5 years
19	of participation in the program shall
20	maintain a loan loss reserve account
21	with an amount equal to 5 percent of
22	the outstanding amount of the
23	unguaranteed portion of the loan
24	portfolio of the covered institution
25	under the program; and

1 "(II) with more than 5 years of
2 participation in the program shall
maintain a loan loss reserve account
4 with an amount equal to the average
5 repurchase rate of the covered institu-
tion over the preceding 36-month pe-
7 riod.
8 "(ii) Additional loan loss re-
9 SERVE AMOUNT FOR SELLING LOANS ON
The secondary market.—In addition to
1 the amount required in the loan loss re-
2 serve account under clause (i), a covered
institution that sells a program loan on the
4 secondary market shall be required to
5 maintain the following additional amounts
6 in the loan loss reserve account:
7 "(I) An amount equal to 2 per-
8 cent of the guaranteed portion of each
9 program loan sold on the secondary
0 market for lenders with less than 5
1 years experience selling program loans
2 on the secondary market.
3 "(II) An amount equal to the av-
4 erage repurchase rate for loans sold
5 by the lender on the secondary market

1	over the preceding 36 months for
2	lenders with more than 5 years experi-
3	ence selling program loans on the sec-
4	ondary market.
5	"(iii) Recalculation.—The loan
6	loss reserve required under clauses (i) and
7	(ii) shall be recalculated on October 1 of
8	each year.
9	"(K) Training.—The Administration—
10	"(i) shall provide accessible upfront
11	and ongoing training for covered institu-
12	tions making loans under the program to
13	support program compliance and improve
14	the interface between the covered institu-
15	tions and the Administration, which shall
16	include—
17	"(I) guidance for following the
18	regulations of the Administration; and
19	"(II) guidance specific to mis-
20	sion-oriented lending that is intended
21	to help lenders effectively reach and
22	support underserved small business
23	concerns, including management and
24	technical assistance delivery;

1	"(ii) shall ensure that the training de-
2	scribed in clause (i) is provided for free or
3	at a low-cost;
4	"(iii) may enter into a contract to
5	provide the training described in clause (i)
6	with an organization with expertise in
7	lending under this subsection and pri-
8	marily specializing in mission-oriented
9	lending, and lending to underserved mar-
10	kets; and
11	"(iv) shall provide training for the
12	employees and contractors of the Adminis-
13	tration that regularly engage with covered
14	institutions or borrowers in the program.
15	"(L) Community advantage outreach
16	AND EDUCATION.—The Administrator—
17	"(i) shall develop and implement a
18	program to promote to, conduct outreach
19	to, and educate prospective covered institu-
20	tions about the program, with a focus on
21	women- and minority-owned covered insti-
22	tutions.
23	"(ii) may enter into a contract with 1
24	or more nonprofit organizations experi-
25	enced in working with and training mission

1	driven lenders to provide the outreach and
2	education described in clause (i).
3	"(M) Community advantage network
4	PARTNER PARTICIPATION.—
5	"(i) In general.—A covered institu-
6	tion that uses a Community Advantage
7	Network Partner shall abide by policies
8	and procedures of the Administration con-
9	cerning the use of Referral Agent fees per-
10	mitted by the Administration and disclo-
11	sure of those fees.
12	"(ii) Payment of fees.—Notwith-
13	standing any other provision of law, all
14	fees described in clause (i) shall be paid by
15	the covered institution to the Community
16	Advantage Network Partner upon dis-
17	bursement of the applicable program loan.
18	"(N) Delegated authority.—A covered
19	institution is not eligible to receive delegated
20	authority from the Administration under the
21	program until the covered institution has ap-
22	proved and fully disbursed not less than 10
23	loans under the program and the Administra-
24	tion had evaluated the ability of the covered in-
25	stitution to fulfill program requirements.

1	"(O) Reporting.—
2	"(i) Weekly reports.—
3	"(I) In General.—The Admin-
4	istration shall report on the website of
5	the Administration, as part of the
6	weekly reports on lending approvals
7	under this subsection—
8	"(aa) on and after the date
9	of enactment of this paragraph,
10	the number and dollar amount of
11	loans guaranteed under the Com-
12	munity Advantage Pilot Program
13	of the Administration; and
14	"(bb) on and after the date
15	on which the Administration be-
16	gins to approve loans under the
17	program, the number and dollar
18	amount of loans guaranteed
19	under the program.
20	"(II) SEPARATE ACCOUNTING.—
21	The number and dollar amount of
22	loans reported in a weekly report
23	under subclause (I) for loans guaran-
24	teed under the Community Advantage
25	Pilot Program of the Administration

1	and under the program shall include a
2	breakdown by the categories of race,
3	ethnicity, and gender of the owners of
4	the small business concerns, by wheth-
5	er the small business concern is a new
6	or existing small business concern,
7	and by whether the small business
8	concern is located in an urban or
9	rural area, and broken down by—
10	"(aa) loans of not more than
11	\$50,000;
12	"(bb) loans of more than
13	\$50,000 and not more than
14	\$150,000;
15	"(ce) loans of more than
16	\$150,000 and not more than
17	\$250,000; and
18	"(dd) loans of more than
19	\$250,000 and not more than
20	\$350,000.
21	"(ii) Annual reports.—
22	"(I) IN GENERAL.—For each fis-
23	cal year in which the program is in ef-
24	fect, the Administration shall submit
25	to the Committee on Small Business

1	and Entrepreneurship of the Senate
2	and the Committee on Small Business
3	of the House of Representatives, and
4	make publicly available on the inter-
5	net, information about loans provided
6	under the program and under the
7	Community Advantage Pilot Program
8	of the Administration.
9	"(II) Contents.—Each report
10	submitted and made publicly available
11	under subclause (I) shall include—
12	"(aa) the number and dollar
13	amounts of loans provided to
14	small business concerns under
15	the program, including a break-
16	down by—
17	"(AA) the gender of the
18	owners of the small business
19	concern;
20	"(BB) the race and
21	ethnicity of the owners of
22	the small business concern,
23	disaggregated in a manner
24	that captures all the racial
25	groups specified in the

1	American Community Sur-
2	vey conducted by the Bu-
3	reau of the Census;
4	"(CC) whether the
5	small business concern is lo-
6	cated in an urban or rural
7	area; and
8	"(DD) whether the
9	small business concern is an
10	existing business or a new
11	business, as provided in the
12	weekly reports on lending
13	approvals under this sub-
14	section;
15	"(bb) the proportion of loans
16	described in item (aa) compared
17	to—
18	"(AA) other 7(a) loans
19	of any amount;
20	"(BB) other 7(a) loans
21	of similar amounts;
22	"(CC) express loans
23	provided under paragraph
24	(31) of similar amounts; and

1	"(DD) other 7(a) loans
2	of similar amounts provided
3	to small business concerns
4	in underserved markets;
5	"(ce) a comparison of the
6	number and dollar amounts of
7	loans provided to small business
8	concerns under the program and
9	under each category of loans de-
10	scribed in item (aa), broken down
11	by—
12	"(AA) loans of not
13	more than \$50,000;
14	"(BB) loans of more
15	than \$50,000 and not more
16	than \$150,000;
17	"(CC) loans of more
18	than $$150,000$ and not more
19	than \$250,000; and
20	"(DD) loans of more
21	than \$250,000 and not more
22	than \$350,000;
23	"(dd) the number and dollar
24	amounts of loans provided to
25	small business concerns under

1	the program by State, and the
2	jobs created or retained within
3	each State;
4	"(ee) a list of covered insti-
5	tutions participating in the pro-
6	gram and the Community Advan-
7	tage Pilot Program of the Ad-
8	ministration, including—
9	"(ff) the name, location, and
10	contact information, such as the
11	website and telephone number, of
12	each covered institution;
13	"(gg) a breakdown by the
14	number and dollar amount of the
15	loans approved for small business
16	concerns; and
17	"(hh) the benchmarks estab-
18	lished by the Community Advan-
19	tage Working Group under sub-
20	paragraph (O)(i).
21	"(III) TIMING.—An annual re-
22	port required under this clause
23	shall—
24	"(aa) be submitted and
25	made publicly available not later

1	than December 1 of each year;
2	and
3	"(bb) cover the lending ac-
4	tivity for the fiscal year that
5	ended on September 30 of that
6	same year.
7	"(P) GAO REPORT.—Not later than 5
8	years after the date of enactment of this para-
9	graph, the Comptroller General of the United
10	States shall submit to the Administrator, the
11	Committee on Small Business and Entrepre-
12	neurship of the Senate, and the Committee on
13	Small Business of the House of Representatives
14	a report—
15	"(i) assessing—
16	"(I) the extent to which the pro-
17	gram fulfills the requirements of this
18	paragraph; and
19	"(II) the performance of covered
20	institutions participating in the pro-
21	gram; and
22	"(ii) providing recommendations on
23	the administration of the program and the
24	findings under subclauses (I) and (II) of
25	clause (i).

1	"(Q) Community advantage working
2	GROUP.—
3	"(i) In general.—Not later than 90
4	days after the date of enactment of this
5	paragraph, the Administrator shall estab-
6	lish a Community Advantage Working
7	Group, which shall—
8	"(I) include—
9	"(aa) a geographically di-
10	verse representation of members
11	from among covered institutions
12	participating in the program; and
13	"(bb) representatives from
14	the Office of Capital Access of
15	the Administration, including the
16	Office of Credit Risk Manage-
17	ment, the Office of Financial As-
18	sistance, and the Office of Eco-
19	nomic Opportunity;
20	"(II) develop recommendations
21	on how the Administration can effec-
22	tively manage, support, and promote
23	the program and the mission of the
24	program;

1	"(III) establish metrics of suc-
2	cess and benchmarks that reflect the
3	mission and population served by cov-
4	ered institutions under the program,
5	which the Administration shall use to
6	evaluate the performance of those cov-
7	ered institutions;
8	"(IV) establish criteria assessing
9	the business support services and
10	technical assistance needs of bor-
11	rowers and methods to assess lender
12	expertise to provide necessary services
13	and assistance; and
14	"(V) institute regular and sus-
15	tainable systems of communication be-
16	tween the Administration and covered
17	institutions participating in the pro-
18	gram.
19	"(ii) Report.—Not later than 1 year
20	after the date of enactment of this para-
21	graph, the Administrator shall submit to
22	the Committee on Small Business and En-
23	trepreneurship of the Senate and the Com-
24	mittee on Small Business of the House of
25	Representatives a report that includes—

1	"(I) the recommendations of the
2	Community Advantage Working
3	Group established under clause (i);
4	and
5	"(II) a recommended plan and
6	timeline for implementation of those
7	recommendations.
8	"(R) REGULATIONS.—
9	"(i) In general.—Not later than
10	180 days after the date of enactment of
11	this paragraph, the Administrator shall
12	promulgate regulations governing the pro-
13	gram, including metrics for lender per-
14	formance, metrics of success and bench-
15	marks of the program, and criteria for ap-
16	propriate management and technical as-
17	sistance.
18	"(ii) UPDATES.—The Administrator
19	shall consult the report issued under sub-
20	paragraph (P)(ii) and, not later than 180
21	days after submission of the report, pro-
22	mulgate any necessary changes to existing
23	regulations of the Administration based on
24	the recommendations contained in the re-
25	port.

1	"(S) AUTHORIZATION OF APPROPRIA-
2	TIONS.—There is authorized to be appropriated
3	such sums as may be necessary to conduct out-
4	reach and education described in subparagraph
5	(L).".
6	(b) Participation.—Section 7(a)(2) of the Small
7	Business Act (15 U.S.C. 636(a)(2)) is amended—
8	(1) in subparagraph (A), in the matter pre-
9	ceding clause (i), by striking "and (F)" and insert-
10	ing "(F), and (G)"; and
11	(2) by adding at the end the following:
12	"(G) PARTICIPATION IN THE COMMUNITY
13	ADVANTAGE LOAN PROGRAM.—In an agreement
14	to participate in a loan on a deferred basis
15	under paragraph (38), the participation by the
16	Administration shall be—
17	"(i) 80 percent of the balance of the
18	financing outstanding at the time of the
19	disbursement of the loan, if that balance is
20	more than \$150,000 and not more than
21	\$350,000; or
22	"(ii) 90 percent of the balance of the
23	financing outstanding at the time of the

1	disbursement of the loan, if that balance is
2	not more than \$150,000.".

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