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### I. PURPOSE AND BILL SUMMARY

The purpose of H.R. 3537, the “Veteran Entrepreneurship Training Act of 2019,” is to amend the Small Business Act to codify for
five years the Boots to Business program, which is a two day, in-person entrepreneurship program offered by the Small Business Administration (SBA) as part of the Department of Defense’s Transition Assistance Program (TAP).

II. BACKGROUND AND NEED FOR LEGISLATION

H.R. 3537 was introduced by Representative Brad Schneider (D–IL), and Representative Ross Spano (R–FL) on June 27, 2019. The Committee determined significant challenges face veterans in their transition to civilian life and the Boots to Business program was designed to offer servicemembers and military spouses information about self-employment and business ownership.

A. BACKGROUND ON SBA’S BOOTS TO BUSINESS PROGRAM

The Small Business Administration (SBA) offers a wide range of free or low-cost counseling and training services through its entrepreneurial ecosystem to help entrepreneurs launch and grow their small businesses. To deliver these resources, the SBA relies on its four primary resource partners: Small Business Development Centers (SBDCs), Women’s Business Centers (WBCs), SCORE, and Veterans Business Outreach Centers (VBOCs). Through the resource partners, the SBA provides counseling and training assistance to more than 100,000 veterans each year.

The Veterans Business Outreach Center (VBOC) program provides free counseling, training, and resource partner referrals to eligible service members, veterans, National Guard and Reserve members, and military spouses. The VBOC program is particularly cognizant of the unique skills veterans develop during their service in the military and their relevance to owning a small business. With 22 centers nationwide, the VBOCs teach veteran entrepreneurs the fundamentals of business ownership, including the development of a five-year business plan, market research, legal considerations, and financing. In Fiscal Year 2018 (FY 2018), VBOCs trained and counseled nearly 52,000 veteran small business owners.

One of the primary responsibilities of the VBOCs is to administer the Boots to Business program. Initially launched as a pilot initiative in 2012, the Boots to Business curriculum focuses on the key steps for evaluating business concepts and provides the foundational knowledge to develop a business plan. In addition, participants connect with SBA resources, including information on access to capital, counseling, training, and contracting opportunities. In FY 2018, nearly 17,200 veterans, servicemembers, and military spouses stationed at military installations nationwide participated in the two-day course.

The Boots to Business program is specifically designed to instill the knowledge necessary to take a business from concept to execution and facilitate the road to entrepreneurship for our nation’s veterans. The program is tailored to servicemembers, who are natural leaders, confident, and driven because of their service in the military. Every year, more than 200,000 servicemembers make the transition from military to civilian life. Transition assistance, like the Boots to Business program, is critical to ensure that those who serve in the military have opportunities for meaningful employ-
ment. The National Defense Authorization Act of FY 2019 requires servicemembers participating in the Transition Assistance Program (TAP) to enroll in one of three capstone classes, which include: Accessing Higher Education, Career and Technical Training, and Entrepreneurship (Boots to Business). It is expected that this new requirement will significantly increase the number of servicemembers who participate in the Boots to Business program.

B. THE NEED FOR THE CHANGES OUTLINED IN THE BILL

On July 10, 2019, Mr. Scott M. Davidson, the Managing Principal and CEO of the GCO Consulting Group, a growing service-disabled veteran owned small business, testified before the Committee. Mr. Davidson also served honorably in the United States Army as an enlisted soldier, non-commissioned officer, and a commissioned officer, and served multiple combat tours. He was medically retired from the United States Army as a captain for injuries sustained during his tour in Iraq in July 2007. Mr. Davidson testified that the “Boots to Business program is an integral part of the Transition Assistance Program (TAP) for servicemembers who may be deciding to choose entrepreneurship as a path after leaving the service.” The program provides real insight as to what it takes to start a small business in the civilian world. Transitioning from the military can be stressful and the training can alleviate the stressors and help to develop a business plan. Mr. Davidson testified that the Boots to Business program makes a difference in servicemembers’ lives and should be codified.

Ms. Torrance Hart, the founder of Teak and Twine, also testified in support of the Boots to Business program. As an Air Force veteran and former military spouse, Ms. Hart attested to the value of the program for military spouses, who oftentimes give up career aspirations because frequent moves make it hard to establish a career. She testified, “I see entrepreneurship as a secret weapon for military spouses. It is a way to create something that can support your family, give you flexibility during deployments, give you the freedom to [pursue] something that you love, and it moves with you when needed, and even allows you to give back to other military spouses.” Ms. Hart further expressed support for codifying the Boots to Business program.

III. HEARINGS

In the 116th Congress, the Committee held two hearings exploring the Boots to Business program. On February 27, 2019, the Committee held a hearing titled “Supporting America’s Startups: Review of the Small Business Administration’s Entrepreneurial Development Programs.” The hearing considered each of the SBA’s entrepreneurial development programs, including the Boots to Business program and how it impacts entrepreneurship. On July 10, 2019, the Committee held a hearing titled, “Continuing to Serve: From Military to Entrepreneur.” The hearing examined the

role of veteran entrepreneurs in growing the economy and efforts to foster veteran entrepreneurship. At both hearings, witnesses testified in support of codifying the Boots to Business program.

IV. COMMITTEE CONSIDERATION

The Committee on Small Business met in open session, with a quorum being present, on July 17, 2019, and ordered H.R. 3537 favorably reported to the House of Representatives. During the markup, no amendments were offered.

V. COMMITTEE VOTES

Clause 3(b) of rule XIII of the Rules of the House of Representatives requires the Committee to list the recorded votes on the motion to report legislation and amendments thereto. The Committee voted by voice vote to favorably report H.R. 3537 to the House at 11:48 A.M.
COMMITTEE ON SMALL BUSINESS
TALLY SHEET

DATE: 9/17/19
BILL NUMBER: H.R. 8534
ROLL CALL:
VOTE: (AYE) (NO)

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TOTALS

On this vote there were ________ ayes and ________ nos.
Section 1. Short title

This section designates the bill as the “Veterans Entrepreneurship Training Act of 2019.”

Section 2. Boots to Business Program

This section amends Section 32 of the Small Business Act by adding a new subsection authorizing the Boots to Business Program for 5 years. The section updates the definition of Members of the Armed Forces and sets the goals of the program, which include in-depth training for servicemembers interested in owning a business; and development of tools to identify opportunities, draft business plans, identify sources of capital, connect with local resources for small businesses, and launch a small business. This section delineates the program components, which include a two-day, in-person entrepreneurship program. It also gives SBA the authority to collaborate with public and private entities to develop the curricula; and it ensures Veterans Business Outreach Centers (VBOCs) regularly participate in the program, and to the reasonable maximum extent, allows the participation of other resource partners as well.

The subsection also facilitates the sharing of course and outreach materials with the Secretary of Defense for inclusion in DOD websites, manuals, and other materials related to the Transition Assistance Program and the Secretary of Veterans Affairs for distribution and display at local VA facilities.

The bill also requires the Administrator to provide a report to the Committee on Small Business and Entrepreneurship of the Senate and the Committee on Small Business of the House of Representatives within 180 days after enactment of the legislation and annually thereafter. The report will evaluate the performance and effectiveness of the Boots to Business program.

VII. Congressional Budget Office Cost Estimate

The Congressional Budget Office pursuant to section 402 of the Congressional Budget Act of 1974, submitted a cost estimate for H.R. 3537 that stated enacting the legislation would not increase net direct spending or on budget deficits in any of the four consecutive 10-year periods beginning in 2030.

U.S. CONGRESS,
CONGRESSIONAL BUDGET OFFICE,
Washington, DC, August 16, 2019.

Hon. Nydia M. Velázquez,
Chairwoman, Committee on Small Business,
House of Representatives, Washington, DC.

Dear Madam Chairwoman: The Congressional Budget Office has prepared the enclosed cost estimate for H.R. 3537, the Veteran Entrepreneurship Training Act of 2019.

If you wish further details on this estimate, we will be pleased to provide them. The CBO staff contact is Sofia Guo.

Sincerely,

Phillip L. Swagel,
Director.
H.R. 3537 would authorize the Small Business Administration (SBA) to carry out the Boots to Business (B2B) Program over the 2020–2024 period. The program would provide entrepreneurship training to members of the Armed Forces (including the National Guard or Reserves), veterans, and the spouses or dependents of those groups.

Under the bill, SBA would be authorized to make grants to Veteran Business Outreach Centers and to collaborate with public and private entities to develop training courses. The bill also would require SBA to share B2B program information with other veterans’ agencies and to submit annual program reports to the Congress.

Based on information from SBA, CBO estimates that implementing H.R. 3537 would cost less than $500,000 over the 2019–2024 period subject to the availability of appropriated funds. Since 2012, SBA has run a program similar to the one authorized in the bill and expects to spend around $3.7 million on related activities in fiscal year 2020.

The CBO staff contact for this estimate is Sofia Guo. The estimate was reviewed by Theresa A. Gullo, Assistant Director for Budget Analysis.

VIII. UNFUNDED MANDATES

H.R. 3537 contains no intergovernmental or private sector mandates as defined in the Unfunded Mandates Reform Act, Public Law No. 104–4, and would impose no costs on state, local, or tribal governments.

IX. NEW BUDGET AUTHORITY, ENTITLEMENT AUTHORITY, AND TAX EXPENDITURES

In compliance with clause 3(c)(2) of rule XIII of the Rules of the House, the Committee provides the following opinion and estimate with respect to new budget authority, entitlement authority, and tax expenditures. While the Committee has not received an estimate of new budget authority contained in the cost estimate pre-
pared by the Director of the Congressional Budget Office pursuant to § 402 of the Congressional Budget Act of 1974, the Committee does not believe that there will be any additional costs attributable to this legislation. H.R. 3537 does not direct new spending, but instead reallocates funding independently authorized and appropriated.

X. OVERSIGHT FINDINGS

In accordance with clause 2(b)(1) of rule X of the Rules of the House, the oversight findings and recommendations of the Committee on Small Business with respect to the subject matter contained in H.R. 3537 are incorporated into the descriptive portions of this report.

XI. STATEMENT OF CONSTITUTIONAL AUTHORITY

Pursuant to clause 7 of rule XII of the Rules of the House of Representatives, the Committee finds the authority for this legislation in Art. I, § 8 of the Constitution of the United States.

XII. CONGRESSIONAL ACCOUNTABILITY ACT

H.R. 3537 does not relate to the terms and conditions of employment or access to public services or accommodations within the meaning of §102(b)(3) of Public Law No. 104–1.

XIII. FEDERAL ADVISORY COMMITTEE ACT STATEMENT

H.R. 3537 does not establish or authorize the establishment of any new advisory committees as that term is defined in the Federal Advisory Committee Act, 5 U.S.C. App. 2.

XIV. STATEMENT OF NO EARMARKS

Pursuant to clause 9 of rule XXI, H.R. 3537 does not contain any congressional earmarks, limited tax benefits, or limited tariff benefits as defined in subsections (d), (e), or (f) of clause 9 of rule XXI of the Rules of the House.

XV. STATEMENT OF DUPLICATION OF FEDERAL PROGRAMS

Pursuant to clause 3 of rule XIII of the Rules of the House, no provision of H.R. 3537 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 United States Government Accountability Office pursuant to § 21 of Pub. L. No. 111–139, or a program related to a program identified in the most recent catalog of federal domestic assistance.

XVI. DISCLOSURE OF DIRECTED RULEMAKINGS

Pursuant to clause 3 of rule XIII of the Rules of the House, H.R. 3537 does not direct any rulemaking.

XVII. PERFORMANCE GOALS AND OBJECTIVES

Pursuant to clause 3(c)(4) of rule XII of the Rules of the House, the Committee establishes the following performance-related goals and objectives for this legislation:
H.R. 3537 includes a number of provisions designed to increase entrepreneurial assistance to veterans and their spouses.

XVIII. CHANGES IN EXISTING LAW MADE BY THE BILL, AS REPORTED

In compliance with clause (E) of rule XIII of the Rules of the House, changes in existing law made by the bill, as reported, as 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 (new matter is printed in italic and existing law in which no change is proposed is shown in roman):

SMALL BUSINESS ACT

SEC. 32. VETERANS PROGRAMS.

(a) OFFICE OF VETERANS BUSINESS DEVELOPMENT.—There is established in the Administration an Office of Veterans Business Development, which shall be administered by the Associate Administrator for Veterans Business Development (in this section referred to as the “Associate Administrator”) appointed under section 4(b)(1).

(b) ASSOCIATE ADMINISTRATOR FOR VETERANS BUSINESS DEVELOPMENT.—The Associate Administrator—

(1) shall be an appointee in the Senior Executive Service;

(2) shall be responsible for the formulation, execution, and promotion of policies and programs of the Administration that provide assistance to small business concerns owned and controlled by veterans and small business concerns owned and controlled by service-disabled veterans. The Associate Administrator shall act as an ombudsman for full consideration of veterans in all programs of the Administration; and

(3) shall report to and be responsible directly to the Administrator.

(c) INTERAGENCY TASK FORCE.—

(1) Establishment.—Not later than 90 days after the date of enactment of this subsection, the President shall establish an interagency task force to coordinate the efforts of Federal agencies necessary to improve capital and business development opportunities for, and ensure achievement of the pre-established Federal contracting goals for, small business concerns owned and controlled by service-disabled veterans and small business concerns owned and controlled by veterans (in this section referred to as the “task force”).

(2) Membership.—The members of the task force shall include—

(A) the Administrator, who shall serve as chairperson of the task force; and

(B) a senior level representative from—
(i) the Department of Veterans Affairs;
(ii) the Department of Defense;
(iii) the Administration (in addition to the Adminis-
istrator);
(iv) the Department of Labor;
(v) the Department of the Treasury;
(vi) the General Services Administration;
(vii) the Office of Management and Budget; and
(viii) 4 representatives from a veterans service orga-
nization or military organization or association, se-
lected by the President.

(3) DUTIES.—The task force shall—
(A) consult regularly with veterans service organizations
and military organizations in performing the duties of the
task force; and
(B) coordinate administrative and regulatory activities
and develop proposals relating to—
(i) improving capital access and capacity of small
business concerns owned and controlled by service-dis-
abled veterans and small business concerns owned and
controlled by veterans through loans, surety bonding,
and franchising;
(ii) ensuring achievement of the pre-established Fed-
eral contracting goals for small business concerns
owned and controlled by service-disabled veterans and
small business concerns owned and controlled by vet-
ers through expanded mentor-protégé assistance and
matching such small business concerns with con-
tacting opportunities;
(iii) increasing the integrity of certifications of sta-
tus as a small business concern owned and controlled
by service-disabled veterans or a small business con-
cern owned and controlled by veterans;
(iv) reducing paperwork and administrative burdens
on veterans in accessing business development and en-
trepreneurship opportunities;
(v) increasing and improving training and coun-
seling services provided to small business concerns
owned and controlled by veterans; and
(vi) making other improvements relating to the sup-
port for veterans business development by the Federal
Government.

(d) PARTICIPATION IN TAP WORKSHOPS.—
(1) IN GENERAL.—The Associate Administrator shall increase
veteran outreach by ensuring that Veteran Business Outreach
Centers regularly participate, on a nationwide basis, in the
workshops of the Transition Assistance Program of the Depart-
ment of Labor.

(2) PRESENTATIONS.—In carrying out paragraph (1), a Vet-
eran Business Outreach Center may provide grants to entities
located in Transition Assistance Program locations to make
presentations on the opportunities available from the Adminis-
tration for recently separating or separated veterans. Each
presentation under this paragraph shall include, at a min-
imum, a description of the entrepreneurial and business training resources available from the Administration.

(3) **WRITTEN MATERIALS.**—The Associate Administrator shall—

(A) create written materials that provide comprehensive information on self-employment and veterans entrepreneurship, including information on resources available from the Administration on such topics; and

(B) make the materials created under subparagraph (A) available to the Secretary of Labor for inclusion in the Transition Assistance Program manual.

(4) **REPORTS.**—The Associate Administrator shall submit to Congress progress reports on the implementation of this subsection.

(e) **WOMEN VETERANS BUSINESS TRAINING.**—The Associate Administrator shall—

(1) compile information on existing resources available to women veterans for business training, including resources for—

(A) vocational and technical education;

(B) general business skills, such as marketing and accounting; and

(C) business assistance programs targeted to women veterans; and

(2) disseminate the information compiled under paragraph (1) through Veteran Business Outreach Centers and women’s business centers.

(f) **AUTHORIZATION OF APPROPRIATIONS.**—There are authorized to be appropriated to carry out this section—

(1) $1,500,000 for fiscal year 2005; and

(2) $2,000,000 for fiscal year 2006.

(g) **ACCESS TO SURPLUS PROPERTY FOR VETERAN-OWNED SMALL BUSINESSES.**—

(1) **DEFINITIONS.**—In this subsection—

(A) the term “foreign excess property” has the meaning given the term in section 102 of title 40, United States Code; and

(B) the term “state agency” has the meaning given the term, including the roles and responsibilities assigned, in section 549 of title 40, United States Code.

(2) **REQUIREMENT.**—The Administrator, in coordination with the Administrator of General Services, shall provide access to and manage the distribution of surplus property, and foreign excess property returned to a State for handling as surplus property, owned by the United States under chapter 7 of title 40, United States Code, to small business concerns owned and controlled by veterans (as verified by the Secretary of Veterans Affairs under section 8127 of title 38, United States Code) pursuant to a memorandum of agreement between the Administrator, the Administrator of General Services, and the head of the applicable state agency for surplus properties and in accordance with section 549 of title 40, United States Code.

(h) **BOOTS TO BUSINESS PROGRAM.**—

(1) **COVERED INDIVIDUAL DEFINED.**—In this subsection, the term “covered individual” means—
(A) a member of the Armed Forces, including the National Guard or Reserves;
(B) an individual who is participating in the Transition Assistance Program established under section 1144 of title 10, United States Code;
(C) an individual who—
   (i) served on active duty in any branch of the Armed Forces, including the National Guard or Reserves; and
   (ii) was discharged or released from such service under conditions other than dishonorable; and
(D) a spouse or dependent of an individual described in subparagraph (A), (B), or (C).

(2) ESTABLISHMENT.—Beginning on the first October 1 after the enactment of this subsection and for the subsequent 4 fiscal years, the Administrator shall carry out a program to be known as the “Boots to Business Program” to provide entrepreneurship training to covered individuals.

(3) GOALS.—The goals of the Boots to Business Program are to—
   (A) provide assistance and in-depth training to covered individuals interested in business ownership; and
   (B) provide covered individuals with the tools, skills, and knowledge necessary to identify a business opportunity, draft a business plan, identify sources of capital, connect with local resources for small business concerns, and start up a small business concern.

(4) PROGRAM COMPONENTS.—
   (A) IN GENERAL.—The Boots to Business Program may include—
      (i) a presentation providing exposure to the considerations involved in self-employment and ownership of a small business concern;
      (ii) an online, self-study course focused on the basic skills of entrepreneurship, the language of business, and the considerations involved in self-employment and ownership of a small business concern;
      (iii) an in-person classroom instruction component providing an introduction to the foundations of self-employment and ownership of a small business concern; and
      (iv) in-depth training delivered through online instruction, including an online course that leads to the creation of a business plan.
   (B) COLLABORATION.—The Administrator may—
      (i) collaborate with public and private entities to develop course curricula for the Boots to Business Program; and
      (ii) modify program components in coordination with entities participating in a Warriors in Transition program, as defined in section 738(e) of the National Defense Authorization Act for Fiscal Year 2013 (10 U.S.C. 1071 note).
   (C) USE OF RESOURCE PARTNERS.—
      (i) IN GENERAL.—The Administrator shall—
(I) ensure that Veteran Business Outreach Centers regularly participate, on a nationwide basis, in the Boots to Business Program; and

(II) to the maximum extent practicable, use a variety of other resource partners and entities in administering the Boots to Business Program.

(ii) GRANT AUTHORITY.—In carrying out clause (i), the Administrator may make grants to Veteran Business Outreach Centers, other resource partners, or other entities to carry out components of the Boots to Business Program.

(D) AVAILABILITY TO DEPARTMENT OF DEFENSE.—The Administrator shall make available to the Secretary of Defense information regarding the Boots to Business Program, including all course materials and outreach materials related to the Boots to Business Program, for inclusion on the website of the Department of Defense relating to the Transition Assistance Program, in the Transition Assistance Program manual, and in other relevant materials available for distribution from the Secretary of Defense.

(E) AVAILABILITY TO VETERANS AFFAIRS.—In consultation with the Secretary of Veterans Affairs, the Administrator shall make available for distribution and display at local facilities of the Department of Veterans Affairs outreach materials regarding the Boots to Business Program which shall, at a minimum—

(i) describe the Boots to Business Program and the services provided; and

(ii) include eligibility requirements for participating in the Boots to Business Program.

(5) REPORT.—Not later than 180 days after the date of the enactment of this subsection and every year thereafter, the Administrator shall submit to the Committee on Small Business and Entrepreneurship of the Senate and the Committee on Small Business of the House of Representatives a report on the performance and effectiveness of the Boots to Business Program, which may be included as part of another report submitted to such Committees by the Administrator, and which shall include—

(A) information regarding grants awarded under paragraph (4)(C);

(B) the total cost of the Boots to Business Program;

(C) the number of program participants using each component of the Boots to Business Program;

(D) the completion rates for each component of the Boots to Business Program;

(E) to the extent possible—

(i) the demographics of program participants, to include gender, age, race, relationship to military, military occupational specialty, and years of service of program participants;

(ii) the number of small business concerns formed or expanded with assistance under the Boots to Business Program;
(iii) the gross receipts of small business concerns receiving assistance under the Boots to Business Program;
(iv) the number of jobs created with assistance under the Boots to Business Program;
(v) the number of referrals to other resources and programs of the Administration;
(vi) the number of program participants receiving financial assistance under loan programs of the Administration;
(vii) the type and dollar amount of financial assistance received by program participants under any loan program of the Administration; and
(viii) results of participant satisfaction surveys, including a summary of any comments received from program participants;
(F) an evaluation of the effectiveness of the Boots to Business Program in each region of the Administration during the most recent fiscal year;
(G) an assessment of additional performance outcome measures for the Boots to Business Program, as identified by the Administrator;
(H) any recommendations of the Administrator for improvement of the Boots to Business Program, which may include expansion of the types of individuals who are covered individuals;
(I) an explanation of how the Boots to Business Program has been integrated with other transition programs and related resources of the Administration and other Federal agencies; and
(J) any additional information the Administrator determines necessary.

* * * * * * * *