

113TH CONGRESS
2D SESSION

S. 2292

To amend the Higher Education Act of 1965 to provide for the refinancing of certain Federal student loans, and for other purposes.

IN THE SENATE OF THE UNITED STATES

MAY 6, 2014

Ms. WARREN (for herself, Mrs. BOXER, Mrs. MURRAY, Mr. DURBIN, Mr. REED, Ms. LANDRIEU, Ms. STABENOW, Mr. BROWN, Mr. WHITEHOUSE, Mr. UDALL of Colorado, Mr. UDALL of New Mexico, Mrs. SHAHEEN, Mr. MERKLEY, Mr. BEGICH, Mrs. GILLIBRAND, Mr. FRANKEN, Mr. BLUMENTHAL, Mr. SCHATZ, Ms. BALDWIN, Mr. MURPHY, Ms. HIRONO, Ms. HEITKAMP, Mr. MARKEY, Mr. BOOKER, Mr. SANDERS, Mr. LEAHY, and Mr. HEINRICH) introduced the following bill; which was read twice and referred to the Committee on Finance

A BILL

To amend the Higher Education Act of 1965 to provide for the refinancing of certain Federal student loans, 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 “Bank on Students
5 Emergency Loan Refinancing Act”.

1 SEC. 2. REFINANCING PROGRAMS.

2 (a) PROGRAM AUTHORITY.—Section 451(a) of the
3 Higher Education Act of 1965 (20 U.S.C. 1087a(a)) is
4 amended—

5 (1) by striking “and (2)” and inserting “(2)”;
6 and

7 (2) by inserting “; and (3) to make loans under
8 section 460A and section 460B” after “section
9 459A”.

10 (b) REFINANCING PROGRAM.—Part D of title IV of
11 the Higher Education Act of 1965 (20 U.S.C. 1087a et
12 seq.) is amended by adding at the end the following:

13 **“SEC. 460A. REFINANCING FFEL AND FEDERAL DIRECT
14 LOANS.**

15 “(a) IN GENERAL.—Beginning not later than 180
16 days after the date of enactment of the Bank on Students
17 Emergency Loan Refinancing Act, the Secretary shall es-
18 tablish a program under which the Secretary, upon the
19 receipt of an application from a qualified borrower, re-
20 issues the borrower’s original loan under this part or part
21 B as a loan under this part, in accordance with the provi-
22 sions of this section, in order to permit the borrower to
23 obtain the interest rate provided under subsection (c).

24 “(b) REISSUING LOANS.—

25 “(1) FEDERAL DIRECT LOANS.—Upon applica-
26 tion of a qualified borrower, the Secretary shall re-

1 issue a Federal Direct Stafford Loan, a Federal Di-
2 rect Unsubsidized Stafford Loan, a Federal Direct
3 PLUS Loan, or a Federal Direct Consolidation
4 Loan of the qualified borrower, for which the first
5 disbursement was made, or the application for the
6 consolidation loan was received before July 1, 2013,
7 in an amount equal to the sum of—

8 “(A) the unpaid principal, accrued unpaid
9 interest, and late charges of the original loan;
10 and

11 “(B) the administrative fee under sub-
12 section (d)(3).

13 “(2) DISCHARGING AND REISSUING FFEL PRO-
14 GRAM LOANS AS REFINANCED FEDERAL DIRECT
15 LOANS.—Upon application of a qualified borrower
16 for any loan that was made, insured, or guaranteed
17 under part B and for which the first disbursement
18 was made, or the application for the consolidation
19 loan was received, before July 1, 2010, the Secretary
20 shall reissue such loan as a loan under this part, in
21 an amount equal to the sum of the unpaid principal,
22 accrued unpaid interest, and late charges of the
23 original loan and the administrative fee under sub-
24 section (d)(3), to the borrower in accordance with
25 the following:

1 “(A) The Secretary shall pay the proceeds
2 of such reissued loan to the eligible lender of
3 the loan made, insured, or guaranteed under
4 part B, in order to discharge the borrower from
5 any remaining obligation to the lender with re-
6 spect to the original loan.

7 “(B) The Secretary shall reissue—

8 “(i) a loan originally made, insured,
9 or guaranteed under section 428 as a Fed-
10 eral Direct Stafford Loan;

11 “(ii) a loan originally made, insured,
12 or guaranteed under section 428B as a
13 Federal Direct PLUS Loan;

14 “(iii) a loan originally made, insured,
15 or guaranteed under section 428H as a
16 Federal Direct Unsubsidized Stafford
17 Loan; and

18 “(iv) a loan originally made, insured,
19 or guaranteed under section 428C as a
20 Federal Direct Consolidation Loan.

21 “(C) The interest rate for each loan re-
22 issued under this paragraph shall be the rate
23 provided under subsection (c).

24 “(c) INTEREST RATES.—

1 “(1) IN GENERAL.—The interest rate for the
2 reissued Federal Direct Stafford Loans, Federal Di-
3 rect Unsubsidized Stafford Loans, Federal Direct
4 PLUS Loans, and Federal Direct Consolidation
5 Loans, shall be a rate equal to—

6 “(A) in any case where the original loan
7 was a loan under section 428 or 428H, a Fed-
8 eral Direct Stafford loan, or a Federal Direct
9 Unsubsidized Stafford Loan, that was issued to
10 an undergraduate student, a rate equal to the
11 rate for Federal Direct Stafford Loans and
12 Federal Direct Unsubsidized Stafford Loans
13 issued to undergraduate students for the 12-
14 month period beginning on July 1, 2013, and
15 ending on June 30, 2014;

16 “(B) in any case where the original loan
17 was a loan under section 428 or 428H, a Fed-
18 eral Direct Stafford Loan, or a Federal Direct
19 Unsubsidized Stafford Loan, that was issued to
20 a graduate or professional student, a rate equal
21 to the rate for Federal Direct Unsubsidized
22 Stafford Loans issued to graduate or profes-
23 sional students for the 12-month period begin-
24 ning on July 1, 2013, and ending on June 30,
25 2014;

1 “(C) in any case where the original loan
2 was a loan under section 428B or a Federal Di-
3 rect PLUS Loan, a rate equal to the rate for
4 Federal Direct PLUS Loans for the 12-month
5 period beginning on July 1, 2013, and ending
6 on June 30, 2014; and

7 “(D) in any case where the original loan
8 was a loan under section 428C or a Federal Di-
9 rect Consolidation Loan, a rate equal to the
10 rate for Federal Direct PLUS Loans for the
11 12-month period beginning on July 1, 2013,
12 and ending on June 30, 2014.

13 “(2) FIXED RATE.—The applicable rate of in-
14 terest determined under paragraph (1) for a re-
15 issued loan under this section shall be fixed for the
16 period of the loan.

17 “(d) TERMS AND CONDITIONS OF LOANS.—

18 “(1) IN GENERAL.—A loan that is reissued
19 under this section shall have the same terms and
20 conditions as the original loan, except as otherwise
21 provided in this section.

22 “(2) NO AUTOMATIC EXTENSION OF REPAY-
23 MENT PERIOD.—Reissuing a loan under this section
24 shall not result in the extension of the duration of
25 the repayment period of the loan, and the borrower

1 shall retain the same repayment term that was in ef-
2 fect on the original loan. Nothing in this paragraph
3 shall be construed to prevent a borrower from elect-
4 ing a different repayment plan at any time in ac-
5 cordance with section 455(d)(3).

6 “(3) ADMINISTRATIVE FEE.—The Secretary
7 shall charge the borrower of a loan reissued under
8 this section an administrative fee of not more than
9 0.5 percent of the sum of the unpaid principal, and
10 accrued unpaid interest and late charges, of the
11 original loan.

12 “(e) DEFINITION OF QUALIFIED BORROWER.—

13 “(1) IN GENERAL.—For purposes of this sec-
14 tion, the term ‘qualified borrower’ means a bor-
15 rrower—

16 “(A) of a loan under this part or part B
17 for which the first disbursement was made, or
18 the application for a consolidation loan was re-
19 ceived, before July 1, 2013; and

20 “(B) who meets the eligibility requirements
21 based on income or debt-to-income ratio estab-
22 lished by the Secretary.

23 “(2) INCOME REQUIREMENTS.—Not later than
24 180 days after the date of enactment of the Bank
25 on Students Emergency Loan Refinancing Act, the

1 Secretary shall establish eligibility requirements
2 based on income or debt-to-income ratio that take
3 into consideration providing access to refinancing
4 under this section for borrowers with the greatest fi-
5 nancial need.

6 “(f) EXPIRATION OF AUTHORITY.—The Secretary’s
7 authority to reissue loans under this section shall expire
8 on the date that is determined in accordance with section
9 4 of the Bank on Students Emergency Loan Refinancing
10 Act.

11 **“SEC. 460B. FEDERAL DIRECT REFINANCED PRIVATE LOAN
12 PROGRAM.**

13 “(a) DEFINITIONS.—In this section:

14 “(1) ELIGIBLE PRIVATE EDUCATION LOAN.—
15 The term ‘eligible private education loan’ means a
16 private education loan, as defined in section 140 of
17 the Truth in Lending Act (15 U.S.C. 1650), that—

18 “(A) was disbursed to the borrower before
19 July 1, 2013; and

20 “(B) was for the borrower’s own postsec-
21 ondary educational expenses for an eligible pro-
22 gram at an institution of higher education par-
23 ticipating in the loan program under this part,
24 as of the date that the loan was disbursed.

1 “(2) FEDERAL DIRECT REFINANCED PRIVATE
2 LOAN.—The term ‘Federal Direct Refinanced Pri-
3 vate Loan’ means a loan issued under subsection
4 (b)(1).

5 “(3) PRIVATE EDUCATIONAL LENDER.—The
6 term ‘private educational lender’ has the meaning
7 given the term in section 140 of the Truth in Lend-
8 ing Act (15 U.S.C. 1650).

9 “(4) QUALIFIED BORROWER.—The term ‘quali-
10 fied borrower’ means an individual who—

11 “(A) has an eligible private education loan;

12 “(B) has been current on payments on the
13 eligible private education loan for the 6 months
14 prior to the date of the qualified borrower’s ap-
15 plication for refinancing under this section, and
16 is in good standing on the loan at the time of
17 such application;

18 “(C) is not in default on the eligible pri-
19 vate education loan or on any loan made, in-
20 sured, or guaranteed under this part or part B
21 or E; and

22 “(D) meets the eligibility requirements
23 based on income or debt-to-income ratio estab-
24 lished by the Secretary under subsection (b)(2).

25 “(b) PROGRAM AUTHORIZED.—

1 “(1) IN GENERAL.—The Secretary, in consulta-
2 tion with the Secretary of the Treasury, shall carry
3 out a program under which the Secretary, upon ap-
4 plication by a qualified borrower who has an eligible
5 private education loan, shall issue such borrower a
6 loan under this part in accordance with the fol-
7 lowing:

8 “(A) The loan issued under this program
9 shall be in an amount equal to the sum of the
10 unpaid principal, accrued unpaid interest, and
11 late charges of the private education loan and
12 the origination fee under subsection (f).

13 “(B) The Secretary shall pay the proceeds
14 of the loan issued under this program to the
15 private educational lender of the private edu-
16 cation loan, in order to discharge the qualified
17 borrower from any remaining obligation to the
18 lender with respect to the original loan.

19 “(C) The Secretary shall require that the
20 qualified borrower undergo loan counseling that
21 provides all of the information and counseling
22 required under clauses (i) through (viii) of sec-
23 tion 485(b)(1)(A) before the loan is reissued in
24 accordance with this section, and before the

1 proceeds of such loan are paid to the private
2 educational lender.

3 “(D) The Secretary shall issue the loan as
4 a Federal Direct Refinanced Private Loan,
5 which shall have the same terms, conditions,
6 and benefits as a Federal Direct Unsubsidized
7 Stafford Loan, except as otherwise provided in
8 this section.

9 “(2) INCOME REQUIREMENTS.—Not later than
10 180 days after the date of enactment of the Bank
11 on Students Emergency Loan Refinancing Act, the
12 Secretary shall establish eligibility requirements
13 based on income or debt-to-income ratio that take
14 into consideration providing access to refinancing
15 under this section for borrowers with the greatest fi-
16 nancial need.

17 “(c) INTEREST RATE.—

18 “(1) IN GENERAL.—The interest rate for a
19 Federal Direct Refinanced Private Loan is—

20 “(A) in the case of a Federal Direct Refi-
21 nanced Private Loan for a private education
22 loan originally issued for undergraduate post-
23 secondary educational expenses, a rate equal to
24 the rate for Federal Direct Stafford Loans and
25 Federal Direct Unsubsidized Stafford Loans

1 issued to undergraduate students for the 12-
2 month period beginning on July 1, 2013, and
3 ending on June 30, 2014; and

4 “(B) in the case of a Federal Direct Refi-
5 nanced Private Loan for a private education
6 loan originally issued for graduate or profes-
7 sional degree postsecondary educational ex-
8 penses, a rate equal to the rate for Federal Di-
9 rect Unsubsidized Stafford Loans issued to
10 graduate or professional students for the 12-
11 month period beginning on July 1, 2013, and
12 ending on June 30, 2014.

13 “(2) COMBINED UNDERGRADUATE AND GRAD-
14 UATE STUDY LOANS.—If a Federal Direct Refi-
15 nanced Private Loan is for a private educational
16 loan originally issued for both undergraduate and
17 graduate or professional postsecondary educational
18 expenses, the interest rate shall be a rate equal to
19 the rate for Federal Direct PLUS Loans for the 12-
20 month period beginning on July 1, 2013, and ending
21 on June 30, 2014.

22 “(3) FIXED RATE.—The applicable rate of in-
23 terest determined under this subsection for a Fed-
24 eral Direct Refinanced Private Loan shall be fixed
25 for the period of the loan.

1 “(d) NO INCLUSION IN AGGREGATE LIMITS.—The
2 amount of a Federal Direct Refinanced Private Loan, or
3 a Federal Direct Consolidated Loan to the extent such
4 loan was used to repay a Federal Direct Refinanced Pri-
5 vate Loan, shall not be included in calculating a bor-
6 rower’s annual or aggregate loan limits under section 428
7 or 428H.

8 “(e) NO ELIGIBILITY FOR SERVICE-RELATED RE-
9 PAYMENT.—Notwithstanding sections 428K(a)(2)(A),
10 428L(b)(2), 455(m)(3)(A), and 460(b), a Federal Direct
11 Refinanced Private Loan, or any Federal Direct Consoli-
12 dation Loan to the extent such loan was used to repay
13 a Federal Direct Refinanced Private Loan, shall not be
14 eligible for any loan repayment or loan forgiveness pro-
15 gram under section 428K, 428L, or 460 or for the repay-
16 ment plan for public service employees under section
17 455(m).

18 “(f) ORIGINATION FEE.—The Secretary shall charge
19 the borrower of a Federal Direct Refinanced Private Loan
20 an origination fee that equals the origination fee charged
21 for Federal Direct Unsubsidized Stafford Loans disbursed
22 on the date upon which the Federal Direct Refinanced
23 Private Loan is issued.

24 “(g) EXPIRATION OF AUTHORITY.—The Secretary’s
25 authority to reissue loans under this section shall expire

1 on the date that is determined in accordance with section
2 4 of the Bank on Students Emergency Loan Refinancing
3 Act.”.

4 (c) AMENDMENTS TO PUBLIC SERVICE REPAYMENT
5 PLAN PROVISIONS.—Section 455(m) of the Higher Edu-
6 cation Act of 1965 (20 U.S.C. 1087e(m)) is amended—

7 (1) by redesignating paragraphs (3) and (4) as
8 paragraphs (4) and (5), respectively;
9 (2) by inserting after paragraph (2) the fol-
10 lowing:

11 “(3) SPECIAL RULES FOR SECTION 460A
12 LOANS.—

13 “(A) REFINANCED FEDERAL DIRECT
14 LOANS.—Notwithstanding paragraph (1), in de-
15 termining the number of monthly payments
16 that meet the requirements of such paragraph
17 for an eligible Federal Direct Loan reissued
18 under section 460A that was originally a loan
19 under this part, the Secretary shall include all
20 monthly payments made on the original loan
21 that meet the requirements of such paragraph.

22 “(B) REFINANCED FFEL LOANS.—In the
23 case of an eligible Federal Direct Loan reissued
24 under section 460A that was originally a loan
25 under part B, only monthly payments made

1 after the date on which the loan was reissued
2 may be included for purposes of paragraph
3 (1).”; and

4 (3) in paragraph (4)(A) (as redesignated by
5 paragraph (1)), by inserting “(including any Federal
6 Direct Stafford Loan, Federal Direct PLUS Loan,
7 Federal Direct Unsubsidized Stafford Loan, or Fed-
8 eral Direct Consolidation Loan reissued under sec-
9 tion 460A)” before the period at the end.

10 (d) INCOME-BASED REPAYMENT.—Section 493C of
11 the Higher Education Act of 1965 (20 U.S.C. 1098e) is
12 amended by adding at the end the following:

13 “(f) SPECIAL RULE FOR REFINANCED LOANS.—

14 “(1) REFINANCED FEDERAL DIRECT AND FFEL
15 LOANS.—In calculating the period of time during
16 which a borrower of a loan that is reissued under
17 section 460A has made monthly payments for pur-
18 poses of subsection (b)(7), the Secretary shall deem
19 the period to include all monthly payments made for
20 the original loan, and all monthly payments made
21 for the reissued loan, that otherwise meet the re-
22 quirements of this section.

23 “(2) FEDERAL DIRECT REFINANCED PRIVATE
24 LOANS.—In calculating the period of time during
25 which a borrower of a Federal Direct Refinanced

1 “(i) the numerator of which is the ex-
2 cess of—

3 “(I) the taxpayer’s adjusted
4 gross income, over

5 “(II) the dollar amount in effect
6 under subsection (c)(1), and

7 “(ii) the denominator of which is the
8 dollar amount in effect under subsection
9 (c)(1).

10 “(2) AMOUNT OF TAX.—The amount of tax de-
11 termined under this paragraph is an amount equal
12 to the excess (if any) of—

13 “(A) the tentative fair share tax for the
14 taxable year, over

15 “(B) the excess of—

16 “(i) the sum of—

17 “(I) the regular tax liability (as
18 defined in section 26(b)) for the tax-
19 able year,

20 “(II) the tax imposed by section
21 55 for the taxable year, plus

22 “(III) the payroll tax for the tax-
23 able year, over

1 “(ii) the credits allowable under part
2 IV of subchapter A (other than sections
3 27(a), 31, and 34).

4 “(b) TENTATIVE FAIR SHARE TAX.—For purposes
5 of this section—

6 “(1) IN GENERAL.—The tentative fair share tax
7 for the taxable year is 30 percent of the excess of—
8 “(A) the adjusted gross income of the tax-
9 payer, over

10 “(B) the modified charitable contribution
11 deduction for the taxable year.

12 “(2) MODIFIED CHARITABLE CONTRIBUTION
13 DEDUCTION.—For purposes of paragraph (1)—

14 “(A) IN GENERAL.—The modified chari-
15 table contribution deduction for any taxable
16 year is an amount equal to the amount which
17 bears the same ratio to the deduction allowable
18 under section 170 (section 642(c) in the case of
19 a trust or estate) for such taxable year as—

20 “(i) the amount of itemized deduc-
21 tions allowable under the regular tax (as
22 defined in section 55) for such taxable
23 year, determined after the application of
24 section 68, bears to

1 “(ii) such amount, determined before
2 the application of section 68.

3 “(B) TAXPAYER MUST ITEMIZE.—In the
4 case of any individual who does not elect to
5 itemize deductions for the taxable year, the
6 modified charitable contribution deduction shall
7 be zero.

8 “(c) HIGH-INCOME TAXPAYER.—For purposes of this
9 section—

10 “(1) IN GENERAL.—The term ‘high-income tax-
11 payer’ means, with respect to any taxable year, any
12 taxpayer (other than a corporation) with an adjusted
13 gross income for such taxable year in excess of
14 \$1,000,000 (50 percent of such amount in the case
15 of a married individual who files a separate return).

16 “(2) INFLATION ADJUSTMENT.—

17 “(A) IN GENERAL.—In the case of a tax-
18 able year beginning after 2015, the \$1,000,000
19 amount under paragraph (1) shall be increased
20 by an amount equal to—

21 “(i) such dollar amount, multiplied by
22 “(ii) the cost-of-living adjustment de-
23 termined under section 1(f)(3) for the cal-
24 endar year in which the taxable year be-
25 gins, determined by substituting ‘calendar

1 year 2014' for 'calendar year 1992' in sub-
2 paragraph (B) thereof.

3 “(B) ROUNDING.—If any amount as ad-
4 justed under subparagraph (A) is not a multiple
5 of \$10,000, such amount shall be rounded to
6 the next lowest multiple of \$10,000.

7 “(d) PAYROLL TAX.—For purposes of this section,
8 the payroll tax for any taxable year is an amount equal
9 to the excess of—

10 “(1) the taxes imposed on the taxpayer under
11 sections 1401, 1411, 3101, 3201, and 3211(a) (to
12 the extent such taxes are attributable to the rate of
13 tax in effect under section 3101) with respect to
14 such taxable year or wages or compensation received
15 during the taxable year, over

16 “(2) the deduction allowable under section
17 164(f) for such taxable year.

18 “(e) SPECIAL RULE FOR ESTATES AND TRUSTS.—
19 For purposes of this section, in the case of an estate or
20 trust, adjusted gross income shall be computed in the
21 manner described in section 67(e).

22 “(f) NOT TREATED AS TAX IMPOSED BY THIS CHAP-
23 TER FOR CERTAIN PURPOSES.—The tax imposed under
24 this section shall not be treated as tax imposed by this
25 chapter for purposes of determining the amount of any

1 credit under this chapter (other than the credit allowed
2 under section 27(a)) or for purposes of section 55.”.

3 (b) CONFORMING AMENDMENT.—Section 26(b)(2) of
4 the Internal Revenue Code of 1986 is amended by redesign-
5 nating subparagraphs (C) through (X) as subparagraphs
6 (D) through (Y), respectively, and by inserting after sub-
7 paragraph (B) the following new subparagraph:

8 “(C) section 59B (relating to fair share
9 tax),”.

10 (c) CLERICAL AMENDMENT.—The table of parts for
11 subchapter A of chapter 1 of the Internal Revenue Code
12 of 1986 is amended by adding at the end the following
13 new item:

“PART VII—FAIR SHARE TAX ON HIGH-INCOME TAXPAYERS”.

14 (d) EFFECTIVE DATE.—The amendments made by
15 this section shall apply to taxable years beginning after
16 December 31, 2014.

17 **SEC. 4. DEFICIT NEUTRAL IMPLEMENTATION OF STUDENT
18 LOAN REFINANCING PROGRAMS.**

19 (a) AMOUNT OF REVENUE.—The Secretary of Edu-
20 cation shall estimate the amount that is equal to the
21 amount of the net increase in revenue received in the
22 Treasury during the 10-year period beginning on the date
23 of enactment of the Bank on Students Emergency Loan
24 Refinancing Act attributable to the amendments made by

1 section 3 of the Bank on Students Emergency Loan Refi-
2 nancing Act.

3 (b) DEFICIT-NEUTRAL TERMINATION OF THE REFI-
4 NANCING PROGRAM.—The Secretary of Education shall
5 terminate the refinancing programs carried out under sec-
6 tions 460A and 460B of the Higher Education Act of
7 1965 on the date that the net cost of carrying out such
8 refinancing programs is equal to the amount of additional
9 revenue estimated under subsection (a).

10 (c) METHODOLOGY.—When estimating cost and rev-
11 enue under this section, the Secretary shall utilize the ac-
12 counting methods and assumptions that are used by the
13 Congressional Budget Office, as of the date of enactment
14 of this Act, to make such estimations.

