

S. HRG. 110-51

**THE PRESIDENT'S FISCAL YEAR 2008 BUDGET
REQUEST FOR THE SMALL BUSINESS
ADMINISTRATION**

HEARING

BEFORE THE

**COMMITTEE ON SMALL BUSINESS
AND ENTREPRENEURSHIP
UNITED STATES SENATE
ONE HUNDRED TENTH CONGRESS**

FIRST SESSION

—————
FEBRUARY 28, 2007
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Printed for the use of the Committee on Small Business and Entrepreneurship



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FOR THE SMALL BUSINESS ADMINISTRATION**

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COMMITTEE ON SMALL BUSINESS AND ENTREPRENEURSHIP

ONE HUNDRED TENTH CONGRESS

FIRST SESSION

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**THE PRESIDENT'S FISCAL YEAR 2008 BUDGET
REQUEST FOR THE SMALL BUSINESS AD-
MINISTRATION**

WEDNESDAY, FEBRUARY 28, 2007

UNITED STATES SENATE,
COMMITTEE ON SMALL BUSINESS AND
ENTREPRENEURSHIP,
Washington, DC.

The Committee met, pursuant to notice, at 10:05 a.m., in room 428-A, Russell Senate Office Building, the Honorable John F. Kerry (Chairman of the Committee) presiding.

Present: Senators Kerry, Levin, Landrieu, Snowe, Coleman, Thune, and Isakson.

**OPENING STATEMENT OF THE HONORABLE JOHN F. KERRY,
CHAIRMAN, COMMITTEE ON SMALL BUSINESS AND ENTRE-
PRENEURSHIP, AND A UNITED STATES SENATOR FROM
MASSACHUSETTS**

Chairman KERRY. The Committee will come to order. Good morning. Welcome. Mr. Administrator, welcome. We are glad to have you back here.

I am delighted to have an opportunity to take a look at the President's funding request for the SBA for fiscal year 2008. We are glad to have you back. We appreciate the much improved working relationship between the SBA and the Committee and we thank you for your personal efforts to try to help to make that happen. I think it has made a difference and we appreciate it. I know you are struggling with some of the boxes that the OMB and the Administration themselves put you in, so we are not here to hold you responsible for all parts of it, but there are obviously some important issues about the SBA's ability to be able to perform its statutory functions and also its creative goals, so we want to take a look at that a little bit.

I am disappointed. I know there is an increase, quote, "of 5 percent overall," but it nevertheless can't mask, I think, the disappointment that all the Members of the Committee feel about the overall funding level that has been proposed for the agency. Even your testimony notes that the request of \$464 million in new budget authority still represents more than a 30 percent decrease in funding for the agency over the last 6 years. And while the Administration portrays this as positive, I think most of us on this Committee continue to view it as troublesome, problematic in a lot of different ways.

Borrowers and lenders are picking up the costs of SBA loans and we clearly are not reaching as many businesses as there are that need the counseling and the technical assistance to be able to break into the mainstream, also to help them break into the very lucrative \$370 billion-a-year Federal contracting marketplace.

So while the budget adds nine procurement specialists, I think we feel very strongly that a lot more are really needed to make a difference. There is only one in my State of Massachusetts. That one is supposed to cover and oversee a full \$9.5 billion worth of contracts in our State each year. That is a pretty difficult task for one person to properly perform.

The Administration also, I think, takes some creative math to work out its 5 percent figure. Disaster loan funding in particular is left out. But the extra funding doesn't go to the services, the counseling or the contracting component of the mission of SBA, and that is really what our businesses need. Instead, it goes to administrative expenses.

So, if you really look at the budget, which is on page 20 in Table 4, the non-credit programs got \$127 million in fiscal year 2006, but the President is proposing \$106 million for fiscal year 2008. That is a 16 percent decrease. So again, we are wrestling with this issue in the budget, whether it gets to or doesn't get to the fundamental mission and tasks that we want to accomplish.

We certainly appreciate that the budget this year does not directly eliminate the SBA microloans, Mr. Administrator, but we are troubled that, again, this is one of those sleight of hand issues. The budget proposes to make the program self-funding, and to eliminate the complementary business counseling or technical assistance grants, sending those borrowers to the SBA's other counseling programs. The problem is, those programs were either cut or held flat. So you shift the responsibilities to people who are already taxed, and are going to be even more so with this additional responsibility.

So how do we expect the SBA to ask the SBDCs and the Women's Business Centers to counsel these borrowers when these centers haven't gotten additional funding to help them do that? I think taking inflation into account, the SBDC funding is 19 percent less today than in 2001. Now, you can quibble around the edges of that, but the bottom line is that any way you cut it, it is less, and it is difficult.

There is also no incentive there for the SBA's microlenders to make loans. They have to pay back the SBA. So why are they going to take the financial risk if they don't get money to counsel their borrowers? We need to provide the funding for those loans, for the complementary technical assistance, and for the micro-entrepreneurship counseling that is provided through PRIME.

I am also troubled by the effort to portray the SBA's proposal to back \$28 billion in 7(a) and 504 loans and the SBIC debenture deals as a capacity to lend 40 percent more. I think I am quoting you folks. These are the same levels that were authorized last year. So, you have the exact same lending capacity as before, especially since nothing is being done to increase the outreach and actually expand the lending pool to underserved communities.

Let me say, Mr. Administrator, that it is good news to see that the Administration wants to reduce the fees on 7(a) and 504 loans and SBIC debenture deals. We support that. But we also would ask why the proposal is only to lower the fees on 7(a) lenders and not to provide some relief to the borrowers, which is something we have continually argued here is sort of the bottom of the food chain, if you will, and the place where you most want to see some of that help. I am not sure how you get a fee reduction in the SBIC debenture program and keep it at zero subsidy without having to touch other fees, and that is something we have to take a look at.

Today, I suspect we will want to discuss a little bit of the implementation of the funding resolution for 2007. I am concerned about a memo from OMB regarding the Administration's interpretation of that resolution. I would like to make sure we are clear on how Congress intended the SBA programs to be funded.

As of yesterday, we had not received the legislative package; so I hope we can get a little bit of a sense today about what the priorities would be from that package.

Again, Mr. Administrator, I want to thank you for the efforts you have made to work with us in an open way. I think it has been terrific, and I am hopeful that that will extend to the SBA reauthorization process. Let me just say a quick word about it.

There really is no reason why we can't reauthorize SBA's programs this year, and I hope the Administration will not engage in the practice we went through in the last few years where rolling holds—different Senators putting a hold on, you remove one, you get one sort of point of contention resolved, and then there is another one that appears. I think it would be more important just to have an open give-and-take session. If we could sit down and sort of work together, negotiate, we could find some reasonable way of achieving an agreement. But I don't think it is a negotiation to come up here, have a discussion, get everybody to agree on something, and then all of a sudden the holds aren't removed and we continue down the same road.

The most urgent unresolved legislation remains the reform of the SBA's Disaster Loan Program. I know you have taken an interest in clearing out the backlog of that. We congratulate you on that. I think you have shown real leadership in doing that, Mr. Administrator. But there are some concerns that have been raised to me and to others about the agency now trying to push numbers over the quality of service for those who lost everything in Katrina and I would like to work with you to get to the bottom of those charges so we can obviously address those questions.

So we look forward to working with you, Mr. Administrator. I hope that we can continue to make progress in that regard, and we look forward to your testimony.

[Attachment to the statement of Senator Kerry follows:]

TABLE 4.—FY 2008 Congressional Submission (Uses of Funds; Salaries & Expenses)

[Dollars in Thousands]

	FY 2006 Actual	FY 2007		FY 2008 Request	FY 2008 vs. FY 2007 Request
		Request	Cont. Res.		
Salaries & Expenses Budget:					
Office Operating Budgets	\$62,036	\$66,066	\$37,317	\$70,943	\$4,877
Agencywide Costs	45,644	47,279	47,624	47,870	591
Compensation & Benefits	211,125	225,655	225,655	241,811	16,156
Subtotal, Agency Operating Budget	318,805	339,000	310,596	360,624	21,624
Non-Credit Programs	127,101	106,426	119,990	106,426	0
Congressional Initiatives	89,838	0	20,000	0	0
Reimbursable Expenses	12,859	9,692	9,692	6,388	(3,304)
Total	548,603	455,118	460,278	473,438	18,320
Office Operating Budget Detail:					
Executive Direction	8,428	6,800	3,841	12,043	5,243
Capital Access	13,088	10,865	6,137	17,991	7,126
Gov Contr/Business Development	1,559	4,865	2,748	4,253	(612)
Entrepreneurial Development	1,304	1,992	1,125	772	(1,220)
Management and Administration	10,745	10,412	5,881	9,317	(1,095)
Chief Information Officer	22,478	26,089	14,736	21,905	(4,184)
Regional and District Offices	4,434	5,043	2,849	4,662	(381)
Total	62,036	66,066	37,317	70,943	4,877

Senator Snowe.

**OPENING STATEMENT OF THE HONORABLE OLYMPIA J.
SNOWE, A UNITED STATES SENATOR FROM MAINE**

Senator SNOWE. Thank you, Mr. Chairman, and I, too, want to welcome Administrator Preston to his first budget hearing, first hearing since his confirmation in June. We appreciate all that you have accomplished in your short tenure of 7 months in making your primary mission to promote small business development through the technical assistance, financial assistance, government contracting programs. Also to create a more innovative approach in renewing and in reinvigorating the agency and making it more robust because I think that that is absolutely essential, and obviously more responsive.

There had been a number of problems across the spectrum that I know you are coming to grips with, and most especially, as the Chairman indicated, with respect to the disbursement of the loans in the Gulf region. I understand that under your leadership great strides have been made in disbursing or partially disbursing more than 98 percent of the loans to a total of 5.1 billion. And also that you have been traveling the country to reinvigorate the agency in terms of the morale of the employees. I think that that is absolutely essential and pivotal to the future of the agency. So I commend you for your dedication and enthusiasm in trying to turn the agency around.

It still mystifies me, however, and I know the Administration has taken this approach, but I regret that you have to come before the Committee to propose a budget that, once again, is one in a series of declining budgets since 2000. The small business community throughout this country has been singularly responsible for job cre-

ation, as you well know. As we heard up in Maine, and I thank you as well for coming to Maine last week and participating in my Small Business Manufacturing Forum. It was very beneficial to have you there and very helpful to the small business community and small business owners up there, and manufacturers, in particular, who have been hard hit in the globalization of this economy. To hear from you personally and firsthand, I think was very helpful.

As we heard, some of the small business programs across the board, whether it is 7(a), 504, the HUBZone programs, Microloan Programs, all were very useful and instrumental. It is unfortunate and disappointing that we have to confront, once again, a budget request that represents a net decrease of 28 percent. Now obviously this is a \$814-million budget proposed. But when you consider the facts in looking at the numbers, the true request is really for \$464 million because it is essentially for the core programs, and that is a 28-percent decrease from the SBA's proposed 2007 new budget authority. The reality is that we have a carryover of \$329 million from disaster assistance that was provided, the more of \$1.7 billion in three different supplementals that Congress enacted to address the disasters in the Gulf region.

So in a sense, we have a budget once again that is declining, and as I said, it is one in a series of about 7 budgets over the last 7 years. As I was looking at the numbers, frankly, when I was going back to 2001, the SBA budget was \$899 million. Today, the request essentially for the core programs is \$463 million. Then you could add the \$329 million, and that is, of course, the disaster loans. But then again, that doesn't do anything to rebuild the core programs within the SBA.

That is where we are, and that is the unfortunate part. I know in your short tenure there is probably not much within your control, in that respect. Obviously, we are going to do our part here to transform that, as we have in the past, because I, frankly, think it is short-sighted for the Administration to consider that the SBA is not useful in rebuilding this economy. I mean, it is the one agency and program that really is essential and central to our job creation in this country. We get much in return and it pays great dividends and it is unfortunate we are in the position that we are today in looking at a declining budget. It represents three-and-one-hundredths of a percent of the total Federal budget, so it is mystifying to me that we are in a position to consider major reductions once again when these programs have created or retained 5.3 million jobs since 1999.

Finally, it is what is also affected throughout the budget, and that is reductions in the Small Business Development Centers, the Women's Business Centers, in the SCORE program. Also, I appreciate your efforts on the Microloan Program, which is very important, not only to Maine, but to America. It is the one way you can nurture entrepreneurship in many of the rural economies that have been devastated by the loss of manufacturing jobs. And this is one way of helping to reinvigorate rural economies that have been hard hit.

For example, in Maine, we just loss Moosehead Manufacturing, in a very rural area, a 60-year-old furniture manufacturing com-

pany. It has a brand name, excellent work ethic, great product, and we have lost 90 jobs there because they cannot compete in the global economy. So we have all these resources in the SBA where the government should consider its primary interest to support and to increase, if anything, but not to decrease the programs.

But the Microloan Program is now become proposed by the Administration as a zero subsidy program, transferring the technical assistance to the SBDCs, Women's Business Centers, and SCOREs who are already going to be experiencing reductions in those programs, as well. Now we are asking them to take on the technical assistance requirements under the Microloan Program. Well, when I was looking at the numbers last year, you are talking about 2,395 loans and each borrower is required to receive technical assistance, so that is adding, I think, a great burden to all the programs that are also going to be reduced under this proposed budget.

I think we have much work to do in that score. We are looking forward to working with you on a number of these issues because I think it is critically important. I also hope we can work on the Federal contracting. We have available Federal contracts of more than \$400 billion within the Federal Government and, I think that the SBA is absolutely the one agency that can help small business pave the way for access to these contracts. We know the resistance and the intransigence on the part of so many agencies to allow small business to participate in the Federal contracting process, another way of reinvigorating rural economies across America.

So I think we have to fix and address the regulatory loopholes that were identified by the GAO recently as ones that allow large contractors to essentially identify themselves as small businesses and take advantage of the set-asides that are essentially targeted for small businesses. So we have to make sure that we can close those loopholes so they are not taking advantage of these set-asides that are targeted for small businesses.

I appreciate your efforts in your short tenure, Mr. Administrator. We have to do everything we can to make sure we can bridge this success for small business through SBA resources and programs. Frankly, it is not only a benefit to the small business owners in America, it is a benefit to our Nation's economy.

Thank you, Mr. Chairman.

Chairman KERRY. Thank you, Senator Snowe, for an important and comprehensive statement. I think, Mr. Administrator, what you see gives you a sense of the sort of non-partisan nature of the comments and observations here. I think that is strongly held by the Committee.

Normally, I would not do openings across the board, but if my colleagues have a quick comment they want to make—Senator Levin.

**OPENING STATEMENT OF THE HONORABLE CARL LEVIN,
A UNITED STATES SENATOR FROM MICHIGAN**

Senator LEVIN. Very briefly, Mr. Chairman. I want to associate myself with the Chairman and Ranking Member's comments. Regarding the reduction in small business budget—if you include the disaster funding cuts since 2001, it is a 45-percent reduction in the SBA budget. I think that is totally unacceptable and intolerable

given the fact that small businesses are the engine of growth in our economy. Where I come from, they are not only the major engine of growth, they are almost the only engine of growth in our economy, and yet we see these reductions in the budget.

That includes the impact on the Microloan Program with zero Federal funding, proposing to fund it based on fees. To cap that program at a lower level than the level of microloans which were made last year, to me, makes utterly no sense.

The budget cuts the Small Business Development Centers, which is often the first organization that the small entrepreneurs come to for assistance with their businesses. It terminates for the fourth year in a row the SBIR Rural Outreach Grant Program, and the SBIR Fast Grants. It makes other significant reductions in other parts of the budget that I will not repeat other than to say that I am confident that we will this year do what we have done in many years, and that is to restore the cuts, to improve the situation from the perspective of small business, for the economy as a whole, and that means jobs for a lot of people who otherwise will go without jobs.

I would ask, Mr. Chairman, that my entire statement be made part of the record. I commend you and Senator Snowe for the bipartisan approach that you are taking to this, and I have confidence in you and other Members of this Committee, that we are going to restore a number of the cuts that have been made by this proposed budget.

Chairman KERRY. Thank you very much, Senator Levin. We appreciate your many years of experience on this Committee and I thank you, as the Chairman of the Armed Services Committee, for taking time to be here.

[The prepared statement of Senator Levin follows:]

STATEMENT OF SENATOR CARL LEVIN, SENATE COMMITTEE ON SMALL BUSINESS AND ENTREPRENEURSHIP, HEARING ON SBA 2008 BUDGET, FEBRUARY 28, 2007

Small businesses have a proven track record of creating jobs even when larger businesses may be cutting jobs. When small businesses are growing and thriving, the overall economy is growing and thriving. I'd like to see the Federal Government do more to give small businesses the tools they need to expand and grow, not cut the resources available to them. It's totally unacceptable that this Administration has cut SBA's budget by 45 percent since 2001, including disaster loan funding.

SBA's Microloan program provides small loans and technical assistance to startup and emerging businesses that conventional banks are unable to serve. Over the years, the SBA has financed more than 23,500 Microloans worth \$280 million creating more than 64,000 jobs at the cost of only about \$4,400 per job. That's a pretty good return on investment if you ask me. I'd like to see this program grow.

At a time when the Nobel Peace prize was recently granted to an international innovator in micro-credit we should be celebrating the fact that the United States government runs an extremely effective microloan program out of the SBA.

Unfortunately, the Administration's budget request fails to fund SBA's Microloan program for the 4th year in a row. This year the Administration proposes paying for the Microloan program through increased costs to its lenders and at the same time zeros out the technical assistance component of the program that was designed to work hand in glove with the Microloan program. The technical assistance component of the program works to ensure that borrowers can actually pay back their loans by providing them with business management counseling. In addition to providing no funds for the Microloan program, the budget request also proposes capping the program at \$25 million. For comparison, it made \$32 million in Microloans last year.

Since one of the biggest hurdles facing small business entrepreneurs is finding the capital to get started, expand, or just stay in business, we ought to be growing a

program that gets capital to the very smallest of small businesses, not zeroing out Federal support for the program which would effectively kill the program.

I'm disappointed in other parts of SBA's budget request as well. It continues to eliminate all funding for the 7(a) and SBIC participating securities programs, requiring fees to support those programs. This budget also cuts funding for the Small Business Development Centers which are often the first organization that small entrepreneurs turn to for assistance with their businesses. It would also terminate for the 4th year in a row funding for SBIR Rural Outreach grants and SBIR FAST grants whose purpose is to increase SBIR participation.

Fortunately, the Committee has a bipartisan history of supporting and funding SBA's programs even when the Administration proposes cuts. Last year this Committee passed a reauthorization bill that was not acted on by the House. That bill included a provision I authored, the Small Business Intermediary Lending Pilot Program, that would establish a program to make patient, low-interest loans through Community Development Corporations to small businesses that have outgrown SBA's Microloan program but are unable to qualify for conventional bank loans. I hope the Committee will include this provision again as part of this year's SBA reauthorization bill and Administrator Preston, I hope the SBA will support the provision.

Chairman KERRY. Senator Coleman.

**OPENING STATEMENT OF THE HONORABLE NORM COLEMAN,
A UNITED STATES SENATOR FROM MINNESOTA**

Senator COLEMAN. Thank you, Mr. Chairman. I certainly want to get to the Administrator, so just very, very briefly, I think we are all singing off the same page here. I thank the Administrator for his reaching out. He was in Minnesota last year. I again applaud you for your commitment to reaching out.

But I share and associate myself with the concerns that have been raised. In particular, we talked about the Microloan Program. Thanks for not eliminating it. On the other hand, the shifts in the funding, I think are going to have a very, very negative impact on the opportunities that are out there.

I have concerns about SBA and its role in trade and the need to fill some positions to move that forward. SBA should be one of the advocates for small business to participate in the global economy. I have deep concerns about rural lending and some of the declines that we are seeing there.

I think these are bipartisan, non-partisan levels of concern that have been raised to make sure that the engine of growth in this country, small business, continues to be able to do that. There is a role for the SBA to play and the levels of funding will make it difficult for that role to be played in the appropriate manner. So I associate myself with the concerns that have been expressed by my colleagues on both sides of the aisle here.

Chairman KERRY. Thank you, Senator Coleman. I appreciate it.
[The prepared statement of Senator Coleman follows:]

Committee on Small Business and Entrepreneurship

February 28, 2007

Senator Coleman
Opening Statement

Thank you, Mr. Chairman.

Administrator Preston, it is good to see you again. Although you have been on the job less than a year so far, I have been impressed with your commitment and efforts to be the government's champion and chief advocate for small businesses. I applaud you for reaching out to small businesses – to listening to their challenges, concerns and problems – some of which I will get into shortly.

When we last saw each other, you were visiting my state of Minnesota last October to meet some of Minnesota's small business leaders. You also saw first hand the small business success story of Global Market -- Minnesota's miracle on Lake Street. I am proud of this and other Minnesota small business stories. We need to continue our policies and programs that encourage business start-ups and small business expansions from the smallest of rural towns to former large urban business centers.

I believe that America's economic future is tied to the growth of small businesses. It is these businesses that have played a key role in the economy's current expansion, and in the creation of over 7.4 million new jobs in the last three and half years. So when it comes to supporting small businesses and our economy, the most important decision we can make here in Washington is to keep in place the policies that grow small businesses, especially the lower small business tax rates and greater expensing allowance.

But beyond this, we also need to deal with health care. About a third of small businesses with ten or less employees offer health insurance and only two-thirds of small businesses with 10-24 employees offer insurance. Compare these figures to this figure: over 94 percent of businesses with 100-1000 employees offer health insurance. I am optimistic that this committee can play a leading role in seeing to it that we can better enable small businesses to offer health insurance to their employees. I know that the Ranking Member and my fellow Committee member, Senator Enzi from Wyoming, have been working hard on bipartisan legislation providing for small business health plans. I commend them for their efforts and hope that we will soon be able to provide much needed relief to small businesses and their workers.

There are three additional areas of concern I would like to briefly mention now, and will get into greater detail during the question and answer session.

First, I believe that the SBA can do far better in serving as the government's top trade advocate for small businesses. To begin with, small businesses need to have their voices

heard at the negotiating table. When the USTR undertakes negotiations, it is important that small businesses, through the SBA, have a seat at the table. As USTR works on free trade agreements around the world, the SBA, along with other agencies, needs to reach out to small businesses around the U.S. to help them capitalize on these new market opportunities. The SBA needs to look at what it can do to better assist small businesses that do not have the resources of big businesses in terms of manpower, lawyers or overseas offices in pursuing new foreign market opportunities.

Another issue of concern to me has been the significant decline in the share of SBA-supported rural lending in my state during the past several years. From 1990 to 1999, rural areas received a greater percentage of loans made in the state than did urban areas but never more than 57 percent. However, since 2000, the balance has shifted and dramatically so. Last year, the urban-rural share was 63-37 and so far this year it is 67-34. Small businesses are the life-blood of rural communities, so this decline needs to be addressed to ensure that rural communities are not left behind.

Lastly while I applaud the Administration's decision not to eliminate the Microloan program, I am nonetheless concerned that its proposal, to replace direct funding support by increasing the rate charged on lending intermediaries and eliminating technical assistance funding, may undermine the program's effectiveness. This is an important and proven economic development program that deserves the kind of support that will ensure it can continue to help those small businesses that have been shut out by the financial market. I will get into this further during the questioning session, however I wonder if the SBA has considered the impact of this proposal on the ability of non-profit lending intermediaries to continue serving the small business community as they do today.

As a strong supporter of the SBA and its programs, which play an important supporting role in allowing the great American entrepreneurial spirit to flourish, I look forward to working with my colleagues to provide a budget that enables the SBA to effectively undertake its mission of providing financial, entrepreneurial development, disaster, contracting and trade support to small businesses.

With that Mr. Chairman, I conclude my remarks and look forward to hearing from the Administrator.

Chairman KERRY. Senator Landrieu.

**OPENING STATEMENT OF THE HONORABLE MARY L.
LANDRIEU, A UNITED STATES SENATOR FROM LOUISIANA**

Senator LANDRIEU. Administrator Preston, I want to associate myself with the remarks of the Chair and the Ranking Member and again say that this Committee is united in helping you to build a better SBA, one that works in regular times, under regular circumstances, because the small businesses of this country deserve to have a real friend in Washington and someone that is looking out for their interests and understands that because they are small, they simply don't have the resources that large companies have, which is SBA's role to serve as an advocate for them because it means jobs for the country and strength to our economy.

But number two, I want to thank you for stepping in in a very difficult situation and actually taking a job which not many people might have wanted, given the consideration that has happened along the Gulf Coast, where we lost 18,000 businesses in Louisiana alone, and they look to you for their lifeline

But I want the Committee to know that while this Chairman and Ranking Member have put together several packages with our full support, they have yet to pass these bills because the Administration generally drags its feet on reform. I am hoping that through your position, you can push for a better loan processing system, which I think you will testify on today, more loss verifiers in a region when there is a disaster, better partnerships with local banks that could process loans much more quickly in a disaster, and I have a long list of additional priorities. But, suffice it to say, that the cuts that are in this budget are going to make our recovery even harder, and I will ask directly about some of these issues in my questioning time. Thank you.

[The prepared statement of Senator Landrieu follows:]

**Statement of Senator Mary L. Landrieu
for Small Business Committee Hearing on
Small Business Administration (SBA)
FY08 Budget Hearing**

Thank you Chairman Kerry for calling this hearing on SBA's Fiscal Year 2008 budget. I also want to thank Ranking Member Snowe for her work with us to help speed recovery for small businesses in the Gulf Coast and to implement significant reforms to SBA's disaster response.

Welcome Administrator Preston and thank you for your testimony on the SBA's budget submission to Congress for this year. In your eight months as SBA Administrator, you have made some important changes to the SBA bureaucracy and have shown your ability to work with, not against, this Committee to achieve common goals. For that, and for your willingness to build partnerships with the Congress and the private sector, I commend you.

Budgeting for Future Disasters

As you know, before Katrina hit, Louisiana had more than 95,000 small businesses. Today the SBA continues to be a lifeline for those 18,000 businesses that were completely destroyed by the storms and the 365,200 residents left homeless.

This Committee has well documented that, following Hurricanes Katrina and Rita, SBA's handling of providing disaster assistance to these victims was, in and of itself, a disaster. In particular, there were loan processing delays, not enough loss verifiers in the region. Local small businesses also struggled, and continue to struggle, to secure Federal recovery contracts for rebuilding their devastated communities.

I am aware that many of these post-Katrina problems SBA faced are attributable to poor leadership at the time and to a Federal agency which lacked the tools necessary to respond quickly, efficiently to a catastrophic disaster. However, I am uniquely aware that these problems are also reflective of a failure of this agency to budget effectively in good times for what may occur in bad times. That is why we must thoroughly scrutinize this Budget request and exercise our responsibility to provide oversight, because it could very well impact our constituents in their times of need.

In sitting here today to review the SBA's FY08 Budget request, I would like to say that this budget takes steps in the right direction, but that is also repeats some past mistakes. As the Chair of the Homeland Security Subcommittee on Disaster Recovery and a senator representing one of the hardest hit states from the 2005 storms, I was hopeful this budget would reflect all the lessons SBA has learned from Katrina and other disasters. In large part, it contains the same 'shell game' budgeting which has left this agency, and our small businesses, at a disadvantage time and again.

New Orleans Staffing

The FY08 budget will support 2,123 full-time employees - an increase of 86 staff positions over FY06 levels. One of these budgeted staffers to be added in FY08 is a Procurement Center Representative (PCR) for New Orleans. This position is badly needed to help our businesses with Federal contracts and I applaud SBA for including this PCR in the budget. However, although this budget includes a PCR for New Orleans, it overlooks our New Orleans District Office - the face of SBA in south Louisiana and one of the key players in long-term recovery in the region.

In particular, of the 86 staff increases, none are for our New Orleans District Office which had three existing vacancies pre-Katrina. I understand this not unique to New Orleans as, due to SBA budget cuts since 2001, District Office staff have been cut back around the country and there are vacancies in many other areas. For our New Orleans office, this steady downsizing, threatens their ability to provide vital services to our recovering business community.

If one looks back to 1998, during the Clinton Administration, our office in New Orleans had 36 full-time staff to provide services to Louisiana businesses. A few years later, in 2000, there was a slight decline to a total staff of 27. Fast forward to February 2007, following the steady staffing cuts since 2001, and the current number of staff is 12. That is a sharp decline and even more alarming when you take into account that four of these twelve are clerical staff, one is a lawyer and one is a paralegal, both of whom report directly to the Processing and Disbursement Center in Ft. Worth, not our local District Office. On top of that, the three current vacancies are in key positions: Deputy District Director, Loan Officer, and Public Information Officer. In New Orleans, and the rest of Louisiana, our District Office will be vital to the long-term recovery phase yet it lacks sufficient staff to fully address needs on the ground.

Counseling

As our impacted Gulf Coast businesses recover from the 2005 storms, technical assistance has proven to be one of the biggest needs, along with the need for additional sources of capital. Despite this need in my region, as well as the clear need in other parts of the country, this budget continues the trend of flat-funding SBA counseling services. This leaves these programs, including the Small Business Development Centers and Women's Business Centers, struggling to keep up with increasing costs due to inflation.

Last year, our Women's Business Center in New Orleans received about \$92,000 in funding. These funds were not enough for our center to keep up with costs and increased technical assistance demands post-Katrina. That is why I worked with SBA to secure this center an additional \$43,000 this Fall to keep their doors open.

While I applaud SBA for making these additional funds available to our New Orleans Women's Business Center, I am concerned that this Budget continues the trend of flat-funding Small Business Development Centers and Women's Business Centers. For example, although

the FY08 allocations for Women's Business Center will not be announced until this Fall, our center expects to have to cut back services due to the overall \$300,000 cut, from FY06 levels, in this Budget. This is unacceptable and as a member of the new Appropriations Subcommittee funding SBA, I will work with my colleagues to increase the overall funding level for FY08 and to ensure that my local center has the funds necessary to continue operations.

Disaster Planning

During the SBA Budget hearing last year before this committee, I was very critical of the previous Administrator for SBA's Disaster Planning before/after Katrina and Rita. This is because the SBA did not have a proactive Disaster Response Plan in place for Katrina, which led to the problems which plagued SBA's disaster response. Furthermore, the agency was initially resistant to provide my office with information on its current plan and whether it intended to implement a comprehensive disaster response plan. It was only through the dogged persistence of my staff and other offices, as well as the introduction of legislation on this issue, that SBA came around.

For his part, Administrator Barreto did provide me with what SBA had in place for Katrina. As I mentioned, this was not a comprehensive response plan but more a set of standard operating procedures for disaster operations. To my knowledge, this committee has no record of this plan, nor the revised comprehensive plan the SBA is currently working on putting in place. I have the 'playbook' SBA used for Katrina and would like to submit a copy of this document for the record. The reason I would like the committee to have this document is because, after reviewing it, I understand why SBA had so many problems post-Katrina! Many of my constituents complained in the aftermath of Katrina that SBA was overly bureaucratic, not borrower-friendly, and was not responsive to changing conditions on the ground. This document is all of those things and more and, seems to me, to be the genesis for many of these problems. If the plan SBA was using to respond to Katrina was overly bureaucratic and confusing, it is little wonder that SBA staff, as well as the contractors they hired, stuck to burdensome regulations and gave disaster victims more problems than solutions.

For your part Administrator Preston, I know you have made implementing a comprehensive, scalable response plan one of your top priorities. I appreciate your willingness to work closely with my office on this issue and to personally update me on the progress, but I am still concerned that this revised plan will not be ready for this hurricane season. The 2008 Atlantic Hurricane season begins on June 1, 2007 and it is essential that it have this plan in place when it begins. 2004 saw several hurricanes hit Florida and 2005 was, of course, an unprecedented year with Hurricanes Katrina, Rita and Wilma impacting the Gulf Coast. Last year was, thankfully, a slow year but if there is one thing we can count on from Mother Nature it is that she is unpredictable. With that in mind, we must value our good fortune from last year but be ready for the worst this year.

In closing Chairman Kerry, I would like to note that much of the damage done from Katrina was caused not so much by the wind and the rain, but more so from the flood of water

resulting from numerous levee breaks. The Federal government underfunded maintenance and repairs on these levees for too long. This is one major example of government failing its citizens through poor budgeting. That is why we must thoroughly scrutinize this Budget proposal - to ensure that taxpayer funds are spent on the right priorities.

I thank the Chair and ask that my full statement be included in the Record.

Chairman KERRY. Thank you very much, Senator Landrieu.
Senator Thune.

**OPENING STATEMENT OF THE HONORABLE JOHN THUNE,
A UNITED STATES SENATOR FROM SOUTH DAKOTA**

Senator THUNE. Thank you, Mr. Chairman, and Administrator Preston, welcome. Thank you for your service. Of course, in my State, most of the jobs created are created by small businesses. It is what I think drives the economy in this country. So we do want to make sure that we have an agency that is responsive, that is taking the steps which it can to continue to provide credit and assistance and other ways that will help our small businesses thrive and prosper.

There are a couple things that I think are going to be really important in the days ahead. One is making sure that we keep the individual tax rate low, because that is the rate that a lot of small businesses pay, and I think that is going to be important for our small businesses.

Obviously, a big concern of mine is the cost of health care. That is something that this Committee has attempted in the past to address and clearly a tremendous impact on small businesses, many dropping coverage, putting more people into the ranks of the uninsured. In most cases, that is a cost issue, so I am anxious to hear your thoughts, too, about how we can lower health care costs for small businesses. I think that is something that we as a Congress have to be focused on, as well, Mr. Chairman.

I would also say that in terms of my own State of South Dakota, I won't get into it in my opening statement, but we have a concern with the Microloan Program. We haven't had one issued there in 2 years. So credit availability, particularly in rural areas, is of great concern to me, and I am also interested perhaps in your thoughts about—as we have more veterans coming back from Iraq and Afghanistan—about the things that we can be doing to help them start small businesses. I know that is a role that SBA has played in the past.

We welcome your testimony today. We look forward to partnering with you on creating an environment out there that is conducive to greater expansion of small businesses, hopefully the start of new small businesses, and we can keep this economic growth and the good things we have seen happening in our economy in the last few years to continue to move forward.

Thank you for being here today, and Mr. Chairman, I appreciate the chance to have the Administrator here to speak about the budget. I understand there are some budget proposals that are somewhat different from the ones we have seen in the past, and I look forward to discussing those and hearing more about them. Thank you.

Chairman KERRY. Thank you very much, Senator Thune.
[The prepared statement of Senator Thune follows:]

Statement of Senator Thune
Senate Small Business Committee
Hearing on 2008 Budget Proposal

Chairman Kerry, Ranking Member Snowe, thank you for holding this hearing today.

Administrator Preston, thank you for testifying before the committee this morning. Small businesses have been essential to the economic growth we have seen in the last few years. If we would like to continue on the path of economic growth, then I believe we should remain focused on ensuring our small businesses have a favorable environment to grow and create new jobs.

We need to keep individual tax rates at their reduced rate because that is the rate structure a majority of small businesses use as well. We also need to address health care costs for small businesses. Business owners have control over most of the costs in their budget, but the escalation in health care costs is an enormous item they have very little control over.

I hope the Senate can make progress on these issues in the coming months, but today's hearing is on the SBA Budget. The SBA continues to increase the number of businesses it serves each year and I commend Administrator Preston for his work at SBA. The SBA budget proposal has a few changes from previous budget proposals that will receive attention and debate today and I look forward to that discussion.

- In your written testimony you mentioned that the SBA is proposing up to seven additional Alternative Work Sites, which allow district office staff to expand their footprint and get out among to SBA's customers. And as you know, geographically speaking I come from a large state that is more than 75,000 square miles. Will there be a focus to ensure a number of these Alternative Work Sites are set up in rural areas? Do you have any data on the effectiveness and cost-savings for an Alternative Work Site over an additional district office? Finally, are there any other options we should be considering to bring business counseling services to those hard to reach rural places?
- Why does the Administration's Budget request include a larger percentage increase for the 504 loan program than it does for the 7(a) loan program? Is demand increasing for the 504 loans at a greater rate?

- The Global War on Terror is costing our nation much in the way of blood and treasure. Many of our military men and women are coming home with permanent injuries such as the loss of a limb. What is the SBA doing to help these disabled veterans transition back home and get them running a small business? They obviously have unique challenges, but I believe will also have unique capabilities to offer our communities. Does the SBA budget for Veterans Business Development take into consideration the increasing number of veterans coming back from Iraq and Afghanistan?
- There has been some discussion about the Microloan program already, but I have a more basic question. Why do you think it is that there have been no Microloans issued in South Dakota over the last two years? What can we do to get that number up from zero?

- Investing in a loan operations system upgrade is not a flashy, headline-grabbing way to spend money, but I applaud you for making that a priority in your budget request because I believe it has the potential to improve the SBA experience in small ways for all who come in contact with the agency's loan programs. I am also interested to see an internet-based electronic disaster loan application process up and running by 2008. These changes from paper to electronic documents seem to be in line with improvements we are seeing in the private sector. Do you believe they will cut down on human error and speed up the approval process? Are there other technological or internet-based improvements that we can make to cut costs, reduce human errors and improve the SBA customer experience?

Chairman KERRY. Mr. Administrator, thank you for listening to each of our colleagues here, not as if you had much choice, but nevertheless—

[Laughter.]

Chairman KERRY. It is important, I think, for you to get a sense of the unanimity here, and I am confident that it has had some kind of impression on you.

The one thing I would add, as I introduce your testimony, is that having sat on this Committee now for a long time together with Senator Snowe and some others here, I remember when we had a fight about whether or not the SBA ought to be eliminated, zero funded. I think it was in the 1980s. There was a clear ideological notion that somehow government shouldn't be involved in small business initiatives. I guess I am left believing that whoever is making the final cut on some of these choices right now is pursuing that same course differently, sort of a starvation diet, because it is very hard to draw a conclusion that there is a real commitment or understanding of what Senator Snowe was talking about, about the ways in which the SBA can actually grow the economy, leverage jobs, help us compete, help a lot of small businesses get into the international marketplace, and so forth. I think it is a huge missed opportunity that is being guided by a kind of tunnel vision belief. I don't know who has it, or who is dictating it, but I am confident that you don't agree with all of it. Somehow, we have to find a way to change that, because that starvation diet is going to reach a tipping point, if you will, of missed opportunities. So we welcome your testimony and we look forward to seeing how we can change this.

**STATEMENT OF STEVEN C. PRESTON, ADMINISTRATOR, U.S.
SMALL BUSINESS ADMINISTRATION, WASHINGTON, DC**

Mr. PRESTON. Thank you very much, Mr. Chairman. I have met all of you—

Chairman KERRY. Your microphone is not on. If you would push the button on the bottom there—

Mr. PRESTON. That was by design.

[Laughter.]

Mr. PRESTON. Sorry. But thank you very much. I just want to state right off the bat, I have really appreciated the sense of collaboration from so many people on this Committee—openness. I get a sense that our staff is working very well with all of your staffs, and I have said it many times. If any of you ever get the sense to the contrary, please let me know, because I don't really know any other way to operate than with an open dialogue.

I also want to thank you so much for moving so quickly on confirming the deputy. She is terrific. She is jumping in with both feet. She brings tremendous background to this agency. So I am thrilled to have her on board, and I want to thank you for moving so expeditiously to get her on board.

Obviously, I share all of your commitments and comments relating to the importance of small business. We have seen enormous job growth in this country, over 7 million new jobs over the last 3.5 years, and we know that most of those are coming from new businesses. I think our 2008 budget request reflects a continued commitment by this, certainly on my part, to America's small busi-

nesses and that important role that they play in our economy and in our society. I think the budget will enable us to continue serving the small business community while also being a good steward of taxpayer dollars.

Since coming here, I have spent a tremendous amount of time out in the field listening to employees, to our partners, to many of you. I reviewed a lot of the programs at the agency in order to identify how we can build on the agency's successes and also look to address many areas, I think, frankly, that need improvement.

Also when I came to the agency, many of the positions we had, critical positions, were vacant. We are making a lot of progress building a competent team. I can't underestimate how important that is to all of us.

As many of you know, one of the first things I did coming in was focus heavily on the disaster program. I got that message loud and clear, back in June, when I sat before this body. I think we have made a tremendous amount of progress there, once again, after digging in with our customers, our employees, and looking deep into our processes. We have gone from about 120,000 people—over 120,000 people in that process this summer, to just over 20,000 right now, and 98 percent of borrowers from the 2005 hurricanes have gotten all their funds, some of their funds, or chosen not to borrow. So we now have over \$5 billion in the hands of the people in the Gulf.

We still have a ways to go in this operation. There is no doubt about it. The changes we have made have been pretty dramatic and I think, frankly, when you make change like that, it uncovers things that you didn't know were there. I think we are beginning to uncover policy inconsistencies, certainly a greater need for better training and also stricter enforcement of certain standards down there. Some of that comes to our attention through our employees, which if you talk to our employee base, they all have my e-mail. They frequently use it, and it is a tremendous source of input for me. And we are working with our IG in that operation to understand any issues we might have there better, but I think it is a much better operation than it was 6 months ago, and 6 months from now, it will be better still.

We are applying the same kind of reforms that we instituted down to other parts of the operation, and we are consistently starting with listening to our customers, understanding what outcomes are trying to drive those changes. We are working very hard to ensure that we have a compliant, efficient, accountable organization, and as I believe is always extremely critical; we need to understand that in any service organization, your success is based on your people, and we have to ensure that we have a well-trained, high-quality, motivated workforce that is encouraged to provide input on how to improve the agency.

Getting now to the numbers, we are requesting \$464 million in new budget authority. That is a 5 percent increase above the level enacted in 2006 which excludes disaster and Congressional initiatives. We are asking for \$329 million in carryover balances to fund disaster, funds that we have on hand from the \$1.7 billion of supplemental funding from 2006. It also includes \$21 million in reimbursables from the E-Gov gateway initiative as well as SBDC

certifications. So all that totals \$814 million in overall budget authority.

We think it will enable us to carry out our core functions, begin a number of reforms and improvements. These resources will support a total of \$28 billion in financings through 7(a), 504, and SBIC. For the 7(a) program, we are asking for \$17.5 billion in lending authority, for 504, \$7.5 billion. And for the SBIC venture capital program, \$3 billion.

We are also proposing to reduce fees in our primary finance programs. The 7(a) annual fee would go down 5.6 basis points, from 55 to 49.4. The 504 up-front fee is totally eliminated, 50 basis points. And the SBIC annual fee decreases almost 19 basis points. And then, finally, it supports a disaster loan volume of \$1.064 billion.

For counseling and training, we are asking for \$104 million for our resource partners, \$87.1 for the SBDCs, \$11.8 for Women's Business Centers, and \$4.9 for SCORE.

In terms of our workforce, it will allow us to increase the workforce to 2,123 FTEs. That would provide 86 new positions through 2007 and 2008, which we are very excited about, and those resources will be used in part to replace attrition at the agency, but we think it will also allow us to provide stronger loan processing and lender oversight, which is critical with our growing loan volume, greater support for small business in our government contracting area, better training and career support, and a continuing improvement in the automation at the agency, which I think is important not only for efficiency, but in terms of being able to get people to use our services more simply.

In the financial operation, the budget includes over \$4 million to invest back into the loan operations for a system upgrade. That is a multi-year initiative and we are really beginning to kick that one off. For SBIC oversight, we are asking for \$1.5 million to support contract evaluation, liquidation planning, and examination of contracts. That is very important for helping us minimize the challenges we are having in the participating securities program. And also, we would expect to see continuing improvement in our lender oversight.

In government contracting, obviously, it is essential that we ensure small businesses have fairer access to procurement opportunities. I like to tell people it is not just a matter of fairness, it is a matter of competitiveness. I strongly believe small businesses perform well as suppliers of goods and services. Their size makes them flexible and innovative and often cheaper than large companies, but it does take a little bit more work sometimes to find the right small business, and it is our job to help people do that.

We are asking for \$500,000 to help us look at processes underlying a lot of our preference programs so we can be more effective in reaching out to small business and supporting them along the way. We are asking to add in 2007 and 2008 nine new procurement center representatives, which would increase the number by 16 percent. And we are working to reform the contract goaling and reporting process and redoubling our efforts, frankly, to ensure that the Federal agencies provide accurate data on all small business procurement so that we make sure that when we are looking at the

data, it is the right data and it is the best representation of small business.

On the veterans side, Senator Thune mentioned veterans. We have requested another \$500,000 to expand our veterans outreach program. Obviously, with our current engagement in Iraq and our presence in Afghanistan, the number of veterans returning from active duty will continue to increase. Our Office of Veterans Business Development plans to increase its effort to educate and provide programs and services to veterans and active duty personnel in a number of areas, including access to capital, management and technical assistance, and procurement assistance programs to support them.

In wrapping up, on the disaster program, even though we have made a lot of progress, we are committed to lasting reforms so that we make sure that we are fully prepared for future disasters, whatever the size might be, and we continue to refine our processes to do that. We are working very hard right now to develop organizational planning tools and detailed documented escalation plans that will improve our response. Those plans will include models to rapidly forecast loan volume, resource requirements, and our coordination requirements to position the agency to respond effectively.

In 2008, we expect to implement an Internet-based electronic loan application to enable borrowers to submit their required information quickly and accurately. That will accelerate our ability to be responsive to them. We have also been evaluating options to assess the private sector's skills and resources when dealing with catastrophic disaster events, and I know many of you have focused on this issue and we look very much forward to working with you as you consider legislation in that regard.

Finally, a very high priority of mine is to improve the work that is being done to reach underserved markets in our country, and I know specifically many of you have concern because some of the programs that have been designed to do that aren't getting the kind of funding that they have historically. But I do believe in areas where we see high unemployment and low wage rates, like our rural areas and many of our inner city areas, providing effective support to new and growing small businesses can provide much-needed jobs, economic activity, and rejuvenation to places in our country that absolutely need it the most.

So we are doing a number of things. We are looking to broaden lender involvement in our Community Express Program. I like to say that adds sort of the one-two punch of capital and technical assistance, and we think there is a large opportunity for us to expand that. We are looking right now to expand the Urban Entrepreneur Partnership, where we partner with local inner city organizations, primarily the Urban League, to help inner city entrepreneurs get the support they need through the network of services available in their area. We would like to establish seven more alternative work sites, which will allow the agency to make itself more accessible to rural customers. And we are hoping to expand the reach of the Microloan Program by moving the program to zero subsidy and hopefully expanding the amount of actual capital we put out there, albeit we do understand it may be at a somewhat higher cost.

So as I said before, I believe this is a sound budget. I think it gives the SBA funds necessary to operate and oversee our core financial programs more effectively, to reengineer and improve our government contracting programs, and to continue our work with counseling and training partners. It will enable us to provide more effective outreach, be easier for customers and partners to work through better automation, and also fill very important key staff positions in areas where we are clearly lacking the necessary manpower right now.

So thank you. Thank you for your consideration. I look forward to addressing your questions.

Chairman KERRY. Thank you, Mr. Administrator.
[The prepared statement of Mr. Preston follows.]

TESTIMONY OF
ADMINISTRATOR STEVEN PRESTON
United States Senate
Small Business and Entrepreneurship Committee
Wednesday, February 28, 2007

Chairman Kerry, Ranking Member Snowe, distinguished members of the Committee, thank you for inviting me here today to discuss the President's Fiscal Year (FY) 2008 budget requests for the US Small Business Administration (SBA).

President Bush has been an unwavering supporter of America's small businesses, and his leadership has ensured that they have played a vital role in our economic growth – adding more than 7.2 million new jobs since August 2003 and helping to reduce the unemployment rate to 4.5 percent, the lowest average rates of the past four decades. By reducing the tax rates small business owners pay and increasing expensing tax provisions on investments, small businesses have more capital available to hire new workers and expand their businesses.

The President is also committed to helping small business owners provide health insurance to their employees by supporting association health plans, allowing small businesses to get the same discounts on health insurance as big businesses. Further, the Administration is working tirelessly to ensure that small businesses are able to grow, and expand opportunities for their workers, by providing regulatory relief and opening markets abroad to ensure that America's trading partners play by the rules and make it possible for our small businesses to export their products.

SBA's FY 2008 budget request reflects the President's commitment to America's small businesses and the vital role they play in our economy. Enactment of this request will enable SBA to continue serving the small business community while ensuring stewardship of taxpayer dollars. SBA FY 2008 resources will total an estimated \$814 million in 2008. This amount includes \$464 million in new Budget Authority, \$329 million in spending from carry-over balances for the Disaster Loan program, and \$21 million in reimbursable services.

This budget request reflects both the vision of the Agency's new leadership team and the progress the Agency has made over the past five years in delivering its programs more efficiently. Since 2001, SBA has achieved major growth in nearly all of its programs while simultaneously streamlining processes and developing more cost-effective budget strategies. The new management team will continue to pursue this expansion in services to the small business community while aggressively pursuing a Reform Agenda to ensure the Agency's programs are customer-focused, outcome-driven and fiscally responsible and sound. In addition, further enabling our employees to fulfill SBA's mission is an essential element in achieving our objectives in this budget.

Reform Agenda

I am pleased to be heading the new SBA management team that includes Deputy Administrator Jovita Carranza, who was just confirmed in December. SBA's agenda is grounded in the belief that the Agency can improve the effectiveness and impact of its programs and activities markedly, by employing important management principles. These principles will seek to ensure that the Agency is driven by clear outcomes, is focused on serving its customers effectively, enables its employees, and operates a compliant and accountable organization.

The Agency also has a renewed focus on ensuring that its products and services are accessible to entrepreneurs in the nation's most underserved markets – those with higher rates of unemployment and poverty and lower rates of economic progress. This budget request highlights SBA's progress to date and describes the Agency's plans for achieving the vision of the new management team in FY 2008.

In 2001, SBA began a drive to deliver more value to the Nation's small businesses while lowering costs to the taxpayer. By restructuring key Agency operations and reengineering its largest loan programs, SBA has achieved record program growth of 56 percent in the loan portfolio, while reducing its total budget by 31 percent since 2001 through increased operational efficiencies and core program improvements.

Through its ongoing restructuring and business process reengineering, SBA has improved and will continue to improve the effectiveness of the taxpayers' dollars supporting small business development. Because of these improvements, SBA will be able to serve record numbers of small businesses in FY 2008 with this budget request.

The principles of SBA's Reform Agenda have already resulted in a dramatic improvement in the Agency's Disaster Loan program. The 2005 Gulf Coast hurricanes resulted in SBA's largest disaster response in its 53-year history. More than 420,000 loan applications from Hurricanes Katrina, Rita, and Wilma (three times the level for the second largest disaster, the Northridge earthquake of 1994) left the Agency struggling to meet its loan processing standards and frustrated many.

Almost immediately after being sworn in as SBA Administrator in July, I spearheaded a fundamental reengineering of the disaster loan processing operation that has dramatically shortened response times, improved quality, and increased borrower support. Backlogs were virtually eliminated and feedback on the new approach has been overwhelmingly positive. We, however, are not finished with the long-term redesign of the disaster process, and are working aggressively to do so in the coming months.

SBA is bringing the same principles to administering its business guaranty programs as well. Reengineering of the loan servicing process is underway and will result in better customer service and less operational redundancy. Building upon its success in consolidating 7(a) loan liquidation functions from almost 70 district offices to a single location, SBA is also finalizing plans to consolidate 7(a) loan processing, 504 loan liquidation, and Disaster loan liquidation. These changes ensure that loans are managed more consistently and efficiently. In the case of 7(a) loan liquidation, considerable budgetary savings were also realized.

Modernizing agency operations is challenging, but it is essential. The Nation's taxpayers expect SBA to operate using the techniques and practices of sound fiscal and operational management. Through its proactive efforts to improve productivity and performance, while reducing cost, the SBA has demonstrated its commitment to deliver ever better products while improving efficiencies.

With a guaranteed and direct loan portfolio of over \$78 billion, SBA has a critical role as a steward of taxpayer dollars. While the portfolio has grown at a record pace in recent years, during that time, SBA is implementing a rigorous, state-of-the-art risk management program. By using industry data and technology, the Agency is replacing the old, primarily manual processes for reviewing lender performance with automated, quantitative risk-based methods to identify problems more effectively. This approach is improving oversight during a period of strong growth in the loan portfolio.

Highlights of the Budget Request

SBA's budget request represents an increase of 5 percent for FY 2008 above our enacted level in FY 2006 (excluding the Disaster program and earmarks). The overall request is for \$814 million in proposed Budget Authority. This includes \$464 million in new Budget Authority and \$329 million funded out of carryover balances from the \$1.7 billion in supplemental funding received in FY 2006 for the Disaster Program.

These resources will support a total of \$28 billion in lending authority for small business financing, which represents a 40 percent increase over business lending for FY 2006, through the 7(a), 504, and SBIC debentures programs. For its flagship 7(a) program, SBA requests \$17.5 billion -- a 27 percent increase over the FY 2006 lending level. SBA also requests \$7.5 billion for the 504 program, a 32 percent increase over loans made in FY 2006 -- a record year for 504 lending. Finally, SBA requests an SBIC Debenture program of \$3 billion.

In addition, this budget will support the following:

- A disaster loan volume of \$1.064 billion (the Agency's ten-year average based upon FY 1996 - 2005 average activity, excluding the WTC disaster, adjusted for inflation).
- Counseling and training to small business people through SBA's network of resources partners in Small Business Development Centers (SBDC), Service Corps of Retired Executives (SCORE), and Women's Business Centers.
- Assist federal agencies targeting a total of \$84 billion in prime federal contracting dollars to be awarded to small businesses in FY 2008.
- Investing in the Agency's human capital through job skills training, mentoring programs, succession planning, proactive recruitment of highly qualified staff, and implementation of an automated personnel records system.

- Maintaining employee security through continued implementation of Presidential Homeland Security Directive #12 and support of major security improvements in the headquarters building.
- Continuing the process of implementing a loan operations system to replace the current outdated system.
- Enhancing SBIC oversight and recoveries.
- Providing a cost effective microloan program.
- Continuing efforts make it easier and faster for small businesses to comply with government regulations.
- Improving SBA products, services and delivery.

SBA's budget request will support 2,123 FTE through the Salaries and Expenses budget. This staffing level is an increase over both the FY 2006 level and the FY 2007 request. SBA has been able to reduce its budgetary requirements and staffing levels over recent years, but these increases are necessary to support critical oversight and portfolio management functions. Nevertheless, SBA has managed significant administrative savings while increasing financing, counseling, and government contracting opportunities for small businesses. SBA has been streamlining its operations and eliminating costly and inefficient programs, including the following examples:

- The Agency centralized its financial processing operations. As a result, 7(a) loan liquidations cost approximately \$18 million less in FY 2006 than FY 2003.
- The Agency created an alternative to the LowDoc program for 7(a). LowDoc was more than 20 times more expensive than SBAExpress (\$4,771 per loan approved for LowDoc vs. \$227 for SBAExpress). Lenders still have access to the higher 85 percent guarantee for smaller loans formerly available through LowDoc but benefit from the improved process under other 7(a) products, such as Community Express.
- SBA continues to seek opportunities to reduce rented space. The initiatives we have implemented from FY 2004 – 2006 resulted in \$3.8 million in annual rent savings.

Disaster

In the summer of 2006, we initiated the Accelerated Disaster Response Initiative to identify and implement process improvements to help the Agency respond more rapidly in assisting small businesses and homeowners seeking financial assistance after a disaster. As a result, the Agency fundamentally reengineered its disaster loan processing operation to shorten response times, improve quality, and provide greater borrower support. Based on customer feedback, the Agency rolled out an "integrated team" model. Each team comprises 15-18 employees with legal, financial, and other required competencies to ensure timely, coordinated loan processing. Customers are assigned to a case manager on the integrated team so they have a single point of contact that is responsible for guiding them through the loan process and ensuring that SBA is responsive to their timing and other requirements.

Under the new model, case managers now proactively contact applicants to determine what impediments exist to closing loans and making disbursements. For example, SBA will assist borrowers in identifying local companies that provide title and recording services necessary for loan disbursements.

In order to complement SBA's reengineered process, the Agency has implemented numerous metrics to track application status and performance of employees. All applications are categorized by processing status and type of outstanding issue. This provides management with necessary information to identify problem areas and implement corrective actions. Further, productivity is monitored to identify areas that require management intervention. These strategies are the foundation for improved responsiveness to borrower needs. For example, the time needed for loan modifications that averaged more than 2 months in July, now averages 8 days, and continues to decline. In addition, the backlog of loans for modification has declined over 90 percent since July.

Additional organizational planning measures to improve SBA's disaster response include development of models to rapidly forecast loan volume and resource requirements (financial, human capital, and logistics) to better position the Agency to respond to large scale disasters when they strike. Moreover, SBA is nearing completion of a protocol to leverage its field network to improve local coordination and communication with citizens and other local authorities.

By 2008, SBA expects to implement an internet-based electronic loan application process to ensure that borrowers' required information is provided to assess loan eligibility. This complements SBA's investment in the disaster computer system that has been tested to support a four-fold increase in concurrent user capacity to 8,000 users. The agency is also evaluating options to access the private sector's skills and resources when dealing with catastrophic disaster events.

Compliant and Accountable Organization

With a guaranteed and direct loan portfolio of over \$78 billion, SBA has a critical role as a steward of the taxpayers' dollars. While the portfolio has grown at a record pace in recent years, during that time, SBA is significantly advancing its risk management program. By using industry data and new technology, we have replaced the old, primarily manual processes for reviewing lender and loan performance with automated, quantitative risk-based methods. This approach enables SBA to prudently manage its growing loan and guaranty portfolio using more sophisticated models.

Listed below are the actions SBA has initiated and planned along with specific funding requests regarding its loan and investment portfolio:

- Investment in technology for the loan operations system upgrade of \$4.1 million in S&E (to be complemented by about \$4.2 million in disaster funding) for project management support, and to acquire and begin implementation of a system to replace our current loan information system for both regular loan programs and disaster loan servicing. Currently, the Agency's business loan operation runs on a Cobol-based system which limits technological advancement opportunities and security. The older system is also significantly more costly to maintain. SBA is making good progress on this major Agency-wide undertaking, which began in FY 2006, and is on track to be completed by 2012. Requested funds for FY 2008 will enable SBA to finalize the business vision, develop the project management plan, and final technical and functional requirements.

- Expanded SBIC Oversight with \$1.5 million in S&E to continue the valuation contract, develop a liquidation plan, and implement an examination contract. This investment will help maximize recoveries on the \$1.5 billion in the Office of Liquidation, and minimize losses on the \$10.4 billion in outstanding leverage and commitments in the Office of Operations.
- Loan and Lender Monitoring System and Lender Reviews – SBA’s Office of Lender Oversight (OLO) has a state of the art loan and lender monitoring system that incorporates credit history metrics for portfolio management. The credit information, combined with SBA lenders’ current and historical performance, allows the Agency to assign risk ratings to lenders. Such ratings provide both an assessment and a monitoring tool for the most active SBA lenders, and are the primary basis by which lower volume lenders are evaluated. These lenders are under direct oversight of OLO rather than the program office. In addition, OLO is responsible for conducting on site lender reviews and examinations. Through FY 2006, the Agency has not had resources to conduct as many reviews as demanded. However, because the Agency recently received authority for reimbursement for the cost of these reviews, SBA plans to conduct additional reviews in FY 2008.
- Portfolio Analysis Committee – Senior Capital Access and CFO Managers meet monthly to review and assess portfolio trends and identify opportunities for program improvements. This committee is an important component of SBA’s risk management program. The committee assesses the risk of the 7(a) and 504 loan program and performance trends. Based on analysis and management direction resulting from these meetings, program changes, operational initiatives, and other actions are generated. For example, in addition to providing support for the elimination of the LowDoc program, the committee’s review efforts resulted in the initiative to reduce the backlog in liquidations and charge-offs in our 7(a) portfolio.
- Lender Oversight Committee – Senior managers meet bi-monthly to review lender trends and review corrective actions for poor performing lenders. As mentioned, Lender Oversight has introduced risk ratings to monitor and evaluate SBA lenders. The committee also provided results and performance metrics on lender oversight activities such as examination reports, corrective action plans for lenders under OLO’s direct oversight. SBA has placed several lenders under corrective action plans and continues close monitoring to improve performance.
- Lender Portal – Lenders now have access to their risk ratings and performance metrics through our lender portal, making it transparent to lenders what they are rated on and how they compare with their peers. It allows lenders to address data quality issues to improve their risk ratings, which the Agency believes will ultimately result in significant improvements in data quality. The information is also available to SBA’s district offices to help identify training opportunities for lenders.
- SBIC Liquidations – SBA currently oversees approximately \$1.5 billion in SBIC leverage in its Office of Liquidation and \$10.4 billion in leverage and commitments in its Office of Operations. Collecting on the large amount of leverage outstanding in the Office of Liquidation continues to be of great concern. The staff has developed a comprehensive strategy for liquidating this portfolio of investments. As part of this

strategy, several pilot initiatives for liquidating SBIC assets are being pursued to ascertain the most cost efficient means of disposing of this significant portfolio. With \$2.4 billion in estimated losses in the Participating Securities (PS) program, oversight on the \$10.6 billion in outstanding leverage and commitments for those SBICs (of which almost \$7.8 billion pertains to the PS program) remains of high importance.

In addition, SBA is taking the lead, along with the Office of Management and Budget's Office of Federal Procurement Policy, to work with the contracting agencies to ensure accuracy and transparency of the data in the Federal Procurement Data System-Next Generation (FPDS-NG). The agencies are in the process of validating their FY 2005 data to identify the reasons for coding discrepancies and to correct any errors that occurred.

Also in the federal procurement data arena, in FY 2007 we expect that all agencies' subcontracting information will be available in the Electronic Subcontracting Reporting System.

Customer-Oriented

The following are highlights of SBA's plans to focus its products and services on underserved markets:

- Expansion of the Community Express pilot. This pilot was designed to reach underserved markets and combines both capital and technical assistance to increase the viability of the businesses it serves. The Agency is working to broaden lender participation in the product and will seek involvement from its counseling and training partners: SBDCs, SCORE, and Women's Business Centers.
- Expansion of the Urban Entrepreneur Partnership. The Urban Entrepreneurial Partnership (UEP) initiative is a community-based referral program located in an urban setting. The Agency is working to expand the initiative to additional cities that will create a local network of small business resource providers serving urban and inner-city communities (*UEPNetwork*), as initially outlined by the President in a presentation to the National Urban League in 2004.
- Expansion of Alternative Work Sites. One way the Agency has made itself more accessible to small business is to locate certain district office staff away from single urban centers to locations closer to our customers. Currently, there are 22 such alternative work sites in operation. Another 2 are planned by the end of FY 2007. SBA is seeking \$100,000 to set up 7 additional sites in FY 2008.
- Business Process Reengineering for the Office of Government Contracting and Business Development (GCBDD). SBA's request includes \$500,000 to examine how to best serve the 8(a), HUBZone, and Small Disadvantaged Business communities as well as women and veterans. We recognize the Agency can improve the management of these programs, particularly the 8(a) program, and will use these resources to determine how to best serve them – whether through staff realignment and training, or technology improvements.
- New Markets Tax Credit Pilot. In October, the Agency launched the New Markets Tax Credit Pilot Loan Program to provide financial assistance to small businesses in

economically distressed urban and rural areas, or "New Markets." The pilot program allows certain Community Development Entities to purchase up to 90 percent of the gross loan amount of SBAExpress or Community Express 7(a) loans up to \$150,000 made to NMTC "qualified" businesses in low-income communities. These new loans are guaranteed by the SBA. By leveraging the SBA's resources with the Treasury's NMTC program, the pilot will provide additional access to loans and technical assistance to both start-up and existing small businesses in New Markets. Under the program, Community Express lenders will assist CDEs to provide small business borrowers with a package of services including mentoring, coaching and counseling.

- Zero Subsidy Microloan Program. Small business loans under \$35,000 provide a critical level of capital to certain sectors in our economy, many of which are in underserved communities. Our regular 7(a) program reaches many members of this community. In FY 2006, 42,730 loans, representing 44 percent of all 7(a) loans, were made at the microloan funding level (\$35,000 or less). However, additional businesses in target markets can be reached through non-bank micro lenders.

The Microloan program as currently structured is costly to the taxpayer. In FY 2006 it cost 85 cents to the government for each dollar loaned to a Microloan intermediary. Therefore, the Agency is proposing a zero subsidy microloan program. By raising the very preferential rate at which intermediaries borrow from 3.77 percent (below the government's cost of funds) in FY 2008 to 5.99 percent (SBA's all-in cost), the Agency can eliminate the subsidy cost of this program and greatly expand funding for microloan intermediaries. Intermediaries will continue to receive a better than market rate of interest on loans and SBA will be able to offer loans to any intermediary eligible.

Furthermore, SBA is proposing that rather than asking for Microloan Technical Assistance funding, SBA should leverage the skills of technical assistance resource partners, including the Small Business Development Centers and Women's Business Centers located throughout the country, to train and counsel micro borrowers. This has the potential of tripling the number of outlets providing training to micro-entrepreneurs for micro enterprise training and will save almost \$13 million in FY 2008.

- Expanding the Veterans' Outreach Program. Expanding the Veterans' Outreach Program. The SBA requests an additional \$500,000 for the Office of Veterans' Business Development (OVBD) in FY 2008. With the Nation's current engagement in Iraq and its presence in Afghanistan, the number of veterans returning from active duty will continue to increase. SBA's Office of Veterans Business Development (OVBD) plans to increase its efforts to educate and provide programs and services to veterans and active duty personnel in three major areas: access to capital, management and technical assistance, and procurement assistance programs through SBA, other government agencies, and the private sector. The Agency will accomplish this through existing loan programs, the disabled-veteran-owned business government contracting program, a redesigned website populated with a broad range of programs and services available to veterans, the development of training and mentoring programs for veterans by veterans, and funding District Offices to grow veteran-owned business capacity.

Other customer-focused plans include:

- Helping businesses with compliance through the 24/7 anywhere accessible Business Gateway. SBA requests \$4.8 million in reimbursable budget authority for the E-Gov initiative for which SBA is the managing partner and \$425,000 in S&E for the project management office (SBA's contribution as managing partner). Business Gateway will provide the Nation's businesses with a single, internet-based access point to government services. It will simplify and improve businesses' ability to locate and submit government forms and reduce the time and effort needed to comply with government regulations. Each year, Business Gateway will increase the time saved by business accessing information and forms by 50,000 hours over FY 2006.

- Increase access to Federal procurement opportunities by adding 9 new Procurement Center Representatives in 2007 and 2008. With total Federal contract dollars projected to increase by 56 percent over FY 2001, the small business share is expected to increase to a total of \$85 billion. SBA's responsibility is to ensure small business retains access to these opportunities.

SBA will also continue the development of the Electronic Procurement Center Representative System. During FY 2006, SBA began working on an Electronic Procurement Center Representative (EPCR) System to allow PCRs more timely information about contracting opportunities for small business. It also worked with the Department of Defense to integrate EPCR functional requirements with the DOD's capture of additional pre-solicitation information, and explored possible expansion of existing shared systems in the Integrated Acquisition Environment (IAE). The Agency will prepare a business case and will pursue systems design and development in FY 2008.

SBA has put into production automated systems for 8(a), Small Disadvantaged Businesses, and HUBZone applications, and will soon finalize the electronic review and certification processes.

- Already implemented the eTran system, which provides a web-based portal for loans guaranteed through the flagship 7(a) loan program. Seventy percent of our 7(a) loans come in through this portal. Expanding the functionality of eTran will further automate lender interactions. In addition, SBA is working with lenders to identify and address other cumbersome processes, which can deter lenders from marketing certain of SBA's products. The Agency is currently implementing a web-based system to be used by both surety bonding companies and the small businesses seeking bonding.

- Enhanced its Entrepreneurial Development Management Information System (EDMIS), used by its technical assistance partners, to simplify the system's use and capture better information.

Employee Enabled

The following are actions to keep our employees safe and able to fulfill the Agency's mission:

- Professional guard services- \$1.1 million in S&E to support professional guard services, operation of a magnetometer for the building, and training for the guards, in order for the Agency to increase security to the level recommended by the Federal Protective Service.
- Implementation of government-wide biometric security cards- \$600,000 in S&E (complemented by about \$600,000 in Disaster funding) for the full implementation of Presidential Homeland Security Directive #12.
- Centralized training efforts- \$550,000 (similar level to FY 2006) for a skills gap assessment for mission critical occupations; an electronic learning tool; learning management systems; management and leadership development training; a mentoring program; succession planning; and a program to help staff balance the demands of their professional and personal lives.
- Training for Risk-Related Activities - \$140,000 to keep procurement and business development staff current on complex changes; \$235,000 for training of Regional and District administrative officers authorized to commit funds on behalf of SBA; and \$90,000 for training of staff involved in acquisition activities, which are inherently high-risk, Agency-wide.
- Proactive recruitment - \$123,000 to attract the necessary skilled personnel it needs immediately and for succession planning. By 2009, 34 percent of SBA's workforce will be eligible to retire.
- District Office program oversight staff - \$100,000 to ensure continued monitoring and oversight of SBDC grant and policy issues, adherence to procedures and knowledge of the program announcement.
- Enterprise human resources integration system - \$800,000 to integrate SBA's personnel record keeping into this government-wide record keeping system covering the entire life cycle of Federal employees to replace the current Official Personnel Folder.

Outcomes Driven

To fulfill its mission, it is critical that the SBA understand how to drive outcomes aligned with that mission. SBA is proud of its work on budget and performance integration which has allowed the Agency to maintain a green rating in both status and progress since FY 2004.

The Agency recognizes it still has work to do, particularly in defining our programs' outcomes. As such, SBA has contracted with the Urban Institute to analyze our business loan programs with results due in FY 2007. In addition, the Agency is analyzing penetration of its lending products into various place-based and people-based groups to understand their impact more fully.

By Spring FY 2007, the Agency will complete a major review of its Strategic Plan. The review will incorporate information from SBA's financial assistance programs' evaluation, as well as the new SBA leadership team's vision. In addition, reporting, measurement, and goal attainment is being designed to align the most critical outcomes the Agency is working to achieve.

Conclusion

In closing, this is a good budget for America's small businesses and America's taxpayers. I look forward to working with you to enact this budget and to help entrepreneurs start, build and grow their small businesses. Again, thank you for inviting me here today and I will be glad to answer any questions.

Chairman KERRY. What I am going to try to do is keep the first round of questions limited so everybody gets a shot fairly quickly at getting their priority questions out there. I have set a 5-minute limit, with a little bit of flexibility, if necessary, but we will try to get everybody in here at least in the first round.

Mr. Administrator, are the budget numbers that you are proposing to this Committee now a reflection in each category of what you asked for from the Administration?

Mr. PRESTON. You know, Senator, I think probably we all appreciate that there is a give and take in this process, but this is the budget that I am proposing. I think we can achieve the goals that we have in front of us with this budget. I think—

Chairman KERRY. My question to you is, are there areas where you sought additional funding over which you have?

Mr. PRESTON. This is a somewhat different budget than I proposed. It is what I would say, once again, after significant consideration, I think this is a budget that acknowledges the challenges we have, gives us funding to address those, and also acknowledges, I think, across the Federal Government the fact that we—

Chairman KERRY. I am not trying to go through the budget that you wish you had, I just wanted to establish, and I think we have, that it is not the budget that you would have hoped for, but it is the one you have to put up with.

With respect to the 2007 appropriations, we passed a continuing appropriations resolution where we said that the agencies and their programs are to be funded at the 2006 levels. Does the SBA plan to fund the non-credit programs at the levels provided in the line items for \$128.5 million?

Mr. PRESTON. I am not specifically familiar with the 128 number, but I expect that that is what we would do, but I—I hope I didn't—

Chairman KERRY. Will you find out for certain and perhaps you can report to us with specificity?

Mr. PRESTON. Yes.

Chairman KERRY. Do you plan to designate 41 percent of the total Women's Business Center funding for centers in sustainability status?

Mr. PRESTON. Well, I think at this point, I would look forward to working with you all on that. My understanding is sustainability is determined Congressionally, and so what we have proposed is a level of funding for that—

Chairman KERRY. We specifically have designated the level of funding. My question to you is whether you plan to live up to that 41 percent.

Mr. PRESTON. Senator, I will have to get back to you on the specific percentage for sustainability.

Chairman KERRY. Have you seen them?

Mr. PRESTON. Have I seen what?

Chairman KERRY. The budget levels that we appropriated.

Mr. PRESTON. Yes, I have seen the budget levels and I know we have a number of Women's Business Centers graduating from the program this year and a number of them moving from the—

Chairman KERRY. The conference agreement specifically included language allowing Women's Business Centers that are in sustain-

ability status to continue to receive grants and designates 41 percent of the total funding for those centers in that status.

Mr. PRESTON. You are talking about centers that are more than 10 years—

Chairman KERRY. In sustainability status.

Mr. PRESTON. I know right now, what we are proposing—

Chairman KERRY. My question to you is, do you intend to designate that funding accordingly?

Mr. PRESTON. Right now, the intention is centers that are graduating from sustainability graduate. Centers that are moving from that first 5 years into sustainability grants move into that sustainability phase.

Chairman KERRY. That is different from, I guess, the question I am asking for those that are in the status now, not those that will move into it, but those that are in the status. Those that will move into it will move into it according to the process.

Mr. PRESTON. Right.

Chairman KERRY. But those currently in it, we specifically designated 41 percent of the total WBC funding for those centers and we are trying to make certain that they are going to be funded accordingly. It should be a yes or a no.

Mr. PRESTON. Well, if they go beyond that 5 years of sustainability status, no, they wouldn't, which means that they will have been out there more than 10 years.

Chairman KERRY. Well, if they are still in sustainability status, they should qualify, shouldn't they?

Mr. PRESTON. Senator, I will have to get back to you on the details.

Chairman KERRY. Would you please?

Mr. PRESTON. I think—

Chairman KERRY. What about the \$1.5 million for the National Veterans Business Development Corporation? Do you plan to designate that accordingly?

Mr. PRESTON. I am advised that that is not under our account, Senator. That was not—that is not funded through the SBA, is what I am told.

Chairman KERRY. I think the business development piece, didn't we put that under there? Let me just verify.

Mr. PRESTON. Are you referring to the advisory committee?

Chairman KERRY. Here it is. The conference agreement includes \$1.5 million for the National Development Corporation as proposed by the House via transfer from Small Business Administration salaries and expenses. Well, again, this is in the conference report. It is in the CR. It is what is the law, and I just want to make sure we are not going to run into a struggle on it. You all can figure that out and perhaps report back to us.

Mr. PRESTON. Right. It sounds like we need to also connect with your staff to make sure we are talking about the same issues.

Chairman KERRY. Well, we are. For better or worse, it was designated as a transfer from SBA salaries and expenses and that is the language of the conference report, so we will follow up on it.

Quickly, because I don't want to abuse my time here, you mentioned the health care issue, which we had a hearing on recently. You hear this everywhere. I am sure you haven't traveled any-

where in the country that small business owners aren't talking about the health care. You have suggested that the health association plans are the answer, which as you know, we are sort of divided a little bit in this Committee still about what is the best manner of dealing with the adverse selection issues and other issues that accompany that. But one thing that could be done very quickly is we have 9 million children who are uninsured and recently the Urban Institute found that 2 million of these kids are eligible for the SCHIP program. They are already eligible. People whose families are self-employed or who work for small firms, small businesses, are far less likely to be enrolled when qualified. So SBA could team with HHS, as well as leaders in the private sector without a lot of expenditure of money and without having to spend the money to actually inform people about this and I wonder if you would be agreeable to posting a link on the SBA Web site for businesses to access information and contact experts regarding SCHIP eligibility as a way of helping people get coverage.

Mr. PRESTON. I don't see any reason why we wouldn't. We will follow up with you on that.

Chairman KERRY. Would you please?

Mr. PRESTON. Yes.

Chairman KERRY. That would be terrific.

Senator SNOWE.

Senator SNOWE. Thank you, Mr. Chairman.

You mentioned in your testimony that there will be \$500,000 provided for the Office of Veterans Business Development, and that is to be applauded. However, we don't see any line item within the budget for that. So how would there be essentially a guarantee or assurance that that will be the case? I am reintroducing a package of initiatives to help the National Guard and Reservists, veterans and disabled veterans, as well, service-connected disabled veterans. So I want to make sure this is providing this additional assistance that would complement that package. It is not reflected in the line item within the budget.

Mr. PRESTON. No. You know, I think when you look in the budget, we have had more line items historically. What we find, for example, in many of these areas is we have a much larger budget for an item that has a designated line item, and HUBZone is a great example of that. I commit to you that we will be using that \$500,000 and we are spending a lot of effort right now in working through whether or not we can come out with a targeted loan product for veterans. I was speaking to the Network of State VA Leaders last week. We are working with them to get the message out. A lot of this, Senator, will be used for outreach in the field to help them get out and work with the VA and veterans locally, and we also have added some staffing to the Office of Veterans Affairs.

Senator SNOWE. So we can be assured that that \$500,000—

Mr. PRESTON. Yes.

Senator SNOWE [continuing]. Will be provided?

Mr. PRESTON. Yes.

Senator SNOWE. OK. So there is not any kind of discrepancy—

Mr. PRESTON. No, that is very important for us. It is not a lot of money, but it will go a long way.

Senator SNOWE. Now, you mentioned with respect to the budget that there is a 5 percent increase. Albeit that is true from the previous year, I mean, setting aside the disaster loan money that is carried over from the previous years from the supplementals that were enacted by Congress, it represents a 5 percent increase, but it doesn't do anything to bolster or reinforce any of the existing programs, the core programs. It is all going for staffing, as I understand it. Is that correct?

Mr. PRESTON. It is going for staffing, it is going for technology, and in some cases, it is going for outreach.

Senator SNOWE. But nothing to increase any of the core programs, which is also—I mean, that is the underlying concern essentially of the Committee because there has just been systematic reductions in all these programs. It really is a dramatic reduction in the budget overall. I mean, if you look back to 2001 to where we stand today, it really is stunning.

Mr. PRESTON. I do want to emphasize that it will provide us with more support, for example, for government contracting programs in the field, as well as the PCRs. So it will allow us to do better business development support. It will help us with lender outreach. I agree that it doesn't—the programs in terms of separately funded programs like the resource partners, you are absolutely right. It is flat funding for those.

Senator SNOWE. Well, in looking at the procurement center representatives in your budget, obviously, it is commendable that you are increasing the numbers, and still, even with those increases, the SBA will still be two PCRs short of its 1993 staffing level. At that time, the Federal contracting budget was \$93 billion less than it is today. I mean, we have a \$400 billion contracting budget.

In fact, I received a letter from the OMB Deputy Director, Clay Johnson, last August and he said, we agree with you that more aggressive steps can and must be taken to increase small business access to the Federal marketplace and aggressively exploring ways to increase the number of SBA's procurement center representatives in recognition of the important role that they play in implementing the President's contract bundling initiative.

But we are never going to be able to have a successful endeavor in that part, if we don't provide the kind of support necessary to small businesses. I mean, the agencies have been intransigent, most especially the Department of Defense. And so we are still—I mean, to make the PCR staffing proportionate, you would have to hire 30 additional representatives in order to accommodate where we stand today in the overall Federal contracting process and ensuring—and that is where we stand.

Mr. PRESTON. Yes.

Senator SNOWE. I mean, that is, unfortunately, trying to make up for lost ground, given the dramatic reductions in all respects in these budgets over the years.

Mr. PRESTON. Yes. I think we are working with the PCRs to give them better tools and technologies to do—to be able to seek more volume, to be able to support a larger workload, and to work more effectively with the agencies in getting the right type of access to the small businesses. I will be looking very hard at the people that

we add as we add them to see their productivity and how well they enhance this whole process.

To the extent that we have capacity—obviously, we are an agency with several thousand people—to reallocate along the way, if we see that these are very productive and very beneficial to this, we will be looking at that, as well.

Senator SNOWE. Finally, on the Microloan Program, it is still difficult for me to understand why the Administration has been so resistant to this program. I mean, it is beneficial. These microloans go to entrepreneurs that otherwise would not have any access to capital whatsoever, and so essentially, we are going to be raising their interest rates, making it more difficult for them to have access to this lending, because microlenders are not going to—they are either going to have to raise their rates or they are not going to bother with them at all. I think that that is regrettable given the role that they play in our Nation's economy, especially in rural America.

For the small amount of money, and yet the dividends it produces, the economic benefits that it provides, it is hard to understand why there has been such difficulty within the Administration with respect to this program. I mean, there have been \$280 million worth of loans, 23,500 microloans issued since 1991 when the program was created, creating 64,000 jobs in areas that otherwise jobs would not be created for entrepreneurs and small businesses that otherwise would not have access to any financing. Now we are imposing an inordinate burden on them, not to mention the fact that it is not likely it is going to happen, and transferring the technical assistance to other programs within the SBA that ultimately, you know, are facing disproportionate burden of additional responsibilities with additional cuts in their funding, as well.

Mr. PRESTON. Well, first of all, I want to acknowledge that this is a very important tier of capital in our economy, and I do agree with that. I think this is the first time we have had anything on the Microloan Program in the budget for a number of years. So I would like to say we have moved to embracing the concept of microlenders. We have seen a dramatic increase in small loans in our other programs, but I also agree that these microlenders are reaching people that the banks don't, and they are important people to reach.

We are hoping to be able to bring something forward that doesn't provide an additional cost but still allows us to get capital in the hands of microlenders, and the \$25 million that we are seeking authorization for is a good bit more than we put out there last year. So I think what it would enable us to do is get more money out there, albeit there would be a higher cost, especially for microlenders that maybe rely on a greater spread here.

Now, on the TA side, I guess the way I look at it is this, we touch about 1.5 million people in that network and we make 2,500 new microloans a year. So the network we have in place is vast and the microloan lenders that we have in place, it is a relatively small community. So I am actually less concerned about the ability of our resource partners to take on a little bit extra load because it is not that large relative to their overall scope. And we have also done sort of zip code overlays and we see that 94 percent of the micro-

lenders have resource partners in their area. But I do have to acknowledge that there is an additional cost to it.

Senator SNOWE. Thank you.

Chairman KERRY. Thank you, Senator Snowe.

Senator Landrieu.

Senator LANDRIEU. Thank you. I have so many questions, it would take me all morning, but I know I only have 5 minutes, so let me just begin on a national issue which is health care for small business. I was very disturbed this morning when I read the Metro section of the Washington Post. I am sure that some of the Senators saw this, as well as people in the audience. This 12-year-old, Deamonte Driver from Prince George's County, died Sunday from a toothache, and he had a toothache for 8 weeks and couldn't see a dentist because his family doesn't have insurance. After a few weeks, the bacteria that was in his mouth went to his brain, and after spending weeks in a hospital, he died on Sunday.

So when Senator Kerry and Senator Snowe continue to bring up in this Committee, year after year, the fact that there are children in this country in which this happens to all the time, and so the suggestion that anything that small business can do to help, I don't know if this young child's mother was working, but obviously she had no insurance. Maybe she was working, but she could have been a small business owner that doesn't qualify. So these issues are not issues that we do in a haphazard or insincere way because it truly is life and death. So anything that the SBA can do to help find a workable solution on this issue would be appreciated.

Number two, Mr. Administrator, I finally, after 18 months, got my hands on the SBA disaster plan. I asked for it for months following Hurricanes Katrina and Rita. We lost 18,000 businesses and I thought if I could get at least the plan, I could help them figure out why everybody was having so much difficulty with the SBA. The Committee did not have this plan. This was given to me, and you all didn't submit it, the Committee couldn't get it. I finally got it shortly before the former Administrator left SBA, so I am going to turn it in to the Chairman for the record of this Committee.

It really isn't worth getting, however, because I just want to read a couple of things about what our business people went through. Just to clarify, this is the playbook in place for Katrina. This is the disaster preparedness playbook. When you have a disaster, you are supposed to read this to make sure that the loan that you are giving to the small business person, that just had 20 feet of water in his business, works.

This is on page 15 of the playbook: "You must prepare all reports and other documents in either blue or black ink. You must not use white-out or similar materials to make corrections. Instead, you must mark through the entries to be corrected with a single line and reenter the corrected information. You must initial and date all corrections."

And then it goes on to talk about in another section criminal arrest: "It is not in the public interest of the SBA to extend financial assistance to individuals who are not of good character." I understand that and I applaud it. The problem is, the law says if you have been arrested, or if you are under indictment, or you have a conviction for any criminal offense, which could be shoplifting 15

years ago, you are no longer entitled to a disaster loan. I mean, I don't know how many people in Florida or Mississippi or Alabama or Louisiana might have been picked up or arrested when they were 15 years old. Now they have a home worth \$400,000, but they can't get a loan from the SBA.

Mr. Administrator, you have only been on the job a few months. This is not your problem, but I tell you, it is our problem and it is a serious problem. I could spend the next 10 years of my life bringing down the Members of this Committee to the Gulf Coast. I actually walked through New Orleans literally with the Chairman of this Committee not that long ago, Senator Kerry, and I can say as I have said publicly, and he wouldn't mind, he was visibly shaken by what he saw, business after business after business in New Orleans East. Many of these are businesses that came to us for help. They have basically given up.

So, I am just going to submit my questions for the record, but I tell you, we have had bills filed since Katrina and Rita. I don't know what else it is going to take. I don't know how bad a storm has to be. I don't know how high the water has to be. I don't know how many people have to declare bankruptcy. Now, these are people who—I am just going to end with this—have paid taxes their entire life, people who have risked their entire financial future to build a business, to hire 10 people, and they are proud people. They never ask for help. They most certainly don't ask for charity. But they do ask for a playbook that actually gives them a chance to play. They don't have that.

So I will suggest this Committee has a long way to go. I thank the staff, the Republicans and Democrats, for trying to help, but we clearly have a long way to go, and I am going to submit the rest of my questions for the record.

Mr. PRESTON. Thank you, Senator. I hope that you have sensed not only a willingness, but a dogged commitment to getting after these issues on my part, and if you haven't, we should talk more. I am not familiar with the document you have, but I can promise you that if you looked at our processes a year ago or even 7 months ago, that would be a partial reflection of the challenge. I think we have come a tremendously long way. I think we have a long way to go. But I can promise you, we are in a dramatically better position than we were not that long ago, and even though we have people that we are still working through, we have worked very hard and, we have spent thousands of man hours to improve these processes and get money into the hands of people down there.

Senator LANDRIEU. I know, but let me just say, I understand that, but this was the playbook that was on the shelf for Katrina. It doesn't make sense. It is full of red tape. It is full of ridiculous requirements. And I just finished reading a book that I am going to recommend to everyone in the Senate called *Disaster*, and one line stuck out with me. One of our Homeland Security guys resigned about 2 weeks ago. He is my hero. I am going to find out who he is and call him and go have lunch with him. But he is quoted in the book as saying—and he resigned in protest, and he said, "I am resigning because you all have been taught to serve a bureaucracy instead of serving disaster victims, and I was trained to serve disaster victims and that is what I intend to do, and be-

cause you all have been trained to serve the bureaucracy, I quit.” He is my hero.

Now, I am not going to quit being a Senator, but I promise you, we are going to serve disaster victims. We need to serve people on the normal days when the sun is shining, but when their business is under 20 feet of water and their kids can’t go to college because they can’t get this loan, we have a serious problem in this country and it is intolerable.

So that is for the record, Mr. Chairman, and I hope this Committee—you have got a bill in to require them to write a better one, and when I get it, it better be less than 10 pages.

Chairman KERRY. This is pretty—you ought to take a look at this. I am dizzy after about 2 minutes. Without objection—

Mr. PRESTON. I do want to invite any one of you, any one of your staffs, any one of you to come down to our disaster center, meet with our employees. You can talk to people on the front line. I would love to give you an introduction to the progress we are making here. But Senator, I can’t—I will take a look at this document and I fully am aligned with your view that we need to make this easy, streamlined, and accessible for people.

Chairman KERRY. Let me just say, this document will be made part of the record following Senator Landrieu’s questions.

[The SBA Disaster Assistance Program submitted by Senator Landrieu and referenced above, appears in the Appendix Material Submitted on page 91.]

Chairman KERRY. I am going to come right over here to Senator Coleman, but let me just say that since Katrina struck, Members of this Committee have engaged in an arduous, long, bona fide, bipartisan effort to put together a comprehensive disaster reform bill. Senator Snowe, Senator Landrieu, Senator Vitter, myself, all joined in drafting a bill to provide for greater coordination between the agencies and a faster response and improve the tools, all of this. Eighteen months of negotiations, Mr. Administrator. Broad bipartisan support in the Congress. We reported it out of the Committee unanimously last summer as part of the bipartisan SBA reauthorization bill. You testified in front of the House Committee that you want a constructive ongoing dialogue and so forth, but the Administration continues to block this bill from passing the full Senate.

Now, you have also said you don’t think this may be necessary to fix the disaster loan program, but you hear Senator Landrieu here today. Something is necessary.

So let me just say quickly, and I want to go a bit further, will you commit to working with the Committee in a serious way so that we get this out of the Senate? If there is an objection, state it publicly, not in a manner that is clandestine. That is part of what I was talking about earlier.

Mr. PRESTON. Well, I am absolutely committed to working with you, and I am not sure who would have ever quoted me as saying I don’t think we need a solution here. I am very open and very honest about the challenges—

Chairman KERRY. No, I didn’t say you don’t want a solution, but you think that legislation may not be necessary to fix the disaster loan program.

Mr. PRESTON. I think my comments are taken out of context, Senator.

Chairman KERRY. OK.

Mr. PRESTON. I think there are very important things that are addressed in many of the different packages—

Chairman KERRY. Well, 18 months, I mean, this is making all of us pretty frustrated, and frankly, it makes the Congress look pretty stupid as well as the Administration.

Mr. PRESTON. Right.

Chairman KERRY. Eighteen months to respond to a disaster loan program that clearly needs reform. It ought to be codified. And the Administration is blocking it. Now, how is Senator Landrieu supposed to go back to people in New Orleans and say we are serious about this?

Mr. PRESTON. Well, like I said before, I would very much look forward to working with you all on the legislation—

Chairman KERRY. I hope we can get this done, and I am going to push this within the Committee and see again if we can get it out and get it done.

Senator Coleman.

Senator COLEMAN. Thank you, Mr. Chairman.

Mr. Administrator, I need a little help in understanding something, and that is in regard to rural lending. I was looking at the statistics. From 1990 to 1999, the percentage of urban lending versus rural in Minnesota was, for rural lending, over 50 percent every one of those years. At the high point in 1995, 56 percent of loans were in rural areas versus 43 percent in urban areas. In 1999, 53 to 47. Last year, close to 63 percent were urban and only 37 percent were rural, and it is a decline almost every year. I am not sure whether this is a Minnesota problem. I presume if it were Minnesota, it is also happening in South Dakota. I am not sure of the reasons why. But it certainly raises a great deal of concern.

So Mr. Administrator, I would like your help in helping me understand what is going on here, whether there are factors that the SBA believes are responsible for this. I am thinking about the LowDoc program which has been replaced by the SBA Express. There is some question about whether the Express Program works as well in these communities. I don't have the answer to this, but I am looking at a trend here that is deeply disturbing—

Mr. PRESTON. Yes.

Senator COLEMAN [continuing]. And what I would like from you is a commitment to better understand and figure out a way to correct it.

Mr. PRESTON. Yes. I can tell you some of what is happening, in fact. Now, overall rural lending has gone up very dramatically, actually, more than our overall lending program. But what we are seeing is a migration to some of these simplified products like the Express product. As an outcome of that, we are seeing more of the rural lending, I believe, move to big banks.

I don't think we have an effective enough outreach to community banks. LowDoc was a very popular program because it simplified what they do, the paperwork with this and it gave them a nice guarantee and they were able to process it well. The challenge was

it had very, very high losses. I believe some of that was challenges we had in how we operated the program.

We are looking right now to see if there is a new program that we should be able to roll out specifically designed to reach out to the rural community that would be attractive to those community banks, because I think we need to win them back.

The other thing we are doing is we continue to expand our alternative work sites—those are all in rural areas—so that we have a better on-site presence out there. So those are just two things I would mention in that regard.

Senator COLEMAN. So rural communities, if they face great stress in health care delivery, in economic vitality, we need the SBA to be a player there, and at least as I look at the data—

Mr. PRESTON. Yes.

Senator COLEMAN [continuing]. It shows some disturbing trends. So I would appreciate your focus and attention to that.

Let me turn to the new market tax credit pilot, which is an important program. I commend the SBA for establishing the pilot. My question is, and again, correct me if I am wrong with the data, it is my understanding that the SBA has yet to make one loan under this program, and so I am wondering, are there program restrictions? Are there problems? You have a great concept there, but if it is not being used, then we have a problem.

Mr. PRESTON. Yes. I am not sure if that is still the case, Senator, but there has not been a significant adoption of it in any case. The way this program works is banks who have made the loans have the ability to sell those loans to community development entities and in that process avail themselves—the investors of those entities avail themselves of a tax credit. We are working both with banks as well as people in the tax credit community to understand how to get better adoption of it. It is all in the detail, which is frequently the case, and has to do with the need for an investor to have a 7-year investment when many of these loans are a different term. So we think there are ways that we can get better adoption, but I think there are some technical challenges there right now.

Senator COLEMAN. Two other areas of concern in the time that I have. One, a number of my colleagues talked about the role that the SBA can do as an advocate for small business in trade and trade opportunities. We deal in a global economy and small business is an important part of that. SBA has the position of Associate Administrator for International Trade, my understanding is, and I think it is important that we move quickly to fill this position. Is that position still vacant?

Another position is the small business representative position at USTR. Do you know if this position is still vacant, and can you give me a sense, if it is, about how quickly SBA can fill it?

Mr. PRESTON. The first one is somebody who just left last week, and we are out there with a search right now. That is a very important position. We are looking for a strong candidate there.

The second one, we have somebody designated for the USTR position and we are just working through the details.

Senator COLEMAN. OK.

Mr. PRESTON. And a very talented individual who is coming from the agency.

Senator COLEMAN. My time is up. I want to again associate myself with the concerns raised by the Ranking Member in regard to the Microloan Program. SCORE and the other programs, they are great, but they are usually in response to folks coming to them, and with the microloan, what you have are these institutions who are going to be raising costs and they have been geared to reaching out. So strictly on paper, it may look like, well, we are shifting something over to folks who are capable of doing things, but the whole mindset is different.

The Nobel Peace Prize is given internationally to the creator of microloan programs. I travel all over with the Foreign Relations Committee with the Chairman, travel around the world, and microloans are seen as one of the great avenues of opportunity to get capital in the marketplace, and it just seems like we keep squeezing it here. So I appreciate that we are beginning to recognize it, but I still think that we have too many limitations on something that internationally we applaud, but domestically, we seem to have a problem fully embracing.

Thank you, Mr. Chairman.

Chairman KERRY. Thank you very much, Senator. I think we all agree with you about the Microloan Program.

Senator Isakson.

Senator ISAKSON. Thank you, Senator Kerry. I apologize that I missed your testimony. I came in the middle of Senator Snowe's questions on microloans and I am following Norm Coleman on microloans, so why don't we keep talking about microloans for a minute, because in trying to catch up and read the briefing paper that I have here, if I am right, the last 3 years, the Administration zeroed out the Microloan Program, is that right?

Mr. PRESTON. That is correct.

Senator ISAKSON. And this year, you are recommending not zeroing it out, but you are recommending going to a zero-subsidy program?

Mr. PRESTON. Recommending going to a zero-subsidy program with authorization to lend up to \$25 million.

Senator ISAKSON. OK, and that zero subsidy is accomplished through the increase in fees and the change in the interest rate?

Mr. PRESTON. It is almost entirely accomplished by asking our resource partners to provide the training and counseling services that are now in a grant to the microlenders. It is about a \$15 million—

Senator ISAKSON. That is on the technical assistance side?

Mr. PRESTON. Technical assistance side. Of that \$15 million or so, just over 1 million of it is in the interest—between \$1 and \$2 million is in the subsidy. So it is primarily the technical assistance that is the cost factor.

Senator ISAKSON. So you are asking the Development Centers and the women's advisory groups to take over technical assistance?

Mr. PRESTON. That is correct.

Senator ISAKSON. And reduce your budgetary responsibility in that area?

Mr. PRESTON. That is exactly right.

Senator ISAKSON. All right. What is the increase in the fees to the microloans?

Mr. PRESTON. The increase in the cost to the microlender has to do with what we lend them money at, and that would go up from this year to next just over 2 percent. Right now, we provide them funding at a below Treasury level—

Senator ISAKSON. Two below Treasury to 1.6 above?

Mr. PRESTON. It is about a point below Treasury to a little over a point above.

Senator ISAKSON. But that ends up being—

Mr. PRESTON. 1.6—

Senator ISAKSON.—just under 6 percent, right?

Mr. PRESTON. Yes.

Senator ISAKSON. On the 5-year—

Mr. PRESTON. It would still be under 6 percent.

Senator ISAKSON. Which is 2.5 percent below the prime rate, or two-thirds of the prime rate.

Mr. PRESTON. Right.

Senator ISAKSON. I came in late and I know I am getting ready to ask for trouble. What is wrong with that? What was the negative about that?

Mr. PRESTON. Well, it is what we are proposing, so we think it would provide microlenders funding at a rate that is significantly better than they could get in the private market.

Senator ISAKSON. I was in the real estate business and the housing business, I was not in the SBA business or small business, but these microloans are designed to reach people that aren't reached by traditional sources, is that correct?

Mr. PRESTON. Yes, they are.

Senator ISAKSON. In fact, aren't the only sources they have otherwise generally the B, C, and D lenders, who charge exorbitant rates?

Mr. PRESTON. Yes, I think in some cases. I think also in some cases the banks are increasingly getting into these markets, but they are reaching people that other people don't reach today.

Senator ISAKSON. So as a comparison to—I like the Microloan Program. I was reading in here your default rate is 1 percent, is that right?

Mr. PRESTON. The default rate is very low, yes.

Senator ISAKSON. And 50 percent, 45 percent of the beneficiaries are women or minorities.

Mr. PRESTON. Yes.

Senator ISAKSON. I commend you for going the opposite way on zeroing it out. Obviously, the cost of these programs to the borrower or to the microlender who passes on costs are an important question, but I will just say from my experience, 6 percent is not an unreasonable rate of interest at an 8.5 percent prime rate, and if it sustains the program at a zero cost, it seems like a win-win for the potential borrowers and for the government.

Mr. PRESTON. Thank you.

Senator ISAKSON. That is the only thing I had to say. Thank you, Mr. Chairman.

Chairman KERRY. Thank you, Senator Isakson. We appreciate it. We appreciate the observation.

I just have a few more questions. The record is going to remain open and we are going to submit some questions in writing from other colleagues and I will also do so.

But just following up quickly on the microloan things, since that is the topic, I notice that the Administration as part of its economic development program for Iraq is to use microloans. It is interesting that they think it works there, and we are not willing to use it in some of our communities here, so I will just make that observation very quickly. I know it is above your pay grade as a major decision, Mr. Administrator, but—

Mr. PRESTON. Well, I also think, Senator, there is a very well extensively developed micro lending industry here, aside from what we fund. So micro lending is not just what we fund. There are many microlenders in the economy outside of this program. And we only represent a portion of their funding, as well.

Chairman KERRY. Well, there are some outside of it. I mean, I understand that, but there is much greater demand than there is supply, would you not agree?

Mr. PRESTON. I don't have any demand statistics in front of me, but the larger microlenders, I mean, go up to \$1 billion in assets, and our—

Chairman KERRY. What is the total we are putting into micro lending through the SBA now?

Mr. PRESTON. Last year, we put roughly \$18 million.

Chairman KERRY. Eighteen million?

Mr. PRESTON. Yes.

Chairman KERRY. And I believe that the Administration has suggested we need to eliminate about \$20 million from micro lending?

Mr. PRESTON. Well, our authorization request is up to \$25 million, so it would allow us to expand that number.

Chairman KERRY. Do you know how much we are sending to Iraq?

Mr. PRESTON. Do I know—

Chairman KERRY. For micro lending?

Mr. PRESTON. No, I don't.

Chairman KERRY. We are, American taxpayer dollars—

Mr. PRESTON. I don't know.

Chairman KERRY. Two-hundred-million. Two-hundred-million for micro lending in Iraq, and we are cutting for lending here. So I think you can understand the frustration of Members of the Committee with respect to that.

Let me just come back to what I wanted to ask you. There was this loan fraud issue out in Michigan and I just want to ask you quickly, can you explain how that kind of repurchasing, the \$28 million of repurchasing out of one office by one lending officer? The SBA's IG suggested that we examine the centralization of liquidation functions a few years ago and I think that you have described in your testimony that the loan monitoring system is state of the art. Where is the gap here?

Mr. PRESTON. I think it is a fairly complicated issue. The first thing I would tell you is most of these loans were done in the 2001-ish timeframe, so at that point, we were just beginning to institute an Office of Lender Oversight, which has since that time been dra-

matically expanded and we continue to improve the methodology which we have to look at behavior in those portfolios.

I will say, however, though, for the most part, our lenders, the process we have in place is to go in there, look at the quality of their processes, provide them oversight, look at the behavior in their portfolios, but we don't look at every loan that they make. They make the loan. We guarantee it. In many cases, it is an automated process.

Chairman KERRY. Have you changed the system now to respond to that particularly?

Mr. PRESTON. Yes. The system is dramatically better than it was back then already. What we are doing right now is, and I think any time something like this happens, it is incumbent upon us to understand what went wrong, why it went wrong, and whether or not we need to improve our processes as a result of it. So we are working with the IG. We are speaking with people from the FDIC—

Chairman KERRY. Are you looking beyond that sort of one circumstance—

Mr. PRESTON. Absolutely.

Chairman KERRY [continuing]. To see whether or not there—

Mr. PRESTON. Absolutely, because it is really two things. It is understanding the quality of the portfolio and it is our role as a regulator of these entities.

Chairman KERRY. OK. Now, on the Small Business Development Centers, they are going to get—I mean, as Senator Snowe has raised, there is just this massive reduction. The average SBDC is going to get approximately 19 percent less Federal funding in 2008 than it got in 2001. The effect is felt nationwide. SBDCs are closing centers, cutting back on services. The counseling clients numbers have decreased steadily since 2004. Counseling hours overall have been decreasing. Are you worried about the decline in services provided by SBDCs?

Mr. PRESTON. First of all, Senator, I want to look at that data more in detail because they have moved from tracking primarily number of businesses counseled to long-term counseling sessions, and so I don't know specifically what data you are looking at, but I would want to dig into it more and I would commit to do that with your staff.

Chairman KERRY. I would like you to do that, and maybe you could do that before we close this record in a couple of weeks. I would like to have that response as part of the record.

Mr. PRESTON. OK.

Chairman KERRY. You know, SBDC clients generate \$2.82 in revenue for every dollar that is spent by the U.S. Government on the program. It sounds like a pretty good investment to me.

Mr. PRESTON. Well, they are terrific partners and they do a great job—

Chairman KERRY. Why are we cutting it?

Mr. PRESTON. We are not their primary funding source. We provide a base level of funding and then they have the ability to expand beyond that by going to private sources or other sources. We are actually working right now with the Women's Business Centers and we will be talking to the SBDCs about putting in place best

practices for fundraising externally and we are dedicating our staff to help them be more effective to expand their funding sources.

Chairman KERRY. Well, again, just from a large policy point of view, and I know you probably fought for this and I am sure you asked for money, or I hope you did, but I just want the record to reflect that it is unbelievably myopic to be reducing an investment that returns greater revenue to the Federal Government. It just is such a no-brainer that we are going in the wrong direction and, I think, shortchanging ourselves. That brings up the last question I want to ask, at least on the record publicly today, which is about the agency morale.

The morale at the agency was ranked, I think, as low or the lowest or the second lowest of any agency in the government. I think it was lowest, as a matter of fact. Where is agency morale today and how do all these reductions continue to make your job difficult?

Mr. PRESTON. Well, I haven't gotten a complete briefing, but you will also find that the 2006 survey, which was as of June, will reinforce what you may have been referring to, and the 2004, as well. I think we have made terrific strides there. We have taken a hard look at the causes for morale, the low morale. They are very concerning to me. The last thing we want in a service organization is low morale. We have surveyed our employees additionally. I have spent many, many hours with people and I can comment on it now, but I would want to spend time sharing with your staff what we are doing.

I have to tell you, I think if you walked into any one of our offices, or you are welcome to call any district office in the SBA and ask them if morale has changed in the last 6 months, and I would feel very good about what you would hear.

I will also be changing the goals of the agency, and we will be having goals in place in our district offices and the headquarters that focus on the items that I believe are driving the low morale. So it is something I am terribly concerned about, but I do think we are making a lot of progress there and I appreciate your concern on that.

Chairman KERRY. Well, we are concerned about it, and obviously all of the questions here asked by all of the Members go to some of the reasons for that morale problem and we are going to try to address them in whatever ways we can here on the Committee.

Let me just correct myself. I am going to leave the record open for 1 week because we have another hearing coming up next week on the impact of global climate change on small business, and so we will put you under the gun a little, but I promise not to flood you with a lot of ridiculous, extraneous, overly burdensome requests.

Senator Snowe.

Senator SNOWE. Thank you, Mr. Chairman. Just a couple more questions.

One on government contracting. You mention in your testimony a \$500,000 request to say how to reengineer the SBA's government contracting and technology programs, including 8(a), HUBZone, Small Business Disadvantaged Program, women-owned small business, and service-disabled veterans small business program. But since 2003, the SBA Government Contracting and Development Of-

office has been evaluating 21 different reports. The SBA Inspector General, the GAO has issued numerous reports on the contracting issues, issued advisory opinions, and many of the recommendations remain unimplemented.

I don't know if you have had a chance to review some of those recommendations. I would recommend that you look at them very carefully and try to initiate as many as you can. For example, GAO's 2004 recommendation is the SBA expedite publishing of a best practices guide on unbundling Federal contracts. The GAO's and the IG's 2005–2006 recommendation is that the SBA scrutinize the 8(a) mentor protegee program for funding by large businesses. And the IG's 2003 recommendation is that the SBA have sufficient information from companies certifying themselves as small businesses.

So we have so many recommendations and proposals that have been evaluated time and again. We know what the problems are. I would hope that you would move aggressively on this front. Furthermore, I think what is disconcerting, and I have introduced legislation on this question, but it is still amazing to me that it is—if SBA does not object to a contract to a large company that fronts as a small business within 10 days, that award goes forward. I mean, it is totally unacceptable. It is unconscionable. So we are obviously going to have to address that question.

But I think that this is an area in which I believe you should move vigorously and aggressively to put in place as many as you can on a regulatory basis, and we likewise will do it on a legislative basis, because this bundling of contracts, the fronting by large businesses, we are replete with examples of how large companies have confiscated these set-asides because they masquerade as small businesses. So I think it is really something that we have to get a handle on. I mean, I am just telling you, there are so many reports out there. There have been so many GAO reports, I mean, advisory opinions galore. So we ought to be able to move to implement some of those recommendations, and those that you can't, we will and we should.

But this is one area that should be beneficial to small businesses. I mean, you are talking about \$400 billion worth of Federal contracts. Clearly, we should reinforce this as an avenue for small businesses to create jobs and retain jobs.

I am concerned about HUBZone programs, for example. I understand that—you mentioned in your budget that the interest in HUBZone contracting programs has been declining among Federal contracting officials and companies alike, and your budget further states that Federal agencies are not using the HUBZone programs. Here is another avenue for access to the contracting programs, and yet it is not being utilized. It is underutilized. I know it is in my State and it is across the country for a variety of reasons. I don't think we are doing sufficient outreach, frankly. I mean, you have to assist companies to be certified as HUBZone eligible. But more than that is agencies are lethargic when it comes to helping small businesses and opening the doors for small businesses and the opportunities their agencies could otherwise present.

I think that we have to address some of the enforcement actions that are essential in these categories. Do you have any ideas or suggestions? Have you evaluated any of these recommendations?

Mr. PRESTON. Yes. You have rightfully acknowledged, Senator, that there is a long list of opportunity and we have begun getting after a number of those items. I know, for example, on the issue with objecting within 10 days, we have already proposed that we be able to hold our State contracts under protest, and so that is something we have made some progress on.

We are also trying to drive a lot more transparency into this process by getting accurate data from the agencies, ensuring that it is right, and driving scorecards that are good, honest reflections of their progress. We intend to make those public. I think I have got a very good working relationship with Paul Denett, who is the head of OFPP, and I think together, we are going to make some good progress here. But there is a lot of good historical guidance here and it is a long list, and I think we will make a lot of progress, but there is a lot of work to do.

Senator SNOWE. Well, I would ask you if you would report to the Committee on the progress that you are making in this area, because I do really think it is essential and imperative that we aggressively pursue the kind of changes that are going to make a difference in the contracting process that otherwise will not occur, frankly.

Mr. PRESTON. Yes.

Senator SNOWE. I think that the SBA has to be the advocate and the ombudsman in many ways for small businesses throughout the agencies and I think the more aggressive you are and the employees within SBA, I think the more likely things will turn about with the agencies. Otherwise, it is just the path of least resistance and that is what is happening in many of these agencies. Either by default or otherwise, it happening. I think that that is one easy solution to helping small businesses. I mean, the \$400 billion is going to be spent, so why not benefit the entrepreneurs of America.

One other question. Our staffs traveled in October to visit the SBA disaster processing center in Fort Worth, Texas, and tour the facility and witness the accelerated disaster initiative that has enabled the agency to more efficiently process many of the disaster loans, and it is certainly making progress, as I said in my opening comments, that the agency has already disbursed under your leadership \$5.2 billion of the \$10.9 billion approved following the hurricanes of 2005. Why is there such a gap?

Mr. PRESTON. Yes.

Senator SNOWE. I mean, many have canceled their loans, and I think it speaks to the question that Senator Landrieu was referring to about the 20,000 businesses that have just sort of closed down.

Mr. PRESTON. Yes.

Senator SNOWE. Why is there a gap between those approved and those disbursed? What is happening there?

Mr. PRESTON. I think there are a couple of reasons. First of all, you start at about \$10.8 billion. I think about \$7.2 billion is what ultimately represents people that are asking for disbursements. The difference is people who have either got insurance proceeds, not needed all the loans, canceled for some reason. Many of those

people are canceling because they have other resources or insurance money.

I cannot—I have to say, if a small business hasn't gotten a loan for a year, there is a possibility that they would have had challenges or had to get the money elsewhere. So I can't say in good faith that none of those people left us because they couldn't get their money in time. I think that was probably an issue. So being more responsive in the future is critical to getting that money into their hands.

But I do have to say, it is very common to have a high level of cancellations, because legally we don't lend where people get insurance proceeds. They get insurance proceeds along the way and then that cancels the loan.

So we are really down to about \$1.8 billion that is yet to be disbursed, and what we are finding is—that is about 22,000 people. Almost 19,000 of those people have already begun getting money, so they are rebuilding. They are in the process somewhere. But we still, I have to tell you, and Senator Landrieu knows this chapter and verse, a lot of people can't get contractors. A lot of people can't afford insurance right now. There are all sorts of other impediments, and we are really down to that core that is just having a terribly difficult time moving ahead. Thank you.

Senator SNOWE. Thank you. I appreciate it. Thank you, Mr. Administrator. I hope you will look at this program. I don't know, has this pamphlet been updated since—have you seen this?

Mr. PRESTON. There is a lot of progress that has been made beyond that document, but I do look forward to seeing that to make sure that we understand what Senator Landrieu has been looking at. Yes.

Senator SNOWE. Thank you.

Chairman KERRY. Thank you very much, Senator Snowe.

When would you report back to the Committee on what Senator Snowe has asked on the progress?

Mr. PRESTON. On the progress on the government contracting issues?

Chairman KERRY. Correct.

Mr. PRESTON. Let me—if you could give me a couple days to get back to you and look at those specific items, I will give you a time-frame within 48 hours.

Chairman KERRY. Thank you. And just two quick wrap-ups. The fiscal and transfer agent contract for servicing 7(a) loans expired and has been extended twice. The central servicing agent contract for the 504 loan program has expired and been extended four times. When will the Request for Proposal for each of those be published so that bids can be submitted?

Mr. PRESTON. I don't have a date for you right now, but I will get that for you, also.

Chairman KERRY. If you would get back to us.

The budget does not provide funding for the SBA's largest loan program, and the Administration characterizes this—I am quoting you, as savings of approximately \$100 million to the taxpayer. But the funding of this program comes from lenders and borrowers who pay fees. They are also people who pay taxes. How do you reconcile those statements? I mean, is it a savings to the taxpayers if it

comes out of the taxpayers' pocket, just a more limited group of them? I mean, isn't that a mischaracterization that it is, in fact, a savings to the taxpayers? It is a savings to some taxpayers, but it is a burden to others.

Mr. PRESTON. Senator, I think when you look at the context, look at these fees in the context of the overall program, the cost a borrower incurs to lend money for a number of years, they are both very—it is a very low cost relative to the overall cost of a loan when you look at what has been subsidized historically. I would also note that we fund over \$100 million in administrative costs that we don't pass through. Historically, when the funding has run out in these programs, it has been very detrimental to the banks' ability to market them.

Chairman KERRY. What you are talking about is justifying the rationale for doing what you are doing. I am not trying to argue the rationale with you, I am trying to argue the characterization. It seems to me incorrect to be claiming a savings to the taxpayer when, in effect, the taxpayer is paying for what you are saying is savings.

Mr. PRESTON. I think the taxpayer would fund \$100 million if we subsidize this.

Chairman KERRY. Say that again?

Mr. PRESTON. I think it is a cost to the taxpayer.

Chairman KERRY. If you are shifting that cost, the so-called savings to the taxpayer is in effect being charged off against the business and others as a fee—

Mr. PRESTON. It is a fee to cover the delinquencies in the program rather than a tax—

Chairman KERRY. But the lenders and borrowers are paying it, correct?

Mr. PRESTON. The lenders and borrowers pay the fees that cover the cost of the program that they are taking—

Chairman KERRY. That formerly was covered in the direct subsidy. You say that is a savings to the taxpayers. My point is it is a savings only to some taxpayers. I just don't think the characterization is a fair characterization.

Mr. PRESTON. Point well taken.

Chairman KERRY. I think it is cost shifting and it is something that the Committee has been concerned about for some time, that the very people that we are actually trying to help are in effect being helped less than they might be, and the program is therefore being more narrowly made available than it might be because of the cost addition. We are not going to resolve that now, but it is fundamental to sort of the Committee's feeling as a whole that these costs have been counter to what we intended and what the program was intended for.

Mr. PRESTON. I will tell you, it is my opinion that there are many other things we could do that would have a much greater impact on our ability to expand our reach in these programs than a slight reduction in the fees.

Chairman KERRY. And they will be, and we would be happy to work on identifying those and on trying to figure out how to augment them. I mean, it would be good to do. Whatever the least cost,

most effective way of doing it is, we are all for that. So it would be good.

Mr. Administrator, we will leave the record open. We appreciate your being here today.

Mr. PRESTON. Thank you very much.

Chairman KERRY. Thank you very, very much.

The Committee is adjourned.

[Whereupon, at 11:42 a.m., the Committee was adjourned.]

APPENDIX MATERIAL SUBMITTED

**Questions for the Record for Senator John F. Kerry, Chairman
Small Business Committee Hearing on Small Business Administration FY08 Budget
Hearing**

FY07 Appropriations:

- In the hearing, we discussed the FY2007 funding for the SBA. I asked for confirmation that the SBA would follow the direction in H.J.Res. 20, the "Revised Continuing Appropriations Resolution, 2007," to provide funding for the SBA in FY2007 based on the FY2006 levels. According to PL109-108 and Report 109-272, the conference agreement making appropriations for the SBA for FY2006, the conferees expected "no less than" \$128.5 million to be dedicated to the noncredit programs. **Yes or no, will the SBA provide \$128.5 million to the non-credit programs, and adhere to the line-items?**

RESPONSE: Yes, SBA will provide in FY 2007 the same level of funding to the non-credit programs as in FY 2006 and will adhere to funding the specific line-items. However, the net level of funding for the non-credit programs totaled \$126,858,798 in FY 2006 due to two across-the-board rescissions, one of 0.28 percent and a subsequent rescission of 1.0 percent from the conference provided level of funding of \$128.5 million. Each of the line items funded in FY 2006 were reduced by the two rescissions and this funding level remain the same in FY 2007.

Legislative Package:

- **As part of the budget process, the Committee should receive a legislative package from the SBA. The Committee, as of March 8, 2007, still has not received the package. When will the Committee receive the SBA's legislative package?**

RESPONSE: The Legislative Package was sent to the Committee on March 30, 2007

Health Care/SCHIP Enrollment Initiative:

- **In the hearing, I asked you to get the SBA involved in educating small businesses about the availability of SCHIP. This is important because of the 47 million uninsured in this country, an estimated 9 million are children, and of those, an estimated 2 million are eligible for SCHIP and are from families that are self-employed or work for small businesses. I specifically asked if you would consider posting a link on SBA's website for businesses to access information and experts regarding SCHIP eligibility and enrollment. I was very pleased that you were agreeable to this. Please tell us what department will be responsible for following through on this project and who will be the contact.**

RESPONSE: The Policy office will be responsible for the follow-through on this project. SBA expects to have this completed shortly concurrent with our website repair project.

Disaster Loan Funding:

- **Please explain in detail your assumptions in building this year's budget for disaster loans, with respect to administrative and program funding needs. Is it safe to assume that SBA will not be asking appropriators for emergency funding or for transfers during FY08?**

RESPONSE: The fiscal year 2008 budget is based on the five year historical average level of disaster lending, excluding extraordinary events such as hurricane Katrina. Disasters by their very nature are unpredictable as to their frequency, location and extent of insured and insured damage. To the extent that demand for disaster loan activity exceeds the five year average there may be a need for emergency funding or transfers if carryover funds are not sufficient. Because SBA cannot guarantee the disaster activity, SBA cannot reasonably guarantee it will not request additional funds.

In addition, the assumptions SBA used to develop the subsidy rate of 16.27 percent for the 2008 submission are:

- Estimated lifetime defaults: 24.01 percent of disbursements.
- Recoveries: 15.56 percent of defaults.
- Prepayments: 10.33 percent net of lost principal and interest from prepayments.
- Average loan maturity: 21 years.
- Average borrower interest rate: 3.94 percent.

- **You testified before the Small Business Committee in the House of Representatives on staffing levels for this program. During your testimony, you stated that your chief concern is continuity in maintaining staff levels. Please detail how this budget accounts for maintaining a level of staffing that is responsible and would be able to be mobilized quickly in the event of a large scale disaster.**

RESPONSE: The budget request provides for sufficient staffing levels to support the five year average level of disaster loan volume and provides for sufficient funding to support training and related cost to maintain a reserve staff of approximately 1,000. SBA has estimated that such level of staffing will enable the agency to mobilize and respond quickly to a large scale disaster. When the Administrator testified his concerns were directed at staff levels several years from now.

Disaster Assistance Reform:

- **One of the proposals included in S.163, the Small Business Disaster Response and Loan Improvements Act of 2007, is for SBA to update its hurricane response plan for future disasters. In our budget hearing, Senator**

Landrieu presented you with a document that was used by SBA disaster responders as a response plan. You testified that you had no prior experience with this document, but that the agency is working on its comprehensive disaster plan. Does SBA have a comprehensive hurricane response plan in place in the event that another large scale disaster occurs? Is this plan available for review by Congress?

RESPONSE: SBA has completed the initial draft of several sections of a Disaster Response Plan. Several components have been already been implemented while the plan undergoes final review and development. For example, the newly developed and enhanced scalability and forecasting models are being utilized. Systems upgrades have been made and will continue. Space and infrastructure improvements have been made to provide for additional surge capacity. Once the plan has been completed it will be available for review by the Congress.

Lowering Loan and Venture Capital Fees:

1. **I am very pleased that the budget proposes to reduce fees for 7(a) loans, 504 loans, and SBIC investments. However, there have been mixed reviews about which fees are reduced.**

More specifically:

- **7(a) Loan Program - The Committee has heard complaints that the budget proposes to only reduce lender fees and not borrower fees. Is that the case? Please explain.**

RESPONSE: The Small Business Act states that the ongoing lender fee is set "...in an amount established once annually by the Administration in the Administration's annual budget request to Congress, as necessary to reduce to zero the cost to the Administration of making guarantees under this subsection." Upfront fees, those typically referred to as borrower fees, are paid by the lender within 90 days of the guaranteed approval. The upfront fees may be passed on to the borrowers by the lenders.

Lowering the ongoing annual fee on lenders in the 7(a) program provides a more stable fee calculation that both lenders and borrowers have indicated is important to them.

The fee structure for the 504 program is different from 7(a), in that 504 has a "one size fits all" fee structure, while the 7(a) structure is tiered. It is difficult to estimate how many loans will land in each tier, under 7(a) hence the ongoing fee is the more logical fee affecting all loans equally.

- **7(a) Loan Program - The borrower fees currently in law were recommended by the SBA/OMB. There is concern that small businesses pay as much as \$50,000 in SBA fees on the largest loans when a commercial loan would charge much less, around \$20,000. By how much could that fee be reduced and still provide relief to the lender as well?**

RESPONSE: The borrower fees currently in law are the same fees established by law since 1995. The average 7(a) upfront borrower fee for 2008 is estimated at \$2,925. During fiscal year 2006 SBA approved over 97,000 loans and only 351 of them were for the \$2 million maximum loan amount. The maximum upfront fee a borrower with a \$2 million dollar loan would pay is \$53,750. Of the 757,000 loans SBA has disbursed since October 1, 1987; fewer than 4,000 have been for \$1.5 million or more. However, there is a maximum guaranty fee for a \$2,000,000 loan: $(\$1,500,000 \times .035 = \$52,500) + (500,000 \times .0025 = \$1,250) = \$53,750$.

Upfront fees could be reduced by 21 basis points for 2008 if the ongoing lender fee was set to the maximum of 55 basis points (49.4 basis points in our 2008 submission). Basically, 4 basis points in upfront fees roughly equals 1 basis point in ongoing fees.

- **504 Loan Program - We understand the SBA is proposing to eliminate one fee and raise another. Please explain.**

RESPONSE: The 50 basis point upfront borrower fee was reduced to zero and the ongoing fee was increased from 1.8 to 2.1 basis points to maintain a zero subsidy rate. The average 504 borrower will save \$2,705 during the life of a loan.

- **SBIC Debentures - There is concern that legislating a fee reduction would upset the current balance of fees that keeps the program at zero subsidy/from requiring an appropriation. How would the new fee structure work, and what impact would it have on the need for appropriations or the other fees paid by the SBICs?**

RESPONSE: The annual fee for SBIC Debentures was reduced to attain a zero subsidy rate for 2008; reducing the fee will not result in any additional appropriations. SBA is not proposing a new fee structure or proposing any new fees for SBICs in the 2008 submission.

2. **In our Committee's reauthorization package last year, we increased the 7(a) program's loan size to \$3 million, and increased the guarantee percentage to \$2.25 million.**

- **Does SBA support these increases?**

RESPONSE: SBA does not object to an increase in program size.

- **What would those changes be worth in basis points?**

RESPONSE: Increasing the loan size would reduce the ongoing fee by 2.4 basis points to 47 basis points.

- **If they were enacted and implemented, by how much would it decrease the program's subsidy rate, if the program had appropriations?**

RESPONSE: Increasing the loan size would reduce the subsidy rate about 6 basis points.

3. **Regarding SBA's Office of Financial Assistance, is it true that since 2002, full-time staff has been reduced from 56 persons to 34 and several top management jobs have been unfilled or filled on an "acting" basis for more than 8 months?**

RESPONSE: OFA staff in headquarters has declined. Some of those staff members were transferred to Herndon when the Guaranty Purchase Center was established. The Associate Administrator position has been filled in an Acting capacity since September, 2006 and the Deputy position has been filled in an Acting capacity since April of 2006.

What are your staffing recommendations for that office?

RESPONSE: The agency is working to fill the two senior management positions. Both were advertised in the fall. Interviews have taken place and we expect to announce a selection for both positions shortly.

- **SBA's finance programs are technical and it is important to plan for eventual retirements of senior staff before the expertise is lost. What is SBA doing to retain the senior staff and train incoming staff?**

RESPONSE: SBA has recently announced a mid career training program that is open to agency mid-career managers, including staff in the office of financial assistance. This is in addition to enhancements in the Agency's training programs that have already been announced.

Contracts for the Servicing of 504 Loans and 7(a) Loans:

In the hearing, we discussed the servicing contracts for the 7(a) and 504 Loan programs and there was agreement that you would get back to the Committee with a date for when the contracts would be put out for bid. As you may recall, there is concern that the contracts have been extended two to four times rather than put out for bid, and the Committee does not want anymore extensions.

- **When will the "Request for Proposal" for each of these functions be published so that bids can be submitted?**

RESPONSE: The RFP for the Central Servicing Agent Contract was published in Fedbizopps on April 2, 2007. We expect the Fiscal and Transfer Agent contract to be published soon.

Microloans:

- **Based on current loan-to-technical-assistance ratios, how much would it cost to provide technical assistance until the outstanding loans are repaid? Please explain.**

RESPONSE: The Administration has proposed that the SBA's resource partners will provide this technical assistance instead of providing grants to the micro lenders. If grants are provided, the cost over the next 10 years will be between \$80 and \$90 million dollars based on the current grant percentage of about 16% of the balance outstanding. This estimate is based on the current balance in the portfolio of about \$100,000,000 in loans outstanding to micro lenders.

- **The SBA requested a program level of \$25 million for micro loans. How much technical assistance funding would be needed to support that level given the most recent ratios of loan level to technical assistance funding?**

RESPONSE: In the first year, \$4,000,000 would be needed to maintain the current grant level of about 16% for \$25,000,000 in loans. This amount would decrease each year as the balance of the loans decreased.

7(a) LowDoc Loans:

LowDoc loans served many states that have small and community banks that make few SBA loans. We continue to hear complaints that SBA eliminated this program. The Administration's argued for eliminating the program because it contended it was rarely used, that the program was "not a significant source of loans to rural communities," accounting for only 2.6 percent of total 7(a) loans. However, that was a national perspective and ignored the state impact, particularly in rural states. The program was very important to states like Iowa that still in 2005 got 41 percent of loans through LowDoc. Minnesota 15 percent; Missouri 19 percent; Montana 27 percent; Nebraska 29 percent; North Dakota 27 percent; South Dakota 45 percent; and Wyoming at 25 percent.

- **How many basis points is 7(a) Low-Doc program worth?**

RESPONSE: About 14 basis points.

- **SBA said this program had the highest delinquency rate, liquidation, and purchase rates on these loans. But SBA made the underwriting decisions on these loans, and was at fault. Why can't SBA improve its loan approval process?**

RESPONSE: 7(a) loan processing has been centralized in Sacramento, CA and Hazard, KY. As part of the centralization, underwriting processes have been evaluated and improved. Processing, servicing and liquidation all play a part in whether a loan is successful. SBA believes that the centralized processing of 7(a) loans not using delegated authority effectively eliminates the need for low doc.

- **SBA said 7(a) Community Express was a substitute. Doesn't a lender need to have "preferred lender status" to make those loans?**

RESPONSE: No, a lender does not have to have preferred status to apply to participate in the Community Express program.

- **What is the default rate for the Community Express program, and how many basis points is that program worth?**

RESPONSE: We do not have sufficient historical data for the program to compute a meaningful default or recovery rate. The program currently costs about 6 basis points.

Loan Monitoring/Loan Fraud

The Agency ran into problems with its loan monitoring system recently, with 19 arrests made because of fraudulent loans. The system did not detect that \$28 million in repurchases was coming out of one office, by one lending officer.

- **How did this happen?**

RESPONSE: SBA's Loan and Lender Monitoring System (L/LMS) is not designed to detect fraud. L/LMS is designed to focus on the relative level of credit risk a lender and its portfolio represents, so that SBA can determine whether it should take any protective action against that lender. It does not have the capability of reviewing loan documentation, collateral, or use of proceeds to detect possible instances of fraudulent activity such as the alleged fraud that was committed in this case. Investigations of this type and magnitude are the primary responsibility of the Office of Inspector General. Our most recent examination of the lender in question detected high default rates for loans originated by that office. However, when we contacted the Office of Inspector General to report the problem, we were notified that OIG was already investigating the loans.

With regard to the fraud allegations in the referenced case, such activity was possible due to the collusion between the loan officer and other participants who, due to their role in the transaction process, were able to cover up the purportedly fraudulent activity. For example, one of the participants in the scheme (who worked at a nationally regulated financial institution) appears to have provided fraudulent copies of cashier's checks as evidence of the borrower's injection of equity into the transaction. The scheme was also designed to thwart the lender's own internal controls. The alleged fraud and false documentation was uncovered initially by the secret service and grand jury to subpoenas of bank records that confirmed that the borrower had not made the equity injection indicated by the cashier's checks. Fraud committed by an insider familiar with an organization's internal controls can be difficult to recognize; the Inspector General and a federal financial regulator with whom we have discussed the issue of fraud have both indicated that it is even more difficult to find fraud when there is collusion among participants in the transaction. Therefore, it is highly unlikely that even an individual SBA review could have detected this intricate fraud.

- **In the hearing, you said that the system "is dramatically better than it was back then," referring to the "2000-ish time frame" when the loans were originated. Please explain how the system is dramatically better. Has the SBA changed its loan monitoring system to mine the data to see what is happening by state or by branch or by lending officer for a bank or lending institution?**

RESPONSE: Since FY2000, SBA has implemented a number of policies, procedures, tools, and systems to provide oversight of lenders and monitor loan performance for the 7(a) and 504 guaranteed loan programs. The Office of Lender Oversight (OLO) has established a system of risk management that includes an off-site monitoring process for all lenders, more comprehensive on-site reviews and examinations of larger and riskier lenders, and improved communications between SBA offices regarding lenders whose activities may require closer scrutiny. None of these capabilities existed in 2000.

SBA has the ability to perform some higher-level data analysis through its L/LMS system. For example, L/LMS does have the capability of performing lender data analysis by state or district office, provided that the lender's branch office activity mirrors either state or district office boundaries. However, we currently do not have the capability of performing data analysis by loan officer, because such information is outside the scope of data currently collected by SBA and this is the responsibility of the lender.

- **What other changes are being made to reduce the opportunity for fraud?**

RESPONSE: As part of its effort to improve the possibility of detecting activities that might be indicative of fraud, SBA is enhancing the relationships between internal operating units to ensure that everyone has the same information available when making lending and lender decisions. In addition, contract auditors, such as Farm Credit, will continue to look for fraud.

OLO is also using its L/LMS system to develop more detailed data analysis that might improve potential detection of fraudulent activities. If OLO's analysis identifies trends that may be indicative of unusual lending activity and loan performance, such information and/or individual cases will be referred to the Office of Inspector General for further investigation.

We are also in the process of reviewing various public databases that might be useful in detecting fraud and discussing with federal financial regulators to determine if there are systems or techniques that might be useful in detecting potential.

- **When did SBA know that the \$28 million in loans were originated from that bank's branch in Michigan?**

RESPONSE: SBA officials outside of the Inspector General's Office first became aware of the \$28 million figure noted in the question at the time of the United States Attorney's press release announcing the indictment of the former official employed by the lender in question in Michigan. From this indictment and those of individuals not employed by the lender but involved in the loans, such as borrowers, we have been able to identify approximately 19 of the loans involved in this alleged activity.

- **How much of the taxpayer money has been recovered from these fraudulent loans?**

RESPONSE: Since the investigation is ongoing, SBA officials outside of the Inspector General's office have not been provided any information outside of the press release regarding which loans the Department of Justice believes may have been fraudulently originated. Based upon the limited information available from the indictments, a list of loans was compiled that we reasonably believe may be among those loans referred to in the U.S. Attorney's press release as potentially fraudulent. SBA is being made whole for the losses on the loans on the list that has been compiled.

SCORE:

My staff has heard from a number of individuals about the methodology that the Administration uses to determine the total program costs of various SBA programs, particularly the SCORE program. The Administration claims that the cost of SCORE has nearly doubled since 2001, although the line-item funding has remained stagnant.

- **Can you explain the dramatic rise in the cost calculations for this program?**
- **Since this is a non-profit program staffed almost exclusively by volunteers with a \$5 million dollar budget, what accounts for the total program cost of \$19 million?**

RESPONSE: The total cost of this program, includes both administrative costs and total grant costs. Administrative costs for SCORE include: compensation and benefits for staff who contribute to this program at regional and district offices; compensation and benefits for HQ staff in Entrepreneurial development who contribute to the program; direct operating budget for the HQ staff; indirect costs such as proportional costs of agency wide costs including telecommunications, rent, unemployment compensation, etc.; overhead costs (a portion of Agency overhead allocated to all programs on a proportional basis). Cost of living adjustments and inflation also contribute to this increase. Other significant costs are an allocation of overhead from the Office of Chief Information Officer for IT investments; indirect costs, particularly security, from both agency wide costs and the Office of Management and Administration; and other indirect and overhead costs. SCORE along with SBDCs and Women's

Business Centers bears a significant share of agency indirect and overhead costs.

US Export Assistance Centers (USEACS, pronounced U-zee-acs):

I am very concerned about the elimination of the USEACs line-item because it limits the oversight ability of Congress. Because there is no line-item this year, we cannot easily determine how much the SBA will spend on this program.

- **Can you tell me right now how much the SBA is projecting to spend on the USEACs program for FY 2008?**

RESPONSE: SBA's Office of International Trade, that has the USEAC program under its domain, calculates that the total budget for international trade programs will be \$5.2 million for both the Headquarters and USEAC field staff. It is calculated that the USEAC field staff portion is approximately \$2.4 million.

- **From 2000 to today, the number of finance specialists at USEACs has decreased from 22 to 15. Would you support increasing this number back to 22?**

RESPONSE: As funding and budget levels permit, SBA would support increasing the number of international trade finance specialists in USEACs where we currently have vacancies. We have just been able to fill the vacancy in the Sacramento, CA-Bay Area USEAC with a new international trade finance specialist.

Oversight of Contracting:

- **Your budget requests an additional 9 PCR's in this budget year and that is a small step in the right direction. Are these new hires full time PCR's or are they SBA employees with multiple duties such as PCR, Commercial Marketing Representative (CMR), Breakout-PCR, etc?**

RESPONSE: The requested nine full time equivalent positions for the Office of Government Contracting are full time procurement center representatives. These positions will be assigned to service specific acquisition agencies to ensure set aside of the maximum number of requirements under all socioeconomic procurement preference programs.

7j Technical Assistance:

The Administration still refuses to fully fund the 7(j) Technical Assistance program. These funds are used to make businesses more efficient, more financially stable, and more competitive. When this Administration came into office, the 7(j) program was funded at \$3.6 million. The SBA operating budget includes only \$1.5 million for 7(j) technical assistance for FY2008, a difference of \$2.1 million - almost a rounding error in some other Agency budgets.

- **Technical assistance and training to our small businesses are important to our national economy's future growth, why is this administration not willing to increase funding for technical assistance programs, such as 7(j) in order to foster competitive advantage for small businesses?**

RESPONSE: We believe we have enough funds because we are working closely with our resource partners (such as the SBDCs) who have the technical expertise. SBA continues to leverage its resource partners to assist in providing the necessary technical assistance to our 8(a) firms. For example, in FY' 07, we partnered with the SBDCs to develop a business assessment tool that will be used to customize individualized assistance required by 8(a) firms. Therefore, we believe that the funds requested are adequate.

- **Please provide the Committee with the number of firms that received SBA funded technical assistance through the 7(j) program over the past five years. Please provide the committee with the names and locations of each facility receiving federal funds to perform technical assistance through the 7(j) program.**

RESPONSE: Please see the attached worksheet for this information.

Line Items/Transparency:

Although numerous members of this Committee have raised concerns that the Administration's decision to eliminate the line-items for program funds undermines the ability of the Congress to perform its constitutionally mandated oversight duties, the Administration continues to eliminate transparency by rolling program funds into larger departmental budgets in its budget requests.

- **Administrator Preston, I am deeply concerned with the elimination of line-items from the budget request. Given the loss of transparency in the management of these programs and the elimination of effective oversight from the Committee of jurisdiction in these programs as a result of the transfer, what explanation can you give this Committee to justify the transfer of program funds from line-item?**

RESPONSE: In the case of funding for a particular non-credit program not showing up as a specific line item but being rolled up into the funding for an operating office within SBA, the program continues to be funded but within the operating budget of an office. It is more appropriate that the funding be rolled into the office's operating budget as that is the office which administers the program. There is no non-credit program office within SBA to oversee all non-credit programs. However, these functions are clearly delineated in Table 8 of our budget.

- **The budgets for the 8(a), HUBZone and several other programs are rolled into the overall funds for the office of Government Contracting and Business Development. Once the line item is eliminated and funding is incorporated into the GCBD budget, who has final discretion over the use of those funds?**

RESPONSE: Final discretion over the use of the funds which are rolled up into major SBA offices rests with the Office of the Administrator, but spending estimates for these programs are clearly delineated in Table 8.

\$500k Study of How Best To Serve 8(a), HUBZone and SDB Community:

Many businesses in socially and economically disadvantaged categories have complaints about the level of service that they receive from the SBA. Your budget proposes spending \$500k to study how best to serve these under-served communities. But, as pointed out in the hearing, this study seems redundant given the numerous GAO and IG reports on programs that serve these communities and on contracting.

- **How will this differ from those studies, what problems do you expect this study to focus on, and what do you expect to do with the results of the study?**

RESPONSE: The numerous GAO and IG reports referenced in your question identified issues and concerns. The \$500 k will be used to fund contract assistance to address those issues and concerns as well as others that may be identified through proven business process reengineering practices and techniques. The end results will be better customer service and ease of doing business as well as quality control and cost effectiveness.

Specifically, the request for \$500,000 is to contract with a firm that would conduct a series of Rapid Improvement Events, Project Management and Change Management Support through Lean Six Sigma.

Lean Six Sigma is a highly structured, rigorous, and disciplined methodology that utilizes data and statistical analysis to measure and improve an organization's operations performance, practices, and systems. Staffing resources in GCBD have become limited due to the loss of key personnel while programs have significantly expanded. Our approach is to be able to leverage the strategies of Lean Six Sigma along with the expertise of headquarters and field staff to improve opportunities and oversight in key program areas.

- **If you get funding, when do you expect the study to be completed?**

RESPONSE: Completion and scope of the process would depend on the amount of funding.

Women's Procurement Program:

We have been waiting since 2000 for the implementation of the women's procurement program when it was passed as part of that year's SBA re-authorization. The regulations to implement the program have yet to be promulgated after years of waiting. This budget does not include any funding for implementation of the women's procurement program.

•Do you expect to implement the program this year?

RESPONSE: Yes, we expect to implement the program during the fourth quarter of FY 2007. Note that draft final regulations are under review by the Office of Management and Budget, and companion proposed regulations have been submitted to the Federal Acquisition Regulatory (FAR) Council for promulgation. Further, the Rand Corporation has completed a study of disparity of women owned small business in Federal contracting. The Agency will use this study to assist it in identification of industries in which requirements may be set aside for completion restricted to women owned small businesses.

• If so, how do you expect to fund implementation?

RESPONSE: In crafting program structure, the Agency has sought to maximize efficiency, and to leverage existing internal resources and shared systems. Therefore, it will fund implementation of the program from existing resources. This will parallel implementation of the service disabled veteran owned small business program, which was undertaken absent a program increase

Women's Business Centers:

- **Given the success and efficacy of the Women's Business Center program why are you asking for less money than was appropriated last year for this program?**

RESPONSE: The WBC Program was designed to provide seed money to start training centers that would be self-sustaining at the end of the grant cycle. The grants require increasing amounts of match, which should, by the end of the grant cycle, leave the women's business center less reliant on federal monies. At the end of five years, it is anticipated that a viable center has established a strong enough base of support within the community and state to be able to continue functioning without SBA support. The centers entered into cooperative agreements with the SBA on this basis. Contact with the 17 graduated centers revealed that 16 of the 17 are still functioning centers.

- **In the past, the SBA has opposed providing ongoing funding to established WBCs. Is it sensible to continue to add new WBCs rather than to build capacity within the very successful existing Women's Business Centers?**

RESPONSE: The Women's Business Center Program was established on the premise that the grants would be used to start self-sustaining training centers whose focus are women, particularly the socially and economically disadvantaged. Most WBCs are initiatives of established community organizations when they enter the program, with some support from the beginning.

Like any business, the strongest and best-run WBCs will survive. A small number may close when the SBA funding ends. The Agency believes that WBCs must prepare for self-sufficiency over the course of their grants.

Sustainability funding centers will have had 10 years to build community support and become viable businesses.

- **I have also heard from many Women's Business Centers about the problems of applying and receiving payments from the SBA. Can you please explain to me why payment to the WBCs sometimes takes months?**

RESPONSE: The WBC's are generally small, inexperienced non-profit organizations with limited resources and are unfamiliar with the paperwork necessary to assure prompt payment. SBA's Office of Women's Business Ownership has recently undertaken several initiatives to expedite and streamline the process. These include developing a manual to provide guidance to the WBCs as well as designating one person in the Office of Women's Business Ownership to review process and recommend payment of the pay requests to the Division of Procurement and Grants Management.

Veterans:

In the initial testimony from Bill Elmore for the Veterans Small Business hearing earlier this year, on January 31, 2007, he mentioned that SBA had hired a veteran contracting official.

- **In follow-up, I would like to know whether that person has started working for the SBA at this time. Please answer yes or no.**

RESPONSE: Yes

SBIR (Small Business Innovation Research) SBIR Program:

- **In the 2000 Reauthorization of the SBIR, SBA was required to adjust the size of SBIR awards to consider inflation. Why hasn't SBA changed the size of SBIR awards?**

RESPONSE: The SBA is considering proposing increases in the thresholds for Phase I and Phase II awards. The proposed increases would adjust for inflation.

- **Staff for the SBA's Office of Technology that is responsible for managing the SBIR program at the 11 participating agencies and departments, has decreased by 50 percent while the SBIR program has more than doubled. What is SBA going to do meet the needs of the growing SBIR program?**

RESPONSE: The Agency continues to evaluate the staffing requirements of all of its programs, including the needs of the SBIR Program. With respect to service delivery, among other things, the Agency has sought to integrate the SBIR Program more fully into the portfolio of District Offices and Government Contracting Area Offices. With respect to policy formulation and program oversight, the Agency is prioritizing SBIR staff efforts on key analytical and evaluation efforts.

- The SBIR participating SBIR agencies have provided the SBA with data on awards for 2005 but the SBA only has on its website data up to 2004. When will this be updated?

RESPONSE: SBA has updated its TechNet database and it includes data for 2005.

Serving: More Minorities and Growing the Middle Class:

SBA's lending to minorities is largely proportionately flat to overall lending since 2001. I have proposed creating an office at the SBA, similar to those dedicated to advocating for veterans and women-owned businesses, to focus on increased access to capital for minorities, and to lead the Administration overall in keeping wealth creation and asset accumulation for these populations front and center.

Would you support that office? If not, why?

RESPONSE: We don't believe that lending is flat, it has more than doubled. SBA believes that it fully supports and promotes lending to minorities as part of its regular activities to market and make available its loan programs. An additional office will not enhance our already total commitment.

New Markets Tax Credit Pilot:

- **Explain what this is?**

RESPONSE: The New Markets Tax Credit (NMTC) Program permits taxpayers to receive a credit against Federal income taxes for making qualified equity investments in designated Community Development Entities (CDEs). Substantially all of the qualified equity investment must in turn be used by the CDE to make "qualified low-income community investments" as defined in the IRS Tax Code. The credit provided to the investor totals 39% of the cost of the investment and is claimed over a seven-year credit allowance period. In each of the first three years, the investor receives a credit equal to five percent of the total amount paid for the stock or capital interest at the time of purchase. For the final four years, the value of the credit is six percent annually. Investors may not redeem their investments in CDEs prior to the conclusion of the seven-year period.

NMTCs are allocated annually by the U.S. Department of Treasury's Community Development Financial Institutions (CDFI) Fund to CDEs under a competitive application process. These CDEs then offer the credits to taxable investors in exchange for stock or a capital interest in the CDEs. To qualify as a CDE, an entity must be a domestic corporation or partnership that: 1) has a mission of serving, or providing investment capital for, low-income communities or low-income persons; 2) maintains accountability to residents of low-income communities through their representation on a governing board of or advisory board to the entity; and 3) has been certified as a CDE by the CDFI Fund.

Throughout the life of the NMTC Program, the Fund is authorized to allocate to CDEs the authority to issue to their investors up to the aggregate amount of \$16 billion in equity as to which NMTCs can be claimed. To date, the Fund has made

233 awards totaling \$12.1 billion in allocation authority. The Fund plans to release its fourth annual NMTC Program Notice of Allocation Availability (NOAA) in the summer of 2005. This NOAA will invite CDEs to compete for tax credit allocations in support of an aggregate amount of \$3.9 billion in qualified equity investments in CDEs.

The SBA Pilot Program

SBA has received a request to waive the regulation that requires the holder of any portion of an SBA loan, other than through a sale in the secondary market, to be a participating lender (13 CFR 120.432). This request is necessary for the CDE to take advantage of the NMTC by purchasing a portion of an SBA Section 7(a) guaranteed loan made to a business in a low-income area or to a business owned by a low income individual.

SBA has received one written proposal and several expressions of interest from other parties regarding the use of NMTCs and the SBA lending program. SBA would like to test a process which permits CDEs to purchase a portion of SBA guaranteed loans as means of providing additional financing to businesses located in low and moderate income areas. The CDEs would bring additional funds to various underserved business communities and we expect will also be providing a package of services including mentoring, coaching and counseling to urban businesses.

- **How is this pilot providing technical assistance to the borrowers, as the budget claims?**

RESPONSE: This pilot program does not provide technical assistance.

- **How is it funded?**

RESPONSE: This pilot does not have any impact on the subsidy budget or require any SBA funding.

- **If it's through the existing 7(a) and 504 loan programs, how many basis points is this worth?**

RESPONSE: The costs of the program are not reflected in the subsidy rates or costs for the 7(a) or 504 programs.

The Urban Entrepreneur Partnership:

- **What is this and how does it differ from the former BusinessLINC program that was part of the New Markets initiative?**

RESPONSE: The BusinessLINC Program was authorized by Section 8(n) of the Small Business Act, 15 U.S.C. § 637(n), from Fiscal Year 2001 through Fiscal Year 2006. The purpose of the BusinessLINC Program was "to expand business-to-business relationships between large and small businesses; and to provide businesses, directly or indirectly, with online information and a database

of companies that are interested in mentor-protégé programs or community-based, statewide or local business development programs.”

The Urban Entrepreneur Partnership (UEP) is a coalition of public and private sector entities linked together for the purpose of fostering entrepreneurship and business development to spur wealth and job creation in historically neglected and economically underserved urban areas nationwide. UEP founders include the National Urban League, Ewing Marion Kauffman Foundation and the Business Roundtable. In 2004, the U. S. Small Business Administration and Minority Business Development Agency were tasked by the White House to assist the UEP founders with this effort.

UEP has established one-stop centers in urban communities nationwide to provide business training, intrusive coaching, mentoring and counseling, an open up financial and contracting opportunities. In addition, UEP online allows entrepreneurs to access key resources online at www.uep.gov.

Native Americans:

1. The SBA Performance Budget for FY2008 says:

“For Native American members living in much of Indian Country, actual reservation communities where the land is held in trust by the United States Federal Government, SBA loan guarantees and technical assistance services are not available and so the SBA provides marginal value at best to these populations, leaving these areas underserved.”

The budget, for the third year in a row, has withdrawn the line-item for the Native American Outreach office and reduced the amount of funding again this year.

- **In light of the lack of SBA services in Indian country, why is the SBA withdrawing additional funding for outreach to Native Americans?**

RESPONSE: SBA has proposed incorporating the line item funding for the Office of Native American Affairs to be streamlined as part of our budget request to allow for greater flexibility in the budget. Frequently, line items do not show the full cost of a program and can cause stove piping in the budget. SBA is focused on underserved markets, and this mention in the budget notes SBA will be focusing on how we can do a better job of serving this population.

- **Does that statement mean that SBA doesn't have the right to set up services on that territory? If so, why not locate *near* Indian Country?**

RESPONSE: SBA does often locate near Indian Country and reaches out to try to provide assistance to these underserved markets. However, we recognize that many reservations are located in remote or difficult to access areas and that there is room to improve SBA's role in assisting Native Americans living on Reservations. We are working with our resource partners including SCORE, who does counseling and training online, to work with Native American members

living on tribal grounds. Additionally our Office of Entrepreneurial Development does provide online technical assistance through the Small Business Training Network (SBTN). SBA also recognizes that without access to capital, technical assistance has little impact on entrepreneurs living on tribal lands.

- **And if the SBA can't back loans in those territories because they can't liquidate property, making banks uninterested, even with a guarantee, should the SBA do direct to this population, or help the members establish a bank that would have rights legally to liquidate a loan, if it came to that?**

RESPONSE: SBA is looking at ways to address this underserved market. We are looking at our current loan programs, as well as programs that have reached this population in the past, such as CDFI and USDA Rural Business Economic Development Grants to see how best to address the needs of this unique population.

2. Also, I have worked with Senator Johnson and others to improve business opportunities for Native Americans. Last year, I introduced legislation to begin addressing this deficiency. Specifically, the legislation would have:

-Created a \$5 million a year grant program over five years for Tribal Governments and Tribal Colleges to provide business training to the Native American community through Native American Business Centers;

-Established a \$1 million a year pilot grant program over four years to provide culturally-tailored business development training to Native Americans through small business development centers or non-profit organizations; and

-Provided a \$1 million a year pilot program to award grants for small businesses located on or near Tribal lands.

Would you support these measures?

RESPONSE: While the bill proposed by Senator Johnson and yourself is well intentioned we believe that an initiative the SBA's Office of Native American Affairs (ONAA) has been working on since February of 2006 provides the tools that are needed to achieve tribal economic development strategies and business opportunities for individual Indian entrepreneurs on Indian reservations and in Alaska's remote villages. ONAA's project will provide tools to assist tribes in developing the critical infrastructure needed for successful business development and encourages the goal of diversifying their economies and creating a viable entrepreneurial environment which is critical to improving quality of life and helping tribes achieve sustainable economies.

As a result, the Office of Native American Affairs is dedicating substantial resources to the development of the "Tribal Self Assessment Tool". Neither a strategic planning document nor a prescriptive methodology, the tool is designed

to assist tribes in assessing what strategies and industry sectors fit with their unique governance structure, culture, internal capabilities and assets and resources available to them. Until these primary tools are available in Indian Country businesses cannot emerge successfully.

End of questions from Chairman Kerry

7(i) Management and Technical Assistance Program Participant Data FY 2002 - FY 2007			
Fiscal Year	Location of Service Delivery	Awardee	Service Provider Address
2007	Nationwide	TBD (Continuing Resolution in effect)	
<i>Total number of firms trained</i>	TBD		
2006	Nationwide	Unlimited Services Systems Management and Consultants	9701 Apollo Drive - Suite 200, Largo, MD 20774
<i>Total number of firms trained</i>	1527		
2005	Nationwide	Strategic & Learning Services, Inc.	6100 Seagull Lane NE - B200, Albuquerque, NM 87109
2005	Nationwide	Unlimited Services Systems Management and Consultants	9701 Apollo Drive - Suite 200, Largo, MD 20774
<i>Total number of firms trained</i>	2107		
2004	Nationwide	Alabama A&M University Research Institute	4900 Meridian Street, Normal, AL 35762
2004	Nationwide	Strategic & Learning Services, Inc.	6100 Seagull Lane NE - B200, Albuquerque, NM 87109
2004	Nationwide	Unlimited Services Systems Management and Consultants	9701 Apollo Drive - Suite 200, Largo, MD 20774
<i>Total number of firms trained</i>	5776		
2003	Nationwide	Paul Gunn Business Consulting	102 Beaconfield Drive, Meridianville, AL 35759
2003	Pennsylvania	Johnstown Area Regional Industries	245 Market Street, Johnstown, PA 15901
2003	Nationwide	Dartmouth College - Amos Tuck School	100 Tuck Hall, Hanover, NH 03755
2003	Nationwide	Howard University School of Business	2400 6th Street, Washington, DC 20059
<i>Total number of firms trained</i>	6038		
2002		Training Solutions Plus	8807 Sudley Road - Suite 205, Manassas, VA 20110
2002		Dartmouth College - Amos Tuck School	100 Tuck Hall, Hanover, NH 03755
2002		Chinese Community Center, Inc.	62 Mott Street - Room 203, New York, New York 10013

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7(j) Management and Technical Assistance Program Participant Data FY 2002 - FY 2007			
Fiscal Year	Location of Service Delivery	Awardee	Service Provider Address
2002		Florida State Hispanic Chamber of Commerce	3970 RCA Boulevard - Suite 7010 Palm Beach Gardens, FL 33410
2002		The Latino Coalition Foundation	725 Massachusetts Avenue, NE, Washington, DC 20002
2002		Northwestern University School of Law	357 East Chicago, Avenue, Chicago, IL 60611-3069
2002		National Conference for Community and Justice	475 Park Avenue South - 19th Floor, New York, New York 10016
2002		Emerging Venture Network	1101 30th Street NW - Suite 118, Washington, DC 20007
2002		ONABEN	11825 Southwest Greenburg Road - Suite B-3, Tigard, OR 97223
2002		National Black Chamber of Commerce, Inc.	1350 Connecticut Avenue, NW - Suite 405, Washington, DC 20036
2002		National Technology Transfer Center	Wheeling Jesuit University, 316 Washington Avenue Wheeling, WV 26003
2002		Initiative for a Competitive Inner City	727 Atlantic Avenue - Suite 600, Boston, MA 02111
2002		U. S. Hispanic Chamber of Commerce	2175 K Street NW - Suite 100, Washington, DC 20037
2002		U. S. Pan Asian American Chamber of Commerce	1329 18th Street, NW, Washington, DC 20036
2002		Latin American Management Association	No Listing
2002		California Hispanic Chamber of Commerce	770 L Street - Suite 900, Sacramento, CA 95814
2002		U. S. Chamber of Commerce	1615 H Street NW, Washington, DC 20062-2000
2002		GrassRoots Impact, Inc.	48 San Antonio Place, San Francisco, CA 94133
	Total number of firms trained		605

Senator Bond Questions to SBA Administrator Preston
Senate Committee on Small Business and Entrepreneurship Hearing on The
President's FY2008 Budget Request for the Small Business Administration

1. Mr. Administrator, the SBA's Fiscal Year 2008 Performance Budget addresses a wide variety of areas, including regulatory barriers to small business participation in federal contracting and access to capital. With respect to procurement, the Performance Budget states that there will be a review of the Small Business Innovative Research (SBIR) and Small Business Technology Transfer (STIR) programs and "based on these reviews, SBA will recommend legislative, and proposed regulatory, changes." (See page 40). The Performance Budget goes on to state "The SBA will continue to improve oversight and evaluation of SBIR and STIR Programs."

As you well know, the SBIR and STIR programs function as more than simply procurement programs. The SBIR program was created by Congress in the early 1980s to provide new contracting opportunities for small companies *and* to foster innovation and commercialization of innovative products by Small companies. The NIH SBIR program, for example, helps small medical device, biotechnology and diagnostic firms to access critical early stage capital. These funds help companies get a product off the drawing board and, after a great deal of time and significant additional private funding, to the marketplace. The end result: new medical breakthroughs. Thus the health and welfare of the American people improves and America's economic competitiveness is fostered as a result of this program.

As you evaluate the SBIR program with an eye toward regulatory or legislative changes, I urge you to look at ways to ensure that the most innovative small firms -- including those that raise private funds, such as venture capital - are able to participate in the program. The SBIR authorizing statute listed the raising of private funds by a company as a positive factor that agencies should take into account when awarding SBIR Phase II grants. Congress viewed raising private research funding as a good thing in 1982; that has not changed.

As America's high-technology companies compete for funding in an increasingly global marketplace, the ability to attract and retain capital has become more important than ever. The SBA should not discriminate against good science by small entrepreneurial companies simply because

they have been successful in raising venture capital. I look forward to working with you to address this problem administratively, so that a legislative fix will not be necessary. **Will you commit to work with me on this issue?**

RESPONSE: Yes, the SBA is committed to working with you on this issue. We have taken several steps to thoroughly explore the Venture Capital (VC) issue. This has included publishing an Advanced Notice of Proposed Rulemaking in the Federal Register, as well as holding a series of public hearings around the country. We are currently awaiting the results of the National Academy of Science study on the SBIR Program (authorized by Congress) to garner more statistical information.

- 2. Our Agencies have never achieved the 3% minimum mandatory HUBZone contracting level, yet the FY 2008 funding for the HUBZone Program has been reduced to \$8.79 M from an FY 2007 level of \$9.077 M. Why are the funds for this vital program that focuses on the underserved areas of our Nation continually reduced?**

RESPONSE: The Agency's request for funding of this program is based on historical experience in operating this program over a period of nine years. It should be borne in mind that the program is essentially fully automated, relying more heavily upon advanced technology than substantial staffing. Therefore, its annual operating costs have tended to be stable or declining as it becomes more fully integrated into the fabric of Agency's procurement assistance programs.

- 3. The SBA 2008 budget eliminates the separate line item for HUBZone funding. Why is this no longer a priority program for the Administration?**

RESPONSE: This program remains an Agency priority for stimulating economic development, capital formation, and job growth in economically distressed rural and urban areas. The Agency's inclusion of the program's funding in its regular salaries and expenses account, in lieu of requesting line item funding for it, gives recognition to the program's maturity and integration into procurement assistance programs. It also reflects the belief that funding of essentially all programs under the regular salaries and expenses account yields greater flexibility in addressing the dynamic needs of the small business community.

Questions for the Record

The Honorable Carl Levin

February 28, 2007

Hearing on the FY2008 Budget For the Small Business Administration

In 2000 Congress authorized a "restricted competition" or set aside program for women-owned businesses known as the Women-owned Small Business Federal Contract Assistance Program. It is my understanding that this set aside program has not yet been implemented. **When will SBA implement this program?**

RESPONSE: As noted above, we plan to implement the Women Owned Small Business Federal Contracting Assistance Program during the fourth quarter of FY 2007.

Questions for the Record for
 Senator Mary L. Landrieu
 for Small Business Committee Hearing on Small Business Administration FY08
 Budget Hearing

Question #1- New Orleans District Office Staffing -

This Budget request will support 2,123 full-time employees - an increase of 86 staff positions over FY06 levels. In particular, one of these positions is a Procurement Center Representative (PCR) for New Orleans. Our state really needed this PCR so I appreciate SBA working to fill this position in this Budget.

However, as recovery in the Gulf Coast now shifts to long-term recovery, our New Orleans District Office will play a key role in helping our small businesses fully recover from these disasters. Despite the importance of the District Office to these efforts, the New Orleans District Office currently has three full-time vacancies. As I understand it, these include some key vacancies - Deputy District Director, Loan Officer, and Public Information Officer. Like you, I want to ensure that staff on the ground has the necessary resources to fully address business needs. That is why I am concerned that these vacancies have not been filled since the storms and might not be addressed in this Budget request.

- **Does this Budget request include funds to fill the Deputy District Director vacancy, the Loan Officer vacancy, and Public Information Officer vacancy in New Orleans?**

RESPONSE: The New Orleans District Director has restructured the office and workload to maximize his resources which has proven effective. At this point, there are no plans to fill the Deputy District Director position. On January 22, 2006, the District Director filled the lead Lender Relations Specialist position from within the office. This is the equivalent of the loan officer that you mention. Also, early this year, the lead Business Development Specialist was posted. On February 18, 2007, the lead Business Development Specialist was filled with an inside hire.

The District Director recently requested a slot for a Business Development Specialist / Public Information Officer. That position was posted on April 12, 2007 and will be filled as soon as the job closes and candidates are interviewed.

- **Specifically, when do you intend to fill all three vacancies?**

RESPONSE: As I mentioned above, two of the three will be filled. There are currently no plans to fill the Deputy District Director vacancy.

- **Are additional funds needed in FY08 to fill these positions?**

RESPONSE: Because we do not anticipate filling the Deputy Director position, we do not need additional funds.

- **Will SBA commit to me to fill these three (3) vacancies in our District Office before the end of the year?**

RESPONSE: See responses above.

Question #2 - Counseling -

As our Gulf Coast businesses continue to recover from the 2005 storms, technical assistance has proven to be one of the biggest needs, along with finding sources for additional capital.

Last year, our Women's Business Center in New Orleans received roughly \$92,000 in funding. These funds were not enough for our center to keep up with increased costs and technical assistance demands post-Katrina. That is why I worked alongside the SBA to secure an additional \$43,000 to keep the center's doors open this Fall.

While I applaud SBA for making additional funds available to the center, I am concerned that this Budget continues the trend of flat-funding Small Business Development Centers and Women's Business Centers. For example, although the FY08 allocations for Women's Business Centers will not be announced until this Fall, our center expects to cut back services due to the \$300,000 cut from FY06 levels.

- **Why is funding for SBDC technical assistance cut by \$1.3 million from the FY06 funding levels?**

RESPONSE: Except for priority areas, particularly those related to homeland security, defense and disasters, all federal agencies are being asked to keep budget increases down to the extent possible. SBA is following the leadership of the Administration in holding down costs of its programs while at the same time looking for efficiencies and alternative delivery mechanisms that will enable its programs to continue the same quality of service for the same amount of money. For example, the SBDC program is making major gains in development of online delivery of services. SBA is working with SBDC state directors and the ASBDC regarding online delivery services and is holding an Online Service Delivery Forum in April to continue leveraging the existing financial and human resources within the SBDC program.

- **Why is funding for Women's Business Center technical assistance cut by \$300,000 from the FY06 funding levels?**

RESPONSE: Funding levels are stable with the continuing resolution which matches the post-rescission funding levels.

To keep up with inflation and increasing costs, shouldn't SBA be increasing these levels, not reducing them? Please explain the justification for flat-funding or reducing allocations for these vital programs.

Question #3 - 2007 Disaster Response Plan

The SBA was not fully prepared during the 2005 hurricane season. I am concerned that this lack of pre-planning and coordination lost valuable time and may have resulted in business failures. I understand that SBA has been working on revising its Disaster Response Plan since this time last year. I hope that many of these issues will be addressed in the new plan.

For this hearing, I submitted the standard operating procedures SBA had in place for Katrina so that the Committee is fully aware of the overly bureaucratic and confusing "playbook" which, I believe, led to many of the agency's problems. However, the Committee has no record of this revised plan the agency is working on, nor have we received any time frame when we can expect to receive it. Certainly we do not want to rush the SBA into implementing this plan until it is ready, but the 2007 Atlantic Hurricane season is fast approaching and I believe SBA should have this revised plan in place no later than June 1, 2007.

For its part, this Committee, under the leadership of Senator Kerry, has introduced S. 598, a bill which would require SBA to submit its 2007 Response Plan to the Committee no later than May 1, 2007.

- **Does SBA have any concerns with S.598 as introduced?**

RESPONSE: SBA generally agrees with the overall approach set forth in this legislation.

- If so, please provide the Committee with suggestive language changes in writing no later than April 1, 2007.
- **Will you commit to me today that, if we are unable to pass this or other legislation before May 1, that you will submit the revised response plan in writing to this Committee by June 1, 2007?**

RESPONSE: It is our intent to have the response plan available for review by the committee.

Question #4 - Disaster Planning

Many of the problems that the SBA encountered during its response to Katrina indicate a lack of pre-planning. Considering that, I believe that it is essential for the SBA to have adequate full-time Disaster Planners on its Disaster Response team. These individuals would be focused on coming up with ways for the SBA to 'think outside the box' when unforeseen issues come up.

I understand that SBA currently has staff working on the Response Plan but that these various staffers are temporarily assigned to draft up and implement the plan. There are no indications that a permanent staffer will be hired to maintain and update the plan for the future. I am concerned that the lack of clear direction on whether SBA will have a

dedicated Disaster Planner in place for the long-term could threaten all the agency's work to develop and implement this comprehensive plan. This is because a comprehensive plan is not worth the paper it is printed on if it is not constantly changing to reflect successes and failures of the agency or new disaster procedures. To do that, I strongly believe the SBA should have a dedicated, full-time Disaster Planner who reports directly to the Administrator.

Last year, in response to my questions at the SBA Budget Hearing, the SBA indicated to me that the Office of Disaster Assistance intends to hire a Disaster Planner. One year has passed, yet a full-time Disaster Planner has not been hired. Does this Budget request support a full-time Disaster Planner?

RESPONSE: The Deputy Administrator is leading SBA efforts and has available to her all of the resources necessary to develop and implement the Disaster Response Plan.

If so, how much is included in the Budget request for this planner and when do you plan to hire a permanent, full-time Disaster Planner?

If it is not included in this Budget request, does SBA need additional funds to hire a full-time planner?

- In his response to my questions for the record at his confirmation hearing, Administrator Preston indicated he would undertake an assessment of the disaster staffing plan as part of the entire disaster review and, in particular, would review the planning process.
- **What, if any, were the recommendations of this disaster review in regards to SBA hiring a full-time Disaster Planner?**

RESPONSE: The Deputy Administrator has been assigned this task.

- **No later than April 1, 2007, can you please provide me with the SBA's final recommendations on improving disaster staffing and the disaster planning process?**

RESPONSE: We respectfully request that the date be extended to April 30, 2007.

In addition, please detail how many SBA staff are currently working on the Response Plan and which offices they are detailed from.

RESPONSE: There over ten SBA employees working on the plan. Field staff are utilized and requested to provide input as necessary which has not necessitated the need for extended details. The Office of Disaster Assistance has periodically detailed staff from it field offices to support its efforts.

Question #5 - Gulf Coast International Finance Specialist

Our New Orleans U.S. Export Assistance Center has had a vacant SBA International Finance Specialist position for almost four years. Currently, I believe that there are two other specialist positions nationwide which have been vacant longer than our position in New Orleans and which take precedence over our vacancy.

That said, I am aware that fifteen other cities have these specialists and am surprised our vacancy has not been addressed in this budget. New Orleans and the Gulf Coast have many of the nation's busiest ports and the region as a whole remains one of the most active in terms of imports and exports. Also, following Hurricanes Katrina and Rita many of our exporters are depending on markets overseas as they displaced customer bases slowly return to the region.

For my part, I have been working since last year to fill this SBA Finance Specialist position and will continue to work this year to address this vacancy.

- **Does this Budget request include funds for a Gulf Coast International Finance Specialist located in New Orleans?**

RESPONSE: SBA's management is carefully evaluating human capital needs throughout the Agency. Certainly we would be pleased to fill vacancies for our international trade specialists in USEACs. When all of SBA's human capital analyses are complete, we will then determine, on a priority basis, where our funding levels will allow us to fill vacancies on a program-by-program basis.

- **If not, does SBA require additional funds for this specialist?**
- **Can I count on SBA to work with me over the next couple of months to ensure that it is filled before the end of the year?**

RESPONSE: We are pleased that SBA has had such a close and cordial relationship with the SSBEC and we certainly share your interests and concerns to ensure that America's small businesses receive the best services and programs that enable them to develop, grow and succeed. Filling the vacancy in the New Orleans USEAC will be determined after all budgetary considerations are made and priorities are established. If we determine that New Orleans, like New York, needs a full-time trade and finance specialist, we will endeavor to fill those positions as quickly as possible.

Question #6 - Contracting -

As I mentioned above, I am pleased that SBA has included a PCR for New Orleans in its FY08 Budget. However, given the need for this help, I would like to ensure that our local businesses have all the resources they need to access Federal contracts.

- **The PCR for New Orleans is in the Budget, but when does SBA expect to fill this position?**

RESPONSE: This position was filled, effective March 18, 2007.

- Please provide me with a date certain for filling this position.

I understand that the Associate Administrator for Government Contracting, the position here in Washington in charge of all the PCR's (and the advocate for our local small businesses here in DC) has been vacant for seven months. Is SBA close to filling this position?

RESPONSE: The Agency is close to filling this position. We have completed the recruitment process for this position, and expect to make an appointment to it during the third quarter of FY 2007.

- Will SBA commit to a date certain for filling this position?

U.S. Senate Committee on Small Business and Entrepreneurship

Hearing on "The President's FY2008 Budget Request for the Small Business Administration"

February 28, 2007

Questions for the Record from Senator David Vitter

1. **Mr. Preston, many of my colleagues are rightly frustrated because of the absence of an updated disaster response plan, but there has not been a concrete deadline set by Congress or the SBA for a finalized plan. Chairman Kerry, Ranking Member Snowe, Senator Landrieu, and I have submitted legislation requiring the SBA to have a revised disaster plan in place by May 1. You have stated that the SBA is working aggressively to update this plan in the coming months. Do you expect that the SBA will meet our proposed deadline of May 1, and if not, when do you expect to have a plan ready?**

RESPONSE: Our expectation is to have a plan in place prior to the 2007 hurricane season.

2. **I want to again thank you for your hard work since being sworn in-as the SBA Administrator. I believe the Accelerated Disaster Response initiative was an important step to address my constituents' needs after waiting so long for their loan requests to be processed. If Americans experience another disaster of this magnitude, are you confident that the SBA has enough resources this year in the FY 08 budget request to swell its staff immediately and employ another Accelerated Disaster Response Initiative to accommodate those in need of the SBA's services after a major disaster?**

RESPONSE: The budget request provides for sufficient funding to support the historical five year average excluding extraordinary events. Disasters by their very nature are unpredictable making it difficult to estimate the locations, extent of damage to insured and uninsured properties. Catastrophic (or extraordinary) disaster events may necessarily require a supplemental. We should be able to staff up quickly but may need supplemental funding to sustain the operations in the event of a catastrophic event.

SBA

SOP 50 30 5

**Disaster Assistance
Program**

Office of Disaster Assistance

U.S. Small Business Administration

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	SMALL BUSINESS ADMINISTRATION STANDARD OPERATING PROCEDURE National		
	SUBJECT: Disaster Assistance Program	S.O.P. SECTION 50	NO. 30
INTRODUCTION			
1. <u>Purpose</u> . To provide policy and procedure for the Disaster Assistance Program. 2. <u>Personnel Concerned</u> . All SBA personnel involved in administering the Disaster Assistance Program. 3. <u>Directives Cancelled</u> . SOP 50 30 4. 4. <u>Originator</u> . Office of Disaster Assistance.			
AUTHORIZED BY: Herbert L. Mitchell Associate Administrator for Disaster Assistance		EFFECTIVE DATE May 6, 2004	PAGE 3
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OFFICE OF DISASTER ASSISTANCE

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CHAPTER 1

INTRODUCTION1. AUTHORITY

- a. Section 7(b)(1) of the Small Business Act, as amended, authorizes the Agency's Physical Disaster Loan Program. SBA can make loans to eligible victims of declared disasters as defined by the Small Business Act.
- b. Section 7(b)(2) of the Small Business Act, as amended, authorizes the Agency's Economic Injury Disaster Loan (EIDL) Program. SBA can make loans to eligible nonfarm small businesses and eligible small agricultural cooperatives located in a disaster area that suffered substantial economic injury as a result of the disaster.

2. RELATED RULES, REGULATIONS, AND SOPS

You can find additional program guidance in Title 13 of the Code of Federal Regulations (13 CFR), Part 123, and other Agency SOPs. These are available in the disaster area offices.

3. RESPONSIBILITIES

- a. Associate Administrator for Disaster Assistance (AA/DA).

The AA/DA plans, directs, and administers the Agency's disaster lending programs. The AA/DA's office and staff, located in Washington, DC, comprise the Office of Disaster Assistance (ODA).

- b. The Disaster Area Office.

There are four permanent SBA "Disaster Area Offices" (DAO) nationwide which implement the disaster program under the direction of ODA. Each DAO is responsible for a specific geographic area.

4. CHANGES TO THIS SOP

Disaster loan policies and guidelines cannot anticipate all of the needs that may arise in any given disaster. Therefore, these procedures and guidelines may change without advance notice. ODA notifies Disaster Area Offices of all changes.

5. EXCEPTIONS TO POLICY AND SOP REQUIREMENTS

A policy exception is any recommended action not in full compliance with this SOP. Only the AA/DA can approve exceptions.

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6. TYPES OF DISASTER DECLARATIONS AND OTHER ASSISTANCE

There are four types of disaster declarations:

- a. Presidential. This activates SBA's physical and economic injury disaster loan programs. Some other forms of State and Federal assistance available in addition to SBA loans are:
 - (1) Temporary Housing and Mini-Repair Programs (MRP), administered by the Federal Emergency Management Agency (FEMA). (FEMA is the coordinating agency for all assistance.)
 - (2) The Assistance to Individuals and Households Program (IHP). Under IHP, FEMA and the States will have enhanced flexibility on the delivery of this type of grant assistance. The Disaster Mitigation Act of 2000 (DMA2K) places an overall cap on grant assistance for any one disaster at \$25,000 (adjusted annually), excluding grant monies for permanent housing construction.
 - (3) Services provided by the American Red Cross (ARC) and other volunteer agencies.
 - (4) FEMA Public Assistance (PA) grant program for non-critical Private Non-Profits (PNP's) that provide essential services of a governmental nature.
- b. Administrative. This activates SBA's physical and economic injury disaster loan programs. Generally, the only other assistance in addition to SBA is from volunteer agencies.
- c. Secretary of Agriculture (SecAg) and Governor's Certification (7b(2)(D)). These activate SBA's EIDL Program.

7. ATTITUDE OF SBA DISASTER PERSONNEL

The disaster assistance program is customer-driven. The people coming to you for assistance have been through a traumatic experience from which they may not have recovered. You are there to help, not to further discourage them. It is absolutely essential that you exercise tact, compassion and professionalism at all times.

8. AUTHORITY TO APPROVE, DECLINE, OR WITHDRAW LOAN APPLICATIONS

- a. Rule of Two. Loan officer (LO) recommendations require concurrence. If the official who has the authority to take action does not agree with the recommendation, the next higher level of authority must resolve the issue.
- b. General Limits on Loan Approval Authority.
 - (1) Authority to Approve Loans (for any applicant and its affiliates for a single disaster).

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- (a) A supervisory loan officer (SLO) has the authority to approve all disaster loans including loan modifications of up to \$750,000 (see b. (2) below for exception).
 - (b) The area director (AD), the assistant area director for loan processing (AAD/LP) or any SBA employee officially designated as acting in either position has the authority to approve all disaster loans of up to and including \$1,000,000 and subsequent loan modifications that cause the total loan amount to increase up to and including \$1 million.
 - (c) Only the AA/DA, or designee, has the authority to approve loans in excess of \$1,000,000 and subsequent loan modifications that cause the total loan amount to exceed \$1 million. The area office must forward these cases, together with all supporting documentation, to ODA with the recommendation of the AAD/LP through the AD.
 - (d) ~~When eligible loan applications for businesses in which a Member of the United States Congress holds an ownership interest must be submitted to the AA/DA (or designee) for approval. See paragraph 5.1 for eligibility requirements.~~
- (2) Authority to Approve or Decline EIDL Applications (subject to b.(1) requirements above).
- (a) Any employee with an SLO delegation may take final action on a Phase I EIDL.
 - (b) Only the following individuals may take final action on a Phase II or Phase III EIDL:
 - (i) A cadre employee after receiving specific authority from the AD or designee; or
 - (ii) A temporary employee after receiving specific authority from the AA/DA.
- (3) Loans to SBA Employees, Service Corps of Retired Executives (SCORE), Active Corps of Executives (ACE), and Advisory Council Members. Applications from these individuals, or members of their household (as defined in 13 CFR 105.201(d) of the Standards of Conduct regulations), may be accepted and processed without a review by the Standards of Conduct Committee as follows.
- (a) Home Loans.
 - (i) When there is no apparent conflict of interest, the AD or deputy may approve or decline these applications, but before taking final action, should notify the appropriate

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district director (DD) or regional administrator (RA) of the proposed action.

- (ii) Where the AD or deputy believes the appearance of a conflict of interest may exist, and, in all cases where the applicant is a disaster employee or a member of the employee's household, the case must be forwarded to ODA for final action. The area's transmittal must outline the conflict (or relationship to the SBA employee) and contain the AD's or deputy's recommendation for final credit action.
- (b) Business Loans. Only the AA/DA can approve or decline these applications. After processing, the file must go to ODA and include the recommendation of the AD or deputy.
- (4) Restoration or Replacement Cost of Real Property Exceeding Predisaster Value. The AAD/LP or an SLO designated by the AAD/LP must approve loans if the allocation to repair or replace disaster damaged real property exceeds the loss verifier's estimate of the predisaster fair market value. This does not apply when the loss is to manufactured housing (MH).
- c. Proposed modifications to loans approved by ODA must be discussed with ODA for consent to final action. ODA may request files for review at its discretion.
- d. The delegating official will notify disaster employees in writing of his/her loan approval and decline authority.
- e. Approval and disbursement of disaster loans is subject to availability of funds.
- 9. CONFIDENTIAL INFORMATION
 - a. Agency Actions.
 - (1) Disaster employees must not reveal to the applicant or the applicant's representative, the name, title, or recommendation of any SBA employee or official pertaining to any Agency decision.
 - (2) We will only disclose the Agency's decision. However, upon applicant's specific oral or written request, we can reveal the name and title of the person who signed the final action.
 - b. SBA Employees to Deal Only With Authorized Representatives.
SBA applications require a listing of anyone retained by an applicant as their SBA representative, and the compensation to be paid. You may only discuss a case with an applicant or someone named in the application or in a letter of authorization as a representative.

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10. REFERRAL TO THE OFFICE OF INSPECTOR GENERAL (OIG)

- a. When you have questions about the truthfulness or accuracy of an application or supporting data and information (including tax information), you should refer the case to the OIG. After a case is referred to OIG, and before final Agency action, the field office will not make any statement about actions taken by the OIG, except as permitted by law.
- b. You should immediately report any known or suspected improper activity directly to OIG. This includes program irregularities, misrepresentation, and bribery overtures, attempts, or solicitations. **Call the OIG Hotline** at (800) 767-0385 or send a written referral to: OIG, 409 3rd Street SW, Suite 7150, Washington, DC 20416. Copies may be sent to supervisory officials in the disaster area office.

11. CONGRESSIONAL INQUIRIES

Congressional inquiries generally go to the area offices and are answered directly, where appropriate. You must send a copy of all congressional inquiries and responses, or a record of telephonic congressional inquiries (use SBA Form 717, "Record of Congressional Inquiry") to the Office of Congressional and Legislative Affairs in SBA Headquarters, ODA, and appropriate district offices. If you receive an inquiry from a congressional office you must refer it to the DAO's Public Information Office.

12. LOAN CASE FILE ARRANGEMENT

- a. File Arrangement. You must keep the file in the order specified in appendix 11.
- b. Copies of Original Documents. When you receive original documents, either at screening or during processing (deeds, abstracts of title, etc.), make a copy, mark it "copy," and date-stamp the receipt date on the copy. You must keep the copy in the file and return the original(s) to the applicant.
- c. File Documentation.
 - (1) You must not write or mark on original documents received from applicants/borrowers; original document must be copied and date-stamped, as described in subparagraph b. above.
 - (2) You must prepare all reports and other documents in either blue or black ink.
 - (3) You must not use "white-out" or similar materials to make corrections. Instead, you must mark through the entry(ies) to be corrected with a single line and re-enter the corrected information. You must initial and date all corrections.

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- (4) We do not keep drafts in files. Keep only a copy of the final signed and dated document. [Exception: Draft Loan Authorization and Agreements (LAA) are kept in the file.]
- (5) We do not keep envelopes or similar materials in files. Proper date-stamping eliminates the need to keep envelopes.
- (6) You must not leave any loose documents in files. Hole-punch and place them in the file folder.
- (7) You must not issue any official correspondence without a date, printed (or typed) name, signature, and organizational title (not the personnel classification). For example, employees classified as loan specialists or construction analysts should sign documents as loan officer or loss verifier, respectively.
- (8) You must record on the chronological record (chron sheet or chron log), your name; department; the contents of all conversations with the applicant, the representative, or anyone else (banker, insurance agent, etc.); and include the name and comments of each participant. You must also record unsuccessful attempts to make contact. DO NOT RECORD your personal opinions or your comments out of context.

CHAPTER 2

ELIGIBILITY OF APPLICANTS FOR PHYSICAL DISASTER LOANS13. APPLICANTS GENERALLY ELIGIBLE

Applicant eligibility is subject to the limitations and restrictions in paragraphs 14 and 15.

- a. Applicants Legally Able to Contract Debt. The age at which an individual may legally contract to establish a debt varies among states. You must consult SBA area counsel if the applicant is under 21 years of age.
- b. Businesses of Any Size. There are no size restrictions for physical business disaster loans.
- c. Organizing Businesses. A business that was in the process of starting operations and had purchased fixed assets, inventory, etc., that was subsequently damaged or destroyed by the disaster is eligible. This is true even if that business had not actually "opened its doors" before the disaster occurred. We require documentation to support this "organizing stage," such as:
 - (1) Receipts or contractual agreements for inventory or machinery and equipment purchases; and
 - (2) Advertisements, employment classified ads, etc.
- d. Nonprofit Organizations. Nonprofit organizations, ~~including private non-profit organizations that provide essential services of a governmental nature~~, charitable and religious organizations and condominium or other associations, are eligible (see paragraphs 24 and 25).
- e. Owners of Rental Property. Owners of commercial or residential rental property are eligible for business loans.
- f. Legal and Illegal Aliens. Legal aliens are eligible for disaster loans. Illegal aliens (individuals not lawfully in the United States) are not eligible.
 - (1) Home Loan Applicants and Sole Proprietors. We don't ask individuals about their citizenship or alien status on the loan application. You do not need to inquire unless you determine from reviewing the file contents that this should be pursued. For example, the lack of a social security number would prompt such inquiry. Loan approval for documented aliens is a matter of credit just as it is for all other applicants. Use caution when addressing financial stability during the repayment analysis. Applicants who have accumulated property; established themselves in the community; established credit and banking relationships; and paid local, State, and Federal taxes are likely to be relatively stable. The greater the amount of

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property owned, particularly real property, the greater the probable stability.

- (2) Corporations. Alien-owned corporations properly registered and licensed in the state where the disaster occurred are eligible.
- (3) Partnerships. Alien-owned partnerships properly registered and licensed in the state where the disaster occurred are eligible. If any general partners or limited partners owning 20 percent or more of the applicant are in the USA, they must be lawfully within the country.

g. Owners of Equity in Property.

When an applicant is purchasing the damaged or destroyed property under a contract of sale or similar agreement, both the buyer and the seller may have eligibility for a portion of the disaster damage, as follows:

- (1) When either party to the contract waives their claim for SBA disaster loan assistance, the other party is eligible to apply for a disaster loan in the amount of full eligibility;
- (2) If a waiver cannot be arranged, each party is eligible for their pro-rata share of disaster loan eligibility in proportion to their equity in the property;
- (3) If loan eligibility is split (i.e., both buyer and seller apply for loans in the amounts of their respective equities), the real estate portion of both loans must be used to restore the property;
- (4) You must secure both loans when the combined total is more than \$10,000;
- (5) You must secure any loan to the record titleholder (the seller) requiring collateral by a mortgage on the damaged property; and
- (6) You must secure any loan to the equity owner (the purchaser) requiring collateral by, in order of preference and subject to state law, a mortgage executed by the seller, or purchaser's assignment of the purchase contract and purchaser's interest therein.

h. Purchasers of Damaged Property Subject to a "Contract to Sell."

- (1) Generally, purchasers of disaster damaged property, under a contract to sell negotiated before the disaster and consummated after the disaster without reducing the purchase price to allow for the disaster damage, have eligibility, rather than the seller. You must deduct from eligibility the

proceeds of any insurance or other compensation for damages received by either party.

- (2) Purchasers of disaster-damaged property, under a contract to sell negotiated before the disaster and consummated after the disaster with a reduction to the selling price, may have eligibility. The purchaser is eligible to the extent that the damage is not otherwise compensated. You must consider any reduction in the purchase price as compensation, and reduce eligibility accordingly.

NOTE: Purchasers of disaster damaged property which was not under a contract to sell prior to the disaster may be eligible, to the extent that the change of ownership involves other family members, close relatives, partners, officers, or long-time employees. If you justify this change in ownership in the loan officer report (LOR), these applicants retain eligibility (less any compensation/recovery by either the buyer or the seller) even if the disaster damage results in a reduction in the purchase price.

i. Applicants who "Walk Away" from their Mortgage(s) are Eligible.

- (1) In some states, a mortgage foreclosure sale cannot result in a deficiency judgment against the purchaser under a purchase money mortgage. When applicants walk away from their financial obligation(s), the amount of the disaster loan must not exceed their equity (where state laws permit mortgagors to walk away from their obligations). Equity is defined as SBA's estimated pre-disaster fair market value (FMV) of the damaged or destroyed real estate less all recorded liens the applicant can and does walk away from.
- (2) Those disaster victims who can and do walk away from their obligations, regardless of their reasons for walking away, may borrow only the lesser of their net disaster loan eligibility or equity. This also includes situations where the damaged property is deeded back to a mortgage holder, who confirms in writing that there is no further liability on the part of the purchaser.
- (3) Applicants who walk away from their obligations in states which do not permit them to do so retain full eligibility. However, there may be serious credit concerns due to the contingent liability of the debt walked away from. This also includes situations where a private party is the mortgage holder and they refuse to accept the deed or remove further liability from the purchaser.

NOTE: When applicants are permitted to walk away, you must limit eligibility in accordance with the above policy regardless of any other real property eligibility considerations.

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For example, an applicant's real property has an FMV of ~~\$200,000~~ and a first mortgage principal balance of ~~\$175,000~~. The property is condemned by local authorities and is a total loss under our guidelines. The applicant decides to walk away and the seller agrees to accept the deed with no further liability. In this case, the applicant did not suffer a ~~\$200,000~~ loss, but rather an equity loss of ~~\$25,000~~, which represents their maximum eligibility.

j. Beneficial Owners.

- (1) Individual local chapters of eleemosynary (i.e., charitable, nonprofit) organizations having full use of and benefits from, property owned by the parent organization are each eligible for separate SBA physical disaster loans. For example, the American National Red Cross is vested with legal title to the real properties used by the various Red Cross Chapters; however, each chapter raises its own funds, controls the use of the property, and is the "beneficial owner" of the property. We do not combine applications from several Red Cross Chapters (or other similar organizations) as though they were affiliated.
- (2) A mortgagee (mortgage holder) who began legal action against the defaulting property owner prior to the disaster is eligible if all other relevant criteria are met.

k. Non-owner applicants who must repair or replace the damaged or destroyed property are eligible. The two most common non-owner applicants are:

- (1) Bailee-for-Hire. This occurs when property owned by one party is physically in the possession of another party at the time of the disaster. You should discuss bailment eligibility matters with counsel.
 - (a) Bailees include but are not limited to: warehousemen, garage keepers, parking-lot operators, laundries, dry cleaners, automobile and other repair shops, and pawnbrokers.

NOTE: This situation does not apply to property obtained by the pawnbroker following the customer's failure to redeem.

 - (b) If the bailee is legally liable and will actually compensate the bailor for an uninsured loss of bailed property, the bailee is the one who suffered the loss and has the eligibility to file an application. If not, the bailor is eligible.
 - (c) In establishing bailee eligibility, the file must include evidence that:
 - (i) The loss is not covered by insurance from either party;
 - (ii) The owner is requiring the bailee to pay for the loss; and

- (iii) The owner will not file for SBA disaster loan assistance relating to that particular loss.
- (2) Tenants. A lease may require a nonowner tenant to repair/replace disaster damages to the owner's real property in addition to the tenant's leasehold improvements. If so, the case file must contain:
 - (a) A complete, legible copy of the lease in effect at the time of the disaster. If there was no written lease in effect at the time of the disaster, you must obtain a written statement from the lessor indicating the type of arrangement that was in effect at the time of the disaster, and who has responsibility for repairing damage to the real estate, other than leasehold improvements. You should inform the applicant and the lessor that a formal written lease will be required if a loan is approved to repair the real estate damage;
 - (b) Documentation that you have reviewed the lease agreement (or written statement of the arrangement in place at the time of the disaster) with Counsel to determine if the appropriate "repair responsibility" clause is specific enough to warrant eligibility (a standard clause merely requiring the property to be maintained in good order does not warrant eligibility); and
 - (c) Written verification from the applicant and the owner that the loss is not covered by insurance.

Owners of Leasehold Improvements (LHI).

- (1) The lessee (tenant) who owns damaged/destroyed LHI is eligible for the improvements. If the existing lease (including renewal options) does not run as long as the repayment term of the disaster loan, generally SBA will require that the lease be extended to run for the term of the SBA loan and assigned to SBA with right of reassignment.
- (2) In cases where it is not possible or desirable to modify the term of the lease, you must fully document:
 - (a) The likelihood of the applicant continuing in business at the same or different location;
 - (b) The uniqueness of the LHI and their adaptability or need, at a different location; and
 - (c) How such a situation would affect repayment ability.
- (3) Tenant eligibility for real estate or leasehold repairs which are or will be owned by the landlord are site-specific and not transportable to a new location. The Loan Authorization and Agreement (LAA) must reflect this when eligibility is based upon a lease requirement. Conversely, lessees

who own LHI are eligible for their repair or replacement, and this eligibility remains if the tenant relocates.

- m. Nurseries. SBA regulations define nurseries as commercial establishments deriving 50 percent or more of their annual receipts from the production and sale of ornamental plants and other nursery products, including, but not limited to, bulbs, florist greens, foliage, flowers, flower and vegetable seeds, shrubbery, and sod. Nurseries are not eligible for physical disaster loans. For purposes physical disaster loan eligibility, a business deriving less than 50 percent of annual receipts from the production of nursery products is not agricultural enterprise and is eligible.
- n. Owners of Property That is the Primary Residence of Another May Be Eligible.
- (1) As business applicants, if:
- (a) The property is held for rental income instead of for the owner's recreation; and
- (b) Qualifies under §280A of the Internal Revenue Code (26 U.S.C.) for deduction of ALL operating expenses.

NOTE: For disaster loan purposes, a qualified rental property is property used predominately for income production instead of the owner's recreation. Generally, properties used by the owner for more than 14 days during the tax year would not qualify as true rentals.

- (2) As home applicants, if:
- (a) The individual(s) occupying the home are close family members, life long family friends, long time business associates or employees, or maintain more than a casual relationship with the owner(s); and
- (b) You confirm there has been, and remains, the intent to provide long-term, permanent housing to those individuals. (A short-term occupant in a rent-free vacation home would not qualify as the owner for this exception.)

For example, a son owns and maintains a home for his elderly mother. The mother pays no rent to the son. By definition, the home is the mother's primary residence, but for disaster loan purposes, the son is the eligible applicant since eligibility is tied to ownership, not occupancy. We don't require the occupant to be a joint applicant on a loan to repair the owner's building to establish eligibility. You only include the occupant when necessary for credit considerations. The occupant has separate eligibility for personal property (PP) losses.

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- (c) It is possible for one applicant to apply for and obtain more than one home loan for damages resulting from the same disaster. For example, the applicant has damage to their primary residence and damage to the residence occupied by another. If this occurs:
 - (i) You must combine the loan amounts for purposes of determining the secured threshold; and
 - (ii) The combined dollar amount of the loans cannot exceed the administrative limit applicable to a single home loan.

NOTE: If the applicant prefers, one loan may be written.

- o. Native Americans. See appendix 6.
- p. Tribal Businesses. See appendix 7.

14. RESTRICTIONS ON APPLICANT ELIGIBILITY

- a. Equal Credit Opportunity Act (ECOA) in "Community Property" States. In community property states, SBA may not arbitrarily require the signature of a nonapplicant owner or spouse to join in a loan application solely due to marital status or ownership. See appendix 23.
- b. Businesses Considered as Hobbies. Some endeavors constitute hobbies of the owner even though they are organized as a business. As hobbies, they are not eligible for physical loss or EIDL assistance. If you have reason to believe that an endeavor is in fact a hobby, determine if IRS has reviewed the business status. In the absence of an IRS review, you should consider whether the business is properly licensed by appropriate authorities, and whether reasonable efforts have been made to operate as a business rather than a hobby.
- c. Applicant's Character.
 - (1) Felony Committed During a Riot or Civil Disorder or Other Declared Disaster. Home loan applicants or sole proprietorships convicted during the past year of a felony during and in connection with a riot or civil disorder or other declared disaster are not eligible ((1106(e) of P.L. 90-448, Housing and Urban Development Act of 1968 and 13 CFR 123.101(a)). You must decline their application for policy reasons using code 43.
 - (2) Criminal Arrests/Indictments/Convictions/Parole/Probation. It is not in the public interest for SBA to extend financial assistance to individuals who are not of good character. Applications cannot be approved without

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appropriate clearance from ODA when the applicant or one of the principals of the business:

- (a) Have records indicating an arrest, indictment, or conviction for a criminal offense; or
- (b) Are currently on parole or probation.

See paragraph 74 for detailed procedures.

- d. Production and Distribution of Obscene Material. By statute ((4(e), Small Business Act), we cannot provide assistance to any business concern or other person engaged in the production or distribution of any product or service determined to be obscene by a court of competent jurisdiction.
- e. Certification of Compliance with Child Support Obligations.
 - (1) Home Loan and Sole Proprietor Applicants. By statute, at the time of loan closing, applicants must certify that they are not more than 60 days delinquent in child support under the terms of any administrative order, court order, or repayment agreement (entered into between the individual and the custodial parent or state agency providing child support enforcement services).
 - (2) Other Business Loan Applicants. The above restriction also applies to certain business principals. If any business principal with a 50 percent or greater ownership interest in the applicant is more than 60 days delinquent in child support under the terms of any administrative order, court order, or repayment agreement (entered into between the individual and the custodial parent or State agency providing child support enforcement services), you can process the application only if that individual(s) will divest all direct and indirect interest in the business. The AD may recommend approval. The AA/DA must take final action.
- f. Membership Groups.
 - (1) Whenever a fraternal organization, country club, civic, or other membership group requests disaster loan assistance, you must immediately notify the applicant in writing that (see appendix 17):
 - (a) SBA's regulations apply to their membership policies;
 - (b) Consideration of race, color, religion, sex, handicap, age, or national origin of applicants for membership in the organization would, during the term of the loan, be inconsistent with the non-discrimination requirements of the Civil Rights Act; and

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- (c) SBA will consider as overridden any existing restrictions in the national or local charter, by-laws, or regulations of the organization denying membership because of race, color, or national origin.
- (2) We must be satisfied that enforcement of this nondiscrimination agreement will not result in the local chapter's loss of the national charter or possibly its income from membership fees. The loss of either could destroy the organization's ability to repay.
- (3) The Department of Justice has issued an opinion that these restrictions apply to ethnic, fraternal, or social organizations that use national origin as a membership criteria, such as Sons of Italy, Friendly Sons of St. Patrick, etc., and they are subject to the provisions of Title VI of the Civil Rights Act of 1964. Therefore, they must agree to admit members without regard to national origin as a condition of receiving a disaster loan.
- (4) Exemptions from the Nondiscrimination Requirements Under the Civil Rights Act. These exemptions pertain only to gender discrimination, and apply to:
 - (a) Educational institutions of religious organizations with religious tenets contrary to the nondiscrimination law;
 - (b) Educational institutions training individuals for military service or the merchant marine;
 - (c) Social fraternities or sororities which are tax exempt and whose membership primarily consists of students in attendance at an institution of higher education;
 - (d) Certain voluntary service organizations:
 - (i) YMCA;
 - (ii) YWCA;
 - (iii) Girl Scouts;
 - (iv) Boy Scouts; and/or
 - (v) Campfire Girls.
 - (e) Boys and girls conferences (the American Legion Boys State, Boys Nation, Girls State, and Girls Nation Conferences), and promotional activities of secondary schools or educational institutions for these conferences;

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- (f) Father-son or mother-daughter activities at educational institutions, so long as the activities are provided for students of both sexes; and
- (g) Institutions of higher education scholarship awards in "beauty pageants" as long³ as the pageant complies with the other nondiscrimination provisions of Federal law.

15. APPLICANTS GENERALLY INELIGIBLE

- a. Purchasers of Disaster Damaged Property are ineligible, including, but not limited to, the following.
 - (1) Businesses. This includes substantial change in ownership, which is defined as a change in ownership of more than 50 percent of the equity. (This restriction does not apply to those transactions described in subparagraph 13.h.)
 - (2) Homes. (The restriction also does not apply to those transactions described in subparagraph 13.h.)
- b. Publicly Owned Institutions and Public Entities. Cities, counties, etc., are ineligible for SBA disaster loans.
- c. Assumption of Risk and Failure to Comply. Applicants who assumed the risk or possibility of loss or failed to comply with the terms and conditions of their prior SBA loans (including loans subsequently sold to a third party) are ineligible.
 - (1) Assumption of risk is evidenced by the omission of a required act, such as failure to maintain insurance [see subparagraph (2) below]. This conforms the eligibility for disaster loans to the standards of the National Flood Insurance Program (NFIP) in assessing the risk of loss and mitigating against future floods. Owners of property located between a river and a levee or in a flowage easement are subject to the same restrictions as disaster victims located in any other area of flood risk.
 - (2) Failure to Maintain Required Federal Flood or Other Insurance.
 - (a) Recipients of prior disaster loans who did not maintain required Federal flood or other insurance are not eligible for any SBA disaster loan assistance caused by any type of future disaster.
 - (b) For any disaster loan made in 1982 or later (and still outstanding) covering property then located in a special flood hazard area (SFHA), you must assume that flood insurance was required. If there was no flood insurance in effect for property in the SFHA at

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the time of the current disaster, the applicant is in violation of the LAA and you must decline the application (code 39).

- (c) This restriction includes subsequent flood damage which exceeds the amount of flood insurance the applicant was required to maintain by the terms of the LAA.
- (3) Compliance With Flood Insurance Requirements of Prior SBA 7(a) or 504 Business Loans. Disaster loan applicants who are not in compliance with flood insurance requirements of existing SBA business loans (e.g., 7(a) or 504) are ineligible. There were variations in procedures related to flood insurance requirements in nondisaster SBA loans and you can't assume that maintenance of flood insurance was a requirement of those loans. When an applicant has an outstanding SBA 7(a) or 504 business loan, the following steps must be taken.
- (a) You must check with the appropriate SBA district (or other servicing office) to determine what specific flood insurance requirement (if any) was a condition in each loan authorization.
 - (b) In many cases, a general "if the property is in a flood zone" condition (commonly known as the if/when clause) was included in loan authorizations. You must determine if the borrower was notified by SBA or a participating lender that the property is in an SFHA and that the requirement to purchase flood insurance applies. Evidence of notification can include:
 - (i) Documentation in the case file that flood insurance was purchased to satisfy a loan condition; and
 - (ii) Evidence that flood insurance was purchased prior to disbursement of the loan.
- NOTE: We will treat an absence of any written documentation as a lack of notice and consider the if/when condition satisfied.
- (c) When the borrower has complied with the condition of their LAA, or when the available written record is inconclusive, the borrower is otherwise eligible.
 - (d) When the disaster loan applicant did not comply with the flood insurance condition for a prior loan, they are ineligible.
- (4) Failure to Comply With Loan Authorizations. Generally, applicants who did not comply with the terms and conditions of the loan authorization(s) of prior SBA loan(s) (includes unsatisfactory loan repayment experience, failure to purchase and maintain stipulated fire and extended coverage

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insurance, etc.), are ineligible. You must justify any variance from this general policy.

- d. Applicants who do not intend to repair or replace damaged property are ineligible.
- e. A Mortgage Holder who both instituted foreclosure action and acquired title after the disaster is ineligible.
- f. Owners of Unimproved Real Estate held for speculation, investment, or future development are ineligible. See limited exception at paragraph 26.b.(2).
- g. Farmers/Ranchers/Aquaculturists.
 - (1) By statute (PL 99-272) SBA may not provide disaster loans to agricultural enterprises. A business may be primarily an agricultural enterprise but also have a non-agricultural, separable component. The non-agricultural venture may be eligible for a business physical disaster loan regardless of the "primary" activity of the overall business structure or affiliated group. To be eligible, the non-agricultural venture must be a separable operation and not just part of the agricultural enterprise, with separable and distinguishable income, operations, expenses, assets, etc.
 - (2) Section 18(b) of the Small Business Act defines agricultural enterprise as those businesses engaged in the production of food and fiber, ranching and raising of livestock (including feedlot operators), and all other similar farming and agriculture-related industries. This definition is not limited to products for human consumption. Most agricultural enterprises fall into Industry Sector 11 of the North American Industry Classification System (NAICS).
 - (3) Aquaculture is defined as husbandry of aquatic organisms under a controlled or selected environment (fish farms). An aquaculture operation is ineligible if it is engaged in husbandry of aquatic organisms on grounds which the applicant owns, leases, or has an exclusive right to use. Exclusive use-rights are usually documented by a lease or a permit specifically identifying the waters available for the applicant's use. For example, oystermen who seed private grounds which they own or rent are engaged in aquaculture and are ineligible. Public ground oystermen, however, who do not have exclusive use of any area, do not farm and are eligible.
- h. Concerns Engaged in Illegal Activities.
- i. Concerns Engaged in the Sale of Products or Services or Live Performances of a Prurient Sexual Nature.

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j. Members of Congress

(1) 18 U. S. C. § 431 prohibits SBA from making a disaster loan to an unincorporated business or a disaster home loan when a Member of Congress holds a direct or indirect ownership interest.

(2) In the disaster loan program, with limited exceptions, Members are prohibited from entering into a contract (e.g. a mortgage, deed of trust, promissory note or personal guaranty) with SBA. However, the law does not prohibit SBA disaster loans to corporations in which a Member holds an ownership interest that would not require the Member of Congress to sign a contract with SBA. For example, if the Member is required to sign the SBA guaranty, the applicant corporation would not be eligible. See paragraph 49 for guaranty requirements.

(3) Some examples of the application of this requirement are:

(a) SBA can make a disaster loan to a corporation in which a Member owns stock if the Member does not execute a mortgage, deed of trust, note, or personal guaranty with SBA.

(b) SBA cannot make a disaster loan to an LLC in which a Member has a membership interest.

(c) SBA cannot make a disaster loan to a partnership in which a Member is a partner.

(d) SBA cannot make a disaster loan to a sole proprietorship owned by a Member of Congress.

(e) SBA cannot make a disaster loan for damage to a home in which a Member has a direct or indirect ownership interest or if the Member has a fiduciary interest (e.g. power of attorney or trustee) with respect to the home.

(4) Please note that the prohibition contained in 18 U. S. C. §431 applies differently in the context of the SBA 7(a) and 504 loan programs.

16. RESERVED.

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CHAPTER 3

ELIGIBILITY OF PROPERTY FOR PHYSICAL DISASTER LOANS17. GENERAL ELIGIBILITY RULE

Generally, property damaged or destroyed by a declared disaster is eligible. However, certain statutory, regulatory, and SOP restrictions and limitations apply. Individual disaster offices and employees must not impose limits or restrictions not provided by statute, regulation, or this SOP.

18. LOCATION OF PROPERTY

The applicant's property must have sustained damage while located within the geographic area identified in the disaster declaration.

- a. Victims whose primary residence is mobile such as a boat, motor home, or travel trailer are eligible if the residence was located within the declared area at the time of the disaster.
- b. A traveler's personal property temporarily located in a declared area at the time of the disaster is eligible.

19. PRIMARY RESIDENCE ELIGIBILITY

Although some applicants may have more than one residence, for SBA disaster loan eligibility purposes, an applicant can have only one primary residence [see limited exception at subparagraph 13.n.(2)].

- a. Determination of a Primary Residence.
 - (1) For either a homeowner or a renter, a damaged residence (e.g., house, apartment, condominium, manufactured home, etc.) is eligible only if it is the applicant's primary residence.
 - (2) Generally every applicant has only one primary residence. This becomes an eligibility issue when the applicant owns more than one piece of real property, or rents more than one apartment or home simultaneously. In these cases, the information in the loan application package will frequently provide the necessary explanations. For example, if an application indicates ownership of two residences, but one of them is clearly substantiated by Federal Income Tax Returns (FTR) as rental income property, no further inquiry is necessary to establish the other home as the primary residence. However, if you cannot readily determine which is the applicant's primary residence use the following factors.

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- (a) An applicant has filed for homestead exemption or similar filing in those states that permit these filings. Similarly, in some tax jurisdictions, an applicant's home may be taxed at a preferred rate based on owner-occupancy status which confirms primary residence status.
 - (b) Address used for voting purposes.
 - (c) Address used for identifying the school district to which children are assigned.
 - (d) Address used on FTR.
 - (e) The residence used the greatest percentage of the year.
 - (f) Other similar factors.
- b. Mixed-use structures. When an owner of a mixed-use structure occupies a portion or unit as their primary residence, you must process the damage to the owner-occupied unit as a home loan. You must process the remaining portion(s) or unit(s) under business loan criteria.
 - c. Primary Residence Located on a Farm. A primary residence located on a farm is eligible. All home loan criteria apply to these applications (see paragraph 21).

20. LOW INCOME HOUSING AND PRIVATE NON-PROFIT ORGANIZATIONS

Effective October 15, 2002, under the Disaster Mitigation Act of 2000 (Public Law 106-390), SBA implements its disaster loan program when the President declares a major disaster, or declares an emergency, and activates the Assistance to Individuals and Household Program.

a. Low Income Housing

- (1) Congress recognized that a private sector developer may not receive enough rental income from a low-income housing project to (1) cover the costs of developing and operating the project and (2) provide a return to the investors sufficient to attract the equity investment needed for development. Tax credits have been provided as a means to stimulate the development of new and rehabilitated rental housing for low-income households.
- (2) Non-profits play an important role in providing low-income housing and their ability to joint venture with for-profit entities has increased the number of projects developed. This arrangement is generally accomplished by the creation of a partnership with the for-profit entity that is designated as the limited partner and 99-percent owner. This structure allows the private non-profit the control of the project while providing the investors the tax benefits related to

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the tax credits. The agreements generally provide that the limited partners have no obligation for operating or capital costs after their initial investment, and require the general partner make up any operating deficits.

(3) Generally, we use our standard criteria for determining repayment ability, credit elsewhere, and similar matter for PNP's. However, because of the special treatment afforded low-income housing partnerships as described above and set forth in Section 42 of the Internal Revenue Code, the following procedures shall apply to such applicants:

(a) The limited partnership and its general partner (PNP) operating the low-income housing project shall be designated as the SBA disaster loan applicant, provided that it is organized and operating in accordance with Section 42 of the Internal Revenue Code.

(b) In determining repayment ability and credit elsewhere, only the tax and financial information on the limited partnership and the general partner shall be considered. (Often the limited partnership and the general partner may not have repayment ability because any cash flow that could be used for SBA loan payments would come from the operating budget that must provide low-income housing. Further, every dollar of debt service would have to be offset with rent increases or grants from other government programs or private donations).

b. Private Non-Profit Organizations

(1) A private nonprofit facility (PNP) which provides non-critical essential services of a governmental nature must first apply to SBA for a disaster loan for permanent repairs and/or replacement work, before it can seek grant assistance from FEMA with respect to such non-critical services. If SBA determines the PNP non-critical facility is ineligible for a disaster loan or the PNP has obtained the maximum amount for which the SBA determines the facility is eligible, the PNP may then apply to FEMA for grant assistance for permanent repairs for its unmet disaster-related needs. Such PNP's may apply directly to FEMA for emergency repairs.

(2) Use our standard criteria for determining repayment ability and credit elsewhere.

21. AGRICULTURAL PROPERTY ELIGIBILITY

Agricultural property is not eligible. However, the applicant's primary residence, personal property contained therein, and access road to the residence are eligible under home loan criteria (see subparagraph 32.h.).

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22. REPAIR OR REPLACEMENT COST ELIGIBILITY FOR STRUCTURES

The purpose of physical disaster loans is to return the victim's property as nearly as possible to its pre-disaster condition (within statutory, regulatory, and policy limitations described in this SOP). Generally, the dollar eligibility for structures is the cost to repair or replace the underinsured or uncompensated damage.

- a. Types of Structures. Generally all structures and buildings are eligible. For home loans, non-dwelling type structures such as garages, storage sheds, guest houses, etc., whether attached or detached, are eligible (see limitations at paragraphs 27 and 33). Similarly, for business loans, most structures and outbuildings are eligible unless specifically limited.
- b. Types of Repair or Replacement Costs. Costs associated with repair or replacement of disaster damaged structures are either direct or indirect. The Loss Verification Department is responsible for determining these costs. You must have a thorough understanding of why certain costs are or are not included in the disaster loan and be able to clearly explain this to the applicant.
 - (1) Direct Costs. In addition to the actual costs to physically repair the property, there may be other costs associated with rebuilding such as code required upgrades.
 - (2) Indirect Costs and Expenses. Certain other costs and expenses associated with repairing or replacing structures are eligible. Often these were not known to the LV at the time of the original site inspection and were not included in the LV's report. Examples of indirect costs include (but are not limited to): engineering fees, survey costs, architectural fees, initial insurance premium, etc. If known at the time of processing, you may include these expenses in the loan amount. If discovered after loan approval, you may increase the loan. You must consult with the appropriate department before including any indirect costs in the loan amount.
- c. Costs in Excess of Pre-Disaster FMV. The AAD/LP, or an SLO designated by the AAD/LP, must approve all cases where the recommended loan amount for structural repair or replacement exceeds the pre-disaster FMV (with the exception of manufactured housing used as residences).
- d. National Register of Historic Places. You must seek supervisory guidance prior to processing buildings or structures included in or eligible for the National Register of Historic Places.
- e. Special Provisions Applicable to Rental or Investment Properties. If the pre-disaster FMV of a rental or investment property (not owner-occupied residences or commercial real estate occupied by the owning business or an affiliate) is depressed because of factors other than the disaster itself (e.g., substantial

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deferred maintenance), eligibility cannot exceed the pre-disaster FMV. This restriction avoids providing subsidized disaster funds on favorable terms to owners who have not adequately maintained their property. It also accounts for otherwise depressed economies and real estate markets. This exception applies regardless of whether the owner intends to repair, replace, or relocate. (Owner-funded upgrades or improvements are permitted.)

- f. Deferred Maintenance. The LV will address deferred maintenance during the on-site inspection. Minor deferred maintenance which must be dealt with in order to make disaster repairs is eligible. However, other deferred maintenance is not eligible. You must rely upon the LV report when establishing eligibility in these cases.

23. MANUFACTURED HOUSING (MH) ELIGIBILITY

- a. Use of Manufactured Housing.
- (1) MHs used as the applicant's primary residence are processed under home loan criteria.
 - (2) MHs held for resale are inventory and processed under business loan criteria.
 - (3) MHs used for rental income purposes are processed under business loan criteria.
 - (4) MHs used for any other purpose(s) may be eligible depending on the specific use. For example, a manufactured home used by a construction company as its on-site office would be eligible because of its usage. MHs used for vacation or recreational purposes would not be eligible.
- b. Eligibility of Totally Destroyed MHs. The LV will assign a replacement cost based upon square footage when an MH is totally destroyed.
- c. Documentation Required.
- (1) Requirement for MH Title. We require a copy of the title to the damaged MH to establish proof of ownership unless it is permanently attached to the land in which case it may not be titled. When taking the damaged MH as collateral, no other proof of ownership is acceptable. However, when not taking the damaged MH as collateral (e.g., the loan is unsecured or the damaged MH is totaled and only the replacement will be taken), and the applicant(s) cannot provide a copy of the title after making reasonable effort, the following substitutes are acceptable:

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- A** Current registration (in States or counties where required by law); or
- B** Current tax receipt or bill, in the name of the applicant. The tax bill or receipt must specifically identify the damaged or destroyed MH.

NOTE: Generally, doublewide MHs will have separate titles for each section.

(2) Other Documentation Requirements.

- A** We require a legible copy of the lease if the damaged MH is/was located on leased land. If no lease exists a letter from the landlord confirming the location will suffice.
- B** We require a copy of the deed if the damaged MH is/was located on land owned by the applicant.
- C** ~~A landlord's waiver is not required when the owner of the MH is not the owner of the land where the MH is located.~~

24. CONDOMINIUM ELIGIBILITY (INDIVIDUAL UNITS AND CONDOMINIUM ASSOCIATIONS)

Condominiums present unique issues which require different methods for establishing property eligibility and special provisions and considerations during processing. Any application where the damaged property is a condominium (individual unit or association-owned or common areas) should be identified and handled separately from the onset.

- a. Distinguishing Individual Unit Owners from the Association. Counsel must review all pertinent documents, including the association's Conditions, Covenants, and Restrictions (CC&Rs), Articles of Association, and applicable State or local laws to ascertain the rights and responsibilities of the condominium association and individual unit owners.
- b. Individual Unit Owners are eligible to apply for the damages to their own units. The loan classification (home or business) depends on whether the unit is owner-occupied as a primary residence or whether it is used for business purposes (such as a rental). Units classified as secondary homes are ineligible.
 - (1) Generally, each area office will implement procedures to promptly identify any condominiums located in the disaster area. A group of designated LOs should process all individual unit owner applications from a particular condominium association.

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- (2) Because of the potential overlap of the individual unit owners' damage with that of the association-owned portions of the property (e.g. interior/exterior wall, interior ceiling/exterior roof), before processing begins you should have an understanding of how the entire condominium complex will be repaired or replaced.

c. General Eligibility Rule.

If you process loans to individual unit owners before the association determines how it will fund repairs to the common area, we will fund only the borrower's personal property and unit repairs. In these cases, the following condition must appear in the individual unit owner's LAA:

"Prior to any disbursement of loan funds for real estate repair, Borrower will provide written evidence satisfactory to SBA that Borrower's repairs will not be damaged or destroyed when the association makes repairs to the common area. Borrower may meet this condition by submitting a letter from the association, or its structural engineer, confirming same. Borrower may also meet this condition by delaying Borrower's repair of the unit until after the association has completed repairs to the common area."

- (1) When the LV report indicates the individual units can be made habitable with only minor interior repairs, proceed with processing these individual unit owner loans. However, when major interior and exterior repairs are necessary and individual units cannot be made habitable without the association being involved in the rehabilitation process, individual unit owners generally cannot be considered for anything other than personal property eligibility until the association meets and agrees on a formal course of action.
- (2) If the association chooses not to apply for an SBA loan and instead passes a one-time assessment to unit owners equal to the amount necessary to make common-area repairs, the unit owners are eligible for their pro-rata shares of the amount of the assessment as well as for the interior damages to their individual units and personal property (PP), subject to program lending limits.

d. The Association. The condominium association is generally eligible to apply for damages to areas of common ownership, such as hallways, parking areas, sidewalks, driveways, grounds, pools, etc.

- (1) We classify applications from condominium associations as business loans (usually as nonprofit organizations), unless specified otherwise by their articles of association. We require the following documentation to process an association's application:

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- (a) A complete copy of the CC&Rs;
 - (b) A complete copy of the by-laws and/or articles of association;
 - (c) A copy of the resolution duly authorizing the association to apply for an SBA loan;
 - (d) A complete list of names, addresses, and telephone numbers of unit owners and directors; and
 - (e) A copy of annual reports and operating budgets for the past 3 years.
- (2) Prior to disbursement of any SBA loan funds, the association must inject any net insurance proceeds or any other funds necessary to complete the repairs.
- e. Collateral Requirements.
- (1) Individual unit owners are subject to the same collateral requirements as any other physical disaster loan recipient.
 - (2) The Association. Generally, we secure loans to associations by taking both of the following:
 - (a) A mortgage or deed of trust on the common areas owned by the association, as permitted by law; and
 - (b) An assignment of a special assessment passed by the association in accordance with its by laws, unless prohibited by law. (The association must assess each unit owner in an amount sufficient to provide loan repayment.)
- f. Special Provision for Calculating Eligibility for Refinancing. Individual unit owners are eligible for refinancing. For the substantial damage calculation, the market value or replacement value of an individual condominium unit is not limited to the value of the internal space of the particular unit. It includes the proportional share of the condominium's common assets, such as buildings, amenities, etc. This calculation must reflect the individual unit owner's proportional share of any net recovery under the condominium association's master insurance policy (see paragraph 36.h.).
- g. Time-Share Eligibility: Individual time-share unit owners are not eligible for SBA disaster assistance. The HOA governing the time-shared property is eligible.

25. OTHER ASSOCIATION ELIGIBILITY

Other associations include, but are not limited to, Planned Unit Developments (PUDs), Cooperative Associations (Co-ops), Road Associations, Water Associations, etc. Counsel should review applications from other types of associations to assist you in determining who the eligible parties are, and, in Presidential declarations, the best course of action to pursue for assistance.

- a. Basic Eligibility Considerations. Eligibility rests with those who owned the damaged or destroyed property at the time of the disaster.
- (1) Formal (legal) Association Exists. If a legal entity owns the damaged property, the entity is the eligible applicant (e.g., The Happy Valley Water Well Association, Inc.). You process the application in the same manner as a condominium association.
 - (2) Formal (legal) Association Does Not Exist. Property owners who share legal responsibility for repair with one or more other property owners, but had not formed an association at the time of the disaster, may apply as individuals; or they may elect to form an association in accordance with State law and apply as an association, even though the legal formalities are not yet complete.
 - (a) For applications as individuals:
 - (i) Use a home loan application when the shared responsibility for repair is related to the applicant's primary residence;
 - (ii) Use a business loan application when the shared responsibility for repair is related to the applicant's business or rental property;
 - (iii) Prior to approval, all applicants with common responsibility must have fixed the liability proportionally among those legally responsible for the cost of the repairs, by contract or some other legally enforceable method; and
 - (iv) A list of names and addresses of all who share in the responsibility for repairs should accompany the application.
 - (b) For applications as an association formed after the disaster:
 - (i) The newly created association must complete its legal formalities prior to loan approval; and
 - (ii) A list of names and addresses of all members must accompany the application.

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- b. Eligibility for Common Road Damage. SBA eligibility and the handling of applications to repair common road damage will depend on the disaster declaration.
 - (1) In Administrative declarations SBA is generally the only form of assistance available to repair common road damage.
 - (2) In Presidential declarations applicants should first be referred to FEMA or other appropriate agencies.

26. LAND ELIGIBILITY

- a. Land Associated with a Primary Residence or Business Operation. Damages to land and soil are eligible. Most damage of this type is caused by flooding or other forms of moving water. Soil washouts and similar damages caused by excessive rainfall and flooding are eligible provided the cause is a direct result of the specific declared disaster. However, erosion or similar damage is not eligible, because it occurs over time and is not the direct result of any single declared disaster event. We limit eligibility to the cost of restoring the land to its pre-disaster condition (for exception regarding necessary protective devices, see paragraph 40).
 - (1) If you determine land damage caused by a specific disaster is eligible, you must consider the potential for recurring or continuing damage. You may approve funds to restore land damage if:
 - (a) A shoreline or waterway boundary is stable to the point that future water damage is not likely to occur as the result of high tides, wind-driven water, wave action, or stream flows which might reasonably be expected but which would not constitute a new disaster declaration; or
 - (b) The victim has used other resources to fund the installation of protective devices which will prevent expected high tides, wind-driven water or wave action, or stream flows from causing further land damage. In some cases, the cost of protective devices is eligible, as provided in paragraph 40.
 - (2) Damage to land improvements is eligible unless specifically excluded or subject to the landscaping limitations described in paragraph 27. Some examples of eligible land improvements are: paving, walkways, driveways, fences, retaining walls, septic systems, drainage systems, culverts, and various protective devices.

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b. Unimproved Land.

(1) General Rule. Unimproved land is not eligible for disaster loan assistance. This includes land held for speculation, investment, or future development.

(2) Exceptions to the General Rule.

(a) Home Loans. The usual test of an eligible primary residence is occupancy, but an owner of a lot (generally not larger than an acre unless required by zoning laws) may be eligible for a home loan depending on the circumstances. For example:

(i) A lot owner may be a renter residing nearby and actively engaged in the construction of a residence at the time of the disaster loss. The residence may already be under construction; or the land owner may have already incurred expenses for plans, obtained the necessary permits, or engaged a contractor to commence construction. If the disaster loss is to the property where the owner was currently and actively in the process of establishing permanent residence and where the applicant has no other permanent residence (as would be the case for a renter in this example), the property is eligible.

(ii) The same result might occur when the lot owner previously lived and was employed elsewhere, recently was transferred, and purchased a lot and has taken steps to initiate the construction process, and has begun selling the previous residence or converting it to business property.

(b) Business Loans. Ownership of unimproved land actually used in the operations of a business concern rather than land held for investment, speculation or future development purposes may be eligible. For example:

(i) A business whose established activity is buying and selling unimproved land or developing it for resale or rent (a developer) may own unimproved land. Since this activity is an integral part of normal business operations, damage to unimproved land is eligible. Usually, a business concern engaged in an activity involving ownership of unimproved land is readily distinguishable from an individual or group holding ownership of land for other purposes.

(ii) A business may own an unimproved lot on which construction of a new facility is underway. Evidence of the

building process includes building permits, architect's plans, engineering studies, or other preliminary steps.

27. LANDSCAPING ELIGIBILITY

- a. Definition. As used in this paragraph "landscaping" includes the replacement of trees, shrubs, hedges, sod, private swimming pools, and private tennis courts (and items or structures associated with their use, such as a cabana used as a bath house).
- b. General Rule. Eligibility for disaster damaged landscaping is limited to the lesser of the verified loss to landscaping or \$5,000. This limitation applies to both residential and commercial property. Normally, trees, shrubs, hedges, etc., will be replaced with saplings or young bushes and shrubs. There will seldom be any justification for using mature plantings as replacements. Docks, boat houses, and any related facilities generally used for recreational purposes are also subject to the landscaping limits.
- c. Exceptions to the General Rule.
 - (1) The limit does not apply to docks and other related facilities when water transportation to and from the primary residence is necessary.
 - (2) Detached buildings such as garages, storage sheds, guest houses, etc., which are not predominantly used for recreational purposes are normally eligible, together with the main house itself, subject to the administrative limit.
 - (3) Business Applicants whose disaster damaged landscaping fulfilled a functional need or contributed toward the generation of business are not subject to landscape limits. For example:
 - (a) A row of trees that constituted a windbreak;
 - (b) The plantings in an atrium or solarium used by patients in a facility providing medical care for the public; or
 - (c) Swimming pools, tennis courts, squash courts, handball courts, etc., when the damaged facility constitutes an integral part of the plan to attract business (e.g., hotel, motel, resort, etc.).
 - (4) Other Exceptions. The following are not included in the landscaping limits:
 - (a) Fill for disaster washouts (as opposed to long-term erosion from natural causes) that must be replaced and is part of the damage to land;

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- (b) The cost of clearing downed trees, shrubs, hedges, etc. (if not done by the community, Corps of Engineers, etc., as part of the total disaster cleanup); and
- (c) Minimal ground cover (if the most practical and feasible method for necessary ground stabilization).

28. VEHICLE ELIGIBILITY

a. Definitions.

- (1) Vehicle means any automobile, truck, tractor-trailer, van, mini-van, motorbike, motorcycle, or other form of motorized ground transportation.
- (2) Recreational Vehicle (RV) means any motor home, camper, truck, van, motorbike, motorcycle, all-terrain vehicle, or any other form of transportation used primarily for recreation or relaxation.

b. General Rule. Vehicles (without limit as to number) are eligible subject to the provisions and limitations of this paragraph.

c. License Requirements. Vehicles which were not properly licensed at the time of application are not eligible. "Not properly licensed" means the vehicle could not be legally operated on public highways.

d. Exceptions to the General Rule.

(1) Unlicensed Vehicles. An unlicensed vehicle may be eligible as follows:

- (a) Where limited or special use does not require licensing (e.g., a bus used to shuttle workers exclusively within the confines of a plant or job site; or a vehicle used exclusively on an Indian reservation for commuting);
- (b) Where the vehicle(s) are inventory of a business applicant; or
- (c) Where the vehicle was held for its scrap value.

(2) Recreational Vehicles.

- (a) A recreational vehicle, such as a motor home or a camper, may be considered eligible for home loan assistance if it is the applicant's primary residence.
- (b) A recreational vehicle, such as a boat or a snowmobile, may be considered eligible for home loan assistance (as personal property)

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if it is the applicant's only method of accessing their primary residence.

- (c) Recreational vehicles may be considered eligible for business loan assistance (as machinery and equipment) if:
 - (i) All expenses connected with the operation of the vehicle, including depreciation and maintenance costs, are deducted as business expenses on the FTR, or
 - (ii) The vehicle(s) qualify as inventory of a wholesale or retail business concern.

29. VESSEL AND AIRCRAFT ELIGIBILITY

This paragraph addresses eligibility of commercial boats, ships, vessels, and aircraft. All other noncommercial and recreational crafts are either not eligible or subject to limits in paragraphs 27 and 28.

- a. General Rule. Subject to the provisions of this paragraph, commercial vessels and aircraft are generally eligible under business loan criteria if they were licensed by the proper authority for commercial use at the time of the disaster.
- b. Vessel. A vessel must be properly registered in the state where it is operated and utilized in a commercial activity at the time of the disaster. If the state registration does not identify the authorized use of the vessel, you must use other verification such as tax returns, receipts for sale of the catch, etc. If the vessel is documented with the U.S. Coast Guard, the authorized use is listed on the documentation papers.
- c. Aircraft. An aircraft must be properly registered (licensed) with the Federal Aviation Administration (FAA), have a current and valid "Certification of Airworthiness" (issued by the FAA), and be utilized in a commercial activity at the time of the disaster. In all cases the FAA will identify the authorized use of the aircraft.

30. HOME LOAN PERSONAL PROPERTY (PP) ELIGIBILITY

- a. General Rule. Eligibility for PP losses rests with the individual(s) who owned the damaged or lost property at the time of the disaster. Generally no upgrading is permitted.
- b. Definitions.
 - (1) Personal Property (PP). For disaster home loan purposes, PP means ordinary household contents, such as furniture, appliances, clothing, etc.,

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including eligible vehicles, which the applicants would normally take if they moved.

- (2) Household. For disaster loan purposes, a household is defined as all persons residing in the dwelling who are claimed as dependents on the applicant's FTR. For example, college students living full time in their parents' home do not have separate eligibility for losses to their PP if they are dependents on their parents' FTR. However, if students living full time with their parents are not claimed as dependents on their parents' FTR, they have eligibility similar to unrelated tenants. The LV must determine that there is no duplication of PP eligibility within the household.
- c. Limitations. Nonessential or atypical items (e.g., extraordinarily expensive, irreplaceable or luxury items, or uncommonly large quantities of ordinary items) may have limited eligibility based on functional or ordinary value or quantity. LV makes these determinations and applies appropriate limitations. The LV will indicate both the verified loss and the eligible amount for each item.
- (1) Functional Value. For very expensive or luxury items with functional use, eligibility is limited to the cost of an ordinary item meeting the same functional purpose. For example, a fur coat would be replaced with a cloth coat.
- (2) Quantities. For very large quantities of ordinary items, eligibility is limited to the replacement cost of ordinary quantities.
- (3) Items with Limited Eligibility. Items with limited eligibility include, but are not limited to:
- (a) Antiques;
 - (b) Expensive or rare artwork, objects of art, or collections;
 - (c) Expensive or extensive wardrobes or clothing collections, including furs (Items essential to the applicant's occupation, such as actor or model, are not subject to this limitation);
 - (d) Collections of otherwise commonplace items (books; musical equipment, tapes or compact discs; audio or visual equipment or tapes; sports equipment, guns; etc.). Items essential to an applicant's occupation (attorney, writer, photographer), are not subject to this limitation (see paragraph 31);
 - (e) Alcoholic beverages (maximum \$250 per application).
 - (f) Disaster-related moving and storage expenses for homeowners are eligible [See paragraph 31.a for eligibility for disaster related moving and storing business contents]. For example, a person recognizes (or is told by local emergency management officials) that their home is going to be flooded, and in an effort to lessen their disaster-related losses they move and store personal property

items out of harm's way. The home is flooded and the victim subsequently moves their personal property back to the disaster repaired property. In this scenario, the moving and storage expenses would be eligible. However, if the home was not damaged as a result of the disaster, moving and storage expenses would not have eligibility. Moving and storage expenses are also eligible in mandatory relocation situations.

(i) The maximum amount eligible on a home loan application without supervisory approval is \$3,000. Allowances above \$3,000 must be substantiated, documented, and approved by a supervisory loan officer (SLO).

d. **Ineligible Personal Property.** Some PP items are ineligible. Examples include, but are not limited to:

- (1) Cash, including coin collections; lottery tickets; stocks; bonds; and other negotiable instruments;
- (2) Recreational vehicles as defined in subparagraph 28.b.(2);
- (3) Pets and other animals; and
- (4) Hobby items which have little or no functional value, such as stamp collections, butterfly collections, autograph collections, etc.

31. **BUSINESS CONTENTS ELIGIBILITY**

Eligibility for business contents rests with the person or legal entity who owned the damaged or lost property at the time of the disaster. [See possible exceptions in subparagraph 13.k.(1)]. For disaster loan purposes, business contents means any machinery and equipment (M&E), inventory, furniture and fixtures (FF), or office equipment damaged or destroyed by the disaster. [See possible moving and storage expenses in paragraph 37.e.(1)(c)(v)]. Replacement of business contents must be, to the extent possible, of the same quality and capacity as the property lost (no upgrading is permitted).

a. Disaster-related moving and storage expenses for 1-4 rentals and businesses may be eligible. For example, a business owner recognizes (or is told by local emergency management officials) that their business or rental property is going to be flooded, and in an effort to lessen their disaster-related losses they move and store business contents out of harm's way. The business is flooded and the victim subsequently moves the contents back to the disaster repaired property. In this scenario, the moving and storage expenses would be eligible. However, if the business was not damaged as a result of the disaster, moving and storage expenses would not have eligibility.

(1) The maximum amount eligible on a home loan application (1-4 Rentals) is \$3,000.

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~~(2) The maximum amount eligible on a business loan application is \$5,000.~~

~~(3) Allowances above \$3,000 and \$5,000 (i.e., Rentals and businesses respectively) must be substantiated, documented, and approved by a supervisor.~~

b. ~~Moving and storage expenses are also eligible in mandatory relocation situations~~

32. INELIGIBLE PROPERTY

The following property is not eligible for disaster loan assistance.

- a. Condemned Structures. Any structure, residential or commercial, condemned or refused an occupancy permit by the proper authority before the disaster occurred.
- b. Secondary Homes. Secondary homes such as vacation homes, cabins, cottages, chalets, and their contents, which are used for leisure and enjoyment by the owner.
- c. ~~Any building and its contents, including a boat house, located seaward of mean high tide or entirely in, on, or over water without an established business need, and which was constructed or substantially improved after February 9, 1989, is not eligible. A structure other than a building, such as a dock, pier, or seawall is eligible for the SBA assistance, but is subject to the landscaping limits defined in SOP paragraph 27.~~
- d. Publicly Owned Property. Public roads, highways, bridges, municipal buildings, etc.
- e. Property Not Located Within the Disaster Area. Any property not located within the declared disaster area at the time of the disaster.
- f. Coastal Barrier Islands. The Coastal Barrier Islands Resources Act prohibits financial assistance for any purpose within the Coastal Barriers Resources Systems (CBRS). The only loans permitted are for PP of transients or short term tenants (e.g., vacationers). Maps of the specific CBRS are available from the Department of the Interior. If a Coastal Barrier Resource Area (COBRA) is included within a declared disaster area, SBA Form 2121, Notice To All Applicants, must be issued with all disaster applications for that declaration. The affected Area Office must notify the Mailout Center when there is a disaster declaration where this form should be included.
- g. Seasonal Occupancy on Leased Land.
 - (1) General Rule. Lessees who are only permitted to occupy their dwellings on a seasonal or recreational basis are ineligible. This also applies to MHs situated on leased land and vessels moored in a leased slip where the lease does not permit occupancy as a full-time primary residence.
 - (2) An exception occurs when the lessor acknowledges in writing that:

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- (a) The lessee was not in compliance with the lease provision for only seasonal or recreational occupancy prior to the disaster; and
 - (b) The lessor had chosen not to enforce the lease restriction; and
 - (c) The lessee is and will be permitted to continue to occupy the dwelling, MH, or vessel as a permanent, year round primary residence.
- (3) Approval under this exception requires:
- (a) ~~Disaster-specific authorization from AAVDA, a copy of which is placed in each case file.~~
 - (b) Final action by the AAD/LP or higher.
- h. Agricultural Enterprises.
- (1) Businesses primarily engaged in agriculture are not eligible. However, a business may be primarily an agricultural enterprise, but also have a non-agricultural, separable component. The non-agricultural venture may be eligible for a business physical disaster loan regardless of the "primary" activity of the overall business structure or affiliated group. To be eligible, the non-agricultural venture must be a separable operation and not just part of the agricultural enterprise, with separable and distinguishable income, operations, expenses, assets, etc. Disaster loan proceeds may not be used to repair or replace physical agricultural losses.
 - (2) A business which is primarily engaged in an eligible activity and secondarily engaged in an agricultural enterprise is prohibited by regulation from using disaster loan proceeds to repair/replace physical agricultural losses.
 - (3) As used in (1) and (2) above, the business includes the applicant business and its affiliates. For sole proprietorships, see also subparagraph 117(b)(2).
- i. Nurseries. Nursery farms are not eligible. (See subparagraph 13.m. and for EIDL, see subparagraph 121.b.).
- j. Property Located in a SFHA within a "Nonparticipating" Community or a Community "Under Sanction." Small Business Administration funds may not be used to repair or replace real or personal property located in an SFHA within a nonparticipating community or a community under sanction. In these communities, Federal flood insurance is unavailable and borrowers can't purchase the statutorily required flood insurance. However, relocation assistance is available.
- k. Property Covered by Notice of Disqualification.

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- (1) If a notice of disqualification of flood-prone property was previously filed of public record, the property is ineligible. However, the AA/DA, AD, or their designee may remove the ineligibility upon notice from the Flood Insurance Administration (FIA) of the following:
 - (a) Adequate flood control measures have been completed and the property is no longer flood-prone; or
 - (b) Property improvements on the land were constructed after the community started participating in the FIA flood insurance program and both layers of flood insurance may be purchased.
- (2) If the ineligibility is removed, the area counsel may issue to the present property owner an instrument canceling the original recorded notice of disqualification. This instrument becomes effective when recorded in the local land records office where the recorded notice of disqualification was filed.
- (3) Notices of disqualification covering property located within an identified M or E Zone may be similarly treated (see subparagraph 51.a.(4)).

33. LIMITED-USE ELIGIBILITY

If an otherwise eligible structure (primary residence or commercial building) was utilized for purposes other than its intended or customary use, we limit eligibility to the lesser of the current or intended use. Thus, if the structure was excessive in size or quality for the use it had at the time of the disaster, it will be restored only to the current use. For example, a cottage or house appurtenant to a primary home was being used for storage purposes. Loan eligibility to repair that structure is limited to the lesser of the cost of a similar sized storage unit or its intended use as a cottage.

34. RESERVED

35. RESERVED

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CHAPTER 4

ADDITIONAL ELIGIBILITY: REFINANCING, RELOCATION, MITIGATION36. REFINANCING

Refinancing is available to help create repayment ability. When a property is substantially damaged, refinancing of recorded liens can make the additional disaster debt more affordable.

a. General Rule. By statute, all or part of all loans secured by recorded liens on homes or business concerns substantially damaged by the disaster may be refinanced with additional disaster loan proceeds.

- (1) Home Loans. We can only consider the eligible R/E (primary residence of the applicant, including MHs, individual condominium units, and houseboats) for refinancing.
- (2) Business Loans. We can only consider the eligible R/E or M&E which is essential to the operation of the business for refinancing. Property used by the applicant business in a manner which is analogous to M&E is treated similarly for this purpose (e.g., furniture, carpets, drapes, linens, appliances, etc., in a hotel or motel).
- (3) Nonprofit Organizations. Nonprofit organizations are not eligible for refinancing because they do not meet the definition of business concern as defined in 13 CFR 121.105.

b. Definitions.

- (1) Uncompensated Damage means the SBA verified physical loss to the property in question (regardless of legislative or administrative limits) less any insurance or other recoveries and excluding any funds due to contractor malfeasance.
- (2) Fair Market Value (FMV) is based upon local market conditions and is what the property would sell for 1 day before the disaster occurred.
- (3) Replacement Cost means the cost to completely reconstruct the damaged structure and restore the entire property to its pre-disaster condition.

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- (4) Substantially Damaged means uninsured or otherwise uncompensated damage of either:
- (a) For homes: uninsured or uncompensated damage which, at the time of the disaster, is either:
 - (i) Forty percent or more of the home's fair market value (FMV) or replacement cost at the time of the disaster, including the value of any land, whichever is less; or
 - (ii) Fifty percent or more of its fair market value or replacement cost at the time of the disaster, excluding the value of any land, whichever is less.
 - (b) For businesses: uninsured or uncompensated damage which, at the time of the disaster, is either:
 - (i) Forty percent or more of the aggregate value (lesser of market value or replacement cost at the time of the disaster) of the damaged real property (including the value of any land) and damaged machinery and equipment; or
 - (ii) Fifty percent or more of the aggregate value (lesser of market value or replacement cost at the time of the disaster) of the damaged real property (excluding the value of any land) and damaged machinery and equipment.
- c. Applicant Eligibility Requirements for Refinancing. By statute, applicants must meet three requirements to be eligible for refinancing consideration:
- (1) The applicant's property must be substantially damaged;
 - (2) The applicant must not have credit available elsewhere; and
 - (3) The applicant must repair or replace the damaged property.
- d. Liens Eligible for Refinancing. Liens subject to refinancing must have existed prior to the disaster. The actual position (i.e., first, second, etc.) and original purpose of an otherwise eligible lien has no effect on refinancing eligibility.
- (1) For real property in both home and business loans, only debts secured by a recorded mortgage, deed of trust, or similar instrument are eligible.
 - (2) For M&E in business loans, only debts secured by a recorded security instrument are eligible. For blanket liens where you can't distinguish

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which portion of the lien relates to M&E, refinancing may be offered if all other relevant criteria are met.

- e. Liens Not Eligible for Refinancing.
- (1) Any mortgage or other lien owned by a Federal, State, or local government agency.
- NOTE: Liens are eligible when the private debt is insured or guaranteed by a Federal agency (provided the private lender owns the debt and it has not been repurchased or otherwise assumed by the Federal agency). We do not consider the Resolution Trust Corporation (RTC) and the Federal Deposit Insurance Corporation (FDIC) Federal agencies for this purpose. An SBA guaranteed debt is eligible for refinancing as long as the debt has not been repurchased or is not owned by SBA. In addition, state housing finance authorities which, pursuant to Federal law, fund such mortgages or liens by issuing Federal tax exempt mortgage bonds for the purpose of encouraging home ownership for low and moderate income families, are not considered a state agency for this purpose.
- (2) Liens due to unpaid taxes, mechanics liens, or similar attachments.
 - (3) Liens on business inventory (payments on liens on inventory may be appropriately addressed with EIDL assistance).
- f. Interim/Bridge Loans. We do not consider repayment of these loans refinancing.
- g. Amounts and Dollar Limitations of Refinancing. By statute, refinancing eligibility must not exceed:
- (1) Homes. The lesser of the amount owing on the lien(s) to be refinanced (plus any prepayment penalty), or the amount of the eligible physical loss to the R/E.
 - (2) Businesses. The lesser of the amount owing on the lien(s) to be refinanced (plus any prepayment penalty), or the amount of the eligible physical loss to the R/E and M&E.
- h. Calculation of Substantial Damage. Your initial calculation is based upon figures in the LV report. You may need to adjust these figures for insurance or other recoveries. Adjustments may also be necessary because the LV report may not reflect the fair market values of all the applicant's property, which may include undamaged property as well.

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- (1) Components of Final Calculation (Homes). You must not include any property adjacent to the damaged primary residence in the calculation if the other property has a separate deed.
- (2) Business Loans. The determination of substantial damage pertains to the applicant business, not just to the damaged property. You must consider each business applicant as a single entity. You do not aggregate with its affiliates for this purpose.
 - (a) Exception for Sole Proprietors (Including Multiple Rental Properties). If one of the ventures or locations sustained substantial damage, but the others suffered little or no damage, you can establish eligibility for refinancing for the damaged ventures or locations if any of the following conditions apply:
 - (i) The individual property is listed on a single mortgage or deed of trust and sustained the percentage of damage necessary to establish eligibility individually; or
 - (ii) If the damage to multiple properties is so substantial that the aggregate of the total damage would satisfy the percentage requirement for refinancing for all the properties if they were taken as a group, then you should take them as a group. This could make an individual property (on a single mortgage or deed of trust) eligible for refinancing even though the property, standing alone, did not suffer sufficient damage; or
 - (iii) If a single mortgage or deed of trust covers more than one of the properties, you must consider the damaged properties covered by the mortgage or deed of trust as a group, rather than individually. The damage for the group must meet the required percentage; or
 - (iv) When the business premise is the home of the sole proprietor, you must aggregate the business and home damage to determine if the required percentage is met.
 - (b) Partnerships and Corporations are distinct legal entities. You do not aggregate property owned by either the principals of the entity or any of its affiliates, when determining substantial damage. However, you must aggregate all property(ies) owned by the applicant partnership or corporation (damaged or not) to arrive at the denominator. You include only the uninsured damage to property in the numerator.

- (c) Machinery and Equipment Damage Only. If the uninsured damage is only to M&E, the calculation must include the value of all business R/E owned.
- (3) Effect of Code Requirements on Substantial Damage Calculation.
- (a) General Rule. If the applicant is repairing the damaged property, you should include the cost of code-required upgrading as part of the damage when you calculate eligibility for refinancing; that is, the numerator of the substantial damage calculation would include the eligible physical loss to the R/E plus the cost to comply with code requirements. This provision applies to all code-required upgrades, regardless of what caused the damage. If the applicant is relocating, you do not include the cost of the code requirements as part of the damage when you calculate refinancing eligibility.
 - (b) Exception to the General Rule. The AAD/LP or higher must approve this exception. Use the higher of the costs (actual loss less insurance plus code-required upgrades vs. replacement cost less insurance) in the numerator of the substantial damage calculation if:
 - (i) The general rule above would result in reduced or no eligibility for refinancing; and
 - (ii) The loan request would be declined for lack of repayment ability; and
 - (iii) The applicant plans to relocate from a SFHA to a non SFHA instead of rebuilding at the damaged site.
- (4) Insurance Recoveries must be deducted in determining uncompensated damage. Therefore you should not offer refinancing until an applicant's insurance recovery is finalized.
- (5) Applicants Request (or Need) for Reduced Physical Loan Amount.
- (a) If the uncompensated loss meets or exceeds the substantial damage criteria, but the applicant, through other means, completes the repairs for less than that amount, you must use the uncompensated loss as the basis for calculating substantial damage. This includes situations where the applicant does the actual work or acts as the general contractor, etc.
 - (i) If the difference between the verification report and the actual cost is large, or cannot reasonably be explained, you should raise questions about the accuracy of the LV report.

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- (ii) If we determine the verification to be faulty and the refinancing funds are not disbursed, counsel must review the case to see if the mistake can be corrected.
 - (b) When the applicant specifically elects not to repair or replace all the damage:
 - (i) If we know this at the outset (not considering question of collateral), there may be no eligibility for refinancing under the law because the damage to be repaired may be less than substantial. The law requires that the property must be substantially damaged and repaired or replaced.
 - (ii) If we don't know this in advance, the mandatory paragraphs in the LAA requiring the return of refinancing proceeds take effect.
- i. Authorized Refinancing.
 - (1) For home loans, you can authorize refinancing according to appendix 26, paragraph 3.d.
 - (2) For business loans, you can authorize refinancing if, based upon a reasonable payment amount which affords the applicant some flexibility and avoids hardship, the amortization of the loan amount would require more than 15 years. You can't authorize refinancing when the amortization of the loan would require 15 years or less.
- j. Partial Refinancing. When circumstances do not permit full refinancing (e.g., lien balance exceeds eligible physical loss), you must consider partial refinancing. If more than one prior lien is eligible, you need to determine the most beneficial way to apply the refinancing eligibility. You should consider the remaining terms, interest rates, installment payment amounts, and any other pertinent factors which will best assist the applicant (see subparagraph 36.m).
- k. Contact with Prior Lien holders. You must request a confidential credit report from each lien holder when considering refinancing.
 - (1) You should first contact the lien holder(s) and attempt to obtain the information over the phone to avoid delays. However, if phone contact is not possible or if the lien holder will not respond to a phone contact, the request must be in writing, using the credit inquiry letter format in appendix 9, Form 143.
 - (2) If the lien holder does not respond to the request for the information, you should ask the applicant to urge them to honor your request. If the lien holder still does not provide the requested information, you must

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document that result and the efforts made in the LOR. Consult your supervisor before proceeding.

- (3) If the report indicates a poor payment history before the disaster, you must ascertain the cause(s). If the applicant has routinely had problems in making the payment on the existing lien, you must consider if a decline is appropriate.
- l. Prepayment Penalties. A prior lien holder may have a legal right to enforce a prepayment penalty if we refinance all or any part of the existing lien(s). Whenever the lien holder elects to enforce a prepayment penalty clause:
 - (1) You should seek to have it waived; and
 - (2) If the lien holder agrees to waive it, obtain written confirmation at loan closing.
 - m. Reamortization. When the prior liens cannot be fully refinanced and some unpaid balance will remain, you must carefully consider the level of the payments for the disaster loan combined with payments on the remaining unpaid balance. In partial refinance cases, a reamortization of the remaining balance must be negotiated with the prior lien holder(s) as a condition of receiving the partial pay down. The applicant should assume the lead in this discussion.
 - (1) You should enter into this discussion if necessary (with the applicant's consent) because lien holders may not have encountered the unique circumstances associated with a disaster loss.
 - (2) The prior lien holder must provide a commitment for financing the remaining balance. The LAA will include a condition requiring this agreement, if not previously submitted.
 - n. Repayment Terms.
 - (1) General Rule.
 - (a) When we fully refinance an existing lien, the SBA payment should be at least equal to the amount of the principal and interest portion of the payment to the existing lien holder.
 - (b) When we partially refinance an existing lien, the total of the applicant's payments to both SBA and to the existing lien holder for the unpaid balance generally should not exceed an amount equal to the principal and interest portion of the predisaster payment to the existing lien holder.
 - (2) Exception to the General Rule.

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- (a) In some cases, it may be appropriate to establish a total payment amount (including the disaster loan and remaining balances of the existing liens) lower than the amount of the payment(s) on the existing debts. Whenever you recommend a lower payment amount you must document the LOR. If the applicant was having difficulty making the payments on the existing debt(s), it is necessary to analyze the causes. If the applicant's debt load was already excessive, you must determine whether an appropriate lower payment after refinancing is possible. If not, a decline may be appropriate.
 - (b) An applicant may be able to make total payments (including the disaster loan and the remaining balances of the existing liens) greater than the amount of the payments on the existing debts. For home loans, this is based on the FDM in appendix 26. For business loans you must determine what payment amount the applicant can reasonably make while allowing a margin for contingencies and the normal variations expected during the course of business operations. If that amount is greater than the amount of the payments on the existing liens, it should be the basis for determining appropriate payment amounts to SBA (and for any remaining balance of the existing liens).
- o. Authorization Conditions Applicable to Refinancing.
- (1) Use of Proceeds (UP). Use of proceeds specifications are in the Catalog of Optional Loan Authorization Text. For home loans, use UP-05 for refinancing of R/E, and UP-06 for refinancing manufactured housing. For business loans, use UP-58 for refinancing of R/E, and UP-59 for refinancing M&E.
 - (2) Reamortization Requirement. When we partially refinance a prior lien, the applicant must provide us with written evidence that either the prior lien holder, or a lender of the applicant's choice, has agreed to amortize the unpaid balance in accordance with the LAA. Use optional condition O/C-05 for this purpose if the existing lien holder is handling the reamortization. Otherwise, use a customized condition.
 - (3) Return of Refinancing Proceeds. When refinancing funds are included in a disaster loan, the LAA will specify that if the borrower fails or refuses to restore the damaged property, SBA will demand return of the proceeds for refinancing.
- p. Authority to Approve Refinancing. Generally, the authority to approve refinancing accompanies the delegated authority to approve a loan. However, if the amount recommended for refinancing exceeds the amount recommended for

physical loss, only the AAD/LP or higher can approve the loan. These cases will ordinarily involve additional risk, questions of how the applicant can address the physical loss in excess of the loan funds for that purpose, and the potential for abuse of the refinancing eligibility.

37. RELOCATION

Relocation occurs anytime the victim either elects to or is required to move from the damaged home or business to any other location. Moving next door, across the street, or across the country are all relocations. However, the reason(s) for the move determines the type of relocation, and corresponding limitations and restrictions on eligibility. In states which have walk-away statutes, you must advise the applicant of potential eligibility limits due to the walk-away policy.

- a. General Rule. By statute, we can't provide assistance to any applicant (home or business) who wishes to voluntarily relocate outside the business area where the disaster occurred. However, we may provide assistance if a relocation is other than voluntary. Rebuilding the damaged structure at another location on the same parcel of real estate is not considered a relocation unless the damaged structure was located in an SFHA and is being rebuilt in a non SFHA on the same parcel.
- b. Types of Relocations.
 - (1) Mandatory Relocation. A relocation is mandatory when a victim has R/E damage and:
 - (a) Is unable to repair or rebuild because appropriate governmental authorities will not permit repair or rebuilding. This usually occurs when the victim is denied a building permit, occupancy permit, or other required permission from local, county or State officials; or
 - (b) The damaged site was in an SFHA and sustained substantial damage as defined by the NFIP and the relocation property is not in an SFHA.
 - (2) Involuntary Relocation. A relocation is involuntary when the victim will be permitted to repair or rebuild, but elects to move because of "special or unusual circumstances" or "uncontrollable or compelling reasons" specifically cited in SBA's regulations (see c. and d. below).
 - (3) Voluntary Relocation. A relocation is voluntary when the victim will be permitted to repair or rebuild but instead elects to move. SBA can only fund a voluntary relocation if the applicant moves within the confines of the business area.

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- (4) Business Area means the municipality which provides general governmental services to the damaged business or home. If not located within a municipality which provides general governmental services, then business area means the county or equivalent political entity in which the damaged business or home is located. In unusual cases, where the municipality is comprised of more than one county (e.g., New York City), the business area will be the county in which the borrower is located. SBA does not restrict the business area to divisions smaller than a city or town (i.e., school, hospital, other special purpose districts, election wards and precincts, etc.).
- c. Special or Unusual Circumstances. When a homeowner or renter must relocate due to special or unusual circumstances, the relocation is involuntary. These circumstances include, but are not limited to:
- (1) Demonstrable risk that the business area will suffer future disasters;
 - (2) Change in employment status, such as employment transfers, relocation for a new job, lack of adequate job opportunities in the business area, or implementation of retirement plans within 18 months after the occurrence of the disaster;
 - (3) Medical reasons; or
 - (4) Special family considerations which necessitate a move outside of the business area.
- d. Uncontrollable or Compelling Reasons. When a business must relocate due to uncontrollable or compelling reasons, the relocation is involuntary. These reasons include, but are not limited to:
- (1) Elimination or substantial decrease of the market for the business product or service as a consequence of the disaster;
 - (2) Change in the demographics of the business area within 18 months prior to the disaster or as a result of the disaster which makes it uneconomical to continue the business in the business area;
 - (3) Substantial change in business costs as a result of the disaster which makes the continuation of the business in the business area not economically viable;
 - (4) Location of the business in a hazardous area such as an SFHA or an earthquake prone area;

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- (5) Change in the public infrastructure in the business area within 18 months prior to or as a result of the disaster that would result in substantially increased expenses for the business in the business area;
- (6) Implementation of decisions adopted and partially implemented within 18 months prior to the disaster to move the business out of the business area for good and sufficient business or personal reasons; or
- (7) Other factors which undermine the economic viability of the business area.

e. Eligibility Provisions, Amounts, and Limitations.

- (1) Mandatory Relocation. When a relocation is mandatory, we consider the real property a total loss, regardless of the actual extent of physical damage.

Mandatory relocation provisions do not apply to tenants and renters, except in cases of leasehold or similar improvements.

- (a) The victim may relocate anywhere in the United States (including its territories and possessions and Puerto Rico). No reasons need be cited, however we must have documentation that prohibits repair/replacement at the damaged site.
- (b) The victim may not relocate to an SFHA if the damaged site was in an SFHA and sustained substantial damage as defined by NFIP.
- (c) The amount of eligibility for the damaged real property and improvements is the replacement cost of the damaged property subject to these provisions:
 - (i) The victim may choose to move the damaged structure to the relocation site and repair the structure, provided the loan does not exceed the cost to build a comparable replacement structure at the relocation site;
 - (ii) The victim may choose to purchase a replacement structure, provided that it is equivalent and the loan is not used for upgrading;
 - (iii) If the damaged property is a rental or investment property which has an unusually low pre-disaster FMV because of its physical condition (e.g., deferred maintenance), location, or similar market reasons, the cost to replace the structure can't exceed its pre-disaster FMV (see paragraph 22.e.);

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- (iv) Additional costs to meet building codes at the relocation site are eligible;
 - (v) The victim is also eligible for reasonable moving and storage costs. Unless approved by a supervisor, documented, and specifically justified in the LOR, the limit for moving expense for contents of the damaged structure is \$3,000 for home loan and Rental loan borrowers and \$5,000 for business loan borrowers; and
 - (vi) Disaster mitigation assistance is not eligible.
- (2) Involuntary Relocation. When a relocation is involuntary, there is no affect on disaster loan eligibility based upon where the victim elects to relocate. Other limitations apply, as follows.
- (a) The victim may relocate anywhere in the United States, including its territories, possessions, and Puerto Rico. Involuntary relocation provisions also apply to tenants and renters.
 - (b) The amount of loan eligibility is subject to these provisions:
 - (i) The physical loss eligibility for R/E is limited to the cost of repairing the damage to the real property at the disaster site;
 - (ii) The physical loss eligibility for tenants with eligible LHI is limited to the cost of repairing the LHI at the disaster damaged site;
 - (iii) Any code compliance costs which would have been required to repair or rebuild at the damaged property site are not "transportable" to the relocation site;
 - (iv) Any costs of required code compliance at the relocation site may be eligible as an alternate use of proceeds;
 - (v) Disaster mitigation assistance is not eligible; and
 - (vi) Moving expenses are not eligible as part of a physical loss loan.
- (3) Voluntary Relocation Within the Business Area. The amount of loan eligibility is subject to the same restrictions as involuntary relocations.
- f. The Relocation Plan. If you recommend approval for relocation, the file and the LOR must state how the applicant plans to replace the damaged property.

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- (1) A relocation plan should address at least the following:
 - (a) A detailed explanation of why the applicant either desires to or must relocate;
 - (b) If the relocation property is known, a copy of the purchase contract, agreement for sale, etc., and a complete legal description;
 - (c) A complete cost breakdown and financing proposal for the property to be purchased, built, or leased;
 - (d) If the relocation property is unknown (not selected), details of the applicant's intentions as to what type of property they will be looking for, and where;
 - (e) What plans, if any, the applicant has for the disaster damaged property;
 - (f) How the applicant will handle any remaining financial obligations on the damaged property; and
 - (g) A flood zone determination on the relocation property.
 - (2) Business relocation plans should also address:
 - (a) If the applicant has adequate funds to sustain the business and its owners until relocation property is selected, built, or leased;
 - (b) If the applicant performed adequate market research on the prospective business to be purchased; and
 - (c) If business operations are changing, whether the owner has the necessary managerial ability and industry knowledge.
 - (3) If the applicant is uncertain about relocation (other than mandatory situations), you must process the application under the assumption the applicant will repair the damaged property.
 - (4) When you discuss relocations, you should strongly urge applicants to make any purchase agreement, contract for sale, or new lease subject to written SBA approval.
- g. Refinancing. Authorized refinancing may be available to victims who relocate.
- h. Collateral Requirements and Disaster Damaged Property. The damaged property from which the victim is relocating may have significant value.

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- (1) Collateral Requirements. Generally, we require both the damaged property and the relocation property as collateral. If the damaged property has outstanding liens, we will permit the lien holder to file a lien in the same amount on the relocation property, provided they release their lien on the damaged property. In these cases we will take a subordinate lien on the relocation property and a first lien on the damaged property. Otherwise, we will take a first lien on the relocation property and a junior lien on the damaged property.
- (2) Disaster Damaged Property. We have an interest in the damaged property because the property may have value as a source of additional funds for the victim to financially recover from the disaster, and the damaged property may be ineligible for future disaster assistance.
 - (a) If you determine the proceeds from the sale of the damaged property are necessary to reduce the loan amount (for the purpose of lowering the installment payment to a level which the borrower can better afford), sale of the damaged property becomes advisable.
 - (b) Collateral should have "due on sale" clauses. However, when the damaged property is not taken as collateral, the LAA must include the condition requiring that the borrower make their best efforts to sell the damaged property within 2 years from date of note and submit the net proceeds to SBA (to be applied in inverse order of maturity (IOM) to the outstanding loan balance). This is required unless the borrower demonstrates that doing so would constitute an undue hardship. If not sold within the prescribed 2 year period, the requirement to apply the net proceeds to SBA remains in effect.
 - (c) Relocation may make the damaged property ineligible for any future disaster loan assistance. For example, a damaged property located in an SFHA from which the victim relocates is ineligible for future assistance when:
 - (i) The relocation was mandatory; or
 - (ii) The property is located in a Community Under Sanction or in a Nonparticipating Community.
 - (d) When we determine property to be ineligible for any future assistance, the LAA must include a condition (OC-04) requiring the borrower to place on the title a notice that the property is ineligible for any future disaster loan assistance for damage caused by any type of disaster.

Physical disaster loans provide funds for the repair or replacement of disaster damage to property. The objective is to restore the property to its pre-disaster condition.

- a. General Rule. Any improvement beyond pre-disaster condition is upgrading, and is not eligible. However, certain exceptions are authorized.
- b. Distinguishing Upgrading from Acceptable Replacement Choices. Similar replacement satisfies the basic objective without raising concerns of upgrading or alternate uses of eligibility. Borrowers can exercise a reasonable degree of discretion in choosing how to replace the damaged or destroyed property. Upgrading usually creates a need for funds in addition to the eligible amount, or involves using excessive amounts to improve one thing by foregoing necessary repairs to another. Trade-offs of size and quality within the approved loan amount are permissible.
- c. Applicant Funded Upgrades. An applicant may make upgrades using his/her own resources or borrowed funds. When an applicant proposes to use other resources, you must ensure that:
 - (1) The applicant has the ability to repay the disaster loan and any other debt; and
 - (2) The SBA's credit position is not jeopardized.
- d. Building Codes. All property repaired or acquired with disaster loan proceeds must meet applicable building codes in effect at the time the necessary permits are obtained. The cost of making improvements to meet code requirements necessary to obtain a permit or other similar approval to make repairs is eligible. Upgrades necessary to meet building codes are not eligible in cases of voluntary or involuntary relocation.
- e. Minimum Residential Standards. All residential property repaired or acquired with disaster loan proceeds must meet minimum (reasonable) standards of decency, safety, and sanitation. Examples of minimal residential standards include interior sanitation (bath and toilet) facilities, heat, safe wiring, and similar concerns normally covered by codes. Normally, this is addressed by local building and occupancy codes and the costs are eligible. However, if not addressed, these judgments and associated costs are made by the Loss Verification Department.
- f. Protective Devices and Mitigation Measures. In some circumstances, additional protective devices and mitigation measures not in place prior to the disaster are eligible improvements (see paragraph 40).

39. ALTERNATE USE OF LOAN ELIGIBILITY

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Generally, borrowers must use their disaster loan eligibility to replace the lost property in like kind. However, in some situations, we can allow the applicant to purchase property different from that lost. The determining factor is the reasonableness of each request. For example:

- a. A tenant (renter) who suffered a substantial PP loss is forced to vacate his/her primary residence and is unable to locate comparable rental quarters. We can allow them to use disaster loan eligibility to purchase a primary residence, if:
 - (1) The amount of the disaster loan eligibility does not exceed the administrative limit on personal property; and
 - (2) The cost of the residence is no more than its FMV; and,
 - (3) Any cost of the residence that exceeds disaster loan eligibility is available from one or both of the following:
 - (a) Injection of funds that do not have to be repaid; and
 - (b) A loan from another lender.
- b. Owners of destroyed MHs used as their primary residence may be allowed to use their total eligibility to purchase or build a conventional home. Conversely, owners of damaged or destroyed conventional homes used as their primary residence may be allowed to use total eligibility to purchase a MH (not a travel trailer) to be used as a primary residence. However, the cost of the replacement home cannot exceed its appraised value.
- c. Handicapped, disabled, and physically challenged individuals may have special needs which require even more latitude when making alternate use determinations. For example:
 - (1) An applicant is confined to a wheelchair which was damaged or destroyed by the disaster in addition to other personal property items. The wheelchair was an older, manually operated model. In lieu of replacing certain other PP items, we could allow the applicant to purchase a motorized wheelchair as a replacement for the manual model.
 - (2) A member of an applicant's household is confined to a wheelchair. No PP damaged was sustained, only R/E damages. In lieu of repairing or replacing some items, we could allow the construction of wheelchair access ramps even if none previously existed.
- d. Upgrades determined to be ineligible under paragraph 38 remain ineligible for an alternate use of proceeds.

40. PROTECTIVE DEVICES AND MITIGATION MEASURES

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- a. General Rule. Protective devices or mitigation measures in place before the disaster are eligible. If not in place before the disaster, eligibility is based on the need for adding such a device or measure. Examples of these devices or measures include, but are not limited to:
- (1) Retaining walls;
 - (2) Fences;
 - (3) Seawalls or bulkheads;
 - (4) Relocating utilities; and
 - (5) Modifying structures.
- b. Pre-existing Protective Devices or Measures. If the devices or measures existed prior to the disaster, the full cost to repair or restore to pre-disaster condition is eligible, except when the devices or measures were installed outside of a home or other building. In those instances, only the cost of repairing or restoring the device to functional pre-disaster condition is eligible. (The costs of repairing or restoring any cosmetic or nonfunctional embellishments are subject to the landscaping limits.)
- c. Code Requirements for Protective Devices or Mitigation Measures. If the devices or measures did not exist prior to the disaster, the full cost of a device or measure to meet code requirements is eligible.
- d. Necessity of Protective Devices or Mitigation Measures to Make Disaster Repairs. If the devices or measures did not exist prior to the disaster, but are absolutely necessary to repair or restore the property, the full cost is eligible if:
- (1) It is the only feasible or practical method of repairing or restoring disaster damage to land, land improvements, or structures; and
 - (2) It prevents immediate and continuing danger of serious damages to structures (not land and land improvements); and
 - (3) We receive written evidence from a professional third-party (such as an engineer's report) which clearly establishes the necessity for the device or measure (opinions from real estate agents, insurance adjusters and the like should not be considered); and
 - (4) You document the necessity in the LOR.
- e. Post Disaster Mitigation Measures. The statute provides eligibility for the costs of these devices or measures subject to the following:

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- (1) Mitigation eligibility depends on there being R/E or LHI damage. If there is only PP damage, there is no mitigation eligibility. Measures designed only to protect PP are not eligible. Eligibility is exclusive to the damaged property and does not transfer if the applicant relocates.
- (2) The maximum eligible cost is 20 percent of the loan amount, calculated before the increase for the cost of the protective device or mitigation measure. For this calculation, the loan amount is the amount loaned for physical damage.
 - (a) This additional mitigation amount up to 20 percent is not subject to the \$200,000 administrative limit for real property damage for home loans. The 20 percent is based on the full amount of the loan for both R/E and PP. Thus, the maximum possible amount of a disaster home loan is \$488,000 (\$200,000 for R/E damage, \$40,000 for PP damage, \$48,000 for mitigation, and \$200,000 for refinancing).
 - (b) For business loans, the 20 percent is subject to the \$1,500,000 legislative limit.
 - (c) For refinancing purposes, you do not include the additional amount in calculating substantial damage or when determining the eligible refinancing amount.
 - (d) You may include code required upgrades which could also qualify as mitigation and which can't be funded due to the administrative limit under mitigation eligibility.
- (3) The proposed device or measure must protect or mitigate against damage from the same type of occurrence as the declared disaster (e.g., protection against future flood damage when the disaster was a flood).
- (4) The applicant must choose the protective device or mitigation measure. You must not recommend any specific mitigation measure or comment on the relative merits of one measure as compared to another. LV must evaluate each request for need or appropriateness before you can take action.
- (5) During loan processing you must:
 - (a) Not include the additional mitigation amount in the credit elsewhere determination (because these costs are voluntary);
 - (b) Address in the LOR how the applicant will fund the difference if the cost of the device or measure exceeds 20 percent of the loan amount; and

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- (c) Include in the LAA a specific use of proceeds condition with a description of the authorized mitigation measure.
- (6) Generally, applicants can request funds for mitigation at any time during the filing period, or if a loan is approved, through the time of full disbursement. After full disbursement, we will accept a request for additional funds for mitigation if we determine that the delay resulted from substantial causes essentially beyond the control of the applicant.
- (7) You must base the 20 percent limitation on the net approval amount for physical damage (amount of the original loan approval, plus increases, less decreases, and exclusive of refinancing) at the time of the approval of an additional amount for mitigation. If the amount of the loan for physical damage is subsequently decreased, we don't decrease eligibility for mitigation funds we have already approved. But if the amount of the loan for physical damage is subsequently increased, mitigation eligibility is increased proportionally.
- (8) Alternate use of loan eligibility is permissible to cover mitigation measures. The 20 percent limit applies only to the amount added to the loan amount for physical damage, and not to the alternate use. As with all requests for alternate uses of eligibility, approval is contingent upon our conclusion that sufficient repairs can be made to make the damaged property reasonably usable and safeguard the Agency's collateral. Generally, we accomplish this by disbursing that part of the proceeds to fund the necessary repairs prior to that part to fund the mitigation measure.
- (9) In cases of a condominium or similar association where the damage is to the real property of individual unit owners and to the common property owned by the association, the individual condominium unit owners may assign their mitigation eligibility to the condominium association.
- (10) Tenants who own leasehold improvements are eligible for mitigation. However, a lease requirement to repair the owner's real property does not convey mitigation eligibility to the tenant.

f. Pre-Disaster Mitigation Pilot Loan Program. See appendix 28 for explanation for program guidelines and procedures.

CHAPTER 5

AMOUNTS, TERMS, AND CONDITIONS OF PHYSICAL DISASTER LOANS41. LIMITS ON LOAN AMOUNTS

There are legislative limits imposed on the disaster loan program (Section 7(c)(6), Small Business Act). These are further restricted administratively in SBA's regulations (13 CFR part 123) and this SOP. The administrative limit applies to the combined total amount of all home loans to any one applicant for any one disaster. Members of a single household (e.g., husband, wife, and dependents) cannot make separate applications for the purpose of exceeding the administrative limit.

a. Administrative Limits on Home Loan Amounts.

- (1) For real estate (R/E) damage, the limit is \$200,000. Real Estate damage includes all physical damage to a primary residence and appurtenant structures, landscaping, land and land improvements, relocation costs, and permissible upgrading.
- (2) For personal property (PP) damage, the limit is \$40,000. Personal Property includes all household contents of the primary residence and eligible vehicles.
- (3) For mitigation measures the limit is 20 percent of the loan amount for physical damage (both R/E and PP damage), up to a maximum of \$48,000.
- (4) For refinancing, the limit is \$200,000.
- (5) The maximum amount of a disaster home loan for a SINGLE disaster is \$488,000.

b. Legislative Limit on Business Loan Amount. The maximum amount of any business loan (physical and EIDL) is \$1,500,000. This statutory limit applies to the combined total amount of all loans to any one applicant, including its affiliates, for any one disaster and includes the provision for increasing a loan for hazard mitigation measures. The SBA can authorize an exception to this legislative limit if the applicant is a major source of employment (MSE) (see paragraph 42).c. Disaster Loan Limit for Combined Home and Business Loans. If a business (not an MSE) has eligible losses of \$1,500,000 and its principal owner(s) has home losses, the following limits apply.

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- (1) A business organized as a corporation, a subchapter S corporation, a general partnership or a limited partnership, etc., is a separate legal entity and the principal(s) have full home loan eligibility regardless of the amount of the business loan. For example: A corporation has eligible losses of \$1,500,000. The corporation is owned by two individuals, each with a 50 percent interest. Both 50 percent owners are eligible to apply for damages to their respective primary residences up to the maximum administrative home limits.
- (2) A business operated as a sole proprietorship is not a separate legal entity and we must aggregate the losses to the maximum (non MSE) loan limit for a single disaster of \$1,500,000. However, the home loan cannot exceed the administrative limits. For example: A sole proprietorship has eligible losses of \$1,450,000. The primary residence of the sole proprietor is also damaged. Because the two are not separate legal entities, the combined maximum legislative loan limit for one disaster is \$1,500,000. Therefore, the home loan application could not be approved for more than \$50,000.

42. MAJOR SOURCE OF EMPLOYMENT (MSE) WAIVER OF LENDING LIMIT

The Agency may waive the \$1,500,000 legislative limit if a business is a MSE. This is to minimize unemployment of large numbers of people in a disaster-impacted community.

- a. MSE Eligibility. A business applicant qualifies as an MSE if it is a concern which has one or more locations in the disaster area, which locations individually, or in the aggregate:
 - (1) Employed 10 percent or more of the entire work force within the commuting area of a geographically identifiable community, no larger than a county; provided that the commuting area does not extend more than 50 miles from such community; or
 - (2) Employed 5 percent or more of the work force in an industry within the disaster area and, if the concern is a nonmanufacturing concern, employed no less than 50 employees in the disaster area or, if the concern is a manufacturing concern, employed no less than 150 employees in the disaster area; or
 - (3) Employed no less than 250 employees within the disaster area.

NOTE: You must aggregate employees of concerns sharing common business premises to determine MSE status for a nonprofit applicant owning the premises.

- b. Discretion to Waive Legislative Loan Limit. The SBA may waive the \$1,500,000 limit if:

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- (1) The damaged location(s) of the MSE are out of business or in imminent danger of going out of business and the waiver is necessary to permit the location(s) to reopen or stay open in order to avoid substantial unemployment in the disaster area; and
 - (2) The applicant has used all funds from its own resources and all available credit elsewhere to alleviate the physical damage and/or economic injury sustained.
- c. Use of Applicant's and/or Owner's Assets and Credit. The SBA will consider a waiver of the legislative limit only to the extent that loan assistance in excess of \$1,500,000 is necessary after the applicant, its affiliates, and its principals use business and personal assets and credit to the greatest extent possible without incurring undue hardship.
- d. Processing Procedure and Approval Authority.
- (1) Area offices may decline or withdraw applications for more than \$1,500,000 in accordance with normal procedures. The area office may determine that an applicant is not an MSE. (A decline for MSE status is subject to normal reconsideration procedures.)
 - (2) If we can approve an application from a credit perspective and justify an MSE waiver the area office must prepare both recommendations and send the case file to ODA. The AD's recommendations must include the initial recommendation and concurrence by an approving official with delegated authority in accordance with the rule of two.
 - (3) All approval recommendations must contain the following loan conditions:
 - (a) A Net Earnings Clause;
 - (b) An Initial Public Offering (IPO) Clause; and
 - (c) A limitation on distributions and compensation.
- NOTE: The exclusion of any of these conditions requires justification in the LOR.
- (4) The AA/DA must take final action on the credit and MSE recommendations.
- e. Applicability of Executive Orders. In certain circumstances, Executive Orders concerning floodplain management and wetlands protection may apply (see paragraph 52).

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43. VERIFICATION OF DAMAGE

Applications for physical disaster loan assistance require on-site inspections. The only exceptions are Accelerated Processing Declines (APD)s. The Loss Verification Department has specific responsibilities that include, but are not limited to:

- a. Determining estimated cost of repair or replacement of real, personal, and business property;
- b. Providing information gathered during the on-site inspection to guide you in establishing eligibility within program guidelines;
- c. Estimating replacement and pre-disaster FMV of property;
- d. Determining if property is located in SFHAs as defined by the NFIP;
- e. Determining if property is located within the CBRS;
- f. Evaluating the appropriateness of disaster mitigation requests; and
- g. Providing estimated values of undamaged real property offered or required as collateral, as requested.

44. DETERMINATION OF AMOUNT OF PHYSICAL LOAN ELIGIBILITY

Loan officers are responsible for making all eligibility determinations, including ineligible property, and applying program limitations to eligible property.

- a. Definitions.
 - (1) The SBA verified total loss is the amount reported by the verifier without regard to program limits.
 - (2) Uncompensated physical loss is the difference between the SBA verified total loss and any deductions (insurance or other recoveries) for duplication of benefits (DOB).
 - (3) Eligible physical loss is the difference between the uncompensated physical loss and any amounts in excess of landscaping limits or other program lending limits.
- b. Loan Officer Adjustments to the SBA Verified Total Loss. Because the LV may not identify all ineligible property, the verified total loss may need further adjustment. After you analyze the verified losses, determine eligibility of all damaged property, apply all restrictions and limitations and add any associated indirect expenses, the result is the adjusted verified total loss.

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- (1) For personal property (home loans), the LV report provides an amount of eligibility for each item and explains any differences between the verified amount and the eligible amount. This difference is the ineligible amount. (For example, a fur coat with a verified loss amount of \$2,000, but an eligible loss of only \$300 due to functional value, results in an ineligible amount of \$1,700.)
- (2) For business contents, particularly inventory, your financial analysis may lead to questions on the LV report. You must consult with LV if discrepancies exist.
- (3) For real property (all loans), the LV report provides an estimate of the cost to repair/replace all disaster damage by category. You must not vary from the report without first consulting with the Loss Verification Department. You must document any adjustment in the LOR.
- (4) You are responsible for applying all other restrictions and limitations in determining the amount of physical loss to eligible property.
- (5) You may increase the SBA verified total loss to account for any associated indirect expenses in accordance with the provisions of subparagraph 22.b.(2).

c. Deductions from the SBA Verified Total Loss.

By statute, eligibility for SBA disaster loans is limited to underinsured or uncompensated losses. You must deduct insurance or any other compensation received or anticipated (from any source) for damage to eligible property to determine the amount of uncompensated physical loss. You do not deduct any insurance or other compensation received for purposes other than loss or damage to eligible property. (This unduplicated compensation is available to the applicant to apply toward repair of ineligible property or other purposes.) Deductions from the SBA verified total loss can originate from:

- (1) Other Disaster Relief Organizations.
 - (a) American Red Cross (ARC) Grants. ARC disaster emergency assistance is usually in the form of vouchers for food, shelter, clothing, clean-up kits, etc. We don't consider this type of assistance a duplication of benefits (DOB) and you do not deduct it from the verified losses. However, if the ARC provides assistance for permanent repairs, you must deduct this assistance rather than require repayment to ARC.
 - (b) FEMA Assistance. Most forms of FEMA emergency assistance do not duplicate SBA disaster loan assistance. However, Private Non-Profit (PNP) organizations may receive grant assistance for emergency protective measures prior to applying for a loan from

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SBA for their disaster-related damages. This emergency grant assistance may duplicate the loss SBA verified (e.g., debris removal). We must perform a duplication of benefits (DOB) check on all PNP applications. If the applicant did receive grant monies for emergency protective measures that duplicate our verified loss, the loan officer should decrease the eligible loss amount to correspond with the DOB. FEMA temporary housing assistance includes:

- (i) Rental assistance and emergency living expenses (ELE) provided to displaced disaster victims. You do not deduct FEMA funds allocated for these purposes from SBA's verified total loss.
 - (ii) MRP funds provided for minimal repairs to make a residence habitable. You must deduct total MRP amounts if it exceeds \$100.
 - (iii) Trailers or MHs provided to displaced disaster victims, which is not deducted.
- (c) Assistance to Individuals and Households Program (IHP) Grants. IHP assistance may not duplicate SBA disaster loan assistance.
- (i) We do not deduct IHP assistance from the SBA verified losses during processing. If you recommend approval (including limited approval) you eliminate the duplicated benefit by using loan proceeds to repay the grant program in the amount of the duplicated assistance. The LAA must include a use of proceeds requiring reimbursement to IHP in the form of a co-payable check.

NOTE:

An IHP award may exceed SBA's verified loss of personal property. In this situation the maximum DOB for SBA is the amount of verified personal property loss. For example, the IHP award for personal property is \$7,500 and SBA verifies personal property damages as a result of the disaster at \$6,900. In this scenario the maximum DOB for personal property losses would be \$6,900. \$6,900 would also be the amount of the loan proceeds that would be repaid to FEMA.

- (ii) In some instances, IHP assistance will include grants for medical, dental, funeral expenses, etc. These are not DOBs and you do not deduct or repay this assistance.

(iii) There may be circumstances when the applicant has received the maximum total grant award of \$25,000 from FEMA and continues to have unmet disaster-related medical personal property needs. In this limited circumstance, the disaster

victim may have eligibility. To determine the eligible loss amount you need to deduct FEMA's medical personal property grant from the amount needed to repair or replace the disaster-related items. Remember, in order to find any eligibility for medical personal property the applicant must have already received the maximum amount of total grant assistance from FEMA (\$25,000 for 2002, excluding grant monies for permanent housing construction).

- (2) Net insurance proceeds are funds available to the applicant for repair/replacement of disaster damaged property and must be deducted from the SBA verified total loss.
- (a) Exclusions from Net Insurance.
- (i) Insurance may be for damage to both eligible and ineligible property, without specific policy provisions. If breakdowns aren't provided, you must apply the insurance recovery first to ineligible property and then to eligible property.
 - (ii) If the holder of a lien on real property and/or business M&E has legal control of the insurance proceeds and requires that the proceeds be applied to reduce the lien balance, you don't deduct that amount. The reason the lender required the funds doesn't matter, only that they had the legal right to do so and did. You must obtain substantiating evidence either in writing from the lien holder or from a documented telephone conversation.
- NOTE: You must deduct the insurance if an applicant elects to apply insurance proceeds for the reduction of an existing lien, or if the applicant requested the lender to demand payment.
- (b) Personally Owned Vehicles. You must deduct from the verified loss to a personally owned vehicle the insurance proceeds voluntarily or involuntarily used to reduce or pay off a lien on the vehicle.
- (3) Other Recoveries and Deductions. You must also deduct any other recoveries or compensation which would duplicate an SBA loan for physical repairs.
- (a) Free Labor and Materials. You must deduct the dollar equivalent of free labor provided by the applicant, relatives, friends or third-parties to restore disaster damage, and the cost of any materials donated to the applicant for use in the restoration.

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- (b) Overhead and Profit. You must deduct the amount of overhead and profit included in the LV's estimate if the applicant business or an affiliated business is used to repair disaster damage. (The LAA contains a standard paragraph which prohibits borrowers from paying overhead or profit for repairs performed by, or for materials acquired from, a business in which the borrower owns a 50 percent or greater interest.)
 - (c) You must deduct third party payments/adjudicated settlements when liability is acknowledged by another or legal proceedings determine compensation has been made or accepted.
 - (d) Miscellaneous Recoveries. You must deduct grants or gifts, typically from State or local governments and volunteer agencies, including ARC, Salvation Army, Catholic Charities, Mennonite Disaster Services, and similar organizations.
 - (e) Government Sponsored Buyouts. You must deduct the purchase price if FEMA or any other agency buys the damaged property. You do not deduct moving expenses associated with the purchase.
- d. Assignments of Pending or Future Insurance Recoveries.
- (1) If you know the amount of an insurance settlement at the time of loan processing, you deduct it from the SBA verified total loss.
 - (2) If you don't know the full amount of an insurance settlement at the time of processing, you only deduct the known amount. This arises when an insurance claim for disaster damage:
 - (a) Has not yet been processed or settled;
 - (b) Has been only partially processed or settled; or
 - (c) Is in dispute, or when an applicant claims that additional insurance coverage may be due.
 - (3) You must include an appropriate condition in the LAA providing for an assignment of any pending insurance settlement as follows.
 - (a) If additional amounts are expected, use the appropriate LAA condition to take an assignment of any insurance proceeds in excess of the amount deducted.
 - (b) If no insurance is deducted but some is expected, use the appropriate LAA condition to take an assignment of any insurance proceeds.

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- e. Determining the Final Eligible Loan Amount. After you make all required deductions from the SBA verified total loss in accordance with subparagraphs c. and d. above, you have determined the uncompensated physical loss. You must now make the following adjustments to determine the eligible physical loss:
- (1) Apply the landscaping limits;
 - (2) Apply the legislative or administrative limits;
 - (3) Add any eligible amount for necessary and appropriate additional protective devices or mitigation measures within the legislative limit; and
 - (4) Add any amount of authorized refinancing.
- f. Lending for the Insurance Deductible Only. The provisions of this paragraph apply to any disaster whenever the applicant seeks a loan solely for the insurance deductible. Lending for the deductible avoids many time consuming tasks without significantly increasing the risk of DOB.
- (1) When the estimate of damage from the insurance company is unknown, we will lend the lesser of the insurance deductible or the eligible physical loss based on SBA's loss verification.
 - (2) When the estimate of damage from the insurance company is known and exceeds SBA's damage verification, we will accept the insurance company's estimate of damage in lieu of performing a reverification, and increase the eligible loan amount as appropriate, up to the amount of the deductible.
 - (3) Processing Procedure.
 - (a) You must verify the amount of the deductible, either by phone with the insurance company or agent, or by requesting a faxed copy of the declarations page of the policy from the applicant. If all attempts fail, you may accept the applicant's statement as to the amount of the deductible and process the loan accordingly. In these cases, you must include the following requirement in the conditional commitment letter (CCL): "A copy of the declarations page of the insurance policy or other evidence, satisfactory to SBA, of the amount of the insurance deductible."
 - (b) You do not take assignments of insurance when the loan is for the deductible only.

NOTE: If the applicant desires to borrow more than the deductible, the above procedures do not apply and you must perform the standard eligibility calculations.

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45. ROUNDING OF DOLLAR AMOUNTS

For administrative convenience, you must round dollar amounts when determining the actual loan amount. Because the Agency's loan accounting system accommodates loan amounts in even hundreds, you must round the actual dollar amounts of all disaster loans to the next higher whole hundred. You round the final loan amount only once, after you determine the individual category amounts (R/E, PP, M&E, inventory, etc.).

46. INTEREST RATES

Each disaster declaration specifies the interest rates applicable to the categories for all loans processed under that disaster declaration, except as provided for in c. below.

- a. Home Loans. The Small Business Act contains a formula for setting two interest rates for home loans, based on the availability of credit elsewhere. The lower rate applies to homeowners without credit available elsewhere (NCE rate), and the higher rate applies to homeowners with credit available elsewhere (CE rate). The method for determining home loan credit elsewhere is in appendix 24 (for HELOR see appendix 27).
- b. Business Loans. Similarly, the statute contains another formula for setting two interest rates for business loans, based on the availability of credit elsewhere. The lower rate applies to businesses without credit available elsewhere, (NCE) and the higher rate applies to businesses with credit available elsewhere (CE). The method of determining business loan credit elsewhere is in appendix 25.
- c. Nonprofit Organization Loans. The statute contains another formula for setting two interest rates for nonprofit, eleemosynary, cooperative, religious, and similar organizations and institutions, depending upon the availability of credit elsewhere. In these cases, use the business credit elsewhere test (CET) (see appendix 25). For nonprofit and other organizations without credit available elsewhere, the interest rate is the same as for businesses without credit available elsewhere. For nonprofit and other organizations with credit available elsewhere, we base the interest rate on a different statutory formula. The Office of Disaster Assistance provides this rate at the beginning of each fiscal year. This rate applies to all credit elsewhere nonprofit loans at the time of approval if it is lower than the credit elsewhere rate stated in the declaration or designation. Otherwise, the credit elsewhere rate announced in the declaration or designation applies.

d. Economic Injury Loans

(1) By statute, we can authorize EIDLs only at the business no credit elsewhere (NCE) interest rate.

(2) The interest rate to be assigned to MREIDL approvals changes quarterly. However, once the appropriate interest rate is assigned to an approved MREIDL loan, it remains fixed. The proper interest rate to be applied to

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any MREIDL loan approval is SBA's published EIDL interest rate at the time the MREIDL file is APPROVED. For MREIDL only, the date of approval is the date the SLO or other appropriate approving official signs off on the processing loan officer's recommendation.

47. LOAN TERMS AND INSTALLMENT PAYMENT AMOUNTS

- a. General Principle. You determine the installment payment amount based upon the applicant's ability to repay. First you establish the installment payment amount and then you set the term in accordance with that amount.
- b. Maximum Term.
 - (1) The maximum term of disaster loans is 30 years.
 - (2) For businesses able to obtain credit elsewhere the maximum term is 3 years.
 - (3) For nonprofit, eleemosynary, religious, cooperative, and similar institutions able to obtain credit elsewhere, the maximum term is 30 years.
- c. Establishing the Term.
 - (1) You are responsible for an independent evaluation of the applicant's ability to repay. You should not base payment amounts and terms solely on an applicant's request.
 - (2) For home loans, the Fixed Debt Method (FDM) described in appendix 26 and the calculations described in subparagraph 47.j. below provide the method for analyzing and justifying payment amounts and terms.
 - (3) For business loans, you must justify the payment amount and the resulting loan term in the LOR.
- d. Equal Installment Payments. Normally, disaster loans are repaid in equal monthly installment payments of principal and interest which fully amortize the loan amount and the interest accrued during the initial deferment period within the loan term (see g. below).
- e. Exceptions to Equal Installment Payments.
 - (1) Occasionally, it may be appropriate to approve a loan with reduced initial installment payments and larger installment payments thereafter.
 - (a) This usually occurs when an applicant will pay off a significant fixed debt within the first 2 years of the loan, and that debt is unlikely to recur, such as a mortgage or a one time loan.
 - (b) You must justify recommendations for reduced initial payments in the LOR, subject to the following:

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- (i) You must restrict the initial installment payment amount to not more than 2 years, after which the full (permanent) installment payment amount is required;
 - (ii) We can permit only two payment amounts (initial and permanent). This restriction does not govern changes which may become necessary during the closing, disbursing, and servicing processes; and
 - (iii) Generally, the initial payment amount should at least cover accruing interest. This avoids an accrual of deferred interest requiring an unreasonably large permanent payment amount to amortize within the term.
- (2) Balloon payments are prohibited.
- f. Frequency of Installment Payments. You must justify any exception to monthly payments in the LOR. However, when an applicant receives income on a seasonal or annual basis, you may arrange the repayment schedule to provide for quarterly, semi-annual, or annual payments.
- g. First Payment Due Date.
 - (1) The first payment due date is 5 months from the date of the Note. This reflects a standard deferment of 4 months. It recognizes that disbursements are seldom completed on the Note date, and that disaster recovery is seldom accomplished immediately upon funding.
 - (2) In some instances you may need to defer the first payment due date longer than 5 months from the date of the Note. For example, when the construction/major repair will take a protracted period, the borrower may be unable to make full payments until the project is substantially completed. In these cases, you may set the first payment due date more than 5 months from the date of the Note if you justify the need in the LOR. Use this provision with caution and only to address clear needs. You should be aware that the interest accrual during these deferment periods can be significant, and may result in substantially higher installment payments to amortize the loan within the term. Approval authority for these deferments is limited as follows:
 - (a) First payments due up to and including 1 year from the date of the Note require SLO approval;
 - (b) First payments due more than 1 year and up to and including 18 months from the date of the Note require AAD/LP approval; and

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- (c) First payments due more than 18 months and up to and including 2 years from the date of the Note require an AD's recommendation. Only the AA/DA may approve these requests. This restriction is not intended to govern unforeseeable situations where the initial disbursement is delayed beyond 18 months. It does govern situations where there has been at least one disbursement.
- h. Payments are Fixed Amounts in Whole Dollars.
 - (1) You must express all installment payments as a fixed number of dollars, rather than "principal and interest" or "interest only" or other descriptions.
 - (2) You must round all installment payments up to the next whole dollar to accommodate automated collection facilities.
 - i. Terms in Whole Months or Years. You must write initial loan terms in whole months or years. You round up to the next month or year as follows:
 - (1) Write loan terms of less than 1 year, in whole months (e.g., 9 months);
 - (2) Write loan terms of less than 3 years in years and whole months (e.g., 2 years 7 months);
 - (3) Write loan terms of 3 years or more in whole years; and
 - (4) If you modify a loan, the resulting term will not usually be a whole year. In these cases, you write the modified term for the next higher whole month, even if the loan term is 3 years or longer.
 - j. Calculating Payment Amounts and Loan Maturities.
 - (1) Accrued Interest. You must account for the interest accrued during the initial deferment period when you set the loan term. Every loan has at least a 4 month deferment. However, most loan amortization computer programs and electronic calculators assume that the first payment is due at the end of the first month. Remember to adjust for the deferment period.
 - (2) Home Loans and 1-4 Rentals Processed Using SBA Form 140. To ensure consistency and simplicity, you must calculate the installment payment amounts and loan terms as follows (for business loans, see subparagraph 47.j.(4) below).
 - (a) You calculate the interest accrued in the deferment period as if the loan were fully disbursed at the signing of the Note. Multiply the loan approval amount by the interest rate, divide by 12 (to obtain

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the monthly interest accrual), multiply by the number of months for which interest has been deferred in excess of 1 month (4 months if the standard deferment setting the first payment 5 months from the date of the Note is used), and add the result to the loan approval amount. This sum is the dollar amount used to calculate the loan term.

- (b) Calculate the number of months it would take to pay off the dollar amount resulting from the calculations in (a) above by amortizing this amount using the target payment (1/3 CA).
- (c) Add the number of months, in excess of 1, during which interest will accrue before the first payment due date (4 months if the standard deferment setting the first payment 5 months from the date of the Note is used) to the number of months resulting from the calculation in (b) above.
- (i) If the result is less than 36 months, round to the next higher whole month. This is the final loan term. It will be expressed in years and months (e.g., 27 months is 2 years and 3 months).
- (ii) If the result is 36 or more months, convert the term to years by dividing the total number of months by 12, and round up to the next higher whole year. If this result is 30 years or less, this is the final loan term.
- (iii) In (i) or (ii) above, when the term is rounded up to the next higher whole month or year, the installment payment amount will not exactly correspond to the final loan term. Recalculate the exact payment amount required for the final loan term and round the payment up to the next higher whole dollar amount.

NOTE: This amount should not be larger than the payment used for the calculations before rounding up the term.

- (iv) If the result of your calculation in subparagraph (c) is more than 360 months (30 years), recalculate the amortization with the loan approval amount from (a) above and use 356 months (the maximum number of monthly payments on a 30-year loan with the standard deferment) to determine the necessary monthly payment. If this payment amount is within the range from 1/3 to 100 percent of cash available (CA), generally you write the loan with the maximum

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30-year term and this payment amount (see appendix 26, paragraph h.2., for exceptions to this general rule). If the payment exceeds 100 percent of CA, consider the options set forth in appendix 26. The payment amount must never exceed CA. Round the payment up to the next higher whole dollar amount.

- (d) You must enter the term resulting from (c) above, the frequency of payment, and the installment payment amount in Section E of the Home LOR.
 - (3) Home Loans Processed Using the Home Expedited Loan Officer's Report (HELOR-SBA Form 140E). The calculations specified in subparagraph (2) above remain the same with the following exceptions. Loan repayment terms are initially based on a target payment of \$100, with a 25-year cap on maturity. At the applicant's request, you may adjust the target payment up to \$25 up or down provided the loan term does not exceed the 30-year maximum limit (see appendix 27). You must enter the resulting term, the frequency of payment, and the installment payment amount in the Recommendation Section of the HELOR.
 - (4) Business Loans. For business loans, determine a reasonable amount for the borrower to pay for each monthly (or other) installment in place of the target payment used for home loans. You must justify the recommended payment for a business loan in the LOR. You must enter the resulting term, the frequency of payment, and the installment payment amount in Section A of the Business LOR.
 - (5) The above calculations are made only for administrative convenience to determine the payment amount. If a borrower questions the methodology, you should emphasize that the promissory Note specifies that payments will first be applied to the interest accrued before any portion of payments will be applied to principal. The loan is a simple interest loan, and the SBA loan accounting system does not charge interest on interest.
 - k. Special Provisions Applicable to Private Colleges and Universities. The Small Business Act provides authority to waive interest for the first 3 years and to defer principal payments for the first 3 years of the term of a disaster loan to a private college or university in Presidential declarations. Only the AA/DA can approve these deferments.
48. COLLATERAL REQUIREMENTS
- a. General Policy. The law does not require collateral on disaster loans. However, SBA policy establishes collateral requirements based on a balance between protection of the Agency's interest as a creditor and as a provider of disaster assistance.
 - b. Unsecured Loan Limit.

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- (1) The Limit for Unsecured Physical Disaster Loans (Home and Business) is \$10,000. The law (Section 7(c)(6), Small Business Act) prohibits requiring collateral on physical disaster loans of \$10,000 or less at the time of approval. However, we can accept security when the applicant voluntarily offers collateral on physical disaster loans of \$10,000 or less. For example, an applicant may wish to take advantage of the mortgage interest deduction for tax purposes, and may freely offer the property as security. In these cases we would accept security for the loan which would otherwise be unsecured. Never suggest collateralizing an otherwise unsecured loan with an applicant. You must always document the applicant's unsolicited offer.
- (2) When making multiple disaster loans to the same borrower (or affiliated group), apply the following guidelines.
 - (a) You must aggregate the amount of all physical and economic injury disaster loans to the same borrower (and its affiliates) from the same disaster declaration (e.g., home loan and business loan, or two loans to two affiliated businesses). If the aggregate amount is more than \$10,000, each of the loans must be secured. If the aggregate amount is \$10,000 or less, you can't require collateral.
 - (b) You must aggregate disaster loans from the same disaster event in multiple jurisdictions (e.g., states) even if we issue a separate disaster declaration in each jurisdiction.
 - (c) Do not aggregate disaster loans with outstanding loans to the same borrower (and affiliates) from prior disasters.
 - (d) The rule about not combining borrowers in subparagraph 41.c. for purposes of applying loan eligibility limits does not apply to collateral considerations, which are a credit matter.
- c. Secured Loan Limit. All loans exceeding the unsecured loan limit require collateral. Real estate is the preferred form of collateral.
 - (1) Determine what collateral is available, and take that collateral which will best secure each loan. When an applicant offers certain collateral, try to honor the applicant's preferences, but only to the extent that doing so will secure the loan at least as well as taking other available collateral not offered. Where a conflict exists between the collateral available and offered, our determination is final.
 - (2) We will not decline an application if the available collateral does not adequately secure the full loan amount. However, an applicant's refusal to

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pledge available collateral is grounds for declining a loan application or canceling an approved loan.

- (3) Generally, collateral is adequate if the equity is at least 100 percent of the loan amount. Equity is determined as follows.
 - (a) The Loss Verification Department assigns a predisaster FMV to the collateral. If appropriate, the collateral may be appraised at "liquidating" or "distress sale" value.
 - (b) From this value, you deduct the current balance owing on all liens associated with the collateral property from that value.
 - (c) Then compare the equity (difference) to the loan amount for coverage purposes.
 - (d) If the applicant disagrees with our collateral property estimate and equity determination, they may submit written independent evidence for re-evaluation.
- (4) Generally, we will not require an applicant to pledge more collateral than is necessary to adequately secure a loan. However, you must take additional collateral if:
 - (a) The applicant's credit (repayment and/or credit history) is marginal; and
 - (b) The proposed collateral does not provide 100 percent coverage.
- (5) Consistent with the above criteria, we would take the damaged or replacement property for collateral. However, to avoid unnecessary paperwork or excessive collateral, it may be appropriate to do otherwise. For example, if an applicant owns two real estate parcels, one damaged and one not damaged, where the equity in the damaged property is insufficient to secure the loan but the equity in the other (undamaged) property is sufficient, we prefer to fully secure the loan with a lien on the undamaged property and avoid taking another lien on the damaged property. Otherwise, the usual practice is to require a lien on the damaged property, and because that is insufficient to secure the loan, to require another lien on the undamaged property. For insurance requirements, see paragraph 50.

*(6) Deleted *

d. Special Provisions for Secured Home Loans.

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Real estate [including manufactured housing (MH)] will always be the preferred form of collateral to secure a home loan, even if the equity in the R/E or MH is insufficient to secure the full loan amount. Take personal property as collateral only if the applicant owns no real property and if the PP is valuable or unique, such as boats, RVs, etc. When we do secure a home loan with PP, we will not require a specific lien position, but will accept the best valid lien position available.

If the applicant is self-employed, you must also take tangible business assets to the degree necessary to make up the lack of equity in the real estate.

e. Special Provisions for Secured Business and EIDL Loans.

- (1) The restriction against taking PP as collateral does not apply to rental properties which are processed in a manner similar to home loans.
- (2) If R/E is unavailable or inadequate, other fixed assets, such as M&E, are usually preferred to inventory or accounts receivable as collateral. If there isn't any R/E damage but real property is available as collateral, we will require a lien on that property. An applicant's refusal to pledge available preferred collateral (e.g., R/E) is a basis for declining an application or canceling a loan even if other nonpreferred collateral property may be sufficient to secure the loan.

f. Special Provision for Collateral from Business Tenants.

If the existing lease (including renewal options) is shorter than the recommended loan term, the existing lease should be extended to "cover" the loan term, and assigned to SBA with right of reassignment. If the applicant prefers, other collateral acceptable to SBA may be substituted and we can waive extension and assignment of the lease. If it is not possible or desirable to modify the term of the lease, document the likelihood of the business continuing at the same or different location, and how this affects repayment ability.

g. Special Provisions for Secured Loans to Associations. Certain special collateral requirements apply to associations. Generally our basic approach is the following.

- (1) Require a special assessment, approved by the general membership, with a binding assignment thereof. (The association's general membership shall pass a special assessment according to its governing documents.) The legal department will prepare the assessment as follows.
 - (a) It will be in an amount sufficient to fully amortize this loan in accordance with the payment terms as stated in the LAA.

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- (b) It will refer to and adopt all of the terms and conditions of the LAA, and provide that the proceeds of the special assessment will be used solely to amortize the loan.
 - (c) It will be irrevocable until the SBA loan is paid in full.
 - (d) It will require the association to assign the proceeds of the assessment to SBA as collateral for the loan.
- (2) Require a mortgage or deed of trust on the common areas owned by the association, where permitted by law.
- h. Prior Liens and Other Creditors. Applicants often have prior liens on the collateral property. We should make the most favorable arrangement possible with other creditors and prior lien holders. Banks and other creditors are frequently unwilling or legally prohibited from subordinating their liens to a disaster loan. With respect to prior lien holders you should consider the following.
- (1) All LAAs for secured loans include a standard condition by which borrowers agree to neither seek nor accept future advances under any superior lien on the collateral without the prior written permission of SBA. Sometimes, stronger requirements may be appropriate, such as obtaining, prior to disbursement in excess of the secured threshold, the prior lien holder's agreement to close the open-end advance clause or agreement not to advance any additional funds under a superior lien. This is especially important when the collateral secures an open line of credit. You should use LAA condition RC-01 in these cases. You must justify any unusual needs in the LOR, and incorporate the appropriate custom condition in the LAA.
 - (2) If the collateral is located in a "nonnotice" state (consult with counsel), we will send a letter to the senior lien holder(s) requesting advance notice of any foreclosure actions against the borrower. Prior to disbursement in excess of the secured threshold, it may be appropriate to obtain a specific agreement by the prior lien holder to provide this notice in advance of foreclosure. You must justify unusual need in the LOR, and incorporate the appropriate condition in the LAA after consulting with counsel.
- i. Comparative Value of Liens. If the applicant elects not to directly repair or replace the disaster damaged property, you must consider the comparative value of liens. As a general rule, if we accommodate the applicant (such as involuntary or voluntary relocation, applicant-funded improvements, alternate use of eligibility, etc.) our lien position must be at least as good as it would have been had only the damaged or destroyed property been repaired or replaced and a lien placed on it.

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- (1) Collateral value is not merely a matter of the priority of liens, but can also be a function of the value of the lien for each alternative.
- (2) We will consider our collateral position to be as good in any case where the loan is sufficiently collateralized by the lien after accommodating the borrower, regardless of the priority of the lien position. You must justify any exception in the LOR.
- j. Collateral Appraisals. Formal appraisals, although rare, may occasionally be appropriate. This might arise in very large loans, especially MSE loans. Formal appraisals are performed by professional, licensed public appraisers. The AAD/LP or higher must approve requests for formal appraisals
- k. Relocation of Disaster Victims. Refer to subparagraph 37.h.(1) for guidance on treatment of prior liens on properties involved with relocation.
- l. Widely Scattered Collateral. When the damage is to property which is dispersed across a wide geographic area (e.g., billboards and vending machines), or when an applicant offers this type of property as collateral, the cost of obtaining hazard insurance coverage may be prohibitive. In these cases you should consider alternative collateral on which appropriate insurance can be obtained at reasonable cost.
- m. Release/Retention of Collateral. When we reduce a loan to an amount below the secured threshold, we aren't compelled to release the collateral. Whether or not to release the collateral upon request must be based upon prudent credit judgment. You must address the reasons in the loan modification.

49. GUARANTEE REQUIREMENTS

- a. Definitions.
 - (1) To guarantee is to assume responsibility for payment of a debt if the person(s) or entity primarily liable fails to perform.
 - (2) A guarantee is the actual written agreement by which one assumes responsibility for ensuring payment of the debt or obligation of another.
 - (3) A guarantor is the one who makes or gives the guaranty.
 - (4) A principal, for purposes of this paragraph, means:
 - (a) For sole proprietorships, the proprietor;
 - (b) For General Partnerships, all general partners;

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- (c) For Limited Partnerships, all general partners and any limited partner who owns 20 percent or more of the partnership; and
- (d) For corporations, any individual or legal entity who owns 20 percent or more of the voting stock.

NOTE: Only individuals and legal entities with 20 percent or more ownership are considered principals for guarantee purposes.

- (e) You determine the composition of the controlling group on a case by case basis. Some individuals who do not meet the definition of a principal may be in the controlling group, and the guarantee requirement applies. For example, this may occur in a family owned business, where several members of the same family each own less than 20 percent of a business, but together form a controlling group (see 13 CFR 121.103(a)).
- b. Business Loans. Generally, we require all the principals to provide a blanket guarantee of the loan (except in cases of sole proprietorships). Depending on the adequacy of the collateral owned by the business, guarantees can be secured or unsecured. The guarantees of the principals are not a substitute for business collateral. They are a safeguard to protect our position. Refusal of a principal to provide a guarantee is a basis for declining an application or canceling a loan.
- (1) Unsecured Guarantees. If the business can adequately secure the loan with real estate, the guarantees of the principals should generally be unsecured.
 - (2) Secured Guarantees. If the business does not have adequate equity in the real estate, the guarantees of the principals should generally be secured (even if the business has M&E, etc., which was also taken). However, if one or more principal(s)'s collateral is enough to secure the loan, you may require unsecured guaranties from the other(s).
 - (3) Limited Guarantees. In some situations a limited guarantee may be appropriate. A limited guarantee may be either unsecured or secured with either a limit to the maximum amount of a guarantee, a limit to the guarantor's interest in collateral or a limit to a percentage of the unpaid balance.
- c. Home Loans. Guarantees are not ordinarily necessary for home loans. However, sometimes all owners are not applicants. This usually arises among family members due to inheritance provisions, life estates, or estranged spouses, etc. In these cases we generally require the nonapplicant owner to execute our mortgage/deed of trust. In some states, this procedure is not legally sufficient to

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perfect our lien. Therefore, a guarantee, secured by and limited to their interest in the collateral property, may be appropriate.

50. HAZARD INSURANCE REQUIREMENTS

- a. General Requirements. We require hazard insurance on all secured loans to protect all insurable collateral. When collateral property other than the damaged property is pledged, hazard insurance is required on both the damaged property and the collateral substituted to secure the loan.
- b. Inventory Insurance Requirement. Even if inventory is not taken as collateral, we must require business borrowers to insure all inventory if it represents an important source of income generation.
- c. Type of Insurance Coverage Required. Generally, required hazard insurance includes fire, lightning, and extended coverage. Hazard insurance must include coverage for the peril that caused the damage and the peril for which the disaster was declared, when it is required by the mortgage lenders in the disaster area. To make this determination the AD, or designee, must check the requirements of the three largest mortgage lenders in the disaster area immediately after each disaster is declared.
- d. Amount and Terms of Coverage Required. Generally, borrowers must furnish hazard insurance equal to at least 80 percent of the insurable value of the property to be insured. Insurance required on collateral must name SBA's servicing office as mortgagee or loss payee.
- e. Evidence of Coverage Required. Borrowers must provide proof of required insurance coverage prior to disbursement of loan funds in excess of the unsecured threshold. The legal department must review deductibles to ensure they are satisfactory and may refuse to accept policies with excessive deductible amounts.
- f. Loan Conditions. Borrowers must maintain the stipulated coverage throughout the entire term of the loan even if the loan has been sold to a third party. Most insurance on commercial property is written with a coinsurance clause providing that the insurer will not pay the entire amount of the loss, even within the stated policy limit, if at the time of the loss the amount of insurance in force is less than a stated percentage insured. Because most insurance claims are for partial losses, we should stress the need to maintain the amount of insurance coverage required by the coinsurance clause.

51. FLOOD INSURANCE REQUIREMENTS

- a. Definitions (for this paragraph).
 - (1) Act. The Flood Disaster Protection Act of 1973, as amended.

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- (2) FIA. The Federal Insurance Administration, a part of the Federal Emergency Management Agency.
- (3) NFIP. The National Flood Insurance Program, authorized by the Act and administered by FIA. The NFIP includes an insurance program for indemnification against flood property damage, and conditions for community participation which are intended to minimize future flood losses.
- (4) SFHA. An officially designated and defined Special Flood Hazard Area. These areas are designated on flood hazard boundary maps. The SFHAs normally mean the A zones which indicate the area in the 100-year floodplain. Other designations of special flood hazard areas, such as E (erosion), M (mud-flow), or V (velocity) are included as SFHAs.
- (5) Construction. Defined by the regulations based on the Act to include the "acquisition, construction, reconstruction, repair, or improvement of any building or mobile home on a foundation, and any machinery, equipment, inventory, fixtures, or furnishings, contained or to be contained therein."
- (6) Flood Hazard Boundary Map. A map published by FIA indicating the boundaries of SFHAs.
- (7) Flood Hazard Boundary Map Effective Date. The date a flood hazard boundary map became effective.
- (8) Participating Community. A community which is participating in the NFIP by adhering to FIA/FEMA flood mitigation standards.
- (9) Nonparticipating Community. A community which is not participating in the NFIP and in which NFIP flood insurance coverage is not available. A nonparticipating community may be under sanction (see definition below), which has important consequences.
- (10) Community Under Sanction. A community the FIA has acted to sanction for failure to meet the requirements of NFIP and in which NFIP flood insurance is not available. This includes communities which are nonparticipating after 1 year has elapsed since the flood hazard boundary map effective date (since SFHAs were formally identified within the community), or a community which has withdrawn from or failed to adopt or adhere to NFIP requirements.
- (11) Insurable Property. Property which can be insured under a standard NFIP flood insurance policy.
- (12) Uninsurable Property. Property which cannot be covered under a standard NFIP flood insurance policy (e.g., unimproved land, gas and

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liquid storage tanks, wharves, piers, bulkheads, growing crops, shrubbery, land, livestock, roads, motor vehicles, and certain contents of basements). Whether property is insurable is unrelated to eligibility. Some uninsurable property (e.g., crops and livestock and property in the Coastal Barrier Resources System) is not eligible, while other uninsurable property (e.g., some motor vehicles and some contents of basements) is eligible.

- b. Determination of Location in an SFHA. We are required to make a good faith determination whether a property is located within an SFHA. The determination is made by the LV on FEMA Form 81-93 and is a permanent part of the verification report in the case file. Letters from real estate or insurance agents or other parties are not acceptable substitutes for our determination based on the maps.
- c. Contested Location in a SFHA. The SBA must inform an applicant/borrower, in writing, that, if it disagrees with our determination, it may submit evidence directly to FEMA (include the appropriate office address) that the property is safe from the base flood. If FEMA provides a letter stating that the property is not in an SFHA, we may remove the flood insurance condition.
- d. Flood Zone Determination on Relocation Property.
 - (1) When relocation property is known, we base the SFHA determination on the relocation site. If not known, we base it on the damaged property location.
 - (2) When the relocation site is temporary, such as during reconstruction of the permanent site, we must determine whether any loan proceeds will be used toward property stored or used in that location, or whether any of our collateral property will be at that location. If either situation exists, we must make a determination for both the temporary site and the damaged site.
 - (3) If we learn at any time while in possession of a borrower's case file that the borrower has moved, we must make a new determination.
- e. Property Partially Located in an SFHA.

When only a portion of a property is in an SFHA, we consider the property to be located within the SFHA and subject to the flood insurance requirement. An exception to this rule occurs when the entire portion of the property located within the SFHA is uninsurable, and all the insurable property is located outside the boundary of the SFHA. In these cases, the property is considered as not in an SFHA.

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- f. Property Subject to Flood Insurance Requirement. We require flood insurance on the real estate, contents and any other improvement which can be insured:
- (1) For a homeowner, the property subject to the flood insurance requirement includes the residence, contents (personal property), and appurtenant structures;
 - (2) For a residential tenant, the property is the contents (personal property); and
 - (3) For a business which operates in its own building, the property is the building, contents, and appurtenant structures.
- g. Statutory Requirements for Property Located in an SFHA. The Act requires that, as a condition of any Federal assistance secured by improved real estate (or a manufactured home) located in an SFHA, the building and any personal property securing the loan must be covered by flood insurance before any loan disbursement. Additionally, any loan used for construction purposes in an SFHA is subject to this requirement. Specific provisions govern certain circumstances, as follows.
- (1) If the property is located in a community under sanction, flood insurance is not available and applicants can't meet the statutory requirement. Therefore, applicants in a community under sanction are ineligible. This bar applies even if the property is wholly uninsurable. However, applicants who relocate to a participating community will be able to meet the statutory requirement and are eligible. Similarly, applicants who relocate to a site not in an SFHA (whether or not in a community under sanction) are not subject to the statutory flood insurance requirement. You must require a notice of disqualification for all relocations from an SFHA in a sanctioned community (see subparagraph 37.h.(2)(c) & (d)).
 - (2) We may encounter a nonparticipating community where less than 1 year has elapsed since the flood hazard boundary map effective date. Although NFIP flood insurance is not yet available, these communities are not under sanction and loans may be approved to applicants in these communities without a statutory or regulatory requirement to obtain flood insurance. These loans must be approved within 1 year of the flood hazard boundary map effective date. The date of the loan approval (obligation of funds) governs whether this exception applies. Neither the date of the disaster nor the date of the application is relevant.
 - (3) If the property is wholly uninsurable (e.g., a driveway and bulkhead on otherwise unimproved land), don't require flood insurance. If there is a question of insurability, use the standard flood insurance condition. If evidence is submitted to show immensurability, the condition has been satisfied because

the borrower has obtained the maximum coverage available, which is none, and need not be removed by loan modification action.

- h. Amount of Coverage Required By Law.
- (1) Our regulations require that flood insurance coverage be in an amount equal to the insurable value of the property, or the maximum coverage available, whichever is less. Neither the statutory nor regulatory requirements apply to property not located in an SFHA, regardless of whether in a community under sanction or a nonparticipating community.
 - (2) If flood insurance is required by the Act and the regulations, you must include the standard flood insurance condition in the LAA. This condition:
 - (a) Requires the borrower to obtain and maintain the insurance in the full insurable value of the property;
 - (b) Warns the borrower of future ineligibility if the insurance is not maintained; and
 - (c) Requires SBA be named as mortgagee or loss payee on secured loans.
- i. Policy Requirement and Amount of Coverage for Secured Loans.
- (1) If flood insurance is not required by the Flood Disaster Protection Act of 1973 (as amended), SBA will require flood insurance (without further justification) on the real and personal property as a matter of policy when:
 - (a) Rising water caused the flooding. However, flood insurance is not required if the cause of the flooding would not have been covered by NFIP flood insurance, e.g., groundwater seepage or sewer backup (unless these are part of general flooding in the area that also involves this victim), runoff or channeled water (unless the surface flooding in the flooded area was caused by runoff or channeled water) or wind driven water (e.g., where gale force winds damage a roof or blow out windows permitting rain water to cause damage inside the structure); and*
 - (b) The flooding caused damage to insurable real and/or personal property (including basements of insurable structures); and
 - (c) The borrower owns the real property that has been damaged by the flood or is responsible for making repairs to the damaged property.
 - (2) If the flood damaged property is not taken as collateral, the damaged property must still be covered by flood insurance.

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- (3) The amount of coverage will be the lesser of:
 - (a) The total of the disaster loan and all prior liens on the flood damaged real and/or personal property; or
 - (b) The maximum flood insurance available on the flood damaged real and/or personal property; or
 - (c) The maximum insurable value of flood damaged real and/or personal property; or
- (4) If the flood insurance would be required under this subparagraph but the disaster victim is not able to obtain the insurance because the property is in an unmapped or sanctioned community, you can delete the standard flood insurance clause in the loan authorization. You must justify this deletion in the Loan Officers Report.
- j. Flood Insurance Coverage for Other Loans. If the disaster-damaged property, is not located in an SFHA, but is subject to risk of flood loss (e.g., the loan is to repair flood damage, such as M&E, etc., or the property has been repeatedly flooded), we may require flood insurance in situations other than as described above. You must justify this requirement in the LOR. Generally, the amount of coverage will be the lesser of the loan amount or the maximum insurance available.
- k. Alternatives to National Flood Insurance Coverage.
 - (1) Insurance coverage for flood losses from carriers other than NFIP is an acceptable alternative, provided the community where the property is located is participating in NFIP. The coverage must:
 - (a) Be a standard NFIP flood insurance policy, and be issued by an insurer licensed to do business where the property is located; and
 - (b) Include an endorsement that the insurer must give 30 days notice of cancellation for non renewal to the insured and SBA, and include information on NFIP in that notice; and
 - (c) Guarantee that coverage is at least as broad as offered by the standard NFIP flood insurance policy and contain a mortgage interest clause similar to the one in the standard NFIP flood insurance policy.
 - (2) Insurance coverage for flood losses from carriers other than NFIP is not permitted if the community where the property is located is not participating in NFIP.

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1. Evidence of Purchase of Required Flood Insurance Coverage. The LAA requires the borrower to submit evidence of the purchase of the required flood insurance coverage to SBA prior to any disbursement. Evidence means a copy of the issued policy or other proof of the coverage obtained. A copy of application for insurance is not acceptable.

- m. Consequence of Failure to Maintain Required Flood Insurance Coverage.
 - (1) Applicants (disaster or otherwise) who were under a Federal requirement to maintain flood insurance and failed to do so, are not eligible for SBA assistance. This includes applicants located in an SFHA who obtained a mortgage from a federally insured lender in 1994 or later. This bar applies to nonfood disasters and to flood damage in excess of the flood insurance coverage the applicant should have maintained.
 Exception: A loan approval can be recommended if the applicant is located in an SFHA and can demonstrate:
 - (a) The lender did not provide the borrower with information on the flood insurance requirement; or,
 - (b) The lender incorrectly informed the applicant that the damaged property was not located in an SFHA.

NOTE: There may be rare cases where the applicant(s)/principal(s) signed as a guarantor only on an existing Federal loan. In these cases, a loan approval can be recommended if the applicant(s)/principal(s) can fully document they did not have the control to maintain the required insurance.
 - (2) Applicants who received flood disaster assistance that was conditioned on obtaining flood insurance under Federal law, but who did not obtain and maintain the insurance, are not eligible for Federal disaster relief as a result of later flood disasters.
 - (3) Applicants who received financial assistance from SBA through its regular business loan programs are subject to this requirement. The current LAA for these programs requires flood insurance for the business and/or collateral located in an SFHA, and that the borrower maintain it for the term of the loan. There may be cases where the borrower was not required to obtain and maintain insurance. In these cases, you must document the file to show that insurance was not required, etc., and if practical, place a copy of the authorization in the disaster loan case file.
 - (4) These provisions apply to previous SBA disaster loans even if the loans were subsequently sold to a third party.

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- n. Effect of Obsolete "If/When" Condition. In the past, the LAA sometimes imposed an "if/when" or "when identified/when available" condition. This condition is unenforceable.

52. EFFECT OF FLOODPLAIN MANAGEMENT (EXECUTIVE ORDER 11988) AND WETLANDS PROTECTION (EXECUTIVE ORDER 11990) REQUIREMENTS (SEE 13 CFR 120.172)

These Executive orders apply to applicants with total eligible damage (inventory, M&E, structures, facilities, etc.) in excess of the regulatory limit when all of the following apply.

- a. The applicant qualifies as an MSE and the proposed loan approval is more than \$1,500,000.
- b. Sustained damage to structures and/or facilities equals 50 percent or more of their predisaster value.
- c. The damaged real property (structures and/or facilities, etc.) is situated within a 100-year floodplain (Zone A).

NOTE: If an approved loan to an applicant suffering damage as detailed above would constitute a critical action, the two Executive orders apply if the damaged real property is situated within a 500-year floodplain. Critical actions are defined as applications from:

- (1) Nursing homes, hospitals, medical clinics, etc., whose occupants lack mobility and any flood can result in the loss of life; and
- (2) Liquefied natural gas terminals and facilities producing and storing highly volatile, toxic, or water-reactive materials.

53. ANTI-DISCRIMINATION COMPLIANCE REQUIREMENTS

- a. Applicant's Agreement of Compliance. Whenever disaster loan funds of more than \$10,000 are allocated for construction, we require all borrowers to execute SBA Form 601, "Applicant's Agreement of Compliance".
- b. Special Provisions Applicable to Business Loans. All business concerns receiving disaster assistance must agree not to discriminate in any business practice, including employment practices, on the basis of race, sex, or other categories cited in 13 CFR, parts 112 and 113. SBA Form 722, "Equal Employment Opportunity Poster," and SBA Form 793, "Notice to New SBA Borrowers," are given to all business borrowers at the time of loan closing to inform them of their civil rights compliance requirements.

54. REQUIREMENTS FOR REAL ESTATE REPAIR

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The dollar amount of a disaster loan for R/E dictates whether conditions are automatic (standard requirements) or optional (additional requirements).

- a. Standard requirements apply to both unsecured and secured loans. They are activated when you use the standard UP codes for R/E repair. Refer to the LAA standard text for complete conditions. These conditions advise the borrower that:
- (1) All other funds received for damages and/or necessary to complete construction/repair must be injected into the project prior to SBA's loan disbursement. This protects the Agency from investing in a project that cannot be completed.
 - (2) Lead based paint is prohibited on certain interior and exterior surfaces.
 - (3) Borrowers must submit a valid building permit, or evidence that local authorities do not require a permit for all secured loans. Based on local requirements, when area counsel or designee determines that permits are not necessary, we consider the condition met without specific evidence from each borrower.
- b. Additional requirements. You must include these additional requirements if the R/E portion of the loan is \$25,000 or more (refer to the Catalog of Optional Loan Authorization Text for complete conditions):
- (1) The borrower must submit a written construction contract prior to disbursement of R/E funds;
 - (2) The borrower must submit evidence that the contractor carries Builder's Risk and Workman's Compensation Insurance prior to disbursement of any R/E funds; and
 - (3) SBA may require the borrower to submit lien waivers from contractors, sub-contractors, etc., as appropriate.
- NOTE: These requirements are not imposed on a loan processed using HELOR. If during disbursement the borrower cannot satisfy these specialized conditions, and evidence in the file demonstrates SBA is adequately protected, area counsel may waive any of these conditions with written justification in the file and with written notice to the borrower.
- c. Performance Bonds. Responsibility for contractor selection rests with the borrower, but we encourage the use of bonded contractors. On rare occasions, we may require that the borrower's contractor(s) post a performance bond. This is a credit judgment that generally arises on major construction projects and involves discussion among LV, LP, and legal. You must justify this requirement in the LOR and add the appropriate conditions to the LAA. Generally, we require a 100 percent bond executed by a corporate surety approved by the Treasury Department naming the borrower as obligee on the American Institute of Architects Form or comparable coverage. SBA is not to be named as obligee, nor

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is the term "completion bond" to be used. Do not require this when the SBA funds are not being disbursed until completion of the project (such as in a take-out commitment).

Exception: When approving loan funds due to contractor malfeasance, a performance bond is required. This requirement may be waived at the AAD/LP level or higher. Any waiver of this requirement must be fully justified in the LOR. A copy of the waiver justification and any additional background information necessary to justify the waiver must be forwarded to ODA within 5 working days after approval of additional funds to cover contractor malfeasance.

- d. "Do-It-Yourself" construction may involve increased risk of substandard construction or unforeseen cost overruns. Using a take-out commitment will reduce our exposure to such risks. You must determine when do-it-yourself construction is involved and if a take-out commitment is needed based upon the following.
- (1) If the R/E portion of the loan is \$25,000 or more, write the entire portion as a take-out commitment. Based on the scope of the project, the applicant's resources and qualifications, etc., you may waive this requirement with justification in the LOR.
 - (2) If the R/E portion of the loan is less than \$25,000, you should consider progress inspections in lieu of a take-out commitment.
 - (3) Take-out commitments do not apply to unsecured loans.
- e. Provision for Seismic Safety. All new building construction financed by a disaster loan must meet the seismic safety requirements specified in the National Earthquake Hazards Reduction Act of 1977. Use of UP codes 18 or 19 will automatically trigger a specific condition in the LAA. In rare cases of custom UPs, the LO must add this condition to the draft LAA:

"Prior to disbursement of loan funds for real estate construction or repair of an entirely new building or new addition to an existing building, Borrower will submit evidence satisfactory to SBA that such construction meets the '1988 National Earthquake Hazards Reduction Program (NEHRP) Recommended Provisions for the Development of Seismic Regulations for New Construction.' Such evidence may be in the form of a copy of a building permit which complies with the seismic requirements of the 1991 International Conference on Building Officials (ICBO), 1992 Supplement to the Building Officials and Code Administrator (BOCA), or the 1992 Amendments to the Southern Building Code Congress (SBCC), or equivalent model, building codes or a certificate by a licensed construction engineer, architect, or similar professional."

55. CONDITIONS RELATIVE TO LEASED PREMISES

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Applicants may own real estate improvements or leasehold improvements which are located on leased premises. When repair, replacement, or construction is necessary, you must carefully review the terms and conditions of the lease, and require appropriate conditions in the LAA for loans in excess of \$10,000 as follows.

- a. Requirements for Real Estate Construction or Repair. The same criteria for imposing standard or additional requirements for real estate construction or repair of owned property apply to any R/E or LHI located at leased premises.
- b. Lease Extension Requirement. If the existing lease is for a period at least equal to the proposed loan term, there will generally be no special risk. If the lease is shorter than the recommended loan term, there is likely to be a significant risk, and the procedures below must be followed.
 - (1) If practical, require an extension of the lease for a period equal to the term of the loan. Use the standard lease extension condition in the LAA.
 - (2) If an extension is not practical, the question of who owns the real estate/leasehold improvements at the expiration of the lease becomes crucial. You should consult with counsel as necessary to interpret these leases.
 - (a) If the applicant has no right to remove the improvements, the applicant does not actually own the improvements in fee, since they become property of the landlord at the expiration of the lease. In these cases we limit eligibility to the use value for the remaining term of the lease (unless the lease is extended).
 - (b) If the applicant has the right to remove the improvements at the end of the lease, you must consider:
 - (i) If the applicant plans to remove the LHI and relocate;
 - (ii) If relocation is practical;
 - (iii) If we can authorize relocation; and
 - (iv) If the applicant can finance the relocation.
 - (3) As an alternative to a lease extension, you may require other or additional collateral.
- c. Lease Requirement. If the borrower does not have a formal, written lease, the LAA should require the borrower to obtain a lease "satisfactory to SBA."
- d. Lease Modification Requirement. If any of the terms and conditions of an existing lease are unsatisfactory, the LAA should specify the necessary changes.
- e. Landlord's Waiver Requirement. Generally, we require borrowers to obtain a landlord's waiver providing SBA employees with free access to the leased

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premises in case of default or foreclosure to remove collateral items. A landlord's waiver is not necessary when:

- ~~(1) we have an assignment of the lease as collateral, or~~
- ~~(2) we have not taken security interests in any property in the leased premises, or~~
- ~~(3) disaster loans are made to repair or replace disaster damaged manufactured housing where the owner of the damaged manufactured housing is not the owner of the land on which the manufactured home is located.~~

56. USE OF LOAN PROCEEDS

You must use authorized use of proceeds (UP) codes to prepare draft LAAs for physical and economic injury disaster loans. These are:

a. Home Loans.

- UP-01 Personal Property
- UP-02 Motor Vehicle (automobile, pickup truck, minivan, etc.)
- UP-04 Manufactured Housing
- UP-05 Refinance Real Estate Lien
- UP-06 Refinance Manufactured Housing/Other Lien
- UP-07 Repay ~~IHP Grant~~
- UP-17 Real Estate Repair/Replacement
- UP-18 Real Estate Relocation Purchase/Construction
- UP-19 Total Real Estate Reconstruction (at damaged site)
- UP-20 Landscaping
- UP-24 Debris Removal
- UP-25 Other Land Improvements (including bridges, retaining walls, etc.)
- UP-26 Mitigation
- UP-27 Engineering/Geological/Architectural Reports
- UP-28 Geological Studies
- UP-29 Moving Expenses (Mandatory Relocation Only)
- UP-30 Interim Financing
- UP-00 Custom Use of Proceeds

b. Business Loans.

- UP-17 Real Estate Repair/Replacement

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UP-18	Real Estate Relocation Purchase/Construction
UP-19	Total Real Estate Reconstruction (at damaged site)
UP-20	Landscaping
UP-24	Debris Removal
UP-25	Other Land Improvements (including bridges, retaining walls, etc.)
UP-26	Mitigation
UP-27	Engineering/Geological/Architectural Reports
UP-28	Geological Studies
UP-29	Moving Expenses (Mandatory Relocation Only)
UP-30	Interim Financing
UP-50	Inventory
UP-51	Machinery and Equipment (includes motor vehicle, boat, airplanes, etc.)
UP-52	Furniture and Fixtures
UP-53	Leasehold Improvements
UP-58	Refinance Real Estate
UP-59	Refinance Machinery and Equipment/Other Liens
UP-00	Custom Use of Proceeds

c. Economic Injury Disaster Loans.

UP-60	Working Capital
UP-61	Working Capital with Periodic Disbursements
UP-62	Note Payable
UP-63	Accounts Payable
UP-64	Working Capital-Combination Loan
UP-00	All Custom Use of Proceeds

57. DISBURSEMENT PERIOD

- a. Standard disbursement periods are not more than 12 months. The AD may, on a disaster by disaster basis, reduce the standard time frame to 6 months. The LAA must include a limit, and provide notice of the need to obtain our approval for any extensions which might become necessary.

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- b. Disbursement periods may need to be extended, especially in cases of substantial R/E construction, when permit delays were encountered, or when disaster devastation has affected a large community and stalled rebuilding.

*58. GENERAL LOAN CONDITIONS FOR LARGE LOANS (GREATER THAN \$1 MILLION)

- a. Net Earnings Clause must be used in loan authorizations as follows:
 - 1. All no-credit available elsewhere loans with an initial maturity of 15 years or longer,
 - 2. The percentage of net earnings to be applied to the loan balance must be between 5% and 10% at the loan officer's discretion, and
 - 3. The payment may be quarterly or spread over 12 months if a financial hardship can be demonstrated.
- b. Distribution and Compensation clause must be used in loan authorizations to include a limit on direct and indirect compensation (of all types) to the owners and officers of the business. Additionally, other transfers such as a lease payment to an owner of the company who also owns the building used by the company must also be limited.
- c. Stock Offering clause must be used in loan authorizations that give SBA the option to require payment in full on the loan in the event that the borrower sells additional securities. This clause will be invoked for a private placement or public offering of securities (common or preferred stock or long term debt with an equity feature).
- d. In those rare cases when a loan officer determines that a net earnings clause, distribution and compensation clause, and a stock offering clause are not appropriate for a particular credit, the reasons must be fully documented in the LOR. While the General Loan Conditions are mandatory for large loans (greater than \$1 million), the conditions may be appropriate for loans of \$1 million or less.*

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CHAPTER 6

REGISTRATION, INTERVIEWING AND SCREENING59. DEFINITIONS

- a. National Teleregistration Center (NTC). The FEMA staffs and operates NTCs in various locations. These nonpublic facilities are active only in Presidential disasters, and are designed to be the first contact point for disaster victims seeking assistance (via a toll-free phone number). The NTC:

- (1) Registers victims;
- (2) Identifies those qualified to receive a FEMA referral [see (f) below]; and
- (3) Provides information about on-site locations and dates of openings and closings.

NOTE: The SBA representatives are stationed at NTCs to answer disaster victims' questions and initiate mailing of application packages.

- b. Disaster Field Office (DFO).

- (1) FEMA DFO: The FEMA and the State establish a nonpublic facility to coordinate activities of all the participating disaster relief agencies and organizations. Usually, the participating agencies and organizations have representatives present at the DFO to conduct and monitor their own internal operations and to assist in the inter-agency coordination effort.
- (2) SBA DFO: The SBA establishes a nonpublic facility to coordinate its activities in Agency declarations. In Presidential declarations the SBA DFO is usually co-located with the FEMA DFO.

- c. A Disaster Recovery Center (DRC) is a FEMA operated facility where representatives of all participating Federal, State, and local disaster relief agencies and organizations assemble to issue program applications and related information. Depending on the size and scope, FEMA may set up more than one DRC. The SBA is represented in each DRC.

- d. A Workshop is an SBA operated facility where disaster victims can return completed applications or receive help in the completion of their forms. Depending on the size of a disaster, we may establish more than one workshop. The term workshop is only used in Presidential Declarations. Often the workshops are part of the DRC.

- e. An Outreach Center is the SBA equivalent of a DRC for Agency declarations. Disaster victims may obtain loan applications and return them to any outreach

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center. Depending on the size of a disaster, we may establish more than one outreach center.

- f. Decline - Automatic (DECA). In Presidential declarations, home loan applicants whose household incomes are below the minimum income levels stated in the Income Test Tables (provided by SBA) are classified as DECAs. They are referred by the FEMA registrar directly to FHP, bypassing the SBA process. For statistical purposes DECAs are not counted as SBA interviews.
- g. A Summary Decline is an SBA action (rule-of-two required) usually resulting in immediate referral to FHP or other organizations. This action is appropriate if repayment ability is not evident using the preliminary FDM approach during an individual interview or while screening a home loan application. We can issue summary declines up to the time of docketing.

60. FEMA REGISTRATION AND THE SBA INTERVIEW PROCESS

- a. FEMA Registration Process - Presidential Disasters.
 - (1) Home loan inquirers who visit a DRC or call the NTC are registered on FEMA Form 90-69, "Disaster Assistance Registration." Those not classified as DECA are referred to SBA. We will issue an application or initiate a summary decline.
 - (2) Business loan (including EIDL) inquirers who visit a DRC or call the NTC are also registered using FEMA's 90-69. However, because there are no DECAs for business applicants, all inquirers are referred to SBA. We use SBA Form 700, "Disaster Business Loan Inquiry Record," to document business/EIDL interviews and record essential business information the FEMA 90-69 does not include.
- b. SBA Interview Process - Agency Declarations. You must use an SBA 700 to document all interviews.

61. INTERVIEWER'S RESPONSIBILITIES

- a. Initial Interview (DRC or NTC). This is your first contact with a disaster victim. Their perception that SBA is ready, willing, and able to effect a speedy recovery through its loan program depends on how well you explain:
 - (1) The program;
 - (2) How to complete the application forms;
 - (3) The importance of fully complying with our filing requirements; and

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- (4) That free help filling out the forms is available at a workshop or outreach center.
- b. The purpose of the initial interview is to determine whether the disaster victim and the damaged property are generally eligible, and to explain the application forms and process in simple terms. After thoroughly explaining the program, furnish the disaster victim with the appropriate application forms and instruct them to return the forms by the application filing deadline. You must not make final eligibility determinations at the initial interview stage. If it is obvious that the applicant or the property is not eligible (e.g., the applicant doesn't own the property or the property is not located in a declared area) you must inform the applicant of the potential decline action and give them the opportunity to refuse the application.
- c. Reporting (counting) the interview. You must ask victims who arrive for an SBA interview if they have registered with FEMA. If not, direct them to a FEMA registrar or the NTC. However, if they have previously registered, you must exercise care to avoid counting an interview or application issued more than once. This is important when an applicant previously registered by phone with the NTC and subsequently went to a DRC to obtain an application, rather than waiting for the one which was mailed from the NTC. Should this occur, provide the application(s) but do not count the applicant's request for a second application as either an interview or application issued.
- d. Referral by SBA.
- (1) In Presidential declarations we may determine that applicants with household incomes above the income test table threshold also lack repayment ability. However, because the table assumes little or no debt, you must:
- (a) Determine their gross income and monthly fixed debt using the income and debt sections of the SBA 700;
 - (b) Include any extraordinary expenses (e.g., unusually high and long-term medical costs, child care, child support, etc.); and
 - (c) Apply the preliminary FDM approach using the Summary Decline Worksheet (SBA Form 2122) to determine if we issue an application or a summary decline. An application will generally not be issued when the household Gross Annual Income (GAI) is \$25,000 or less and the Monthly Fixed Debt (MFD) exceeds 45 percent of the GAI. If household GAI exceeds \$25,000, MFD should not exceed 55 percent. The AAD/LP may adjust the MFD percentage by as much as 5 percent (either up or down) based on local conditions in any particular disaster.

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- (d) Issue an application without applying the preliminary FDM approach when the victim:
 - (i) Indicates that he/she is a sole proprietor of a business;
 - (ii) Has household income which includes rents, farms or other non salary sources (but not including alimony, child support, disability, social security, pensions, etc.); or
 - (iii) Has household income in excess of \$50,000.
- (2) In summary decline situations, SBA Form 1363 or 1363A, "Summary Decline Letter," is prepared in triplicate. The original SBA 1363/1363A is signed by an SBA employee and given to the disaster victim and one copy is retained for SBA's records. The remaining copy is to be given to the agency or organization to which the applicant is being referred if the referral agency/organization requires the letter for notification of the referral. The applicant must sign the SBA 700 and SBA 1363/1363A.
 - (a) Presidential Declarations. For reporting purposes, you should count a disaster victim who receives a summary decline at the interview stage as a summary decline at interview only. You would not report this as an SBA interview.
 - (b) Agency Declarations. For reporting purposes, you should count a disaster victim who receives a summary decline at the interview stage as an SBA interview and a summary decline at interview.
 - (c) For home summary decline procedures at screening see paragraph 69. Summary decline procedures do not apply to Business or EIDL inquirers.
- (3) In Agency declarations, other organizations (e.g., ARC, Mennonite Disaster Service, etc.) often assist disaster victims unable to qualify for a loan. When an Agency declaration is issued, we will inform our personnel if other organizations are accepting referrals. If ARC or other organizations accept referrals from SBA at the interview or screening stage, issue a summary decline using the SBA 1363A. The loan officer must enter the name of the referral agency in the body of the letter.

62. INTERVIEW TOPICS

- a. Home and Physical Business Loans. Thoroughly discuss the purpose of the program with the inquirer. You must cover the following: loan limits; property eligibility; ownership and location of the damaged property; terms; interest rates; and possible mortgage refinancing, if appropriate.
 - (1) Repayment Ability. Issuing a loan application does not guarantee that we will approve the loan. We examine FTR/income information to substantiate repayment ability, and review credit reports to determine if

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obligations, including any current or past Federal debts, have been or are being met.

- (2) Secondary Home Ineligibility. A secondary home and its contents are not eligible for home loan consideration, but may be eligible as rental property under the business loan program.
 - (3) Condominiums, Homeowner Associations, etc. All home loan inquirers must be asked if ownership of the damaged real property is part of an association. If so, follow the guidance provided in paragraphs 24 and 25 and note the SBA 700.
 - (4) Relocation. There is a statutory prohibition against using SBA disaster loan funds to voluntarily relocate outside the business area where the disaster occurred (see paragraph 37).
 - (5) On-Site Verification of Damage. The dollar amount of physical loan eligibility is based upon an on-site inspection of the damaged property by a LV. Applicants, prior to the time of inspection or even the interview, may dispose of damaged property or debris for health and safety reasons or avail themselves of free or low cost disposal services. Suggest (but do not require) pictures, written lists or receipts for property prior to removal if practical. Debris removal is a part of the recovery and should not be unduly burdened by our requirements.
 - (6) Insurance Coverage/Proceeds/Requirements. There is a statutory (Section 7(b), Small Business Act) prohibition against providing assistance to applicants whose losses are covered by insurance or otherwise compensated. You must ask if any insurance coverage was in force on the damaged property, and if a settlement was received. If so, you must advise the applicant not to voluntarily apply any proceeds to reduce existing mortgage(s). Explain that if the proceeds can be used in restoration, we will deduct them from eligibility. If we approve the loan we may require the borrower to purchase and maintain flood insurance and/or hazard insurance.
 - (7) Information Required. You must tell the inquirer to comply with the filing requirements listed in the applications.
 - (8) Application Filing Deadline(s). You must enter the date of the filing deadline on the application.
- b. Economic Injury Disaster Loans (EIDL). You must thoroughly discuss the purpose of the EIDL program with the inquirer. Although you can't make eligibility determinations at the interview stage, you must tell the disaster victim that only eligible small business concerns and small agricultural cooperatives unable to obtain credit elsewhere are eligible, and then only to the extent that

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business and personal financial resources have been fully utilized to offset the economic impact of the disaster.

- (1) Repayment Ability. Issuing a loan application does not guarantee that we will approve a loan. We examine FTR/income information to substantiate repayment ability and review credit reports to verify the manner in which obligations, including current or past Federal debts, are being or have been met.
- (2) Legislative Loan Limit. The amount of an EIDL, together with all business companion physical damage loans, must not be more than the \$1,500,000 limit.
- (3) Relocation. There is a statutory prohibition against using SBA disaster loan funds to voluntarily relocate outside the business area where the disaster occurred (see paragraph 37).
- (4) Insurance Coverage/Requirements. There is a statutory prohibition against providing assistance to applicants whose losses are covered by insurance or otherwise compensated. You must ask the inquirer if any business interruption insurance coverage was in force and if a settlement was received. If we approve a loan, we may require the borrower to purchase and maintain hazard and/or flood insurance depending on the amount of the loan. The provision for voluntary application of business interruption insurance proceeds to reduce outstanding indebtedness applies similarly to voluntary application of physical insurance proceeds.
- (5) Information Required. You must tell the inquirer to comply with the filing requirements in the application, including the SBA Form 1368.
- (6) Application Filing Deadline. You must enter the filing deadline on the application.

63. HOME LOAN APPLICATION FORMS

The following forms are contained in every home application package:

- a. SBA Form 5C, "Disaster Home Loan Application;"
- b. SBA Form 739, "Verification of Personal Property Damage;"
- c. IRS Form 8821, "Tax Information Authorization;"
- d. SBA Form 1621, "Estimated Average Burden Hours per Information Requirement;"
- e. DA 1 pamphlet. (Informational brochure); and

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- f. Fact Sheet.
- g. SBA Form 2121, "Notice To All Applicants." (This form is included in all loan applications for a disaster that includes a Coastal Barrier Island Resource Area).

64. BUSINESS LOAN APPLICATION FORMS

The following forms are contained in every business application package:

- a. SBA Form 5, "Disaster Business Loan Application;"
- b. SBA Form 739A, "Verification of Disaster Business Loss" (physical disaster only);
- c. SBA Form 413, "Personal Financial Statement" (for each proprietor, each limited partner who owns 20 percent or more interest, each general partner, each stockholder owning 20 percent or more voting stock);
- d. IRS Form 8821, "Tax Information Authorization" (for each proprietor, each limited partner who owns 20 percent or more interest, each general partner, and each stockholder owning 20 percent or more voting stock; and each affiliate (see appendix 19 for ownership and affiliation definitions));
- e. SBA Form 2202, Schedule of Liabilities;
- f. SBA Form 1621, "Estimated Average Burden Hours per Information Requirement;"
- g. DA 2 and 3 pamphlets (informational brochures);
- h. SBA Form 1368, "Additional Filing Requirements for EIDL;" and
- i. Fact Sheet.
- j. SBA Form 2121, "Notice To All Applicants." (This form is included in all loan applications for a disaster that includes a Coastal Barrier Island Resource Area).

65. APPLICATION TO BE USED FOR RENTAL PROPERTIES

- a. General Rule. For sole proprietors who own no more than four rental units, use a home loan application package for physical and EIDL loan requests. You must write "RENTAL" in the upper right corner of the SBA 5C. For any other type of ownership and/or when more than four rental units are owned, use the business loan application package.

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- b. Definition of Rental Unit. A unit can be either residential or commercial. Rental unit can be a single family detached house, a single apartment, a half of a duplex, a third of a triplex, a quarter of a quadruplex, or a piece of vacant land, etc. In the case of master leases such as shopping mall leases to a lessee who in turn sublets individual units to sub lessees, or leases which permit the lessee to sublet rooms or apartments in a building, the number of rental units is the number of subleases and the master lease is ignored.
- c. Docketing Provisions. Rental applications for 1-4 units received on either the SBA 5 or SBA 5C are docketed with suffix "R." All other rentals use suffix "B."

66. FILING PERIOD

- a. For physical loss applications, 60 days after date of declaration.
- b. For economic injury applications, 9 months after date of declaration.
- c. For EIDLs pursuant to Secretary of Agriculture designations, 8 months from the Secretary's designation.
- d. Extensions. The FEMA or SBA may authorize extensions of the filing period.
- e. Late Filed Applications.
 - (1) The AAD/LP must take final action on all late application requests.
 - (2) Generally, applications postmarked within the 15-day grace period of the filing deadline do not require a written request for late filing from the applicant.
 - (3) Applications delivered in person or postmarked after the grace period require the applicant's written explanation for the late filing. These requests are only accepted if we determine the late filing resulted from substantial causes essentially beyond the applicant's control.
 - (4) When an application is received after the filing deadline without a request for late-filing, the screener must contact the applicant by telephone (when possible) to determine the reason(s) for the late filing. If contact is not made, screen and return the application with a return notice and require a written request for late filing and explanation for the late filing. If telephone contact is made and the screener determines that late acceptance may be justified based upon the applicant's reasons, impose the 4-day hold procedure used for unacceptable applications, [see subparagraph 69.g.(1)].

MREIDL applications

- (1) The filing period begins the date the essential employee receives their official call-up orders and ends 90 days after the date the essential employee is discharged or released from active duty.

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- (2) Official call ups are the mechanism for determining loan eligibility. Accordingly, loan requests for separate call-ups in the same fiscal year require a new loan application.

67. PLACE OF FILING APPLICATIONS

Normally, disaster loan applications are returned in person to either a DRC, workshop or outreach center. Applications returned by mail are sent to either the DFO or area office. We may receive applications from victims who suffered losses in more than one state that were caused by the same disaster. The area office serving the state where the disaster victim's residence (if a sole proprietor) or home office (if a partnership or corporation) is located processes these applications.

68. MILITARY RESERVIST ECONOMIC INJURY APPLICATION FORMS

The following forms are contained in every MREIDL application package:

- a. SBA Form 5R, "Military Reservist Economic Injury Small Business Loan Application";
- b. SBA Form 413, "Personal Financial Statement";
- c. IRS Form 8821, "Tax Information Authorization";
- d. SBA Form 2202, "Schedule of Liabilities";
- e. SBA Form 1368R, "Additional Filing Requirements for EIDL";
- f. Military Reservist Fact Sheet.

69. SCREENING PROCEDURES

Screening is the process of examining applications to determine if they are acceptable. You should try to screen applications delivered in person while the applicant (or representative) is present.

- a. Screeners' Responsibilities. Screeners must:
 - (1) Use the appropriate checklist (home or business);
 - (2) Determine the status (acceptable or unacceptable);
 - (3) Prepare the appropriate notice when needed (14 day or return);
 - (4) Not write on the application or supporting information (except date stamping and recording ethnic and gender codes). (Note: If the applicant requests assistance with completing the application or supporting information, the screener may assist the applicant but must document the request for assistance on the chron);
 - (5) Require the applicant or representative to initial and date changes (if the applicant is infirm or illiterate, the screener may do so but must document the reason on the chron);

- (6) If the application is docketed, remove the "Statements Required By Laws" section, if still attached, and return to the applicant; and
 - (7) Make no changes to the application or supporting information received by mail.
- b. Definition of Acceptable and Unacceptable Applications.
- (1) Acceptable applications meet all filing requirements, or are those which are signed and are reasonably completed (e.g., contain all required IRS 8821s, and, if physical, include a reasonably completed SBA 739 or SBA 739A). Additionally, when screening a business application for a corporation (IRS Form 1120 or 1120S), partnership (IRS Form 1165) or non-profit organization (IRS Form 990), copies of the federal tax returns will be required as a filing requirement. However, if the business application does not include the federal tax returns, a 14-day letter must be sent as described in subparagraph 69.c. requesting the federal tax returns and the file must be accepted as complete. Additionally, the filing requirements for MREIDL applications include a concurrence from the Reservist that they perform duties that are essential to the operation of the small business. As MREIDL applications may be filed while the Reservist is away on duty, the person who has the Reservist's power of attorney can make the certification, or file the application if the Reservist is the owner of the small business (CFR §123.505).
 - (2) Unacceptable applications are those to which any of the following apply: (a) the application form is not signed or not reasonably completed; (b) the SBA 739 or SBA 739A is not reasonably completed; or (c) a fully completed and signed IRS 8821 is not provided for each required taxpayer or entity.
- c. Definition of 14-Day Letter and Return Notices.
- (1) 14-day letters (SBA Form 1643Z, Hard Copy 14-Day Letter, field use only) are prepared by screeners and used for requesting missing information needed to make a processing decision on an otherwise acceptable application. The screener may only request the information that is pre-printed in the standard letter. A lack of response to this request by the end of the 14-day period may result in withdrawal of the application.
 - (2) Return notices are prepared by screeners and used only for unacceptable applications. They are written notification returning the application and requesting information needed to make the application acceptable.
- d. Date Stamping. You must date stamp each application to record the actual date it was received by the Agency.

- (1) At screening, date stamp only the application. The screener must record on the checklist each item received with the application.
 - (2) When a date stamp is not available, hand write the date of receipt. In all cases, record the actual date of receipt, not the date the mail is opened or the document is reviewed. If the volume of mail prohibits opening and date stamping all material received when received, hold each day's mail separately and record the actual date of receipt as time permits.
 - (3) You must date stamp each document received subsequent to screening to record the actual date of receipt. However, when the applicant submits forms or documents under a cover letter, listing the information enclosed, or returns forms or documents with a copy of a 14-day letter, it is permissible to date stamp the cover letter or SBA's notice rather than each individual form or document. The person reviewing the submission for completeness must initial each item on the letter and indicate the item has been received.
- e. Summary Decline at Screening. In Presidential declarations, the screener must apply both the minimum income test and the preliminary fixed debt method approach (see paragraph 61.d.). If the screener determines that the applicant's income falls below the minimum income test or if a home applicant lacks repayment ability, the screener must complete the Summary Decline Worksheet and the SBA 1363. The applicant's signature is not required on the SBA 1363 provided the application is signed. However, if the applicant is not present to sign the reverse of the SBA 1363, the screener must write "ON FILE" on the copy(s) to be retained.

It is not necessary to complete an SBA 700 card at screening since we have a completed application. A home loan application resulting in a summary decline at screening is not:

- (1) Docketed; or,
- (2) Returned to the applicant.

NOTE: For reporting purposes, these applications are summary declines and should be associated with the SBA 700 card. The application should be reported as an application received and as a Summary Decline at screening.

- f. Actions Following Screening. Screeners must forward all screened applications to docketing. Docket only acceptable applications. For acceptable applications, mark the docket number on the screening checklist and place the checklist in the application file. If the screener prepares a 14-day letter (1643Z) in the DRC or workshop, include the applicant's social security number on the letter and provide a copy to the applicant. One copy of the letter must be kept in the case file. If the

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screeener prepares a 14-day letter in the DFO or Area Office, mark the docket number on the letter prior to mailing the appropriate copy to the applicant. One copy of the letter must be kept in the case file.

- g. Exception to the Procedure for Returning Unacceptable Applications.
- (1) Temporary Hold. You may temporarily hold an unacceptable application pending receipt of the missing information. This may minimize the potential for misunderstanding, avoid discouraging a disaster victim from responding to the need for information, diminish the appearance of excessive bureaucratic treatment, and expedite the applicant's correction of the unacceptable status. Temporary holds of unacceptable applications require supervisory approval and are subject to the following procedure:
 - (a) Place the annotation "U" or "unacceptable" next to the date stamp recording the date received. (By placing this annotation next to the record of the date received, we won't confuse it with a subsequent record of the date we receive the information.)
 - (b) Do not hold the unacceptable application for more than 4 business days from the date received.
 - (c) Contact the applicant. Explain what we need to accept the application. Encourage the applicant to submit the information either by fax, mail, or delivery to the DRC/workshop. Prepare and attach a chronological record to reflect all contacts or attempted contacts.
 - (d) Whether to return or temporarily hold an unacceptable application depends on the circumstances and what is missing. The likelihood of the applicant's ability to supply what is needed within the 4-day timeframe should govern the decision.
 - (e) If the applicant does not supply the needed information within 4 business days, return the application with the appropriate notice.
 - (2) When information is received that makes the application acceptable, re-date stamp it. Also date stamp any new information.
 - (3) Unacceptable applications that are returned must be re-date stamped upon re-receipt to show the date they were resubmitted.
- h. Accelerated processing decline (APD).
- Accelerated processing decline (APD) is designed to shorten our process and eliminate delays in notifying applicants of a decline action. Declines for lack of repayment ability are not a basis for an APD under any circumstances. The appropriate method for declining an obvious lack of repayment ability is via summary decline, either at the interview or screening stage.
- (1) APDs apply to home, business physical, and EIDL applications.

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- (2) An APD decision must be one that almost certainly will not result in an approval if the applicant seeks reconsideration. You may only base an APD upon coded reasons 26, 27, 28, 29, 35, 36 or 45 (see appendix 4).
- (3) Some declarations will not be appropriate for APD activity. For example, in a small disaster in a remote location (e.g., Alaska, a localized fire, etc.) it may be beneficial to verify all known disaster sites, even though we may not receive an application from every victim.
- (4) The APD Sequence is as follows:
 - (a) Docket the application.
 - (b) Obtain credit bureau report(s) (CBR) for the applicant(s).
 - (c) An experienced LO must review the CBR and loan application to determine if the application falls within APD criteria.
 - (i) If an APD is warranted, complete an LOR (as stipulated in appendices 18 and 19) and obtain SLO concurrence (rule of 2 applies). The file is then forwarded for preparation of the standard APD decline letter.
 - (ii) If an APD is not warranted, process the application in the normal fashion.

70. RESERVED

CHAPTER 7

PROCESSING OF APPLICATIONS71. PRELIMINARY STEPS IN LOAN PROCESSING

- a. Determining File Age. You must review each case file for "file age" as you receive it. File age is the number of days from the date SBA receives the application, either in the field or at the area office, to the current date. You must process the oldest files first, unless your supervisor instructs you differently.
- b. Reviewing Each File for Completeness.
 - (1) You must first review the screening checklist and the overall file content. If a file is incomplete for processing, you must:
 - (a) Contact the applicant by telephone; and
 - (b) Obtain the missing information by phone whenever possible.
 - (2) If a 14-day letter (SBA Form 1643, Automated 14-Day Letter) is necessary, it must:
 - (a) Clearly state the needed information;
 - (b) Caution the applicant that we will withdraw their application if we do not receive the information in 14 calendar days (see paragraph 82 for withdrawal procedures); and
 - (c) Only request information relevant to the credit decision. The loan officer should not have to deviate from the standard 14-day letter text options.

NOTE: You should use one 14-day letter to request information for companion files.

- c. Making Initial Telephone Contact. When you initially contact an applicant by phone, you must do the following.
 - (1) Always give your full name.
 - (2) Use language similar to the following: "I am calling to discuss your SBA disaster loan application. This will help me process your application. However, no decision has been reached yet and nothing I say should be interpreted as a likely favorable or unfavorable decision."
 - (3) Always inform applicants that anything said during the course of loan processing is not official notification of approval or disapproval of their

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loan request and no Agency decision is final until they receive it in writing.

d. Requesting Reverification.

- (1) If an applicant does not agree with the LV's damage estimate, you must advise applicants that requests for reverification must:
 - (a) Be in writing; and
 - (b) Be accompanied by documentation that the cost to restore the property to predisaster condition is more than the amount in the LV report.
- (2) You should discourage (delay) reverification requests until after you determine the likelihood of loan approval. If repayment ability is not evident using the original LV report, the outcome cannot change unless the reverification:
 - (a) Results in refinancing eligibility; and
 - (b) This additional eligibility is sufficient to overcome a lack of repayment ability. (If decline was indicated for other than repayment reasons, a reverification could not alter the outcome.)

72. APPLICANT'S REPRESENTATIVE

The policy of SBA is to try to ensure that those who participate in its programs are not subject to fraud, dishonesty, or unnecessary or inappropriate representation that creates excessive fees or costs.

SBA Forms 5 and 5C require a listing of attorneys, accountants, appraisers, and other representatives an applicant retains, and any present or future compensation for their services. You must not discuss the case with anyone whose name does not appear on the application unless the borrower authorizes us, in writing, to do so.

- a. We don't require applicants to engage the services of any professional to file an application. When an applicant engages a representative, SBA will review the fees charged only in connection with preparing the application and assisting the applicant to obtain a loan.

Some applicants may report fees paid for services not directly related to the application process, such as preparation of tax returns and regular accounting fees. These fees should not be included in the reasonability assessment.

- (1) For a simple application, fees generally should not be more than:
 - (a) \$300 for disaster home loans; and

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(b) \$1,000 for disaster business loans, without itemization and justification of the services.

(2) At screening, review the applicant's response to question 26. If the representative's fees exceed this amount, you should:

(a) Advise the applicant that a signed Compensation Agreement (SBA Form 159) *must* be provided by the representative, and provide a copy to the applicant using a 14-day letter (SBA Form 1645Z).

(b) Continue to screen the application in accordance with SOP Para 59.

(3) During processing (including reconsideration/appeal and post-approval processing activities) if you determine that the representative's fees exceed this amount, you should:

(a) Advise the applicant that a signed Compensation Agreement (SBA Form 159) *must* be provided by a representative, and forward a copy to the applicant using a 14-day letter (SBA Form 1643).

(b) Forward the fee information to the AAD/LP, and

(c) Continue to process the file.

(4) The AAD/LP or designee, in consultation as needed with the Area Counsel, should review the fee information to determine whether the fees charged bear a necessary and reasonable relationship to services actually performed or expenses actually incurred, in accordance with 13 CFR 103 and SOP 50-30-4 Appendix 14. The AAD/LP may request that the representative provide an itemization or justification of services provided or expenses incurred. If fees are determined to be unreasonable, and cannot or will not be justified by the representative, the AAD/LP or Area Counsel should advise the Area Director, who will make the final determination. Any further action should be coordinated with the Office of Disaster Assistance.

b. SBA Form 370, Representative Index

You must complete SBA Form 370, "Representative Index" for all representatives listed on the application. These are filed alphabetically in the area office.

(1) You must advise the AAD/LP immediately if, during processing, you learn that an applicant's representative:

(a) Has stated that SBA approval is contingent upon professional preparation or the application; or

(b) Has stated that he or she is able to get the disaster loans approved; or

- (c) Generally advertises that he or she gets preferential treatment from, or has special influence or contacts within the SBA; or
- (d) Has charged a fee to prepare disaster loan applications, but has refused to be named on the application; or
- (e) Is engaged in any other improper act.

- (2) If any of the above occurs, you must provide documentation in the form of copies of advertisements, names of people who informed us of the circumstances, etc., to the AAD/LP or Area Counsel so they can determine if 13 CFR 103.4 was violated. If necessary, they must notify the AD of the facts.
- (3) The AD will conduct a preliminary inquiry and determine if a violation occurred. If the facts warrant, the AD will refer the matter to OIG, along with all necessary documents and a recommendation for action.

73. DUPLICATION OF BENEFITS (DOB)

To avoid DOBs for approved loans, every LAA stipulates borrowers must promptly notify and pay to SBA any insurance proceeds or other compensation which exceeds the amount taken into consideration when we determined eligibility.

a. Deducting Compensation.

You must deduct any type of compensation specified in paragraph 44. This applies to amounts known at the time of processing, even if not actually received.

- (1) Duplication can also occur when any agency provides assistance for a loss which is the primary responsibility of another agency to provide. Each agency should, in turn, offer and be responsible for delivering its program(s) without concern about duplication with a program later in the sequence.
- (2) The sequence list determines the order in which a program should provide assistance and what other resources it must consider before it does so. Under a Presidential declaration, generally the delivery sequence is:
 - (a) Volunteer agencies' emergency assistance programs (ARC, Salvation Army, etc.);
 - (b) Temporary housing assistance, including limited home repairs or minimal repairs (MRP);
 - (c) Hazard insurance (including flood insurance);

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- (d) The SBA and Department of Agriculture disaster loans;
 - (e) FEMA ~~ERP~~ assistance;
 - (f) Volunteer agencies' additional assistance programs (ARC grants or other free assistance); and
 - (g) The Cora Brown Fund (administered by FEMA).
- (3) Occasionally, FEMA or similar agencies may make an out-of-sequence advance to a disaster victim financially able to borrow full SBA disaster loan eligibility. If this happens, do the following.
- (a) FEMA will notify us of the out-of-sequence assistance by updating the DOB information it provides.
 - (b) The loan proceeds must repay FEMA for that portion of the loan made for any eligible purpose(s). If we learn of the assistance after approval but before full disbursement, we must repay ~~FEMA~~ via loan modification action.
 - (c) When the delivery sequence has been disrupted, the disrupting agency is responsible for rectifying the duplication.
- b. Processing Procedures. (These procedures also apply to reaccepted applications).
- (1) In Presidential declarations, do the following.
 - (a) All original home ~~and private non-profit (PNP) business~~ loan applications are checked for possible DOBs during processing. The DOB printout in the file lists the amount of any MRP award ~~for a home loan and grant assistance for emergency protective measures for a PNP business loan.~~
 - (b) You must check the DOB information provided by FEMA before recommending approval upon reconsideration. This avoids duplicating possible assistance.
 - (c) ~~Any insurance or other compensation award (e.g., FEMA MRP) made after loan approval of up to \$500 for each award and \$1,000 cumulative will be considered a *de minimis* amount for duplication of benefit purposes and eliminates the need for a loan modification. The only documentation required will be a comment in the chron log of the *de minimis* amount.~~
 - (2) In SBA declarations, if the ARC or any other assistance program was active, we must contact them before recommending approval upon reconsideration and find out if any assistance was awarded.

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- (3) You must check with the applicant, the mortgagee, or mortgage servicing agent to verify whether hazard insurance was in force if there isn't proof in the case file. You must contact the agent and request a breakdown of insurance proceeds (settlement sheet or adjuster's proof of loss) the applicant has either received or agreed to accept. The breakdown should specify amounts for:
- (a) Damage to real, personal, or business property;
 - (b) Any additional living expenses; and
 - (c) Any business interruption and extra business expense.
- c. Do not deduct Federal Income Tax benefits from verified losses. We don't consider this a DOB even though IRS regulations permit victims to file for a refund of part or all of Federal income taxes paid in certain prior years or to carry forward any unused portion to reduce future years' Federal tax liabilities.

74. CHARACTER DETERMINATION: POLICY AND PROCEDURE

It is not in the public interest for SBA to extend financial assistance to persons who are not of good character. If any adverse information develops concerning the character or background of a disaster loan applicant, as disclosed on SBA Form 912, "Statement of Personal History," or from any other source, you must follow the procedures specified in this paragraph. In some cases, you must obtain ODA clearance before a loan may be approved. The response to a specific question on the Form 5 determines whether an SBA 912 is needed. When received, we must forward all SBA 912s to the Office of Security Operations (OSO), OIG.

- a. Fingerprint Policy and Procedure. If we receive an SBA 912 with an affirmative answer to questions 6, 7, or 8, we must determine if a fingerprint sample (obtained on FBI Form FD-258, "Fingerprint Card") is necessary. The procedure is as follows.
- (1) ADs, DADs, AAD/LPS or their designees (at least at the SLO level) determine if fingerprints are needed.
 - (2) We base the fingerprint decision on whether the criminal activity disclosed on the SBA 912 is both minor in nature and was committed more than 10 years ago. In deciding whether an offense is minor in nature, SOP 90.225, "Investigation Program," provides some guidance. However, consultation with area counsel may be helpful and appropriate.
 - (a) If we require fingerprints:
 - (i) Obtain the fingerprint samples on FBI Form FD-258;

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- (ii) Do not strip or forward the SBA 912 until the applicant has returned the completed fingerprint card;
 - (iii) Make the following notation on the SBA 912: "912 to OSO on (date);" and
 - (iv) Forward to OSO.
- (b) If the deciding official waives the fingerprints, he/she must:
 - (i) Record the following (or similar) language in the chron log of the case file: "The SBA 912 exception for (person's name) is not considered serious. Therefore, fingerprints are not required. Authority is hereby given to process this application to conclusion;"
 - (ii) Sign and date the chron log; and
 - (iii) Make and initial the following notations on the SBA 912: "Fingerprints waived on (date)," and "SBA 912 to OSO on (date)."
- b. Persons Convicted of a Felony During and in Connection with a Riot or Civil Disorder or Other Declared Disaster.
 - (1) By statute, persons convicted during the past year of a felony during and in connection with a riot or civil disorder are not eligible ((1106(e) of P.L. 90-448). You must decline their application for policy reasons, using coded reason 43.
 - (2) If the conviction was more than 1 year ago, these applicants must complete an SBA 912 and an FBI FD-258. We cannot approve their application until we obtain ODA clearance.
- c. Criminal Arrests/Indictments/Convictions/Parole/Probation.
 - (1) General Policy - Home Loan Applicants and 1-4 Rental Applicants. We do not require these applicants to submit 912 information with their applications. We can process, approve, and disburse unless we learn that the applicant:
 - (a) Has been arrested for a criminal offense;
 - (b) Is presently under indictment;
 - (c) Has been convicted of a criminal offense; or
 - (d) Is presently on parole or probation.

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- (2) Exceptions to the General Policy. If any of the above exceptions apply, you must follow this procedure.
- (a) If recommending decline or ~~withdrawal~~ (for other than character reasons), the decline ~~(coded reason 60d)/withdrawal (coded reason 60w)~~ letter must include the appropriate decline/withdrawal language and :
- (i) State "The character element of SBA's loan consideration procedure has not been resolved;" and
- (ii) Require the submission of an SBA 912 (and possibly an FBI FD-258) with any reconsideration/~~reacceptance~~ request.
- (b) If recommending approval, you must require the applicant to submit an SBA 912, an explanation of the offense, and possibly an FBI FD-258. When received, a deciding official will review the information. You then proceed as follows:
- (i) If fingerprints are waived [see a.(2)(b) above], we can approve the application, after appropriately noting the SBA 912 and forwarding it to OSO; or
- (ii) If an FBI FD-258 is necessary, you must withdraw the application ~~(coded reason 60a)~~. You cannot take any action until we obtain specific clearance from ODA.
- (c) When ODA completes its character evaluation and notifies the Area Office of the decision, the AAD/LP will:
- (i) If the applicant is found eligible, reactivate the application and complete processing, or
- (ii) If not eligible, reactivate and decline the application for policy reasons (coded reason 43).
- (d) Generally, we do not approve loans to applicants presently on parole or probation following conviction of a serious offense. However, notwithstanding the provisions of SOP 90 22, ODA will consider approving home and 1-4 rental applications provided the applicant provides:
- (i) Written endorsement of the applicant's good character from a reputable third party; and
- (ii) A guarantor acceptable to SBA.

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The ODA's notice to the Area Office will specify whether it will grant a waiver upon submission of a satisfactory character endorsement and guarantor.

- (3) General Policy - Business Loan Applicants. We do not require an SBA 912 from anyone connected with the applicant if the personal history question on the Form 5 is answered "NO." Officers and directors (of for-profit or non-profit applicants) do not have to answer this question unless they are principals.
- (4) Exception to the General Policy. If this question is answered "YES," you must follow this procedure.
 - (a) If recommending decline or withdrawal (for other than character reasons), the decline (coded reason 60d) withdrawal (coded reason 60w) letter must include the appropriate decline/withdrawal language and:
 - (i) State "The character element of SBA's loan consideration procedure has not been resolved;" and
 - (ii) Require the submission of an SBA 912 (and possibly an FBI FD-258) with any reconsideration/ reacceptance request.
 - (b) If recommending approval, you must require the applicant to submit an SBA 912, an explanation of the offense, and possibly an FBI FD-258. When received, a deciding official will review the information. You then proceed as follows:
 - (i) If fingerprints are waived [see a.(2)(b) above], we can approve the application, after appropriately noting the SBA 912 and forwarding it to OSO; or
 - (ii) If an FBI FD-258 is necessary, you must withdraw the application (coded reason 60a). You cannot take any action until or unless you obtain specific clearance from ODA.
 - (c) When ODA completes its character evaluation and notifies Area Office of the decision, the AAD/LP will:
 - (i) If the applicant is found eligible, reactivate the application and complete processing; or
 - (ii) If not eligible, reactivate and decline the application for policy reasons (coded reason 43).

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- (d) Generally, we ~~do not~~ approve loans if the applicant or a business principal is presently on parole or probation following conviction of a serious offense. However, notwithstanding the provisions of SOP 90 22, ODA will consider applications from:
 - (i) Sole proprietors, provided the applicant provides written endorsement of his/her good character from a reputable third party and a guarantor acceptable to SBA; and
 - (ii) Partnerships and corporations, where the apparent bar to eligibility was committed independently of any official act for the business and the individual will divest all direct and indirect interest in the business.

75. EQUAL CREDIT OPPORTUNITY ACT (ECOA)

The ECOA and the laws of each State affect who SBA may or should require to sign disaster Notes, collateral documents, and guarantees. Area counsel must advise of the proper procedures and requirements for each State. The following is a general explanation of the ECOA (Title VII of the Consumer Credit Protection Act). References to "Regulation B" in this chapter are references to Regulation B issued by the Board of Governors of the Federal Reserve System which supplements ECOA.

- a. The ECOA prohibits discrimination on the basis of race, color, sex, marital status, religion, national origin, age, receipt of income from a public assistance program, and the exercise in good faith of rights under the Consumer Credit Protection Act. It applies to all the loan programs covered in this SOP including, for business loan applications, proprietors, partners, corporate officers, directors, and stockholders.
- b. We can't ask a spouse to sign a Note, guarantee, or other document solely because of marital status. However, when we rely on a spouse's income to establish repayment ability or when State law makes it necessary, we can require the spouse to sign the Note. Also, a spouse can be asked to sign all collateral documents covering property in both names which is required to perfect SBA's collateral.

NOTE: With respect to community property states, see opinion of General Counsel dated July 25, 1994, in appendix 23.

- c. Because we can't request financial information about a spouse, you can't ask whether a spouse is working and can contribute to the family income. Therefore, you must make a reasonable judgment on the amount a business owner must draw to support their dependents. If the remaining income is inadequate to repay, you must decline the loan. You can consider spousal income only when the applicant

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(principal) and the spouse volunteer this information. When we rely on a spouse's income for repayment ability, we may ask reasonable questions to determine the probable continuity.

- d. SBA has been ordered to submit periodic reports to the Justice Department on our compliance with the various anti-discrimination laws. Therefore, we must continue to collect statistics on sex, national origin, age, and race, according to existing instructions. We can't require an applicant to use a title such as, Mr., Mrs., Ms., or Miss, on the application form. However, since we are required to collect statistics on loans made to women, we are permitted to require an indication of the sex of the applicant for statistical purposes only.

76. CREDIT INFORMATION

a. Credit Bureau Reports (CBR).

- (1) General Requirement. All disaster loans must have a CBR. If none is available from an SBA contractor, we require a report from another reputable credit bureau or direct verification of credit references and other credit sources.
- (2) Direct Credit Checks. In some outlying areas, credit bureaus may have only minimal (if any) information on individuals and businesses. If CBRs are not informative or available, you must perform direct credit checks with banks and other sources.
- (3) Who to Check.
- (a) All applicants appearing on a home loan application.
 - (b) All business principals.
 - (c) All businesses.

We don't permit substituting credit checks on the owners of a business in lieu of checks on the business itself.

b. Credit Information From Banks or Other Lenders.

- (1) Refinancing. Whenever a disaster loan involves refinancing, you must request specific credit information from the lien holder. You should initially attempt to obtain this information by telephone. If the lien holder(s) will not provide the information on the phone, use the credit inquiry letter format provided in appendix 9 for this purpose. This does not apply to the refunding of interim loans (see paragraph 36).
- (2) You must include the following paragraph in every SBA letter which requests credit information from a financial institution:

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"This is to certify that the Small Business Administration has complied with the applicable provisions of the Right to Financial Privacy Act of 1978, Title XI of Public Law 95-630. Pursuant to Section 113(h)(2) of that Act, no further certification shall be required for subsequent access by the Small Business Administration to financial records of the customer."

- c. Business Credit Reports. All business and EIDL applications, including affiliates, require a business credit report from Dun and Bradstreet (D&B) or a similar commercial credit reporting company, with the exception of Sole Proprietorships. For 1-4 rentals and sole proprietorships, the CBRs of the owners are usually sufficient. Although discretion to order D&B reports may be exercised when deemed necessary, D&B reports should rarely be ordered on sole proprietorship businesses.
- d. Discussion of Credit Report Content with Applicants. You can discuss CBR items which are not of public record, provided you do so in a responsible manner. However, your discussion should only address those derogatory items and other accounts to the degree necessary to process the application. You must record all discussions in detail on the chron sheet. ANY REQUEST FOR A COPY OF THE CREDIT REPORT FROM SBA MUST BE IN WRITING AND BE REFERRED TO COUNSEL FOR ACTION.
- e. Poor Credit History. You must give applicants with poor credit history every opportunity to provide explanations before you reach a conclusion about their overall credit worthiness. Generally, a history that consists of minor, isolated instances of poor credit or late payments is acceptable provided that:
 - (1) The applicant explains the lapse; and
 - (2) The applicant has other accounts with "as agreed" payment records. AN APPLICANT'S POOR CREDIT HISTORY CANNOT BE OVERCOME BY THE CREDIT HISTORY OF A GUARANTOR.
- f. Lack of Credit History. You must explore and identify the reasons for a lack of credit history when making credit judgments. You can't simply judge applicants without credit cards, charge accounts, or other forms of electronic credit histories to have satisfactory or unsatisfactory credit. However, if an applicant can demonstrate (preferably over a minimum period of 2 years) their ability to make regular, noncredit payments (e.g., utilities, rent, insurance, medical or dental bills, etc.) in an as agreed manner, you can make a determination of satisfactory credit. You must justify these decisions in your LOR.
- g. Prior or Existing SBA Loan History. If the application indicates previous or existing SBA loan experience, or if you discover SBA financing through other sources such as a Portfolio Management Query Display (PMQD), you must determine if the performance is or was satisfactory.
 - (1) You do not need to call the servicing office if:

- a** The PMQD 09, 11, 26, and CABW 12 reflect no history of delinquency (delinquency being a payment more than 30 days past due), or returned (NSF) checks; and
 - b** There have been no deferments; and
 - c** The damaged or collateral property is not in an SFHA; or,
 - d** ~~The loan has been sold to a third party.~~
- (2) If the loan has been sold to a third party, the PMQD will not reflect the loan performance after the date of sale. In these situations, you must document the following on the LOR:
- (a) Indicate that the loan has been sold including the date of the sale (obtained from the PMQD 02);
 - (b) Address the pre-sale history;
 - (c) Address the post-sale payment history based on CBR, 5C or other file information;
 - (d) Conformance with any insurance or other special conditions. You should determine these conditions ~~using available file information.~~

h. Bankruptcy or Reorganization. Applicants (home or business) who have previously filed bankruptcy, or are currently in the process of reorganization are not automatically precluded from receiving assistance. The type of bankruptcy filing, when it occurred, the details of the reorganization plan, the plan's success or failure, and subsequent disposition are just some of the factors which bear on the overall evaluation.

- (1) Chapter 7 Bankruptcy (Liquidation). We do not automatically disqualify applicants discharged in prior Chapter 7 bankruptcies. The effect on the credit decision generally depends on the circumstances. The older the discharge, the less effect it may have on the credit decision. You can recommend approval for applicants discharged in bankruptcy within the last 2 years if you document the following in your LOR:
- (a) The bankruptcy was caused by circumstances beyond the applicant's control (e.g., unemployment, prolonged illness, medical bills not covered by insurance, protracted labor strikes, etc.) as opposed to bankruptcy caused by the applicant's actions (e.g., misconduct, avoidance of creditors, careless overextension of debt, etc.); and
 - (b) The applicant's credit history since the bankruptcy is satisfactory; and
 - (c) The applicant has repayment ability despite the circumstances surrounding the bankruptcy. Use caution in cases of self-

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employed applicants whose bankruptcy occurred during previous self-employment, or applicants whose current employment is not stable.

- (2) Chapter 13 Reorganization (Wage Earner's Plan).
- (a) A Wage Earner's Plan (WEP) applies to individuals and indicates some effort to pay certain creditors. A WEP can make it possible to settle debts for only a portion of what is owed, while retaining personal assets. The maximum term permitted for a WEP is 5 years and once approved, the wage earner can incur additional debt only with permission from the court. Generally, the court will not approve additional credit unless the purpose is vital to the well being of the wage earner or family members.
- (b) You can recommend approval if:
- (i) The applicant has made all payments on the WEP in a satisfactory manner, based on direct contact with the trustee, online contract information sources, or other sources; and
 - (ii) Total debt service is reasonable; and
 - (iii) A written approval from the Bankruptcy Trustee/Court is a condition of the Loan Authorization and Agreement draft.

NOTE: The following verbiage must be used to condition the

LA&A:

OC-19: Prior to disbursement of any loan funds, Borrower will provide written authorization, satisfactory to SBA, from the Bankruptcy Trustee/Court to incur the debt obligation created by this loan.

- (3) Business Reorganization (Chapter 11). Businesses may be in one of many different stages of the Chapter 11 filing procedure. This can impact our ability to approve, or even process the application. Therefore, you must discuss these cases with disaster counsel before you begin and follow their advice for any legal impact to the validity of the plan. You should discuss:
- (a) Whether a plan was filed with the Bankruptcy Court;
 - (b) If the Court accepted the plan;
 - (c) Whether the business is following the plan;

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- (d) How much time remains before the business will emerge from the plan; and
 - (e) If the Court will consider allowing the applicant to incur additional debt outside of the plan.
- i. Prior SBA Loan Discharged in Bankruptcy. Applicants who had a prior SBA loan discharged in bankruptcy are not automatically barred from receiving disaster loan assistance.
 - j. Delinquency on Federal Obligations. "Federal obligations" include, but are not limited to: any direct Federal loans, contracts, and/or grants; student loans; and debts owed to the IRS, etc. Generally, we will not approve loans to applicants who are delinquent on any Federal debt, or have a judgment lien against their property, unless one of the following applies.
 - (1) If a Federal obligation is delinquent, but no judgment lien has been filed, we can approve a loan only if the Federal agency involved provides evidence that the debt is no longer delinquent and there is reasonable assurance that the applicant will comply with the terms of the loan agreement.
 - (2) If a Federal obligation is delinquent and a judgment lien has been filed, we can approve a loan only under the following circumstances.
 - (a) When the delinquency on a debt resulting in a lien is caused by the disaster itself, we have the authority to waive the restriction. This applies whether the debt pre-existed the disaster, or was the result of the disaster. Because we do not provide funds to pay another Federal creditor, you must make workout arrangements in conjunction with any approval recommendation.
 - (b) A debtor who has a judgment lien and made arrangements before the disaster to satisfy the debt, and whose adherence to those arrangements before the disaster was satisfactory is eligible. We must obtain concurrence from the creditor agency that the pre-disaster agreement was being satisfactorily honored.

The AAD/LP or higher must approve these exceptions or waivers.

- k. Lawsuits. You must obtain complete details of any pending lawsuits. You must submit the information to disaster counsel for an opinion regarding the existing or potential impact to approval.

77. CONSUMER CREDIT PROTECTION ACT (REGULATION Z)

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- a. Whenever we decline a loan in whole or in part because of information contained in a credit report, our decline letter must also include the name and address of the credit reporting agency.
- b. Whenever we decline a loan in whole or in part because of information obtained from other than a credit reporting agency, our decline letter must advise the applicant they may submit a written request for disclosure of the nature, not the source, of the information upon which we based the decline action. They must do this within 60 days of notification.
 - (1) This applies if the decline concerned the applicant's credit worthiness, credit standing, credit capacity, character, general reputation, personal characteristics, or mode of living.
 - (2) While the law does not require disclosure to an applicant of the SOURCE of the information received in a direct inquiry, the intent of the law is that we MUST give the applicant enough facts to be able to refute or challenge the accuracy of the information.

78. USE OF APPLICANT'S AND/OR OWNER'S ASSETS AND CREDIT

- a. We do not require the use of the applicant's or owner's assets and credit if a physical loan (including refinancing) does not exceed:
 - (1) The administrative limits for a home loan; or
 - (2) The legislative limit for the combined total of all loans to a business applicant and its affiliates.
- b. We may require the use of the applicant's or owner's assets and credit if the loan:
 - (1) Is an EIDL; or
 - (2) Is for more than \$1,500,000 (MSE).

79. COMBINATION LOANS

Because the terms applicable to disaster home and business loans vary, we must process them separately. However, the same LO should process companion files when possible.

- a. We must make separate loans to:
 - (1) An applicant who suffers damage to both primary home and a sole proprietorship business;

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- (2) An applicant who suffers damage to both primary home and residential and/or small commercial rental properties;
 - (3) Business loan applicants who file for both physical damage and economic injury; and
 - (4) Affiliates of business loan applicants who file for physical damage and/or economic injury.
- b. Exception to the Rule. We can combine applications from business entities with identical ownership into a single application. (see subparagraph 82.c.)
 - c. Abbreviated Processing Procedure for Business/EIDL Companions. If you are processing a physical business loan and a decline becomes apparent for credit-related reasons, you do not have to fully process the companion EIDL. In these cases, the decline letter for the physical loan must state: "Due to the nature of this decline we have not fully analyzed your economic injury disaster loan request. Should you seek reconsideration, we will then determine your eligibility for economic injury disaster loan assistance."
80. TYPES OF LOAN OFFICER'S REPORTS (LOR)
- a. Use SBA Form 140E or 140, "Home Expedited Loan Officer's Report" or "Loan Officer's Report - Disaster Home Loan," for all home loan applications. Also use SBA 140 for all sole proprietor businesses with 1-4 rental units for Physical and EIDL applications.
 - b. Use SBA Form 1616, "Loan Officer's Report on Business Disaster Loans," for all other physical business applications and all EIDLs, except sole proprietor businesses with 1-4 rental units. Reports must be as brief and concise as possible and still contain all pertinent information.
 - c. LOs and reviewing/approving officials must:
 - (a) Complete LORs in ink (blue or black only);
 - (b) Print their name in addition to their signature on all LORs;
 - (c) Legibly write, sign and date all handwritten memos and notations contained in a loan case file (including those affixed to the LOR); and
 - (d) Initial and date all changes.
 - d. You are authorized to use photocopied LORs for business and EIDL companion files only. If you use a photocopy, each LOR must:

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- (a) Have a separate first page with original recommendations and signatures; and
- (b) Include a discussion of the physical and EIDL recommendations.

81. TELEPHONE CONTACT UPON COMPLETION OF PROCESSING

After completing the analysis you must inform the applicant of the possible action. Advise them that NO decision is final until they receive it in writing. If you can't reach them by phone, seek supervisory guidance before submitting the file for review. You are authorized to discuss the proposed terms or reasons for the proposed action only with the individuals named on the application, or their named representatives. Under no circumstances are you permitted to leave this information on an answering machine or with any unauthorized third party.

a. Approval Recommendation.

- (1) You must inform the applicant of all proposed terms and conditions.
 - (a) Terms include the loan amount, interest rate, installment payment, loan maturity, initial due date and collateral.
 - (b) Conditions include, at a minimum: use of proceeds, insurance requirements/assignments, loan closing deadline, disbursement period, etc.
- (2) You must also ask whether the applicant has any questions. This practice avoids applicant confusion and maintains Agency credibility. Exercise care when responding to questions concerning areas you aren't completely familiar with. In these cases, tell the applicant you will seek supervisory guidance and promptly call them back.
- (3) If an approval recommendation is contingent upon a "conditional commitment letter" (CCL), you must inform the applicant of required documentation. Also, advise the applicant that a telephone call regarding this process will follow, if the loan is approved. See subparagraph 87.b., paragraph 88, and subparagraph 89.b., for procedures.

b. Decline recommendation. You must inform the applicant of the reason(s) for the proposed decline action and advise them of their right to request reconsideration.

c. Withdrawal recommendation. You must inform the applicant of the reasons for the proposed withdrawal action and advise them of their right to request reacceptance.

82. WITHDRAWAL OF APPLICATIONS.

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Withdrawing an application, either at the applicant's request or by SBA does not constitute a processing decision. However, the rules relating to reacceptance requests apply. (see chapter 9.)

- a. At applicant's request. We can withdraw an application at any time during processing if we receive a written or oral request. When an applicant orally requests to withdraw the application during processing, you must note the conversation on the chron log. You should encourage the applicant to submit a written statement to SBA, however we won't hold the application in Loan Processing pending its receipt. Our withdrawal letter must reference the date of the conversation or written request.
- b. By SBA. We must withdraw applications which we can't process to a decision because of a lack of (or incomplete) response to a 14-day letter. Our withdrawal letter must specify what information is needed and also state the reacceptance deadline.
- c. File consolidation. You must discuss the option of file consolidation if:
 - (1) An applicant owns 100 percent of two or more businesses which were damaged by the disaster; and
 - (2) Completes a separate application for each business.

Upon the applicant's agreement, you may combine the applications into one case file and withdraw the other(s).
- d. Appendix 3 lists the coded reasons for withdrawal.

83. DECLINE OF APPLICATIONS.

If you recommend decline, you must address ALL decline reasons and you must indicate each applicable code in the recommendation section. Our decline letter (SBA Form 2157) will contain and define each of the decline reasons, and must advise the applicant of their reconsideration rights. (See chapter 9 and appendix 4.) You must follow the standard decline language used in appendix 4 for all original decline letters. In the event a loan officer feels that the standard decline language is not appropriate, a custom letter is acceptable; however, this should be the exception and used only in rare cases.

APDs are the only exception to the requirement of listing all the reasons for a decline action as described in subparagraph 69.h.

Note: You cannot issue a decline using the HELOR process.

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84. DOCUMENTING REPAYMENT ABILITY.

Cash flow, not collateral, is the basis for establishing repayment ability. We must have reasonable assurance of an applicant's ability to repay any proposed loan. For home loans processed using HELOR (Form 140E) see appendix 27. For home loans processed using the Form 140, we determine this by the FDM described in appendix 26. For business loans, we determine repayment ability by the results of the financial analysis performed on the business.

85. LIMITED REPAYMENT ABILITY/LOSS IN EXCESS OF LENDING LIMITS

Your LOR must always explain how applicants who lack the ability to repay the full amount of disaster loan eligibility, or applicants with losses in excess of the lending limits will effect viable restoration. In some instances, a disaster victim's recovery could involve SBA, FEMA, the State grant, and the ARC or some other organization, such as Mennonite Disaster Service.

- a. When applicants sustain uninsured losses in excess of our lending limits, you must determine if the applicant can complete restoration with the SBA loan, and any other Federal, State, or local programs. If they can't, you must determine if:
 - (1) The amount needed to supplement the SBA loan is available to the applicant on reasonable terms; and
 - (2) The applicant can repay all obligations from present and future income.
- b. Under a Presidential declaration, joint assistance involving other relief agencies may be necessary to restore homeowner disaster victims with the ability to repay only part of the verified damages. You should attempt to establish some plan whereby SBA alone, or in conjunction with other disaster relief organizations, can restore all or part of the real estate and the HIP program can be used to complete and/or adequately furnish the residence to make it livable.
- c. Under an SBA declaration, joint assistance with the ARC or other relief agencies may be possible.
- d. If a substantial shortfall exists, you must consult with LV to determine if a lesser loan amount will permit the victim to restore reasonable habitability.

86. LEGAL NAME OF A BUSINESS LOAN APPLICANT.

For each business or EIDL application which involves a legal entity (other than a sole proprietorship) as an applicant or guarantor, Loan Processing will be responsible for contacting the appropriate State Secretary of State to establish the correct legal name of the entity and whether the entity is in good standing with the State and placing documentation of this information in the case file. A chron entry or a separate form may

be used and this documentation will eliminate the need to obtain a Certificate of Good Standing.

87. LOAN AUTHORIZATION AND AGREEMENT (LAA)

- a. We issue all SBA disaster loan commitments in the form of a written LAA using SBA Form 1391. A disaster loan borrower agrees to the various terms and conditions of the loan by signing this written LAA. The general form has six variations: unsecured home, business, and EIDL; and secured home, business, and EIDL.
- b. We consider the draft LAA you prepare to be part of the LOR, and it becomes the basis for the preparation of loan approval documents and for the closing and disbursement process. Counsel reviews all draft LAAs for secured loans for sufficiency of collateral instruments and other legal concerns. A recommendation to approve a loan is not final until the SLO approves the LOR, the draft LAA, and, if needed, the CCL draft, and counsel approves the (secured) draft LAA and CCL. Generally, counsel doesn't review unsecured draft LAAs.
- c. The LAA contains all terms and conditions applicable to the loan. You must not impose conditions other than as written in the LAA. Borrowers are not legally bound by any verbal term or condition.
- d. In preparing a draft LAA, you must check all available standard and optional conditions before drafting any custom conditions. You only use custom conditions when no standard or optional condition will suffice.
- e. Custom conditions must follow the "Borrower will" format used in all standard and optional text. Counsel must review them during the legal review of the draft for clarity, legal sufficiency, and conformance with format standards.

NOTE: If any custom condition is used more than 10 times a year (nationally, not per Area Office), it must be:

- (1) Submitted to ODA through area counsel for adoption as a standard or optional condition; and
 - (2) Cleared in accordance with statutory requirements.
- f. The individual making any correction on a draft LAA must initial and date the correction. Both you and the SLO, or other approving official, must initial and date any substantive changes.
 - g. The draft LAA is permanently maintained in the loan case file.
 - h. If the SLO concurs with the draft LAA, they must sign in the space provided on the draft. The SLO is responsible for assuring that all conditions are consistent with the LOR, and for avoiding nonessential use of custom or customized conditions.

i. SBA requires recipients of loans in excess of \$150,000 to execute a certification and disclosure regarding lobbying activities. In order to comply, OC-15

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Disclosure of Lobbying Activities must be included on the LAA draft for all loans.

88. CONDITIONAL COMMITMENT LETTER (CCL)

- a. You must prepare a draft CCL in cases where we did not require specific items at the time of application but need them to either confirm eligibility or facilitate the preparation of loan closing documents (LCDs). Submit the draft CCL with the LOR and draft LAA. Appendix 5 provides a detailed list of the standard items commonly needed for this purpose.
- b. Renters with only personal property damage are not required to submit evidence of occupancy with their home loan applications. Such evidence will not be required after approval if:
 - ① The address and social security numbers contained on the FTRs and the Credit Bureau report are the same as on the application; or
 - ② In conversations with the applicant any apparent discrepancy is resolved to your satisfaction. The LOR and the chron record should contain an explanation of the resolution.
- c. Deeds generally establish real estate eligibility; however, in the case of an unsecured loan you must use one of the following in their listed order to verify real estate eligibility when legal ownership documents are not already in the case file.
 - 1) FEMA Report (Ownership verification).
 - 2) ChoicePoint or similar reliable service.
 - 3) One of the following documents: Title (Manufactured Home); Official Record – Deed, Recorded land installment contract, will, court records; Affidavit from county official; Property tax records; Insurance policy forms; Contacting the mortgage company.
- d. For secured loans in which eligibility can be established using the documentation stated in subparagraph 88.c., a CCL is not necessary. In this situation, an other condition (OC-13) should be added to the loan authorization requesting a complete, legible copy of the recorded deed(s).
- e. In some areas, legal may establish a relationship with a local title company to obtain ownership deeds. In areas where this service is available, you should prepare a Vesting Deed Request (VDR) to obtain this information. This procedure is valid in these areas regardless of loan amount and the condition stated in subparagraph 88.d. is not necessary.

89. LOAN APPROVAL (FUNDING)

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We document loan approval (funding) by entry into the loan accounting system. This action obligates funds for the approved loan. No loan is officially approved from a legal or work measurement perspective until loan funding is complete. When the accounting system establishes the loan account and obligates the funds for the loan, we get confirmation in the form of a loan number. Loan numbers are unique to each loan and remain permanently assigned to the file. They are ten digits and contain a prefix for added identification. The prefix to the ten digit loan number is DLH for disaster home loans, DLB for disaster business loans, and EIDL for economic injury disaster loans.

- a. Post Funding Procedure. After completion of loan funding:
- (1) If the file doesn't have a draft CCL, we forward it to the legal department for preparation of the loan approval documents; and
 - (2) If the file has a draft CCL, we forward it to a sub department of Loan Processing (Department 39).
- b. Commitments Outstanding (Department 39). When a file arrives in Department 39, a Loan Officer (LO) must:
- (1) Telephone the borrower;
 - (2) Reiterate the terms and conditions of their loan;
 - (3) Explain that we need additional documentation before we can prepare their loan closing documents;
 - (4) Specifically describe the required documents;
 - (5) Inform the borrower of the 21-day deadline; and
 - (6) Promptly mail the CCL and place a copy in the case file.
- To expedite the process, you may encourage prospective borrowers to fax the needed documents to SBA. However, when offering to accept faxed documentation, you should be careful to display a helpful attitude rather than risk appearing demanding and overbearing.
- c. There are three possible outcomes from the commitments outstanding stage, and each requires a different course of action.
- (1) If we receive the required documents, the case is logged out of Department 39 following legal review and forwarded to approval documents.
 - (2) If we receive documents which are incomplete, different from those specified, or raise eligibility or credit concerns, Department 39 must

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attempt to resolve the differences. This includes doing a loan modification if appropriate.

- (3) If we don't receive the documents by the deadline (including any grace period established by the area office), the case is logged out of Department 39 and into loan modification for possible cancellation.

90. NOTIFICATION TO BORROWER OF LOAN APPROVAL

We must notify the applicant in writing within 3 days of completion of loan funding.

- a. As a general rule, we mail all approval and closing documents together. This includes the approval notification letter, the LAA, Promissory Note, Truth in Lending Disclosure Notice, The Notice of Right to Cancel, any security instruments, all other closing documents, and closing instructions.
- b. Exceptions Should be Rare. When workloads require departure from the general rule, we will send an approval notification letter promptly after loan funding. The letter should explain that we will prepare and mail loan closing documents within a few days.
- c. The letter must inform the borrower that they must properly complete and return all closing documents to us within 2 months of the date of the LAA.
- d. All loan closing packages must include instructions on how to complete and return the documents, and how to obtain our assistance in closing the loan.
- e. The following statement must be included in all disaster business loan approval letters: In addition to disaster loan assistance, the SBA offers business management and technical assistance services through our resource partners, the Small Business Development Center (SBDC). The SBDC provides free consultation and low cost training programs in areas such as developing a business plan, financial planning and marketing plans. SBDCs can also assist small businesses in developing information necessary for loan applications. For more information on these services, please contact your local SBA District Office for the location of the SBDC in your area.
- f. Truth in Lending Act (TILA). Regulation Z of the Federal Reserve Board (FRB) requires that SBA provide specific lending disclosures in appropriate cases. Effective with all home loan agreements and authorizations produced on or after June 15, 2000, the following documents are required in appropriate cases as specified below:
- (1) Disclosure Notice (SBA Form 2158). The Disclosure Notice must be provided with the loan closing documents to all individual borrowers whose loans are approved primarily for personal, family or household purposes. This excludes all loans for business purposes (including 1-4

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rentals) and all loans to non-natural persons (e.g., corporations, partnerships, etc.). The amount of the loan and whether it is secured does not govern this requirement. (See also paragraph 111).

- (2) Notice of Right to Cancel/Notice of Right to Rescind (SBA Form 2159). Two copies must be provided to each individual who is giving a security interest in their principal dwelling as part of a consumer loan transaction. This includes applicants, co-applicants, guarantors (whose guarantee is secured by an interest in their principal residence) and co-owners of the property on which the lien is secured even if they are not applicants or guarantors.
- (3) Explanation of Notice of Right to Cancel. This page is to be attached to each Form 2159 and to be given, together with that form, to all persons who receive that form.

91. RESERVED

CHAPTER 8

DISASTER LOAN CLOSING AND DISBURSEMENT92. RESPONSIBILITY FOR CLOSING LOANS

Loans are closed in accordance with area counsel's guidelines and supervision.

93. OBTAINING LOAN FUNDS

- a. Once we approve a disaster loan, the borrower may obtain loan funds upon compliance with the conditions of the LAA. All named borrowers must sign and date the LAA.
- b. Limitation on Time for Return of Closing Documents (LCDs). LAAs include a provision limiting the time available to borrowers to return all closing documents. Borrowers must complete and return all closing documents to SBA within 60 calendar days of the date of the LAA.
 - (1) If the borrower doesn't return the LCDs within 30 days, the Legal Department must mail a reminder notice emphasizing the approaching deadline. (A phone call may also be appropriate.)
 - (2) Area counsel or designee may approve an extension of the deadline only if the loan file contains adequate documentation to justify the extension.
 - (3) If we don't receive the LCDs within 10 days after the 60 day deadline or any extension, we cancel the loan. We must send a letter specifying the reasons for the cancellation.
 - (4) Reinstatement of a canceled LAA is subject to the provisions of paragraph 110.

94. DISBURSEMENT PERIOD

- a. Standard Disbursement Period. All LAAs contain a standard paragraph requiring the borrower to arrange for, and obtain all loan funds within 12 months from the date of the LAA. The AD may, on a disaster by disaster basis, reduce the standard time frame to 6 months.
- b. Extension of Disbursement Period. You can extend the original 12 month (or in some cases the original 6 month) disbursement period upon receipt of a written request from the borrower justifying the need for the extension.
- c. Authority for Extension. Only officials with delegated authority may approve extensions. Extensions must be documented by a loan modification on SBA Form 1913.

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- (1) SLOs may approve extensions of the original 6 or 12-month disbursement period for periods up to 6 months at a time, without cumulative limitation, provided the loan is partially disbursed.
- (2) The AAD/L² level or higher must approve extensions of the 6 or 12-month disbursement period on undisbursed loans.
- (3) An extension must be approved by an official at the same or higher level than the official who approved the loan.

95. EVIDENCE REQUIRED BEFORE DISBURSEMENT

The area office orders all disbursements. They are sent directly from the Treasury Department to the borrower unless there is a compelling need for the disaster office to issue the check. Order co-payable checks when appropriate. ~~When there is a DOB with FEMA (JP-07) the initial loan disbursement must be for the amount of the DOB, with the initial check made co-payable to our borrower and FEMA. When the co-payable check is ordered, complete SBA Form 2212 for mailing to the borrower (a copy of the completed form should also be kept in the case file).~~

- a. All Loans. We cannot request a disbursement until the following conditions are satisfied.
 - (1) The loan closer must review the file to determine if the Note and other documents are properly prepared and all necessary conditions satisfied. Copies of the Note must be marked "Duplicate" in red ink prior to execution by the borrower. Typing errors, erasures, or corrections on the Note are not acceptable.
 - (2) The borrower must initial any corrections made on the documents other than the Note. The documents must be signed exactly as the names appear on them. Corporations must affix their seal on all copies of the Note and other documents as required by State law.
 - (3) The borrower must show identification when a check is personally delivered by a disaster office employee. Preferably, the identification will include a driver's license or other document containing both picture and signature.
 - (4) You must update the DOB check.
- b. Secured Loans.
 - (1) We may disburse the first \$10,000 (or \$5,000 for EIDLs) upon receipt of the documents required for an unsecured loan. We may disburse amounts larger than \$10,000 (or \$5,000 if EIDL) when the appropriate security instruments and other closing documents have been properly completed. For loans requiring insurance, the borrower must submit evidence of insurance coverage as required by the LAA.

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- (2) We require a title or record search for loans more than \$25,000 unless the LO justifies the requirement for loans of \$25,000 or less. These exceptions should be rare.
 - (3) Generally, secured loans are disbursed in stages that correspond with the borrower's needs and how they spent prior disbursements. We can make full, single disbursement of secured loans only when:
 - (a) The borrower has spent the equivalent amount of funds (excluding required prior injections) and satisfied the use of proceeds requirement; or
 - (b) Where counsel has assurance that the borrower will use the full disbursement as authorized (for example, a joint-payee check).
 - (4) If the LAA didn't require private interim financing, we can, if necessary, make disbursements for completed work, labor used, or materials provided before project completion if we have evidence of proper use of loan proceeds.
- c. Requirements for Subsequent Disbursements.
- (1) Prior to any subsequent disbursement the borrower must complete and submit SBA Form 1366, "Borrower's Progress Certification." We must review the 1366 and necessary receipts to ensure proper use of proceeds before authorizing further disbursement. Counsel should request progress inspections from Loss Verification when appropriate. We may also require lien waivers in the total amount of all labor and materials used on the R/E repair/construction from all contractors, subcontractors, and independent workers involved. Borrowers must support disbursements for equipment, furniture, inventory, etc., by paid invoices.
 - (2) If the borrower requests an advance payment to purchase larger items of M&E, we can disburse against a firm quotation or invoice using a co-payable check.
 - (3) We must take reasonable precautions before making the final disbursement on a major construction project to ensure that the project was satisfactorily completed. Examples include receipt audits, conversations with contractors, on-site progress inspections, and in some cases, affidavits from borrowers and/or contractors. Counsel will obtain and follow guidance from LV throughout the disbursement period whenever major reconstruction is involved and use co-payable checks where possible and appropriate.
 - (4) Check the status of the loan and DOB reports before making any subsequent disbursement. We can't authorize any disbursement unless the loan is current.

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- d. Conditions Prior to Disbursement. Loans may contain conditions which must be met before all or part of a loan may be disbursed. These conditions are categorized:
- (1) Prior to disbursement of any loan funds. No disbursements will be made for real estate (including landscaping, debris removal, other land improvements or to fund any other uninsurable items) or personal property until the condition has been met.
 - (2) Prior to disbursement of any loan funds for a specific purpose. A disbursement for personal property is allowed (assuming the borrower has personal property eligibility) up to the unsecured threshold.
 - (3) Prior to disbursement of loan funds in excess of \$10,000. A disbursement for real estate and/or personal property is allowed up to the unsecured threshold.

96. DISBURSEMENT AMOUNTS

Base disbursement amounts on the expressed or obvious needs of the borrower. Where the needs are not expressed, obvious from the facts of the case, or easily ascertained during loan closing, the following schedule should be followed.

- a. Unsecured Loans. Disburse fully upon the return of the Note, LAA, evidence of flood insurance where appropriate, and receipt of other necessary documents, such as insurance assignments, eligibility waivers, etc.
- b. Secured Physical Loans.
 - (1) Once collateral conditions are met, the initial disbursement may be up to \$25,000. We can make subsequent disbursements in amounts up to \$25,000 if the borrower submits an SBA 1366 covering at least 80 percent of the prior disbursements. We can increase the amount of the last disbursement by up to \$5,000 if not doing so would leave an undisbursed amount of less than \$5,000 (i.e., if the loan is for \$55,000 it can be disbursed in 2 installments of \$25,000 and \$30,000 respectively).
 - (2) When disbursing the R/E portion, maintain contact with the borrower as necessary to determine an appropriate disbursement schedule. In cases of do-it-yourself repairs, be sure the borrower's schedule is reasonable.
- c. Secured EIDLs are disbursed consistent with the guidance in the "Use of Proceeds" section of the LAA, once closing requirements are met.
- d. Credit Review of all loans will be required that have not been fully disbursed within 12 months from the date of the LA&A and annual reviews thereafter until the loan has been fully disbursed. The review will ensure that there have not been any adverse changes in the borrower's financial condition that would impact their ability to repay the loan before we make further disbursements that may be at risk. At a minimum the credit review must consist of obtaining a new credit report (CBR's and/or D&B Reports), updated financial statements, and the

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appropriate IRS 8821's if the time for filing a new tax return has expired. If an adverse change does occur, we must take the appropriate measures in canceling the loan. This applies to undisbursed and partially disbursed loans.

97. ESCROW ACCOUNTS AND/OR CONTROLLED ACCOUNTS

Generally, we should not disburse loans through escrow or controlled accounts. Their use should be on an exception basis only, and must be justified in the LOR. However, we may use escrow accounts when necessary to conform to State law or requirements of title companies and similar organizations, particularly relating to construction loans, purchase of real estate (including a manufactured home), or when necessary to conform to local laws such as those relating to liquor licenses. In these cases a title company, borrower's attorney, or a bank may serve as the escrow agent. When we use a controlled account we must consider the length of time funds may remain in the account due to interest accrual.

98. RESERVED

99. RESERVED

CHAPTER 9

RECONSIDERATION, APPEAL, AND REACCEPTANCE100. RECONSIDERATION OF DECLINED LOAN APPLICATIONS

- a. General Policy. Declined applicants can present additional information which may overcome the reason(s) for the decline. Whenever the applicant requests a reconsideration of our previous lending decision, their case file must be assigned to a new loan officer for processing. This must be done in order to provide a fresh look at all the information in an effort to provide the applicant every opportunity to obtain loan approval.
- b. Method and Deadline for Requesting Reconsideration. Requests must be in writing and received by the office that declined the application within 6 months from the date of the initial decline letter. It is not necessary for the applicant to file a new application in these cases.
- c. Late Requests. We can't reconsider an application if more than 6 months have elapsed since the date of the initial decline. Generally, applicants must file a new application, however, the AAD/LP may permit updating of the existing application in some cases.
- d. Content of Request. The written reconsideration request must contain all significant new information (business loan applicants must include current business financial statements) which the applicant believes will overcome all the initial decline reasons. The SLOs can accept these requests if the applicant complied with the terms of the decline letter.
- e. Alternate Reasons for Decline Upon Reconsideration. The reason(s) specified by the disaster office in the initial decline letter do not constitute a waiver of SBA's right to decline an application upon reconsideration for other valid reasons. However, the letter should state all of the reasons for the initial decline.
- f. Only an official at the same or higher level as the official who took the final action to decline the original loan application has the authority to take final action on reconsidered applications.
- g. Summary Decline. A reconsideration of a summary decline is an original action because:
 - (1) The applicant did not receive an application; or
 - (2) The application was not formally accepted (docketed).
- h. Reconsideration of Accelerated Processing Decline (APD). For reconsideration purposes, treat APDs like any other original decline action.

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Special Provisions Applicable to Reconsidered Applications. Applications that lack essential information after acceptance for reconsideration may be withdrawn. When a subsequent withdrawal occurs, the applicant's deadline is the greater of the original deadline or 30 days from the date of the subsequent withdrawal.

101. **FURTHER RECONSIDERATION (APPEAL)**

- a. **General Policy.** Applicants declined upon reconsideration can request further reconsideration at the next higher level. Whenever an applicant requests a further reconsideration of our previous lending decision, their case file must be assigned to a new loan officer for processing. This must be done in order to provide a fresh look at all the information in an effort to provide the applicant every opportunity to obtain loan approval.
- b. **Method and Deadline for Requesting.** Requests must be in writing and received by the office that processed the reconsideration within 30 days of the date of the decline letter.

NOTE: The APDs are subject to normal reconsideration procedures. However, an exception can apply. The APDs declined upon reconsideration receive the standard 30-day period to appeal at the next higher office. However, if the decline upon reconsideration contains any new reason (e.g., 21) not previously conveyed to the applicant in the APD decline letter, we will extend the time frame to a total of 90 days (the standard 30 days plus an additional 60 days).

- c. **Content of Request.** All requests must include the applicant's justification to reverse the prior decline action(s). If the applicant does not provide new information, you should contact the applicant to see if any is available. If the applicant cannot provide any new information, prepare an abbreviated LOR along with a memo supporting the previous analyses. If the applicant submits new information, you must prepare a detailed LOR.
- d. **Finality of Review - Approvals.** The AAD/LP has final approval authority. The AD does not have to sign approval recommendations unless there is a split.
- e. **Finality of Review - Declines.** The AD has final decline authority. The AD's decision is final unless:
 - (1) The AD does not have authority to approve the loan or action; or
 - (2) The AD refers the matter to the AA/DA; or
 - (3) The AA/DA, upon a showing of special circumstances, requests the area office to forward the matter to the ODA for final consideration. Special circumstances include policy reconsideration or reevaluation by other elements of the Agency, alleged improper acts by SBA personnel or others, conflicting policy interpretations between two area offices, or other considerations.

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102. SPECIAL PROVISIONS APPLICABLE TO RECONSIDERATION PROCESSING

- a. You must obtain updated DOB information on all requests for reconsideration of home loan applications. This enables you to determine if the proposed loan duplicates assistance from other agencies. The FEMA is the point of contact for DOB information in Presidential disaster declarations.
- b. Under an SBA declaration, if ARC or any other assistance program was active, you must contact those agencies to determine if assistance was awarded.

103. RECONSIDERATION OF DECLINED LOAN MODIFICATION REQUESTS

These requests are subject to the same policies and procedures governing declined disaster loan applications.

104. RECONSIDERATION OF REFUSAL TO CLASSIFY APPLICANT AS MAJOR SOURCE OF EMPLOYMENT (MSE)

If an applicant disagrees with our MSE determination, the procedures are as follows.

- a. The applicant must provide written support for its contention that it meets one of the three employment criteria in paragraph 42.a.
- b. The AAD/LP will reconsider the prior determination in light of the applicant's statements, document the recommendation and forward the package to the AD.
- c. The AD must:
 - (1) Take final action on recommendations for refusal to classify an applicant as an MSE; or
 - (2) Forward the file to the AA/DA for MSE status (or if there are extenuating circumstances).

105. RECONSIDERATION OF DECLINE FOR EXCEEDING APPLICABLE SIZE STANDARDS

Size standards apply to eligibility of EIDL applicants only. Applications initially declined for size are subject to different reconsideration procedures.

- a. Initial size decline actions are taken at the SLO level.
- b. Following an initial size decline the applicant may request a formal size determination by the area office. The applicant must submit an SBA Form 355, "Application for Small Business Size Determination," with the request. There is no time limitation for making a formal size determination for purposes of financial assistance [13CFR 121.303(e)].
- c. Formal size decline actions are taken at the AAD/LP level.

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- d. Following a formal decline for size the applicant may petition the Office of Hearings and Appeals (OHA) in Washington, D.C. The appeal petition must be served and filed within 30 days after the size determination [13CFR 134.304(a)(2)].
- e. Size determinations don't count as "actions" for purposes of the reconsideration and appeal process.

106. REACCEPTANCE OF WITHDRAWN APPLICATIONS

- a. General Policy. Applicants can request reacceptance of withdrawn applications.
- b. Types of Withdrawal Actions. Withdrawal actions result from:
 - (1) SBA action (including file consolidation); or
 - (2) Applicant's request.
- c. Method and Deadline for Requesting. Requests must be in writing and received within 6 months from the date of the withdrawal.
- d. Content of Request. When applicable, the applicant must provide all information specified in our withdrawal letter. When we initiate the withdrawal, the applicant must also show that:
 - (1) Our action was in error; or
 - (2) The withdrawal resulted from causes beyond the applicant's control.
- e. Late Requests. We can't reaccept an application if more than 6 months have elapsed since the date of the withdrawal. However, we may grant permission to file a late application. If we authorize late filing, a new application is not always necessary. You must obtain current financial and credit information before processing the application (see subparagraph 100.c.).
- f. Special Provisions Applicable to Reaccepted Applications.
 - (1) We don't reaccept applications without reasonable assurance we can make a loan decision with the new information. This avoids withdrawing an application a second time.

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- (2) Applications that lack essential information after reacceptance may again be withdrawn. When a subsequent withdrawal occurs, the applicant's deadline is the greater of the original deadline or 30 days from the date of the subsequent withdrawal.

107. RESERVED

CHAPTER 10

LOAN SERVICING, CANCELLATION, REINSTATEMENT,
AND LOAN MODIFICATION108. DISASTER LOAN SERVICING RESPONSIBILITY

The disaster office is responsible for necessary servicing actions until the loan is transmitted to the appropriate servicing office. These include, but are not limited to:

- a. Monitoring disaster loan installment payments and reviewing delinquency reports;
- b. Contacting past due borrowers by telephone, issuing the appropriate collection notice, and encouraging prompt payment; and
- c. Deferring payments and reamortizing loans.

109. CANCELLATION

- a. At Request of Borrower. When we receive a written or oral request, we may cancel all or any portion of an approved loan. Be careful before acting on an oral request to ensure cancellation is appropriate.
- b. Actions by SBA. We must initiate action to cancel all or any portion of an approved loan if:
 - (1) The borrower fails to complete and return all LCDs by the deadline; or
 - (2) The borrower does not satisfy all terms and conditions of the LAA; or
 - (3) A substantial adverse change in the borrower's financial or other condition occurs; or
 - (4) The borrower does not qualify for full disbursement during the original disbursement period; or
 - (5) The borrower does not request or receive approval for extension.
- c. Notification Procedure. Before we initiate an action to cancel all or any funds, we must mail a letter giving 14 calendar days notice of the pending cancellation. The letter must specify the action the borrower can take to prevent the cancellation.
- d. Documentation. You must document all cancellations using SBA 1913.

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110. REINSTATEMENT OF CANCELLED LOAN

Borrowers may request reinstatement of all or any portion of a cancelled loan. We cannot reinstate any portion of a partially cancelled loan unless the borrower is current in all respects and maintains a satisfactory payment history.

a. Method and Deadline for Requesting Reinstatement. All requests for reinstatement must:

- (1) Be in writing and be made within 6 months of the date of the cancellation; and
- (2) Show that our cancellation action was in error; or
- (3) Provide justification that we should reinstate the funds.

b. Late Reinstatement Requests-General Policy. We will not reinstate funds if:

- (1) Six months have elapsed from the date of the cancellation or reduction action, or
- (2) There is NO outstanding balance (the loan was cancelled in full or the disbursed balance has been paid off).

NOTE: The borrower may cite their reasons for the delay as the basis for late filing of a new application.

c. Late Reinstatement Requests-Exceptions to General Policy. We may reinstate funds if:

- (1) We cancelled undisbursed funds because the borrower could not qualify for full disbursement due to reasons beyond its control; and
- (2) The borrower has an outstanding loan balance and a satisfactory payment history; and
- (3) The borrower submits a request within 6 months of overcoming the reasons for the delay; and
- (4) The borrower provides all outstanding requirements.

111. LOAN MODIFICATION

a. Amendments and Modifications to Loan Authorizations. You must make any necessary amendment(s) or modification(s) to any term or condition of a LAA on the appropriate loan modification form.

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- b. Authority to Approve Loan Modifications. With the exception of correcting typographical errors and similar minor modifications, only an official at the same or a higher level as the official who took final action on the original LOR has the authority to approve requests for amendments or modifications. (See 8 b. for General Limits on Loan Approval Authority.)
- c. Authority to Decline Loan Modifications.
 - (1) For loans originally approved by a SLO, any official with delegated authority may decline a loan modification request.
 - (2) For loans originally approved by the AAD/LP, AD, or ODA, the AAD/LP must take final action to decline any loan modification request.
- d. Truth in Lending Act. Any modification of the terms set forth in Form 2158 that changes the amount in the Total of Payments block of the form requires that you issue a new Form 2158 to the borrower(s). Any collateral change which involves the addition of a borrower's or principal's primary residence requires that legal issue a new Form 2159 for the new collateral only.
- e. Asset Sale Loans. SBA cannot modify a loan which has been sold to a third party.

112. INCREASES IN PHYSICAL LOANS

Generally, a borrower can request an increase in a disaster loan within 2 years after the loan was approved. The AA/DA can waive the 2-year limit because of extraordinary circumstances.

- a. The increase must be requested and used to cover eligible damages resulting from events that occurred after the loan was approved and beyond the borrower's control. This includes:
 - (1) Accelerated costs;
 - (2) Hidden damage; and/or
 - (3) Post-Approval Building Code Requirements. (Additional building code requirements not known to be in effect when the loan was approved; or building code requirements passed by the appropriate authority after the loan was approved.)
 - (4) Contractor Malfeasance (see subparagraph 112.c. below).

NOTE: We can accept these requests even if the filing period has expired.
- b. Processing Requests for Increases.
 - (1) Increases are handled by processing and are subject to reasonable requests for financial statements and other processing data. If an increase puts the loan into the secured category, you must amend the LAA to require collateral and other necessary conditions.

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- (2) The same or a higher level of authority as the person approving the original loan must approve the increase.
- c. Contractor Malfeasance. SBA may increase a disaster loan up to the administrative lending limits to fund additional costs incurred due to contractor malfeasance in the repair of a damaged site or in the construction of a relocation property (subject to normal credit review). The amount of the funds attributable to the malfeasance must be determined by loss verification. The file must include documentation of the type and amount of the malfeasance (e.g., borrowers letter, notification from the local building authority, etc.). The approval must contain the following conditions:
 - (1) SBA will require a performance bond (see subparagraph 54.c.);
 - (2) The borrower will pursue all possible recovery from the negligible party including filing a claim or lawsuit against the contractor; and
 - (3) SBA will take an assignment of any proceeds from the claim or lawsuit.

Final approval of the loan increase must be taken at the AAD/LP level or higher.

113. RESERVED

CHAPTER 11

ECONOMIC INJURY DISASTER LOANS:
POLICIES AND ELIGIBILITY

114. AUTHORITY FOR ECONOMIC INJURY DISASTER LOANS (EIDLs)

Section 7(b)(2) of the Small Business Act (PL 85-536, as amended) authorizes SBA to make working capital loans to eligible small business concerns and small agricultural cooperatives which:

- a. Are located within the declared disaster area; and
- b. Have suffered, or are likely to suffer, substantial economic injury as a result of the disaster; and
- c. Do not have credit available elsewhere.

NOTE: A small business need not suffer any physical damage to be eligible for EIDL assistance.

115. LEGISLATIVE LIMIT ON ECONOMIC INJURY LOAN AMOUNT

The legislative limit of \$1,500,000 on disaster business loans applies to EIDLs. The limit applies to the total of all direct physical and economic injury disaster loans approved to any one borrower and its affiliates for any one disaster. See subparagraphs 41.b. and 41.c. for exceptions.

116. DEFINITIONS

For purposes of establishing EIDL eligibility, the following definitions apply.

- a. Small means any business concern or agricultural cooperative meeting the applicable size standard for its industry. See appendix 21.
- b. Business concern or concern means any business entity organized for profit, with a place of business located in the United States which operates primarily within the United States or which makes a significant contribution to the U.S. economy through payment of taxes or use of American products, materials, or labor. The business entity may be in the form of an individual proprietorship, partnership, limited liability company, corporation, joint venture, association, trust, or a cooperative, except that where the form is a joint venture there can be no more than 49 percent participation by foreign business entities in the joint venture. Generally, concerns eligible for EIDLs must conform to SBA's 7(a) program requirements.
- c. Agricultural cooperative means those cooperatives acting pursuant to the provisions of the Agricultural Marketing Act [12 U.S.C. 114(j)]. These

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associations operate for the mutual benefit of the members (producers or purchasers) and conform to (1) or (2) and, in all cases, (3) below:

- (1) No member of the association is allowed more than one vote because of the amount of stock or membership capital they may own therein;
- (2) The association does not pay dividends on stock or membership capital in excess of 8 percent per annum; and
- (3) The association does not deal in farm products, farm supplies, and farm business services with or for nonmembers in an amount greater in value than the total amount of the business transacted with or for members. All business transacted by any cooperative association for or on behalf of the United States or any agency or instrumentality thereof shall be disregarded in determining the volume of member and nonmember business transacted by the association.

117. BASIC ELIGIBILITY DETERMINATIONS

You must make three basic eligibility determinations on all EIDL applications.

- a. Location. Section 7(b)(2) of the Small Business Act requires that all EIDL applicants be located in a declared disaster area. This includes all counties covered in the declaration. There must be a physical presence in the disaster-affected area for a business to be eligible. An applicant's economic pressure alone in the affected area(s) does not meet this location requirement, nor does it meet the intent of the regulation. The applicant must demonstrate a physical presence. The physical presence must relate to the claimed economic injury and should be tangible and significant. Merely having a P.O. Box in the disaster area would not qualify as a physical presence.
- b. Business Activity. Business activity refers to the nature of the activity conducted by the applicant business entity applying for EIDL assistance.
 - (1) Main Activity. If the entity applying for assistance conducts more than one distinct business venture, you must first identify the main activity (which is generally the activity producing the most revenue). The main activity must be an otherwise eligible activity (even if it is not the activity for which the loss is being claimed) for the applicant business to be eligible. In sole proprietorships, the owner is the legal entity, i.e., one person conducting more than one distinct business venture is one legal entity engaged in more than one activity.
 - (2) Loss Activity. Once you determine that the main activity is eligible, identify the activity for which the loss is being claimed (loss activity).

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Both the applicant's main activity and loss activity must be eligible. Agricultural enterprises are the most common ineligible activities conducted by sole proprietors. If this is the main activity, the proprietor is ineligible regardless of the nature of the activity claiming the loss. (For the specific policy concerning the eligibility of agricultural enterprises, see subparagraph 120 b. (5)).

- c. Size. An applicant for an EIDL must be a small business concern. You can find guidance on size determinations in appendix 21 and in 13 CFR Part 121. EIDLs are subject to a two-part size test:
- (1) The affiliated group to which the applicant business belongs must meet the size standard for the primary activity of that group; and
 - (2) The applicant business, excluding any affiliates, must meet the size standard for its main business activity.

118. INDEPENDENTLY OWNED AND OPERATED BUSINESS.

Section 3(a) of the Small Business Act states: "For the purpose of this Act, a small business concern . . . shall be deemed to be one which is independently owned and operated and which is not dominant in its field of operation . . ." You decide these issues on a case by case basis.

- a. Critical Factors. You must examine two critical factors to determine if a business is independently owned and operated.
- (1) The owner(s) must have a substantial business risk resulting from investing in facilities or equipment and by incurring significant expenses which must be paid regardless of whether the operation generates a profit. The owner must share the risk of both the profits and the losses.

For example, an individual participates as a crewmember on a fishing boat and does not have a significant investment in the boat or equipment. The crewmember works for a share of the catch, reduced by certain trip expenses (fuel, food, etc.), which are deducted from the catch before the split. If there is no catch, or the catch is insufficient to cover the expenses, the crewmember incurs no significant liability for trip expenses and is not obligated to make continuing payments on the boat or other fixed expenses. Because the crewmember does not have a substantial business risk and has no significant investment, only time is lost if the operation fails to generate sufficient income. Thus, this individual is not a small business concern and is not eligible for EIDL assistance.
 - (2) The business operation must be free from significant control by other entities (e.g., the customers or businesses that pay for its services).

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For example, under the Tax Code (26 USC 3508), qualified real estate agents are treated as self employed for Federal income tax purposes. However, in many cases, we cannot consider these individuals as small business concerns because their business activities are controlled by a real estate broker. Also, in many states, State law requires real estate agents to be affiliated with licensed real estate brokers who are required to supervise the agent's activities. This supervision implies that a real estate agent is not free from significant control by the broker who pays for the agent's services.

However, it is possible, considering all relevant circumstances, to find that the agent is an independently owned and operated business.

If the agent had a sizeable investment in facilities and equipment, and demonstrated significant other factors showing independence from control by the broker, they may be eligible. Possession of a broker's license in and of itself does not create eligibility. If the applicant is a franchise, refer to counsel for eligibility guidance.

- b. Effect of IRS Guidelines. Not all self employed persons or independent contractors for tax purposes rise to the level of "small business concern" as required for EIDL eligibility. Merely filing a Schedule C with the Federal Tax Return does not qualify the individual as an independently owned and operated business. We aren't bound by IRS guidelines for determining if an individual is an employee or an independent contractor. EIDL eligibility is contingent upon compliance with the business risk and freedom from control factors.

119. APPLICANTS GENERALLY ELIGIBLE

Generally, applicants eligible for regular SBA business loans [7(a)] are also eligible for EIDLs. However, owners of rental property (landlords) are eligible for EIDLs, although not for regular SBA business loans.

120. INELIGIBLE EIDL APPLICANTS

- a. The following applicants are not eligible for EIDL or 7(a) assistance.
- (1) Religious Organizations.
 - (2) Eleemosynary (Charitable) Organizations.
 - (3) Nonprofit Organizations.
 - (4) Consumer and Marketing Cooperatives. However, other cooperatives and small agricultural cooperatives meeting applicable size standards are eligible.

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- (5) Gambling Concerns. Concerns that derive more than one-third of their annual gross revenue from legal gambling activities.
 - (6) Casinos, Racetracks, Etc. Businesses whose purpose for being is gambling (such as casinos, racetracks, poker parlors, etc.) are not eligible for EIDL assistance regardless of their ability to meet the one-third criteria established for otherwise eligible concerns.
 - (7) Concerns Engaged in Illegal Activities.
 - (8) Lending or Investment Concerns.
 - (9) Speculative Activities.
 - (10) Pawn Shops, when 50 percent or more of previous years income was derived from interest.
 - (11) Real Estate Developers. Establishments primarily engaged in subdividing real property into lots and developing it for resale on their own account.
 - (12) Multi-level Sales Distribution (Pyramid) Concerns.
 - (13) Loan Packagers who derive 30 percent or more of their annual volume from the preparation of applications seeking financial assistance from SBA.
 - (14) Concerns with Principals Incarcerated, on Parole or Probation. The concern remains ineligible if the parole or probation is lifted solely because it is an impediment to obtaining a loan. [See possible exceptions in subparagraph 74.c.(2)(d) and 74.c.(4)(d).]
 - (15) Government-Owned Entities, except for businesses owned or controlled by a Native American tribe
 - (16) Political or Lobbying Concerns
 - (17) Concerns Engaged in the Sale of Products or Services or Live Performances of a Prurient Sexual Nature.
- b. The following applicants are not eligible for EIDL assistance, however they may be eligible for 7(a) assistance.
- (1) Concerns Not Located in the Declared Disaster Area.
 - (2) Concerns Determined by SBA to have Credit Available Elsewhere.
 - (3) Concerns Involved in Change in Ownership Situations. Entities which had a substantial change of ownership (more than 50 percent) after the impending economic injury became apparent, and no contract of sale existed prior to that time are ineligible. (See possible exceptions in subparagraph 13.h.)

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- (4) **Concerns Established Post-Disaster.** If a small concern was established after an impending economic injury became apparent, the owner assumed the risk and did not incur economic injury.

NOTE: The only exception to the above paragraph 120.b.(3) & (4) is under a Secretary of Agriculture designation. In the case of a single declaration covering multiple years, an eligibility determination due to the change in ownership or creation of a new business after the onset of the disaster would need further review. This determination is due to the delayed time from the onset of the disaster to the date the disaster is declared and should be conducted on a case by case basis. See Appendix 20, Section U. Historically, a new or separate declaration for each year is issued and this may give eligibility for the business.

Example: The Secretary of Agriculture declaration has an incident period that covers January 1, 2001 through June 30, 2003 or multiple years due to drought conditions. The onset of the disaster was January 1, 2001 but the applicant did not purchase the business until January 2, 2002. In this example, the onset of the incident date is prior to a change in ownership or new business creation. However, the business is determined to be eligible from the date the business was purchased since crops in 2002 and 2003 were affected by the drought conditions.

- (5) **Agricultural Enterprises.** If the primary activity of the business (including its affiliates) is agricultural, as defined in Section 18(b)(1) of the Small Business Act, neither the business nor its affiliates are eligible for EIDL assistance even though the non-agricultural portion of an agricultural enterprise may be eligible for business disaster assistance. (See subparagraph 15.g.)
- (6) **Feed Lot Operators.** Feed lot operators are not eligible for EIDL assistance, regardless of the manner in which they operate (i.e., buying and selling the livestock at their own risk; feeding livestock owned by another and being compensated based upon weight gain; feeding livestock owned by another and being compensated on the basis of cost of feed plus space rent). A feed lot operator constitutes an "agricultural enterprise" as defined by the Small Business Act.
- (7) **Members of Congress** who hold a direct or indirect ownership interest in an unincorporated small business, in collateral, or in a corporation that would require them to enter into a contract with SBA. See paragraph 15 (j).

121. **OTHER ELIGIBILITY MATTERS**

- a. **Loggers.**

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- (1) In physical declarations, loggers are treated like any other business and their EIDL eligibility determined by the effect of the physical disaster on their business.
 - (2) In Secretary of Agriculture designations (SecAgs), it should be rare to find loggers eligible for an EIDL. To establish basic eligibility in a SecAg, the applicant business must be dependent on the crop and the prosperity of the agricultural producer. In SecAgs that result from excessive rainfall, hail, flooding, etc., damage to trees, if any, is usually minimal. It would be a rare case where the logger could show that there was economic injury based on the effect of the loss of the timber "crop" on the landowner. The result is the same if the logger is to cut trees on private property (including tree farms) or on public property.
- b. Nurseries. The SBA regulations define nurseries as commercial establishments deriving 50 percent or more of their annual receipts from the production and sale of ornamental plants and other nursery products, including, but not limited to, bulbs, florist greens, foliage, flowers, flower and vegetable seeds, shrubbery, and sod. This type of business is a nursery farm and is an agricultural enterprise. For purposes of EIDL eligibility, nurseries deriving less than 50 percent of annual receipts from the production of nursery or other agricultural products are not agricultural enterprises.
- (1) In SecAgs specifically for drought, nursery farms, wholesale nurseries, and retail nurseries are all eligible for EIDL assistance, by statute.
 - (2) In Presidential and Administrative declarations, nurseries (as defined by SBA) are not eligible for EIDL assistance because they are classified as agricultural enterprises. Wholesale and retail nurseries, that is nurseries that do not produce or propagate the majority of the merchandise which they sell, are eligible except for the portion of their business activity which deals with propagation.
- c. Changes in Market or Commodity Prices. Changes in market or commodity prices, for whatever reasons, do not constitute a basis to find eligible economic injury.
- d. Military Reservist EIDL

- (1) The intent of this program is to provide working capital assistance to small businesses that experience, or will experience, financial difficulties as a result of an essential employee being called up for active duty as a Reservist or member of the National Guard due to a period of military conflict. An essential employee is an individual (whether or not the owner of the small business) whose managerial or technical expertise is critical to the successful day-to-day operations of the applicant small business.

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2. Period of military conflict is (1) a period of war declared by Congress, or (2) a period of national emergency declared by Congress or the President, or (3) a period of contingency operation. A contingency operation is designated by the Secretary of Defense as an operation in which our military may become involved in military actions, operations, or hostilities (e.g. peace keeping operations).

Note: A period of military conflict does not include instances when the Governor may activate the Guard as a result of a disaster event.

122. ELIGIBILITY UNDER SECRETARY OF AGRICULTURE DESIGNATIONS

- a. Eligibility Policy. To be eligible for an EIDL in connection with SecAgs, there must be a direct causal relationship between the effect of the disaster on agricultural producers and the claimed economic injury of the applicant.

Generally, this includes applicants that sell goods or services directly to agricultural producers where the loss is caused by the fact that the agricultural producers:

- (1) Are not buying because the product loss caused by the disaster has removed the need for the purchase; or
- (2) Are not buying because the product loss caused by the disaster has cut their income and/or cash flow to the point where they cannot pay for any additional purchases; or
- (3) Are not paying their creditors because the product loss caused by the disaster has adversely affected their ability to do so; or
- (4) Are not using ag-related services (e.g., grain elevators, transportation, custom harvesters, etc.), due to a lack of farm product caused by the disaster.

- b. Causal Effect on Wholesalers. There may be instances where, although the wholesaler (applicant) does not sell directly to agricultural enterprises, its business is obviously and directly affected by the agricultural product loss of the agricultural enterprise. For example, a wholesaler whose entire business consists of supplying retail dealers who in turn sell directly to the agricultural enterprises in the disaster-declared counties could suffer substantial economic injury with as much direct causal relationship as the retailers.
- c. Causal Effect in Agri-Dependent Communities. Economic injury can bear a direct causal relationship to the effect of a disaster on agricultural producers in connection with a retail or wholesale business which does not supply goods or services directly related to farm production, but which is located in an agri-

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dependent community. In these cases the effect of the loss by agricultural producers can possibly cause substantial economic injury to many of the businesses in that community that rely on patronage by, and as a result of, the agricultural producers.

For example, a restaurant, clothing store, hardware store, and similar types of "Main Street" businesses in an agricultural community, whose patrons are from that community, could be eligible if the effect of the agricultural product loss causes patrons to defer or forego purchasing the goods and services offered.

- d. Physical Effect of the Disaster. In SecAgs, businesses which are directly affected by the disaster event (e.g., hydro-electric plants, marinas, boat rentals affected by low water levels caused by a drought) are ineligible because their loss of income is not tied to the loss of income to the farmer.
- e. Summary. The more indirect the relationship between the applicant and the agricultural enterprise, and the more diversified the local economy, the more difficult it becomes to establish the effect of the disaster (on agricultural enterprises) as the cause of the applicant's claim of economic injury. However, we must consider each case individually and the direct causal relationship between the economic injury and the loss to agricultural producers caused by the disaster must exist.

CHAPTER 12

ECONOMIC INJURY DISASTER LOANS:ANALYSIS AND PROCESSING123. METHODS OF ANALYSIS

There are three different methods of EIDL analysis: Phase I, Phase II, and Phase III.

a. Phases I and II:

- (1) Apply to all physical declarations (Presidential and Administrative, or Agency); and
- (2) Do not require a needs analysis.

b. Phase III:

(1) Applies to:

- (a) SecAgs;
- (b) Governor's Certifications [7(b)(2)(D)];
- (c) Applicants in contiguous counties in Presidential declarations;
- (d) Cases without physical damage to the applicant's business;
- (e) EIDLs over \$1.0 million; and
- (f) All MSE requests.

~~(g) MREIDLs.~~

(2) Requires a needs analysis.

124. DEFINITIONS

For the purpose of EIDL analysis, the following definitions apply.

- a. Needs are working capital requirements the business could have covered had the disaster not occurred, but cannot meet on its own or through other resources or recoveries until normal operations resume.
- b. Economic injury (EI) is a change in the financial condition of a small business concern or small agricultural cooperative attributable to the effect of a specific disaster, resulting in the inability of the concern to meet its obligations as they mature, or to pay ordinary and necessary operating expenses. Economic injury may be reduced working capital, increased expenses, cash shortage due to frozen inventory or receivables, accelerated debt, etc.

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- c. Gross Margin (GM) is sales less Cost Of Goods Sold (COGS). Gross Margin Percent (GM%) is GM divided by sales.
- d. Modified Contribution Margin (MCM) is sales, less COGS, less obviously variable expenses. Modified Contribution Margin Percent (MCM%) is MCM divided by sales.
- e. Extraordinary items are needs which are outside of normal operations caused directly by the disaster.
- f. Transferability of EIDL Eligibility (For an existing business to be transferred to a new business). This policy applies in all cases when an EIDL applicant elects to discontinue the disaster impacted operation and immediately pursue another business venture. Both the existing and new entities must qualify as small businesses and be in compliance with (123.300, and (123.301 of 13CFR. As in all cases, you must fully document and justify the ability of the new company to repay any proposed disaster loan(s) taking into account all start-up costs, working capital requirements, and contingencies. The amount of EIDL eligibility in these cases is strictly based upon an analysis of the disaster impacted business. For Phase II and III processing, you must make a reasonable presumption of the return to normal operations for the existing business had it continued. The working capital requirements of the new business are not to be considered for determining EIDL eligibility. However, loan amounts must be limited to the working capital needs of the new business when it is obvious that the EIDL eligibility of the old business exceeded those needs.

125. PHASE I METHOD

Phase I assumes a business physically damaged has also sustained economic injury (EI) and provides immediate working capital to eligible applicants. Historically, 2 months of GM is generally sufficient to sustain the business until normal operations resume. The business must have been operating for at least 1 year prior to the disaster and apply for a physical loan. If the applicant requests more EI funds than we can authorize under Phase I, you must use the Phase II method.

- a. Processing Procedure. Use the trend analysis defined in appendix 20 to determine normal annual sales and normal GM for the last completed tax year. Make no adjustments to COGS when determining GM.
 - (1) You must consider insurance or other compensation received to offset the economic injury in determining the loan amount.
 - (2) You can't decline any EIDL application under Phase I for unsubstantiated economic injury (decline code 31).
 - (3) When processing applications for Rentals with 1 to 4 units, the LO must call the applicant or authorized representative and ask if there was any loss

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of rents and/or added expenses as a result of the disaster. If the answer is no, then the LO must withdraw the loan request for economic injury (code 56). If the answer is yes, then the LO must get the information regarding the extent of lost rents and/or additional expenses due to the disaster and process using Phase I method, but not to exceed lost rents and/or additional expenses. Additionally, all conversations with the applicant must be documented in the chron log.

- b. Computation. Phase I EI = (Normal Annual Sales x Normal GM%) ÷ 6.
- c. CET Determination. If you determine that the applicant has no credit available elsewhere, you must assume that no personal, business, or affiliate resources are available to offset the EI amount.
- d. Loan Amounts. Phase I loan amounts cannot exceed the lesser of three times the SBA verified physical loss or \$100,000 for each applicant.
- e. Use of Proceeds. The use of proceeds is restricted to the categories of working capital and notes payable.
- f. Approval Authority. Any employee with an SLO delegation may take final action on a Phase I EIDL.

126. PHASE II METHOD

Phase II generally uses a longer injury period and can only be used when the applicant has applied for a business physical disaster loan. It requires a more detailed analysis, using an SBA Form 1618, "EIDL Addendum." It is intended for applicants who have been operating for less than 1 year prior to the disaster; or, where the applicant contends the Phase I loan amount is insufficient, and will provide the additional information (SBA 1368) for a Phase II analysis. Phase II compares the business's Normal GM to the GM (actual or projected) during the injury period. Generally, the difference between the two is the economic injury.

- a. Processing Procedure.
 - (1) Identify the injury period in accordance with appendix 20. Generally, the injury period must not exceed 12 months.
 - (2) Determine Normal Sales, Normal GM percent, Injury Period Sales and Injury Period GM percent in accordance with appendix 20. Make no adjustments to COGS when determining the GM percent, unless it is obvious that there has been a change in the components of COGS on the financial statements you are using. Interim or internal financial statements are not always comparable to year end statements or FTRs.
 - (3) Determine if it is necessary to include any extraordinary items in the loan amount in accordance with appendix 20.

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- (4) Phase II EI = (Normal Sales x Normal Gross Margin percent) minus (Injury Period Sales x Injury Period Gross Margin percent) plus Extraordinary Items.
 - (5) You must consider any insurance or other compensation received to offset the economic injury in determining the loan amount.
 - (6) If the applicant requested Phase II, but the result is less than Phase I, you must give the applicant the best alternative and proceed with the Phase I amount.
- b. CET Determination. If you determine that the applicant has no credit available elsewhere, you must assume that no personal, business, or affiliate resources are available to offset the EI amount.
 - c. Loan Amounts. Phase II loan amounts cannot be more than \$1,000,000.
 - d. Use of Proceeds. The use of proceeds is restricted to the categories of working capital and notes payable.
 - e. Approval Authority. Only cadre SLOs or others having a specific EIDL delegation from the AA/DA may take final action.

127. PHASE III METHOD

The greater amount of detail necessary for Phase III is due to the likelihood of extended injury periods and the identification of essential needs.

- a. Processing Procedure and Computation.
 You must use SBA Form 1618 (EIDL Addendum) to do a Phase III analysis. Unlike Phases I and II, Phase III does not use GM, but instead uses the MCM to measure EI. Processing procedures are as follows.
 - (1) Identify the injury period in accordance with appendix 20.
 - (2) Determine Normal Sales, Normal MCM percent, Injury Period Sales and Injury Period MCM percent in accordance with appendix 20. Adjust COGS and other variable expenses when necessary to make the normal MCM and injury period MCM components comparable.
 - (3) Phase III Lost MCM = Normal MCM - Injury Period MCM.
 - (4) Determine if it is necessary to include any extraordinary items in the loan amount in accordance with appendix 20.
 - (5) Add (3) and (4). The result is total EI. This amount serves as a limit to the amount of needs that are attributable to the disaster and addressed by an EIDL.

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- (6) Calculate the total financial needs of the business in accordance with appendix 20. The only criteria for the needs calculation is that the need be essential to the continued viability of the business. Needs must be reduced by the availability of excess personal or business or affiliate resources.
- b. Loan Amount. The loan amount cannot exceed the lesser of needs or EI. (When needs exceed economic injury, you must explain in the LOR how the applicant is going to meet this shortfall. If significant it may prohibit loan approval.)
- c. Use of Proceeds. Generally, eligible uses of Phase III proceeds are limited to working capital, notes payable and accounts payable.
- d. Approval Authority. Only Cadre SLOs or others having a specific EIDL delegation from the AA/DA can take final action on a Phase III approval; except final action on loans more than \$1.0 million must be taken by the AA/DA [see subparagraph 8.b.(1)(c)].

CHAPTER 13

ECONOMIC INJURY DISASTER LOANS:TERMS AND CONDITIONS128. LOAN TERMS AND INSTALLMENT AMOUNTS

- a. Interest Rates. By statute, we can authorize EIDLs only at the business no credit elsewhere (NCE) interest rate. See Paragraph 46.

NOTE: The interest rate to be assigned to MREIDL approvals changes quarterly. However, once the appropriate interest rate is assigned to an approved MREIDL loan, it remains fixed. The proper interest rate to be applied to any MREIDL loan is SBA's published EIDL interest rate at the time the MREIDL file is APPROVED. See appendix 10.

- b. Maximum Term. The maximum term for an EIDL is 30 years.
- c. Establishing the Term. We base the loan payment upon the applicant's ability to repay the loan. However, when a significant portion of the loan amount is based upon frozen inventory or receivables, a shorter term may be appropriate because the applicant's cash flow will improve as the inventory or receivables are converted to cash. The shorter term would not be appropriate if the injury resulted from inventory which became obsolete or accounts which were charged-off.
- d. Installment Amounts and Frequency of Payments. Generally, you set EIDL payments in equal monthly installments of principal and interest which will fully amortize the loan. However the exceptions in subparagraphs 47.e.(1) and 47.f. apply.
- e. First Payment Due Date. Generally you use the standard deferment of 4 months (i.e., first payment due 5 months from date of Note). Approval authority for EIDL nonstandard deferments is subject to the provisions of subparagraph 47.g.(2). You can use a nonstandard deferment if:
- (1) There is major damage involving lengthy repairs; or
 - (2) The injury period extends more than 5 months into the future; or
 - (3) The due date is at a low point in the applicant's business cycle (e.g., if the applicant does snow removal work, and has little cash flow during the summer months, payments should not begin until cash flow resumes).

129. COLLATERAL AND GUARANTEE REQUIREMENTS

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- a. Unsecured and Secured EIDL Loan Limits. You must secure EIDLs in excess of \$5,000.
 - (1) You may secure EIDLs of \$5,000 or less only if the applicant voluntarily offers collateral (generally for tax purposes). In these cases, you must document in the LOR that you did not require or solicit an offer of collateral, but the borrower voluntarily offered it.
 - (2) If more than one EIDL is made to the same borrower (including its affiliates) for the same disaster, aggregate the loans. You must secure both loans if the aggregate amount is more than \$5,000.
- b. Availability and Adequacy of Collateral. The procedures for determining availability and adequacy of collateral for EIDLs are identical to those for physical business loans (see subparagraph 48.c).
- c. Guarantee Requirements. The guarantee requirements for EIDLs are identical to those for physical business loans (see subparagraph 49.b).

130. INELIGIBLE USES OF EIDL LOAN PROCEEDS.

EIDL proceeds may not be used for:

- a. Payment of any dividends or bonuses;
- b. Disbursements to owners, partners, officers, directors, or stockholders, except when directly related to performance of services for the benefit of the applicant;
- c. Repayment of stockholder/principal loans, except when the funds were injected on an interim basis as a result of the disaster and nonrepayment would cause undue hardship to the stockholder/principal;
- d. Expansion of facilities or acquisition of fixed assets;
- e. Repair or replacement of physical damages;
- f. Refinancing long term debt;
- g. Paying down (other than regular installment payments) or paying off loans provided, guaranteed, or insured by another Federal agency or a Small Business Investment Company licensed under the Small Business Investment Act. Federal Deposit Insurance Corporation (FDIC) and Resolution Trust Corporation (RTC) are not considered Federal agencies for this purpose.
- h. Payment of any part of a direct Federal debt, (including SBA loans) except IRS obligations.

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- (1) If a direct Federal debt is delinquent, your recommendation must be based on independent written documentation from the appropriate Federal agency explaining how the delinquency will be cured.
- (2) If a direct Federal debt is delinquent because of the disaster, we should make arrangements with that Federal creditor to have payments deferred or a similar action taken to bring the delinquency current prior to approval of an EIDL. If the Federal creditor cannot or will not cooperate, the likely result will be a decline of the EIDL request. However, if the applicant has other resources or recoveries, we should generally allow (and perhaps require) those resources to be applied first to ineligible needs, such as the payment of direct Federal debt.
- (3) When processing during the injury period, it is generally appropriate for you to negotiate with Federal creditors to defer payments (or take similar action) until the end of the injury period. You must document why this was or was not imposed.

131. INSURANCE REQUIREMENTS

- a. Hazard Insurance. Secured EIDLs are subject to the same hazard insurance requirements as secured physical loans. (see paragraph 50.)
- b. Flood Insurance.
 - (1) By Statute. As a condition of any Federal assistance secured by improved real estate (or a manufactured home) located in a SFHA, the building and any personal property securing the loan must be covered by flood insurance before any loan disbursement.
 - (2) For Credit Reasons. If the business location is not taken as collateral, but is in a SFHA or has been repeatedly flooded, we must require flood insurance for credit reasons. Generally, the amount of coverage will be the lesser of the loan amount or the maximum insurance available.
- c. Business Interruption Insurance. We don't generally require an EIDL recipient to purchase business interruption insurance as a condition of loan approval.

132. LOAN CLOSING AND DISBURSEMENT

We close EIDLs in the same manner as physical disaster loans. (See chapter 8.) Because there are no physical repairs associated with an EIDL, we generally make full disbursement as soon as the borrower has satisfied any and all relevant disbursement conditions.

APPENDIX 1

INDEX TO FORMS AND REPORTS

This appendix contains a listing of the authorized forms and reports used in conjunction with disaster loan making. These are available in each disaster area office.

SBA Form (SBA Form unless otherwise identified)

<u>Edition</u>		<u>Date</u>	<u>Paragraph</u>
DA-1	Disaster Assistance Loans for Home & Personal Property (Informational Brochure)	9-98	63
DA-2	Physical Disaster Business Loans (Informational Brochure)	2-02	64
DA-3	Economic Injury Disaster Loans for Small Businesses (Informational Brochure)	1-01	64
5	Disaster Business Loan Application	1-01	63
5C	Disaster Home Loan Application	1-01	64
5M	Pre-Disaster Mitigation Small Business Loan Application	4-03	Appendix 28
5R	Military Reservist Economic Injury Small Business Loan Application	8-01	68, Appendix 10
81-93	FEMA Standard Flood Hazard Determination (FEMA Form)		51
90-69	Disaster Assistance Registration (FEMA Form)		60
140	Loan Officer's Report – Disaster Home Loan	9-92	80
140E	Home Expedited Loan Officer's Report	5-00	Appendix 27
143	Credit Inquiry Letter	12-97	36, Appendix 9
147B	Note – Secured Disaster Loans	5-00	95
148	Guarantee	10-98	49
155	Standby Agreement	5-89	Appendix 11
159	Compensation Agreement	2-93	9,72, Appendix 11
			Appendix 14
160	Resolution of Board of Directors	11-85	Appendix 11
160A	Certificate as to Partners	11-87	Appendix 11
FD-258	Fingerprint Card (FBI Form)		74
300	Request for Inspection/Disbursement Report	10-74	Appendix 11
355	Application for Small Business Size Determination	3-00	105
370	Representative Index	12-86	72
403	Unsecured Note	5-00	95
413	Personal Financial Statement	3-00	64

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601	Agreement of Compliance	10-85	53
649	Listing of Collateral Documents	3-83	Appendix 11
700	Disaster Home/Business Loan Inquiry Record	5-03	60, Appendix 11
717	Record of Congressional Inquiry	4-82	11
722	Equal Employment Opportunity Poster	8-93	53
722B	Equal Employment Opportunity Poster, Spanish Translation	8-93	53
739	Verification of Personal Property Damage	9-00	63
739A	Verification of Business Disaster Loss	2-01	64
743A	Screening Checklist – Disaster Home Loans	12-00	69
743B	Screening Checklist – Disaster Business Loans	12-00	69
743M	Screening Checklist – Pre-Disaster Mitigation Loans	4-03	Appendix 28
743R	Screening Checklist – Military Reserve Economic Injury Loans	8-01	Appendix 10
793	Notice to New SBA Borrowers	10-97	53
912	Statement of Personal History	6-00	74
927	Mortgage	3-73	95
929	Deed of Trust	10-71	95
987	Disaster Survey Worksheet	2-01	43
1059	Security Agreement	3-00	95
1363	Summary Decline Letter (Presidential – FFMA Referral)	6-03	61
1363A	Summary Decline Letter (Agency – Other Referral)	6-03	61
1363NR	Summary Decline Letter (Presidential – No Referral)	6-03	61
1366	Borrower's Progress Certification	10-99 5-03	95
1368	Additional Filing Requirements EIDL Applications	10-02	62
1368R	Additional Filing Requirements	10-02	68
1391	Loan Authorization and Agreement	5-00	87
1391R	Loan Authorization and Agreement Military Reservist EI Loans	8-01	
1415	Coding Format for Loan Disbursement/Closing	8-84	Appendix 11
1416	Loan Disbursement/Closing		Appendix 11
1616	Loan Officer's Report Disaster Business Loan	6-91	80
1617	Disaster Business Loan Spreadsheet	9-88	Appendix 19
1618A	EIDL Addendum Phase II	7-95	26
1618B	EIDL Addendum Phase I	11-95	125

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1618	EIDL Addendum Phase III	9-88	127
1643	Automated 14-Day Letter	5-02	71
1643Z	Hard Copy 14-Day Letter, Field Use Only	5-03	69
1646	Disaster Home Loan Application Return Notice	2-01	69
1711	Certification Regarding Lobbying	8-92	Appendix 11
1833	SBA Referral for Borrowers with Limited Repayment	4-92	85
1846	Statement Regarding Lobbying	8-92	Appendix 11
1852	6 Part Divided Case File Folder	10-92	Appendix 11
1913	Modification or Administrative Action	6-94	94
2056	Verification of Real Property – Home Report	2-01	43
2056R	Reverification of Real Property – Home Report	5-01	43
2121	Notice To All Applicants (COBRA)	9-99	32 , 63, 64
2122	Summary Decline Worksheet	10-02	61, 69
2128	Unconditional Guarantee	5-00	49
2129	Unconditional Limited Guarantee	5-00	49
2130	Modification of Note – Long Form – Add Borrower	5-00	90
2131	Modification of Note – Long Form	5-00	90
2132	Modification of Note – Short Form – Add Borrower	5-00	90
2133	Modification of Note – Short Form	5-00	90
2138	Home Secured Loan Authorization Draft	5-00	87
2139	Home Unsecured Loan Authorization Draft	5-00	87
2140	Business Secured Loan Authorization Draft	5-00	87
2141	Business Unsecured Loan Authorization Draft	5-00	87
2142	EIDL Secured Loan Authorization Draft	5-00	87
2143	EIDL Unsecured Loan Authorization Draft	5-00	87
2148	Damaged Business Report Re-Cap Sheet	2-01	43
2149	Verification of Real Property – Damaged Business Report	9-02	43
2149R	Reverification of Real Property – Damaged Business Report	5-01	43
2150	Personal Property Allowance	9-02	43
2157	Decline Letter	5-02	83, Appendix 4
2157R	Decline Letter for Reconsiderations	6-03	100
2158	Disclosure Notice	5-00	90,111
2159	Notice of Right to Cancel (Notice of Right to Rescind)	5-00	90
2178	Withdrawal Letter	10-00	82

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<u>2202</u>	<u>Schedule of Liabilities</u>	<u>4-03</u>	<u>64</u>
<u>2212</u>	<u>Disbursement Cover letter with IHP repayment</u>	<u>4-03</u>	<u>73,95</u>
4506	Request for Tax Information (IRS Form)		63
8821	Tax Information Authorization (IRS Form)		63,64
	Explanation of the Notice of Right to Cancel a Disaster Home Loan	N/A	90

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APPENDIX 2

ACRONYMS AND DEFINITIONS

This appendix contains acronyms and abbreviations used in this SOP. Acronyms and abbreviations used by other departments (i.e., Control, Loss Verification, Legal) generally do not appear in this appendix.

ACRONYMSA

"A"	Applicant
A/P	Accounts Payable
A/R	Accounts Receivable
AA	Available Assets
AA/DA	Associate Administrator for Disaster Assistance
AAD/FO	Assistant Area Director for Field Operations
AAD/LP	Assistant Area Director for Loan Processing
AAD/LV	Assistant Area Director for Loss Verification
AAR	Average Annual Revenue
AC	Area Counsel
ACE	Active Corps of Executives
AD	Area Director
ALCS	Automated Loan Control System
ALE	Alternate Living Expenses
ANA	Available Net Assets (for Business Credit Elsewhere Test Purposes)
<u>ANW</u>	<u>Available Net Worth</u>
APD	Accelerated Processing Decline
ARC	American Red Cross

B

"B"	Borrower
BFE	Base Flood Elevation
BLOR	Business Loan Officer's Report
BOCA	Building Officials and Code Administrator

C

CA	Cash Available
CASAD	Cash Available to Service Additional Debt
CBR	Credit Bureau Report
CBRS	Coastal Barrier Resources System

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CCL	Conditional Commitment Letter
CC&Rs	Conditions, Covenants and Restrictions
CE	Credit Elsewhere
CET	Credit Elsewhere Test
CHRON	Chronological Record (Log or Sheet)
CF	Cash Flow
CFR	Code of Federal Regulations
COBRA	Coastal Barrier Resources Area
COE	Corps of Engineers (U.S. Army)
COGS	Cost of Goods Sold
CPA	Certified Public Accountant
<u>D</u>	
DAA/DA	Deputy Associate Administrator for Disaster Assistance
DAD	Deputy Area Director
DA-1,2,3	SBA Disaster Loan Information Pamphlets (1=home, 2=business, 3=EIDL)
DAO	Disaster Area Office
D&B	Dun and Bradstreet
DBM	Disaster Branch Manager
DCS	Data Communication System
DD	District Director
DECA	Decline-Automatic (FEMA)
DFO	Disaster Field Office
DLB	Disaster Loan – Business
DLH	Disaster Loan – Home
DMA2K	Disaster Mitigation Act of 2000
DO	District Office
DOB	Duplication of Benefits
DRC	Disaster Recovery Center
<u>E</u>	
ECOA	Equal Credit Opportunity Act
EI	Economic Injury
EIDL	Economic Injury Disaster Loan
EDP	Extension of Disbursement Period
ELE	Emergency Living Expenses

F

Effective Date: May 6, 2004

FAA	Federal Aviation Administration
FCO	Federal Coordinating Officer (FEMA)
FDIC	Federal Deposit Insurance Corporation
FDM	Fixed Debt Method
FEMA	Federal Emergency Management Agency*
FF	Furniture & Fixtures
FHA	Federal Housing Authority
FI	Flood Insurance
FIA	Flood Insurance Administration
FIRM	Flood Insurance Rate Map
FmHA	Farmer's Home Administration (now called Rural and Economic Community Development Services)
FMV	Fair Market Value
FOIA	Freedom of Information Act
FRB	Federal Reserve Board
FTR	Federal Tax Return
<u>G</u>	
GAI	Gross Annual Income
GM	Gross Margin
GMI	Gross Monthly Income
GP	Gross Profit
GPM	Gross Profit Margin
<u>H</u>	
HELOR	Home Expedited Loan Officer's Report
HOA	Homeowner's Association
HHS	Department of Health and Human Services
HUD	Department of Housing and Urban Development
<u>I</u>	
IA	Individual Assistance (FEMA)
ICBO	International Conference on Building Officials
IFGP (IFG)	Individual and Family Grant Program
IG	Inspector General
IHP	Assistance to Individuals and Households Program
IIP	Increased Insurance Premium
INV	Inventory
IOM	Inverse Order of Maturity
IP	Injury Period
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IPO	Initial Public Offering
IRA	Individual Retirement Account
IRM	Information Resource Manager (computer specialist)
IRS	Internal Revenue Service
<u>J, K,</u>	
<u>L</u>	
LAA	Loan Authorization and Agreement
LAD	Loan Authorization Draft
LCD	Loan Closing Document
LHI	Leasehold Improvements
LEI	Limited Liability Entity
LO	Loan Officer
LOR	Loan Officer's Report
LP	Loan Processing
LV	Loss Verifier
<u>M</u>	
MAFD	Maximum Acceptable Fixed Debt
M&E	Machinery & Equipment
MCM	Modified Contribution Margin
MFD	Monthly Fixed Debt
MH	Manufactured Housing
MREIDL	Military Reservist Economic Injury Disaster Loan
MRP	Minimal Repair Program
MSE	Major Source of Employment
<u>N</u>	
NAICS	North American Industry Classification System
NCE	No Credit Elsewhere
NEC	Net Earnings Clause
NEHRP	National Earthquake Hazards Reduction Program
NFIP	National Flood Insurance Program
NP	Net Profit
NTC	National Teleregistration Center
<u>O</u>	
OA	Other Assets (for Business Credit Elsewhere Test Purposes)
ODA	Office of Disaster Assistance

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OE	Office Equipment
OHA	Office of Hearings and Appeals
OIG	Office of Inspector General
OMB	Office of Management and Budget
OSO	Office of Security Operations
<u>P</u>	
PA	Public Assistance (FEMA)
PCA	Production Credit Association
PITI	Principal, Interest, Taxes and Insurance
P&L	Profit & Loss (Statement)
PMQD	Portfolio Management Query Display
PNP	Private Non-Profit
PP	Personal Property
PUD	Planned Unit Development
<u>Q</u>	
QA	Quality Assurance
<u>R</u>	
RA	Regional Administrator
R/E	Real Estate
RECDs	Rural and Economic Community Development Services (formerly Farmer's Home Administration)
RECON	Reconsideration of SBA's Decline Decision
RMA	Robert Morris Associates
RO	Regional Office
RUS	Rest of the United States (for GS pay level purposes)
RV	Recreational Vehicle
<u>S</u>	
SBA	Small Business Administration
SBCC	Southern Building Code Conference
SBDC	Small Business Development Center
SCORE	Service Corp of Retired Executives
SecAg	Secretary of Agriculture Designation
SFHA	Special Flood Hazard Area
SIC	Deleted
SLO	Supervisory Loan Officer
SLV	Supervisory Loss Verifier

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SS	Social Security
SSA	Social Security Administration
<u>T</u>	
TILA	Truth in Lending Act
<u>U</u>	
UP	Use of Proceeds
USC	United States Code
USDA	United States Department of Agriculture
<u>V</u>	
VA	Veterans Administration
<u>W</u>	
WEP	Wage Earner's Plan (Chapter 13)
<u>X,Y,Z</u>	
YTD	Year to Date

DEFINITIONS

RESERVED

APPENDIX 3
(paragraph 83)

REASONS FOR WITHDRAWAL OF APPLICATION

Withdrawal Code 51
Requested information was not furnished

We have withdrawn your application from active consideration because you did not furnish the requested additional information necessary to process your loan application.

You have the right to request reacceptance of your withdrawn application. However, your request must comply with the following requirements:

- a. The request must be in writing.
- b. The request must be received by this office no later than six months from the date of this letter.
- c. The request must contain all significant information to show that our action was in error or that the withdrawal resulted from causes beyond your control.
- d. The request must contain a completed, signed and dated IRS Form 8821. (enclosed)
- e. (Optional text for additional items)

Withdrawal Code 52
Applicant's Request – A change in plans

We have withdrawn your application from active consideration based on your (telephone/written/fax) request of (insert date). You stated that your plans have changed and the requested loan is no longer needed.

You have the right to request reacceptance of your withdrawn application. However, your request must comply with the following requirements:

- a. The request must be in writing.
- b. The request must be received by this office no later than six months from the date of this letter.
- c. The request must contain all significant information to overcome the reason for withdrawal.
- d. The request must contain a completed, signed and dated IRS Form 8821. (enclosed)
- e. (Optional text for additional items)

Withdrawal Code 53
Applicant's Request – No reason given

We have withdrawn your application from active consideration based on your (telephone/written/fax) request of (insert date).

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You have the right to request reacceptance of your withdrawn application. However, your request must comply with the following requirements:

- a. The request must be in writing.
- b. The request must be received by this office no later than six months from the date of this letter.
- c. The request must contain all significant information to overcome the reason for withdrawal.
- d. The request must contain a completed, signed and dated IRS Form 8821. (enclosed)
- e. (Optional text for additional items)

Withdrawal Code 54

Applicant's Request – Due to availability of insurance or other recovery

We have withdrawn your application from active consideration based on your (telephone/written/fax) request of (insert date). You stated that due to the availability of insurance or other recovery the requested loan is no longer needed.

You have the right to request reacceptance of your withdrawn application. However, your request must comply with the following requirements:

- a. The request must be in writing.
- b. The request must be received by this office no later than six months from the date of this letter.
- c. The request must contain all significant information to overcome the reason for withdrawal.
- d. The request must contain a completed, signed and dated IRS Form 8821. (enclosed)
- e. (Optional text for additional items)

Withdrawal Code 55

Applicant's Request – State basis for request

We have withdrawn your application from active consideration based on your (telephone/written/fax) request of (insert date). You stated that the requested loan is no longer needed because _____

You have the right to request reacceptance of your withdrawn application. However, your request must comply with the following requirements:

- a. The request must be in writing.
- b. The request must be received by this office no later than six months from the date of this letter.
- c. The request must contain all significant information to overcome the reason for withdrawal.
- d. The request must contain a completed, signed and dated IRS Form 8821. (enclosed)

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- e. (Optional text for additional items).

Withdrawal Code 56

Option 1 - Unable to verify property

We have withdrawn your application from active consideration because we have been unable to gain access to the disaster damaged property for an on-site inspection.

You have the right to request reacceptance of your withdrawn application. However, your request must comply with the following requirements:

- a. The request must be in writing.
- b. The request must be received by this office no later than six months from the date of this letter.
- c. The request must include your current telephone number, or the name and telephone number of a designated representative we can contact to schedule an appointment to verify your disaster losses.
- d. The request must contain a completed, signed and dated IRS Form 8821. (enclosed)
- e. (Optional text for additional items).

Option 2 - Custom text

Insert Custom Text

You have the right to request reacceptance of your withdrawn application. However, your request must comply with the following requirements:

- a. The request must be in writing.
- b. The request must be received by this office no later than six months from the date of this letter.
- c. The request must contain all significant information to overcome the reason for withdrawal.
- d. The request must contain a completed, signed and dated IRS Form 8821. (enclosed)
- e. (Optional text for additional items).

Withdrawal Code 57

Consolidation of multiple applications

We have received multiple applications and/or duplicate claims for damages caused from the same disaster declaration. We have consolidated all of your eligible disaster losses under one application and assigned it to a Loan Officer for processing. The remaining application(s) has been withdrawn from active consideration.

Withdrawal Code 58

Consolidation of related applications

Effective Date: May 6, 2004

We have received multiple applications and/or duplicate claims for damages caused from related disaster declarations. We have consolidated all of your eligible disaster losses under one application and assigned it to a Loan Officer for processing. The remaining application(s) has been withdrawn from active consideration.

Withdrawal Code 59
IRS has no record

We have withdrawn your application from active consideration because we cannot document **(individual's or entity's name)** income. SBA uses Federal Income Tax Returns as its source for documenting income. In response to our inquiry of the Internal Revenue Service (IRS), they reported "no record found" for a filing of a tax return by **(individual's or entity's name)** for the year(s) _____.

When IRS records indicate that an individual or business has failed to file Federal Income Tax Returns, SBA's policy is to refer the matter to the Inspector General's Office for review. Accordingly, we have referred your file to the Office of the Inspector General.

If you disagree with the IRS determination that no tax records were found for the year(s) referenced above, you may contact your local IRS office regarding this discrepancy. Your local IRS office can give you any necessary documentation to resolve this discrepancy.

You have the right to request reacceptance of your withdrawn application. However, your request must comply with the following requirements:

- f. The request must be in writing.
- g. The request must be received by this office no later than six months from the date of this letter.
- h. The request must contain all significant information to overcome the reason for withdrawal.
- i. The request must contain a completed, signed and dated IRS Form 8821. (enclosed)
- j. (Optional text for additional items).

Code 60—Character Eligibility Determination

60-a: Withdrawal of an otherwise approvable application

We have withdrawn your application from active consideration pending a formal character eligibility determination. It is not in the public interest for SBA to extend financial assistance to persons who are not of good character. Therefore, we are required by regulation to perform a character eligibility determination for any applicant who responds affirmatively to the personal history question asked in the application. We consider behavior, candor, integrity, and disposition of criminal actions in our character determination.

You have the right to request reacceptance of your withdrawn application. In order to request reacceptance and begin a character eligibility determination, you must provide the information outlined below.

Effective Date: May 6, 2004

(Select Option A or Option B below)

Option A

We have enclosed SBA Form 912, Statement of Personal History, and Form FD 258 (fingerprint card) to be completed by (name). Fingerprints may be taken at various county and state agencies. A fee is usually charged for this service. To assist you in this process, you may wish to contact one of the following:

1. Department of Motor Vehicles
2. Local Law Enforcement Agencies
3. Private Fingerprint Companies

Please take care to ensure that the prints do not smudge. Do not fold Form FD-258. Please return the completed Form FD-258 and Form 912 to the following address:

**U. S. Small Business Administration
Disaster Assistance - Area __
Street Address, Suite
City, State, Zip**

Option B

We are required to obtain fingerprints from (name) on the enclosed Form FD 258. Fingerprints may be taken at various county and state agencies. A fee is usually charged for this service. To assist you in this process, you may wish to contact one of the following:

1. Department of Motor Vehicles
2. Local Law Enforcement Agencies
3. Private Fingerprint Companies

Please take care to ensure that the prints do not smudge. Do not fold Form FD-258. Please return the completed Form FD-258 to the following address:

**U. S. Small Business Administration
Disaster Assistance - Area __
Street Address, Suite
City, State, Zip**

To be sure that we consider all relevant information, also provide the following documentation:

1. A detailed narrative describing the circumstances of each event, including:
 - A. The incident date(s).
 - B. The city and state in which the incident(s) occurred.

Effective Date: May 6, 2004

- C. The nature of the incident(s)t, including arrest, conviction, and description.
 - D. The penalties, such as fines, time served, parole, probation, etc.
 - E. The disposition (dismissal, sentence(s) served, etc.).
2. Copies of records from the police, probation authorities, court, etc., including all documents relating to the events.
 3. Other details that we should consider, such as character reference(s) from reputable third party(ies), a letter from your probation and/or parole officer, etc.

This information must be received within six months of the date of this letter. Upon receipt, we will forward the completed documentation to the Office of Security Operations in Washington, D.C. Your application will remain inactive until a character evaluation is completed.

If you have any questions regarding this matter, please contact us at the number listed above.

60-d: Decline (Insert in decline letter after reconsideration requirements)

In addition to the reason(s) for decline explained above, we are required by regulation to perform a character eligibility determination for any applicant who responds affirmatively to the personal history question asked in the application. We consider behavior, candor, integrity, and disposition of criminal actions in our character determination. At this time, the character element of SBA's loan consideration has not been resolved. If you ask us to reconsider our decline decision, you must provide the additional information outlined below with your reconsideration request.

(Select Option A or Option B below)

Option A

We have enclosed SBA Form 912, Statement of Personal History, and Form FD 258 (fingerprint card) to be completed by (name). Fingerprints may be taken at various county and state agencies. A fee is usually charged for this service. To assist you in this process, you may wish to contact one of the following:

1. Department of Motor Vehicles
2. Local Law Enforcement Agencies
3. Private Fingerprint Companies

Please take care to ensure that the prints do not smudge. Do not fold Form FD-258. Please return the completed Form FD-258 and Form 912 to the following address:

**U. S. Small Business Administration
Disaster Assistance - Area __
Street Address, Suite**

Effective Date: May 6, 2004

City, State, Zip

Option B

We are required to obtain fingerprints from **(name)** on the enclosed Form FD 258. Fingerprints may be taken at various county and state agencies. A fee is usually charged for this service. To assist you in this process, you may wish to contact one of the following:

1. Department of Motor Vehicles
2. Local Law Enforcement Agencies
3. Private Fingerprint Companies

Please take care to ensure that the prints do not smudge. Do not fold Form FD-258. Please return the completed Form FD-258 to the following address:

**U. S. Small Business Administration
Disaster Assistance - Area __
Street Address, Suite
City, State, Zip**

To be sure that we consider all relevant information, also provide the following documentation:

1. A **detailed narrative** describing the circumstances of each event, including:
 - A. The incident date(s).
 - B. The city and state in which the incident(s) occurred.
 - C. The nature of the incident(s), including arrest, conviction, and description.
 - D. The penalties, such as fines, time served, parole, probation, etc.
 - E. The disposition (dismissal, sentence(s) served, etc.).
2. Copies of records from the police, probation authorities, court, etc., including all documents relating to the events.
3. Other details that we should consider, such as character reference(s) from reputable third party(ies), a letter from your probation and/or parole officer, etc.

You must provide this information with your reconsideration request. Upon receipt, we will forward the completed documentation to the Office of Security Operations in Washington, D.C. If the reason(s) for decline can be overcome, we may proceed with the processing of your application only after the character evaluation is completed.

Effective Date: May 6, 2004

60-w: Withdrawal (insert in withdrawal letter after/reacceptance requirements)

In addition to the reason(s) for withdrawal explained above, we are required by regulation to perform a character eligibility determination for any applicant who responds affirmatively to the personal history question asked in the application. We consider behavior, candor, integrity, and disposition of criminal actions in our character determination. At this time, the character element of SBA's loan consideration has not been resolved. If you ask us to reaccept your application, you must provide the information outlined below with your reacceptance request.

(Select Option A or Option B below)**Option A**

We have enclosed SBA Form 912, Statement of Personal History, and Form FD 258 (fingerprint card) to be completed by **(name)**. Fingerprints may be taken at various county and state agencies. A fee is usually charged for this service. To assist you in this process, you may wish to contact one of the following:

1. Department of Motor Vehicles
2. Local Law Enforcement Agencies
3. Private Fingerprint Companies

Please take care to ensure that the prints do not smudge. Do not fold Form FD-258. Please return the completed Form FD-258 and Form 912 to the following address:

U. S. Small Business Administration
Disaster Assistance - Area __
Street Address, Suite
City, State, Zip

Option B

We are required to obtain fingerprints from **(name)** on the enclosed Form FD 258. Fingerprints may be taken at various county and state agencies. A fee is usually charged for this service. To assist you in this process, you may wish to contact one of the following:

1. Department of Motor Vehicles
2. Local Law Enforcement Agencies
3. Private Fingerprint Companies

Effective Date: May 6, 2004

Please take care to ensure that the prints do not smudge. Do not fold Form FD-258. Please return the completed Form FD-258 to the following address:

**U. S. Small Business Administration
Disaster Assistance - Area __
Street Address, Suite
City, State, Zip**

To be sure that we consider all relevant information, also provide the following documentation:

1. A **detailed narrative** describing the circumstances of each event, including:
 - A. The incident date(s).
 - B. The city and state in which the incident(s) occurred.
 - C. The nature of the incident, including arrest, conviction, and description.
 - D. The penalties, such as fines, time served, parole, probation, etc.
 - E. The disposition (dismissal, sentence(s) served, etc.).
2. Copies of records from the police, probation authorities, court, etc., including all documents relating to the events.
3. Other details that we should consider, such as character reference(s) from reputable third party(ies), a letter from your probation and/or parole officer, etc.

You must provide this information with your reacceptance request. Upon receipt, we will forward the completed documentation to the Office of Security Operations in Washington, D.C. If the reasons for the withdrawal can be overcome, we may proceed with the processing of your application only after the character evaluation is completed.

Effective Date: May 6, 2004

APPENDIX 4
(paragraph 83)REASONS FOR DECLINE OF APPLICATION***Decline Code 21****Lack of repayment ability**

Our analysis of all the information provided with your loan application concluded your income is insufficient to repay a disaster loan in addition to your existing debts, living expenses, taxes, insurance, and other obligations.

Decline Code 22 (NOTE: **Only for business physical loans with credit available elsewhere. Does not apply to non-profits.**)

Lack of ability to repay a disaster loan within a maximum three-year term

Federal law requires SBA to determine whether credit [based on cash flow, available assets and uncompensated losses of the applicant(s)/principal(s)/affiliate(s)] in an amount needed to accomplish full disaster recovery is available from non-governmental sources on reasonable terms and conditions without creating an undue financial hardship. The law calls this credit available elsewhere.

Disaster loans are taxpayer subsidized. Congress intended that applicants able to provide funding for their own recovery must receive disaster loans at a higher rate of interest in order to encourage applicants to seek non-government assistance. In the case of this disaster, that interest rate is ___ % for disaster business loans. Further, the law limits loans to businesses with credit available elsewhere to a maximum repayment term of three (3) years.

We determined through a comprehensive analysis of all the financial and credit information included with your application that you have credit available elsewhere. Our analysis indicated you could obtain financing from non-governmental sources on reasonable terms in an amount sufficient to repair your disaster-damaged property.

Consequently, any loan we could offer must be at the higher interest rate and the three (3) year maximum term. We concluded your income is insufficient to repay the loan within the maximum term of three (3) years permitted by law.

Decline Code 23 (NOTE: **This reason to be used where repayment ability is based on forecast rather than historical information.**)

Inadequate cash flow to repay a disaster loan and meet other obligations

We carefully examined the forecasted revenues and expenses you provided to assess your ability to repay a disaster loan. We are unable to use those figures as a basis for repayment because (*cite specific reasons*) (e.g., are not reasonable when compared with industry averages).

Our analysis of all the information provided with your loan application concluded there is a lack of reasonable assurance your business can generate adequate cash flow to repay a disaster loan in addition to its existing debts, expenses, taxes, insurance, and other obligations.

Decline Code 24 (NOTE: **Never use as only reason for decline.**)

Effective Date: May 6, 2004

Excessive amount of debt relative to net worth

Our analysis of the financial information you submitted shows that the business' liabilities prior to the disaster substantially exceed either the assets of the business or the owner's investment. This unsatisfactory financial condition would not change even if SBA were able to approve a disaster loan in the amount of your eligible losses.

**Decline Code 25 (NOTE: Never use as only reason for decline.)
Inadequate working capital even if SBA could approve a loan**

The sole purpose of an Economic Injury Disaster Loan (EIDL) is to help a small business meet its working capital requirements during the disaster-affected period until normal operations resume. The amount of an applicant's economic injury eligibility cannot exceed the working capital needs the business and its owners could have covered if the disaster had not occurred.

Generally, we measure economic injury by comparing the gross margins generated by the business during the period affected by the disaster to those generated in similar, non-disaster periods. The differences show the disaster's financial impact on the business' operations. Next, we determine the amount of funds the business and its owners need until normal operations resume. Finally, we compare the disaster's impact on operations with the identified financial needs. The smaller of these two amounts is the business' maximum economic injury eligibility.

Our evaluation of the information you submitted with your application shows that the financial needs of the business and its owners substantially exceed the disaster's impact on its operations. We concluded that you could not have covered all of the business' working capital requirements even if there had not been a disaster. Because you do not have the resources to meet this working capital shortage, we are unable to offer you a disaster loan.

***Decline Code 26
Unsatisfactory history on an existing or previous SBA loan**

Our records indicate that _____ (*insert name*) is named as a borrower/co-borrower/guarantor on an existing/a previous SBA loan, (*insert loan number*).

- Option 1. The loan is currently in a delinquent/liquidation/charged-off status.
- Option 2. The hazard/windstorm insurance requirements have not been maintained on this loan.
- Option 3. The loan has an unsatisfactory payment history.

As a result of this unsatisfactory performance, we are unable to offer you additional SBA loan assistance.

***Decline Code 27
Unsatisfactory history on a federal obligation**

We lack reasonable assurance that the applicant will comply with the terms of the loan agreement based on an existing or previous Federal debt, specifically _____. (Note: *Cite the delinquent Federal loan or obligation.*)

Effective Date: May 6, 2004

Decline Code 28*Unsatisfactory credit history**

Our evaluation of your credit report and related information indicates that you have not complied with the terms of your prior debt obligations. As a result, we lack reasonable assurance of your willingness or ability to comply with the terms of a disaster loan. We based this decision on information obtained from Equifax, P. O. Box 740241, Atlanta, GA 30374-0241, (800) 685-1111.

Decline Code 29 (NOTE: Use for other than a credit bureau.)*Unsatisfactory debt payment history**

We carefully examined your history of paying debt obligations. Our evaluation indicated that you have not complied with the terms of your prior debt obligations. As a result, we lack reasonable assurance of your willingness or ability to comply with the terms of a disaster loan. We based this decision on _____ (specify the nature of information.).

Decline Code 30 (NOTE: Use only when the verified loss is zero.)**No disaster-related damage**

SBA disaster loans are available only for property damage directly caused by the declared disaster. Based on our on-site inspection of your property, we determined the (*disaster event*) did not cause damage to your property.

Decline Code 31**Economic injury is not substantiated**

The sole purpose of an Economic Injury Disaster Loan (EIDL) is to help a small business meet its working capital requirements during the disaster-affected period until normal operations resume. Economic injury is a change in the financial condition of a small business concern that is directly attributable to the effects of the declared disaster. This change in financial condition must result in the business being unable to meet its obligations as they mature or to pay ordinary and necessary operating expenses.

Generally, we measure economic injury by comparing the gross margins generated by the business during the period affected by the disaster to those generated in similar, non-disaster periods. The differences show the disaster's financial impact on the business' operations. Next, we determine the amount of funds the business and its owners need until normal operations resume. Finally, we compare the disaster's impact on operations with the identified financial needs. The smaller of these two amounts is the business' maximum economic injury eligibility. Economic injury disaster loans cannot exceed the financial requirements the business and its owners could have covered had there been no disaster.

Option 1 - (No needs)

Our analysis of the financial information provided with your application indicates you have been able to meet all financial needs attributable to (*declared disaster event*) through your own resources without undue hardship. Because there are no unmet financial needs, we cannot substantiate any eligible economic injury.

Effective Date: May 6, 2004

Option 2 - (Disaster Gross Margin Exceeds Normal)

Our analysis of the financial information you provided with your application revealed the gross margins generated during the period affected by the disaster exceeded your normal, non-disaster levels. As a result, we cannot substantiate any eligible economic injury.

Option 3 - (Custom Text)**Decline Code 32 (NOTE: Use only for EIDLs.)****Business activity is not eligible**

Economic Injury Disaster Loans (EIDL) are available only to a small business engaged in an eligible business activity. Business activity means the nature of the business conducted by the applicant.

When the applicant, together with any affiliates, conducts more than one business activity, we first determine the applicant's main business activity. Generally, the main business activity is the one that produces the most revenue. We then identify the business activity that was impacted by the declared disaster event. This is called the loss activity. Both the main activity and the loss activity must be eligible in order to be eligible for an EIDL.

In your case, the information you submitted with your application indicates the (main/loss) activity is _____. This is not an eligible business activity according to SBA regulations (cite the regulation).

Decline Code 32 (NOTE: Use only for EIDLs.)**Business activity is not eligible**

Economic Injury Disaster Loans (EIDL) are available only to small business engaged in an eligible business activity. Business activity simply means the nature of the business conducted by the applicant.

When the applicant, together with any affiliates, conducts more than one business activity, we first determine the applicant's main business activity. Generally, the main business activity is the one that produces the most revenue. We then identify the business activity that was impacted by the declared disaster event. This is called the loss activity. Both the main activity and the loss activity must be eligible in order to be eligible for an EIDL.

In your case, the information you submitted with your application indicates that the (main/loss) activity is _____. This is not an eligible business activity according to SBA regulations (cite the regulation).

Decline Code 33 (NOTE: Use only for EIDLs.)**Not eligible because the applicant is not a small business**

Federal law limits Economic Injury Disaster Loans (EIDL) to small businesses only. To be eligible for an EIDL, an applicant must not exceed the SBA size standard for its industry. For different industries, size standards are measured by either revenues or number of employees. The test is applied to the industry in which the applicant alone is primarily engaged. Additionally, if the applicant has any affiliates, it is also applied to the industry in which the applicant together with its affiliates is primarily engaged.

Effective Date: May 6, 2004

Based on our analysis of the information you provided, the (applicant/applicant together with affiliates) is primarily engaged in (*specify industry*). The applicant, (*insert business name*) does not meet the (adjusted size standard/size standard) of (state the size standard) for (*specify industry*). For this reason, we have concluded that the applicant does not meet the requirement to be a small business for this purpose. If you disagree with our decision, you may request a formal size determination by completing the attached SBA Form 355.

Decline Code 34 (NOTE: Use only for EIDLs.)

Credit is available elsewhere

Federal law requires SBA to determine whether credit (based on cash flow, available assets and uncompensated losses of the applicant/principal/affiliates) in an amount needed to accomplish full disaster recovery is available from non-government sources on reasonable terms and conditions without creating an undue financial hardship. The law calls this credit available elsewhere.

Disaster loans are taxpayer subsidized. Congress intended that applicants able to provide funding for their own recovery must do so and are not eligible for Economic Injury Disaster Loans (EIDL). We analyzed your loan application and supporting financial information to determine all your income, assets and debts. We concluded that (business/ owner(s)/ partners/ shareholders) has/have credit available elsewhere and is/are not eligible for EIDL assistance.

Decline Code 35

Not located in the declared disaster area

Option 1 - (For physical applications)

To be eligible for SBA disaster loan assistance, the damaged property must be located within the area named in the disaster declaration. According to information in your application, your property is located in _____ which is not within the declared disaster area.

Option 2 - (For EIDL applications)

To be eligible for a SBA Economic Injury Disaster Loan (EIDL), applicants must be located within the area named in the disaster declaration. This means that the business must have a physical presence in the area named in the disaster declaration. An economic presence alone does not meet the location requirement.

After considering the information you presented in your application, we determined that you do not have a physical presence in the area named in the disaster declaration.

Decline Code 36 (NOTE: To be used for secondary homes, etc.)

Ineligible real property

Federal regulations limit disaster loans to certain types of real property in order to avoid using taxpayer-subsidized funds for non-essential purposes. Disaster-damaged residential property is eligible for SBA assistance if the property is the applicant's primary residence or if it is a qualified rental property.

According to the information you provided, the damaged property is neither your primary residence nor a qualified rental property. Some applicants may have more than one residence; however, a disaster victim, for SBA disaster loan purposes, can only have one primary residence.

The following usually identifies a primary residence:

1. The applicant has filed for homestead exemption on the disaster damaged property for property tax purposes.
2. The address of the damaged property is used by the applicant for voting purposes.
3. The address of the damaged property is used to identify the school district to which the applicant's children are assigned.
4. The applicant uses the address of the damaged property on Federal Income Tax Returns.
5. The applicant uses the damaged property residence the greatest percentage of the year.
6. Other similar factors.

Decline 37

Ineligible personal property

Some types of personal property are not eligible for SBA disaster loan assistance. This restriction is provided by Federal regulation in order to avoid using taxpayer subsidized funds for non-essential purposes. Examples of ineligible personal property are recreational vehicles, collectibles, cash, etc.

The damaged property for which you requested assistance is not eligible.

Decline Code 38

Not eligible due to recoveries from other sources

SBA disaster assistance is available for disaster losses that are not fully compensated by insurance recoveries, grants, or other sources. According to our information, you received compensation for your disaster losses from (*your insurance company/FEMA/specify other*) in amounts that fully cover your eligible disaster damages.

Decline Code 39

Option 1 -

Not eligible due to failure to maintain flood insurance coverage on an existing SBA loan

(*Name of borrower or guarantor*) is named as a (**borrower/guarantor**) on an existing SBA loan, (*insert loan number(s)*). The terms and conditions of that loan agreement required (*name of borrower or guarantor*) to purchase flood insurance for the property located at (*specify address*), and to maintain that coverage for the life of the loan.

Our analysis shows that the required flood insurance coverage on the existing loan was not in effect at the time of the disaster. As a result of the failure to maintain the required insurance coverage, you are not eligible for SBA disaster assistance.

Option 2 -

Effective Date: May 6, 2004

Not eligible due to failure to maintain required flood insurance on a loan from a Federally regulated lender

You are not eligible for SBA disaster loan assistance because you failed to meet the flood insurance requirement of your existing mortgage on the property located at _____ (*specify address*) _____. Your existing mortgage with _____, a financial institution that is federally regulated, required you to purchase and maintain flood insurance coverage. The National Flood Insurance Reform Act of 1994 prohibits SBA from providing disaster loan assistance to applicants that failed to comply with an existing flood insurance requirement.

Our analysis shows that the required flood insurance coverage on your existing loan was not in effect at the time of the disaster. As a result of your failure to maintain the required insurance coverage, you are not eligible for SBA disaster assistance.

Decline Code 40 (NOTE: This includes situations such as claimed business income not supported by FTRs, undeclared rental income, income from hobbies, business ventures not in the organizing stage, etc.)

Not a qualified business

Option 1 – Business

To be eligible for SBA disaster loan assistance, the applicant must be a qualified business. All disaster business applicants must provide documentation, such as Federal tax returns or other evidence to establish their operation as a qualified business.

Based on our analysis of the information provided with your application, we are unable to establish that a qualified business existed at the time of the disaster.

Option 2 – Rental

To be eligible for SBA disaster loan assistance, the disaster damaged property must be a qualified rental. All disaster business applicants must provide documentation, such as Federal tax returns or other evidence to establish their operation as a qualified rental.

Based on our analysis of the information provided with your application, we are unable to establish that a qualified rental existed at the time of the disaster.

Decline Code 41

Refusal to pledge available collateral

Collateral is required for the proposed disaster loan, and SBA determines the best available collateral to secure the loan. If an applicant offers other collateral, we try to accommodate their request. However, SBA makes the final determination of what collateral will best protect the government's interest. SBA may decline a loan request if the applicant refuses to pledge available collateral.

Our review of the information submitted with your application indicates that you have collateral available to secure the proposed loan, but you have refused to pledge the collateral SBA requested.

Effective Date: May 6, 2004

Decline Code 42

Option 1 –

Agricultural enterprises are not eligible

By law, agricultural enterprises are not eligible for disaster assistance from SBA. The law makes SBA disaster loans available to homeowners, renters, non-farm businesses, and private non-profit organizations.

The law defines agricultural enterprises as those businesses that are engaged in the production of food and fiber, ranching and raising of livestock, aquaculture, and all other farming and agricultural-related industries.

According to the information provided with your loan application, your business meets the definition of an agricultural enterprise and is not eligible for SBA disaster assistance.

You may wish to contact the U.S. Department of Agriculture for information regarding their disaster recovery programs.

Option 2 -

Members of a fishing crew do not qualify as an eligible small business concern

To be eligible for an Economic Injury Disaster Loan (EIDL), an applicant must be an independently owned and operated small business concern. The owners must have a substantial business risk resulting from investing in facilities or equipment, and must incur significant expenses regardless of whether the operation generates a profit. The owner(s) must share in the risk of both the profits and the losses.

Your application indicates that at the time of the disaster you were a crew member on a fishing vessel owned by another party. As a crew member, you had no liability for trip expenses, vessel payments, or other fixed costs that must be paid, even if the catch did not cover the trip's expenses. Because you do not have a substantial business risk, you do not own and operate an eligible business concern.

Option 3 -

Not eligible due to delinquent child support payments

Federal law prohibits SBA from approving a disaster loan to an applicant who is more than sixty (60) days delinquent on child support obligations. These obligations include administrative orders, court orders, and agreements requiring the payment of child support.

The information available to us indicates that you have a child support obligation that is delinquent in excess of sixty (60) days.

Option 4 -

Not eligible due to property being located in a Coastal Barrier Resource Area

Effective Date: May 6, 2004

Federal law prohibits SBA from approving a disaster loan for any purpose within a Coastal Barrier Resource Area (COBRA) as defined by the Department of Interior, Fish and Wildlife Services.

Our analysis indicates that your disaster damaged property is located within a COBRA and is not eligible for SBA disaster assistance.

Option 5 -

Custom Text

Decline Code 43

Not eligible due to character reasons

To be eligible for SBA disaster loan assistance, an applicant must be of good character. In cases where the applicant is a corporation, partnership, or limited liability entity, the character issue extends to the principals of the business.

SBA has determined that (*insert name of individual*) does not meet SBA's character standards. This decision is based upon the Statement of Personal History, related documents submitted with the application, and government record checks.

Decline Code 44

Lack of ability to repay a disaster loan based upon the applicant's income alone

We examined your loan application and supporting financial information to establish your income and debts. We based our analysis on your income only, because you informed us that (your spouse/the co-owner) chose not to be an applicant for the disaster loan. We concluded that your income alone is insufficient to repay the disaster loan in addition to your existing debts, living expenses, taxes, insurance, and other obligations.

Decline Code 45

Not eligible due to an outstanding judgment lien for a Federal debt

Federal law prohibits SBA from approving a disaster loan to an applicant who owns property that is subject to an outstanding judgment lien for a debt owed to the United States.

The information available to us indicates that the United States placed a judgment lien on the property you own at (*specify the address*) for a previously unpaid Federal debt owed to (*cite the Federal creditor*).

Decline Code 65D – (see appendix 28, Pre-Disaster Mitigation Pilot Loan Program)

APPENDIX 5
(paragraph 88)

DRAFT CONDITIONAL COMMITMENT LETTER (CCL) CODES

NOTE: Only the underlined information is written on the draft CCL.

Code

RD-01 A copy of the deed to real estate located at (street address) reflecting ownership in the name of (owner's name) that includes a complete legal description

RD-02 A copy of the current vehicle registration to your (vehicle description, including year, make, and model).

RD-03 A copy of the title or manufacturer's Certificate of Origin to your (manufactured home description, including year, make, and model).

RD-04 A copy of the lease or rental agreement (or other proof of occupancy) to (street address).

RD-05 A copy of the Certificate of Documentation or Registration to (vessel description, including name, length, and home port).

RD-06 (Name of Borrower(s)) who must answer the following question:

Are any of the ****BORROWERS**** (a) presently under indictment, on parole, on probation, or have ****THEY**** ever been (b) charged with or arrested for any criminal offense other than a minor motor vehicle violation, or (c) convicted, placed on any form of probation including adjudication withheld pending probation for any criminal offense other than a minor motor vehicle violation?

RD-00 Customized Text.

APPENDIX 6
(paragraph 13)ELIGIBILITY OF NATIVE AMERICANS (INDIANS)1. GENERAL

Disaster declarations can include all or a portion of an Indian Reservation. Individual Native Americans who own property located on a reservation are subject to certain eligibility requirements and restrictions.

2. HOME LOAN APPLICANTS

- a. Personal Property Losses. Native Americans who live on a reservation are eligible to apply for personal property losses. They are subject to the same eligibility requirements as any other disaster victim.
- b. Real Property Losses. Generally, eligibility for real property losses to a primary residence located on a reservation is limited to those structures or improvements associated with the primary home. There is no eligibility for the land or improvements owned by the tribe, since we consider the tribe to be a "governmental entity." You may also apply the concept of beneficial ownership to establish eligibility (see subparagraph 13.j.).

3. BUSINESS LOAN APPLICANTS

- a. Individually owned businesses located on a reservation are eligible to apply for losses to business property, except for land or improvements owned by the tribe, and are subject to other program requirements.
- b. Tribal owned businesses are discussed in appendix 7.
- c. Consult counsel in all cases where eligibility is unclear.

APPENDIX 7
(paragraph 13)ELIGIBILITY OF TRIBAL OWNED BUSINESSES1. GENERAL

SBA considers Indian tribes "governmental entities." They are ineligible for disaster assistance. However, in certain circumstances a tribal corporation may be separate from the Tribe. Under the following provisions, and with required documentation, area counsel should consider eligibility of a tribal owned business.

2. DOCUMENTATION REQUIREMENTS

The loan package must include the tribe's governing instrument (i.e. constitution or business charter) and the tribal corporate charter (may be an ordinance or resolution of tribal council). Examine the documents for the following:

- a. The governing document must expressly set forth powers and authorize delegation to a (business) committee (e.g. to manage the economic activity of the tribe).
- b. Chartering a tribal corporation must be a direct mode of executing the expressed powers (see 2.a. above).
- c. The charter authorizing a tribal corporation must designate the corporation to be separate and distinct from the tribe.
- d. The tribal corporate charter must contain a waiver of sovereign immunity. This may be accomplished:
 - (1) With an express waiver of sovereign immunity; or
 - (2) By use of a sue or be sued clause, in which case U.S. (Federal) courts should be specifically designated to be among the "courts of competent jurisdiction."
- e. The tribal corporation must have its own assets to pledge as security for the loan (because the waiver in subparagraph 2.d., above, does not apply to tribal property or assets). We must examine the assets pledged to assure that they are not tribal property nor among the tribe's assets being held in trust or restricted status.

The tribe may include a written analysis by its attorney in support of the loan application and related documents.

Effective Date: May 6, 2004

APPENDIX 8

RESERVED

APPENDIX 9
(paragraph 36)

~~CREDIT INQUIRY LETTER~~

Date: _____ SBA Control No.: _____
To: _____ Applicant(s): _____

Dear Sir or Madam:

The U.S. Small Business Administration (SBA) has received a request for disaster loan assistance from the above referenced person(s). Accordingly, we need credit and/or refinancing information from you. Our applicant(s) have granted us permission to access private financial information, and the SBA has the appropriate signature(s) on file. This is to certify that the SBA has complied with the applicable provisions of the Right To Financial Privacy Act of 1978, Title XI of Public Law 95-630. Pursuant to §113(h)(2) of that Act, no further certification shall be required for subsequent access by the SBA to financial records of the customer. **Please provide the following information and fax this form to (area code and phone number), or mail it to the address on the letterhead.**

1. Account or Loan Number: _____
2. Collateral Address: _____
3. Present Balance: \$ _____ As of (date): _____
4. Daily Interest Accrual: \$ _____
5. Repayment Terms: \$ _____ Frequency: _____ Maturity Date: _____
6. Prepayment Penalty? No ___ Yes ___ Amount or % _____
7. Are Payments Timely? Always Usually Sometimes Never
8. Would you extend more credit? Yes ___ No (explain below)
9. Comments: _____

Sincerely,

SBA Loan Officer

Addressee please sign:

Signature/Title Date

~~SBA Form 1430 (2/97)~~

Effective Date: May 6, 2004

APPENDIX 10

MILITARY RESERVIST ECONOMIC INJURY DISASTER LOANS
POLICIES AND ELIGIBILITY

1. AUTHORITY FOR MILITARY RESERVIST ECONOMIC INJURY DISASTER LOANS (EIDLs)

The Military Reservist Economic Injury Disaster Loan Program was authorized by Public Law 106-50, enacted on August 17, 1999. The Military Reservist Economic Injury Disaster Loan regulations were published in the Federal Register (Vol. 66, No. 143) on July 25, 2001. The program was effective August 24, 2001 and applies to military conflicts occurring on or after March 24, 1999. SBA will make a low interest, fixed rate loan to a small business employing a military reservist if the reservist is called up to active military duty during a period of military conflict, and he or she is an essential employee critical to the success of the business's daily operation whose call-up has caused or will cause the business substantial economic injury. The interest rate on a Military Reservist EIDL will be 4 percent per annum or less. SBA will publish the interest rate quarterly in the FEDERAL REGISTER.

The following address differences from our existing economic injury program.

- A. **Declaration** – The Area's will not receive the standard declaration paperwork for this program nor will we regularly publish MREIDL declaration information in the Federal Register. However, we do plan to publish the opening of this new program which will include the filing deadline for prior military conflicts.

Each Area will use one declaration number for all MREIDL applications received during the fiscal year (FY). The system is additionally being changed to accommodate any interest rate changes that may occur during the FY. The MREIDL declarations have a new numbering scheme - the existing 4 character field will be used with "R" + the Area Office Number + the fiscal year. For example, the declaration numbers for FY'01 will be Area 1 – R101, Area 2 – R201, Area 3 – R301, and Area 4 – R401.

The 401 screen (Declaration Information/Registration) is additionally being changed to reflect that there are no declared counties under this program.

- B. **Screening** – The application should be screened using the new Screening Checklist – Military Reservist Economic Injury Disaster Loans (SBA Form 743R).

Use the "Declaration #" that is in effect as of the date the application was received, not the date of the essential employee's activation orders.

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The filing period begins the date the essential employee receives their official call-up orders and ends 90 days after the date the essential employee is discharged or released from active duty.

The filing requirements also include a concurrence from the Reservist that they perform duties that are essential to the operation of the small business (Item #7). As MREIDL applications may be filed while the Reservist is away on duty, the person that has the Reservists power of attorney can make the certification, or application if the Reservist is the owner of the applying small business (13 CFR §123.505).

The additional MREIDL filing requirements should be self-explanatory.

- C. **Docketing** – A new screen is being added to include the name and social security number of the essential employee.

- D. **Processing of Applications** – As in our current EI program, eligibility is limited to non-agricultural small businesses that do not have credit available elsewhere. Additional exclusions from program eligibility are consistent with our current EI program and are included in §123.502 of the new regulations. All applications under this program should be processed using Phase III. For the MREIDL, the injury period would coincide with the activation of the essential employee and would end when they are released from active duty status.

- E. **Interest Rates** – The interest rate to be assigned to MREIDL approvals changes quarterly. However, once the appropriate interest rate is assigned to an approved MREIDL loan, it remains fixed. The proper interest rate to be applied to any MREIDL loan is SBA's published EIDL interest rate at the time the MREIDL file is approved.

Key Definitions

Essential Employee – an individual (whether or not the owner of the small business) whose managerial or technical expertise is critical to the successful day-to-day operations of the applicant small business.

Period of Military Conflict – is (1) a period of war declared by Congress, or (2) a period of national emergency declared by Congress or the President, or (3) a period of contingency operation. A contingency operation is designated by the Secretary of Defense as an operation in which our military may become involved in military actions, operations, or hostilities (e.g., peace keeping operations). Please note that a period of military conflict does not include instances when the Governor may activate the Guard as a result of a disaster event.

Effective Date: May 6, 2004

Loan Approval and Loan Modification screens (105 and 161 respectively) are being changed to only include Economic Injury and Bridge loans and will no longer contain Personal Property, Real Estate, Refinancing, and Mitigation as they are not an eligible use of proceeds under this program.

Loan Closing Documents – The LA&A has been changed to exclude references to disaster damage (both secured and unsecured) and to identify the loan as an MREIDL.

As the small business owner(s) must certify that the essential employee will be offered the same or a similar job upon their return from active duty, the following new condition (**OC-20**) is being added and should be included in every MREIDL:

Borrower certifies that the essential employee will be offered the same or a similar job upon the employee's return from active duty.

Disbursements – SBA will disburse the funds in quarterly installments, unless the loan officer specifies otherwise in the LA&A. Generally, we should make one disbursement unless there is a sound business reason to disburse the loan in increments. If the loan officer decides to disburse serially, they should use **UP-61** (Working Capital with Periodic Disbursement) and make subsequent disbursements based on the small business's continued need as demonstrated by comparative financial information. Approximately 30 days before the next scheduled disbursement, the Area Office will request current financial information (including balance sheets and profit and loss statements) from the borrower. A loan officer is to review the updated financial information and make an assessment as to the continued need for MREIDL funds prior to authorizing additional disbursements.

APPENDIX 11

(paragraph 12)

DISASTER LOAN CASE FILE ARRANGEMENT

(Within each section, documents are to be filed in the order listed.)

A. DIVIDED FOLDER, SBA FORM 1852.

AUTHORIZATIONS, MODIFICATIONS ETC. - PART I

This section contains the loan authorization, record of obligation of funds, and modification actions.

1. Loan modifications, followed by the loan accounting transaction record (LABH or LAUD), and the letter to the borrower.
2. Original LAA (SBA 1391) signed by the borrower(s).
3. File copy of the LAA.
4. Record of the obligation of loan funds (LABD 10).

CLOSING & SERVICING DOCUMENTS - PART V

This section contains evidence that the borrower satisfied the terms and conditions of the loan.

1. Attorney's check sheet.
2. Opinion of counsel.
3. Record(s) of transmittal of collateral to and receipt of collateral by the collateral cashier (SBA 649).
4. Copy of the Note signed by the borrower(s) with Disclosure Notice, SBA Form 2158.
5. Copy of the recorded mortgage(s) and/or deed(s) of trust with all required Notice(s) of Right to Cancel, SBA Form(s) 2159.
6. Copy of the initial mortgage(s) and/or deed(s) of trust received prior to recording.
7. Copy of all other recorded security instruments.
8. Copy of all other initial security instruments received prior to recording.
9. Copy of the guaranty(s).

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10. Copy of any other document(s), the original of which is retained in the collateral file.
11. Other documents required by the LAA which will be returned to the borrower when the loan is paid in full.
12. Copies of title insurance, title certificates, or affidavits of ownership.
13. Other documents relative to collateral, such as agreements of prior lien holders or landlords' waivers.
14. Evidence of the purchase of National Flood Insurance (or equivalent), if required, and evidence that SBA is named as loss payee or mortgagee, if required.
15. Evidence of the purchase of hazard or other insurance, if required, and evidence that SBA is named as loss payee or mortgagee, if required.
16. Assignment of insurance proceeds and related documents, or documentation of the status of pending or disputed insurance claims.
17. Corporation documents (resolution of board of directors, by-laws, charter, certificate of good standing, etc.) or partnership documents (certificate, agreement, etc.).
18. Other authorization requirements (e.g., building permits, builders' risk and workman's compensation insurance, construction contracts, lien waivers, waivers of eligibility, modifications of lease terms, standby agreement, etc., and any letters which satisfy a condition.
19. Agreement of Compliance, SBA Form 601.
20. Lobbying Certificates, SBA Form 1711.
21. Compensation Agreement, SBA Form 159 (received after original application filing).

DISBURSEMENT & MISCELLANEOUS DOCUMENTS - PART VI

This section contains documents pertaining to disbursements and use of loan proceeds.

1. SBA Forms 1415 and 1416.
2. Copies of letters transmitting checks.
3. Records of PMODs obtained after approval.
4. Other documents relative to disbursements.

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5. SBA Form 1366, together with supporting documentation (receipts, etc.),
6. SBA Form 300.
7. Other materials relative to the use of loan proceeds.
8. Miscellaneous documents not applicable to other sections.

CORRESPONDENCE & CHRON - PART IV

This section contains records of written, verbal or telephone communication (and attempts to communicate) with applicants/borrowers.

1. Chronological record.
2. Correspondence to and from the applicant/borrower, agents or representatives, Congressional inquirers, etc.

VERIFICATION AND PROCESSING REPORTS - PART III

This section contains processing decision(s) and supporting inspections and analyses.

1. Loan Officer's Report.
2. Draft LAA.
3. Analysis sheets, spreadsheets, and other worksheets.
4. Loss Verification Report.
5. Supporting documentation provided by the applicant (e.g., detailed descriptions of damage, contractor's estimates, engineer's reports, appraisals, etc.)
6. Worksheet and related documents prepared by the loss verifier.
7. SBA Form 743 and related records prepared by the screener.

APPLICATIONS AND SUPPORTING DOCUMENTS - PART II

This section contains the applicant's request and the basis for the credit decision. It includes the inquiry record or other form of registration.

1. Credit report(s).
2. Other credit information (e.g., history and experience on prior SBA loans, PMQDs obtained prior to the processing decision, loans from other government agencies, credit references, credit inquiry letters and replies, Dun and Bradstreet reports, etc.).
3. DOB reports (e.g., insurance proof of loss forms, settlement sheets, policies or other descriptions of coverage, copies of insurance checks, information about the status of insurance claims, records of other compensation received or pending, etc.).

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4. Required SBA forms (e.g., SBA 912, etc.).
5. Legal descriptions of property, copies of deeds, leases, proof of ownership, titles, licenses, birth, marriage, divorce and death certificates, etc.
6. Financial information supporting the application.
7. Income tax information, other evidence of income, and IRS 8821.
8. Letters from the applicant transmitting the application or as part of the loan request.
9. SBA Forms 5 or 5c.
10. SBA Form 700, FEMA registration (FEMA 90-69), and any records of contact during the initial interview or before the application was filed.

B. SINGLE FOLDER

This arrangement applies to the undivided file folder. Within each section, file documents in the same order as specified above.

LEFT SIDE TOP TO BOTTOM

1. Disbursement & Miscellaneous Documents (Part VI).
2. Closing & Servicing Documents (Part V).
3. Authorizations, Modifications, Etc. (Part I).

RIGHT SIDE TOP TO BOTTOM

1. Correspondence & Chron (Part IV).
2. Verification & Processing Reports (Part III).
3. Application & Supporting Document (Part II).

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APPENDIX 12

(paragraph 59)

SAMPLE INCOME TEST TABLE

SBA MINIMUM Income Levels for Disaster Home/Renter Loan Consideration

(Households with income below these levels are referred directly to IRP by FEMA Registrars)

These tables do not apply to households with self-employment income.

48 Contiguous States and the District of Columbia

<u>Household Size</u>	<u>\$\$Minimum Income Level</u>		
	<u>Week</u>	<u>Month</u>	<u>Year</u>
1	259	1,123	13,470
2	291	1,263	15,150
3	367	1,590	19,075
4	442	1,917	23,000
5	518	2,244	26,925
6	593	2,571	30,850
7	669	2,898	34,775
8	744	3,225	38,700
For each household member over 8, add	75	327	3,925

NOTE: This table is as of 10/01/03. Tables are updated at the beginning of the fiscal year.

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APPENDIX 13

ALCS CANCELLATION CODES

The ALCS 161 screen includes the following cancellation codes:

Agency Cancellation

10. Failure to complete and return all loan closing documents.
11. Failure to satisfy all terms and conditions of the loan.
12. Adverse change - ~~1031~~ referral.
13. Adverse change - Other.
14. Subsequent recoveries exceed verified loss.
15. Did not need all the funds.
16. Other reasons - Agency.

Cancellation at Borrower's Request

20. Adequate recovery from other sources.
21. Reluctant to incur additional debt.
22. Dissatisfied with loan terms and conditions.
23. Dissatisfied with insurance requirements.
24. Unwilling to pledge collateral.
25. Did not need all the funds.
26. Other reasons - Borrower.

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APPENDIX E
(paragraph 72)

FEEES AND COMPENSATION OF REPRESENTATIVES

1. GENERAL

An applicant may use the assistance of an attorney, accountant, packager, engineer, architect, appraiser, or other representative to aid in preparing an application and helping an applicant obtain a loan. SBA will allow the payment of reasonable fees or other compensation for services performed by these representatives on behalf of the applicant. No fees or compensation will be reimbursed or paid by SBA to any representative.

Section 13 of the Small Business Act requires an applicant to inform SBA of the payments made to such representatives. This is done by filing SBA Form 159 "Compensation Agreement."

2. DETERMINING REASONABLENESS OF FEES

Reasonable fees are those which are for necessary and appropriate services actually performed, or for expenses actually incurred, and are comparable to those charged by other agents in that geographical area. The AAD/LP or designee should review the fee information to determine if the fees are reasonable. A number of factors should be considered, including, but not limited to:

- a. The nature of the services rendered,
- b. The time, effort, and skill required,
- c. The complexity of the case,
- d. The experience and skill of the representative.

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What is reasonable will vary by locality. Rate schedules published by professional organizations may serve as a guide. A substantial fee is not necessarily unreasonable, if it reflects the services actually rendered.

3. PERMISSIBLE FEES AND COMPENSATION

Permissible fees and compensation include, but are not limited to:

- a. Fees for legal, accounting, packaging, engineering, architectural, appraisal, and other technical services actually rendered on behalf of the applicant.
- b. Fees for preparing and filing a loan application, for closing and obtaining disbursement of the loan, and for conducting business with SBA on behalf of the applicant, as described in 13 CFR 103.1.
- c. Reimbursement for expenses incurred in the course of performing services relating to the SBA loan, such as filing or recording fees.

Fees based on a percentage of the loan amount can be reasonable in some cases, depending on the circumstances of the case and the services actually rendered.

4. PROHIBITED FEES AND COMPENSATION

Prohibited fees and compensation include, but are not limited to:

- a. Fees contingent on the receipt of any benefit from SBA.
- b. Finder's, broker's or placement fees charged solely for providing information or SBA materials to the applicant, or for "connecting" the applicant to the SBA program.
- c. Fees deemed by SBA to be unreasonable for the services actually performed.
- d. Reimbursement for expenses deemed by SBA to be unnecessary in connection with the SBA loan.

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- e. Fees for the use or attempted use of improper influence in obtaining or attempting to obtain an SBA loan. Such improper influence includes:
 - 1. Attempting to influence an SBA employee by gifts, bribes, or other unlawful or unethical activity, with respect to any matter involving SBA assistance.
 - 2. Implying or stating that the work to be performed in connection with an SBA loan will include the use of political or other special influence with SBA.

- f. Fees for unlawful or unethical activities as defined in 13 CFR 103.4.

Persuasion by argument or by the presentation of contentions or facts dealing with the merits of a case is NOT considered improper influence.

5. FEES DETERMINED TO BE UNREASONABLE

The Area Director or designee should make the final determination that compensation is unreasonable, based on advice from the AAD/LP or Area Counsel. Where the AD determines that compensation is unreasonable, the representative must:

- a. Reduce the charge to an amount SBA deems reasonable;
- b. Refund any sum in excess of the amount SBA deems reasonable; and
- c. Refrain from charging or collecting, directly or indirectly, an amount in excess of the amount SBA deems reasonable.

If the representative's compensation is found to be unreasonable, remedial action should be directed to the representative rather than the applicant. Violations of SBA regulations or policy by a representative are not a reason to decline or delay the applicant's accepted loan request. If a loan is approved, the Area may prohibit the applicant from using SBA funds to compensate the representative over the amount deemed reasonable by including the following "Other Condition" in the Loan Authorization and Agreement:

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OC-00 "Borrower will not use Loan funds in excess of \$_____ to pay a Representative (attorney, accountant, packager, etc.) in connection with applying for or closing this loan. If total compensation exceeds (**\$300 / \$1000**), Borrower's Representative must sign and submit a Compensation Agreement (SBA Form 159) and an itemized schedule showing each date services were performed, time spent each day, and description of services rendered on each day listed. Borrower will not make any payment that exceeds \$_____ without prior written approval of SBA of the services rendered and amounts charged."

6. SUSPENSION OR REVOCATION OF REPRESENTATIVE'S PRIVILEGE TO APPEAR BEFORE SBA.

13 CFR Section 103.3 describes the authority that rests with the Administrator or designee to take final action to suspend or revoke that privilege. 13 CFR Section 103.4 describes acts that could justify such a decision.

APPENDIX B

(Paragraphs 63 and 64)

IRS FORM 8821
TRANSCRIPT VERIFICATION PROCEDURES

SBA requires all applicants to submit an executed IRS Form 8821 "Tax Information Authorization" with the disaster loan application. IRS Form 8821 allows SBA to obtain transcripts of tax returns, as well as to confirm payment of workout agreements, verify the status of tax liens, and obtain other specified tax-related information.

All loan packages issued to potential applicants must include the current Form 8821 with the cover sheet, which provides instructions and disclosure information. The current Form 8821 and cover sheet will be distributed annually by the Office of Disaster Assistance.

1. Screening

The applicant must provide an executed IRS Form 8821 (designated hereafter as "8821") for each individual or business concern for which Federal Tax Returns (FTRs) are required.

If the applicant does not provide an executed 8821 for each required individual/concern, during screening the application should be considered "unacceptable" in accordance with SOP 50-30-4.

During processing, if the Loan Officer determines additional 8821s are required, they should be requested using a 14-day letter.

2. Obtaining IRS Transcripts

Upon receipt of the executed 8821, review the form for completeness and designate the required information as specified in Module 5 of the Loan Officer's Training Modules (LOTM). You must obtain transcripts of the most recently filed Federal Income Tax returns for:

Home applicants: 1 year;
Business applicants and affiliates: As specified on SBA Form 5.

You may obtain transcripts for additional years as needed.

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NOTE: In areas that do not use FTRs, such as commonwealths, territories, or U.S. possessions, we require comparable documentation.

Information on the appropriate years for which 8821 information should be required, will be updated annually by the Office of Disaster Assistance.

IRS Form 8821 is valid for 60 days from the date of the applicant's signature. If additional transcripts are required after the expiration of the form, a new 8821 must be obtained from the applicant.

3. Tax Filing Requirements

For the purposes of determining tax filing compliance *only*, SBA uses IRS filing requirements to determine whether an individual or business concern is required to file a FTR.

- a. Individuals (IRS Form 1040 tax filers): IRS annually establishes minimum income levels based on age, marital status, and filing status. IRS filing requirements for individuals are updated yearly by the Office of Disaster Assistance.

IRS filing requirements are based on gross income, which IRS defines as "all income you receive in the form of money, goods, property, and services that is not exempt from tax." Social security income and tax-exempt pension income are excluded. Most forms of taxable income are included for this purpose. For rental and self-employment income IRS provides the following guidelines:

- (1) Rental Income: Gross rents should be included in the calculation of gross income. Rental income is not considered self-employment income for this purpose. For further information on rental income, see IRS Publication 527.
- (2) Self-Employment Income: Net earnings from a sole proprietor, independent contractor, or partner in an informal partnership should be included in the calculation of gross income. Self-employed individuals must file if their *net earnings* from self-employment are \$400 or more, if their *gross income* meets the minimum filing requirement, or if they meet any other filing requirement in the IRS Form 1040 instructions. For further information, see IRS Publication 334.

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If an individual does not meet the minimum filing requirement for their age and filing status, they are not required to file, even if they have some rental income, or self-employment income less than \$400.

- b. Corporations: All domestic corporations (including those in bankruptcy) must file whether or not they have taxable income (unless exempt under §501 of the IRS Code). A corporation must file a FTR unless it has been dissolved. Generally, the 8821 can be signed by: (1) an officer having legal authority to bind the corporation, (2) any person designated by the board of directors or other governing body, (3) any officer or employee on written request by any principal officer and attested to by the secretary or other officer, and (4) any person authorized to access information under section 6103(e). For further information on corporations, see IRS Publication 542.
- c. Partnerships: A partnership is an unincorporated organization with two or more parties who carry on a trade, business, financial operation, or venture and divide its profits. A written partnership agreement may exist but is not required. A partnership must file a tax return unless it neither receives gross income nor pays or incurs any amount treated as a deduction or credit for federal tax purposes. Generally, partnerships are required to file IRS Form 1065, although in some instances the partners may report the partnership income on their personal FTRs. The 8821 must be signed by a partner.
- d. Limited Liability Entities (LLE): If a business concern is formed as a limited liability entity under state law, it may be treated as a sole proprietorship, a partnership or a corporation. An LLE can file a 1040 (Schedule C), 1065 (partnership) or 1120 (corporation). Tax filing requirements are determined by the type of entity. For example, if the LLE is organized as a corporation, it would generally file IRS Form 1120 and is governed by the 1120 filing requirements. The 8821 must be signed by a member.
- e. Non-Profits: A nonprofit organization which is tax-exempt under IRS Code § 501 is generally required to file IRS Form 990, unless its gross annual receipts are less than \$25,000. In addition, certain churches and religious organizations, as well as some other organizations, are not required to file. For a current list of organizations exempt from filing, as well as additional filing requirements and other information on nonprofits, refer to IRS Publication 557.
- f. U. S. Territory Residents: U. S. Territory Residents may not be required to file FTRs. Each Area Office should refer to IRS Publication 570, "Tax Guide for Individuals with Income from U. S. Possessions" to determine if a disaster loan

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applicant is required to file with the IRS. If IRS filing is not required, establish proof that comparable documents, such as territorial tax returns, have been filed.

4. Determining Filing Compliance

If the IRS indicates that no record of filing for one or more requested years was found, you must determine whether the taxpayer was exempt from filing and, if so, the basis for the exemption. Clearly document the case file and the LOR accordingly. If the taxpayer was exempt, obtain alternate documentation of income in accordance with SOP 50-30-4 Appendix 26, ¶ 2. If the taxpayer was required to file but has not done so, and no current extension is in place, withdraw the application using Code 59. The case file should be forwarded to the AAD/LP (or designee) for referral to the Office of the Inspector General.

In certain cases, a "No Record Found" response may be justified even if the applicant/concern is required to file. These include:

- a. For the current tax period: Although rare, this could occur if a business operates on other than a calendar year. Obtain current financial information as available.
- b. For the previous tax period, for which the filing period is still open (e. g. prior to April 15), or has closed and the IRS indicates that the returns may not yet be reflected in the IRS database: Obtain current financial information (for wage earners: W – 2, pay stub, employer confirmation. For businesses: year end and current (90 days) financial statements). If the filing deadline has passed and no return has been filed, you must determine whether the taxpayer has a current valid extension.
 - (1) For the initial extension (for example, April 16 to August 15 for 1040 returns due April 15) the IRS typically does not acknowledge the extension request. You should generally accept the taxpayer's verbal statement that the automatic extension has been requested.
 - (2) For subsequent extensions, you must obtain a copy of the IRS approval of the extension request.

Current filing and extension information should be determined based on the IRS instructions for the appropriate tax return (available on the IRS website).

(NOTE: Members of the armed forces serving in a combat zone or qualified hazardous duty area may be eligible for certain

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additional extensions. Refer to IRS Publication 3: Armed Forces Tax Guide for specific information.

If a “No Record Found” response is justifiable and current financial information is obtained, you must also obtain transcripts for previous tax years as required in 2 above.

5. OIG Referral

SBA policy requires that the following cases be referred to the Office of the Inspector General (OIG) for possible action:

- a. The applicant/business concern is required to file returns but the IRS indicates no record was found and a current extension is not in place;
- b. There is a material discrepancy, which the applicant cannot justify, between the IRS transcript and the applicant-provided copies of the returns;
- c. The applicant/representative clearly indicates that income was purposely understated or overstated; or
- d. SBA believes there may be provable fraud.

In the case of an OIG referral, home loan files will not be referred to the Individuals and Households Program (IHP). For additional information about OIG referrals, see SOP 50-30-4.

6. Processing

Upon receipt of the requested tax transcripts, process the file using normal procedures. If the applicant provides copies of the FTRs, compare the IRS transcripts to the applicant copies. If there are no material differences, you may use the information from either source to complete processing.

If material differences exist, such as a significant difference in the amount of income reported, processing should be completed to the extent possible, and the file should be declined using decline code 42 (Policy Reasons—Custom Wording) as well as for any other appropriate reasons. The custom letter should state that:

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“There are significant discrepancies between the information in your file, including any tax information you provided, in comparison with that supplied by the Internal Revenue Service, for the tax year xxxx.”

Whether a material difference exists should be determined using the standard Rule of Two procedures.

7. Reacceptance

If an application has previously been withdrawn code 59, we will consider reaccepting the application if:

- a. The applicant provides the information to establish that they were exempt from filing; or
- b. The applicant provides a current 8821 *and* all necessary transcripts are obtained from the IRS; or
- c. The applicant provides proof of filing, such as a copy of the Federal tax return stamped and dated “ Received by the IRS”.

8. Reconsideration

- a. APDs or Screening Declines: If an applicant requests reconsideration of an APD or screening decline, the 8821 should be processed. If you determine that the applicant is not in tax compliance, withdraw the file using code 59 and forward it to the AAD/LP or designee for referral to the OIG. As a result of the withdrawal, FEMA will be notified of the action, and may seek reimbursement of IHP funds previously awarded.
- b. Processing Declines: If the application has previously been declined code 42 for material differences between the IRS Transcripts and the applicant’s returns, the application may be reconsidered if the applicant provides a satisfactory explanation of the discrepancy.

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APPENDIX 16
(paragraph 87)

CATALOG OF LOAN AUTHORIZATION TEXT

This appendix is reserved for the Catalog of Loan Authorization Text for disaster loans (dated 5-00). All conditions used by the loan officer preparing draft LAAs are included in the catalog.

Place your copy here for reference.

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APPENDIX 17
(paragraph 14)

NONDISCRIMINATORY MEMBERSHIP COMPLIANCE LETTER

Name of Applicant

Street

City, State ZIP

RE: SBA Disaster Loan Application No. _____

Dear _____:

In connection with your organization's application for a disaster loan, we wish to call your attention to the fact that civil rights requirements of various Federal laws and Executive orders, SBA regulations, and the nondiscrimination certification on the application your organization submitted, encompass the employment, quality of services, and membership policies of all fraternal, civic, country club, or other membership groups. Any consideration of race, color, religion, sex, handicap, age or national origin of applicants for membership in your organization during the term of our loan would be inconsistent with the law, SBA regulations, and your commitment. SBA regulations are deemed to override any membership policies, in either the local or national charter or by-laws, restricting membership on the basis of race, color, religion, sex, handicap, age, or national origin.

Before your application can be processed, we must have a written certification from your group that your membership policies do not discriminate against any individual on the basis of race, color, religion, sex, handicap, age, or national origin and a written statement from the National Organization that your nondiscrimination policies will not cause you to lose your charter, membership, or other affiliation with the National Organization. We will also need a copy of your charter and by-laws.

Please prepare or obtain the necessary certification and copies as soon as possible.

Sincerely,

(Signature)

(Typed name and Title)

(Disaster Office)

FORMAT ONLY: (DO NOT PRINT AND STOCK)

Effective Date: May 6, 2004

APPENDIX 18
(paragraph 80)

INSTRUCTIONS FOR COMPLETION OF THE SBA FORM 140

LOAN OFFICER'S REPORT (LOR)
DISASTER HOME LOAN

You must use Form 140 to process:

- ◆ All home applications that do not meet HELOR criteria (see appendix 27); and
- ◆ All rental property applications from sole proprietors owning no more than 4 rental units (residential or commercial).

You must complete:

- ◆ The heading and sections C and E if you recommend an APD; or
- ◆ The heading and all sections in every other case.

Following this appendix is a completion sequence.

HEADING

You must complete the heading section as follows.

Action. Check the appropriate box.

Control No. The SBA control number.

Declared County. The county location (or other declared political subdivision) of the damaged property.

Name of Applicant(s). The names of all applicants.

NAICS Code. Either NAICS code 53112 (commercial) or 53111 (residential) for rentals.

Damaged Property Address. The damaged property address(es) from the SBA 5C or SBA 739.

Mailing Address. Either check the "same as..." box if the same as the damaged property, or enter the mailing address. Check the "temporary" box if appropriate.

Effective Date: May 6, 2004

SECTION A - ELIGIBILITY

You must complete section A, as follows.

1. Eligible Amounts. The amounts supplied by the LV for R/E and PP for the "SBA Verified Total Loss."

Ineligible PP. The amount of personal property items from the SBA 739, or other worksheets, identified as ineligible (e.g., antiques, collections, artwork, etc.) or the amounts in excess of functional value (e.g., the difference in allowance for a cloth coat versus the amount verified for a fur coat).

Less ARC, MRP, other recoveries. The amount of duplicated assistance received from sources other than insurance.

Less Net Insurance. The NET insurance proceeds for R/E and PP after deductibles, mandatory payoff of mortgages and insurance adjuster's cost, if any. If no specific PP insurance breakdown is available, deduct net PP insurance from items in the ineligible PP column (only to the extent it offsets that amount). Then apply the balance to eligible PP items.

Uncompensated Physical Loss. The difference between the SBA verified total loss, any duplication of benefits (ARC, MRP, etc.) and net insurance.

Eligible Physical Loss. The difference between the uncompensated physical loss and any excess amount(s) over the landscaping and administrative limits.
2. Loan Amounts.

Applicant's Estimate. The applicant's estimate from the loan application. Write "N/S" (not stated) if no estimate is given.

Recommended. The individual recommended amounts for R/E, refinancing, PP, and the total. If the amount recommended varies from full eligibility, explain why in section D.
3. For CET (Section R).
 - a. The total Uncompensated Physical Loss Above Eligibility from the sum of items marked with asterisks (*) in subsection A.1.
 - b. The sum of the Eligible R/E and Eligible PP physical loss from subsection A.1.

Effective Date: May 6, 2004

SECTION B - INSURANCE COVERAGE FOR THIS LOSS

Check if flood or other insurance was in force. If "yes," you must complete the section. If "no," go to section C.

SECTION C - CREDIT

Check "satisfactory" or "unsatisfactory" for the results of your overall credit analysis. Complete the section for judgments and SBA experience. Explain any derogatory information in section T. You can't recommended approval if you check unsatisfactory.

SECTION D - COMMENTS

"Proposed (possible) terms/reasons were discussed with the applicant." Check yes or no in all cases. You must detail the discussion or efforts to contact on the chron sheet. Whenever possible, we require contact.

Record the Number of Employees for [redacted] in this section. The Number of Employees will typically be [redacted] unless special circumstances exist.

SECTION E - RECOMMENDATION

You must always complete section E. Your approval and decline recommendations must agree with your conclusions in section L.

Approvals.

You must indicate the type of approval recommendation as follows.

- ◆ Circle "A" if approval is for full eligibility (or less at the applicant's request).
- ◆ Circle "L" if approval is for less than full eligibility due to limited repayment ability.

Complete the entry by filling in the loan terms.

Declines.

Circle "D" for any decline recommendation, regardless of the type and number of reasons.

Withdrawals.

Circle "W" for any withdrawal recommendation, regardless of reason.

Coded Reasons.

Indicate the appropriate two digit coded reason(s) for decline or withdrawal in the boxes provided.

SECTION F - OTHER RECOMMENDATION

Only completed for split decisions or if the reviewing official does not have the authority to take final action. Check the "approve" box or enter the coded reason(s) for decline or withdrawal.

SECTION G - FINAL ACTION

Only completed by the official with delegated authority to take final action.

SECTION H - INCOME

You must always complete sections H, I and J unless an APD is recommended.

1. The year(s) of the FTR used for analysis and describe other proof of income.
2. From the loan application (or at present, if different).
3. Describe job stability (e.g., stable, poor, etc.).
4. The family size (includes applicant, co-applicant, and all dependents).
5. All continuing sources of income and all business fixed debt.

SECTIONS I and J MONTHLY FIXED DEBT AND THE FDM

See appendix 26 for how to identify monthly fixed debt and complete the FDM calculation.

SECTION K - REFINANCING

1. Applicant meets all refinancing criteria? Check yes or no. If "yes," you must complete the section. If "no," go to section L.
2. Amount to be refinanced. Recommended amount for refinancing.
3. Credit report requested from lender? Check yes or no. If "no," explain why not.
4. Justification, if required. Any relevant comments, particularly in cases of partial refinancing.

SECTION L - REPAYMENT

You must always complete section L.1. unless an APD is recommended.

Effective Date: May 6, 2004

1. Is repayment ability reasonably assured? Check yes or no.
2. If no, decline 21. If "no," STOP. Do not complete the balance of the LOR.
3. Recommended payment: If "yes," complete the entry and proceed.
4. Justification, if required.

You must justify the payment if:

- ◆ You exceeded the standard MAFD%, or
- ◆ The monthly payment is less than the standard one-third CA.

SECTION M - COLLATERAL

You must complete this section if you recommend approval.

Unsecured. You may only check this box if the loan amount, including companions, does not exceed the unsecured limit. If you check unsecured, go to section N. Otherwise, proceed.

Type and Location of Collateral. Enter the type (e.g., primary residence, rental property, relocation property, etc.) and location. If available, you must reference each collateral property to the legal description in the file.

FMV. The LV's Fair Market Value for all collateral.

Liens. The current approximate balance of each lien after any reduction by SBA refinance funds. You obtain this from the loan application.

Equity. The difference between the FMV and all liens. If equity is negative, show in <brackets>.

Is collateral adequate? Check yes or no. If "no," you must explain why not according to paragraph 48.

SECTION N - RELOCATION

If the applicant isn't relocating, check the "N/A" box and go to section O. Otherwise, you must check the voluntary or involuntary box, or write the word "Mandatory." Provide all known details, including whether the relocation conforms to SBA's regulations.

SECTION O - FLOOD INSURANCE

You must complete section O if you recommend approval.

1. Is Flood Insurance required by Law? Check yes or no.

Effective Date: May 6, 2004

If Yes, on: Check one (or both) box(es) as appropriate.

2. Is Flood Insurance needed as a credit (policy) matter? Check yes or no.

If yes, on: Check one or more applicable boxes and state the basis for imposing this requirement.

SECTION P - CONSTRUCTION REQUIREMENTS NEEDED

You must complete section P if the loan includes any real estate funds. Check yes or no. Don't use the box labeled "some--explain".

NOTE: SBA Form 601 is not a construction requirement.

SECTIONS Q, R, AND S - CREDIT ELSEWHERE TEST (CET)

You must complete the CET if you recommend approval. Refer to appendix 24 for detailed instructions for completion of section Q (cash flow test), section R (other assets test), and guidance for section S, hardship waiver.

SECTION T - ADDITIONAL COMMENTS

You must use section T for continuations of any comments made in other sections of the LOR or to make simple calculations (e.g., net insurance recovery, landscaping limits, etc.). Always reference the section you are continuing.

COMPLETION SEQUENCE

You should complete the LOR in the following sequence to ensure you address all relevant aspects of processing.

1. HEADING
2. SECTION A - ELIGIBILITY
3. SECTION B - INSURANCE COVERAGE FOR THIS LOSS
4. SECTION C - CREDIT
5. SECTION H - INCOME
SECTION I - MONTHLY FIXED DEBT
SECTION J - FIXED DEBT METHOD CALCULATION
6. SECTION Q - CASH FLOW TEST
SECTION R - OTHER ASSETS TEST
SECTION S - HARDSHIP WAIVER (if applicable)

Effective Date: May 6, 2004

- 7. SECTION K - REFINANCING
- 8. SECTION L - REPAYMENT
- 9. SECTION N - RELOCATION
- 10. SECTION M - COLLATERAL
- 11. SECTION P - CONSTRUCTION REQUIREMENTS (if applicable)
- 12. SECTION-O - FLOOD INSURANCE REQUIREMENTS
- 13. SECTION D - COMMENTS
- 14. SECTION E - RECOMMENDATION

APPENDIX 19
(paragraph 80)

INSTRUCTIONS FOR COMPLETION OF THE SBA FORM 1616

LOAN OFFICER'S REPORT (LOR)
DISASTER BUSINESS LOAN

You must use Form 1616 to process:

- ◆ All physical business applications except for 1-4 rentals owned by sole proprietors; and
- ◆ All EIDL applications except for 1-4 rentals owned by sole proprietors.

You must complete:

- ◆ The heading and sections A and G if you recommend an APD; or
- ◆ The heading and all sections in every other case.

Following this appendix is a completion sequence.

HEADING

You must complete the heading section as follows:

Action. Check original, first reconsideration, or appeal. Check physical, EIDL, or both.

Control No. The control number.

Companion No. The control number(s) of any other application(s) filed by the same applicant or any of its affiliates.

Type of disaster/declared county. The cause of the disaster and the county location (or other declared political subdivision) of the damaged property. In the case of an EIDL, enter the business location.

Applicant's Legal Name. The legal name of the entity applying for the loan (see paragraph 86).

Applicant's Trade Name. The trade name or "dba" name, if applicable.

Damaged Property Address. The damaged property(ies) address(es) from SBA Form 5 or SBA Form 739A.

Effective Date: May 6, 2004

Mailing address. Either check the "same as" box if the same as the damaged property, or enter the mailing address. Check the "temporary until" box if the mailing address is not permanent, and indicate the duration.

Type of Business Organization. Check the appropriate box to indicate the type of business structure or organization. If box "Other" is checked, specify the type of business organization or structure.

Type of Business. State the nature of the business activity (e.g., car dealership).

NAICS Code. The applicant's NAICS code.

SECTION A - RECOMMENDATION

You must always complete section A. Your approval or decline recommendations must agree with your conclusions in section L. You must also include the Number of Employees of the business.

Approvals.

Check the "approve" box and enter the terms of the recommended loan. State the number of employees for all approved loans in the comment section.

Declines.

Check the "decline" box and enter the coded reason(s) for decline.

Withdrawals.

Check the "withdraw" box and enter the coded reason for withdrawal.

Proposed (possible) terms and conditions discussed with the applicant?

Check yes or no in all cases. You must detail the discussion or efforts to contact on the chron sheet. Whenever possible, we require contact.

SECTION B - OTHER RECOMMENDATION

Only completed for split decisions or if the reviewing official does not have the authority to take final action. Check the "approve" box and enter the terms, or check the decline or withdrawal box and enter the coded reason(s).

SECTION C - FINAL ACTION

Only completed by the official with delegated authority to take final action.

Effective Date: May 6, 2004

SECTION D - HISTORY OF THE BUSINESS

Concisely describe the background of the applicant business, including the following:

- ◆ What the business actually does;
- ◆ When operations began;
- ◆ How long under present management;
- ◆ Who is responsible for daily operations;
- ◆ Any changes in size or scope of operation under present ownership;
- ◆ Number and location of branches (if any);
- ◆ Peak business cycles and/or seasonality of business; and
- ◆ Plans for expansion, or changes to operations, etc.

SECTION E - OWNERSHIP AND MANAGEMENT

You must complete section E in all cases, as follows.

Ownership and Management.

Identify and list each owner or principal of the applicant business concern. You must account for 100 percent of the ownership. List non-owner managers, if appropriate, to establish their relationship to the concern. Complete the remaining information as it pertains to each party.

The owner(s) or principal(s) may be another business entity. For example, the applicant, a partnership, may have two partners. One is an individual and the other is a corporation.

You must obtain financial information from each owner and principal as defined above. Generally, it is not necessary to obtain financial information from non-owner managers unless they have voting or management control.

An owner or principal may be:

a. For sole proprietorships, the sole proprietor;

b. For general partnerships, each general partner;

c. For limited partnerships, each general partner and each limited partner who owns 20 percent or more interest in the applicant business concern;

d. For corporations, each stockholder who owns 20 percent or more of the applicant's voting stock.

Effective Date: May 6, 2004

For limited liability entities, each member who owns 20 percent or more interest.

NOTE: In some cases, you must consider certain individuals or business concerns to be owners even if any one or all of them owns less than 20 percent. This is appropriate if the certain individuals concerns:

(1) Collectively own 20 percent or more of the concern, or

(2) Otherwise control the business (e.g., voting control, management control, etc.), or

For example:

(a) When two or more persons have an identity of interest, such as members of the same family or persons with common investments in more than one concern, and they collectively own 20 percent or more, each should be considered an owner.

(b) When an individual owns less than 20 percent of a company, serves as its president and manages the company, this individual should be considered an owner.

For further information about ownership, refer to 18 CFR 121.103. If you are unclear as to whether ownership exists, consult your supervisor.

Comments on Ownership and Management.

Briefly describe the industry experience and managerial capabilities of the owners/management, and include other relevant comments.

Comments on Guarantor(s).

Check the appropriate box to indicate if guarantees are required. If "yes," check the box indicating the type of guaranty. If no, explain why not. Refer to Paragraph 9 for guaranty requirements.

Effective Date: May 6, 2004

SECTION F - AFFILIATES/SUBSIDIARIES

Identify any business entities which are affiliates of the applicant business. List the affiliates and comment as appropriate. You must obtain financial information on affiliate business entities.

Business concerns are affiliates if one entity controls or has the power to control another or if a third party controls or has the power to control both.

Generally, an affiliate may be any concern of which the applicant, or its principals, owns 10 percent or more.

Other relationships may exist which may cause concerns to be affiliates. These include but are not limited to:

- a. Common ownership or management
- b. Previous relationships or ties
- c. Individuals or business concerns with substantially identical business or economic interests, such as family members or common investments
- d. Business concerns that are economically dependent on each other through contractual or other relationships
- e. Other relationships as specified in 13 CFR 121.103

For further information about affiliation, refer to 13 CFR 121.103. If you are unclear as to whether affiliation exists, consult your supervisor.

SECTION G - CREDIT

List the applicant, and if different, each party identified in section E and any affiliates or subsidiaries from section F. Provide brief comments about each party's manner of handling their business and personal obligations. Explain all prior adverse credit problems considered satisfactorily resolved and unlikely to recur. Check either "satisfactory" or "unsatisfactory" for each party listed and indicate the source of the credit data. Complete the balance of the section as it pertains to judgments and SBA experience for each party. You can't recommend an approval if overall credit remains unsatisfactory.

SECTION H - COLLATERAL

You must complete section H if you recommend approval, as follows.

Unsecured.

You may only check this box if the loan amount, including companions, does not exceed the unsecured limit. If you check unsecured, go to section I.

Location.

The actual street address of the collateral on the line adjacent to its type.

Exh.

If available, you must reference each collateral property to its legal description in the file.

Lien holders.

The name of the lien holder(s) for each collateral item.

FMV & Source.

The Fair Market Value (FMV) and its source for each collateral item.

Amt of Liens.

The current approximate balance of each lien on the collateral property, as shown on the financial information in the file.

Equity.

The difference between the FMV and all liens. If equity is negative, show in <brackets>.

Total \$ _____.

The total equity of all collateral.

Is collateral adequate?

Check "yes" or "no" after comparing the total equity to the loan amount. If "no," you must explain why not according to paragraph 48.

SECTION I - FLOOD INSURANCE REQUIREMENTS (PHYSICAL ONLY)

Effective Date: May 6, 2004

You must complete section I if you recommend approval.

1. Is Flood Insurance required by Law? Check yes or no.

If Yes, on: Check one (or both) boxes as appropriate.

2. Is Flood Insurance needed as a credit (policy) matter? Check "yes" or "no".

If yes, on: Check one or more applicable boxes, indicate the amount of coverage, and state the basis for imposing this requirement.

SECTION J - FLOOD INSURANCE REQUIREMENTS (EIDL ONLY)

You must complete section J if you recommend approval.

1. Is Collateral Property in a SFHA? Check "yes" or "no." If "yes," or if flood insurance is needed as a credit (policy) matter, complete line 2.
2. Amount of Coverage on Collateral Property. Generally, "amount of loan" is adequate. You must justify the amount, if "other" is checked.

SECTION K - COMMENTS ON FINANCIAL CONDITION

You must complete section K based on the analysis performed on SBA Form 1617, "Disaster Business Loan Spreadsheet." Generally, all business LORs have one (or more) accompanying spreadsheets. You should discuss your analysis of each subsection, as follows.

- K(1) Comments on Balance Sheet, Ratio Analysis and Account Aging. This section corresponds to page 1 of the 1617 for the applicant, and should discuss:

- ◆ Who prepared the balance sheet ("A," CPA, Independent Accountant, etc.);
- ◆ Method of accounting (cash, accrual, etc.);
- ◆ Any adjustments you made to the balance sheet (breaking out long term debt, consolidation of fixed assets, placement of goodwill, etc.);
- ◆ Tangible net worth;
- ◆ Ratio analysis and comparison with Robert Morris Associates (RMA), if applicable; and
- ◆ Slowness in accounts receivable and payable (if applicable).

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For example:

"Balance sheet was prepared by accountant on accrual basis. LO adjusted receivables to reflect amounts due from owner as other asset instead of current asset. No other adjustments were made. Net worth appears substantial, and is comprised mainly of equity in rental properties. No ratio analysis performed due to type of operation. No agings provided; A/Rs consist of rents due; no A/Ps as part of operations."

K(2) Comments on Income Statement, Cash Flow Statement and Schedule of Future Debt. This section corresponds to page 2 the 1617 and should discuss:

- ◆ Who prepared the income statement ("A", CPA, Independent Accountant, etc.);
- ◆ Method of accounting (cash, accrual, etc.);
- ◆ Degree of reconciliation to corresponding balance sheet (inventory vs. COGS; net profit vs. retained earnings, etc.);
- ◆ Trends;
- ◆ Any adjustments you made to COGS, expenses, etc.;
- ◆ Any adjustments you made to the applicant's forecasts, or any forecasts you made;
- ◆ Source of other income and outside income, if applicable; and
- ◆ Schedule of future debt structure (balloon payments, lines of credit, etc.).

For example:

"Income statements from FTRs. YTD P&L prepared by same accountant on same basis as balance sheet. LO excluded one-time repair expense resulting from disaster. No other adjustments. Forecast prepared by applicant to reflect increased gross rents. LO made no adjustments as historical trend supports 6 percent increase. Outside income from spouse's wages, and continuing. Debt schedule includes business and personal obligations, and reconciles to liabilities."

NOTE: Comments in this section refer to the applicant, not its affiliates, principals, etc. (comments on affiliate income are made in section F; comments on principals' income are made in section L). However, in the case of sole proprietors, if the income from the business and the owner are so intermingled that they cannot be separated, comment on the owner's income in this section.

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K(3) Comments on Overall Financial Condition. You must conclude your analysis of the applicant's overall financial condition in this section, and discuss:

- ◆ Present financial condition and liquidity;
- ◆ Operational trends (growth, fluctuation, stagnation, etc.);
- ◆ Reasonableness (attainability) of forecasts;
- ◆ Reliance upon principals for capital infusions;
- ◆ Depletion of worth by owners; and
- ◆ The overall financial condition of the applicant, and checking the appropriate box.

For example:

"Overall financial condition is satisfactory. Applicant business has been growing steadily for 3-4 years and has operated at capacity (occupancy) since inception. Business is well capitalized and does not generally require working capital support from owners."

NOTE: If you check unsatisfactory, you cannot recommend an approval.

SECTION L - REPAYMENT ABILITY

You must complete section L, as follows.

L(1) Discuss Cash Available to Service Additional Debt (CASAD) and Repayment Ability. You must first enter:

- a. CASAD-applicant (obtain from SBA 1617);
- b. CASAD-affiliate, parent, subsidiaries, and principals (from SBA 1617s or other sections); and
- c. Total CASAD (sum of a and b) and proposed SBA annual payment.

You must then discuss:

- ◆ Continuance of income;
- ◆ Adequacy of CASAD and percentage required for SBA payment;
- ◆ Ability of owners to meet necessary living expenses. (For principals of corporations and partnerships, apply the FDM. When applying the FDM to principles of corporations and partnerships, you must use only the

Effective Date: May 6, 2004

income generated outside of the applicant business and affiliates. This includes analysis of S-corporations, even though the business income flows through individual tax returns. For sole proprietors, discuss the ability of the owners to meet their living expenses and the SBA payment from CASAD. To calculate CASAD of a sole proprietorship, all sources of revenue are to be aggregated to establish the gross annual income, less all debt - business or personal. The FDM does not apply.); and

- ◆ If repayment ability is or is not reasonably assured. Check the appropriate box. If you check "is not," you cannot recommend approval.

For example:

"Total CASAD is \$24,000, which reflects principal's compensation. Proposed annual SBA payment of \$8,000, representing approximately 33 percent of CASAD, leaves \$16,000 for ongoing operations and contingencies."

L(2) Payment Amount and Maturity Justification.

You must first check the appropriate box for the CET result. Then you must discuss:

- ◆ The amount of the actual monthly payment.
- ◆ Any variance to the standard one-third CASAD target payment; and
- ◆ Loan maturity.

SECTION M - LOAN AUTHORIZATION CONDITIONS

You must complete section M if you recommend approval and include any non-standard conditions. You must:

- ◆ Justify all nonstandard conditions; and
- ◆ Not impose conditions the applicant cannot meet.

SECTION N - INSURANCE COVERAGE FOR THIS LOSS

Check "yes" or "no" for questions 1 and 2. If "yes" to either question, you must complete the balance of section N. Otherwise, go to section O.

SECTION O - REFINANCING

1. Applicant meets all refinancing criteria? Check "yes" or "no." If "yes," you must complete the balance of the section, as discussed below. If "no," go to section P.
2. Refinancing eligibility discussed with applicant on: The date of the discussion.
3. Amount to be refinanced. Amount recommended for refinancing and the name of the lien holder(s).
4. Credit report requested from lender? Check "yes" or "no." If "yes," discuss credit history. If "no," explain why not.
5. Justification, if required. Any relevant comments, particularly in cases of partial refinancing.

SECTION P - ELIGIBILITY

You must complete section P for all physical damage applications.

SBA Verified Total Loss.

On the line for "SBA Verified Total Loss," enter the amounts supplied by the loss verifier for R/E, M&E, FF, and inventory. If LHI were verified, show losses in the R/E column. Obtain these figures from the SBA Form 739A without consideration of limitations (ineligible amounts, landscaping limits, legislative limits).

Less Net Insurance.

The NET insurance proceeds after deductibles, mandatory payoff of mortgages and insurance adjuster's cost.

Less other recoveries.

The amount of duplicated assistance received from sources other than insurance.

Uncompensated Physical Loss.

The difference between the SBA verified total loss, any other recoveries, and net insurance.

Eligible Physical Loss.

The difference between uncompensated physical loss and any excess amount(s) over the landscaping limit, any ineligible amount and amounts over the legislative limit.

Eligible Refinancing.

The amount of eligible refinancing.

Amount Requested.

The total requested amount in the last column. Obtain this from the loan application. If the applicant did not specify a particular amount, write "N/S" (not stated) in the total column.

Recommended.

The individual recommended amounts for each category and the total.

Comments on Eligibility.

You must explain the reasons if the amount recommended is less than the eligible amount (e.g., applicant's request; limited repayment ability, etc.).

SECTION Q - RELOCATION

If the applicant isn't relocating, check the "N/A" box and go to section R. Otherwise, you must check the voluntary or involuntary box, or write the word "mandatory". Provide all known details, including whether the relocation conforms to SBA's regulations.

SECTION R - CONSTRUCTION REQUIREMENTS

You must complete section R if the loan includes any R/E or LHI funds. Check yes or no. Don't use the box labeled "some-explain."

NOTE: SBA Form 601 is not a construction requirement.

SECTION S - CREDIT ELSEWHERE TEST (CET)

Refer to appendix 25 for detailed instructions for completion of the business CET and authorized hardship waivers.

NOTE: The section S on page 7 of the LOR is no longer used (see appendix 25).

COMPLETION SEQUENCE

The LOR should generally be completed in the following sequence to insure all relevant aspects of processing are addressed.

1. HEADING
2. SECTION P - ELIGIBILITY
3. SECTION N - INSURANCE COVERAGE FOR THIS LOSS
4. SECTION D - HISTORY OF THE BUSINESS
5. SECTION E - OWNERSHIP AND MANAGEMENT
6. SECTION G - CREDIT
7. 1617 - SPREADSHEET(S)
8. SECTION K - COMMENTS ON FINANCIAL CONDITION
9. SECTION F - AFFILIATES/SUBSIDIARIES
10. SECTION S - CREDIT ELSEWHERE TEST
11. SECTION O - REFINANCING
12. SECTION L - REPAYMENT ABILITY
13. SECTION Q - RELOCATION
14. SECTION H - COLLATERAL
15. SECTION I/J - FLOOD INSURANCE REQUIREMENTS
16. SECTION R - CONSTRUCTION REQUIREMENTS
17. SECTION M - LOAN AUTHORIZATION CONDITIONS
18. SECTION A - RECOMMENDATION

Effective Date: May 6, 2004

APPENDIX 20

(paragraphs 125, 126, and 127)

INSTRUCTIONS FOR COMPLETING SBA FORM 1618EIDL ADDENDUM

The EIDL Addendum allows for a great amount of detail when appropriate. You complete it only to the extent necessary to make your recommendation.

1. WHEN TO USE THE EIDL ADDENDUM

- a. For Phase I analysis, use SBA 1618B. Complete sections T, X, and Y as needed.
- b. For Phase II analysis, use SBA 1618A. Complete sections T, U, W, X, and Y as needed.
- c. For Phase III analysis, use SBA 1618. Complete all sections, as needed.

2. USE AND APPLICABILITY OF THE EIDL ADDENDUM

Section T, Applicant Identification. Use to establish basic eligibility in terms of location, activity and size. Applies to all Phases.

Section U, Injury Period Analysis. Use to determine the time period the business is affected by the disaster. Applies to Phases II and III.

Section V, Needs Analysis. Use to determine the necessary cash outlays which the business will be unable to fund due to the disaster. Applies to Phase III.

Section W, Injury Analysis. Use to measure the effects of the disaster on the overall financial condition of the business. Applies to Phases II and III.

Section X, Conclusions of EI Analysis. Use to summarize the analysis and set the loan amount. Applies to all Phases.

3. COMPLETION OF THE EIDL ADDENDUMSection T.

- a. Name of Applicant. The legal name and trade name (if applicable) of the applicant business.
- b. Eligible Location. The location of the applicant business (see subparagraph 117.a.).
- c. Business Activity. The activity of the applicant business prior to any consideration of affiliation (see subparagraph 117.b.).

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- d. Affiliates. State if there are any concerns affiliated with the applicant business. See appendix 19 for definition of affiliation.
- e. Primary Activity. State the primary activity of the affiliated group. If there are no affiliates, this is the same as the business activity.
- f. Size Standard for the Industry. The size standard that corresponds with the NAICS code of the primary activity (see subparagraph 117.c).
- g. Is the Applicant an Eligible Small Concern? Check "yes" or "no." If the decision is not obvious, attach a nonformal size determination worksheet and check the appropriate box (see appendix 21).

NOTE: We don't require further analysis if the applicant is ineligible by reason of location, size, or activity. You must decline the request.

Section U.

The injury period is the time period during which the business feels the adverse affects of the disaster. You must determine the injury period at the outset because this time frame is a key element for the needs and injury analyses. The injury period does not necessarily begin with the date of the disaster, nor does it necessarily correspond to the incidence period stated in the declaration or designation. For Secretary of Agriculture (USDA) disaster declarations which include the statement "and continuing" the incident ending date shall be the application filing deadline, unless the declaration is amended to include an incident ending date. You must thoroughly understand the applicant's business cycle to accurately determine the recovery period. Full recovery is often contingent upon completion of one or more business cycles.

NOTE: For Secretary of Agriculture (USDA) disaster declarations, the implementation of the filing deadline as the incident period ending date only pertains to the incident period. The amount of Economic Injury Loan eligibility will continue to be determined based on injury period losses and needs. For example, USDA issued a declaration on March 1, 2003, for drought with the incident period stated as "March 1, 2001 and continuing" with a filing deadline of November 1, 2003. SBA would subsequently issue a declaration under the same terms to and non-farm businesses. Under this example, SBA eligible non-farm businesses could suffer economic injury resulting from reduced income from farmers in crop years 2001, 2002, 2003 and possibly 2004. Such losses are eligible and may be considered under our program provided the non-farm business applicant can show their economic injury was a direct result of the declared disaster.

NOTE: For MREIDL, process all applications under this program using Phase III. The incidence period for MREIDL would coincide with the activation of the essential employee and would end with their release from active duty status.

- a. The beginning date of the disaster and the date the resulting economic injury began.

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These may be the same date, or there may be a delayed effect (such as in SecAg designations). All Phase I and Phase II applications result from physical damage and the beginning date is the incidence date in the declaration. The onset of the injury can never predate the disaster. Plot dates of significance which impact the duration of the injury period.

- b. If there is no physical damage to the applicant's business, the onset of the injury may be delayed. This usually occurs when the injury is not the result of sudden physical damage. In these cases you should first complete the monthly sales analysis in section W.1.a. to identify the onset of the injury. (You must plot the sales data first in all Phase III cases).
- c. The dates of events affecting the duration of the injury period; e.g., the date of completion of repairs if physically damaged; the completion of the business cycle; etc.
- d. The end of the injury period (the return to normal operations), actual or projected.

Section V.

The Basis for a Phase III EIDL is Needs. Needs are the normal working capital requirements for the injury period, less costs not incurred because of the disaster, plus disaster related costs. Working capital generated from operations during the injury period and available excess business and personal resources reduce the amount of needs.

Many needs are apparent after your initial review of the financial information in the file. The applicant may advise us of problems that have been or are being experienced. When you complete the spreadsheets, you can identify needs that are not immediately obvious. An analysis of the spreadsheet and its ratios may help you verify the applicant's requests.

You may reduce the degree of injury analysis necessary to support the needs if you identify needs before computing injury. In some cases there may be no needs, and the business may already have returned to a normal level of operations. If there are no needs, there is no basis for an EIDL, and generally no further analysis is necessary. You divide needs into three categories, as follows.

- a. To-date needs are normal obligations already incurred (usually reflected as liabilities on the most recent available post-disaster balance sheet) which the business is presently unable to pay as a result of the disaster. They include funds necessary to bring delinquencies current and to restore working capital to normal levels. To-date needs are divided into two categories so you can identify problems:
 - (1) Needs from transactions which predate the disaster; and

- (2) Needs from transactions which post-date the disaster but predate processing.

NOTE: Post-disaster needs resulting from pre-disaster transactions are not necessarily excluded from consideration. For example, some businesses, particularly seasonal ones, may run behind on payments during their slow season and catch up during the busier season.

- b. Future needs are normal obligations which the business won't be able to meet throughout the remainder of the injury period. They will sometimes be a continuation of to-date needs, such as:
- (1) Fixed debt payments necessary to maintain the current status of long term debts; or
 - (2) Payments of ongoing fixed expenses such as rent; utilities; insurance premiums; or the owners draw/salary when the draw is both normal and essential. Future needs do not exist if the injury period is over and the balance sheet date corresponds to, or is dated later than, the end of the injury period. In this case, all disaster related economic injury due to an inability to pay normal and necessary operating expenses should be reflected on the balance sheet of the applicant.
- c. Extraordinary items are needs outside of normal operations and directly caused by the disaster. You list these needs in column (f) to separate them from the needs that must be supported by the injury analysis. Extraordinary items can include:
- (1) Temporary rent or storage fees, additional advertising costs, etc.;
 - (2) Accelerated debt due to the disaster (see section W.2.);
 - (3) Inventory replacement may be an extraordinary item. For example, in the spring, a clothing store located in a disaster area is left with an inventory of winter clothing and has no funds to order summer stock. The cost of ordering summer inventory represents an additional need. If you recommend inventory replacement as EI, and a physical loan was also approved for inventory, you must be sure that you don't duplicate the physical loan; and
 - (4) Extraordinary items already paid will not show up in column (f) as needs because the applicant may have diverted funds normally used for customary expenses to pay them. This increases the amount of to-date needs shown as liabilities on the balance sheet and in columns (c) and (e). Section W.2. discusses this possibility.

- d. Resources and Recoveries. EIDLs may only fund uncompensated losses. Once you identify all needs, you must determine if any recoveries are available to alleviate these needs. The most common recoveries are business interruption insurance and state or local economic development grants.

If the applicant already received and used recoveries (or if they show on the balance sheet as cash), the needs you identify represent the remaining needs after injection of the recoveries. However, if not applied, deduct them here. If you anticipate a future recovery but details are uncertain, proceed as if there is no recovery and condition the LAA accordingly.

SBA regulations require EIDL applicants to use personal and business assets to alleviate the injury to the greatest extent feasible, without incurring hardship. "To the greatest extent feasible" means to the extent these resources are not necessary for the firm's survival or for the principal's livelihood. To identify excess resources and assets, review the applicant's financial statements to determine if part or all of the needs might be alleviated through:

- (1) Sale or utilization of assets not used in normal business operations; or
 - (2) Sale or utilization of liquid assets which would not result in considerable loss to the business, or which are not required for reserves, immediate expansion, etc.; or
 - (3) Financial resources of the parent firm controlling the applicant, affiliated firms, the proprietor, each general partner, each limited partner or affiliated group of limited partners who own 20 percent or more of the partnership, and each stockholder or affiliated group of stockholders with 20 percent or more ownership, as appropriate; or
 - (4) Private credit sources.
- e. Needs Summary. Complete section V to the extent possible, listing the identified needs in the appropriate columns. Summarize the resources and recoveries to be applied to the total needs. Do not complete the final totals until later as subsequent analysis may uncover information which will affect the totals. If there are no identified remaining needs and the business has resumed normal operations, the analysis is complete and no substantial economic injury has been sustained. If there are no remaining needs but the injury period is ongoing, you must complete section W to determine future needs.

Section W.

There are two components of injury. You use section W to measure the injury to the business. The injury analysis is divided into two sections: "Injury from Operations" and "Balance Sheet Analysis and Extraordinary Items." Injury from Operations is further divided into two parts: (a) Monthly Sales Analysis (Phases II and III); and (b) Modified

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Contribution Margin (MCM) Analysis in Phase III (or GM analysis in Phase II). The most common injury is from operations. The monthly sales analysis measures the amount of lost sales. The MCM (or GM in Phase II) analysis measures the impact the reduction in sales had on funds available to maintain operations. This injury from operations is one component of injury. The other component of injury, the balance sheet analysis and extraordinary items, identifies additional injury not reflected in the operations. Section W addresses each component separately.

a. Injury from Operations - Monthly Sales Analysis (Section W.1.a.)

Most needs are generally attributable to reduced revenues. You must complete the monthly sales analysis to evaluate the impact of the disaster on operations. This helps identify the injury period. To measure the amount of lost sales, you determine:

- ◆ Sales had the disaster not occurred (normal); and
- ◆ Sales that actually occurred or will occur during the injury period.

In section W.1.a., the initial month used in the sales analysis corresponds with the first month of the business' fiscal year. Spread the monthly sales figures for the 3 years preceding the disaster and for the year to date. If 3 years of sales figures are unavailable (due to the age of the business or inadequate financial records), obtain at a minimum the monthly sales figures for the injury period to date and for any corresponding historical periods available. When the availability of monthly sales figures is limited, obtain the best available historical figures (i.e., quarterly, semi-annual, or annual), along with an explanation of normal business cycles from the applicant. Using average monthly figures from quarterly, semi-annual, or annual figures could substantially distort business cycles, so you must obtain information about any seasonality of the business.

(1) Determining Normal Sales.

Normal sales are those which would have been attained had the disaster not occurred. You must first review historical sales figures and identify and apply trends to historical figures. Once you determine normal sales, insert them in the "Normal" columns of section W.1.a. for the months corresponding to the injury period and total the columns.

(2) Identifying and Applying Trends.

A trend can be upward, downward, fluctuating, stable, or undetermined.

Historical annual figures may suggest a certain trend. However, unless the corresponding injury period is also annual, seasonality or changes in business cycles may result in an annual trend which is different from the trend within the injury period. Therefore, to identify the appropriate trend, you must compare the historical sales only for the months which correspond to the months of the injury period (e.g., if the injury period is

May to July, normal should be based upon the sales trend for May to July over the previous years). Use the following to determine trends:

- (a) Upward. If the sales trend is upward, project continued growth as normal. For example, if the disaster injury period is January to June, and the historical data for these same months show respective 10 and 14 percent increases in sales during the corresponding periods, project a 12 percent increase in sales (average growth rate for the 2 previous years) to obtain the estimated normal sales. However, there could be a historical upward trend, but the upward trend itself could be decreasing. In the example above, if the historic upward trend was a 14 percent increase followed by a 10 percent increase, the trend is still upward but at a decreasing rate. In these cases an average may not be representative. Use the most recent growth rate to project normal.
- (b) Downward. If the sales trend is downward, use the most recent year prior to the disaster as normal. This gives the benefit to the applicant as it assumes the business will duplicate the previous year. Due to the existence of declining industries and failing businesses, you do not automatically assume a declining trend has stopped when you are analyzing repayment ability.
- (c) Fluctuating. If the sales are fluctuating, you must determine if this is due to the accounting method, a business cycle extending beyond one year, or other economic factors. These factors are most prevalent in businesses engaged in major construction projects, media production, etc. In most of these cases, you base normal sales on the predisaster 3-year average. If the basis for forecasting normal sales is anything other than an average of the three predisaster years, you must justify your analysis in the LOR.
- (d) Stable. If the sales are stable with little change during the months of the injury period from year to year, use the sales for the months of the injury period from the last year prior to the disaster as normal.
- (e) Undetermined. In some cases the sales trend may be undetermined (e.g., when a business is new and has not had adequate time to establish historical patterns). You may need to rely upon financial forecasts to establish normal sales. You must determine if the forecast is reasonable and attainable (without the disaster) before using it.

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NOTE: The above principles are guidelines, and it may be appropriate to deviate from them if circumstances warrant. You must justify any deviation in the LOR.

(3) Exclusions Due to Abnormal Occurrences.

Possibly, an abnormal occurrence in one of the prior periods may skew the results of your trend analysis. For example, a previous disaster or the serious illness of the owner could result in abnormally low sales during one of the periods. Similarly, the influx of a major construction project into an area could create a temporary business boom, which may not be sustained. In these examples, the sales indicated by the other years may be more representative of normal. If an abnormal occurrence exists, the trend analysis may exclude that period. The exclusion of a prior period does not imply all three periods should be ignored, or that you should search further back in history for a positive trend.

Recent (within the past few years) changes in the size or scope of operations can alter what is normal. For example, if a dry cleaner operated from only one location, but 2 years ago expanded by adding a second location, the historical sales and trends from the one-location operation would not be representative for comparison purposes when establishing normal. The same theory applies to businesses which have significantly changed their product mix or services in recent years. Your ability to recognize changes is critical to accurate and consistent analysis. After you identify the trend and establish normal, complete the appropriate lines in section W.1.a.

(4) Determining and Estimating Injury Period Sales.

Determine the sales during the entire injury period (the actual to-date sales plus the estimated sales during the remainder of the injury period). You only use estimated sales when the injury period is not over at the time of processing. If the injury period is ongoing, list the actual monthly sales to the most current date possible in the "Injury Period" columns. Review these figures and information available regarding the effects of the disaster on operations, and estimate the expected sales figures for the remainder of the injury period. Indicate estimated sales with an "e" to differentiate them from actual sales.

b. Injury from Operations - Modified Contribution Margin (MCM) Analysis (or Gross Margin (GM) Analysis in Phase II) (Section W.1.b.).

In Phase III, you use the MCM analysis to calculate the funds a business has or will generate to pay fixed expenses, service debt, compensate the owners (if

applicable), and provide for its working capital needs. In Phase II, you use the GM analysis.

In section W.1.b., you use the normal sales from W.1.a. to calculate an approximation of the amount of funds normally available to apply towards fixed costs, etc. You use the injury period sales to calculate a reasonable estimate of the amount that was or will be generated to apply towards needs. The difference between these two amounts is the lost MCM. It is the shortfall of funds from what the business would have been able to generate and what was actually generated.

(1) Definition of Gross Margin (GM).

GM is sales less cost of goods sold (COGS). You do not adjust COGS unless there is a change in the components of COGS from year to year.

(2) Definition of Modified Contribution Margin (MCM).

MCM is sales, less COGS, less expenses which are obviously variable. "Obviously variable" expenses are totally dependent on sales, (e.g., commission expense; delivery expense; etc.) and not included in COGS. You must review the operating statements and identify as variable only those expenses that are dependent on sales. There may have been some expenses not incurred because of the disaster due to a lack of sales. However, you do not adjust these because they are totally variable and are accounted for in the Actual MCM percent calculation. If there are no variable expenses, the MCM is the same as GM.

(3) Calculating Normal MCM or GM percent.

You calculate the MCM or GM for each of the previous years (or other applicable period) in section W.1.b. You then calculate the MCM/GM percent for each of those years and record the result on the appropriate line. You determine the Normal MCM/GM percent by applying the same trend analysis principles used to calculate Normal Sales. Generally, you

determine Normal MCM/GM percent on an annual basis because monthly income statements are not available. You must explain any deviation from the trend analysis guidelines if Normal MCM/GM percent does not follow directly from the trend analysis.

(4) Calculating the Injury Period MCM or GM percent.

The injury period MCM/GM percent is generally the same as normal because the financial information is not available for a separate calculation.

However, sometimes the actual MCM/GM percent for the injury period may differ from the Normal MCM/GM percent. For example, the applicant was forced to liquidate merchandise at a substantial reduction. You must justify any deviation if the MCM/GM percent for the injury period differs from what would be indicated by normal.

(5) Calculating Lost MCM or GM.

You calculate Lost MCM or Lost GM as follows:

- (a) Multiply the Normal Sales by the Normal MCM/GM percent;
- (b) Multiply the actual/forecasted injury period sales by the actual/forecasted injury period MCM/GM percent; and
- (c) Subtract the result of the first calculation from the result of the second calculation.

NOTE: For Phase III analysis, the difference is the lost MCM. For Phase II analysis, the difference is the lost GM and is also the loan amount if there are no extraordinary items.

(6) Returning to the Needs Analysis (Phase III only).

You may need to return to section V to finalize the estimate of future essential needs if the injury period is not over.

Use the historical information to determine the funds necessary to meet the normal fixed costs and debt service requirements for the months remaining in the injury period. Next, use the actual MCM percentage for the injury period and calculate the MCM which will be generated for the months remaining in the injury period. Use these calculations to amend the estimate for future essential needs in column (d), as needed.

(7) Completing the MCM Analysis (Phase III only).

If the lost MCM covers the remaining essential needs on line V.12.(e), you do not need to complete section W.2. Go to section X to conclude the EI analysis. If the lost MCM is less than the remaining essential needs on line V.12.(e), go to section W.2. to determine if there is additional injury.

c. Balance Sheet Analysis and Extraordinary Items (Section W.2.) (Phases II and III).

Economic injury is not always limited to lost sales or reduced margins. It may include extraordinary items, which generally result from the inability to convert current assets to cash, or the diversion of cash to meet additional expenses caused

directly by the disaster. You must analyze extraordinary items because this injury usually is not revealed in the lost MCM/GM analysis. You must be careful not to duplicate the injury from lost MCM when determining extraordinary items. You may need to make comparative balance sheet and other analyses to identify this additional injury, which generally occurs in one or more of the following categories:

(1) Frozen Inventory.

A business may have additional injury if it is unable to sell inventory due to the effects of a disaster. This may include: additional interest expense to carry the inventory; storage fees to hold the inventory; restocking and freight charges to return it; future losses in GM to liquidate it; etc. This is common with seasonal merchandise such as fertilizer, ski equipment, boats, farm equipment, holiday goods, etc. In other cases, the general income reduction in a disaster area will cause certain inventory to move more slowly.

Some businesses, such as furniture and appliance dealers, automobile and farm equipment dealers, etc., may have floor planned inventory. You must understand the business's inventory financing arrangements. Floor plan financing is provided by the manufacturer or a commercial finance company, and terms may vary greatly. For example, there may be an interest free period, interest only payments, or required periodic principal reductions (curtailments) due. Frozen inventory financed by floor plans can result in a demand for payment of part or all of the floor plan note prior to the sale of the inventory (creating a situation similar to a lender accelerating debt).

You calculate frozen inventory by reviewing the balance sheets and calculating the relevant ratios and comparing the results from the injury period to the prior period(s). You must identify any multi-year trends or fluctuating inventory turnover ratios that could indicate a greater or lesser injury.

(2) Frozen Accounts Receivable (A/R).

Frozen A/R creates injury in much the same way as does frozen inventory. When an applicant's receipt of payments on credit sales becomes slow, the cash available to pay fixed and other expenses is reduced. Since accrual income statements reflect only sales, and not the receipt of funds, the injury from frozen receivables will not be reflected in the lost MCM/GM analysis. You can measure frozen A/R by comparing:

- ◆ The pre-disaster and post-disaster A/R agings; and

- ◆ The pre-disaster and post-disaster receivables' turnover ratios (or days receivable).

You calculate frozen receivables by reviewing the balance sheets and calculating the relevant ratios and comparing the results from the injury period to the prior period(s). You must identify any multi-year trends or continuing collection problems that could indicate a greater or lesser injury.

The amount of injury attributable to frozen accounts receivable cannot exceed the actual amount of frozen receivables. When the receivables are uncollectible, they are considered an extraordinary item and will generally result in a 1:1 EI.

Frozen A/R creates additional injury and the need is reflected in the business's inability to pay creditors, fixed debt, or operating expenses.

(3) Eligibility for Accelerated Debt.

The need to meet accelerated debt is normally covered in section V of the needs analysis as an extraordinary item. This injury is not measured by the lost MCM or GM. The fact that the debt has been paid does not reduce injury and may not reduce needs.

Accelerated debt arises from obligations which are frequently (quarterly, semi-annually, or annually) renewed or rolled-over, such as demand notes. The amount accelerated is the need. Eligibility is limited to the average amount the debt was previously reduced during the period corresponding with the injury period. This represents the true current portion the applicant could have paid had the disaster not occurred.

The disaster may cause the lender to require an accelerated payment in excess of the normal amount. This is because the economic injury resulting from the declared disaster has so weakened the condition of the borrower that the lender insists on a pay-out or a major reduction in the loan balance. Generally, amounts demanded by the lender in excess of the average previous reduction aren't eligible. However, in these cases, the applicant incurred a need which would not have otherwise occurred. Demands for accelerated debt payments may create additional eligibility, subject to the following restrictions.

- ◆ The lender must offer reasonable justification that the abnormal acceleration is the direct result of the disaster. Causes for acceleration such as FDIC audits or poor post-disaster economic conditions alone are not sufficient justification

- ◆ The amount of eligibility is limited to two times the average previous reduction of the debt. The AAD/LP must approve this recommendation.
- ◆ The eligibility may be raised to three times the average previous reduction of debt, however the AD or Deputy must approve this recommendation.
- ◆ When EIDL proceeds are used to reduce accelerated debt, it may be necessary to have the remaining debt restructured to avoid the lender demanding payment in excess of what the borrower can meet.
- ◆ Because the EIDL substantially benefits the lender, it should be willing to restructure the borrower's debt. You must condition the LAA accordingly. If the lender is unwilling to cooperate, it may indicate pre-disaster problems between the applicant and lender, and could result in an inability of the applicant to remain viable.

(4) Extraordinary Items.

You cover extraordinary items that represent current needs in the needs analysis and these require no further support. However, an extraordinary item paid prior to filing the application will not appear in column (f). In addition to the obligations that cannot be met because sales and margins were lower than normal, it is possible additional obligations cannot be met because the limited funds available were used to meet an extraordinary item. Again, instead of the needs being divided between columns (e) and (f) in section V, they all appear in column (e).

Section X.

Phase I analysis ends with the calculation of 2 months lost GM. Phase II analysis ends with the completion of section X3. The final stage of Phase III analysis is the reconciliation of needs and injury, completing the entire section X by comparing remaining essential needs from section V (excepting extraordinary needs in column f) with the total injury measured in section W.

a. Limitations on the Possible Loan Amount (Phase III).

Because a Phase III EIDL cannot exceed the injury incurred, the possible loan amount is the lesser of the needs (from line V.12.(e)), or the Total EI (lost MCM from section W.1.b. plus additional EI from section W.2.), plus remaining extraordinary needs from V.12.(f).

b. Calculating the Possible Loan Amount.

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- ◆ Transfer the lost MCM amount from section W.1.b. to line X.1.
- ◆ Transfer any additional EI amount from section W.2. to line X.2.
- ◆ Transfer the total of lines X.1. and X.2. to line X.3. (Total EI).
- ◆ Transfer any remaining essential needs from line V.12.(e) to line X.4.
- ◆ Transfer any remaining essential needs from line V.12.(f) to line X.6.

NOTE: The entry on line X.6. is not compared to injury. If the amount on line V.12.(f) includes accelerated debt, transfer only the eligible amount to X.6.

- (6) Compare the remaining essential needs on line X.4. to the total EI on line X.3. If X.3. equals or exceeds X.4., the possible loan amount will be total needs (X.4. plus X.6.).
 - (7) If X.4. exceeds the total EI on line X.3., enter the shortfall on line X.5., proceed as follows.
 - (a) Review the components of the analysis for any errors and/or oversights.
 - (b) Review for the possibility of pre-disaster problems and consider if any needs can be addressed through workouts with existing lenders.
 - (c) If the review increases total EI, proceed. The possible loan amount will be the total remaining needs (X.4. plus X.6.). If the excess needs can be addressed through other means (e.g., workouts, etc.), the possible loan amount will be total EI plus remaining extraordinary needs (X.3. plus X.6.).
 - (d) You must explain any shortfalls (from line X.5., from ineligible portions of accelerated debt, or from any other ineligible needs). If the shortfall cannot be met through other means, decline for coded reasons 21 (lack of repayment ability) and 25 (inadequate working capital after the loan).
- c. Returning to the CET.
- Once you determine a potential loan amount, complete the CET. If the applicant passed both threshold tests and doesn't have credit available elsewhere you should consider loan approval. If the applicant exceeds either threshold, the CET result will generally depend on the losses. In these cases, much of the test is complete and you can finalize the decision. If the CET result is no credit available

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elsewhere, proceed. If credit is available elsewhere, decline for coded reason 34, or justify a hardship waiver, if appropriate.

d. Proposed Eligible Use of Proceeds.

Complete the box. The use of proceeds should be consistent with the needs identified in section V. You must justify any restrictive or irregular use of proceeds and/or for any special conditions imposed to assure the needs will be met.

e. Disbursement Instructions.

Any special or unusual conditions for disbursement must be explained in the space below the box. You must support any disbursement restrictions by including special conditions in the LAA advising the borrower of the requirements for obtaining disbursement. You must provide any instructions relevant to the timing of disbursement for the legal department.

Section Y.

Use this section of the SBA 1618 for continuation of any comments, explanations or justifications made in previous sections. Entries should clearly reference the particular section of the addendum to which they pertain.

Appendix 21
(paragraph 116 and 117)

SIZE APPENDIX

1. Why a Size Standard?

SBA's size standards define whether a business entity is small and, therefore, eligible for an EIDL. SBA establishes size standards by types of economic activity or industry under the North American Industry Classification System (NAICS). NAICS manuals are published by the Office of Management and Budget (OMB). You must use the NAICS manual to determine the NAICS code applicable to the primary activity of the applicant and of any affiliates.

2. Size Standards for an EIDL Applicant.

13CFR 121.301(a) states: "For Business Loans and Disaster Loans (other than physical disaster loans), an applicant must not exceed the size standard for the industry in which:

- a. The applicant combined with its affiliates is primarily engaged; and
- b. The applicant alone is primarily engaged."

3. Definitions

a. Business Concern may be a sole proprietorship, partnership, limited liability entity, corporation, joint venture, association, trust, or cooperative.

b. Unaffiliated concern is a single legal entity that does not have any affiliates.

c. Affiliates. See Appendix 10, Section F. For detailed guidance on defining affiliates, see 13 CFR 121.113.

- i. Affiliated group means two or more distinct legal entities which are affiliated.
- ii. Primary activity refers to the major business activity of the single legal entity or affiliated group which is their predominant field of operation (see subparagraph 6.c. below).
- iii. Applicant activity is the major activity of the concern applying for the loan and is relevant only where there is an affiliated group.
- iv. Labor Surplus Area Differential. The applicable size standards are increased by 25 percent when the applicant is in a labor surplus area. Labor surplus areas are listed monthly in the Department of Labor publication Area Trends. This information is available in each Area Office.

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4. Types of Size Determinations.

- a. Initial size determinations qualify EIDL applicants as small business concerns. You make initial size determinations and an SLO takes final action. You must obtain guidance from legal counsel if issues are unclear or controversial. You must decline the application (code 33) if the determination results in a finding of "other than small" and send an SBA Form 355, "Application for Small Business Size Determination," with our decline letter.
- b. Formal size determination is the reconsideration of an initial size determination. You make formal size determinations based upon information submitted by the applicant on SBA Form 355. We require SLO concurrence and a written concurrence by Area Counsel (or designee), however only the AAD/LP (or higher) takes final action. If this results in a finding of other than small, they must decline the application. Our decline letter must state that the applicant has the right to request a review of the size decision. The applicant must make this request to SBA's Office of Hearings and Appeals (OHA) within 30 days of the formal decline.
- c. The size determination made by the Disaster Area Office is final unless OHA accepts a petition for a review. The procedures for requesting discretionary reviews by OHA are found in 13CFR Part 134.

5. How to Make a Size Determination.

- a. Use the definition of affiliates found in 13CFR 121.103, and identify the applicant as either a single legal entity or as a member of an affiliated group. If the applicant is a single legal entity, only one size test is applied. Determine if the single legal entity conducts more than one activity:
 - (1) If there is only one activity, the NAICS code and the size standard for that industry is applied.
 - (2) If there is more than one activity, the NAICS code for the primary activity is determined and applied by measuring annual receipts. Follow the procedures in 13CFR 121.104.
- b. If your review of the assets and sources of income of the applicant and its principals show the existence of other business interests, you must determine whether affiliation exists by considering:
 - (1) Common ownership, common management, contractual relationships and nature of control;
 - (2) The applicant concern and all its domestic and foreign affiliates, whether organized for profit or as nonprofit, as potential members of the affiliated group; and

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- (3) The nature of ownership and control. For example:
- ◆ The 100 percent owner of a closely held corporation also operates another business as a sole proprietorship. In this case, due to common ownership and control, affiliation is obvious.
 - ◆ An applicant partnership has two general partners, both of whom have 10 percent ownership in a corporation. Here the partners have an identity of interest and are viewed as one party having 20 percent ownership in the corporation. Whether that ownership is controlling is dependent on the ownership of the remaining 80 percent, who are the officers, and what are their powers of office. If the remaining 80 percent is held by one person who is also the president, the partners probably do not have control. However, if the remaining 80 percent is divided equally among eight other persons, the partners could have control. The officers, the powers of office, the relationship among the other eight owners, and the relationship among the partners and those eight owners, are all factors in the final determination of control and affiliation.

c. Once you identify affiliation, you must determine the primary activity of the affiliated group, using the guidelines in 13CFR 121.104 & 107, as follows:

- (1) Identify the activities of all members of the group by industry;
- (2) Identify the distribution of gross revenues by group member and industry as follows:
 - ◆ For businesses with a completed fiscal year, use the year prior to the onset of the disaster; and
 - ◆ For businesses without a completed fiscal year, divide gross receipts from inception to the onset of the disaster by the number of weeks in operation and multiply the weekly average by 52.
- (3) The activity which generates the largest distribution of gross revenues determines the primary activity of the affiliated group and also determines the applicable size standard.

NOTE: In rare cases the regulations allow us to consider the number of employees, distribution of assets, contract awards and other factors when determining the primary activity.

6. How to Apply the Size Standard

Once you have identified the primary activity of the affiliated group, you must calculate the average annual receipts (AAR), or the average number of employees, of the
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applicant, including its affiliated group, and of the applicant, not including its affiliates. You must make these calculations and comparisons using the procedures detailed in 13CFR 121.104, 106 & 201:

- a. **If the size standard for the NAICS code of the primary activity is expressed in AWR, you must use the procedures in 13CFR 121.104.**
- b. **If the size standard for the NAICS code of the primary activity is expressed in average number of employees, you must use the procedures in 13CFR 121.106.**
- c. You must use the procedures in 13CFR 121.201, 301(a) & 302(c) in comparing the results of your calculations to the applicable size standard for the primary activity of the applicant, including its affiliated group, and for the applicant, not including its affiliates:
 - (1) If the applicant, including the affiliated group, is small, you must then determine if the applicant activity is small;
 - (2) If the applicant activity is also small, the two fold size standard test is met; and
 - (3) If either the applicant, including its affiliated group, or the applicant alone is "other than small," you must decline the EIDL application due to size (decline code 33).

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APPENDIX 22

(paragraph 76)

RIGHT TO FINANCIAL PRIVACY1. CREDIT INQUIRY LETTER

We must add the following paragraph to any credit inquiry letter (see appendix 9) whenever we mail it to a financial institution and the application includes an executed consent form:

"This is to certify that the Small Business Administration has complied with the applicable provisions of the Right to Financial Privacy Act of 1978, Title XI of Public Law 95-360. Pursuant to Section 1113(h)(2) of that Act, no further certification shall be required for subsequent access by the Small Business Administration to financial records of the customer."

2. RIGHT TO FINANCIAL PRIVACY ACT OF 1978a. General.

Congress passed this Act (effective date May 10, 1979) to protect individuals from any unwarranted intrusions into their financial affairs by Government authorities. We must notify certain applicants and their principals that we have the right to access financial records and information necessary to process, service or foreclose a loan or loan guaranty. SBA disaster loan applications are designed to provide appropriate notice to the applicant and principals as required by the Act. Observance to this paragraph is necessary to protect financial institutions from liability when they furnish financial information.

Do not confuse this Act with the Privacy Act of 1974. They are two separate and distinct pieces of legislation.

b. Definitions.

Terms used in the Act have the following special meanings.

- (1) Customer/Individual means a natural person, a proprietorship, a partnership of five or fewer partners, or a corporate officer, director, or shareholder in his/her individual capacity.
- (2) Financial Institutions mean participating banks, banks of account, creditor banks, savings and loan associations, credit unions, credit card issuers and production credit associations (PCAs). We don't consider credit bureaus, insurance companies, suppliers, or retailers as sources of financial records or financial institutions.

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- (3) Financial Records mean the actual records or copies of the records in a financial institution; a compilation, summary, or report derived from records; the actual records submitted for review or a written or verbal opinion resulting from the records.
- (4) Notice means the statement required by the Act given to all appropriate individuals associated with all applications.
- (5) Certify or Certification means the statement SBA must make in requesting information from a financial institution to the effect that the request complies with this Act. A single certification will be sufficient for the term of the loan or loan guaranty with regard to a specific customer.

c. Exclusions.

The Act specifically excepts or excludes (or is silent on) certain exchanges of information from the provisions of this legislation.

- (1) Financial records of corporations are not included. However, financial records of corporate officers, shareholders, and directors as individuals are included.
- (2) Financial records of partnerships having six or more partners are excluded (but not the information concerning the partners as individuals).
- (3) Personal financial information supplied by the individuals directly to SBA is not covered. Requests for financial institutions to verify any such information are covered.
- (4) Information received from nonfinancial institutions is excluded.
- (5) Exchange of information between financial institutions is not covered.

d. Implementation.

A copy of "Statements Required by Laws" is attached (in tear-off fashion) to every application issued. The applicant must read and retain this. Do not accept an application for processing if the tear-off is still attached. If this occurs, detach and return it to the applicant (see paragraph 69). In addition to the Financial Privacy Act of 1978, this document provides required notice of other legislation.

Telephone verification of financial information on individuals involved in any way with a loan application is considered an exchange of information and must be preceded by written certification.

Effective Date: May 6, 2004

OPINION OF GENERAL COUNSEL

EQUAL CREDIT OPPORTUNITY ACT IN COMMUNITY PROPERTY STATES

DATE: July 25, 1994

TO: Bernard Kulik
Associate Administrator for
Disaster Assistance

FROM: Martin D. Teckler
Deputy General Counsel

SUBJ: Equal Credit Opportunity Act and Community Property States

This is in response to your request of July 12, 1994 for our views with respect to the application of the Equal Credit Opportunity Act ("ECOA"), 15 U.S.C. 1601 *et seq.*, in community property states, such as California. You advise that one of the Disaster Area Offices of the Small Business Administration ("SBA") requires spouses in a community property state to be co-borrowers on a disaster loan even if only one of the individuals actually applied for disaster assistance.¹ (view the footnote) In our opinion, this is inconsistent with ECOA, and we note the following.

To implement ECOA, the Federal Reserve Board ("Board") has promulgated regulations in 12 CFR Part 202 ("Regulation B") which have equal applicability in community and non-

¹ California law makes one spouse personally liable only for the "necessaries" debts incurred by the other spouse. (Case law in California has defined "necessaries" as that required to sustain life). See section 914 of the California Family Code which provides that a married person is personally liable for a debt incurred by the spouse during marriage if incurred for the necessities of life. Section 910 provides that the community property is liable for a debt incurred by either spouse before or during marriage, regardless of which spouse has the management and control of the property and regardless of whether one or both spouses are parties to the debt. Section 913 provides that the separate property of a married person is not liable for a debt incurred by the person's spouse before or during marriage.

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community property states. We have also considered the Board's Official Staff Commentary on Regulation B ("Commentary"). Under Section 202.8 of Regulation B, a creditor in a special purpose credit program (which includes SBA disaster financing) may obtain the signature of an applicant's spouse or other person on an application or credit instrument (i.e., note) if the signature is required by federal or state law. We are not aware of a federal or state law which requires the applicant's spouse to sign the application or note relating to SBA disaster assistance.

Section 202.7(d) of Regulation B prohibits a creditor from requiring the signature of the applicant's spouse or other person other than a joint applicant, on any credit instrument if the applicant qualifies under the creditor's standards of creditworthiness for the amount and terms of the credit requested. We note the commentary on Section 202.7 of Regulation B:

"An applicant who requests individual credit relying on the income of another person (including a spouse in a noncommunity property state) may be required to provide the signature of the other person to make the income available to pay the debt. In community property states, the signature of a spouse may be required if the applicant relies on the spouse's separate income. If the applicant relies on the spouse's future earnings that as a matter of state law cannot be characterized as community property until earned, the creditor may require the spouse's signature, but need not do so..."

With respect to unsecured credit, if an applicant is relying upon community property not under the applicant's control (or is relying on the spouse's separate property), the creditor may require the spouse's signature on any documents required under state law to make the property available in case of default. If the applicant has control over sufficient community or separate property to meet the creditor's standards of creditworthiness, the creditor can not require the spouse or any other person to sign any credit instrument. With respect to secured credit, a creditor may require the signature of the applicant's spouse or other person on any instrument necessary, or reasonably believed by the creditor to be necessary, under applicable state law to make the collateral available to satisfy the debt in the event of default, such as an instrument to create a valid lien, pass clear title, waive inchoate rights, or assign earnings. With minor exception, SOP 50 30, Appendix 23, incorporates these rules.

1. In your first example, the husband applies for disaster loan assistance, and the spouse does not sign the loan application. Damaged property is jointly owned by the spouses. The SBA loan officer bases repayment ability solely on the husband's income and approves a disaster loan. Can SBA automatically require the spouse to be a co-borrower on this loan?

Answer. No. If the husband's singular application supports the financing, the spouse cannot be asked to sign the application or the note. However, the spouse can be asked to sign any of the collateral documents to ensure that SBA obtains a valid lien on the collateralized property or to pass clear title in the event of default by the husband.

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2. The wife applies for a disaster loan for rental property she owned prior to her marriage. The spouse does not sign the disaster loan application. The loan is approved on the wife's repayment ability. Should SBA automatically require the spouse to be a co-borrower on the loan?

Answer. No. If the wife's credit supports the loan assistance, SBA cannot require the spouse to sign the note. The marital relationship, by itself, does not authorize a creditor to require both spouses to be jointly and severally liable on a debt instrument.

3. The husband applies for disaster loan assistance, and the spouse does not sign the loan application. The SBA loan officer bases the applicant's repayment ability on the husband's reported income and denies the loan for lack of repayment ability. However, if the spouse's income had been considered the loan would have been approved. Can SBA require the spouse to be a co-borrower?

Answer. No. It is up to the applicant to decide whether the spouse or another person will be a cosigner or a guarantor. In the decline letter, you can inform the applicant that the applicant's resources alone do not support the grant of financial assistance by SBA, but it is up to the applicant and spouse to provide you with the spouse's offer to sign the note.

In your memorandum, you add additional inquiries. In joint ownership cases, can SBA automatically require the spouse to be a co-borrower? No. Does this interpretation apply to both home and business disaster loans? Yes. If an applicant does not meet the lender's standards of creditworthiness and the personal liability of another party is necessary, the lender may ask the applicant to obtain a cosigner or guarantor, but cannot require that it be the spouse. If husband and wife voluntarily make a joint application, you may require both to sign the note and other credit instruments.

To assist your Disaster Area Offices, enclosed are several copies of a pamphlet, "Signature Rules in Community Property States: Regulation B", prepared and issued by the Board.

Enclosure

Effective Date: May 6, 2004

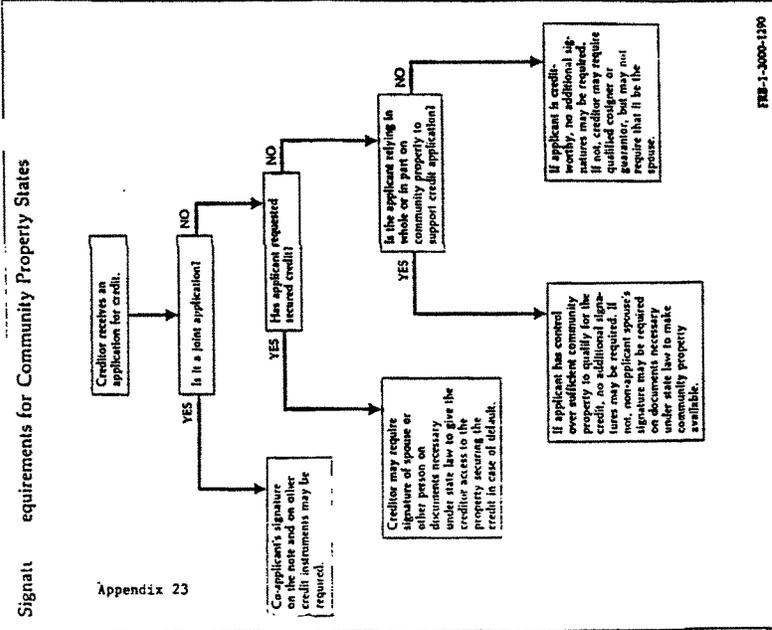
Appendix 23 (Continued)

Signature Rules in Community Property States: Regulation B

To help ensure the equitable treatment of all applicants in credit transactions, the Equal Credit Opportunity Act and Regulation B prohibit creditors from routinely requiring that an applicant's spouse (or anyone other than an applicant or joint applicant) sign a promissory note or other debt instrument when the applicant is creditworthy in his or her own right. The regulation has special rules that apply to credit applicants who reside in community property states or who are relying on property located in such states. (The community property states are Arizona, California, Idaho, Louisiana, Nevada, New Mexico, Washington, Wisconsin, and Texas.) This pamphlet can help you understand those rules.



Prepared and distributed by the Federal Reserve System



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Appendix 23 (Continued)

<p>Rules Applicable to B... Secured and Unsecured Credit</p> <p>If an applicant does not meet your standards of creditworthiness and the personal liability of another party is necessary, you may ask the applicant to obtain a cosigner or guarantor. Although the applicant may choose the spouse to sign, you cannot require that it be the spouse. In a secured credit transaction, if a cosigner is required, these same signature rules apply; for example, you may not routinely require that the guarantor's spouse join in the guarantee.</p> <p>If two applicants voluntarily make a joint application, you may require both to sign the note and other credit instruments.</p>	<p>For Further Information</p> <p>The following chart summarizes the rules discussed above. For further information contact your primary federal regulator.</p>
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<p>Rules for Secured Credit</p> <p>In a secured credit transaction, if the applicant is creditworthy, you may not require any person other than the applicant to sign the promissory note.</p> <p>Regulation B permits you to choose (for any other person) on a mortgage or other security agreement if state law requires that signature to create a valid lien on the property offered as security.</p> <p>If you are entitled to a non-applicant's signature on a security document, and you use a combination debt-and-security instrument, the document must either—</p> <ul style="list-style-type: none"> ■ state that the non-applicant's signature functions only to create a valid security interest or to make property available in case of default, or ■ segregate the security agreement from the note to make clear that the non-applicant is signing only to give a security interest rather than to undertake a credit obligation. 	<p>default. On the other hand, if the applicant has control over separate property, you may not require the applicant's spouse or any other person to sign any credit instrument.</p>
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<p>The Three General Principles</p> <p>Two general principles apply throughout Regulation B's signature requirements. First, you may not require a signature other than the applicant's on the note or similar debt instrument if the applicant applies for individual credit and qualifies under your standards for the amount and terms of the credit requested.</p> <p>Second, you have more latitude in asking for signatures on security documents required by your state law in order to use such property used as collateral (for example, jointly-owned real estate). To understand the general rules, you must distinguish between debt instruments and security documents.</p> <p>A debt instrument, such as a promissory note, is a legally binding admission that a debt exists. Each signer is personally liable for the debt.</p> <p>A security document, such as a mortgage, security agreement, creates a more limited obligation—one that allows the lender to reach the signer's interest in property only as collateral in the event of default. After default and the sale of the property, if an amount remains due to the creditor, a person who has signed only a security agreement is not obligated to pay the deficiency.</p>
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<p>Special Signature Rules in Community Property States</p> <p>Rules for Unsecured Credit</p> <p>If an applicant for unsecured credit is relying upon community property not under the applicant's control (or is relying on the spouse's separate property), then you may require the spouse's signature on any documents required by your state law to make the transaction available in case of</p>
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APPENDIX 24

(paragraph 46)

CREDIT ELSEWHERE GUIDELINES FOR DISASTER HOME LOANS

(Including instructions for completion of the Home CET)

1. GENERAL

- a. Statutory Basis. The Small Business Act requires us to determine if credit is available elsewhere before we assign an interest rate. If we determine the requested financial assistance is available at reasonable rates and terms from non-government sources, the higher interest rate applies.
- b. Flexibility. We do not intend these guidelines to be all inclusive or inflexible. We make a judgment after considering relevant factors. Our experience is that in most cases the low rate will apply.
- c. Two Tests. We must apply two separate tests to make a credit elsewhere determination. One test analyzes available cash flow to determine cash available for debt servicing. The other measures the applicant's ability to utilize available net worth to overcome the disaster damage. If either test determines that credit is available elsewhere, that result is controlling.
- d. Benchmark rates. These are factors representing the prevailing rates in the commercial market. We use benchmark rates to determine the hypothetical payment required to service a private sector loan to repair damages. ODA establishes these rates every April and October, and they remain in effect for 6 months. If the source rates change by more than two percentage points, ODA will issue a revision. You must use the benchmark rates in effect at the time of processing, regardless of the date of the disaster.

2. CASH FLOW (CF) TEST (SECTION Q)

The CF test determines if applicants have sufficient cash flow to borrow private sector funds to repair/replace uncompensated disaster damages without incurring undue hardship. You must complete section Q-1 or Q-2.

Section Q-1 assumes that below a certain income level applicants don't have CE. That level is the GS 15701 basic RUS pay rate.

If GAI (section H) does not exceed \$ (enter the GS 15701 basic RUS pay rate), check box "1" and go to section R. Otherwise, check box "2" and complete section Q.

Section Q-2 compares the SBA target payment to the total payment at benchmark rates. The "target payment" is always the 1/3 CA figure you calculated in the standard 36 or 40 percent MAFD column of section J. The "total payment at benchmark rates" is the

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combined benchmark payments of the uncompensated losses to PP and R/E. You estimate this by amortizing all uncompensated losses at benchmark rates.

- a. Uncompensated Physical Loss (PP). Enter the uncompensated physical loss to PP from section A1. Next, enter the PP benchmark rate for a 3-year term. Multiply the uncompensated loss times the rate. Enter the result to the right.
- b. Uncompensated Physical Loss (R/E). Enter the uncompensated physical loss to R/E from section A1. Next, enter the R/E benchmark rate for a 15-year term. Multiply the uncompensated loss times the rate. Enter the result to the right.
- c. If the target payment is less than or equal to the total payment at benchmark rates, the applicant doesn't have credit available elsewhere. Check box "c" and go to section R.
- d. If the target payment is greater than the total payment at benchmark rates, the applicant has credit available elsewhere. Check box "d" and proceed according to the "yes" or "no" box concerning hardship waiver.

NOTE: For 1-4 Rentals processed under the FDM, you base the total payment at benchmark rates on the total uncompensated loss to all types of property at the business benchmark rate for a term of 3 years.

For home and sole proprietor companion files from the same disaster, you combine the individual benchmark payments for the uncompensated home and business losses to determine the total payment at benchmark rates.

3. AVAILABLE NET WORTH (ANW) TEST (SECTION R)

The ANW test determines if applicants have other net worth they can use to alleviate the effects of the disaster without undue hardship. You must complete section R-1 or R-2.

Section R-1 assumes that below a certain dollar level of net worth, applicants do not have CE. That level is \$488,000, excluding the primary residence.

R-1. If the applicant's estimated net asset value (gross asset value less any lien associated with specific asset) from (Section D, SBA 5C), less the primary residence, is less than or equal to \$488,000, check box "1" and go to section S. Otherwise, check box "2" and complete section R as follows.

Section R-2. You must exclude the following assets and associated liens:

- ◆ Primary residence;
- ◆ Ordinary household furnishings, clothing, vehicles, and similar personal property of the kind which could normally be replaced with SBA disaster funds;
- ◆ Retirement accounts which cannot be withdrawn without substantial tax penalties (such as IRAs, Keoghs, etc.);
- ◆ Cash surrender value of life insurance; and
- ◆ Any other asset encumbered 50 percent or more by a lien specific to that asset.

R-2.

1. List the other assets.

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2. List their fair market value in the FMV column and total. If any value appears to be out of line or unreasonable, you should require supporting documentation.
3. List associated liens in the PRIOR LIENS column and total. You must include unsecured debt, credit card balances, signature notes, personal loans, etc., as prior liens against cash/CDS/savings.
4. Subtract prior liens from FMV to arrive at "Total Other Net Worth."
 - (a) If negative or zero, section R is complete. Go to section S.
 - (b) If positive, continue.
5. Subtract any "Uncompensated Physical Loss Above Eligibility" (previously entered in section A.3.a. of SBA 140) from total Other Net Worth. The remainder is "Available Net Worth."
 - (a) If negative or zero, section R is complete. Go to section S.
 - (b) If positive, continue as follows.
6. Enter the SBA eligible physical loss amount (from A.3.b.) and multiply by 150 percent. Subtract this amount from the Available Net Worth. Check "Negative Remainder" or "Positive Remainder."
7. Proceed to section S.

4. HARDSHIP WAIVER (SECTION S)

This applies to situations where the CET indicates high rate, but assigning the high rate would cause financial hardship. This can occur because the CET does not recognize certain factors which may result in an inaccurate indication of credit available elsewhere. You determine hardship waivers on a case-by-case basis.

- a. Quick Justifications. You must use the quick justification codes when applicable. This avoids writing lengthy hardship waivers. You may only use the ones authorized in this paragraph if the prerequisite applies. You must also make any necessary adjustments to the repayment analysis before you consider using a quick justification.

(1) Cash Flow Test.

Prerequisite. The applicant's GAI must be less than the EX 3 pay level.

CF-1. Uninsured, uncompensated physical loss exceeds 25 percent of GAI.

CF-2. Applicant is retired.

CF-3. Applicant's family/household size is large relative to income (e.g., at least one family/household member for each \$10,000 of GAI).

CF-4. Applicant is expecting an imminent reduction in income (e.g., one working spouse is planning to leave their job; retirement is approaching; etc.).

NOTE: You must use the future reduced income in the repayment analysis.

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CF-5. Applicant's income is unstable or fluctuates substantially due to business or economic conditions (e.g., actor employed sporadically; commission salesperson; etc.).

NOTE: You must use the fluctuating nature or instability of income in the repayment analysis.

CF-6. Rental income is substantial, but rental tenancy is unpredictable, especially in a market area with depressed economic conditions.

NOTE: You must consider the unpredictable tenancy in the repayment analysis.

CF-7. The amount by which the one-time CA exceeds the total payment at benchmark rates is insignificant and the applicant has suffered a sizeable net loss.

(2) Available Net Worth Test.

Prerequisite. The applicant's GAI must be less than the EX 3 pay level and the total CA assets (less primary residence) must be less than one-third \$500,000.

ANW-1. Assets Are Not Readily Marketable Or Liquid.

We will not require applicants to dispose of any assets. We don't measure credit elsewhere by what can be sold, but by what the applicant can pledge for private sector financing.

For CET purposes, the phrase not readily marketable or liquid means:

- ◆ Due to their nature, the assets are not suitable for private sector borrowing; or
- ◆ Such borrowing is not available on reasonable commercial rates and terms.

Assets we consider not readily marketable or liquid generally include:

- ◆ Unimproved real estate;
- ◆ Unlisted (not traded) securities, such as stock in a closely held corporation; and
- ◆ Collections of unique items, such as coins and stamps, baseball trading cards, artwork, comic books, etc.

NOTE: You can't ignore assets in this category with an aggregate FMV more than \$100,000. You must consider the overall asset base when making the final determination.

Conversely, the following are examples of assets which are readily marketable or liquid:

- ◆ Improved real estate;

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- ◆ Listed (traded) securities;
- ◆ CDs and cash; and
- ◆ Tangible business assets, etc.

NOTE: To classify improved real estate not readily marketable because it is located "in an area with a severely depressed real estate market," requires additional written justification. You must cite specific information regarding the real estate market in that community, including the prevailing attitude of commercial lenders as a whole and recent real estate trends in the area. Improved real property owned free and clear or minimally encumbered generally is not considered illiquid.

ANW-2. Assets Are A Significant Source Of Income.

This waiver may be appropriate if:

- ◆ The applicant is on low and/or fixed income; and
- ◆ The assets generate a significant portion of total income.
Significant portion of total income means: when compared to all other sources and amounts of income, the assets generate such a major component of the total that hardship would exist if pledged
- ◆ For private sector financing, thus impairing the applicant's ability to service all obligations.

NOTE: We use this waiver most often when the other assets consist predominantly or entirely of rental property. However, if the rental property has a true negative cash flow, or is not producing a significant portion of income as defined above, you can't use **ANW-2**. It must be relevant to the applicant's overall financial condition.

ANW-3. Assets Are Already Heavily Encumbered.

Although you exclude any asset encumbered 50 percent or more by a specific lien, **ANW-3** could apply to property less than 50 percent encumbered. In those cases, you must consider:

- ◆ The property's FMV;
- ◆ The source of the FMV;
- ◆ The use of the property;
- ◆ The amount of encumbrance; and
- ◆ The number of liens.

For example, assume the other assets consist of a single family rental property which has an FMV (per SBA) of \$80,000. There is a first mortgage balance of

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\$25,000 and a second mortgage balance of \$10,000. The property is 44 percent encumbered. ~~ANW~~-3 may be appropriate because it is highly unlikely the private sector would consent to a third lien position at reasonable rates and terms.

Conversely, assume the other assets consist of a commercial building with an FMV (per SBA) of \$1.0 MM, with a first mortgage balance of \$440,000. The property is 44 percent encumbered. Private sector financing may be possible and you can't use ~~ANW~~-3 without further research.

~~ANW~~-4. Assets Are Required Reserves For Applicant's Business.

You must specify how the required reserves relate to the business. You can't use ~~ANW~~-4 without this connection.

For example, the applicant is a sole proprietor who owns a toy store. We receive the application in January, and it indicates significant cash on hand. We determine the large amount of cash is simply last month's receipts earmarked to pay accounts payable and purchase inventory. You may use ~~ANW~~-4 in this instance because the appropriate connection is stated.

b. Possible (Non-Quick) Reasons For Other Hardship Waivers.

Other possible justifications for ~~Cash Flow and ANW~~ hardship waivers may apply but cannot be covered by a quick code selection. ~~Such hardship waivers must be justified in the Loan Officer's Report. Hardship waivers other than Quick Justifications must be approved by the AAD/EP or designee.~~

~~Examples of hardship waivers may include, but are not limited to:~~

- (1) The applicant may not have full control of the assets (those belonging to a business of which the applicant is a non-controlling principal); or
- (2) The assets may comprise specialized use facilities (e.g., custom-use properties like roller-skating rinks or bowling alleys, etc.) which limit their collateral values or marketability.

In these cases or where the prerequisite can't be met but the basis for the quick justification is applicable, you must state the actual reason and support its usage.

c. Non-applicable Hardship Waivers.

You can't base a hardship waiver upon:

- (1) Pending college tuition. (Addressed as a living expense item in the FDM.)

- (2) Speculative increase of living expenses or family size. (These are unknown factors which may change over time. The FDM addresses these changes.)
 - (3) Uncompensated losses in excess of physical loan eligibility. (We consider this in the availability test.)
 - d. Final Rate. You must check the final rate box in the lower right corner. This is your conclusion of the CET even if it differs from the actual result.
5. LOAN OFFICER'S DISCRETION
- These are guidelines to aid you in determining which interest rate applies. You may need to use your discretion if you encounter extenuating circumstances. You must always document the basis for your decisions.

APPENDIX 25
(paragraph 46)

CREDIT ELSEWHERE GUIDELINES FOR DISASTER BUSINESS LOANS

(Including instructions for completion of the Business CET)

1. GENERAL

- a. Statutory Basis. The Small Business Act requires us to determine if credit is available elsewhere before we specify an interest rate for a physical disaster business loan. If we determine the requested financial assistance is available at reasonable rates and terms from nongovernment sources, the higher interest rate and a maximum 3-year term apply. EIDL applicants with credit available elsewhere are ineligible.
- b. Nonprofits. The credit elsewhere determination also applies to nonprofit organizations. However, nonprofit organizations with credit elsewhere are not subject to the maximum 3-year term.
- c. Flexibility. We do not intend these guidelines to be all inclusive or inflexible. We make a judgment after considering the relevant factors. Our experience is that in most cases the lower rate will apply.
- d. Two Tests. We must apply two separate tests to make a credit elsewhere determination. One test analyzes cash flow to determine cash available for debt servicing. The other measures the applicant's ability to utilize available net worth to overcome the disaster damage. These tests also encompass certain affiliates (corporate parents, subsidiaries, etc.) and principals. If either test determines that credit is available elsewhere, that result is controlling.
- e. Applicable Entities. We must consider the applicant, its owners or principals, and its affiliates, as defined in Appendix D.

2. BUSINESS CET PRINCIPLES

- a. CET Cash Flow. You generally base the cash flow test on financial information for the fiscal year immediately preceding the year the disaster occurred. Therefore, the Cash Available to Service Additional Debt (CASAD) you use in the CET may differ from the CASAD used for repayment purposes. You must not include any negative CASAD from the applicant, principals, affiliates, or subsidiaries.
- b. Adjusted Net Worth (ANW) means post-disaster fair market value of tangible assets, less total liabilities, subject to the following:
 - (1) You must deduct the uncompensated loss to R/E from the pre-disaster FMV to arrive at tangible, post-disaster FMV;

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- (2) You must deduct the uncompensated loss to tangible assets (M&E, F/F, inventory, etc.) from the pre-disaster FMV to arrive at post-disaster FMV. Tangible assets can include patents, licenses, etc.;
 - (3) You ~~do not~~ include intangible assets, such as goodwill, unamortized loan costs, etc., in the ~~FMV~~ calculation; and
 - (4) You must find out how assets were valued and consult with LV if any value appears unusually low or high.
- c. Exclusions from Sole Proprietorships or Principal's ~~FMV~~ Calculation. You must exclude the following assets and associated liens for sole proprietorships and Principals:
- (1) Ordinary household furnishings, clothing, personal vehicles, and similar personal property;
 - (2) Retirement accounts which cannot be withdrawn without substantial tax penalties (IRAs, Keoghs, etc.);
 - (3) Cash surrender value of life insurance;
 - (4) Any other asset encumbered 50 percent or more by a lien specific to that asset; and
 - (5) Value of applicant business if shown on personal financial statement of principal(s).

3. INSTRUCTIONS FOR COMPLETION OF BUSINESS CET

Part I - Cash Flow Test.

- a. Enter CASAD - Applicant. Generally, you obtain this from section L.1.(a) of the LOR. However, if you used a forecast for repayment ability CASAD, you still use the pre-disaster CASAD in the CET.
 - b. Enter CASAD - Affiliate/Subsidiary from section L.1.(b). Enter zero for each entity where affiliation is 50 percent or less.
 - c. Enter CASAD - Principals from section L.1.(b). ~~For each principal multiply CA by their percentage of ownership.~~
- NOTE: Sole proprietors are considered to be the "applicant," rather than the "principal," for CET purposes.
- d. Enter TOTAL CASAD by adding a., b., and c.
 - e. ~~Subtract \$100,000 from d to calculate TOTAL CASAD.~~

Part II - Available Assets Test.

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Step 1 - Total Net Worth

- a. **Total Net Worth - Applicant.** Enter the applicant's Total Net Worth. Do not make ANW adjustments.
- b. **Total Net Worth - Affiliate/Subsidiary.** Enter the Total Net Worth for each affiliate or subsidiary. Enter zero for each entity where affiliations are based on less. Do not make ANW adjustments.
- c. **Total Net Worth - Principals.** Enter the Total Net Worth for each principal. Do not make ANW adjustments or deductions for Sole Proprietors or Principals. Do exclude the primary residence that is not owned by each principal.
- d. Enter Total Net Worth above a, b, and c.

If Total Net Worth is less than \$1,500,000, check YES and go to CET conclusion. If NO, proceed to Step 2.

Step 2 - Adjusted Net Worth

- a. **Adjusted Net Worth - Applicant.** Enter the applicant's Adjusted Net Worth.
- b. **Adjusted Net Worth - Affiliate/Subsidiary.** Enter the Adjusted Net Worth for each affiliate or subsidiary. Enter zero for each entity where affiliations are based on less.
- c. **Adjusted Net Worth - Principals.** For each principal, multiply the Adjusted Net Worth by the percentage of ownership.
NOTE: Sole proprietors are considered to be the applicant, rather than the principal, for CET purposes.
- d. Enter Total Adjusted Net Worth by adding a, b., and c.

If Total Adjusted Net Worth is less than \$1,500,000, check YES and go to the CET conclusion. If NO, determine if Total Adjusted Net Worth is less than two times the combined compensated physical and BIDL loss, and proceed to the CET Conclusion.

CET Conclusion. Determine which of the four options applies and circle the appropriate option. If you are indicating that a hardship waiver applies, you must indicate the specific reason(s) for the waiver in the next section.

4. HARDSHIP WAIVERS

This applies to situations where the CET indicates high rate, but issuing that rate would cause undue financial hardship. This can occur because the CET does not recognize certain factors which may result in an inaccurate indication of credit available elsewhere. You determine hardship waivers on a case-by-case basis. **Hardship waivers must be approved by the AADL or designee.**

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a. Acceptable Hardship Waivers - Cash Flow Test. Hardship waivers based upon the CF Test should be rare. ~~Acceptable waivers include, but are not limited to:~~

- (1) Total CASAD is unusually high (e.g., through the sale of assets or an injection of cash); and
- (2) This is not likely to recur.

b. Hardship Waivers - ~~Available Net Worth~~ Test. We will not require applicants to dispose of any assets. We don't measure credit elsewhere by what can be sold, but by what the applicant, principals and affiliates can pledge for private sector financing. ~~Acceptable waivers include, but are not limited to:~~

- (1) Available Assets Which Are Not Readily Marketable Or Liquid.

For CET purposes, the phrase not readily marketable or liquid means:

- (a) Due to their nature, the assets are not suitable for private sector borrowing; or
- (b) Such borrowing is not available on reasonable commercial rates and terms.

NOTE: To classify improved real estate as not readily marketable because it is located "in an area with a severely depressed real estate market," requires additional written justification. You must cite specific information regarding the real estate market in that community, including the prevailing attitude of commercial lenders as a whole and recent real estate trends in the area. Improved real property owned free and clear or minimally encumbered generally is not considered illiquid.

- (2) Available Assets Which Are Already Heavily Encumbered.

Although you exclude any asset ~~owned by the Sole Proprietor or Principal~~ that is encumbered 50 percent or more by a specific lien, this waiver could apply to assets less than 50 percent encumbered. In those cases, you must consider:

- (a) The property's FMV;
- (b) The source of the FMV;
- (c) The use of the property;
- (d) The amount of encumbrance;
- (e) The number of liens.

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For example, assume the available assets consist of a single family rental property which has an FMV (per SBA) of \$80,000. There is a first mortgage balance of \$25,000 and a second mortgage balance of \$10,000. The property is 44 percent encumbered. This waiver may be appropriate because it is highly unlikely the private sector would consent to a third lien position at reasonable rates and terms.

Conversely, assume the available assets consist of a commercial building with an FMV (per SBA) of \$1.0 MM, with a first mortgage balance of \$440,000. The property is 44 percent encumbered. Because private sector financing is highly probable given the lien structure and equity, you can't use this waiver without further research.

(3) Available Assets Which Are Required Reserves.

You must specify how the required reserves relate to the applicant, its affiliates, or the principals.

(4) Available Assets Which Are Specialized Use Facilities.

You may use this waiver if the available assets have such restricted usage that only certain lenders (if any) offer private sector financing. For example, if the available assets consist of specialized tool and die molds designed for specific usage, they may not be suitable for private sector financing on reasonable rates and terms within the disaster area.

5. LOAN OFFICER'S DISCRETION

These are guidelines to aid you in determining which interest rate applies. You may need to use your discretion if you encounter extenuating circumstances. You must always fully document the basis for your decisions.

SECTION S - CREDIT ELSEWHERE TEST

Part I - Cash Flow (CF) Test

- a. CASAD - Applicant/Sole Proprietor \$ _____
- b. CASAD - Affiliate or Subsidiary(ies)** _____
 ** If 50% or less ownership, enter zero
- c. CASAD - Principal(s)
Millions of Dollars (Percent of Ownership)

- d. TOTAL CASAD (a+b+c)

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e. Subtract \$100,000 for TOTAL CASAD \$ _____
IS 3 x TOTAL CASAD \$ _____ LESS THAN THE COMBINED UNCOMPENSATED
PHYSICAL AND EIDL LOSS \$ _____

YES. Applicant does not have CE based upon the CF Test. Go to Part II.

NO. Applicant has CE based upon the CF Test. Apply the higher interest rate, or, if a
hardship waiver may be appropriate, complete Part II.

Part II - Available Net Worth (ANW) Test

"Available Net Worth (ANW) means post-disaster Fair Market Value of tangible assets, less
liabilities.

Step 1 - Total Net Worth

- a. Net Worth Applicant/Sole proprietor \$ _____
- b. Net Worth Affiliate or Subsidiary(ies)** _____
** If 50% or less ownership, enter zero
- c. Net Worth Principal(s)
Less primary residence and related debt _____
- d. TOTAL Net Worth (a+b+c) \$ _____

IS TOTAL ADJUSTED NET WORTH LESS THAN \$1,500,000?

YES. Applicant does not have CE based upon the ANW Test. Proceed to conclusion.

NO. Proceed.

IS TOTAL ADJUSTED NET WORTH (C) LESS THAN 2 X THE COMBINED
UNCOMPENSATED PHYSICAL AND EIDL LOSS (\$ _____)?

YES. Applicant does not have CE based upon the ANW Test. Proceed to conclusion.

NO. Applicant has CE based upon the ANW Test. Proceed to conclusion.

CET Conclusion:

BOTH TESTS RESULT IN NCE. LOW RATE APPLIES.

TEST RESULTS DIFFER. HIGHER RATE APPLIES.

TESTS RESULTS DIFFER. SEE HARDSHIP WAIVER.

BOTH TESTS RESULT IN CE. HIGHER RATE APPLIES. (Hardship waiver in this instance may only be approved by AAD/LP or designee).

Hardship Waiver. _____

Hardship Waiver Approval **AAD/LP or designee**

Printed Name of Approving Official Title Signature Date

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APPENDIX 26

(paragraph 84)

THE FIXED DEBT METHOD (FDM):DOCUMENTING INCOME AND DETERMINING REPAYMENT ABILITYFOR DISASTER HOME LOANS1. GENERAL

You must follow the guidelines in this appendix to document income, determine repayment ability and set loan terms. However, these guidelines permit flexibility based upon your judgment and discretion.

2. DOCUMENTING REPAYMENT ABILITYa. Continuance Of Income (Cash Flow).

You base repayment ability on continuing income. You must examine the applicant's occupation, opportunity for future advancement, education, professional (occupational) training, length of employment, etc., and apply the following.

- (1) You can't consider age when determining repayment ability. However, you must consider future income reductions if applicants are approaching retirement.
- (2) You may consider part-time employment (e.g., a worker for various temporary employment agencies) as continuing income if it occurs year after year at similar levels.
- (3) You may consider seasonal employment (e.g., construction, oil fields, etc.) as continuing income if applicants work full-time (on a seasonal basis) with the same or various employers. You may consider unemployment compensation as continuing income if it is received in conjunction with seasonal employment.

b. Sources of Income.(1) Salaries and Wage Income.

All applicants give us permission to obtain their FTR data directly from IRS (using an IRS 8821). This is our primary source of income documentation.

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NOTE: In areas that do not use FTRs, such as commonwealths, territories, or U.S. possessions, we require comparable documentation.

(2) Change of Employment.

Generally, applicants who changed employment within the last two years must submit a copy of a current pay stub (dated within one month of the application date). You must review the pay stub and contact the employer if you have questions. However, if there is no pay stub, you must contact the employer to obtain verification of income and document the conversation including the name and position with whom you spoke, length of employment, and amount of income.

(3) Reconciliation of Income to Application.

Financial information reported on the application should be consistent with FTRs or other verified sources. If there is a discrepancy of 10 percent or more annually between the reported and verified income, you must determine the correct amount to use and document your LOR.

NOTE: If the apparent discrepancy results from nontaxable income (e.g., tax-free bonds, Taps or 401Ks, etc.), make a brief comment in your LOR.

For example, a loan application indicates wages of \$64,000. The applicant has been with the same employer for seven years. The IRS tax information for the most recent year reveals wages were \$49,000. The applicant informs you of a recent promotion from assistant vice-president to general manager. You must contact the employer, substantiate the higher wage, and document the chron log. Then you can use \$64,000.

Similarly, an application indicates annual wages of \$42,000 from employment as a full time high school teacher. The prior two FTRs reveal wages of \$38,100 and \$40,000 respectively. You contact the applicant and learn the difference is due to annual cost of living increases of approximately 5 percent. Because this is reasonable and consistent with historical information, you can use the higher wage of \$42,000 without additional documentation. Your chron log must detail the discussion which led to this conclusion.

NOTE: You must use FTRs if applicants cannot provide a satisfactory explanation or documentation of differences between income reported on FTRs vs. the SBA 5C. If applicants maintain the income reported on the FTR is understated, they can file amended tax returns and we may consider them upon confirmation by the IRS 8821 data. If they do not provide amended FTRs, a decline is warranted.

(4) Social Security Income.

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Some applicants don't have to file FTRs if their income includes social security (including permanent SS disability) and they don't have dependent children. In some cases you can use the amount reported on the SBA 5C unless the amounts reported include temporary benefits. To include them as income, you must obtain written verification (i.e., copy of award letter) and determine the beneficiaries, the amount(s), and the duration. Some examples are dependent benefits, benefits for temporary disabilities, workers compensation, etc., which might have a definite expiration date. If you know the temporary benefits are of short duration, exclude them from gross income without written confirmation.

(5) Pensions and Similar Retirement Income.

FTRs generally disclose the distribution of pensions, annuities, IRA and 401(K) distributions, etc. However, if it is below the minimum level required to file an FTR, no separate documentation is necessary. In some instances, the applicant may have filed a short form FTR (IRS 1040A or IRS 1040EZ) which discloses pension/IRA income, but does not disclose concurrent SS income. In these cases, you can use the SS income shown on the SBA 5C without separate documentation.

(6) Self-Employment Income.

You must carefully examine self-employment income. On a case-by-case basis, you may need additional information (e.g., current financial statements) if FTRs are not current or representative of present operations.

- (a) You can consider the employment stable if the applicant has been self-employed for 2 years or more or was previously employed in the same line of work.
- (b) You must add back certain items to net profit when determining GAI. These include depreciation, duplicated interest, noncash charges and similar items. You must analyze 2 years FTRs and determine the trend. If the trend is stable or upward, without unusual circumstances (change in business emphasis, change in market base due to the disaster, etc.), you can base repayment on the adjusted net profit. If the trend is downward, or unusual circumstances exist, further analysis is necessary using the business loan criteria.
- (c) You must identify trends and calculate averages if income is from commissions and fluctuates from year to year.

(7) Other Income.

- (a) You may consider overtime pay and bonuses as continuing income if the applicant:
- ◆ Received this income on a consistent basis for the last 2 years; and
 - ◆ Will receive it on a regular basis in the future.
- (b) You may consider interest and dividend income continuing if the amounts stated on the application generally reconcile to FTR data and the "Statement of Assets," Section D. If they do, no further proof is needed. Otherwise, you must obtain appropriate documentation or explain why they don't reconcile. (Frequently, applicants include recent disaster-related insurance settlements as part of their cash on hand.)
- (c) You may consider note receivable and seller-financed mortgage income continuing if the amounts stated on the application generally reconcile to FTR data and the SBA 5C. If they do, no further proof is needed. However, you must always:
- ◆ Determine the duration of this income;
 - ◆ Determine the principal portion (if any); and
 - ◆ Require copies of the Note or other proof if not supported by FTR data.
- (d) Applicants in the military services, and certain other applicants, may be entitled to different types of pay in addition to their base pay (e.g., flight or hazard pay, allowance for rations, clothing, quarters, car, etc.). You can consider this part of stable income if you document its continuance.
- (e) You may consider alimony and child support income if:
- ◆ The applicant discloses this income; and
 - ◆ You establish continuance for a reasonable period of time.

Alimony income disclosed on the SBA 5C should reconcile to FTR data. If it does, no further proof is needed (IRS requires alimony to be declared on the FTRs, but not child support). Otherwise, you must obtain documentation (divorce decree, court order, etc.).

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- (f) You may consider nontaxable income, such as tax free bonds, if properly documented.

c. Conflicting FTR Information.

You must compare the applicant's FTR (if provided) with the IRS transcript. You must report substantial differences immediately to the OIG (see paragraph 10).

3. THE FIXED DEBT METHOD (FDM)

a. Introduction.

Disaster loans are unplanned debts, and create neither an increase in assets nor an improvement in lifestyle. Because disaster loans repair/replace existing property, applicants pay twice to maintain those assets. Although replacing disaster damaged property is our mission, the nature and purpose of the debt does not affect the fact that there is a certain maximum level of debt that one can afford. The FDM is a lending concept based on guidelines used by the mortgage banking industry. The FDM assumes:

- (1) There is a maximum debt level (expressed as a percentage of gross income), one can afford;
- (2) If the maximum debt level isn't exceeded the balance of gross income can pay taxes and ordinary and necessary living expenses; and
- (3) Once the maximum debt level is exceeded, default is more likely to occur.

b. FDM Calculation.

- (1) The FDM formula is:

$$\text{GMI} \times \text{MAFD percent} = \text{MAFD}$$

$$\text{MAFD} - (\text{MFD} + \text{IIP}) = \text{CA}$$

- (2) Definitions.

- (a) GMI (Gross Monthly Income). The amount calculated in section H of the 140, divided by 12.
- (b) MAFD percent (Maximum Acceptable Fixed Debt Percentage). The percentage of income which generally can be allocated for fixed debts without incurring undue risk. For SBA disaster loan purposes, the standard MAFD percent is 36 percent for GAI of \$25,000 or less and 40 percent for GAI above \$25,000.

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- (c) MAFD (Maximum Acceptable Fixed Debt). The result of the GMI x MAFD percent calculation, expressed in dollars. This amount usually represents a ceiling at which point the applicant can incur no more fixed debt without undue risk.
 - (d) MFD (Monthly Fixed Debt). The greater of: (1) the total amount of all continuing fixed obligations (exclusive of living expenses), or (2) 25 percent of GMI.
 - (e) IIP (Increased Insurance Premiums). The monthly cost of any additional flood or hazard insurance premiums to be incurred as a condition of the SBA disaster loan.
 - (f) CA (Cash Available For Additional Fixed Debt). The remainder after deducting the MFD and IIP from MAFD.
 - (g) One-third of CA. The target payment for the disaster loan.
- (3) Components of MFD.
- (a) House Payment (PITI) or Rent Includes:
 - ◆ Rent and renter's insurance.
 - ◆ Mortgage payments (principal, interest, taxes, and insurance) on all nonbusiness R/E owned (business mortgage payments are addressed separately as business fixed debt). If there is no mortgage payment, include R/E taxes and insurance.
 - ◆ Payments on contracts to purchase (includes land sale contracts, contracts for deed, etc.) and any associated taxes and insurance.
 - ◆ Condominium, Homeowner, or other Association fees.
 - ◆ Manufactured Home installment payment (principal, interest, taxes and insurance); lot or space rent.
 - ◆ Existing insurance premium, if not included in the mortgage payment (e.g., flood, earthquake, etc.).
 - (b) Fixed Debt Payments and Car Loans Include:

Any fixed debt with a balance equal to 10 or more monthly installments. This includes future obligations such as deferred student loans.

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- (1) You can't include payments with fewer than 10 monthly installments unless you confirm their continuance. For example, if a car loan pays out in less than 10 months, you can only retain the payment if the applicant confirms their intent to replace the vehicle.
- (2) You can't include payments for non-existing debt unless you confirm the applicant's intent. For example, you can't include a replacement vehicle payment, even if the current vehicle is old, unless the applicant:
 - ◆ Confirms they are buying one;
 - ◆ Provides some detail on the year, make, and model; and
 - ◆ Approximates the installment amount.
- (c) Payments on business fixed debt are not components of MFD. These payments appear in section H of the 140.
- (d) Credit Card and Other Revolving Charge Accounts.

If the application or CBR doesn't indicate a monthly payment, you must:

- (1) Contact the applicant and use the required minimum monthly payment on the current balance; or
- (2) Use the greater of 3 percent of the balance or \$20 if you can't make contact.

NOTE: If an applicant states they pay credit card balances in full every month, you can exclude those payments from MFD provided:

- ◆ The amounts they say are paid in full each month are realistic given their overall financial condition; and
- ◆ Your LOR includes justification.

Appendix 26 (Continued)

- (e) Extraordinary Continuing Expenses.

You must narrowly interpret this category and only include expenses/obligations if they are:

- (1) Significant (unusually large in proportion to applicant's income); and
- (2) Continuing (for at least 10 months); and
- (3) Mandatory (not discretionary and exclusive of items ordinarily treated as living expenses).

Examples include:

- ◆ Extraordinary medical expenses (e.g., dialysis, prescribed physical or rehabilitation therapy not covered by insurance);
- ◆ Extraordinary tuition expenses required by physical disabilities (e.g., blindness, mental retardation, etc.);
- ◆ The total amount of child care shown on the application if the applicant is a single parent (or if the applicants are working parents) provided child care is disclosed on the FTRs. If child care started after the filing of the most recent FTR, the amount disclosed on the SBA 5C is sufficient documentation; and
- ◆ Alimony or child support if disclosed on the FTR or documented by court order.

The following are not extraordinary expenses:

- ◆ Ordinary medical expenses (including medical insurance); and
- ◆ Tuition for schools and colleges (basic educational expenses).

(4) Effect of Living Expenses on FDM.

Living expenses do not affect the calculation of repayment ability under the FDM. They are included in the portion of gross income remaining after subtracting the MAFD. The FDM assumes applicants will adjust their living expenses to meet unusual obligations (e.g., vacations, excessive auto insurance costs, etc.).

c. Repayment Ability Determination: Standard MAFD percent.

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- (1) If CA is positive, you must:
 - (a) First attempt to amortize the eligible loan amount within 30 years using the target payment of one-third CA. If it amortizes, recommend those terms. (Remember to investigate refinancing eligibility if maturity is more than 15 years). Otherwise;
 - (b) Attempt to amortize the eligible loan amount within 30 years using up to 100 percent of CA. If it amortizes, recommend those terms. (However, exercise caution before recommending a 30-year loan on a relatively small amount).
- (2) If CA is positive but won't amortize the loan amount within 30 years, or if CA is negative, you must consider if:
 - (a) The applicant is eligible for refinancing (see paragraph 36); or
 - (b) The applicant is able to carry more than 40 percent MFD; and

NOTE: Generally, we don't consider applicants with GAI less than \$25,000 able to carry MFD in excess of 36 percent.

 - (c) A limited approval is appropriate.

d. Refinancing.

If the applicant is eligible for refinancing, you must first calculate the maturity without refinancing using the target payment and the standard deferment. Then you apply the following:

- (1) If the loan will amortize in 15 years or less, you should not offer refinancing; or
- (2) If the loan will amortize in more than 15 years, you may offer refinancing. The payment on the disaster loan which includes refinancing should be at least the same as the existing payment being refinanced. If the resulting maturity is less than 15 years, the applicant remains eligible for refinancing.

e. Determination of Repayment Ability in Excess of 40 percent MAFD.

Some applicants may be able to carry more than the standard MAFD percent. You must make this determination on a case by case basis. You ~~cannot~~ recommend a loan in excess of the standard MAFD percentage unless you justify it according to the guidance below. Where an approved loan requires the

applicant to carry more than 45 percent of MAFD, ~~you must forward the LOR and SBA DC to the AAD/AP or designee for loan approval.~~

The following are acceptable justifications for exceeding the standard MAFD percentages:

(1) High Income and Relatively Low Living Expenses.

For this purpose, "high income" means GAI is at least \$85,000. Low living expenses are generally related to applicants with few dependents, but not in every case. (It is possible for an average size family to have low living expenses.) You can't use this justification unless both of these factors are present.

(2) Future Income Prospects.

This applies only to:

- ◆ Applicants whose earnings in their occupational field or industry are rapidly increasing (e.g., a doctor, who at the time of the disaster was in the first few years of a medical practice); or
- ◆ Applicants with excellent prospects for substantial future income increases (e.g., a skilled tradesperson such as an apprentice plumber who can reasonably expect to get a journeyman's license shortly).

(3) Demonstrated Ability to Handle Debt.

You can justify exceeding the standard MAFD percentage if the applicant has demonstrated the ability to devote a greater part of income to monthly fixed debts. You can't use this justification unless the applicant has an excellent credit history. You can consider the ability demonstrated if the applicant continuously or historically paid more than 40 percent of GMI in fixed debts and maintained an excellent credit history. However, you can't exceed the historically demonstrated level using this justification.

For example, assume an applicant demonstrated the ability to handle 42 percent MAFD. If the MAFD percentage after the SBA loan (with or without refinancing) exceeds 42 percent, you can't use this justification.

(4) Accumulation of Sizeable Net Worth.

You can justify exceeding the standard MAFD percentage if the applicant has accumulated sizeable net worth and maintained an excellent credit history.

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For this purpose, "sizeable net worth" means tangible net worth equal to or greater than 1 year's salary based on current and foreseeable annual income. You must be certain that the tangible net worth is not due to real estate appreciation, inheritances, or similar circumstances requiring no financial contribution from the applicant.

NOTE: The above justifications may "stand alone." You can recommend exceeding the standard MAFD percentage using any one of the reasons above, provided it is relevant and documented. However, AAD/LP approval is required if you recommend exceeding the standard MAFD percentage for any other reasons.

f. Limited Approval.

Before recommending a limited approval, you must:

- (1) Use 100 percent of CA;
- (2) Set the term at 30 years;
- (3) Consider and comment on the availability of assistance from § 88 or other sources to make up the difference between the eligible amount and the limited loan amount; or
- (4) Document that the limited loan will permit sufficient repairs to render the house habitable if § 88 or other assistance is not available (see paragraph 85).

g. Determination of Interest Rate.

If CA is positive, you complete the CET. If CA is negative, but you justify a higher MAFD%, complete the Other Assets Test.

h. Establishing Repayment Amount.

- (1) General Rule. You set the monthly payment at one-third CA, provided it amortizes the loan within 30 years using the standard deferment. Otherwise, you write a 30-year term and set the payment up to 100 percent of CA.
 - (a) If the payment for a 30-year term exceeds 100 percent of CA, consider the possibility of exceeding the standard MAFD percentage, refinancing, or writing a limited approval. Otherwise, you must recommend decline 21.
 - (b) If you exceed the standard MAFD percentage, the nonstandard 100 percent CA figure will be the payment and you should write

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the loan for 30 years. In some instances this may result in loan terms which appear less than practical for the applicant's financial condition, (e.g., small loans or loans to applicants with high income). In those cases, use your discretion in setting the term.

(2) Exceptions to the General Rule.

(a) Applicant requests payment greater than one-third CA. You may grant this request if:

- ◆ The payment doesn't exceed 100 percent of CA; and
- ◆ Your LOR clearly indicates it was at the applicant's request.

(b) Setting payments below 1/3 of CA. You may set the payment below 1/3 CA only in cases of no credit elsewhere and

- ◆ Relatively low, fixed retirement, permanent disability, or similar income; or
- ◆ Relatively low income (income is expected to remain low) where there is also a clear need to devote a large share of the income to living expenses (such as for a large number of dependents or to support known unusually heavy expenses); or
- ◆ Low income and low fixed debt with an anticipation that necessary fixed debt will materially increase.

Your LOR must justify setting a payment below one-third CA. You can't do it if the income is not relatively low or if the reason tends to duplicate the FDM theory. For example, you can't argue that living expenses are more than 60 percent of GMI without demonstrating how they are substantially greater than normal.

(c) Adding \$50 to the payment. Sometimes, the general rule establishes a payment which is less than practical for the applicant's financial condition (e.g., small loans or loans to applicant's with high income). In these cases, use your discretion in setting the terms. Within the standard CA, you can add up to \$50 per month to the payment to help shorten the maturity, but not merely to avoid small payment amounts. You must obtain the applicant's consent if:

- ◆ You exceeded the standard MAFD%; and
- ◆ The term is less than 30 years.

(d) Applicant requests a lesser loan amount. In this instance you must recalculate the payment based on one-third CA.

i. Loan Officer's Discretion.

The FDM is a guideline to help you determine repayment ability and terms. You must exercise your credit analysis skills, use discretion, and evaluate all information to be successful. Only your reasoned and thorough analysis of all relevant facts can help balance prudent lending of subsidized funds and sympathetic consideration of the disaster victims' needs.

APPENDIX 27
(paragraph 84)HOME EXPEDITED LOAN OFFICER'S REPORT
(HELOR)1. GENERAL

The HELOR is an expedited method of processing original home loan applications to approval. You must process all home loans which meet the HELOR criteria using this method of processing.

Loan applications that do not meet the HELOR criteria are processed using the SBA Form 140. HELOR will never be used to decline or withdraw a loan application. Companion files, reconsideration and reacceptance files, 1-4 rental files or loans requiring approval authority above the SLO level cannot be processed using HELOR.

A determination of No Credit Available Elsewhere is assumed on loans processed using HELOR by limiting this method of processing to applicants whose income is below the ~~65,500~~ level and whose assets (less primary residence) are below ~~438,000~~.

2. HELOR CRITERIA

To be processed using HELOR, ALL of the following must apply:

- a. The application must be for damage to a primary residence (e.g., home loans including those covered under paragraph 13.n.) and cannot have any companions.
- b. The credit score for the primary wage earner (the applicant who provides the majority of household income) must meet minimum requirements (640).
- c. The applicant(s) total income must be between \$25,000 and the rate for a ~~65,500~~.
- d. The applicant(s) assets less the primary residence cannot exceed ~~\$438,000~~.
- e. The applicant(s) has no schedule C, E or F income.
- f. Any previous SBA loan history must be satisfactory.
- g. All student loans, child support and federal obligations must be current.
- h. The eligible losses cannot exceed \$25,000.
- i. The loan cannot include funds for refinancing or relocation.
- j. The loan must be an approval.

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3. HELOR PROCESSING PROCEDURES

HELOR is the first step in processing a home loan application. The 140E, Home Expedited Loan Officer's Report, is only completed if the loan application meets all of the above criteria. If an application fails to meet any one of these criteria, you must process the application using the Form 140 (see appendix 18).

a. Heading.

- (1) Original Action. This is a preprinted entry. Reconsiderations and reacceptances cannot be processed using HELOR.
- (2) Control Number. Enter the SBA control number.
- (3) Declared County. The county location (or other declared political subdivision) of the damaged property.
- (4) Name of Applicant. The applicant whose name appears first on the application.
- (5) Name of Co-Applicant. The applicant whose name appears second on the application.
- (6) Damaged Property Address. The address of the damaged property obtained from the SBA 5C or 739.
- (7) Mailing Address. The address where the applicant receives mail.

b. Income.

- (1) Applicant. The verified gross annual income (GAI) of the applicant. (see appendix 26)
- (2) Co-Applicant. The verified GAI of the co-applicant.
- (3) Source. The informational resource used to document the income shown for the applicant/co-applicant (e.g., FTRs, pay stubs, direct checks, etc.).

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- (4) Primary Income. Total GAI of the applicant with the greatest income.
- (5) Score. The credit score from the CBR of the applicant with the primary income. ~~This field must be completed before proceeding. If no credit score exists, enter "0".~~
- (6) Does credit score for primary wage earner meet minimum requirements (640)? Check "Yes" if the credit score is 640 or greater. Check "No" if the score is 639 or less.

c. HELOR Criteria Questions.

If the answer to any of the following questions is "No," the application cannot be processed using HELOR and must be processed using the SBA 140.

- (1) Is verified income between \$25,000 and GS ~~1701~~? Check the appropriate box.
- (2) Are assets less primary residence ~~\$488,000~~? Check the appropriate box.
- (3) Applicant has no Schedule C, E, or F income? Check the appropriate box.
- (4) Previous SBA loan history satisfactory? Check the appropriate box.
- (5) Are student loans current? Check the appropriate box.
- (6) Is child support current? Check the appropriate box.
- (7) Are federal obligations current? Check the appropriate box.

d. Eligibility.

- (1) Verified Total Loss. The amounts supplied by the LV for R/E, PP and Automobiles.
- (2) Less MRP. The amount of duplicated assistance received from sources other than insurance.
- (3) Less Insurance Recovery. The NET insurance proceeds for R/E, PP and Automobiles after deductibles, mandatory payoff of mortgages and insurance adjuster's cost, if any.

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- (4) Uncompensated Loss. The difference between the verified total loss, any duplication of benefits and net insurance.
 - (5) Less Landscaping Limits. Any amount verified for landscaping above the maximum landscaping limit (see paragraph 27).
 - (6) Eligible Loss. The difference between the Uncompensated Loss and any amount in excess of the landscaping limit.
 - (7) Are eligible losses \$25,000 or less? Check the appropriate box. If "Yes," continue processing using HELOR. If "No," the application cannot be processed using HELOR and must be processed using the SBA 140.
- e. Approval Terms and Conditions.
- (1) Recommended Loan Amount. The individual recommended amounts for R/E, PP (including automobile eligibility), and the total. If the recommended amount varies from full eligibility, the difference must be supported in the chron.
 - (2) Flood Insurance Requirements.
 - (i) Is flood insurance required by law? Check the appropriate box.
 - (ii) Is flood insurance required by policy? Check the appropriate box.
 - (iii) Amount. Indicate the required amount of coverage.
 - (3) Collateral. Indicate if the loan will be secured or unsecured. Generally, secured loans will only use the damaged property as collateral even if the equity in the damaged property is insufficient to fully collateralize the loan. No further analysis is required.
 - (4) Comments.
 - (i) Proposed terms discussed with the applicant? Check the appropriate box. The chron must indicate the exact terms discussed and/or reflect all attempts to contact the applicant.
 - (ii) Applicant agreeable to proposed terms? Check the appropriate box. If the applicant is not agreeable to the terms, the loan must be processed using the SBA 140.
 - (5) Recommendation. Only an approval recommendation is allowed using the SBA 140E. All other recommendations require the loan to be processed using the SBA 140.

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- (i) Loan amount. Must agree with the Recommended Loan Amount.
- (ii) Interest Rate. Credit Elsewhere guidelines are incorporated into the HELOR processing criteria. All approvals using HELOR are at the low rate.
- (iii) Term and Payment.
 - (a) General Rule. The payment is calculated to [REDACTED] [REDACTED] of 5% based on the loan amount. The HELOR program will round up to the next dollar amount. There will be a minimum payment of \$25.
 - (b) Adjusting the target payment. At the applicant's request, documented with a chron entry, you may modify the target payment by up to \$25 either up or down provided that the loan maturity does not exceed the 30-year maximum and the target payment does not go below the \$25 minimum.
- (iv) Signature. Print and sign your name in the appropriate blocks. Enter your title and the date.

APPENDIX

(Paragraph 40)

PRE-DISASTER MITIGATION PILOT LOAN PROGRAMGENERAL

Effective June 16, 2003 SBA instituted the Pre-Disaster Mitigation Loan Program (PDMLP) as a pilot. This new program encourages disaster preparedness rather than relying solely on response and recovery. This new program allows ODA to make low interest, fixed rate loans to small businesses for the purpose of implementing mitigation measures to protect their property from future disaster related damage. The following addresses the differences from the existing disaster program and the changes that are being made to effectively implement the PDMLP.

- a. PDMLP Declaration Numbers - SBA will publish, and the Areas will receive a copy of a notice in the Federal Register announcing the availability of pre-disaster mitigation loans. The notice will designate a 30-day application filing period with a specific opening date and filing deadline, as well as the locations for obtaining and filing loan applications. The applicable interest rate for these loans will also be stated on the Federal Register notice.

Each Area will use one "declaration" number for all PDMLP applications received during each application filing period. The PDMLP "declarations" will have a numbering scheme similar to the Military Reservist EIDL program. The existing 4 character field will be used with M + the Area Office Number + the fiscal year. For example, the declaration numbers for the first "declaration" will be Area 1 – M103, Area 2 – M203, Area 3, M303, and Area 4 – M403.

- b. Filing Period – The filing period for this assistance is from June 16, 2003 to July 16, 2003. All applications must be postmarked on or before July 16, 2003. SBA will not accept any applications postmarked after the filing deadline. All such loan applications must be returned to the loan applicant. SBA may announce additional filing periods each year, depending on the availability of program funds.

- c. Screening – The application should be screened using the new "Screening Checklist – Pre-Disaster Mitigation Loans" (SBA Form 743M), included in AD Memo #03-18.

The application must be clearly date-stamped on the front of the Pre-Disaster Mitigation Small Business Loan Application (SBA Form 5M) and also clearly annotated in the appropriate box on the "Screening Checklist-Pre-Disaster Mitigation Loans" (SBA Form 743M).

To apply for a pre-disaster mitigation loan, a business must submit a complete Pre-Disaster Mitigation Small Business Loan Application prior to the filing deadline. Complete applications postmarked or presented to SBA after the filing period is announced in the Federal Register but prior to the filing period opening date may be held

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until the filing period begins. However, these applications must be stamped as being received on the first day of the filing period—in this case June 16, 2003. Applications received and postmarked after the application filing period ends must be returned to the applicant.

- d. Acceptable applications must contain the information listed under items 1 through 4 of the “Filing Requirements” section of the 743M Screening Checklist. Please note the following items on the new 743M Screening Checklist are different than those normally required for our standard disaster loan applications to be accepted.
- (1) Item 3 on the Checklist requires a statement from the local or State coordinator confirming the business’ proposed mitigation measure is in accordance with the specific priorities and goals of the Pre-Disaster Mitigation community (as defined by FEMA) in which the business is located.
 - (2) Item 4 on the Checklist requires a Cost Estimate/Contractor’s bid and outline of the proposed mitigation measure.

The additional PDMLP filing requirements should be self-explanatory.

- e. Docketing – Accepted Pre-Disaster Mitigation Loan Applications must be docketed and input the same day they are received.
- (1) For this pilot program, the following ALCS screen changes will apply:
 - a. Personal Property, Real Estate, Refinancing and Bridge amounts have been removed from the Loss Verification and Loan Screens (103, 105 and 161).
 - b. The FEMA number, Combined Control Number and Rental 1-4 fields have been removed from screens 102, 103 and 105.
 - c. Pre-Disaster Mitigation loans will be low rate only. Accordingly, the high interest rate fields have been removed from screen 401. This screen has also been changed to reflect that there are no declared counties under this program and the type of declaration will automatically default to the “Agency” declaration.
 - d. Finally, ODA is required to report the results of this pilot program to Congress, once the pilot program is completed. Accordingly, please make sure the following information is entered into the ALCS system. Type of Business (NAICS Code), Communities Impacted (City, County and/or State fields for the business address). A new field will be added to the docketing screen, with a drop down entry to enter the type of disaster damage being mitigated against. The drop-down entries will be 1). Wind Damage, 2). Flooding, 3). Earthquake, 4). Fire Protection, 5). Mudslides and 6). Other. An additional new field will be added to the docketing screen so that the total project cost may also be entered.

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- f. ALCS Random Selector Program: This is a computerized program developed by DataEquip that is programmed to automatically set funding priority order (on a random selection basis) of files received by all Area Offices on the same day. Once the computer generated funding order is established, that data will automatically be forwarded to Headquarters daily. As each Area's loan request is approved, that information will be transmitted to Headquarters staff who will match the approved loan number and amount against the ODA Funding Priority Log. If funds are available, Headquarters will notify the Areas and the funding block will be released (this will be accomplished by using the new ALCS screen #118 – Activate PDM Loans, which can only be used by authorized Central Office Employees). Please note that funding order will not necessarily follow the Area control numbers sequentially — especially on multiple files accepted on the same day.

ODA will notify the Area Offices daily of the loans that can be funded.

- (1) Eligibility considerations include:
- a. As of the date a business submits a complete Pre-Disaster Mitigation Small Business Loan Application to SBA, that business, along with its affiliates, must be a small business concern as defined in Part 121 of 13CFR.
 - b. The business, along with its affiliates and owners, must not have the financial resources to fund the proposed mitigation measures without undue hardship. In other words, if the business, along with its affiliates and owners, is found to have credit elsewhere, they are not eligible to be considered for a pre-disaster mitigation loan.
 - c. The business, which is the subject of the mitigation measure, must have operated as a business in its present location for at least 1 year.
 - d. If the business is proposing a mitigation measure that protects against a flood hazard, the location of the business that is the subject of the mitigation measure must be located in a Special Flood Hazard Area (SFHA). PDMLP loan funds may be used for relocation of a business if their commercial real property (building) is located in a SFHA, and the business relocates outside the SFHA, but remains in the community.
 - e. For businesses that own and lease out real property, the mitigation measure must be for protection of a building leased primarily for commercial rather than residential purposes (SBA will determine this based upon a comparative square footage basis).
 - f. A business together with its affiliates may borrow up to a maximum \$50,000 each fiscal year under this program.
 - g. A business receiving funds during one fiscal year may reapply for funds in a subsequent fiscal year.

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Additional exclusions from program eligibility are consistent with our current physical disaster loan program and are included in 123.404 of the new regulations.

- g. Loss Verification – The loan applicant’s mitigation project cost estimate/contractor’s bid, etc. must be reviewed by a Loss Verifier for reasonableness in cost and reasonableness of the measure as it relates to appropriate hazard mitigation. The rule of two applies to this review and must include; a summary of the Loss Verifier’s recommendation as to reasonableness of cost and purpose, the date, printed name, signature of both the loss verifier and the reviewer. Generally, a site visit to make such determinations is not anticipated. However, management has the discretion to authorize a site visit if considered necessary.

The purpose of this review is to provide the loan officer with sufficient information to make a loan decision in the appropriate amount and for an appropriate purpose.

- h. Loan Processing and Funding – Pre-Disaster Mitigation Loan Applications will be processed to a decision in accordance with normal processing procedures. Processed loan applications with decline and withdrawal decisions should be processed to their conclusion and the applicant notified of the processing decision in the usual manner. However, for loan *approval* decisions, the ALCS funding mechanism has been modified to *block* funding of these loans at the Area Office level, until Headquarters provides the Area Offices with a notification of “funding release”. Once Headquarters issues this notification of “funding release” to the field, the ALCS will release the funding block and allow the appropriate Area Office to fund their respective approved loans in the appropriate priority order. Notice of “funding release” will be issued to the Area Offices daily. Contact ODA for issues related to funding.

Our standard requirements will apply for loan terms, e.g., standard 4-month payment deferment period and prior injection of funds (for mitigation measures in excess of the maximum loan amount). Please note that loan applicants requesting funds for mitigation projects requiring more than the maximum loan amount of \$50,000 must provide documentation to show that the additional/excess funding for the project is in place prior to PDMLP loan approval. **Note: The total amount of the project will be used as the uncompensated physical loss for the credit elsewhere determination.**

- i. Funding Order of Reconsiderations, Appeals, Increases and Reinstatements
Reconsiderations, Appeals, Increases and Reinstatement requests must be date-stamped as they are received and entered into the ALCS computer based random selection system. If any of the above actions are approved, their funding order will be determined by the last date received, and ultimately, in the order set forth by the random selection program. Headquarters will notify each Area Office of the order in which each of these types of requests can be funded.

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- j. Loan Approvals Not Funded Due to Lack of Funds - These loans will be given priority status, based on the original acceptance date, when more program funds become available. However, updated financial information should be required if more than 6 months has elapsed since the loan approval date. Again, Headquarters will maintain the record of funding order of such applications and will advise the Area Offices accordingly.
- Loan approvals not funded due to lack of funds should be withdrawn. A new withdrawal code (Code #65 – Loan approved, but withdrawn due to lack of program funds) has been created in the ALCS for this purpose. Accordingly, the 7 – 21 day clock will be stopped on such files at the time of withdrawal. A standard letter is being developed to advise approved loan applicants, whose loans cannot be funded, that their application will be given priority status, based on the original acceptance date, once more funds become available. In addition, a standard letter is also being developed to advise such applicants that new funds are becoming available and that their loan application will be reactivated. The Areas should advise these applicants in this letter of the need for any additional financial information, confirmation that the project bid price still applies or any other discretionary information that is deemed necessary. Loan approvals “not funded due to lack of funds” and reactivated when new funds become available will not be required to have their mitigation plans re-certified by a State or local certifying official.
- k. Loan Closing Documents – The LA&A is being changed to exclude references to disaster damage (both secured and unsecured) and to identify the loan as a Pre-Disaster Mitigation Loan.
- l. Disbursements – Standard disbursement procedures should be used.
- m. Progress Inspections – On-site progress inspections or final inspections of a completed project, must be performed on all loans of \$25,000 or more.

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INDEX

This index uses key words which, when referenced to the indicated paragraph or appendix (A__), enable you to learn the eligibility, ineligibility, or explanation of the particular subject matter.

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OVERVIEW OF FIELD OPERATIONS

PRE-DECLARATION:

1. Track Event
2. Review demographics of disaster damaged area
3. Record disaster information
4. Establish points of contact with Federal, State, and Local officials for survey
5. Set up meeting time and location for survey in coordination with LV
6. Complete survey information in coordination with LV
 - a. Counties
 - b. Survey meeting time and location
 - c. Surveyor assigned
 - d. Contact information
7. Provide LV with any specific information FOPs may want the surveyor to collect during the survey to assist set up of field operations other than the usual lodging, vehicle requirements, county POC for space and facilities, etc.

DECLARATION:

1. Contact State and County officials to finalize space and facilities
2. Create physical declaration file and electronic declaration file in J Drive
3. Fill out Field Operations Facility Sheet
 - a. Type of facility
 - b. Days and hours of operation (opening date/closing date)
 - c. Facility background information
 - d. Facility contact information
4. Fill out Field Location Code Form
 - a. Enter information into T&A program
 - b. Provide copy of form to Verification and Admin
5. Send supply requisition to Admin.
6. Staffing
 - a. Determine OIC and Team Lead position(s)
 - b. Determine number of Customer Service Representatives (CSRs) to effectively staff all locations
 - c. Use "callback" list to contact possible CSR re-hires
 - d. Training
 - e. Monitors staffing in all field offices and make changes as needed
7. Determine if Fast Track will be implemented and coordinate with processing center
8. Prepare Travel Arrangement Requests for travelers
9. Enter field location information and continually update
10. Locate closest SBDC, Chamber of Commerce, District Office, and Regional Office
11. Determine best method of shipping
12. Internet Connectivity
13. Assess cell phone service needs
14. Revenue and Tax Office points of contact (islands)

15. Establish source and point of contact for child support compliance information (islands)
16. Review special requirements/customs (islands)
17. Provide Team Lead(s) with Team Lead kits
18. Prepare flyers for outreach effort
19. Prepare fact sheets
20. Enter field office information
21. Prepare and distribute location listing
22. T&A
23. Reports
 - a. Daily Activity
 - b. Daily Logistical
 - c. 150 Calls
 1. Provide OIC with report
 2. Enter call activity
 - d. Overtime Tracker
 - e. Situation Report
 - f. Field Staffing Report
 - g. Voucher tracking
24. Collect emergency contact information from each field employee and enter information into employee database
25. Newsletters
 - a. Determine Newsletter needs
 - b. Identify specific needs to address in Newsletter and provide to PIO for preparation of draft
 - c. Prepare and mail initial Newsletters
 - d. Prepare and mail final newsletters
26. Determine grace period and prepare notice

ON SITE DUTIES:

1. Visit SBDC, Chamber of Commerce, District Office and Regional Office in disaster area
2. Liaison between Federal, state, and local agencies
3. Attend briefings and meetings with Federal, state, and local agencies
4. Coordinate check disbursement ceremony with PIO
5. Serve as liaison between field offices and processing center
6. Monitor staffing in all field offices and makes changes as needed
7. Continually review need for Disaster Office locations
8. Conflict resolution
9. Review travel vouchers for completeness
10. Monitor supply inventory and when needed, prepare supply requests for the field
11. Review newspaper and internet articles regarding SBA
12. Collect Accountable Property from field staff when separated
13. Provide field staff with itineraries and 21s
14. Collect all original T&A, transfer logs, and fed ex labels from Team Lead when center closes

POST DECLARATION:

1. Prepare Letters of Appreciation
2. Employee evaluations
3. Employee Award Nominations
4. Prepare Close Out Reports

COMMENTS FOR THE RECORD



ASSOCIATION FOR ENTERPRISE OPPORTUNITY

Name of submitter: Amy McKenna Luz
Title: Chief Executive Officer
Organization: Association for Enterprise Opportunity

February 28, 2007

Committee on Small Business & Entrepreneurship
 428A Russell Senate Office Building
 United States Senate
 Washington, D.C. 20519

Chair Kerry, Ranking Member Snowe and Members of the Committee:

On behalf of the Association for Enterprise Opportunity (AEO) and its 500 member organizations nationwide, we respectfully request that the Committee restore funding for the Small Business Administration (SBA) Microloan, PRIME, and Women's Business Centers to levels prior to the repeated cuts in funding these programs have endured during the past several years. We are asking the Committee to support the following funding levels:

- **Microloan Lending: \$31 million in loan authority for lending capital**
- **Microloan Technical Assistance: \$20 million**
- **PRIME: \$15 million**
- **Women's Business Centers: \$17 million**

Thank you for the opportunity to submit written testimony for the February 28 hearing on "The President's FY2008 Budget Request for the Small Business Administration." My name is Amy McKenna Luz, and I am the Chief Executive Officer of AEO, the only national membership association for the microenterprise development industry and the voice of the U.S. microenterprise field. The vast majority of AEO's membership consists of microenterprise practitioner organizations, including over half of all Microloan Intermediaries, PRIME grantees, and Women's Business Centers.

The Administration's proposed termination of technical assistance funding for the SBA Microloan Program and the Program for Investment in Microentrepreneurs (PRIME) in the FY2008 budget would wipe out two critical federal funding sources for microenterprise development in the United States. This would effectively terminate the only available sources of business assistance for thousands of underserved entrepreneurs across the country. Moreover, the Administration's proposal for a zero subsidy Microloan program would essentially dismantle this important program by increasing the costs of loans for practitioners and their borrowers and, therefore, making this program unaffordable for its target population of underserved entrepreneurs.

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The SBA Microloan Program

The SBA Microloan Program, the single largest dedicated source of funding for microenterprise development in the nation, was created in 1992 to help small business owners in need of small amounts of capital (less than \$35,000) that are not yet “bankable” in the private sector lending community. Since 1992, SBA Microloan Intermediaries have made over 26,000 Microloans totaling over \$318 million, primarily to women, minority, and low-income entrepreneurs.

Different Borrowers

The Administration contends that mainstream private sector banks and the SBA Community Express program are both willing to make loans to traditional Microloan borrowers. This is not true. While banks may at times make business loans under \$35,000, the underwriting criteria they employ to justify an extension of capital will most often exclude the average Microloan borrower. The same can be said for the Community Express program, which utilizes much of the same “checklist” type of underwriting procedures. Microloan borrowers often have FICO credit scores as low as 550, past credit problems, little or no collateral, and a lack of business experience. Traditional banks will simply not lend to these borrowers, with or without the benefit of an SBA guarantee program like Community Express. In addition, over 37% of Microloans go to start-up companies.

It is clear that traditional Microloan borrowers have financial needs that are currently not being met by private sector financial institutions or any other federal programs. Nonetheless, the Administration continues to make erroneous statements about how the SBA Microloan Program is duplicative of other existing SBA loan programs. By looking at the demographics of Microloan borrowers, it is evident that this is an underserved population which would not qualify for other SBA loan programs. It is very disconcerting that the Administration is determined to eliminate the SBA Microloan Program, yet they have not taken the time to learn about this program beyond the mere number of loans and the loan amounts to determine if Microloan borrowers would be eligible to receive loans and business assistance from other federal programs.

Technical Assistance

The key component of the Microloan Program—and the main reason it has been able to maintain a default rate to SBA of nearly 0%—is intensive pre-and post-loan technical assistance. This technical assistance allows Microloan Intermediaries to extend credit to entrepreneurs with elevated risk profiles, acts as a driver for business success, and greatly improves the chances for successful business repayment. In contrast, private sector banks typically do not provide any technical assistance to their borrowers. In the case of the Community Express Program, the small amount of technical assistance provided—usually to assist borrowers in completing the loan application—does not compare to the countless hours of Microloan technical assistance provided over the life of the loan. Simply put, the Microloan Program would not work without the technical assistance component. The Administration has maintained that the technical assistance feature makes this program too expensive to continue. In fact, even with the cost of technical assistance, the cost per job created/retained is still much lower than most federal programs.

The Administration’s proposal to shift responsibility for the Microloan program’s technical assistance to SBA’s Small Business Development Centers (SBDCs), Service Corps of Retired Executives (SCORE), and Women’s Business Centers (WBCs) is just not feasible. First, many of

these SBA technical resource partners do not have offices in and serve the same geographic areas as Microloan Intermediaries. Second, the Administration's budget proposes a cut in funding for SBDCs and WBCs, while flat funding is proposed for SCORE. It is not reasonable or effective to expect these resource partners to take on this added responsibility by having to offer services to many more clients without adequate resources and staff capacity. Third, some SBDCs do not work with microentrepreneurs nor do they provide the same intensive level of technical assistance that is provided by Microloan Intermediaries. The shifting of technical assistance provided by the Microloan program to SBA's other resource partners would essentially eliminate a critical aspect of the program and adversely affect the success rate that has been achieved to date.

Geographic Dispersion

Over 33% of all Microloans go to entrepreneurs in rural America. Only a small percentage of Community Express loans under \$35,000—in the Microloan range—go to rural America. This is not surprising when one considers that in 30 out of 50 states, the Community Express program has historically made 0 loans or maintained an average loan size above the \$35,000 Microloan threshold. Generally, the Community Express program aims for loan amounts that are above the Microloan limit of \$35,000 but below \$250,000. The Microloan Program, which operates through community based non-profits located across the country, is clearly better suited to provide assistance to local communities in both urban and rural areas.

Cost Effective

Microloan is a cost-effective program that creates and retains jobs that stay in local communities. In FY 2006, the Microloan Program created or retained almost 10,000 jobs at a cost per job of roughly \$3300 in loan capital—well below SBA's stated goal of creating one job for every \$23,000 loaned through the 7(a) program! When technical assistance funds are added, it still works out to only \$4600 per job created or retained which is still much less costly than other federal job creation programs. In fact, when compared to the Community Express program in FY 2006, the average cost per job created/retained through the Microloan Program was lower than that of the Community Express Program.

Simply put, the Microloan and Community Express programs clearly serve different borrowers and have different purposes. The Microloan Program targets a unique market of underserved entrepreneurs and operates as a cost effective feeder for private sector banks and government guaranteed lenders. By focusing on capital formation and helping previously “unbankable” small business owners to increase their credit worthiness through small loans and intensive technical assistance, many Microloan borrowers move on to receive larger loans from banks—and even the Community Express Program—as a result of the Microloan Program.

The SBA PRIME Program

PRIME is the only federal microenterprise program that provides intensive training and technical assistance to low- and very low-income entrepreneurs who do not yet seek business capital. For many entrepreneurs, lack of access to capital is only one of the barriers to starting or growing a successful small business. PRIME provides grants to microenterprise organizations to offer this invaluable assistance. In addition, PRIME is unique in that at least 50% of all grant award dollars must be used to provide these services to very low-income individuals. By providing technical assistance, PRIME enables low-income entrepreneurs to gain fundamental business knowledge

that prepares them to seek loan capital later. PRIME serves as the first stop in a continuum that leads to Microloans and then access to financing from traditional commercial banks.

The Administration has proposed the elimination of the PRIME Program for the past seven years. However, Congress has continued to fund PRIME each year and in doing so has recognized that by investing in very low-income entrepreneurs, the program succeeds in creating jobs and income in communities that need it most. PRIME is just that—an investment. PRIME clients create and retain jobs, move off of public assistance and pay increased taxes as their businesses and incomes grow.

More than just ensuring that PRIME continues to receive funding, AEO is requesting this year that funding for PRIME be restored to \$15 million which is the level of funding that was authorized for this important program when it was established. The program was originally authorized to receive increased funding each year in order to serve an increasing number of low- and very low-income entrepreneurs throughout the US. Unfortunately, the funding was cut to \$5 million for FY 2002 through FY 2005 and to \$2 million for FY 2006 and FY 2007. This has resulted in an administrative decision by the SBA to reduce the geographic scope of the program to only a few select states based on poverty guidelines. Restoring funding will ensure that this program can be operated on a national level as originally intended.

The SBA Women's Business Centers Program

The Women's Business Centers (WBC) of the Office of Women's Business Ownership provide training and technical assistance to women starting or expanding their businesses. In 2006 alone, Women's Business Centers across the country trained and counseled over 197,000 women in core business areas such as marketing, bookkeeping and finance. The Centers serve an invaluable role in meeting the special needs of female entrepreneurs across the country.

America's 10.6 million women-owned businesses employ 19.1 million people and contribute \$2.46 trillion to the economy. However, women continue to face unique obstacles in the world of business and greatly need the specialized services that Women's Business Centers provide.

Again, the Association for Enterprise Opportunity and its 500 member organizations nationwide respectfully ask that the Committee continue to do what is truly best for small business in America and support these indispensable SBA programs at the following funding levels: \$31 million in loan authority for Microloan Lending, \$20 million for Microloan Technical Assistance, \$15 million for PRIME, and \$17 million for Women's Business Centers.

Sincerely,



Amy McKenna Luz
Chief Executive Officer



**STATEMENT RELATED TO U.S. SMALL BUSINESS ADMINISTRATION
FY2008 BUDGET AND REAUTHORIZATION**

**SUBMITTED TO THE
U.S. SENATE COMMITTEE ON SMALL BUSINESS AND ENTREPRENEURSHIP
ON MARCH 6, 2007**

To the Honorable John Kerry, Chair, Honorable Olympia Snowe, Ranking Member and other members of the Senate Committee on Small Business and Entrepreneurship:

The Association of Women's Business Centers is pleased to provide our input on matters related to the recent Administration submission of its FY2008 budget for the U.S. Small Business Administration, and our thoughts and recommendations on the reauthorization of that agency's programs.

As the Committee members are well aware, the Women's Business Center program has been an important part of the SBA's entrepreneurial development assistance efforts since its establishment in 1989, after the passage of the Women's Business Ownership Act of 1988. The program has grown from 4 "demonstration sites" in its first year to 99 SBA-funded Women's Business Centers (WBCs) in FY2007, with an additional 11 Centers currently operating outside the formal program.

Despite a remarkable record of achievement over the past 18 years, including impressive results in recent years as the program has come into its own,¹ its growth has stalled and Centers are having an increasingly difficult time fulfilling the growing demands of their clients in the face of:

- significant cuts in the per-center program budget,
- inconsistent communication and oversight from the SBA, and
- overly burdensome paperwork requirements.

The Association of Women's Business Centers would like to comment on three particular aspects of the SBA budget:

1. The budget request for the Women's Business Center program
2. The budget request for the National Women's Business Council, on which the AWBC has a seat and is a strategic collaborative partner
3. SBA requests for funding and operational changes to their microloan program

¹ See the statistics offered on page two.

1. **WBC Budget Request:** The FY2008 budget request of \$11.8 million for the Women's Business Center program represents the 5th straight year that the Administration has proposed no increase in the program. Indeed, in past years some Administration requests have been even lower.

The AWBC requests that funds be appropriated for the women's business center program at the following levels: \$17 million in FY2008, \$17.5 million in FY2009 and \$18 million in FY2010.

Another year of level funding will actually mean a continued reduction in funding for individual Centers. Quite apart from the effect of inflation and increasing costs of operation, new Centers have been added to the program by the SBA in each of the past several years, spreading already limited program resources even more thinly. In fact, even though SBA program requirements note that the budget for each individual WBC should be between \$125,000 and \$150,000 per year, most established WBCs are now receiving less than \$100,000 per year. The SBA continues to short-change established centers to allow the agency to announce grants to new centers each year. Robbing Peter to pay Paul is limiting overall program effectiveness and reducing support where it is needed most: among the centers that have developed organizational capacity to more efficiently provide services to an increasing number of clients.

Even in times of fiscal restraint, we believe that increased funding of the WBC program is needed due both to increased demand for services and the documented impact of the program.

- **Increased demand:** The demand for WBC services is rising. Between 2001 and 2003, the number of women entrepreneurs served *nearly* doubled (a 91% increase) and the number of new firms created by WBC's increased by 376%. Program-wide, the number of clients served has increased from 106,000 in 2003 to 144,000 in 2006: a 36% increase. This has happened, as funding has remained flat during that period, stretching WBC resources much more thinly.
- **Documented impact:** Funding for the Women's Business Centers is an investment in the country's small business economy. A significant return on investment is seen in the number of businesses started and strengthened, in jobs created, and revenues increased by the growing number of women- (and men-) owned businesses served by the program. In fact, the National Women's Business Council issued a report in July 2004 entitled Analyzing the Economic Impact of the Women's Business Center Program. The research drew on data from the SBA's Office of Women's Business Ownership from 2001, 2002, and 2003. Among other things, the report revealed that the WBCs generated a substantial economic impact. In 2003 alone, the WBCs helped launch 3,578 new businesses and fueled the creation of 6,493 new jobs. By any measure, this is a significant return on investment. Equally important, during the three years from 2001-2003, the businesses counseled by Women's Business Centers generated an estimated impact of \$500 million in gross receipts on an investment of \$37 million. Producing a staggering return on investment!

| □

Finally, Studies of micro-enterprise programs in general, including WBCs, have shown that two dollars in value to society is returned for every dollar invested over 1 to 5 years.

Research also shows that the impact of WBCs and other entrepreneurial education programs increases over time. In other words, we can look forward to even greater returns in the future from dollars invested to date – but only if per-center funding levels remain the same or grow. At the present time, they continue to decline.

2. **NWBC Budget Request:** Likewise, funding for the National Women’s Business Council – also created by the Women’s Business Ownership Act of 1988 – continues to remain flat. While the program has been authorized for many years at a level of \$1 million per year, it has continued to receive between \$700,000 and \$750,000 per annum for the past six years.

The AWBC would like to see the Administration and the U.S. Congress place a higher value on supporting the only formal voice for women business owners and their enterprises in the Federal government, and fund the program at its authorized level of \$1 million.

3. **The SBA Microloan Program:** Women’s Business Centers play a very strong role in providing education and technical assistance to over 144,000 clients per year. Many WBCs are also involved in the SBA’s Microloan program – as direct lenders or technical assistance providers, or both. **We strongly disagree with the SBA’s proposed “zero subsidy” approach to the Microloan program, and to its request to terminate the technical assistance aspect of the program.**

It is well-proven in the microenterprise field internationally that the technical assistance aspect of micro-lending is in many ways just as important, if not more important, than the funding received. To eliminate that aspect of the program would be to doom many micro-enterprises to failure. And to say that WBCs, SBDCs, and SCORE will pick up the slack is to foist yet another unfunded mandate upon already stretched service providers. Finally, nearly half of the clients served in this important program are women, so any reduction of the reach or impact of this program will disproportionately affect WBC clients.

SBA Program Reauthorization

Finally, we would like to state that we are anxious to work with the Committee on the reauthorization of SBA programs this year. There are several very important aspects of the Women’s Business Center program that have been in limbo for the past several years, as SBA reauthorization has been delayed. **In particular, we would like to see:**

- ☐1. _____ Renewable, performance-based funding for WBCs in the manner proposed by Senators Kerry, Snowe and Sununu in their recent amendment to the Minimum Wage
- ☐2.bill. _____ An equitable distribution of funding to the Centers with a formula that is communicated in writing to the WBC community.

We thank the members of the Senate Committee on Small Business and Entrepreneurship for your stalwart and long-standing support of the Women's Business Center program, and for other efforts to support women's enterprise development in general, such as your support for the National Women's Business Council and for increasing access to Federal procurement opportunities to women-owned firms. We look forward to continue to work with you to increase the economic and social contributions of this Nation's estimated 10.4 million women-owned enterprises, and to the countless others that are on the drawing board, awaiting support and assistance from Women's Business Centers to move forward.

Respectfully submitted for the record

On March 6, 2007

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**Statement of
Women Impacting Public Policy**

**Submitted to
Senate Small Business and Entrepreneurship
Committee**

**"The President's FY2008 Budget Request for the Small
Business Administration"**

February 28, 2007

Mr. Chairman, Ranking Member Snowe and Members of the Committee, Women Impacting Public Policy (WIPP) is pleased to submit testimony on the proposed FY2008 budget for the Small Business Administration (SBA). Women Impacting Public Policy (WIPP) is a national bipartisan public policy organization representing 47 small business groups and individuals with a voice for well over half a million members across the country.

Overall, the SBA has played a major role in encouraging the sector of the economy that has experienced growth and created jobs—small business. Women business owners have benefited greatly from the programs at the SBA. We commend the SBA on its ability to serve the needs of women who are starting and growing their businesses.

Our support for the National Women's Business Council (NWBC) remains strong and while we are pleased the Administration recognizes its importance to the women's business community by continuing to fund the Council at \$743,000, we would encourage the Congress to appropriate additional funding for this important advisory Council. The funding for the NWBC has remained constant over the past several years, making it impossible to keep pace with the community it represents, which, according to statistics, is growing at twice the rate of all other small firms. The NWBC plays a key advisory role to the Administration and to the Congress on women's business policy and as the 20th anniversary of the establishment of this office approaches, we urge the Congress to renew its commitment by increasing the funding for the NWBC to \$1 million.

WIPP believes the funding request for the SCORE program should meet the authorized level of \$8 million, as opposed to the Administration's request of \$4.95

million. Without adequate funding, SCORE cannot successfully carry out its mission which is critical to small start up businesses. Since its founding in 1964, SCORE has helped more than 7.5 million small businesses from idea to start-up to success. SCORE represents a low cost and an excellent value for business advice from successful business men and women. By helping small businesses succeed, SCORE supports job creation in communities nationwide.

We are disappointed that the funding request for much needed counseling centers such as Women's Business Centers (WBCs) has been reduced from FY06 levels- the FY08 budget request allows for only \$11.88 million in funding for WBCs. In the budget atmosphere of cuts which currently face the agencies, WIPP acknowledges that steady funding for programs providing services targeted specifically to women business owners could be considered a victory. We would point out, however, that the SBA expects WBCs to provide greater assistance to more women who are socially and economically disadvantaged but with no increase in funding to match the expected services. According to reports by the National Women's Business Council¹ and the Center for Women's Business Research², the estimated growth rate in the number of women-owned firms was nearly twice that of all firms (17% vs. 9%), and employment expanded at twice the rate of all firms (24% vs. 12%). This further underlines the need for resources dedicated to women-owned businesses through Women's Business Centers.

Furthermore, we echo the statements of WIPP's coalition partner, the Association of Women's Business Centers, in expressing our concern for the reduced funding level

¹ National Women's Business Council, *Analyzing the Economic Impact*, September 2004

² Center for Women's Business Research, 2003 and 2004

and request that funds be appropriated consistent with the current authorized level of \$16.5 million.

We applaud Chairman Kerry, Ranking Member Snowe and Senator Sununu for sponsoring an amendment included in the Senate passed version of H.R. 2, Minimum Wage legislation, which creates a grant program for established, successful Women's Business Centers around the country. The amendment is similar to the language that passed out of this Committee as part of S.3778, the SBA Reauthorization bill. As you know, the amendment allows established Women's Business Centers to apply for 3-year grants on an ongoing basis. This would provide the continuity needed to successfully operate a Women's Business Center.

WIPP regrets that the Administration has chosen not to request funding for the Microloan and Microloan Technical Assistance program. The loans offered through the Microloan program have unique characteristics which would not likely be offered by traditional lenders. This loan program provides the greatest reach to women business owners and is the single largest source of funding for microenterprises. According to a recent NWBC analysis of SBA loan program performance over the past five years, 45% of 7(m) program loans, and 44% of the dollars lent in the program, went to women-owned businesses in FY 2003—significantly greater shares than any other SBA loan program. WIPP is in agreement with its coalition partner, Association for Enterprise Opportunity, by requesting funding levels of \$31 million for the Microloan and \$20 million for the Microloan Technical Assistance programs.

With regard to federal contracting, SBA plays a pivotal role in ensuring that government agencies feel compelled to meet their small business goals. We urge the

Congress to strengthen the SBA's hand by giving it adequate funding and resources to carry out procurement initiatives and agency review of contracts. Without adequate review of agency procurements by SBA, small businesses will continue to lose federal contracting opportunities to large, bundled contracts.

We are pleased that the SBA has recognized the vital role that Procurement Center Representatives (PCRs) play in providing critical technical assistance for small business. The SBA stated, in its budget submission, that it is asking its PCRs to shift some of their focus from counseling for small businesses to reviewing and influencing procurements. WIPP believes that this additional focus is critical to providing contracting opportunities to small businesses. We also believe that the Congress should consider granting additional funding to hire additional PCRs. It is our understanding that the SBA intends to hire nine additional PCRs, but WIPP members believe the number should be much higher. We believe a critical need in SBA Regional Offices is procurement expertise and introductions to regional government installations. SBA Regional Offices do not currently have the personnel or the expertise to carry out this critical assistance to small business owners.

WIPP commends the SBA for its program goals for FY08 that include increased outreach to underserved markets, increased disaster assistance, and a reform agenda to improve the effectiveness of the Agency in meeting the needs of America's small businesses.

We look forward to the regulations SBA states it will promulgate in FY08 to bring the Women-Owned Small Business Federal Contract Assistance Program, included

in SBA's Reauthorization Act (P.L. 106-554), to fruition. Failure to implement this program has cost women businesses billions of dollars in federal contracting dollars.

WIPP strongly believes that SBA provides important services to women businesses nationwide and we urge the Congress to adequately fund this important agency.