

The Hurricane Sandy Charitable Organization and House of Worship Recovery Task Force | *Final Report*





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Retrieved from <http://www.nytimes.com/2013/02/19/nyregion/house-approves-federal-aid-for-churches-damaged-by-hurricane-sandy.html>



A Note From The Authors

As we move forward this century and prepare to deal with more frequent extreme events and rising seas brought about by climate change, we need to remember that populations are only vulnerable if they lack the capacity to cope with the incurred losses of a disaster. Strategizing ways to ensure that community fixtures are able to employ services and recover healthfully from disastrous events is vital to New York City's sustainability and resiliency. Therefore, we hope that our research and recommendations support the Task Force, charitable organizations, and houses of worship so that they can meet any outstanding recovery needs from Hurricane Sandy, continue helping communities, and prepare New York City for future disaster events.



LIST OF ACRONYMS

CO ... Charitable Organization

CBO ... Community Based Organization

CDBG - DR ... Community Development Block Grant - Disaster Recovery

CRD ... Community Recovery Director

DHSES ... New York State Department of Homeland Security and Emergency Security

FEMA ... Federal Emergency Management Administration

FBO ... Faith-Based Organization

HUD ... United States Department of Housing and Urban Development

NFIP ... National Flood Insurance Program

NYDIS ... New York Disaster Interfaith Services

ORR ... NYC Office of Recovery and Resiliency

PNP ... Private nonprofit

SBA ... United States Small Business Administration

Task Force ... Hurricane Sandy Charitable Organization and House of Worship Recovery Task Force

VOAD ... Voluntary Organizations Active in Disaster



Key Terminology

For the purpose of this report, the meanings of the terms listed below are specific to the discussion of charitable organizations' involvement in Hurricane Sandy recovery efforts. This section offers concise definitions, while more detailed explanations (with sources) can be found in the *Glossary*.

- **Acute Phase:** *"This phase begins immediately after the impact of the disaster and marked by intense, often reactive activities by many humanitarian agencies. Critical services such as providing food, water, sanitation, basic health care, protection from violence and harassment are to be quickly organized."* (Sena & Michael, 2006)
- **Charitable Organization:** *A neighborhood nonprofit organization that provides essential services to a local community.*
- **Community Based Organization:** *A neighborhood nonprofit organization that provides essential services to a community, not including houses of worship, congregations, or faith-based organizations; referred to in this report as a "charitable organization."*
- **Emergency Preparedness:** *The discipline that ensures readiness to respond to an emergency in a coordinated, timely, and effective manner to prevent the loss of life and minimize injury and property damage.*
- **Emergency Response:** *Governmental and non-governmental activities that respond to disasters, including evacuation, medical attention, property damage assessment and immediate clean-up controls.*
- **Faith-Based Organization:** *A neighborhood nonprofit organization that provides essential services to a local community and has affiliation with a particular religion; referred to in this report as a "charitable organization."*
- **House of Worship:** *A physical structure or consecrated space designated for religious worship, study, and spiritual care; broadly defined in this report as a "charitable organization."*
- **Mitigation:** *The effort to reduce loss of life and property by lessening the impact of disasters.*
- **Private Nonprofit:** *"Any nongovernmental agency or entity that currently has: (1) An effective ruling letter from the U.S. Internal Revenue Service, granting tax exemption under sections 501(c), (d), or (e) of the Internal Revenue Code of 1954, or (2) Satisfactory evidence from the State that the non revenue producing organization or entity is a nonprofit one organized or doing business under State law."* (Legal Information Institute, 2001)
- **Recovery:** *The process after a disaster including the reconstruction and long-term care of impacted communities, and social, political and economic restoration of the financial, business, nonprofit, neighborhood and individual system needs.*



EXECUTIVE SUMMARY

Community and faith-based organizations (collectively referred to hereafter as “charitable organizations”) provide invaluable services to their neighborhoods on a daily basis. These services range from job training workshops and language classes to government benefit application assistance, provision of meals, counseling and other medical services (Gudaitis, personal communication, 2016). Charitable organizations are valuable players in a community under normal circumstances and play an even more critical role in the acute phase of a disaster. Due to their close proximity and intimate knowledge of their community needs, charitable organizations provide the most essential services in the immediate aftermath of a disaster when government agencies and larger emergency service organizations are unable. Providing charitable organizations with the resources they need will reduce the impact of a disaster on communities and assist in making recovery a more coordinated and resilient process.


Hurricane Sandy demonstrated an urgent need for these organizations in New York City. When it struck on October 29, 2012, it claimed dozens of lives and tens of billions of dollars in damages (City of New York, 2015). Entire neighborhoods and transportation networks were flooded (City of New York, 2013). Meanwhile, charitable organizations immediately turned into makeshift disaster relief centers, providing services for individuals and families on the ground before larger volunteer organizations and government agencies had the ability to respond. In the aftermath of the storm, many such community groups and houses of worship have struggled to remain in operation. They have been unable to obtain sufficient funding to recover from infrastructural damages due to funding sources that are difficult to obtain or unavailable.

In an effort to better quantify and qualify the vital role these groups played during Hurricane Sandy, Councilperson Mark Treyger, along with 16 co-sponsors, created the *Hurricane Sandy Charitable Organization and House of Worship Recovery Task Force*. This Task Force is mandated to convene 19 members, eight of whom were appointed by Mayor Bill de Blasio and nine members appointed by the Speaker of the City Council, as well as the Director of the Office of Recovery and Resiliency (or a designee), and the Commissioner of Emergency Management (or a designee). The goal of the Task Force is to research and identify best practices in organizational emergency preparedness and capacity building for houses of worship and charitable organizations, and to provide a damage assessment and financial resource analysis.

With the assistance of ten graduate students from Columbia University’s School of International and Public Affairs (SIPA), this report offers policy recommendations based on the following methodology: 1) ideas offered in Task Force meetings and subcommittee meetings, 2) best management practices and policy recommendations gathered from an extensive literature review, 3) quantitative analyses of existing data on disaster preparedness, coordination and recovery aid, and 4) background information from a formal questionnaire administered to members of the Task Force and other community stakeholders.

The damage assessment reveals the following major findings:

- 92% (175/189) of Catholic organizations have closed FEMA RPA (Request for Public Assistance) claims with a total of \$21,277,087 recovery aid awarded; however, it is unclear



if these organizations received funding for all of their claims or if they continue to have outstanding recovery needs.

- 501(c)(3) applicants were about 7.5 times more likely to get FEMA funding than those without 501(c)(3) status, and about half as likely to be ineligible.
- 81% (571/704) of RPAs for Private Nonprofits (PNPs) located in New York City were submitted within the first 30-day eligibility deadline; possible explanations for why 19% of applicants missed the deadline are that organizations applied to FEMA as a last-resort effort to receive aid, or the organization was damaged to such an extent that the application process was too onerous to complete in a timely fashion.
- 54% of questionnaire respondents claimed outstanding recovering needs.
- 6 out of 13 social services provided by questionnaire respondents decreased due to Hurricane Sandy.

The financial aid assessment reveals the following major findings:

- Charitable organizations faced many funding barriers to recover from Hurricane Sandy, including the constitutional proscription against federal aid to faith-based organizations (FBOs) under the the First Amendment of the U.S. Constitution; in-network preference and monitoring requirements imposed by philanthropic institutions for community-based organizations (CBOs); and sparse government grant opportunities, generally.

General observations include the following:

- There are no uniform methods or reporting systems between local, state, and federal agencies for collecting, analyzing, and correlating data related to Hurricane Sandy physical damages and monetary losses.
- Recovery aid for charitable organizations is limited to a few federal and city grants and loans, as well as philanthropic donations.
- The City of New York and charitable organizations can improve communication, coordination, and capacity building, given that proper resources and tools are available and fully utilized.

The key recommendations of this report include the following advisements to the City of New York:

- a) identify a high-level non-appointee staff-person in the Mayor's Office to coordinate emergency programs who will be equipped to activate resources during an emergency;
- b) make emergency preparedness information easy to understand and readily accessible both during and after a disaster;
- c) identify spaces in each neighborhood that can serve as gathering places and communication hubs in an emergency;
- d) clarify funding eligibility and reimbursement policies with charitable organizations prior to the next major disaster and expedite additional vendor contracts with CBOs and FBOs, particularly those providing specialized care.

INTRODUCTION

The Value of Charitable Organizations

Community based organizations (CBOs) and faith-based organizations (FBOs) provide vitally important resources in local communities (White House, 2001). These charitable organizations routinely offer food distribution in low income communities, and provide assistance to individuals filling out forms for programs such as Medicaid, Medicare, and the Supplemental Nutrition Assistance Program (SNAP). Charitable organizations provide after-school programs for children and young adults, free substance abuse counseling, language and job training classes for adults. Example of the services charitable organizations provide in New York City includes: the Jewish Association Serving the Aging provides social services for over 43,000 seniors and low-income populations throughout New York City (JASA, 2016); The New Horizon Counseling Center serves a diverse population throughout Long Island with recovery services for substance abuse and other medical disorders (NHCC, 2015); SwimStrong Foundation, a charitable organization in Queens, provides community-based programs that encourage healthy lifestyles through after-school swimming classes (SSF, n.d.). The provision of these services within a neighborhood encourages community cohesion and social bonds, ultimately strengthening communities and improving the quality of life for their residents (White House, 2001).



Photo retrieved from
<http://www.nydailynews.com/new-york/queens/cops-community-recreation-rockaway-crime-surge-article-1.349325>
Double dutch outside of Red Fern Houses Community Center in Far Rockaway.

In order to provide these services, charitable organizations, particularly those with limited budgets, often rely on in-kind donations and the labor provided by volunteers (Kearns et al, 2005). For example, Ebaugh et al. (2003) demonstrates that FBOs rely extensively on volunteer support and “derive a significant proportion of their revenues from direct contributions” (Kearns et al, 2005, p. 230). A survey in Allegany County, Pennsylvania concludes that the presence and viability of charitable organizations within the community would be dramatically reduced without such volunteer labor, especially for FBOs that rely extensively on volunteer support (Kearns, 2005). These staffing and funding characteristics make charitable organizations unlikely to have emergency funds - an important consideration in the context of natural disasters. Despite the absence of emergency funds, charitable organizations provide disaster relief services to their neighborhoods and beyond.



Photo retrieved from safhnyc.org/home. Trinity's Services and Food for the Homeless. East Village, NYC

Charitable organizations have an unparalleled understanding of the needs and available resources within their communities during emergency response. This localized knowledge places charitable organizations in the best position to mobilize disaster response volunteers (City of New York, 2013; Chaves and Tsitsos, 2001; Public Advocate, 2013). The scholarly literature on charitable organizations describe them as “part of and proximal to the affected

communities”, thus serving as primary responders during the acute phase of disasters, or the first 72 hours described as inherently local in disaster relief. (Pant et al., 2008, p. 51; Stewart, Kolluru, & Smith, 2009; Cowan, 2014). The Asian Americans For Equality Inc. (AFEE) is a charitable organization based in lower Manhattan that provided critical social services to a vulnerable immigrant population during the aftermath of Hurricane Sandy. Specifically, AFEE assisted community members with applying for government programs like FEMA assistance, replacement food stamps, and disaster unemployment benefits (AAFE, 2016).

In the acute phase of a disaster, charitable organizations provide their communities with direct assistance, which the larger Volunteer Organizations Active in Disaster (VOAD) and government agencies cannot provide. In other words, charitable and faith-based organizations provide the traditional services of the government in terms of safety, health and basic welfare in disasters when government agencies are both unable and overwhelmed. Thus, ensuring the infrastructural and economic viability of these organizations is crucial to caring for human populations in natural disasters. The experience of Hurricane Sandy demonstrates the pivotal role played by charitable organizations, which can be bolstered by improved preparedness and resource coordination.



*Photo retrieved from <http://cityroom.blogs.nytimes.com/hurricane-recovery-and-volunteer-resources/>.
A hurricane relief center in the Rockaways.*



Hurricane Sandy

In October of 2012, Hurricane Sandy claimed the lives of 44 residents in New York City and caused \$19 billion in infrastructure and property damage (City of New York, 2015). Intensive flooding due to a 14-foot storm surge inundated transportation networks, utility facilities, and approximately 23,000 businesses and nonprofits located in Sandy-flooded areas (City of New York, 2013). While the response to Hurricane Sandy from all levels of government and philanthropic institutions was substantial (Abramson & Redlener, 2012; City of New York, 2013), small, underfunded charitable organizations in impacted areas struggled to provide social services and repair infrastructural damages (Krauskopf et al., 2013; questionnaire respondents, personal communications, 2016).

“In the aftermath of Hurricane Sandy, many community groups and houses of worship exceeded their role as social service providers by supplementing the emergency and recovery operations of city agencies and federal aid workers” (Committee on Recovery and Resiliency, 2014, p. 3). Describing the role that faith-based organizations played during Sandy, New York City Councilperson Mark Treyger explained:

“these houses of worship did not ask storm victims what religion they are; they simply opened their doors and provided critical services to all residents. In many cases, congregations focused on helping others despite having sustained incredible damaged [sic] themselves, and are now still waiting for help two years later.” (Brooklyn Eagle, 2015, para. 6).

In the immediate aftermath of Hurricane Sandy, charitable organizations acted swiftly in providing assistance for individuals and families. City and state agencies took 1-3 days and professional relief organizations and FEMA took a week or more to respond (Cowan, 2014). For example, during the first week after the storm Brooklyn’s Red Hook Initiative provided hot meals, charging locations for cell phones, as well as medical and legal support for thousands of local residents (Cohen, 2014). Insufficiently equipped to maintain disaster relief efforts for extended periods of time, some charitable organizations collapsed due to a lack of timely support from governmental aid agencies and uncoordinated efforts to resupply (Stewart et al., 2009).

ORGANIZATIONAL DISASTER RESPONSE TIMELINE

Charitable Organizations and House of Worship

0-3 Days	3-7 Days	8-14 Days	15-30 Days
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VOAD

0-3 Days	3-7 Days	8-14 Days	15-30 Days
----------	----------	-----------	------------

City

0-3 Days	3-7 Days	8-14 Days	15-30 Days
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State

0-3 Days	3-7 Days	8-14 Days	15-30 Days
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Federal

0-3 Days	3-7 Days	8-14 Days	15-30 Days
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SCALE: Organizational Capacity Least to Greatest




Chart 1: Timeline of disaster response effort according to organizational capacity of five responder types. Charitable organizations are the quickest responders among VOAD and all levels of government agencies, even though they have the least capacity and resources to sustain these disaster services (Cowan, 2014).

Many professional reports have examined the impact of Hurricane Sandy on residents, small businesses, and commercial buildings, yet, there is little analysis of the disaster response and recovery efforts provided by charitable organizations and houses of worship in New York City. In an effort to more accurately document and quantify the role these community and faith-based organizations played during and post Hurricane Sandy, Councilperson Mark Treyger, along with 16 co-sponsors, created the *Hurricane Sandy Charitable Organization and House of Worship Recovery Task Force*.

Establishment of the Hurricane Sandy Charitable Organization and House of Worship Recovery Task Force

Enacted March 3rd, 2015, Local Law No. 18 established the *Hurricane Sandy Charitable Organization and House of Worship Recovery Task Force*. Members of the Task Force were appointed by Mayor Bill de Blasio, the Speaker of the City Council, the Office of Recovery and Resiliency, and Emergency Management. Under the law, the commissioned Task Force is mandated to develop findings and recommendations and to accomplish the following analyses:

- 1) To describe the recovery and rebuilding of charitable organizations operating in areas of the city affected by Hurricane Sandy;

- 
- 2) To make specific recommendations to the Mayor and City Council for effective allocation of resources, knowledge, and technical support for such recovery and rebuilding; and,
 - 3) To describe how best to prepare and utilize such organizations in future natural disasters.

A report must be submitted to the Mayor and Speaker of the City Council. This report must include:

- 1) "A description of the role played by charitable organizations in the aftermath of Hurricane Sandy and the services provided by them to the community, whether individually or in coordination with other entities;
- 2) An analysis of the damages and losses suffered by charitable organizations as a result of Hurricane Sandy, including damages to physical structures and funding losses, and an analysis of the extent to which such damages have been repaired or such losses recovered;
- 3) An analysis of possible sources of recovery and rebuilding aid currently or formerly available to charitable organizations as a result of Hurricane Sandy and the extent to which that aid has been utilized, as well as a description of the restrictions, if any, on aid programs that have prevented charitable organizations from receiving such aid;
- 4) Recommendations on how best to meet any existing recovery and rebuilding needs [...] of charitable organizations, including a consideration of when actions could be taken by city agencies to facilitate such recovery and rebuilding and what actions might be most beneficial; and,
- 5) Recommendations on how the city could best utilize the efforts of charitable organizations in the aftermath of future natural disasters and what steps can be taken in advance to facilitate such efforts, including a consideration of the use of pre-disaster contractual agreements with such charitable organizations for the use of their facilities or services in future recovery efforts, and what steps could be taken by the city to improve the resiliency of the facilities of charitable organizations"

(Local Law No. 18, 2015). In summary, the *Hurricane Sandy Charitable Organization and House of Worship Recovery Task Force* seeks to research and identify best practices in organization emergency preparedness, disaster recovery, and capacity building for charitable organizations.

Project Organization

The Task Force is divided into four committees tasked to analyze the following four main categories: Damage Assessment, Resource Analysis, Future Disaster Coordination, and Future Resource Coordination. The purpose of the Damage Assessment and Resource Analysis subcommittees is to analyze the impact of Hurricane Sandy on charitable organizations, while the Future Disaster and Resource Coordination subcommittees are to provide actionable and feasible recommendations for emergency preparedness, disaster recovery, and capacity building.

To assist the Task Force in accomplishing the mandates of the legislation, ten graduate students from Columbia University's School of International and Public Affairs (SIPA) contributed to the

research, data collection and analysis, and served as the primary authors of this report. The students worked under the guidance of Columbia University Faculty Advisor, Melissa Wright, and appointed Task Force members and City of New York co-conveners, Erika Lindsey and Emily Accamando.

The graduate students were assigned to assist one of the four subcommittees to inform the larger Task Force about the progress and viewpoints of their subcommittee, organizational questions, and potential recommendations.

Table 1.

Subcommittees on the Hurricane Sandy Charitable Organization and House of Worship Recovery Task Force			
Damage Assessment	Future Disaster Coordination	Resource Analysis	Future Resource Coordination
Emily Accamando ⁺		Erika Lindsey ⁺	
Bishop Victor A. Brown	Lisa Cowen	Monsignor John Brown	Onleilove Alston
Rev. Dr. Arthur W. Davenport Sr.	Thomas Yu	Reese May	Rabbi Baruch Bender
Rabbi Moshe Wiener	Israel Morales	Peter Gudaitis	Allison Sesso
Bishop John O'Hara	Angela Tovar	Thomas McDonough	-- (Intentionally Blank) --
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Travis Tran [§]	Richard Day [§]	Katherine Altobello-Czescik [§]	Jay Nielsen [§]
Andrew Cummings ^{§*1}		Valerie J. Amor ^{§*}	

Note. Subcommittees on the Hurricane Sandy Charitable Organization and House of Worship Recovery Task Force organization by category of mandated deliverables.

The following sections of this report detail the methodology used to collect and analyze primary and secondary data, provide a damage assessment and a financial assessment of recovery aid and eligibility, and offer a list of actionable and feasible recommendations.

¹ ♦ Capstone project manager | * Capstone project deputy manager | § Columbia University graduate student
 + Task Force liaison



METHODOLOGY

Recommendations in this report are founded upon four main sources: 1) ideas offered during Task Force meetings and subcommittee meetings, 2) best management practices identified from an extensive literature review on Hurricane Sandy recovery efforts, 3) quantitative analyses of existing data on disaster preparedness, coordination and recovery aid, and 4) quantitative analyses of data from a formal questionnaire administered to members of the task force and other community stakeholders. This section further describes these methods and their limitations.

Task Force Meetings

A series of scheduled Task Force and subcommittee meetings served as the primary drivers for the Task Force report recommendations for future disaster communication and coordination. The Columbia students and co-conveners also organized conference calls and met in person with Task Force members to ensure their input and recommendations were included in the process and this report.

Literature Review

Literature reviewed for this report identified the role of charitable organizations and their primary challenges to providing disaster relief. The literature revealed a consensus among recommendations for disaster preparedness and recovery. This literature included 24 post-Sandy publications provided by New York City's Office of Recovery and Resiliency (ORR), and 22 scholarly journal articles regarding CBO and FBO services and their roles in disaster relief. A total of 234 major findings and recommendations were inventoried, compared, and analyzed according to the scope of the legislation and a set of feasibility criteria determined by the Columbia team and the co-conveners.

Datasets

Existing datasets were collected and organized to provide information about past and outstanding Hurricane Sandy damages affecting CBO and FBO services and infrastructure, available recovery aid during Sandy, future resources of recovery aid, and future disaster coordination measures. Secondary data contributors included New York State Division of Homeland Security and Emergency Services (DHSES), the City of New York, and the Archdiocese of New York City. Primary data was collected from members of the Task Force. Financial aid data included Community Development Block Grants (CDBGs), FEMA's National Disaster Recovery Program Database, Philanthropy New York's Hurricane Sandy Giving Stories, and the Congressional Research Service's summarized list of Federal Disaster Assistance Response and Recovery Programs.



Dataset Descriptions

- New York State Division of Homeland Security and Emergency Services (DHSES) provided data of the private nonprofits (PNP) that submitted a Request for Public Assistance (RPA) for the damages incurred due to Hurricane Sandy. The database contains 1,771 entries from applicants located within the five boroughs of New York City. The 1,771 entries were manipulated by filters and sorted into relevant categories. Filters included: 501(c)(3) status, non-501(c)(3) status, location (by county), eligible for RPA, ineligible for RPA, and whether the organization withdrew the RPA application. The data does not contain details of damages incurred and associated financial costs, size of the organization (as determined by number of employees or budget), or status of the RPA claim.
- The City of New York provided data about PNPs that submitted RPAs, containing 2,665 entries from applicants located throughout New York state. The database was reduced to 835 entries after filtering by location. After selecting only PNPs, the dataset contained 705 entries within the five boroughs of New York City. Similar to the data provided by DHSES, this data does not contain details of damages incurred and associated financial costs, size of the organization (as determined by number of employees or budget), or status of the RPA claim. This spreadsheet data does contain the date of when a PNP submitted the Request for Public Assistance, as well as two additional sheets tracking the change in applications from the declaration date of October 30, 2012 to January 31, 2013 and March 15, 2013 data.
- The Archdiocese of New York City and Diocese of Brooklyn and Queens provided data regarding the damages that 189 houses of worship and faith-based organizations sustained as a result of Hurricane Sandy. Information was specific to Catholic organizations and was provided in multiple spreadsheets, each focusing on a different borough within the City of New York.

When comparing datasets from different sources, the original dataset was not manipulated in order to preserve the integrity of the data. Rather, each dataset was copied or isolated before comparisons were made. Furthermore, only data provided by the City and State of New York for RPA applicants could be compared because of the unique application-id number for each applicant. However, of the 4,436 combined entries, only 649 (14%) could be cross-referenced and verified as the same applicant.

To compensate for incomplete information from the task force meetings, literature review, and existing datasets, a questionnaire was distributed to Task Force members covering baseline services, damages and losses from Hurricane Sandy, and recovery funding successes and barriers. In total, 30 questionnaires were distributed, 14 were fully completed and returned, 2 were partially completed and returned, and 14 were not returned. Questionnaire responses enabled the authors to better grasp the infrastructural and social service damages with regard to NYC's charitable organizations in Hurricane Sandy.



Limitations

There were significant challenges when locating governmental data on damages, statistically significant information on recovery aid applications (such as RPA grants), and recovery funding sources available prior to, during, and post Hurricane Sandy. Furthermore, the quality and quantity of damage-specific data for charitable organizations within the scope of Local Law 18 was limited and unevenly distributed. For instance, datasets frequently lacked details regarding the type of damages (such as wind or water damage) as well as associated costs. Monetary claims that could be identified and cross-referenced to avoid double counting were approximately 5% of the City and State dataset. Likewise, the scope of organizations that were not on governmental recovery lists, and provided financial and/or physical damages was limited to only Christian-denomination organizations and houses of worship. Despite the large sample size of the data analyzed (4,626 private nonprofit organizations), the data is not an exhaustive list of charitable organizations or houses of worship within the City of New York.

According to Kearns et al. (2005): “It must be acknowledged that using IRS lists and other easily accessible databases to identify a sample frame of nonprofit organizations is a cost-effective but inherently flawed method, because it almost certainly underrepresents the total number of nonprofit organizations, especially small nonprofits, in any given geographic area. [...] Moreover, it is commonly known that a significant number of organizations with revenues below \$25,000 simply do not file IRS Form 990, even though they are legally required to do so.” (p. 212)



Damages and Losses Suffered by Charitable Organizations as a Result of Hurricane Sandy and Current Status of Damages

DAMAGES ASSESSMENT

An assessment of damages to charitable organizations and houses of worship caused by Hurricane Sandy was compiled by analyzing data provided by Task Force members, the Office of Councilmember Mark Treyger, the Archdiocese of New York, the City of New York, and the New York State Division of Homeland Security and Emergency Services (DHSES). The data represents a total of 4,626 private nonprofits (PNPs), charitable organizations and houses of worship from the five boroughs of New York City.

Provided either as Excel spreadsheets or Word documents, the fields and the data varied in terms of content and specificity. The information provided by the City of New York provides the most detailed information including the private nonprofit (PNP) applicant status, eligibility based on Internal Revenue Service (IRS) determination and location by county and address. However, not included is what type of damages (such as wind and water) were incurred by the organizations, how much aid was applied for, what the organization received, when it was distributed and the current status of the application. To supplement this lack of financial information, the authors used data from the “Taxpayers for Common Sense” webpage, to identify the monetary impact for protective measures and debris removal for 107 and 55 organizations (out of 4,626 entities).

Data provided by Task Force members and the Office of Councilmember Mark Treyger contain some contact information of applicants and most of the listed organizations were located within the flood-zone of Hurricane Sandy. However, information detailing the type of damage claims, the cost of damages, and the current status of the damages or the claims for the damages is very limited and/or incomplete. Interviews with Task Force members revealed that these lists comprised the charitable organizations that had contacted the Task Force members directly. These groups are local organizations that incurred damages during Hurricane Sandy and may be still recovering.

The documents provided by the Archdiocese of New York City and Diocese of Brooklyn and Queens contain detailed data including borough, parish name, a description of damage, and amounts of recovery aid received. However, less than half of the listed organizations and houses of worship have submitted a claim seeking recovery assistance for the described damages. Additionally, the reports do not include what sources of financial aid the FBOs or houses of worship applied for or if, and when, recovery assistance was received. Lastly, although the Archdiocese donated “more than \$1 million in emergency funds to parishioners in the hardest hit areas” (Archdiocese, 2012, n.p.) it is unclear if the claim status is a request for private insurance or governmental aid, or a claim to the Archdiocese itself.

What follows are detailed analyses of the data sources received from Task Force members, the office of Councilmember Mark Treyger, the Archdiocese of New York and Diocese of Brooklyn and Queens, the the City of New York, and DHSES. The analysis of damage assumes that the data collected to date represents a sampling of the range of charitable organization types and faiths. However, the analysis below is not fully representative or inclusive of the damages of all charitable organizations in New York City.

Infrastructural Damages

Combining the data from **Task Force members** and the **Archdiocese** and **Diocese**, 189 organizations out of 295 had information regarding specific damages and a corresponding monetary value. An additional 19 organizations are listed as being “damaged” but do not provide additional details. Of the 189 organizations that listed damages and claim values, all were Christian-denomination FBOs or houses of worship based in the five boroughs of New York City.

Within these 189 damage claims, the depth of data varied widely with regard to detail. Some organizations state that they had suffered “damage due to Sandy,” while others listed the number and location of roof shingles that were missing from the storm. Although all of the data points included organization names, a description of damages, and total payment due, only 55% of the entries (105/189) were accompanied by a claim number. However, 92% (175/189) are listed as having closed claims with a total of \$21,277,087 recovery aid awarded.

A closer analysis of the data (Table 2) shows that water damage incurred the highest average costs for these Catholic organizations. A total of 24 organizations were damaged due to water, resulting in an average of \$236,657 in damages. Wind damage was more prevalent, with 79 organizations citing this impact, but overall less costly (organizations claiming an average of \$83,088 or approximately 33% of water damages). Faith-based organizations and houses of worship that did not specify the cause of their damage sought \$32,196 in recovery assistance. Entities that suffered both wind and water damages incurred the highest costs, but represented the smallest group, with 13 locations claiming an average of \$622,472 each

Table 2.

Damage Claims by Type from NYC Charitable Organizations					
Damages	Water	Wind	Wind and Water	Unspecified	Total
Claim Amounts	\$5,668,012	\$6,480,542	\$8,103,906	\$2,350,372	\$22,602,834
Filed Claims	23	78	14	74	189
Mean Damages	\$246,435	\$83,083	\$578,850	\$31,761	\$119,591

Note. Data collected from Hurricane Sandy Claim Log provided by the Archdiocese of New York City

Table 3 demonstrates that Catholic organizations and houses of worship in Brooklyn and Queens reported the highest amounts of damages (\$17,209,835) and claims (105). However, despite filing the least amount of claims (25), Manhattan registered the second highest total of damages with (\$3,008,715). Conversely, the Bronx had the smallest amount of damages (\$711,556) but recorded three more claims than Manhattan. Staten Island had the second most claims (30) for \$1,756,199 in recovery assistance.

This financial breakdown of charitable organizations by location fits a similar pattern to the hardest hit areas of New York City: Queens, Brooklyn, Manhattan and Staten Island. Moreover, charitable organizations in Brooklyn and Queens had nearly 75% more claims than in Manhattan. However, although having less total claims, Manhattan's damages were nearly three-quarters as much on average as the damage claims in Brooklyn and Queens. This discrepancy may be explained by the higher property values in Manhattan.

Lastly, while the most common claim reported was for roof repairs from wind damage, water damage proved to be the costliest (\$5,668,011 in total) with five recovery claims exceeding \$1 million.

Table 3.

Staten Island					
Damages	Water	Wind	Water and Wind	Unspecified	Total
Claim Amount	\$1,066,378	\$529,344	\$12,737	\$147,73	\$1,756,199
Filed Claims	1	15	2	12	30
Mean Damages	\$1,066,378	\$35,289	\$6,368	\$12,311	\$58,539

Manhattan					
Damages	Water	Wind	Water and Wind	Unspecified	Total
Claim Amount	\$1,880,650	\$83,062	\$1,025,828	\$19,174	\$3,008,715
Filed Claims	7	8	4	8	27
Mean Damages	\$268,664	\$10,382	\$256,457	\$2,396	\$111,433

Bronx					
Damages	Water	Wind	Water and Wind	Unspecified	Total
Claim Amount	\$119,126	\$155,825	\$51,823	\$384,781	\$711,556
Filed Claims	4	18	2	4	28
Mean Damages	\$29,781	\$8,656	\$25,911	\$96,195	\$25,412

Queens					
Damages	Water	Wind	Water and Wind	Unspecified	Total
Claim Amount	\$1,934,449	\$2,770,450	\$6,871,913	\$388,150	\$11,964,963
Filed Claims	7	22	5	20	54
Mean Damages	\$276,349	\$125,929	\$1,374,382	\$19,407	\$1,796,069

Brooklyn					
Damages	Water	Wind	Water and Wind	Unspecified	Total
Claim Amount	\$667,408	\$2,941,859	\$141,602	\$1,410,527	\$5,161,399
Filed Claims	4	15	1	30	50
Mean Damages	\$166,852	\$196,123	\$141,602	\$47,017	\$551,596

Note. Data for damages by borough from Hurricane Sandy Claim Log provided by the Archdiocese of New York City

The questionnaire responses confirmed this conclusion that the location of an organization is the primary variable when determining past and future damages from severe weather event - as indicated by 54% of respondents claiming outstanding recovering needs. For instance, organizations located within the flood zone selected interior and basement mold, broken roofs, and/or damages to vital equipment (such as computers or kitchen equipment) as outstanding recovery needs. Conversely, respondents located in the non-flooded areas of New York City recorded that very little storm damages remain outstanding. Despite the limited sample size, given the extent and scale of damages as a result of Hurricane Sandy, it is reasonable to assume that many charitable organizations and houses of worship are still experiencing residual physical damages or financial hardship as a result of Sandy.

The **New York State Division of Homeland Security and Emergency Services** (DHSES) provided a dataset of 1,771 organizations seeking disaster assistance. This total was filtered and sorted in order to analyze charitable organizations and houses of worship that are located within the City of New York. The primary filters applied were: location by borough and PNPs that were not institutions of higher learning. With these filters in place, the original data set was reduced to 692 entries, a reduction of 61%. In continuing to focus the purview of the analysis, this dataset was reduced to 583 private nonprofits by removing organizations that are not charitable or house of worship as determined by the definitions and scope of Local Law 18. The following types of organizations were not included:

- hospitals
- museums
- volunteer fire departments
- cemeteries

- universities and college
- city buildings

Next, nonprofits with 501(c)(3) status were compared against those without 501(c)(3) status. These two clusters were then sorted by additional filters, such as eligible, ineligible or withdrawn application, to determine the eligibility status² for the PNPs.


Table 4.

Requests for FEMA's Public Assistance from PNPs				
Borough (County)	Applicants (%)	Eligible (%)	Ineligible (%)	Withdrawn (%)
Bronx (Bronx)				
nonprofit <u>with</u> 501(c)(3) status	22 (4%)	12 (2%)	4 (1%)	6 (1%)
nonprofit <u>without</u> 501(c)(3) status	3 (1%)	0 (0%)	2 (0%)	1 (0%)
Manhattan (New York)				
nonprofit <u>with</u> 501(c)(3) status	196 (33%)	59 (10%)	64 (11%)	73 (13%)
nonprofit <u>without</u> 501(c)(3) status	52 (9%)	3 (1%)	32 (5%)	17 (3%)
Queens (Queens)				
nonprofit <u>with</u> 501(c)(3) status	93 (16%)	45 (8%)	21 (4%)	27 (5%)
nonprofit <u>without</u> 501(c)(3) status	14 (2%)	2 (0%)	7 (1%)	5 (1%)
Staten Island (Richmond)				
nonprofit <u>with</u> 501(c)(3) status	39 (7%)	13 (2%)	15 (3%)	11 (2%)
nonprofit <u>without</u> 501(c)(3) status	8 (1%)	0 (0%)	6 (1%)	2 (0%)
Brooklyn (Kings)				
nonprofit <u>with</u> 501(c)(3) status	150 (26%)	70 (12%)	46 (8%)	34 (6%)
nonprofit <u>without</u> 501(c)(3) status	17 (3%)	0 (0%)	8 (2%)	9 (2%)
Total	594 (100%)	204 (34%)	205 (35%)	185 (31%)

Note. Request for Public Assistance Data provided by the New York State Department of Homeland Security and Emergency Response. Percentages are rounded to the nearest whole-percent and are of the total amount of applicants (594).

As observed in Table 4, the percentage breakdown of PNPs as categorized by eligibility type was almost evenly divided at approximately 33%. Although 41% (248/594) of total applications came

² Eligibility status determined by the FEMA Public Assistance program. See *Financial Eligibility* section.



from Manhattan, only 23% (59/248) of these organizations were eligible for assistance. Furthermore, Manhattan is the only borough to have a higher applicant withdrawal rate (73/248) than eligible applicants. The Bronx had the fewest number of applications, but the highest percentage of eligible applications. Looking deeper into the data it is clear that nonprofits which had 501(c)(3) status were much more likely to be eligible for public assistance (40%) than those lacking it (5.32%). Furthermore, 501(c)(3) applicants were about 7.5 times more likely to get funding than those without 501(c)(3) status, and about half as likely to be ineligible. Lastly, the Bronx, Queens and Brooklyn all had an eligibility rate greater than 40%, while Manhattan and Staten Island were less than 30%.

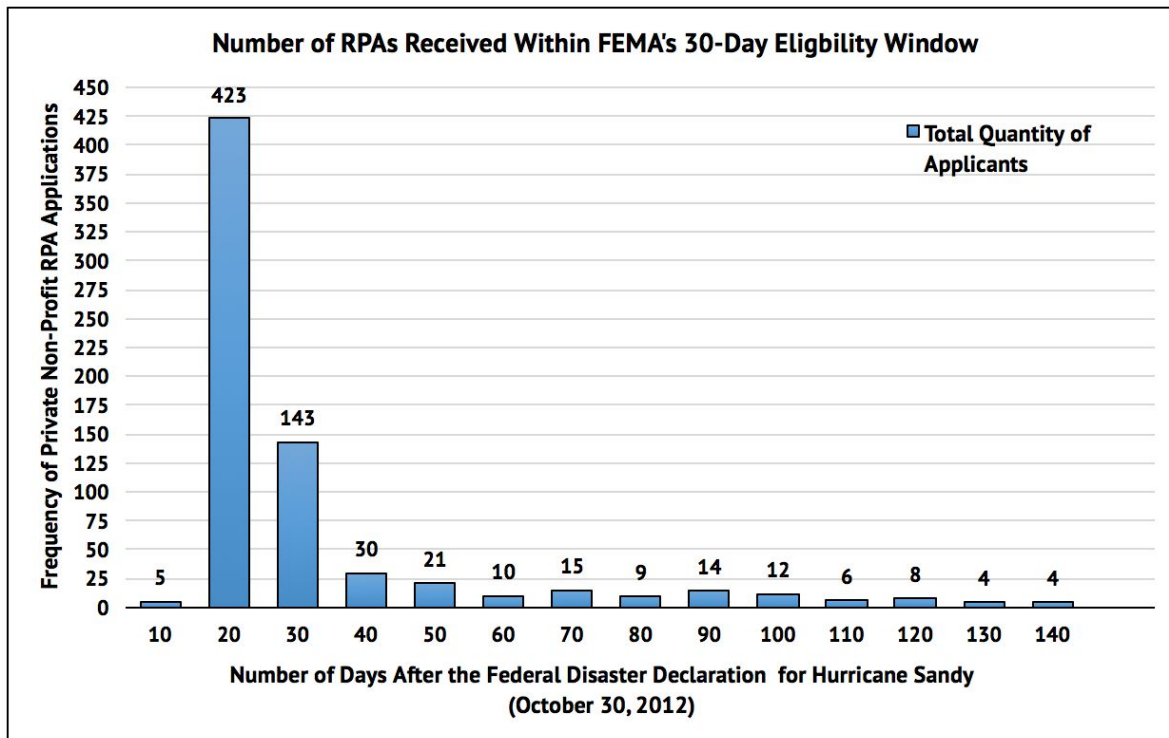
The **City of New York** provided the most robust database in terms of the number of organizations (2,666) and the granularity of information, meaning, whether or not PNPs submitted the requirements with their RPAs.

RPA Application Requirements from PNPs

- 501(c)(3) tax status
- D.U.N. Id
- Application certification
- PNP facility questionnaire
- Drug free workplace certification
- Facility description
- New York City comptroller's substitute W-9
- Organization charter or bylaws
- New York State Tax Exempt Certification
- Organization description

By applying similar sorting techniques that were used on the DHSES dataset, such as filters for only PNPs located within the five boroughs, the dataset was reduced to 704 applicants, or 26% of the original sample.

A unique feature of this datasheet is that the date a PNP submitted the application for RPA is included. As describe in *Histogram 1*, 81% (571/704) of the applications for PNPs located in New York City were submitted within the first 30-day eligibility deadline (FEMA, 2016). Possible explanations for why 19% of applicants missed the deadline are that organizations applied to FEMA as a last-resort effort to receive aid or the organization was damaged to such an extent that the application process was too onerous to complete in a timely fashion.



Histogram 1: Frequency of RPA grant applications vs. days post disaster declaration. Most RPAs were received by FEMA within 30 days after the Hurricane Sandy disaster declaration date of October 30, 2012. Data from the City of New York and the New York State Department of Homeland Security and Emergency Response (704 total applicants).

Despite the level of detail regarding the application process for the RPA program, (which is discussed in greater detail within the Financial Analysis section below), this dataset did not contain specific Hurricane Sandy damage information, such as the extent or type of damages. Moreover, it is unclear if the organizations that applied for the RPA received funding and were made whole, or if they continue to have outstanding recovery needs.

A thorough analysis of the damage data revealed that the location of charitable organizations and houses of worship is an important indicator in determining the extent of damages from Hurricane Sandy. For instance, houses of worship St. Francis Del Salles Church, the First Church of God, and community based organization YANA, all located in the Rockaways, experienced severe wind and water damage, some of which is still being repaired. In contrast, St. Patrick's Cathedral located in midtown Manhattan experienced significantly less damage from Hurricane Sandy. In this instance, the primary water damage to the Cathedral was caused by an overwhelmed drainage system (O'Hara, Davenport, & LoPiazza, personal communication, March, 2016).

Damages to Services Provided

The questionnaire also demonstrated that many charitable organizations were forced to cancel a percentage of the social services they provided before Sandy. Of the 13 categories of social services respondents had to choose from, six of the categories decreased due to Hurricane Sandy, as indicated in Table 5.

Table 5.

Changes in Services Provided by Charitable Organizations, Pre- and Post-Sandy			
Social Service	Pre Hurricane Sandy	Post Hurricane Sandy	Percent Decrease
Financial Aid	3	2	33%
Temporary Housing	2	2	0%
Clothing Donations	5	2	60%
Mental Health	2	2	0%
Food Bank	6	3	50%
Counseling (substance abuse, marriage)	4	2	50%
Youth Programs	2	2	0%
After School Programs	4	2	50%
Language Services	2	2	0%
Assistance with Governmental Forms	4	3	25%
Job Training	3	0	100%
Financial Services (tax preparation)	2	0	100%
Senior Services	2	2	0%

Although the respondents are not reflective of the population in terms of size, they are a reasonable representative of the population in terms of mission and social services provided.

Hurricane Sandy damages to charitable organizations are identifiable by infrastructural damage claims in RPAs from PNPs received by FEMA, reports from catholic facilities to the Archdiocese, and personal communications with Task Force members. Damages to social services are indicated by personal communications with Task Force members. Damage assessments on other charitable organization constituents requires further research.

Case Study: A CBO Tragedy in Far Rockaway YANA Community Center


At the time of Sandy, YANA, standing for “You Are Never Alone,” was a new organization that aimed to help and mobilize its vulnerable community in Far Rockaway, Queens (Proujansky, 2012). YANA’s mission to provide social services combining environment, economy, and justice served the underemployed and disadvantaged, recent immigrants, addicts, mentally ill adults, and former prison inmates (Proujansky, 2012). Over the course of its lifetime, the small community center offered career and skill-building workshops ranging from childcare training to solar panel installations (Frantz, 2013). It held job assistance programs including resume building and interview practice, along with educational workshops for college preparation and free music lessons (LoPizzo, 2014). Furthermore, YANA assisted members of the community with enrollment for federal programs like Medicaid, SCO Housing, and SNAP (LoPizzo, 2014). Yet, after only two weeks of opening its doors to the public, the untimely onset of Hurricane Sandy prompted YANA to instantly become a local disaster relief hub (LoPizzo, 2014).



Photo retrieved from

<https://www.facebook.com/YANA113/photos/pb.265231043579563.-2207520000.1461810591./279794982123169/?type=3&theater>. YANA's facility under renovations.

The CEO of YANA, Salvatore LoPizzo, attributes his organization with having played a vital role in helping the residents of Far Rockaway sustain during the aftermath of the storm. After he was approached by a member of Occupy Sandy, the two leaders began mobilizing volunteers and



materials, quickly supplying hot meals, blankets, clothing, candles, batteries, and medical and legal assistance (Proujansky, 2012).

The make-shift disaster relief center placed labels on supply shelves in multiple languages and coordinated with Doctors Without Borders and “Rolling Sunlight” - a Greenpeace van with solar panels that essentially helped the facility operate by providing an off-grid power supply (Proujansky, 2012). Occupy Sandy volunteers with duct tape name tags and yellow wristbands served as integral facilitators of YANA’s relief efforts, and eventually helped rebuild and finance the center’s recovery .

Hurricane Sandy’s storm surge inundated the YANA facility with four feet of seawater, requiring a floor-to-ceiling rebuild. Occupy Sandy provided the majority of YANA’s recovery aid, while other contributors included Queens Public Library and Capital One Bank (Proujansky, 2012; Frantz, 2013). However, YANA was not able to fully recover from the storm over the long-term, despite its new facility. All funding went towards rebuilding and instituting pilot career and education programs; damages were too costly and the process of gaining access to other funds was too slow (LoPizzo, personal communication, March, 2016). YANA started a fundraiser on the crowdfunding website, GoFundMe.com, ultimately receiving over \$3,000 of its \$15,000 goal (LoPizzo, 2015).

The pitch for the organization’s fundraising platform, though compelling, did not bring in enough money to keep YANA in service for the Far Rockaway community. As such, the community organization struggled to cover its overhead and closed its doors around 2015 (LoPizzo, 2015).

Salvatore LoPizzo turned the space over to God With The Family Ministry, a small family-run church, whose previous location was burnt down due to Hurricane Sandy. Today, the Ministry provides social services similar to those of YANA, including free tax preparation, language classes, and aid for homeless (Abby, personal communication, March, 2016). In light of future disaster events happening in Far Rockaway, the Ministry remains as financially and infrastructurally vulnerable now as it was before Hurricane Sandy.

An Analysis of Recovery and Rebuilding Financial Aid Formerly and Currently Available to Charitable Organizations as a Result of Hurricane Sandy


Overview of Recovery Aid

Following Hurricane Sandy, charitable organizations relied on a variety of financial resources to recover and rebuild, including a range of governmental to philanthropic sources and private insurance.

Some funding streams are well established with formal application processes, but many funds made available to charitable organizations occur spontaneously in response to a disaster. For example, businesses like Target Corporation and JetBlue that are not typical disaster relief providers, extended either physical resources or donations to charitable organizations that were affected by the storm or were assisting with the enormous recovery effort. These kinds of short-term philanthropic donations and assistance no longer exist for groups still seeking financial assistance.



Photo retrieved from <http://www.fastcompany.com/3002781/how-hurricane-sandy-moved-jetblue-find-innovation-collaboration-and-korean-bbq-tacos>. Food truck showing sponsors.



Three and a half years after Hurricane Sandy, it is still difficult to identify the financial resources that are available to community and faith-based organizations. Existing literature on what aid was provided to these organizations is sparse and the information is scattered. The authors were able to identify some sources of funding to community and faith-based organizations, however, this information was mostly collected from websites that listed aid providers (i.e. FEMA National Disaster Recovery Program Database, Philanthropy New York, Occupy Sandy, and the Mayor's Fund of New York).


Nonprofit organizations qualify for only a few federal recovery programs. These include two Small Business Administration loans and FEMA's Public Assistance Program grants. Additionally, New York City's Nonprofit Recovery and Grant program operates as a bridge fund for charitable organizations while waiting for FEMA reimbursement grants. Various philanthropic groups have Hurricane Sandy funds, though many of these have dissipated.

The following section describes common recovery funds and their involvement with charitable organizations. At the federal level, charitable organizations could turn to the U.S. Small Business Administration (SBA), and the Federal Emergency Management Agency (FEMA). New York State's involvement was primarily through dispersal of federal funds. At the local scale, charitable organizations looked to the Mayor's Fund and philanthropic sources for additional funding. Each of these sources will be discussed in further detail below.

FINANCIAL AID ASSESSMENT

FEMA's **National Flood Insurance Program (NFIP)** is the "dominant source of flood insurance for homeowners and smaller residential properties and businesses" (Dixon et al., p.6, 2013). Established in 1968, this voluntary program was designed to provide communities an alternative to higher priced private insurance premiums by encouraging the communities to develop flood mitigation plans. As such "very few small firms have private flood insurance coverage: Experts estimated the share to be as low as 5 to 10 percent. If small firms buy coverage at all, they tend to rely on the NFIP" (Dixon et al., p.19, 2013). Additionally, due to the rarity of flooding events in New York City, at the time of Hurricane Sandy, the number of flood insurance policies (both NFIP and private) was quite low (Insurance News, 2013). Less than 40,000 flood insurance policies were held when the storm hit (City of New York, 2013). Furthermore, many individuals and organizations did not understand the difference between flood and property insurance - believing that the latter type of insurance would cover losses from Sandy. This confusion resulted in numerous legal disputes and unresolved claims (Chaban, 2013).

Private insurance agencies did pay out \$18.8 billion in claims, or almost one-third of the \$62 billion federal government response (Foundation Center, 2014). However, it still took time for the money to be disbursed, presenting much the same problem as government assistance did for charitable organizations (Schneiderman, 2014). Additionally, "these funds may not reach the soup kitchen whose inventory was destroyed, the arts organization that lost income due to cancelled performances, or the renters who had no insurance and found themselves homeless. They also will not compensate many of the organizations that are first to respond in the




immediate aftermath of a disaster, providing food, shelter, and essential services” (Foundation Center, 2014, p.7).

The **U.S. Small Business Administration (SBA)** provides low-interest, long-term loans to businesses and private nonprofits in declared disaster areas for uninsured physical damages and losses and substantial economic injury (See *Financial Eligibility*, p. 32). In December of 2015, SBA reopened their loan program for those affected by Hurricane Sandy and extended the deadline for physical damage and economic injury to December 1, 2016 (SBA, 2016).

FEMA’s Public Assistance Grant Program provides assistance to state, local, and tribal governments, and certain types of private nonprofit organizations to allow communities to quickly respond to and recover from major disasters or emergencies declared by the President. These grants are designated for emergency power restoration, emergency public transportation, removal of debris, hazard mitigation, and repairs to or replacement of public facilities such as roads, bridges, utilities, buildings, schools, recreational areas and private nonprofit organizations that provide essential governmental services. As of January 2014, \$2.4 billion has been reimbursed to Hurricane Sandy applicants through this program (FEMA, 2014).


The **Community Development Block Grants Disaster Recovery Program (CDBG-DR)** is distributed by the U.S. Department of Housing and Urban Development. This funding is not directly provided to individuals or organizations but to “states, units of general local governments, Indian tribes, and insular areas designated by the President of the United States as disaster areas.” (HUD, 2014). “Structures used by religious organizations may be assisted where a structure is used for both religious and secular uses and the rehabilitation and/or construction costs are attributable to the non-religious use” (NYS Office of Community Renewal, 2013, p. 64).

- The **City of New York’s Action Plan** was approved \$4.21 billion from the CDBG-DR program for eligible Hurricane Sandy disaster recovery and rebuilding activities (NYC Recovery, 2016a). With this endowment, the City plans to develop programs that “build and support housing, businesses, coastal resiliency, infrastructure and other City services” (NYC Recovery, 2016b). Other City Services programs include Public Services, which are funded at \$322.5 million (NYC Recovery, 2016b, p. 76). With this amount, the City may reimburse itself or its subrecipients for Storm Recovery Services, which include services provided at seven designated NYC Restoration Centers that were located in severely impacted areas (NYC Recovery, 2016b). At these centers, NYC Restore “coordinated local resources to accommodate the specific needs of the communities where they were located,” and “partnered with nonprofit, community-based organizations including SCO Family of Services, Metropolitan Council on Jewish Poverty, Catholic Charities of Brooklyn & Queens, Jewish Board of Children & Family Services, Catholic Charities Community Services – Staten Island, FEGS, Good Shepherd Services, Red Hook Initiative, Shorefront Y, and BronxWorks to provide wrap-around support services” (NYC Recovery, 2016b, p. 81).

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- The **State of New York's Action Plan**, funded through CDBG-DR, is assisting struggling homeowners and businesses devastated by Superstorm Sandy, Hurricane Irene, and Tropical Storm Lee (New York State, 2013). The plan calls for a combined \$1.7 billion investment in a variety of housing, infrastructure and business recovery activities (New York State, 2013). There is approximately \$25 million appropriated for Community Reconstruction Zone (CRZ) planning grants that must be initiated and carried out by a CRZ planning committee (NYS Office of Community Renewal, 2013). As of April 2013, "no specific CDBG-DR eligible projects for religious institutions have been identified; however, the State reserves the right to assist eligible projects as need is identified" (NYS Office of Community Renewal, 2013, p. 64).

Philanthropic Funds are generally in the form of grants, as well as cash and in-kind donations. Large charitable organizations, like the American Red Cross, United Way NYC, and Robin Hood Foundation were the main actors in mobilizing these funds to smaller charitable organizations. Staten Island Foundation, Brooklyn Community Foundation, UJA-Federation were also integral grant providers to charitable organizations. Altogether, foundations and corporations gave more than \$104.7 million for the Hurricane Sandy response in the New York area, and over \$24 million was distributed to more than 150 nonprofits (Philanthropy New York, 2014) (City of New York, 2013).

- The **Mayor's Fund to Advance New York City**, a nonprofit organization run by the City of New York facilitates public private collaborations that develop and meet the needs of the city's most underserved communities (NYC Mayors Fund, 2016). The Mayor's Fund began their relief efforts immediately after the storm by working with City agencies, philanthropic partners, corporations, community groups and local leaders to apply private funds to relief projects.
 - In the wake of Hurricane Sandy, the Mayor's Fund created the **NYC Nonprofit Recovery Grant and Loan Program** in November, 2013. Nonprofits impacted by the storm could apply for grants and loans through the program which provided over \$10 million to charitable organizations. "Administered by the Fund for the City of New York, the program provides assistance to organizations, on a rolling basis, that suffered the most severe losses and/or operate in the most affected areas." Grants were available up to \$333,000 for "nonprofit organizations that have suffered structural damages and have applied to FEMA..." and "eligible groups who received losses up to \$1 million [could] receive a grant of one third of the documented costs." Additionally, groups that experienced tangible losses such as furniture, equipment and supplies that were not covered by FEMA or insurance could be considered for grants up to \$100,000. Six months after Hurricane Sandy, the Fund had provided 92 loans and grants worth over \$13 million "to help nonprofits continue their work." In a press release the Bloomberg Administration wrote, "[i]mmediately after a disaster like Hurricane Sandy, when new services are needed, the City turns to its nonprofits for help. At the request of city, state, and



federal government agencies -- and on their own-- these nonprofits provide the particular services most needed by the communities they serve after a disaster. The grants will build on the City's strong commitment to support and strengthen the nonprofit sector." (The City of New York, 2012)

- The **New York Community Trust** (NYCT) is one of the largest private funders of New York City non-profits. NYCT makes grants in the following program areas: Community Development and the Environment; Health and People with Special Needs; Education, Arts, and Human Justice; and Children, Youth, and Families. (NYCT, 2016).
 - To support the recovery and future of neighborhoods affected by Hurricane Sandy, NYCT established the **NYC Housing and Neighborhood Recovery Donors Collaborative** in 2013. This fund allocated \$2.6 million in grants to organizations for capacity building if providing housing and legal counseling to homeowners; capacity building for increasing community preparedness and managing relief efforts in the face of future disasters; and projects that increase the climate resiliency of housing and neighborhoods. Funds were granted via a competitive Requests for Proposals process. (Bruno, 2013).

Case Study: Occupy Sandy Recovery

Occupy Sandy Recovery is a grassroots disaster relief network that grew out of the need to provide aid to devastated communities throughout New York City after Hurricane Sandy. The organization is run and managed by the Occupy Sandy Project SpokesCouncil composed of individuals who are involved in projects that support Occupy's mission. Occupy Sandy developed out of the Occupy Wall Street movement of 2011 that sought to address income and educational inequalities across U.S. society, vindicate a wide variety of public rights to privacy, education and healthcare, and to reign in corporate greed and political corruption and power over the democratic process (Occupy Wall Street, n.d.).



Photo retrieved from https://batmanwi.files.wordpress.com/2013/01/20328_3796282517677_17611863_n.jpg

As part of its commitment to the broader Occupy movement, Occupy Sandy Recovery supports community-based projects in New York City that would otherwise not receive funding based on current banking and economic practices (Occupy Sandy Recovery [OSR], n.d.). To qualify for Occupy funding and support, a project must “address... issues of relief, recovery and/or resilience in communities affected by Superstorm Sandy,” support the New York City General Assembly Principles of Solidarity and the movement, and be accepted by the SpokesCouncil” (OSR, n.d.) There are currently seven active projects supported by Occupy Sandy: the Worker Owned Rockaway Cooperatives (W.O.R.Cs.), Rockaway Wildfire, FLO Solutions, Occupy Sandy New Jersey, Staten Island Unity Hub, Storyline, and Response & Rebuild.

One of the original contributions that Occupy Sandy Recovery has provided in the post-Sandy recovery climate is to demonstrate the effectiveness of social media and internet presence in mobilizing community resources, mapping community assets, raising funds, and connecting community members to their neighborhood assets. In addition, the Occupy Sandy website contains a vast array of resources for the gamut of recovery needs community members may have, from resources on mold remediation, clear explanations of and links to disaster relief from FEMA and the Red Cross, to special community grants that Occupy Sandy Recovery provides itself, and finally employment opportunities, legal, mediation, medical, and mental health services in the community.



ELIGIBILITY REQUIREMENTS FOR FINANCIAL AID

This section describes eligibility requirements for government and philanthropic recovery funds available to charitable organizations in disasters. Note that not all foundations have application processes, as some grantees are identified by foundations internally. Also, the CDBG-DR program is not included in this section, since it does not provide aid directly to organizations, but rather to state, local, or tribal governments.

Federal Programs

Major disasters often overwhelm state and local governments, prompting them to call on the federal government for assistance. When this is the case, the Governor of the affected state must make a request to the President for a declaration of disaster, under the Stafford Act, that is “beyond the capacity” of the affected state to manage. When the President declares a disaster, an array of federal assistance programs are made available to the affected state. The assistance made available to private nonprofit organizations is limited to U.S. Small Business Administration (SBA) loans and FEMA Public Assistance grants.

“If the PNP provides a critical service, it may apply directly to the [FEMA] Public Assistance Program for grant assistance to repair and restore its facilities as if it were a tribal, state, or local governmental entity. If it does not provide such a critical service, but does provide an essential service of a governmental nature, the PNP is first required to apply for assistance from the Small Business Administration’s (SBA’s) Disaster Loan Program. If the PNP is denied assistance from SBA or the total amount of loan assistance is less than the PA eligible damage, the eligible PNP providing non-critical governmental services may then apply for assistance from the PA Program.” (Brown, 2015, p. 3)

Small Business Administration

Federally-subsidized loans from the SBA are made available to small businesses, small agricultural cooperatives, and most private nonprofit organizations (PNPs) in areas that have been federally declared as a disaster area. SBA loans come in two forms: Economic Injury Disaster loans and Physical Disaster loans. Economic Injury Disaster loans are issued when the entity is “unable to meet its obligations and pay its ordinary and necessary operating expenses” (SBA, 2016). These loans are based on actual economic injury suffered and help the organization continue until normal operations are restored. Physical Disaster loans are issued to cover property damages and replacements that are not covered by insurance. Additionally, partial loans can be granted for “improvements that help reduce the risk of future property damage” (SBA, 2016).

Federal Emergency Management Agency

To be eligible for FEMA's Public Assistance, a PNP must provide a critical service in at least one of four categories: Education, Utility, Medical, or Emergency Services (FEMA, 2016). Current policy deems PNPs ineligible when their spaces are primarily used for religious, political, athletic, recreational, or vocational purposes (Brown, 2015). However, ineligible PNPs could still be eligible if the primary purpose of the facility meets the critical service criteria (e.g. a school building that has religious affiliation).

For a complete guide to the FEMA Public Assistance program, please reference the FEMA *Public Assistance Program and Policy Guide* (FP 104-009-2, January, 2016)

Table 6.

FEDERAL AGENCIES	
<i>Small Business Administration</i>	<i>FEMA</i>
Description of Recovery Program	
1. Economic Injury Assistance (Loans) 2. Physical Disaster (Loans)	<i>Public Assistance Grants</i> (Reimbursements)
Eligibility	
<p>Most PNPs of all sizes suffering substantial economic injury may be eligible for an Economic Injury Disaster Loan of up to \$2 million to meet necessary financial obligations – expenses the business would have paid if the disaster had not occurred.</p> <p>PNPs may apply for a Physical Disaster Loan of up to \$2 million to repair or replace damaged real estate, equipment, inventory and fixtures. These loans will cover uninsured or underinsured losses. (SBA, 2016)</p>	<p>Applicant: Private Nonprofit organizations or institutions that own or operate facilities that are open to the general public and that provide certain services otherwise performed by a government agency. Other eligibility requirements are determined by standards of "facility," "work," and "cost." (FEMA(b), 2015)</p>



Separation of Church and State

Faith groups that do not normally provide what FEMA defines as an essential governmental service³ or are critical facilities⁴ but find themselves doing so in the aftermath of a disaster, thus blurring the line of eligibility for federal financial aid and reimbursement. During disasters, houses of worship are turned into temporary shelters, food pantries, and likely suffer damages not only from the storm, but from providing services to disaster survivors. However, because this physical portion of the organization is usually used for regular weekly meetings, proselytizing, etc., they are deemed ineligible for FEMA Recovery Assistance grants (FEMA, 2016).

Under the U.S. Constitution, the First Amendment proscribes that “Congress shall make no law respecting an establishment of religion...” (U.S. Constitution, Am. 1). The U.S. Supreme Court has developed a body of jurisprudence to define the parameters of this “separation of church and state” (Thomas Jefferson, 1802). In *Lemon v. Kurtzman*, the Court articulated the purpose of the rule is to prevent the federal government from “excessively entangling” with religion (403 U.S. 602, 614, 1971). Case law is not uniform in its application of the rule, as the *Lemon* court explained, “total separation is not possible in an absolute sense. Some relationship between government and religious organizations is inevitable” (403 U.S. 602, 614, 1971). The provision of recovery aid to houses of worship in disaster scenarios is therefore necessarily implicated by this constitutional rule.

In 1988, Congress passed the Robert T. Stafford Disaster Relief and Emergency Assistance Act (“Stafford Act”) to create a uniform federal response to disasters. The Act provides for the president to declare a national emergency and such declaration triggers FEMA to provide financial and physical assistance (42 U.S.C. §§ 5121-5208). Under the Act, houses of worship are not listed as “private nonprofit facilities” eligible for disaster aid (42 U.S.C. §§ 5121-5208). FEMA regulations, however, do exclude such houses of worship under the constitutional principle that federal monies raised from tax dollars should not be appropriated to a religious sanctuary (Brown, 2015).

In response to these constitutional and statutory exclusions, Representative Christopher Smith of New Jersey introduced in the House of Representatives a bill, H.R. 592, the Federal Disaster Assistance Nonprofit Fairness Act of 2013 and reintroduced identical legislation in 2015 (H.R. 3066) after it failed to pass the U.S. Senate, to amend the Stafford Act “to include community centers, including tax-exempt houses of worship, as “private nonprofit facilities” for purposes of disaster relief and emergency assistance eligibility under such Act.” (Congress.gov). Regardless of the passage of such federal legislation to amend the Stafford Act, this Report recommends that the Mayor’s Fund, a nonprofit, can serve as a vehicle to reimburse houses of worship that have provided disaster recovery and aid, in many ways providing public goods that the government would ordinarily provide.

³ For more information, see: <https://www.fema.gov/public-assistance-eligible-applicants>

⁴ For more information, see: <http://www.fema.gov/critical-facility>

Local Programs

The local funding programs are an extension of the City of New York's nonprofit organization - the Mayor's Fund to Advance New York City. As such, charitable organizations do not apply directly to the Mayor's Fund, but rather through the NYC Nonprofit Recovery Loan and Grant Program. This program was designed "to bridge the gap between expenditures needed to support the recovery from Hurricane Sandy." As such, "priority is given to nonprofit organizations that are located in and/or providing services in the areas most affected by Hurricane Sandy." (NYC Non-Profit Recovery Loan Program, n.d.)

Loans from the Mayor's Fund are portioned against reimbursements expected to be collected from private insurance companies, SBA loans, FEMA, and government contracts. The grant program is for groups that have experienced tangible losses and are not eligible for FEMA or have been turned down by FEMA. This way there is assurance that those organizations in need of funding will receive proper financial aid. (NYC Non-Profit Recovery Loan Program, n.d.; The City of New York, 2012; K. Cummings & M. McCormick, personal communication, 2016)

Table 7.

LOCAL PROGRAM (<i>New York City Based</i>)	
<i>NYC Nonprofit Recovery Loan and Grant Program</i>	
Type of Recovery Program	
Local Grants	Local Loans
Features	
Nonprofits located in and providing services in areas most affected by Sandy	
Eligibility	
Nonprofit organizations that have experienced tangible losses and are ineligible for FEMA PA or have been rejected by FEMA.	Nonprofit organizations that have applied to FEMA PA, with the expectation that FEMA will be making an award. These nonprofits may also be receiving funds from private insurance and/or SBA Loan.
Faith-based organizations are eligible.	

Philanthropic Programs

Philanthropies are promising sources of disaster recovery aid for charitable organizations, as most of these funds do not have stipulations against religious organizations, and many specifically look to fund small nonprofit applicants. While philanthropic aid in the forms of cash donations, in-kind donations, grants, and loans are available for charitable organizations, every philanthropic institution has its own set of eligibility criteria. Criteria may include requiring a IRS 501(c)(3) status, that social services are provided in a certain geographic area (e.g., Brooklyn or Staten Island), or that social services are provided under a certain educational mission or religious faith. Large philanthropies may also require that charitable organizations have a reputable track record and presence - qualities that many smaller, neighborhood charitable organizations that were damaged in Sandy cannot demonstrate.

Not all eligibility criteria for philanthropic funds are available through the internet and therefore grant seekers are encouraged to contact philanthropies for further information. Moreover, some philanthropies may not offer an application process at all. Instead, grants may be distributed by invitation only. (Robin Hood, 2015; American Red Cross, n.d.; Brooklyn Community Foundation, n.d.; UJA Federation, n.d.; United Way of New York, n.d.; United Methodist Committee on Relief, n.d.)

Table 8.

PHILANTHROPIC PROGRAMS	
<i>Charitable Organization Donations</i>	
Type of Recovery Program	
National or Citywide Well-Established Organizations	Local Organizations (<i>Case specific</i>)
Examples	
Robin Hood Foundation American Red Cross United Way NYC	Brooklyn Community Foundation Staten Island Foundation UJA Federation
Typical Eligibility	
1) Located in a FEMA declared disaster area 2) 501(c)(3) status, as defined by the IRS	1) Membership or in-network recognition


3) Membership or in-network recognition 4) Proven track record over a specified length of time (typically around 4 years)	2) Services provided to a specific geographic location (typically borough), specific borough or geographic location 3) Services provided of a particular nature (educational, recovery, etc.) 4) Center is affiliated with a particular faith
Faith-based organizations and houses of worship are often eligible; however, each philanthropic organization has distinct requirements. As such, refer to the specific organization's website for eligibility requirements.	

Case Study: Friends of Rockaway

Rockaway locals Michael Sinensky, Evan Abel, Chris Miles, Etan Fraiman, Joe Fraiman, Jordan Brown, Danny Brown and Melissa Sorger joined together and formed Friends of Rockaway (FoR) in the wake of Hurricane Sandy. Initially working to remove debris from houses in the Rockaways, the mission of FoR has evolved to include a strong focus on community empowerment in the rebuilding effort.

In January of the following 2013, FoR began hiring other locals to help with the rebuilding efforts. A wage of \$15 an hour was paid to residents contributing to rebuilding, which was largely paid through grants, including \$180,000 from the Robin Hood Foundation (Karoliszyn, 2013). Since then, they have received over \$2.5 million in funding, including \$721,500 in grants from the Red Cross, and an additional \$750,000 from the NYC Home Repair Consortium (Fickenscher, 2013). The organization was able to successfully secure funding by clearly documenting how this money was used, and having necessary paperwork readily available. Over time, FoR was able to expand its services to include mold remediation. A partnership with the Saint Bernard Project allowed them to further broaden their efforts to completely rebuild houses Metropolitan Waterfront Alliance). The group was able to successfully utilize a strong volunteer base in order to complete rebuilding projects at costs much lower than traditional subcontractors.

Friends of Rockaway continue their mission today, particularly in support of vulnerable homeowners on the peninsula who have been affected by Hurricane Sandy. As stated on their website, FoR provides assistance to current homeowners only; they do not "directly help renters." Also, their website provides a list of eligibility criteria including owning a home in the area prior to October 29, 2012 when Hurricane Sandy made landfall, a willingness to remain in the area for at least five years, a combined income of less than 120% area median income, and



documents proving ownership, income, and any documents related to other sources of aid (Friends of Rockaway, n.d. Services). After eligibility has been verified, an estimate of the cost of the project is provided, and a fundraising package is developed in order to help defray costs.

To date, Friends of Rockaway has cleared over 1,000 homes of debris, repaired over 100 homes, and rebuilt 133 additional homes (Friends of Rockaway, n.d. Home). They continue to ask for donations and volunteers to support their efforts for the 100 families that remain on their waiting list (Friends of Rockaway, n.d. Our Mission).



KEY OBSERVATIONS

After a thorough analysis of multiple data sources, questionnaire responses, in-person interviews, and an extensive literature review, several major findings can be concluded from the analysis. Although some were evident before the research began, such as the need to improve communication between the City of New York and charitable organizations, the examined data provides supporting evidence for these conclusions, as well as identifies previously unknown conclusions.

1) There are no uniform methods or reporting systems between local, state, and federal agencies for collecting, analyzing, and correlating data related to Hurricane Sandy physical damages and monetary losses.

This observation is demonstrated by the lack of conclusive evidence relating to the damages charitable organizations and houses of worship incurred from Hurricane Sandy. For example, data provided by the City and State of New York on government aid applications did not describe specific types of damages from the storm (such as wind or water damage) and did not pertain to the scope of charitable organizations and houses of worship as defined under Local Law 18. Moreover, this data did not provide financial information or status of recovery assistance. To assess the monetary damages for the PNPs listed in these datasets, a third-party source (Taxpayers for Common Sense) was needed. Even with this information, less than 5% (155/4,626) of PNPs applicants could be identified as receiving governmental aid.

Additionally, despite the detailed information on physical and monetary losses of Catholic facilities, this was incompatible with other sources (City and State) and could not be cross-referenced to limit double counting.

Attempting to supplement these data gaps through policy reports and questionnaire responses also did not bring clarity, as policy reports generally focus on the impact of Hurricane Sandy on individuals, homeowners, or small businesses, not charitable organizations. While the value of faith and community based organizations are more represented in academic reporting, the damages from Hurricane Sandy are not. As such, the needs of smaller, charitable organizations and houses of worship post-disaster are not well-documented or reported in a manner that demonstrates their value to the communities they serve.

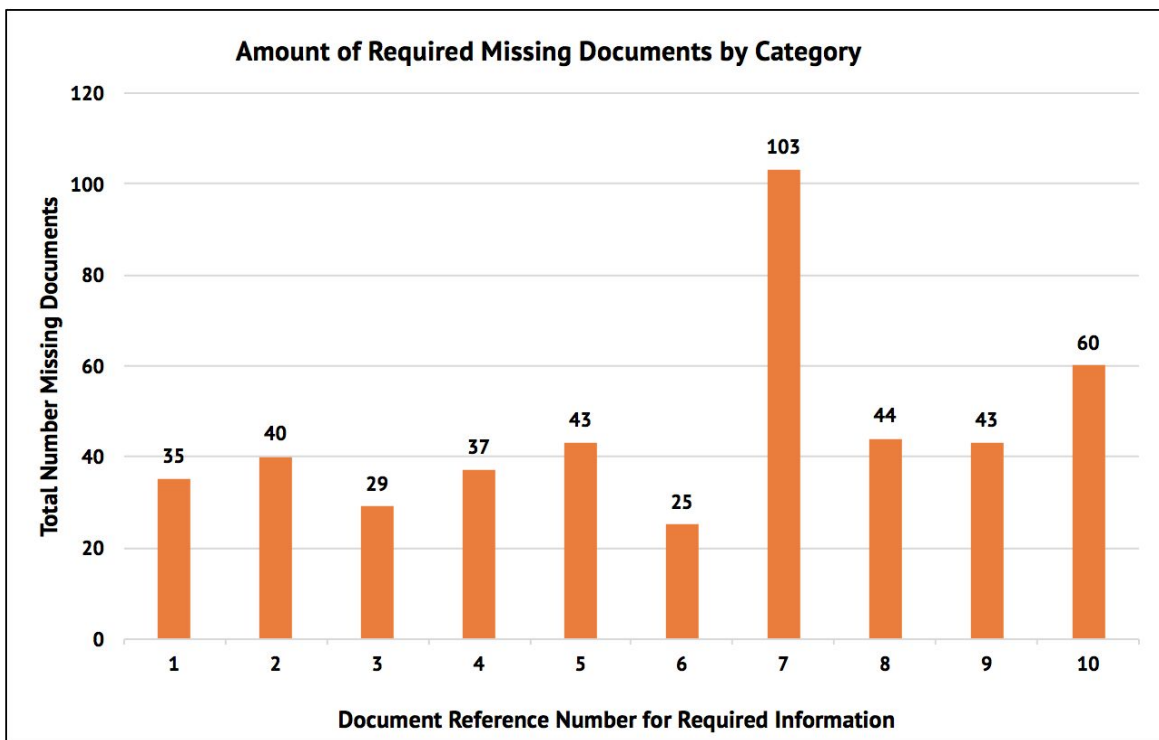
2) Recovery aid for charitable organizations is limited to a few federal and city grants and loans, as well as philanthropic donations.

Based on extensive research of Hurricane Sandy recovery funds supplemented by interviews with government representatives, recovery aid for charitable organizations is limited to a few federal and city grants and loans, as well as philanthropic donations.⁵ Federal grants and loans, however, are difficult for charitable organizations to qualify for, especially if these organizations

⁵ See *Financial Assessment* section


do not provide essential or critical services (as defined by FEMA regulations). (Private insurance and FEMA flood insurance did provide a substantial amount recovery aid, however the amount that was awarded to smaller, local charitable organizations or houses of worship could not be established).

Reviewing FEMA RPA data provided by DHSES, underscores the complexities and uncertainties involved in applying for governmental assistance. As observed in Figure 2, 10 out of 11 required documents were missing from FEMA RPA applications. Failing to provide all necessary documentation resulted in applicants to lose a crucial source of grant assistance.



- | | |
|---|---|
| 1 Application Certification | 6 501(c)(3) Tax Exemption Number |
| 2 Drug-Free Workplace Certification | 7 Organization Description and/or Chart |
| 3 D.U.N. and Bradstreet Identification Number | 8 Organization Charter/By-Laws |
| 4 P-N-P Facility Questionnaire | 9 Facility Description |
| 5 N.Y.S. Comptroller's Substitute Form W-9 | 10 N.Y.S. Tax Exempt Certificate |

Figure 2: Amount of Required Missing Document by Category. Of the 11 required documents or identification numbers, PNPs routinely left out a description of their organization. An incomplete application can result in ineligibility for the RPA application.



However, even completed applications may be denied if the PNP does not qualify as an essential or a critical service provider. As demonstrated in Figure 2 (p. 41), 24 entities submitted all application documents but were deemed ineligible for FEMA recovery funding. Of those 24 organizations, 20 (83%) filed their application within the 30-day post-declaration limit. When these organizations were contacted to establish why they were ineligible, none could recall the reasons why their application was denied. In other words, FEMA Public Assistance is a complex process.

3) The City of New York and charitable organizations can improve communication, coordination, and capacity building, given that proper resources and tools are available and fully utilized.

This observation is taken from speaking with Task Force members, but multiple academic reports also confirm these limitations (Abramson & Redlener, 2012; Pant, et al., 2007; City of New York, 2013).

Small charitable organizations often rely on informal communication networks, such as word-of-mouth, (Pant, et al., 2008) while government agencies typically use social, print, and online media to convey information as the primary source of communication. During disasters, these different methods of communication can be incompatible and lead to breakdowns in coordinating recovery services (Pant, et al., 2008 & Stewart, et al., 2009). Likewise, based on questionnaire responses (2016) and interviews with Task Force members, many charitable organizations and houses of worship do not believe they have the capacity to coordinate local disaster responses or were not appropriately integrated into the City's response plans. As described by Abramson & Redlener (2012), "the question was not one of capacity and capability as much it was of communication and coordination" (p. 328).

The City of New York does provide several preparedness and rebuilding programs, such as CERT, Partners in Preparedness, Ready New York, and Citizens Corps program. These preparedness programs are very thorough and comprehensive, and often free to community members and organizations. However, there is lack of awareness of these programs by charitable organizations, as determined by questionnaire response and comments in Task Force meetings. Although this observation is derived from a limited sample, it is informative that members of the Task Force (who were chosen to participate in the Task Force due to their experience during Sandy recovery) are unaware about these preparedness programs. Therefore, it is the authors' assumption that these preparedness programs that the City provides are not fully utilized by charitable organizations and houses of worship.



RECOMMENDATIONS

The mandate of the Task Force is to generate disaster recovery and emergency preparedness recommendations for the City of New York and charitable organizations that are actionable, realistic and feasible. The purpose of this report is to support these efforts by categorizing Task Force recommendations, conducting a comprehensive literature review, in addition to a quantitative analyses of damage and financial data. The following recommendations seek to provide a platform for the City of New York, charitable organizations, and houses of worship to improve their collaboration and create a more resilient disaster recovery process.

Overarching Recommendations

The need to develop a uniform reporting system between local, state, and federal agencies, as well as private insurance institutions, cannot be overstated. Currently, there are no methods for collecting, analyzing and correlating data across departments, agencies, or sectors. As reflected in the authors' attempts to cross-reference the data, without a standardized system it is challenging to determine the extent of damages that charitable organizations and houses of worship incurred as a result of Hurricane Sandy. The need for a universal reporting system is also demonstrated by the confusion with FEMA public assistance reimbursement grants. In 21016, due to pressures from claimants that FEMA was not consistent or fair with its claims process, the agency reopened the RPA filing window to allow the re-filing of claims related to damages from Hurricane Sandy.

In addition to identifying spaces in each neighborhood that can serve as gathering places and information centers in an emergency, this report recommends designating evacuation pickup centers as an additional communication hub. Such centers do not currently exist in the floodplain areas of New York, but could be modeled after the "Evacuspots"⁶ program in New Orleans. In 2013, the City of New Orleans presented 17 FEMA evacuation hubs and gathering places throughout its floodplain areas, marked by 14-foot sculptures. Such evacuation centers can provide the dual function of increasing visibility of where and how to evacuate in advance of a disaster and be a physical hub for residents to receive current and accurate information for disaster relief. At each hub, ground crew can use multiple communication platforms including two-way radio that remains functional during electrical outages. This recommendation would enable all disaster respondents to be faster and more efficient in the delivery of disaster response services.

Creating the communication hubs and sculptures could be paid through grants provided through the National Endowment for the Arts or a Knights Cities Challenge (James L. Knight Foundation, 2015). An added benefit is that the sculptures increase visibility and provide for community engagement - helping to build social resilience that is important during disaster recovery.

⁶ <http://www.nola.gov/ready/evacuspots/>




Recommendations for New York City

Establishing a fund for outstanding Hurricane Sandy recovery needs should be a priority for the City. The Mayor's Fund, the City's nonprofit funding vehicle, provides the most realistic and feasible option for charitable organizations seeking recovery assistance three years post-Sandy. As described above, the Mayor's Fund typically creates programs as needed and upon widespread request. Additionally, the Mayor's Fund should establish a dedicated pool of funding available to charitable organizations for future disasters. The establishment of this funding stream is critical to ensure that charitable, especially faith-based, organizations with limited resources have access to timely funds. The Mayor's Fund should collaborate with the New York Disaster Interfaith Services' (NYDIS) *Unmet Needs Roundtable* program⁷ to identify the extent of need that charitable organizations and houses of worship still face.

While the City has a myriad of available preparedness and rebuilding programs, from the reports reviewed and from the interviews conducted with Task Force members, they do not always meet the specific needs of charitable organizations. The City should create an umbrella preparedness program specific to charitable organizations with the goal of organizing response efforts and supporting organizational recovery in the event of a disaster. Ideally, the program would establish preparedness programs, a central database for damage reporting, and a point of contact between the City and charitable organizations.

Observed in Table 4 (p. 23), 35% of applicants for FEMA's RPA were deemed ineligible. Although data was not available to determine why all of the 205 organizations were ineligible, Figure 2 (p. 41) demonstrates that missing documents on the application was a contributing factor. A pre-disaster uniform application for recovery funds would help to alleviate applicant confusion by allowing entities to submit all required forms before the chaos of a disaster, as well as give the entities time to receive feedback and correct an incomplete application. Moreover, responses from interviews conducted with Task Force members revealed that although many organizations had applied for some type of recovery assistance, most organizations received only half to less than half of the amount requested. A uniform, pre-disaster application can be utilized by other recovery funds, thereby expanding the pool that is available to small, charitable organizations and houses of worship. Such an application can also be beneficial for organizations with language needs or staffing constraints that may be more pronounced during and after a disaster. The collection of pre-disaster applications in a central repository can assist in identifying organizations in need and allow for a more streamlined process that would benefit both the City and applicants. Likewise, this central database can be incorporated into the City of New York's community asset map program. Combined, these will provide a more robust source of information for the City, charitable organizations, partner agencies and the public in planning and during a disaster.

⁷ The *Unmet Needs Roundtable*, brings together disaster case managers and donors to customized assistance (financial, in-kind or referrals) to any eligible survivor household which has exhausted all other sources of support. For more information, see: http://www.nydis.org/nydis/nydis_recovery/NYC_Sandy_unr_overview.php




Finally, the Mayor's Office should create a staff position dedicated to coordinate recovery and preparedness programs between the City, charitable organizations and houses of worship. Such a position can mirror the Community Recovery Director (CRDs) position, appointed by the Mayor. CRDs have a high level of authority, are appointed for large-scale emergencies and activated by the Mayor at any point prior to or following a major incident. The CRD role is activated when the need or potential need for high-level, additional coordination of multiple City response and recovery operations at the neighborhood level is identified. CRDs serve as points of coordination between City services and communities and can represent a specific geographic area, borough, community district, or neighborhood, depending on the scope of the disaster and its effects.

Unlike the current CRD role, which is only activated during a disaster, the recommended position would be a dedicated year-round senior staff person responsible for ensuring that the needs and initiatives of charitable organizations before, during and after a disaster event for all five boroughs are represented and communicated to the City. This position would assist to bridge the communication gap between charitable organizations, houses of worship, and the City. Additionally, the position, and support staff, will provide a centralized source for recovery information and preparedness programs. The staff dedicated to this position would directly address the issues experienced during Hurricane Sandy to avoid conflicting, inaccurate or duplicitous information and efforts. This position and staff would also serve to strengthen New York City Community Emergency Response Teams (NYC CERT), volunteers trained to assist during a disaster and provide information, education and emergency preparedness planning during non-emergency periods. Workshops and educational programs specifically targeted for charitable organizations would increase coordination efforts during a disaster and provide engagement through the existing Ready New York and NYC Citizen Corps programs. These teams would also facilitate smoother transitions between changes in city-wide directives issued directly after a disaster event.

Recommendations for Charitable Organizations and Houses of Worship

This report recommends that charitable organizations and houses of worship maximize the resources currently available to them and implement best practices that will increase their resiliency in the event of a disaster. These entities can seek out preparedness materials provided by the American Red Cross, FEMA, and the City of New York (particularly the NYC CERT program, Partners in Preparedness, Citizens Corps, and Ready New York). By taking advantage of preparedness materials and trainings, charitable organizations can become better equipped and further integrated in the disaster recovery effort. In turn, this would improve communication and coordination between charitable organizations and agencies that respond to disasters. Although charitable organizations and houses of worship would benefit from such programs, interviews revealed that a lack of spare time or limited availability employees may be barriers for organizations wanting to participate in these programs.

Charitable organizations will benefit from dedicating time and resources to completing the pre-disaster uniform application. Having required documents already uploaded to a central



repository and maintaining important records on file in a place and manner that would be unaffected by a disaster is critical to accessing financial aid.

As the City continues to expand its mapping of community assets, it will rely on charitable organizations and houses of worship to provide additional information to maintain the accuracy of these mapped assets. Additionally, organizations are encouraged to contribute to this effort by creating a stronger network between each other and with other entities. In turn, this strengthened network will increase social resiliency during an emergency. As observed in Abramson, et al. (2011), the time to build these relationships is before an emergency, not during.

Research suggests (Bryson, 2011; Questionnaire Response, 2016; Pant et al., 2008; & Stewart et al., 2009) that consulting with other charitable organizations and developing mentoring relationships with established organizations like the Red Hook Initiative and Friends of Rockaway will make it easier for young organizations to navigate the recovery and preparedness bureaucracy. Developing these in-networks connections and ongoing relationships will prove invaluable in the aftermath of a disaster. By exploring every option, charitable organizations can increase their visibility to large philanthropic networks and improve their chances for future recovery funding.

Social media is an important community based tool that vastly increases communication during a disaster. The recommended evacuation locations can be utilized by charitable organizations and houses for worship to strengthen ties within the neighborhoods and to adjacent communities. These evacuation centers can also facilitate the delivery and distribution of in-network information and communication between larger umbrella organizations, such as Human Services Council, New York Disaster Interfaith Services, New York City VOADs, and smaller, neighborhood based charitable organizations or houses of worship. By creating a centralized information pathway between the charitable organizations, these hubs can facilitate the point of contact position representing charitable organizations to more effectively work with the City.

Establishing a strong partnership between charitable organizations and the City provides a base upon which to develop the best communication protocols during non-disaster periods. These communication best practices will prove invaluable during disaster and post disaster periods. Charitable organizations and the City can be better prepared during an emergency and recovery by cooperating and maximizing existing resources. Charitable organizations that have taken advantage of preparedness and training programs become stronger partners. Better qualified to provide quality disaster services, they understand the phases of a disaster and more seamlessly can support the engagement of the City, professional disaster relief organizations and FEMA. While charitable organizations can respond quickly to immediate community needs, city, state, federal and professional disaster responders are able to provide much greater and sustained resources, which, as Hurricane Sandy demonstrated, is critically needed by charitable organizations and the populations they serve.



CONCLUSION

Charitable organizations and houses of worship share a tight bond and an intimate knowledge of the needs and resources with the communities they serve. This connection is invaluable and becomes strikingly clear in the event of a disaster. With an increased likelihood of severe weather events due to climate change, it is imperative that the vital services that charitable organizations provide before, during, and after a disaster are recognized as being critical in the disaster relief effort. According to the New York City Panel on Climate Change, extreme weather events will bring increased precipitation, heat waves, rising sea levels, and more (2015). Hurricane Sandy *was not* a worst-case scenario hurricane. Had the storm hit western Long Island Sound at high tide, flooding could have impacted many more parts of the city including Hunts Point Food Distribution Center, power plants (accounting for one-third of the city's power generation), along with four wastewater treatment plants and 29 pumping stations (City of New York, 2013). It is important that preparedness and response plans for future events continue. Charitable organizations must be treated as partners with governmental agencies on all levels when preparing for, and responding to, disasters. In order to avoid a duplication of the Hurricane Sandy response inadequacies, the skill sets of community and faith-based organizations must be included and accounted for in the planning stages of disaster preparedness.

The lack of clear command structures and allocation of recovery services led to uncertainty and uncoordinated efforts during Hurricane Sandy. Charitable organizations are typically the first to respond during the acute phase of disasters, so it is critical that they be informed, trained and included in disaster preparedness and response efforts. Furthermore, charitable organizations should be included in national disaster resiliency planning as a formal part of the National Response Plan which was first created in 2004 to address disasters and acts of terrorism (Pant et al., 2008), (FEMA, 2015). Because they are able to be flexible, make rapid decisions to dynamically changing conditions, and have pre-existing relationships with their communities, charitable organizations are invaluable positioned to convey the community's needs at the local, city, state and federal level (Pant et al., 2008).

Organizations Are Still Recovering

The storm may have devastated New York City in 2012, yet, more than three years later, some of these same charitable organizations that provided critical aid during the immediate aftermath have either closed (LoPizzo; Gudaitis; Estersohn; Abby, personal communications, Feb. - March, 2016) or are still in the process of recovery (Questionnaire responses, 2016). Compounding factors include funding that was difficult to access, is no longer unavailable and slow response times from multiple agencies. Social resilience is a key element in building a strong and quick recovery after a disaster (New York State, 2014). Timely and complete recovery is necessary for charitable and faith based organizations that continue to provide essential services for their communities.



Lessons From Past Disasters

New York has a history of enduring disasters. For instance, the community response to 9/11 was massive and chaotic and led to the formation of the 9/11 United Services Group (USG). USG consisted of the Human Services Council of New York along with several nonprofit organizations to coordinate human services sector efforts. When planning for future events, it is important to remember from our experiences of the past to be better coordinated and prepared at all levels of response.

One of the important outcomes of 9/11 was assisting nonprofit organizations in developing emergency preparedness plans. This level of preparedness is partially credited for allowing New York to be able to accept the influx of 4,186 evacuees from Hurricane Katrina in 2005 (FEMA, 2014). When Hurricane Sandy hit in 2012, however, the institutional knowledge gained from 9/11 and implemented during Katrina was largely absent (Gudaitis, personal communication, Feb. 2016; GAO, 2016). As a result, there were no sector-wide plans in place coordinating charitable organizations. Similar to what occurred after 9/11, relief efforts were duplicitous, in conflict or simply missing, reinforcing the identified need for improved communication, refined coordination and increased capacity building at the federal, state and local level. The recommendations provided in this report are attainable, reasonable and feasible. By following these recommendations, the City and community and faith based organizations will develop a similar interdependence that currently exists between charitable organizations and the communities they serve that proved invaluable during Hurricane Sandy.

New York City, Resilient and Equitable For All

Charitable organizations are essential to the present and future disaster preparedness and resiliency efforts of New York City. As such, the City cannot afford to not have them involved. The City does not have the available budget to spend what they need to on resilience which is estimated to be between \$60 billion to \$180 billion dollars. (Torres-Springer, 2015). In 2013, then NYC Mayor Bloomberg stated that a Sandy-like storm would cost \$90 billion dollars by the middle of the century (Climate Central, 2013). The New York State Attorney General's Office, in 2014, surveyed the volunteer and fundraising efforts of 80 charitable organizations in New York State. They raised over \$658 million dollars in Hurricane Sandy relief efforts (NYS, 2014). Including the non-monetized value of community and faith based organizations volunteer services during Hurricane Sandy, these organizations provide much needed assistance.

Charitable organizations can respond at a speed that the City cannot. Able to mobilize quickly during the most acute phase of a disaster, they provide relief and aid; they save lives. They know their communities, have existing relationships and can better target resources during and after a disaster. Leveraging the most needed resources, they can ensure that they get to those who need it most. Some communities, due to differences in language, culture and/or immigration status, can exhibit fear or mistrust of government agencies which can impede their efforts to provide assistance (Goldman, et al., 2014). Community and faith based organizations can serve

as a bridge between these diverse communities and government agencies relying on their already established bonds of trust.

Moreover, charitable organizations and houses of worship help keep the City of New York thriving. New York City is composed of almost 98% small businesses. The city relies on its plethora of more than 200,000 small businesses to create a thriving and vibrant urban environment that is uniquely New York City. Of these 98% small businesses, they employ fewer than 100 employees and 89% are very small, employing fewer than 20 employees. Community and faith based organizations are a part of this small business core contributing to the city's vitality and strength. (NYC, 2016).

Likewise, these organizations align with the goals and objectives of New York City's plan: *OneNYC*. Launched in 2015, the plan focuses on growth, sustainability, resiliency and equity seeking to engage New Yorkers, civic and business leaders, elected officials and city agencies (OneNYC, 2015). The establishment of the Hurricane Sandy Charitable Organization and House of Worship Recovery Task Force, comprising community and faith-based civic leaders, directly supports the goals of the City to engage civic leaders who focus on resiliency and equity. These are key points supported by Mayor de Blasio. By aligning the efforts of community and faith based organizations with the City of New York as partners in disaster preparedness, it can make New York City a resilient and just city for all.



Photo retrieved from <http://juergenroth.photoshelter.com/>. A view of New York City from Brooklyn, NY.

APPENDIX A

Literature Review

Title of Report	Date Published	Publishing Organization	Authors	General Focus	Sponsor (if applicable)	Link
From the Edge of Disaster	Mar , 2014	North Star Fund	Lisa Cowan	CBOs; Local Govt		https://northstarfund.org/uploads/news/From the Edge of Disaster Report March 2014 NorthStarFund.pdf
Far From Home: Nonprofits Access Sandy Recovery and Disaster Preparedness	Oct , 2013	Human Services Council of New York, Baruch College School of Public Affairs	Jack Krauskopf, Micheline Blum, Nicole Lee, Jacqueline Fortin, Allison Sesso, Danny Rosenthal	Survey of 104 organizations conducted by HSC of New York and Baruch College to assess the work and impact of organizations active in Hurricane Sandy relief efforts. This included an assessment of damages sustained, met and unmet needs and partnership roles and communication.	Human Services Council of New York	https://www.baruch.cuny.edu/spa/centers-and-institutes/center-for-nonprofit-strategy-and-management/documents/NonprofitsAssessSandyRecovery.pdf
Hurricane Sandy: Rebuilding Strategy (Progress Report)	Oct , 2014	US Dept of Housing and Urban Development	HUD	Housing, Infrastructure, Loans for Small Businesses, Data Sharing	Executive Order 13632	http://portal.hud.gov/hudportal/documents/huddoc?id=HurricaneSandyRebuildingStrategyPRF2014.pdf
Sandy Regional Assembly: SIRR Analysis	Jul , 2013	Sandy Regional Assembly	Planning Committee for the Sandy Regional Assembly	An assessment of the Mayor's Special Initiative for Rebuilding and Resiliency (SIRR) Plan, and recommendations for the federal Hurricane Sandy Rebuilding Task Force	Rockefeller Foundation, New York Community Trust, New York Foundation, North Star Fund, Scherman Foundation and New York State Health Foundation.	http://goodjobsny.org/sites/default/files/docs/sandy_regional_assembly_sirrreport_hstsrrecommendations_072213_final.pdf
NYC Housing and Neighborhood Recovery Donors Collaborative Evaluation Report	Apr , 2015	The New York Academy of Medicine	NYAM	CBOs, local government, grants for longer-term resiliency and recovery, low- and moderate-income communities	NYC Housing and Neighborhood Recovery Donors Collaborative	n/a
Philanthropy and Hurricane Sandy: A Report on the Corporation and Foundation Response	Oct , 2014	Foundation Center, in partnership with Philanthropy New York and the Council of New Jersey Grantmakers	Steven Lawrence, Director of Research, Foundation Center	Philanthropy, institutional giving	Center for Disaster Philanthropy	http://foundationcenter.org/gaiknowledge/research/pdf/sandy_philanthropy_2014.pdf
Resilient Communities: Empowering Older Adults in Disasters and Daily Life	Jul , 2014	The New York Academy of Medicine	Lindsay Goldman, Ruth Finkelstein, Peter Schafer, Tracy Pugh	Older adults in New York City - needs and capacity	New York Community Trust, Altman Foundation	http://www.nyam.org/media/filer_public/64/b2/64b2da62-f4e7-4e04-b5d1-e0e52b2a5614/resilient_communities_report_final.pdf
2015 Hurricane Sandy Voluntary Rebuild Environment New York City Long-term Recovery Assessment	2015	NYDIS Voluntary Group Housing Program	NYDIS Voluntary Group Housing Program	mostly nonprofit and voluntary organizations involved in Sandy cleanup, local government, federal government	American Red Cross, NYC Voluntary Organizations Active in Disaster (NYC VOAD), United Methodist Committee on Relief (UMCARE), Presbyterian Disaster Assistance, New York Annual Conference	http://www.nydis.org/nydis/nydisnet/2015/download/2015_Hurricane_Sandy_Voluntary_Rebuild_Environment-NYC_Long_Term_Recovery_Assessment_FINAL.pdf
Far from Home: Nonprofits Assess Sandy Recovery and Disaster Preparedness	Oct , 2013	CUNY Baruch College, School of Public Affairs	Jack Krauskopf, Micheline Blum, Nicole Lee, Jacqueline Fortee, Allison Sesso, Danny Rosenthal	local government, federal government	Human Services Council of New York	http://www.humanservicescouncil.org/documents/REPORT%20OCTOBER%202013-FINAL%20230pm.pdf
Turning the Tide: How Our Next Mayor Should Tackle Sandy Rebuilding	Jul , 2013	Alliance for a Just Rebuilding	Alliance for a Just Rebuilding	local government (mayor's office)		http://www.rebuildajustny.org/turning-the-tide-how-our-next-mayor-should-tackle-sandy-rebuilding/
Supporting Community-Based Disaster Response:	Jun , 2013	Office of the Public Advocate	Bill de Blasio, Public Advocate for the City of New York	local government, CBOs		https://assets.documentcloud.org/documents/719191/deblas

Lessons Learned from Hurricane Sandy						io-community-based-disaster-response.pdf
PlaNYC Chapter 2, Climate Analysis	2013	NYC Office of the Mayor	Mayor's Office of the City of New York	Climate Analysis; threats of Climate Change focusing on flooding and heat		http://s-media.nyc.gov/agencies/sirr/SIRR_singles_Lo_res.pdf
How Sandy Rebuilding Can Reduce Inequality	Feb, 2014	Alliance for a Just Rebuilding	Alliance for a Just Rebuilding	Local government (Mayor's Office)		http://www.rebuildajustny.org/wp-content/uploads/2014/02/How-Sandy-Rebuilding-Can-Reduce-Inequality-02-24-13-FINAL.pdf?utm_source=Hurricane+Sandy+Weekly+News+Round-up+Week+of+April+10-17&utm_campaign=Round-Up+week+4%2F10+-+4%2F17&utm_medium=email
Pratt Report	Dec, 2013	Pratt Institute Fundamentals of Planning Studio	Students in Pratt Institute Fundamentals of Planning Studio, Fall 2013	Communication, vulnerable populations, CBO capacity, infrastructure, built environment, social, economic & environmental justice		
Queens Congregations United for Action (QCUA) and PICO National Network – Stepping into the Breach	N/A	Queens Congregations United for Action (QCUA) and PICO National Network				
Red Hook	2014	Red Hook		Marketing and communication of CBO		
After Sandy: Advancing Strategies for Long-Term Resilience and Adaptability	Jul, 2013	Urban Land Institute	Urban Land Institute	Long-term resiliency and adaptability for coastal areas. Mainly focused on infrastructure but has recs that can be applied to C/FBOs	Urban Land Institute	http://uli.org/wp-content/uploads/ULI-Documents/AfterSandy.pdf
Sandy Recovery: Comments and Recommendations	Jan, 2014	Human Services Council of New York	Human Services Council of New York	Recommendations as to how the nonprofit and public sectors recovery and future preparedness can be better responded to and managed.		http://www.humanservicescouncil.org/documents/comments_recommendations/20140320_sandycommentsrecommendations.pdf
ANHD SOCIAL RESILIENCY AND SUPERSTORM SANDY	N/A	ANHD	Eric Williams	Lessons learned from New York community organizations		http://www.anhd.org/wp-content/uploads/2011/07/Social-Resiliency-and-Superstorm-Sandy-11-14.pdf
Brooklyn Community Speaks – An Action Guide for Local Decision-Makers Post Sandy	Jan, 2014	Brooklyn Recovery Fund		Intended to inform local decision-makers about the state of recovery and unmet need in Brooklyn resulting from Superstorm Sandy as of December 2013, while providing the basis for a new disaster planning and preparation paradigm city-wide.	Brooklyn Community Foundation, the Brooklyn Borough President's Office and the Brooklyn Chamber of Commerce	http://www.brooklyncommunityfoundation.org/sites/default/files/BRF-Community-Report-Jan27.pdf

APPENDIX B

Financial Aid Review

Organization	Type of Aid	Description of aid	Eligibility Requirements	Barriers for charitable organizations	Contact information	Still Funding Sandy Recovery?	Possible resource for future events?	Source
United Way of New York City	charitable organization donations	established the Hurricane Sandy Recovery Fund to address the near-term and long-term recovery needs of individuals, families and communities along the Eastern Seaboard that were impacted by Hurricane Sandy's devastation	must be located in a FEMA declared disaster area by Hurricane Sandy	no application process	communication@unwyc.org	possibly ceased	Yes	https://philanthropynewyork.org/hurricane-sandy-giving-stories
Stonewall Community Foundation	charitable organization donations	established the Sandy Recovery Fund 100 percent of gifts donated to this fund will go towards helping LGBTQ-serving organizations in the aftermath of Hurricane Sandy	must provide services for LGBTQ	no application process	funds@stonewallfoundation.org	possibly ceased	Yes	https://philanthropynewyork.org/hurricane-sandy-giving-stories
Robin Hood	charitable organization grants	established the Relief Fund after 9/11; with regard to Hurricane Sandy, it provides grant assistance to organizations that are serving the areas hardest hit by the storm — Coney Island, Red Hook, the Jersey Shore, Staten Island, Long Island, Connecticut and the Rockaways. Recipients of the funding are members of Robin Hood's existing grantee-network and other organizations that have rallied to aid victims of the storm and its aftermath.	must be in an area hardest hit by the storm and in the RH's grantee-network or have provided aid to victims of the storm	most of this grant fund goes towards housing but 5% has gone towards helping organizations that provided emergency assistance; RH generally only funds organizations that have a proven track record and evaluate the outcomes of their efforts (though it is unsure whether this remains the case for emergency/recovery funding)	grants@robinhood.org	yes, but no longer accepting online applications as of March 2013	Yes	https://philanthropynewyork.org/hurricane-sandy-giving-stories
NYC Non-profit Recovery Loan and Grant Program	local grants and loans	The Non-profit Recovery Loan and Grant Program was designed to provide critical funds to bridge the gap between expenditures needed to support the recovery from Hurricane Sandy and anticipated revenues such as grants, pledges, contract reimbursements, FEMA and insurance payments.	priority is given to non-profits located in and providing services in areas most affected by Sandy	Loans are for organizations that have applied to FEMA, with the expectation that FEMA will, at some point, be making an award. These nonprofits may also be receiving funds from private insurance and/or an SBA Loan. The amount of the loan/grant is determined by tangible property damage. The loan portion will be made against reimbursements expected from private insurance, SBA loans, FEMA and government contracts. Loans will be interest-free. Grants	NYCRecovery@fny.org	yes	No, but it is possible the City will create a similar program specific to the event	https://philanthropynewyork.org/hurricane-sandy-giving-stories

				are for groups that have experienced tangible losses and are not eligible for FEMA or have been turned down by FEMA. No mention of houses of worship.				
Small Business Administration-Economic Injury Disaster Loans	federal loan	<p>The SBA provides low interest, long-term disaster loans to private nonprofit organizations to repair or replace real estate, personal property, machinery and equipment, inventory and business assets that have been damaged or destroyed in a declared disaster area; The Economic Injury Disaster Loans program assists small businesses and nonprofits suffering economic injury as a result of disasters by offering loans and loan guarantees. The maximum loan amount is \$2 million. Loan terms may extend for up to 30 years. The SBA will send an inspector to estimate the cost of the damage once the individual has completed and returned the loan application.</p>	<p>Those eligible for these loans are small businesses, small agricultural cooperatives, small businesses engaged in aquaculture, and most private nonprofit organizations of all sizes that have suffered substantial economic injury resulting from a physical disaster. Substantial economic injury is the inability of a business to meet its obligations as they mature and to pay its ordinary and necessary operating expenses. The interest rate will not exceed 4 percent if credit is not available elsewhere. Repayment can be up to 30 years, depending on the business's ability to repay the loan. For businesses and nonprofit organizations with credit available elsewhere, the interest rate will not exceed 8 percent. SBA determines whether the applicant has credit available elsewhere.</p>	No mention houses of worshi	<p>Office of Congressional Affairs, 202-205-6700; apply at one of FEMA's Disaster Recovery Centers; For more information please call 1-800-659-2955 E-mail: disastercustomerservice@sba.gov ; New York City: (212) 264-4354</p>	n/a	Yes. The application period is announced at the time of the disaster declaration.	Online document by the Congressional Research Service titled, Federal Disaster Assistance Response and Recovery Programs: Brief Summaries
Small Business Administration-Physical Disaster Loan	federal loan	<p>The SBA provides low interest, long-term disaster loans to private nonprofit organizations to repair or replace real estate, personal property, machinery and equipment, inventory and business assets that have been damaged or destroyed in a declared disaster area; The Business Physical Disaster Loans program loans to businesses and nonprofits in declared disaster areas for uninsured physical damage and losses. The maximum loan amount is \$2 million. Loan terms may extend for up to 30 years. The SBA will send an inspector to estimate the cost of the damage once the individual has completed and returned the loan application. Physical Disaster Loan proceeds may be used for the repair and replacement of: real property, machinery, equipment, fixtures, inventory, leasehold improvements</p>	<p>Must be a business or private, nonprofit organization, regardless of size, located in a declared disaster area, and has incurred physical damage during that disaster. These loans will only cover uninsured or underinsured losses. The interest rate will not exceed 4 percent if credit is not available elsewhere. Repayment can be up to 30 years, depending on the business's ability to repay the loan. For businesses and nonprofit organizations with credit available elsewhere, the interest rate will not exceed 8 percent. SBA determines whether the applicant has credit available elsewhere. Eligibility: small-businesses, non-profit organization, private business not deemed small</p>	No mention of houses of worship.	<p>Contact: Office of Congressional Affairs, 202-205-6700 Website: http://www.sba.gov/content/business-physical-disaster-loans/ CFDA Program Numbers: 59.008 (http://cfda.gov/programs/59.008) CRS Contact: Bruce R. Lindsay, 202-707-3752; apply at one of FEMA's Disaster Recovery Centers ; For more information please call 1-800-659-2955 E-mail: disastercustomerservice@sba.gov</p>	n/a	Yes	Online document by the Congressional Research Service titled, Federal Disaster Assistance Response and Recovery Programs: Brief Summaries

The Staten Island Foundation	private foundation grants	<p>Staten Island Foundation's Nonprofit Recovery Fund; The Foundation helps coordinate philanthropic, business, nonprofit and government responses in the area; Grants will be awarded to nonprofits serving Staten Island to address immediate relief needs, and to help build the long-term recovery, collaborative capacity and resilience of Staten Island nonprofits. Examples of immediate relief assistance we may provide include: Unreimbursed repairs to nonprofit facilities and grounds Supplemental funding for documented decreased fundraising/cost of business interruption. Going forward, the Foundation will focus on longer-term recovery, capacity and resilience assistance. Examples of assistance we may provide include: Providing direct and immediate support for the longer term post-disaster needs of nonprofit organizations serving Staten Island and its residents Fostering cross-sector engagement for community-wide impact Innovative ideas for service provision and collaboration Efforts to improve disaster preparedness.</p>	<p>An applicant must be a nonprofit organization providing services to Staten Island with 501(c)(3) tax-exempt status. Applicants will be asked to state anticipated outcomes of SIFNP Recovery Fund support in specific, measurable terms. Potential applicants will submit a letter of intent that addresses one or more of the SIFNP Recovery Funds needs categories. Upon review of the letters of intent, eligible applicants will be sent a link to apply online. There are no deadlines for the SIFNP Recovery Fund applications. The Foundation's Board will meet on a regular basis to consider requests and decide upon grants to be awarded. A Final Report will be required a year after grants have been awarded. Final Reports will include a Financial Report that describes how funds were spent and a report on the actual outcomes that resulted from grant funding.</p>	<p>must prove services to Staten Island</p>	<p>Phone: (718) 697-2831</p>	Yes	Yes	https://philanthropynewyork.org/hurricane-sandy-giving-stories
The Stavros Niarchos Foundation	private foundation donations	<p>Relief given to organizations that offer mental health services, food, restoration to affected areas, reconstruction of public libraries, as well as volunteering work; "will grant \$750,000 to assist in a variety of relief and aid operations in those areas of NYC that have been devastated the most by Superstorm Sandy"</p>	<p>Must be in Brooklyn, Queens, and Staten Island</p>	<p>Funds were only given to five recipients, the criteria for choosing these organizations not determined.</p>	<p>http://www.snf.org/en/inquiries/how-to-apply/</p>	No	n/a	https://philanthropynewyork.org/hurricane-sandy-giving-stories
The Teagle Foundation	private foundation grants	<p>\$125,000 in special grant support to local organizations and colleges in Superstorm Sandy relief efforts; Red Hook Initiative received \$10,000</p>	<p>eligibility requirements for Sandy grants not listed; however, in general this foundation "works to support and strengthen liberal arts education, which we see as fundamental to meaningful work, effective citizenship, and a fulfilling life. Our aim is to serve as a catalyst for the improvement of teaching and learning in the arts and sciences while addressing issues of financial sustainability and accountability in higher education."</p>	<p>Probably more likely to receive grant if services provided are related to youth education. Also, only 11 grants were distributed for Sandy relief efforts.</p>	<p>Jennifer Dale at (212) 373-1972 or info@teaglefoundation.org</p>	No	n/a	https://philanthropynewyork.org/hurricane-sandy-giving-stories

UJA-Federation	charitable organization grants	\$13 million available for relief efforts provided to UJA-Federation's network agencies and synagogues to allow them to respond to the urgent needs in the days and weeks following Hurricane Sandy; Additionally, Hurricane Sandy Relief Fund will provide 100% of donations for "aid"	Agencies and synagogues assessed the needs in their communities and presented requests to Connect to REcovery, UJA-Federation's multi-faceted initiative committee. allocations were then made by the Connect to Recovery	Likely funds only Jewish organizations and groups.		No	n/a	https://philanthropynewyork.org/hurricane-sandy-giving-stories
The Unitarian Universalist Congregation at Shelter Rock	charitable organization donation	\$680,000 to support 5 different responses to Superstorm Sandy Reconstruction including ALIGN for a Just Rebuilding, Health and Welfare Council of Long Island, Interfaith Nutrition Network, Metro New York District of the UUA, and Sustainable Long Island	Organization must be working to address crises (unanticipated catastrophic events)			No	n/a	https://philanthropynewyork.org/hurricane-sandy-giving-stories
Altman Foundation	private foundation	Made post-Hurricane Sandy emergency relief and recovery grants totaling \$800,000 and will be taking hurricane-related needs and after-effects into account as it continues to make grants within its longstanding areas of priority (education, health, the arts and strengthening communities).	Non-descript, but grants largely went to pre-existing foundation grantees who were either hard hit by the hurricane themselves, or who quickly became central to providing services and support to other nonprofits and individuals in the worst-affected areas of the City. (Included among these grants were a \$250,000 contribution to the Mayor's Fund to Advance New York to help support the NYC Housing & Neighborhood Recovery Donors Collaborative and a \$100,000 grant toward the total cost of a New York Academy of Medicine project to develop disaster preparedness and response recommendations tailored to the needs of older adults.)	Appears to be for large organizations and no mention of faith-based organizations; also must be member of the foundation to apply for funds	info@altman.org	n/a	yes, according to the mission stated on New York Philanthropy website	https://philanthropynewyork.org/hurricane-sandy-giving-stories
New York Community Foundation Trust	community foundation grants	NYCT regularly gives grants to community orgs. Distributed \$200,000 aid to 18 CBOs for repairs to structures. Money was given to NYCT from Newman's Own Foundation	special funds do not list eligibility requirements			Yes	Yes	Philanthropy of New York
New York Foundation	public foundation grants	Emergency grants (7) of \$5,000 immediately following Sandy. In General: Advocacy, Community Organizing, elderly; can articulate how a grant Community/Neighborhood Development, Direct Service, Self-help & Advocacy	Must be involved in NYC or a particular neighborhood; address a critical or emerging need, particularly involving youth or the Community Organizing, elderly; can articulate how a grant from the Foundation would advance their work. - See more at: http://nyf.org/grant-guidelines/#sthash.U9gtANK7.dpuf	requests@nyf.org		No	Yes	Philanthropy of New York
New York Life	Recovery Fund	Recovery Fund giving \$250,000 to local nonprofits for recovery efforts in the Tri-State Area.	n/a			n/a	n/a	Philanthropy of New York
Newman's Own Foundation	private foundation grants	\$950,000 In New York, the foundation awarded grants to the Brooklyn Community Foundation, within one or more Focus City Harvest, the Food Bank for New York City, The New York Community Trust and Project	CRITERIA = 501(c)3 public charities or the international equivalent, Clear and substantive fit Areas, Organizations or programs where Foundation resources have the potential for significant impact typically small to mid-size	All grants are made by invitation only and the foundation does not accept or respond to unsolicited requests for funding. Newman's Own Foundation	info@newmansownfoundation.org	No	Yes	Philanthropy New York

		<p>Hospitality. Additional \$125,000 to the Staten Island Foundation Nonprofit Recovery Fund. Individual grant sizes are, like the recipients themselves, all over the map. Some are as low as \$1,000 while others run as high as \$225,000 or more. Disaster related activities supported by Newman's own also vary and can range from the provision of basic necessities to helping the aid organizations themselves, by paying for expansions and improvements in their disaster-relief services.</p>	<p>organizations/programs that are poised for growth Innovative and effective model programs with potential for replication that can contribute to solutions to issues addressed by the Focus Areas, Opportunities to encourage philanthropy by leveraging Foundation resources to stimulate giving from other sources and help build a global philanthropic community, Existing or potential for strong organizational leadership/governance, Fiscal responsibility</p>	<p>Generally Does Not Fund: Organizations that discriminate on the basis of religion, gender, race, ethnicity, political beliefs, or disabilities. Specific religious activities or beliefs Lobbying or political activities Major research projects Any commercial business purpose Any litigation that is underway, contemplated, or completed Private foundations, Type III supporting organizations, or other organizations that require expenditure responsibility by the Foundation Endowments, building campaigns, special events or annual funds Direct grants to individuals</p>				
U.S. Department of Housing and Urban Development (HUD)-Community Development Block Grant (CDBG)	federal grants	<p>HUD's Community Development Block Grant (CDBG) program gives the State and communities the flexibility to redirect millions of dollars to address critical needs, including housing and services for disaster victims. CDBG Disaster Recovery funds are made available to States, units of general local governments, Indian tribes, and Insular areas designated by the President of the United States as disaster areas.</p>	<p>Grantees may use CDBG Disaster Recovery funds for recovery efforts involving housing, economic development, infrastructure and prevention of further damage to affected areas, if such use does not duplicate funding available from the Federal Emergency Management Agency, the Small Business Administration, and the US Army Corps of Engineers. Examples of these activities include: o Buying Damaged properties in a flood plain and relocating residents to safer areas of Relocation payments for people and businesses displaced by the disaster of Debris removal not covered by FEMA o Rehabilitation of homes and buildings damaged by Superstorm Sandy o Buying, constructing, or rehabilitating public facilities such as streets, neighborhood centers, and water, sewer and drainage systems o Homeownership activities such as down payment assistance, interest rate subsidies and loan guarantees for disaster victims o Helping businesses retain or create jobs in disaster impacted areas</p>	<p>This aid is not directly available for charitable organizations, but state and local jurisdiction have the power to create disaster recovery programs for charitable organizations using CDBG funds.</p>	<p>NY_Webmanager@hud.gov (Holly M. Leicht - Regional Administrator for NY)</p>	n/a	yes	http://www.gilibrand.senate.gov/imo/media/doc/Gillibrand%20Disaster%20Relief%20Funding%20Assistance%20Hurricane%20Sandy%20Guidebook.pdf
American Red Cross	charitable organization grants	<p>Long-Term Recovery Grants for Superstorm Sandy (as of October 2015) The American Red Cross continues to work with nonprofit partners to help people rebuild and recover from the damage caused by Superstorm</p>	n/a	n/a	(877) 733-2767	As of October 2015	Yes.	http://www.recross.org/donations/your-acts-lives/where-your-money-goes/sandy-response#/Recovery-Grants

		Sandy. The Red Cross has awarded millions of dollars in funding to a range of organizations offering vital assistance to individuals and families affected by the storm. The following is a list of the organizations that the Red Cross has funded to help provide critical recovery services in several states. Total: \$95.2 million						
United Methodist Committee on Relief (UMCOR)	charitable organization	Global organization. New York office located on Riverside Drive. Program of interest to this project: US Disaster Response. Goal is to assist the most vulnerable persons affected by crisis or chronic need without regard to their race, religion, gender, or sexual orientation. We believe all people have God-given worth and dignity.	UMCOR's disaster-response experience and knowledge are made available to those in need.	Need to clarify if they give money to other organizations or just rebuild	umcor@umcor.org	n/a	n/a	http://www.redcross.org/donations/your-donation-impacts-lives/where-your-money-goes/sandy-response/Response
Citizens Committee for New York City	Local grants	CCNYC awarded \$42,000 to resident-led volunteer groups implementing restoration projects in communities affected by Hurricane Sandy; Support for the project was provided by the Mayor's Fund to Advance New York City, in partnership with NYC Service; 24 neighborhood groups received grants of up to \$2,000 for projects like cleaning up damaged green spaces and soil remediation projects at community gardens, neighbors helping neighbors rebuild homes, and setting up resource sharing programs; Hurricane Sandy relief efforts go beyond the immediate aftermath. The grants support the overall capacity of volunteer groups to provide relief to impacted areas and to support specific projects that address hurricane-related damage to community spaces like waterfronts, sidewalks, school grounds, community gardens, and parks.			Saleen Shah at sshah@citizensnyc.org or call 212-822-9566			http://www1.nyc.gov/assets/fund/downloads/press-releases/ccnyc_press_release_080813.pdf
Brooklyn Community Foundation	public foundation grants	Established the Brooklyn Recovery Fund - \$3.5 million deployed to more than 100 community-based organizations to address recovery and rebuilding in the aftermath of Superstorm Sandy	supports CBOs, FBOs., houses of worship - all charitable organizations	if not located in Brooklyn, then must demonstrate services provided to Brooklyn	718-480-7500. info@brooklyncommunityfoundation.org	No. Finalized on January 31st, 2014. Moving forward, Brooklyn Community Foundation will continue to support	Yes.	

						the Fund's grantee partners through capacity-building assistance and resource dissemination, but will no longer fund recovery initiatives.		
North Star Fund	charitable organization grants	Awarded over \$445,000 through the Grassroots Hurricane Relief Fund and the Community Fund For Sandy Recovery. Forty-nine grants were distributed to 39 organizations in New York City, New Jersey, and Long Island.						
New York Women's Foundation	charitable organization grants	NYWF's Hurricane Sandy Response and Recovery Fund "will commit up to \$1 million over the next 4 years, as needed. The fund will provide both immediate and long-term financial support to current and former grantee partners so they can restore, enhance and sustain their capacity to work with women and families towards stability and safety in those communities hardest hit by Hurricane Sandy in NYC. The Foundation is committing to immediately distribute \$250,000 to provide assistance in this time of great need. Beginning in 2013, The Foundation will assess continuing needs and designate up to \$250,000 annually, through 2015, to address the longer-term economic security, safety and health needs that may continue to be heightened for these families due to the lingering and extended effects of Hurricane Sandy's disruption."	n/a	n/a				



APPENDIX C

Hurricane Sandy Charitable Organization and House of Worship Recovery Task Force *New York City Local Law 18 of 2015*

Goal and Objectives

The goal of this interview questionnaire is to gather information from charitable organizations (community and faith-based organizations) as well as houses of worship that were impacted by, and/or played a role in, the recovery effort post-Hurricane Sandy. Objectives this questionnaire seeks to achieve are:

- 1) To report the roles that organizations played in Hurricane Sandy recovery;
- 2) To index social services provided by C/FBOs before, during, and after Hurricane Sandy;
- 3) To tabulate physical damages and losses of C/FBOs as a result of Hurricane Sandy;
- 4) To catalogue the current status of physical damages and losses of C/FBOs, three-years post-Sandy;
- 5) To analyze types of financial aid resources applied for and the types of financial aid received;
- 6) To analyze types of physical aid resources applied for and the type of physical aid received.


With this information, a report will be issued with actionable and feasible recommendations for improving urban recovery and strengthening urban resilience for community and faith-based organizations.

Methodology

After a literary analysis of reports that described the impact of Hurricane Sandy on New York City, it was determined that current baseline data for small C/FBOs was insufficient and incomplete to establish statistically-verifiable proposals for actionable and feasible recovery and resiliency recommendations. As such, a detailed interview questionnaire designed to capture the data needed to support these recommendations will be distributed to all Task Force members. This initial distribution of surveys will assist in developing baseline indicators for a larger, statistically-randomized survey. The sample population size will be determined through an analysis of the number current C/FBOs within New York City. Next, a randomized distribution will be conducted to determine the specific subset of C/FBOs needed to achieve a valid survey sample of a 95% confidence interval. The interview questionnaire will be e-mailed to each C/FBO prior to conducting the formal survey by phone. This will allow the respondent to become familiar with the questions and locate, if necessary, accurate information for responding to the interview questions. Lastly, responses will be uniformly logged into an Excel database and analyzed in an effort to identify correlations that will support actionable and feasible recommendations.

Data Collection

Formal phone interviews will be conducted by members from Columbia University's capstone project. Quantitative data will be logged into an Excel spreadsheet. Qualitative data received from open-ended questions will be transformed into specific phrases (thus becoming nominal data) and then will be tallied and ranked in order of weight. Likewise, categorical data will be tallied and ranked to demonstrate weight. After variables are transformed, categorized, and imported, a specific task-group from the capstone project will analyze the data to determine trends. Data collected from interviews will supplement the data received by New York City offices and departments, New York State agencies, as



well as other organizations such as NYDIS, HSC, Archdioceses, and the JCCGCI. The data will be used to support trends that have been identified through literature reviews.

Please note: This survey will be transformed into an online questionnaire. When this happens, we will be able to limit the open-ended questions to 250 words (or less).


Interview Questions

INTERVIEW QUESTIONNAIRE CONSENT QUESTION

I would like to ask you some questions of the impact of Hurricane Sandy on your organization including: physical property damages and losses; financial assistance applied for and received; and the impact Hurricane Sandy had on your organization's ability to achieve the mission of your organization.

SECTION I: BASELINE QUESTIONS

1. What is the primary mission or outreach focus of your Organization?
 - a. (Open-ended; 250 words)
2. What zip code is your organization located in?
 - a. (Open-ended; 5 characters)
3. Does your organization have a religious affiliation?
 - a. Yes
 - b. No
4. What are the primary ethnicities of the community that your organization provides services to?
 - a. African American
 - b. Caribbean American
 - c. Caucasian American
 - d. Asian American
 - e. Southeast Asian American
 - f. Hispanic/Latino American
 - g. Eastern European American
 - h. Middle Eastern American
 - i. Western European American
 - j. Other
 - i. (Please list) _____
5. In the community that you provide services to, what are the primary languages spoken?
 - a. Spanish
 - b. Mandarin
 - c. Cantonese
 - d. Russian



e. Other

i. (Please list) _____

6. How many social services does your organization currently provide?

a. 0-1

b. 2 - 4

c. 5 - 7

d. 8 - 9

e. 10+

7. If your organization was impacted by Hurricane Sandy, is your organization operating at, or greater than, pre-Sandy capacity?

a. Yes

b. No

i. If no, what are the hurdles impacting your organization's ability to recovery?

1. (Open ended; 250 words)

8. Did you use financial resources from your organization to prevent physical damage from Hurricane Sandy on the property of your organization? For instance, to purchase sandbags to prevent flood damage, plywood to cover windows, etc.

a. Yes

i. If yes, approximately how much money did your organization use to prevent physical damages?

1. \$0 - \$1,000

2. \$1,001 - \$2,500

3. \$2,501 - \$5,000

4. \$5,001 - \$7,500

5. \$7,501 - \$10,000

6. \$10,001+

b. No


9. Has the mission of your organization changed in response to the recovery needs impacting your community post-Hurricane Sandy? (250 words)

10. Does your organization have a current disaster preparedness plan in place?

a. Yes

b. No

SECTION II: Physical Damages and Losses Questions



I would like to ask you some questions about the physical damages and losses suffered by your organization as a direct or indirect result of Hurricane Sandy.

1) Did your organization suffer physical damages, including losses to the property and/or structural damage, as a direct or indirect result of Hurricane Sandy?

a) Yes

i) If yes: where was the primary physical damage located?

- (1) Roof
- (2) Basement
- (3) Walls
- (4) Exterior structures (maintenance shed, playground, etc.)
- (5) Other

(a) (Please list) _____

ii) What was the primary type of physical damage?

- (1) Water damage
- (2) Wind damage
- (3) Mold
- (4) Debris
- (5) Water system (water turned off)
- (6) Electrical system (electricity turned off, equipment damage, etc.)
- (7) Heating, cooling system
- (8) Other

(a) (Please list) _____

b) No

2) Did your organization suffer damage to essential operational equipment that was necessary to your mission (e.g. computers, kitchen supplies, chairs, etc.)?

a) Yes

i) If Yes, what were the primary physical damages to vital equipment?


- (1) Computer and electronics
- (2) Kitchen Supplies
- (3) Tables and Chairs
- (4) Beds, cots, etc.
- (5) Maintenance equipment
- (6) Medical equipment
- (7) Other

(a) (Please list) _____

b) No

3) Are there any outstanding recovery needs to the physical structure of your organization?

a) Yes

- 
- i) If yes, what are the primary physical damages to the organization's property and/or infrastructure that have not been repaired?

- (1) Roof
- (2) Basement
- (3) Walls
- (4) Water system
- (5) Electrical system
- (6) Heating, cooling system
- (7) Other

(a) (Please list) _____

- b) No

- i) If no, how long after October 29th, 2012 did it take to repair the major physical damages of your organization?

- (1) 1 - 2 months
- (2) 3 - 6 months
- (3) 6 - 12 months
- (4) 1 - 2 years
- (5) 2 - 3 years
- (6) 3+ years

- 4) Are there major outstanding recovery needs to the essential equipment of your organization that was necessary to your mission (e.g. computers, kitchen supplies, chairs, etc.)?

- a) Yes

- i) What are the primary damages to the organization's essential equipment that have not been repaired?

- (1) Computer and electronics
- (2) Kitchen Supplies
- (3) Tables and Chairs
- (4) Beds, cots, etc.
- (5) Maintenance equipment
- (6) Other

(a) (Please list) _____

- b) No

- i) If no, how long after October 29th, 2012 did it take to repair/replace the essential equipment of your organization?

- (1) 1 - 2 months
- (2) 3 - 6 months
- (3) 7 - 12 months
- (4) 1 - 2 years
- (5) 2 - 3 years

(6) 3+ years

SECTION III: Organizational Structure and Social Services Questions

I would like to ask you some questions of how the organizational structure and social services that your organization provides were directly or indirectly impacted as a result of Hurricane Sandy

- 1) Did the number of paid employees at your organization increase, decrease, or remain the same as a result of the impacts of Hurricane Sandy?
 - a) Increase
 - b) Decrease
 - c) Remain the same

- 2) Did the average weekly number of volunteers at your organization increase, decrease, or remain the same as a result of the impacts of Hurricane Sandy?
 - a) Increase
 - b) Decrease
 - c) Remain the same

- 3) What type of social services did your organization provide before October 29, 2012? (circle all that apply)
 - a) Food bank
 - b) Financial donations
 - c) Clothing bank
 - d) Housing
 - e) Counseling (substance abuse, marriage, financial, etc.)
 - f) Job training
 - g) Government assistance and social service filing
 - h) After school-programs
 - i) Mental health
 - j) Senior services
 - k) Language services
 - l) Other
 - i) (Please list) _____

- 4) After October 29, 2012, how quickly was your organization able to restore the following social services?


Program	Within Week 1	2 - 4 Weeks	1 - 3 Months	3 - 6 Months	6 - 12 Months	1 - 2 Years	2 - 3 Year s	Not Restored
Food Bank								


Financial Donations								
Clothing Bank								
Counseling (substance abuse, financial, etc.)								
Job Training								
Govt Assistance/Social Service Filings								
After-School Programs								
Mental Health Services								
Senior/Elderly Services								
Language Services								
Other								

- 5) If you answered "other" in the Question 4, please explain.
- 6) What type of social services is your organization currently NOT ABLE to provide as a direct result of the impacts from Hurricane Sandy? (circle all that apply)
- a) Food bank
 - b) Financial donations
 - c) Clothing bank
 - d) Housing
 - e) Counseling (substance abuse, marriage, financial, etc.)
 - f) Job training
 - g) Government assistance and social service filing
 - h) After school-programs
 - i) Mental health
 - j) Senior services
 - k) Language services
 - l) Other
 - i) (Please list) _____

SECTION IV: Financial Aid Resources Available Questions

I would like to ask you some questions about the financial aid resources your organization applied for, and received, to mitigate the direct or indirect impacts of Hurricane Sandy.

- 
- 1) Did your organization apply for financial aid resources to assist with the recovery effort, (such as FEMA, HUD, SBA?)
 - a) Yes
 - i) If yes, continue to Question 2
 - b) No
 - i) If no, continue to Question 6
 - 2) How did your organization identify the financial aid resources that were available?
 - i) Word-of-mouth from
 - (1) Community leaders
 - (2) Local officials
 - ii) Information provided by government officials
 - (1) Pamphlet
 - (2) Website
 - (3) Phone call
 - (4) In-person (meeting)
 - iii) Government database
 - (1) (Please list) _____
 - iv) Philanthropic organization database
 - (1) (Please list) _____
 - v) Other
 - (1) (Please list) _____
 - 3) What type of financial aid provider did your organization apply to?
 - a) Local government agencies (Mayor's Fund, NYC Nonprofit Recovery Loan)
 - b) State government agencies (CDBG-DR)
 - c) Federal government agencies (FEMA, SBA)
 - d) Non-profit organization grants (Robin Hood Foundation, Red Cross, etc)
 - 4) Of the financial aid resources that your organization applied for, what percentage of applications were accepted?
 - a) 0%
 - b) Less than 25%
 - c) 25% - 50%
 - d) 50% - 75%
 - e) More than 75%
 - f) 100%
 - 5) What percentage of damages and losses was your organization able to repair using the financial aid resources received?
 - a) 0%

- 
- b) Less than 25%
 - c) 25 - 50%
 - d) 50% - 75%
 - e) More than 75%
 - f) 100%

6) In the weeks and months following October 29, 2012, did your organization receive cash donations from community members to assist with the recovery effort?


- a) Yes
 - i) If yes, how much did you receive?
 - (1) \$0 - \$2,500
 - (2) \$2,501 - \$5,000
 - (3) \$5,001 - \$7,500
 - (4) \$7,501 - \$10,000
 - (5) \$10,001+
- b) No

7) In the weeks and months following October 29, 2012, did your organization receive in-kind donations, such as clothing, food, beds, from local community members?

- a) Yes
 - i) If yes (select all that apply):
 - (1) Clothing
 - (2) Food
 - (3) Water
 - (4) Fuel
 - (5) Bed
 - (6) Shelter
 - (7) Generators
 - (8) Batteries
 - (9) Building materials (wood, plastic etc.)
 - (10) Repair supplies (tools, nails, etc.)
 - (11) Other
 - (a) (Please list) _____
- b) No

8) In the event of a future emergency or disaster, do you know the eligibility requirements to receive federal financial assistance?

- a) Yes
- b) No

- 
- 9) In the event of a future emergency or disaster, do you know the eligibility requirements to receive state financial assistance?
- a) Yes
 - b) No
- 10) In the event of a future emergency or disaster, do you know the eligibility requirements to receive local financial assistance?
- a) Yes
 - b) No

If the respondent answered NO to either question 8, 9, or 10, then:

- 11) What tools do you need to better understand the eligibility requirements of financial recovery aid in the event of another emergency or disaster? (open-ended; 250 words)


SECTION V: Physical Aid Resources Available Questions

I would like to ask you some questions about the physical aid resources your organization applied for, and received, to mitigate the direct or indirect impacts of Hurricane Sandy. (Physical aid resources include: emergency housing, generators, heating equipment, etc.)

- 1) Did your organization apply for physical aid resources to assist with the recovery effort?
- a) Yes
 - b) No
- 2) How did your organization identify the physical aid resources that were available?
- a) Word-of-mouth from
 - i) Community leaders
 - ii) Local officials
 - iii) Other

(1) (Please list) _____
 - b) Information provided by government officials
 - i) Pamphlet
 - ii) Website
 - iii) Phone call
 - iv) In-person (meeting)
 - v) Other

(1)(Please list) _____
 - c) Government database
 - i) (Please list) _____
 - d) Philanthropic organization database

- 
- i) (Please list) _____
 - e) Other
 - i) (Please list) _____
 - f) Not applicable

3) Of the physical aid resources that your organization applied for, what percentage of applications were accepted?

- a) 0%
- b) Less than 25%
- c) 25% - 50%
- d) 50% - 75%
- e) More than 75%
- f) 100%
- g) Not applicable

4) How comfortable is your organization with using social media platforms such as Facebook, Twitter, Instagram, etc.?

- a) Very uncomfortable
- b) Uncomfortable
- c) Moderately Comfortable
- d) Comfortable
- e) Very Comfortable

5) Has your organization utilized crowdfunding for recovery aid?

- a) Yes
 - i) (Please list the name of the website) _____
- b) No
 - i) If no, are you interested in learning about crowdfunding opportunities?
 - 1) Yes
 - 2) No

Thank you for completing this questionnaire!





APPENDIX D

Below is a snapshot of eligibility requirements for FEMA Public Assistance program. For detailed information, please consult the guide book at:

http://www.fema.gov/media-library-data/1456167739485-75a028890345c6921d8d6ae473fbc8b3/PA_Program_and_Policy_Guide_2-21-2016_Fixes.pdf

CHAPTER 2: PUBLIC ASSISTANCE POLICY

This chapter discusses the eligibility criteria for Public Assistance (PA) funding and provides comprehensive PA policy to use when evaluating eligibility.

I. General Public Assistance Eligibility

The four basic components of eligibility are:

- Applicant
- Facility
- Work
- Cost



Figure 4. Eligibility Pyramid

FEMA refers to these components as the building blocks of an eligibility pyramid. Generally, FEMA must determine each building block eligible, starting at the foundation (Applicant) and working up to cost at the top of the pyramid (Figure 4).⁵⁰

The Applicant is responsible for providing documentation to support that each component is eligible. FEMA accepts a variety of documentation to substantiate eligibility. Chapter 3 provides lists of recommended documentation. In some cases, FEMA requires specific documentation to support eligibility. FEMA specifies these requirements in this chapter, where applicable.

II. Applicant Eligibility

FEMA provides assistance to eligible Applicants, which are defined below.⁵¹ As shown in Figure 5, FEMA must first determine whether an Applicant is eligible before evaluating the Applicant's claim.



Figure 5. Applicant Eligibility

A. State and Territorial Governments

State and Territorial governments, including the District of Columbia, American Samoa, the Commonwealth of the Northern Mariana Islands, Guam, Puerto Rico, and the U.S. Virgin Islands, are eligible Applicants.⁵²

⁵⁰ There are two exceptions to the standard eligibility pyramid. For private nonprofits (PNPs), FEMA must determine whether the PNP owns or operates an eligible facility in order to determine whether the Applicant is eligible (see Chapter 2:II.D. for additional information and a pyramid specific to PNP eligibility). Secondly, for State, Territorial, Tribal, and local government Applicants, evaluating facility eligibility is not a necessary step for most Emergency Work, as described in Chapter 2:VI.

⁵¹ 44 CFR § 206.222.

⁵² Stafford Act § 102(4), 42 U.S.C. § 5122; 44 CFR §§ 206.2(a)(22) and 206.222(a); and 2 CFR § 200.90.

B. Indian Tribal Governments

Federally recognized Indian Tribal Governments, including Alaska Native villages and organizations (hereinafter referred to as “Tribal Governments”), are eligible Applicants. Alaska Native Corporations are not eligible as they are privately owned.⁵³

C. Local Governments

The following types of local governments are eligible Applicants:⁵⁴

- Counties and parishes
- Municipalities, cities, towns, boroughs, and townships
- Local public authorities
- School districts
- Intrastate districts
- Councils of governments (regardless of whether incorporated as nonprofit corporations under State law)
- Regional and interstate government entities
- Agencies or instrumentalities of local governments
- State-recognized Tribes
- Special districts established under State law
 - Community Development Districts are special districts that finance, plan, establish, acquire, construct or reconstruct, operate, and maintain systems, facilities, and basic infrastructure within their respective jurisdictions. To be eligible, a Community Development District must be legally responsible for ownership, maintenance, and operation of an eligible facility that is accessible to the general public.

The State or a political subdivision of the State may submit applications on behalf of rural communities, unincorporated towns or villages, and other public entities not listed above.⁵⁵

D. Private Nonprofit Organizations

Only certain PNPs are eligible Applicants. To be an eligible PNP Applicant, the PNP must show that it has:

- A current ruling letter from the U.S. Internal Revenue Service granting tax exemption under sections 501(c), (d), or (e) of the Internal Revenue Code of 1954; or
- Documentation from the State substantiating it is a non-revenue producing, nonprofit entity organized or doing business under State law.⁵⁶




Figure 6. PNP Eligibility

⁵³ Stafford Act § 102(6), 42 U.S.C. § 5122; 44 CFR §§ 206.201(i) and 206.222(c); and 2 CFR § 200.54.

⁵⁴ Stafford Act § 102(8), 42 U.S.C. § 5122; 44 CFR §§ 206.2(a)(16) and 206.222(a); and 2 CFR § 200.64.

⁵⁵ Stafford Act § 102(8)(c), 42 U.S.C. § 5122, and 44 CFR § 206.2(a)(16)(iii).



Additionally, as shown in Figure 6, prior to determining whether the PNP is eligible, FEMA must first determine whether the PNP owns or operates an eligible facility.⁵⁷ For PNPs, an eligible facility is one that provides an eligible service as listed below:

- A facility that provides a critical service, which is defined as education, utility, emergency, or medical (see Table 1);⁵⁸ or
- A facility that provides a non-critical, but essential governmental service AND is open to the general public (see Table 2).^{59, 60} PNP facilities generally meet the requirement of being open to the general public if ALL of the following conditions are met:
 - Facility use is not limited to any of the following:
 - A certain number of individuals;
 - A defined group of individuals who have a financial interest in the facility, such as a condominium association;
 - Certain classes of individuals; or
 - An unreasonably restrictive geographical area, such as a neighborhood within a community;
 - Facility access is not prohibited with gates or other security systems; and
 - Any membership fees meet all of the following criteria:
 - Are nominal;
 - Are waived when an individual can show inability to pay the fee;
 - Are not of such magnitude to preclude use by a significant portion of the community; and
 - Do not exceed what is appropriate based on other facilities used for similar services.

In cases where the facility provides multiple services, such as a community center, FEMA reviews additional items to determine the primary service that facility provides, such as:

- U.S. Internal Revenue Service documentation
- Pre-disaster charter, bylaws, and amendments
- Evidence of longstanding, routine (day-to-day) use (e.g., a calendar of activities)

Facilities established or primarily used for political, athletic, religious, recreational, vocational, or academic training, conferences, or similar activities are not eligible (see Table 3).

⁵⁶ 44 CFR § 206.221(f).

⁵⁷ 44 CFR § 206.222(b).

⁵⁸ Stafford Act § 406(a)(3)(B), 42 U.S.C. § 5172, and 44 CFR § 206.221(e).

⁵⁹ 44 CFR § 206.221(e)(7).

⁶⁰ Custodial care is a non-critical, but essential governmental service that is exempt from the requirement of being open to the general public.

Table 1. PNP Eligible Critical Services

PNP ELIGIBLE CRITICAL SERVICES	
<p>EDUCATION</p> <ul style="list-style-type: none"> • Primary or secondary education as determined under State law and provided in a day or residential school, including parochial schools, OR • Higher-education institutions that meet all of the following criteria: <ul style="list-style-type: none"> ○ Admit students or persons having a high school diploma or equivalent; ○ Are legally authorized to provide education beyond a secondary level; ○ Award a bachelor's degree or a 2-year degree that is acceptable as full credit toward a bachelor's degree or provides at least a 1-year training program to prepare students for gainful employment in a recognized occupation; and ○ Are accredited by a nationally recognized agency or association (as determined by the Secretary of Education). 	<p>MEDICAL</p> <ul style="list-style-type: none"> • Emergency medical care (diagnosis or treatment of mental or physical injury or disease) provided in: <ul style="list-style-type: none"> ○ Clinics ○ Facilities that provide in-patient care for convalescent or chronic disease patients ○ Hospices and nursing homes ○ Hospitals and related facilities, including: <ul style="list-style-type: none"> ➢ Central service facilities operated in connection with hospitals ➢ Extended-care facilities ➢ Facilities related to programs for home-health services ➢ Laboratories ➢ Self-care units ➢ Storage, administration, and record areas ○ Long-term care facilities ○ Outpatient facilities ○ Rehabilitation centers that provide medical care
<p>UTILITY</p> <ul style="list-style-type: none"> • Communications transmission and switching, and distribution of telecommunications traffic • Electric power generation, transmission, and distribution. • Irrigation to provide water for drinking water supply, fire suppression, or electricity generation • Sewer and wastewater collection, transmission, and treatment • Water treatment, transmission, and distribution by a water company supplying municipal water 	<p>EMERGENCY SERVICES</p> <ul style="list-style-type: none"> • Ambulance • Fire protection • Rescue
<p>Administrative and support buildings essential to the operation of PNP critical services are eligible facilities.</p>	

Table 2. PNP Eligible Non-critical, Essential Governmental-Type Services

PNP ELIGIBLE NON-CRITICAL, ESSENTIAL GOVERNMENTAL-TYPE SERVICES	
<p>Community centers established and primarily used for the purpose of offering the following services (or similar) to the community at large:</p> <ul style="list-style-type: none"> • Art services authorized by a State, Territorial, Tribal, or local government, including, but not limited to: <ul style="list-style-type: none"> ○ Arts administration ○ Art classes ○ Management of public arts festivals ○ Performing arts classes • Educational enrichment activities that are not vocational, academic, or professional training; examples include hobby or at-home pursuits, such as: <ul style="list-style-type: none"> ○ Car care ○ Ceramics ○ Gardening ○ Personal financial and tax planning ○ Sewing ○ Stamp and coin collecting • Multi-purpose arts programming • Senior citizen projects, rehabilitation programs, community clean-up projects, blood drives, local government meetings, and similar activities • Services and activities intended to serve a specific group of individuals (e.g., women, African-Americans, or teenagers) provided the facility is otherwise available to the public on a non-discriminatory basis • Social activities to pursue items of mutual interest or concern, such as: <ul style="list-style-type: none"> ○ Community board meetings ○ Neighborhood barbecues ○ Various social functions of community groups ○ Youth and senior citizen group meetings • Community centers operated by a religious institution that provides secular activities, such as fundraising, activities that help the community at large 	<ul style="list-style-type: none"> • Child care • Day care for individuals with disabilities or access and functional needs (for example, those with Alzheimer's disease, autism, muscular dystrophy) • Food assistance programs • Health and safety services • Homeless shelters • Libraries • Low-income housing (as defined by Federal, State, Territorial, Tribal, or local law or regulation) • Museums: <ul style="list-style-type: none"> ○ Constructed, manufactured, or converted with a primary purpose of preserving and exhibiting a documented collection of artistic, historic, scientific, or other objects ○ Buildings, associated facilities, fixed facilities, and equipment primarily used for the preservation or exhibition of the collection, including: <ul style="list-style-type: none"> ➢ Permanent infrastructure, such as walkways and driveways of outdoor museum-type exhibition areas ➢ Historic buildings, such as barns and other outbuildings, intended for the preservation and exhibition of historical artifacts within a defined area ➢ Permanent facilities and equipment that are part of arboretums and botanical gardens ➢ Infrastructure, such as utilities, and administrative facilities necessary for support ○ The grounds at museums and historic sites are not eligible. ○ Open natural areas/features or entities that promote the preservation/conservation of such areas are not eligible. • Residential and other services for battered spouses • Residential services for individuals with disabilities • Senior citizen centers • Shelter workshops that create products using the skills of individuals with disabilities • Zoos • Performing arts centers with a primary purpose of producing, facilitating, or presenting live performances, including: <ul style="list-style-type: none"> ○ Construction of production materials ○ Creation of artistic works or productions ○ Design ○ Professional training ○ Public education ○ Rehearsals • Public broadcasting that monitors, receives, and distributes communication from the Emergency Alert System
<p>Facilities that do not provide medical care, but do provide:</p> <ul style="list-style-type: none"> • Alcohol and drug treatment • Assisted living • Custodial care, even if the facility is not open to the general public (including essential administration and support facilities) • Rehabilitation 	
<p>With the exception of custodial care facilities and museums, administrative and support buildings essential to the operation of PNP non-critical services are NOT eligible facilities.</p>	

Table 3. PNP Ineligible Services

PNP INELIGIBLE SERVICES	
<p>COMMUNITY CENTER SERVICES</p> <ul style="list-style-type: none"> Religious activities, such as worship, proselytizing, religious instruction, or fundraising activities that benefit a religious institution and not the community at large Training individuals to pursue the same activities as full-time paying careers (for example, vocational, academic, or professional training) Meetings or activities for only a brief period, or at regular intervals 	<p>OTHER COMMUNITY SERVICES</p> <ul style="list-style-type: none"> Advocacy or lobbying groups not directly providing health services Cemeteries Conferences Day care services not included in previous table of eligible services Irrigation solely for agricultural purposes⁶¹ Job counseling Property owner associations with facilities such as roads and recreational facilities (except those facilities that could be classified as utilities or emergency facilities) Public housing, other than low-income housing Recreation Religious services Parking not in direct support of eligible facility
<p>EDUCATION</p> <ul style="list-style-type: none"> Athletic, vocational, academic training, or similar activities Political education Religious education⁶² 	

III. Facility Eligibility

In general a facility must be determined eligible in order for work to be eligible. There are exceptions for some emergency work activities as shown in Figure 7 and discussed in Chapter 2: VI.

A facility is a building, works, system, or equipment, built or manufactured, or an improved and maintained natural feature.⁶³

An example of a system that qualifies as a facility is a water distribution system. Mechanical, electrical, plumbing, and other systems that are components of a facility in which they operate are considered part of that facility.

A natural feature is improved and maintained if it meets all of the following conditions:

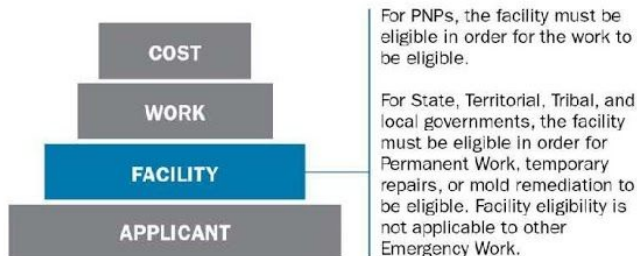


Figure 7. Facility Eligibility

⁶¹ 44 CFR § 206.221(e)(3).

⁶² 44 CFR § 206.221(e)(1).

⁶³ 44 CFR § 206.201(c).

- The natural feature has a designed and constructed improvement to its natural characteristics, such as a terraced slope or realigned channel
- The constructed improvement enhances the function of the unimproved natural feature
- The Applicant maintains the improvement on a regular schedule to ensure that the improvement performs as designed

Only the section of a natural feature that meets the criteria above is eligible. For example, if only 150 linear feet of a natural channel bank is armored with rip rap and maintained, the eligible facility would be limited to that 150-linear-foot section.

The following are not eligible facilities:

- Unimproved property (e.g., a hillside or slope, forest, natural channel bank)
- Land used for agricultural purposes⁶⁴

A. Public Facility

An eligible public facility is one that a State, Territorial, Tribal, or local government owns or has legal responsibility for maintaining, including any:

- Flood control, navigation, irrigation, reclamation, public power, sewage treatment and collection, water supply and distribution, watershed development, or airport facility
- Non-Federal-aid street, road, or highway
- Other public building, structure, or system, including those used for educational, recreational, or cultural purposes
- Park⁶⁵

When a facility maintained by a Community Development District⁶⁶ is not open to the general public or does not provide a service to the general public, the facility is not eligible.

B. Private Nonprofit Facility

An eligible PNP facility is one that provides educational, utility, emergency, medical, or custodial care, including for the aged or disabled, and other essential governmental-type services to the general public (further described in Tables 1 and 2).⁶⁷

If a PNP operates multiple facilities, or a single facility composed of more than one building, FEMA must evaluate each building independently, even if all are located on the same grounds. Buildings that are part of a complex that includes outdoor facilities (e.g., swimming pools, athletic fields, tennis courts) are not evaluated separately from the rest of the complex when determining eligibility of the building. For example, an outdoor pool usually has a building for bathrooms and controlling entry. In such cases, FEMA does not evaluate the building for eligibility separately because it is an intrinsic part of the pool complex.

See Appendix B: Private Nonprofit Facility Eligibility Examples, for various examples of PNP facilities and corresponding eligibility determinations.

⁶⁴ Ibid.

⁶⁵ Stafford Act § 102(10), 42 United States Code (U.S.C.) § 5122, and 44 CFR § 206.221(h).

⁶⁶ Community Development Districts are special districts that finance, plan, establish, acquire, construct or reconstruct, operate, and maintain systems, facilities, and basic infrastructure within their respective jurisdictions.

⁶⁷ Stafford Act § 102(11), 42 U.S.C. § 5122, and 44 CFR § 206.221(e).

1. Mixed-Use Facility

PNP facilities that provide both eligible and ineligible services are considered mixed-use facilities. Eligibility of mixed-use PNP facilities is dependent on the *primary* use of the facility, which is determined by the amount of physical space dedicated to eligible and ineligible services. “Primary use” is the use for which *more* than 50 percent of the physical space in the facility is dedicated. FEMA evaluates the entire structure when determining primary use; it does not separately address individual areas, such as floors, basements, or wings. Common space, such as bathrooms, hallways, lobbies, closets, stairways, and elevators, is not included when calculating mixed-use space.

If FEMA determines that 50 percent or more of physical space is dedicated to ineligible services, the entire facility is ineligible. If the facility is eligible, FEMA prorates funding based on the percentage of physical space dedicated to eligible services. The Applicant is responsible for the balance of costs to restore the facility and must restore the entire facility to receive funding for repairs to the eligible-use portions of the facility.

Eligible PNP irrigation and eligible PNP public broadcasting facilities are exempt from primary use requirements.

(a) *Mixed-Use Space*

In cases where the same physical space is used for both eligible and ineligible services, the primary use is the use for which more than 50 percent of the operating time is dedicated in that shared physical space. If space is available for use, but the Applicant cannot support that it is used for eligible services for more than 50 percent of operating time, this criterion is not met.

If FEMA determines that 50 percent or more of the operating time in the shared physical space is dedicated to ineligible services, then FEMA does not include that physical space when evaluating primary use.

(b) *Use by Multiple Entities*

In cases where a PNP Applicant shares use of a facility, in order to be eligible, the facility must be primarily owned by the PNP Applicant and meet the primary use requirement. FEMA prorates funding for these facilities based on the percentage of physical space that the Applicant owns and dedicates to eligible services. The following guidelines are used to determine the eligibility of such facilities:

- If the eligible PNP owns the entire facility and leases a portion of it to another entity, the facility is eligible provided that the PNP dedicates more than 50 percent of the facility for eligible services. If the PNP leases 50 percent or more of the facility to an ineligible Applicant, or for ineligible services, then the facility is ineligible.
- If the eligible PNP only owns a portion of the facility, it is eligible provided that the PNP owns more than 50 percent of the facility and dedicates more than 50 percent of physical space for eligible services.

2. Small Business Administration Loan Requirement

Following a Major Disaster Declaration, the U.S. Small Business Administration (SBA) can provide loans to individuals and businesses for facility restoration. For PNPs that provide non-

critical, essential governmental services, FEMA only provides PA funding for eligible Permanent Work costs that an SBA loan will not cover. Therefore, non-critical PNPs must first apply for a disaster loan from the SBA.⁶⁸ Possible outcomes are shown in Figure 8.

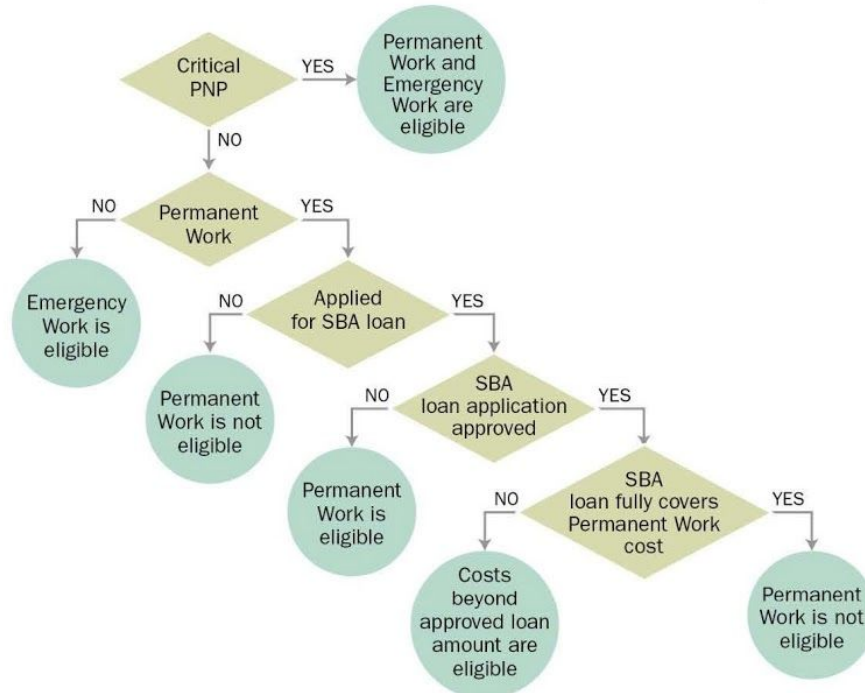


Figure 8. SBA Loan Outcomes

PNPs that provide critical services can apply directly to FEMA without having to apply to SBA. If the eligible portion of a mixed-use facility provides critical services (or is partially used to provide critical services), the Applicant may apply for PA funding without first applying to SBA for a loan. If the eligible portion of a mixed-use facility is used to provide services that are entirely non-critical, the Applicant must first apply to SBA for a loan.

C. Facility under the Specific Authority of Other Federal Agencies

Other Federal agencies also have authority to provide assistance after disasters. If a facility is under the specific authority of another Federal agency, FEMA does not provide assistance to restore that facility even if that Federal agency does not provide funding to restore the facility.⁶⁹ Public Housing Authority facilities are eligible unless Congress appropriates funds to the U.S. Department of Housing and Urban Development (HUD) for emergency capital needs for that facility.

Additionally, other Federal agencies have authority to conduct specific work that may overlap with FEMA's authority. FEMA does not provide assistance for that work except in certain, limited circumstances as described in Chapter 2: VI.A.4(b).

⁶⁸ Stafford Act § 406(a)(3)(A)(ii), 42 U.S.C. § 5172, and 44 CFR § 206.226(c).

⁶⁹ 44 CFR § 206.226(a).

The Applicant should apply to the respective agency for assistance with a facility or work under that agency's authority.

D. Inactive or Partially Inactive Facility

To be eligible, a facility must have been in active use at the start of the incident period. Inactive facilities are not eligible, unless one of the following conditions is met:

- The facility was only temporarily inactive for repairs or remodeling (provided a contractor is not responsible for repair of disaster-related damage);
- The Applicant firmly established future active use in an approved budget; or
- The Applicant can clearly demonstrate its intent to begin use within a reasonable amount of time.⁷⁰

The above criteria also apply to facilities that are partially inactive at the start of the incident period. Inactive portions are not eligible unless one of the exceptions noted above applies.

When eligible repairs benefit an area that was not in active use, FEMA prorates funding based on the percentage of the facility that was in active use. For example, if the roof of a partially used building is destroyed, FEMA limits the eligible cost to a prorated amount of the total cost to replace the roof based on the percentage of the building that was in active use.

For PNP facilities, more than 50 percent of the facility had to be in active use for an eligible purpose at the time of the incident in order for the facility to be eligible.

E. Facility Scheduled for Repair or Replacement

Facilities that are not yet under contract, but are scheduled for repair or replacement using non-Federal funds are eligible provided that the claimed damage did not exist prior to the incident (FEMA may review the bid and contract documents to validate). If damage existed prior to the incident, only the repair of damage caused by the incident is eligible.

A facility scheduled for replacement within 12 months of the start of the incident period using Federal funds is not eligible. In such a case, the Applicant should coordinate with the agency funding the project to expedite replacement, if possible.

IV. General Work Eligibility

Through the PA Program, FEMA provides:

- Grant funding for emergency protective measures and debris removal (Emergency Work)
- Grant funding for permanent restoration of damaged facilities, including cost-effective hazard mitigation to protect the facilities from future damage (Permanent Work)



Administrative Plan Requirement for PA funding

In accordance with 44 CFR § 206.207(b), State Administrative Plan, before FEMA provides PA funding for any project, a Recipient must have a FEMA-approved Administrative Plan that describes how it intends to administer the PA Program. A Recipient must submit its Administrative Plan to FEMA on an annual basis. For any new incident that occurs within the year, the Recipient must also submit amendments to its Administrative Plan to address specifics of the new incident.

⁷⁰ 44 CFR § 206.226(k)(2).

A. Categories of Work

To facilitate the processing of PA funding, FEMA separates Emergency Work into two categories and Permanent Work into five categories based on general types of facilities. These categories are shown in Figure 9.

B. Minimum Work Eligibility Criteria

At a minimum, work must meet each of the following three general criteria to be eligible:

- Be required as a result of the declared incident;
- Be located within the designated area, with the exception of sheltering and evacuation activities; and
- Be the legal responsibility of an eligible Applicant.⁷¹

1. Result of Declared Incident

The Applicant is responsible for showing that work is required:

- Due to an immediate threat resulting from the declared incident (for Emergency Work); or
- To address damage caused by the declared incident.

For debris removal, the Applicant must demonstrate that the debris causing an immediate threat was generated during the declared incident period and directly by declared incident.

For temporary repairs, mold remediation, and Permanent Work, the Applicant must demonstrate that damage was caused directly by the declared incident. FEMA does not provide PA funding for repair of damage caused by:

- Deterioration
- Deferred maintenance
- The Applicant's failure to take measures to protect a facility from further damage
- Negligence⁷²

2. Within Designated Area

To be eligible, work must be located in the designated area defined in the declaration (with the exception of sheltering and evacuation activities).⁷³ Emergency Work or Permanent Work performed on a facility located outside of the designated area is not eligible. This is true even if an eligible Applicant is legally responsible for the work, including work performed outside the designated area to protect a facility within the designated area.

Tribal Governments do not always have geographical boundaries and some have boundaries that cross State lines. Therefore, Tribal Government declarations do not usually define specific

Emergency Work	Permanent Work
Address an immediate threat: A Debris removal B Emergency protective measures	Restoration of: C Roads/bridges D Water control facilities E Buildings/equipment F Utilities G Parks, recreational, and other facilities

Figure 9. Categories of Work

⁷¹ 44 CFR § 206.223(a).

⁷² 44 CFR § 206.223(e).

⁷³ 44 CFR § 206.223(a)(2).

designated geographical areas. If a specific designated area is not defined in the declaration, FEMA determines eligibility based on legal responsibility and whether the work is directly related to the declared incident.

3. Legal Responsibility

To be eligible, work must be the legal responsibility of the Applicant requesting assistance.⁷⁴

To determine legal responsibility for Emergency Work, FEMA evaluates whether the Applicant requesting the assistance either has jurisdiction over the area or the legal authority to conduct the work related to the request.

To determine legal responsibility for facility restoration, FEMA evaluates whether the Applicant claiming the costs has legal responsibility for disaster-related restoration of the facility based on ownership and the terms of any written agreements (such as for facilities under construction, leased facilities, and facilities owned by a Federal agency).

(a) Facility Ownership

When an Applicant requests PA funding to restore a facility, it is the Applicant's responsibility to provide proof that it owned the facility at the start of the incident period. To determine ownership, FEMA may review deeds, title documents, and local government tax records.

Ownership of a facility is generally sufficient to establish the Applicant's legal responsibility to restore the facility, provided it is not under construction by a contractor or leased at the time of the incident.

(b) Facilities under Construction

If the facility is under construction by a contractor at the time of the incident, FEMA reviews the contract to determine whether the Applicant is legally responsible for the repair of damage caused by the incident.⁷⁵ At a minimum, FEMA evaluates the contract to determine if it:

- Identifies the contractor or owner as being responsible for disaster-related repairs;
- Requires a builder's risk policy for losses that occur while the contractor has control of the facility;
- Has a Force Majeure provision, which is a clause that relieves the contractor from responsibility for damage beyond its reasonable control, such as natural disasters (often referred to "acts of God") or acts of war; or
- Has a provision that identifies the point at which the contractor transfers legal responsibility for the facility, or portions of the facility, back to the owner.

(c) Leased Facilities

An Applicant may own a facility and lease it to a tenant, or an Applicant may lease a facility owned by another party. In either case, FEMA reviews the lease agreement to determine legal responsibility for repair of damage caused by the incident. If the lease does not specify either party as responsible, FEMA considers the owner of the facility legally responsible for the costs to restore the facility.

⁷⁴ 44 CFR § 206.223(a)(3).

⁷⁵ Stafford Act § 406(e)(2), 42 U.S.C. § 5172.

If the lease is between two eligible Applicants, FEMA provides PA funding to the Applicant legally responsible for the restoration.

(d) Federal Facilities

Facilities owned and maintained by Federal agencies are not eligible. However, if a Federal agency constructed a facility and formally designated the Applicant as the legally responsible entity for facility operation, maintenance, and repairs, then the facility is eligible. FEMA reviews the agreement between the Federal agency and the Applicant to confirm the legally responsible entity.

(e) Jurisdiction over an Area

In general, an Applicant only has legal responsibility to conduct Emergency Work activities within its jurisdiction. If an Applicant conducts Emergency Work activities outside its jurisdiction, it must demonstrate its legal basis and responsibility to conduct those activities.

(f) Conducting Activities on Private Property

To determine whether a State, Territorial, Tribal, or local government has legal responsibility to conduct activities on private property, FEMA reviews the Applicant's legal basis and authority to conduct the activities.

V. Cost Eligibility

The final component evaluated for eligibility, as shown in Figure 10, are the costs claimed by the Applicant. Not all costs incurred as a result of the incident are eligible. To be eligible, costs must be:

- Directly tied to the performance of eligible work;
- Adequately documented;⁷⁶
- Reduced by all applicable credits, such as insurance proceeds and salvage values;⁷⁷
- Authorized and not prohibited under Federal, State, Territorial, Tribal, or local government laws or regulations;
- Consistent with the Applicant's internal policies, regulations, and procedures that apply uniformly to both Federal awards and other activities of the Applicant; and
- Necessary and reasonable to accomplish the work properly and efficiently.⁷⁸

A cost is reasonable if, in its nature and amount, it does not exceed that which would be incurred by a prudent person under the circumstances prevailing at the time the Applicant makes the decision to incur the cost.⁷⁹

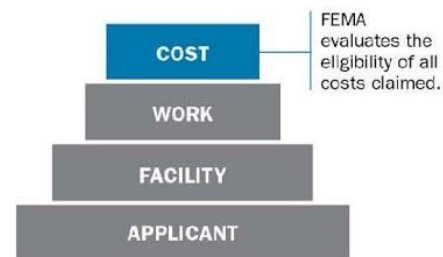



Figure 10. Cost Eligibility

⁷⁶ 2 CFR § 200.403(g).

⁷⁷ Stafford Act § 312, 42 U.S.C. § 5155, and 2 CFR § 200.406.

⁷⁸ 2 CFR § 200.403.

⁷⁹ 2 CFR § 200.404.



FEMA determines reasonableness by evaluating whether:

- The cost is of a type generally recognized as ordinary and necessary for the type of facility or work.⁸⁰
- The cost is comparable to the current market price⁸¹ for similar goods or services based on:
 - Historical documentation;
 - Average costs in the area; or
 - Published unit costs from national cost estimating databases.
- Any of the following factors caused escalation of costs:
 - Shortages in equipment, materials, supplies, labor, or contractors. When escalating costs are due to shortages, FEMA considers whether the Applicant's work continued beyond the period of shortages and whether there was an opportunity for the Applicant to obtain more reasonable pricing;
 - Project-specific complexities, such as environmental or historic issues, remote access or location, provision of a unique service with few providers, or elements requiring an extraordinary level of effort; or
 - The Applicant deviated from its established practices.⁸²
- Exigent circumstances existed. If so, FEMA evaluates the length of time the circumstances existed compared to the length of time costs were incurred.
- The Applicant participated in ethical business practices, ensuring parties to a transaction are independent of each other, without familial ties or shared interests and on equal footing without one party having control of the other.⁸³
- The Applicant complied with procurement requirements (see Chapter 2:V.G).

The Applicant is responsible for providing documentation to demonstrate its claimed costs are reasonable. If FEMA determines any of the costs to be unreasonable based on its evaluation, FEMA may disallow all or part of the costs by adjusting eligible funding to an amount it determines to be reasonable.



APPENDIX E

Below is the Municipality checklist and application for entities submitting an RPA Form.
Recovered from: <http://www.dhSES.ny.gov/recovery/public/documents/municipality-checklist.pdf>

Municipality Checklist

- RPA Form
- Drug Free Workplace Form
- Applicant Certification
- Official E-Mail Address
- Federal Tax Identification Number Form

DEPARTMENT OF HOMELAND SECURITY
FEDERAL EMERGENCY MANAGEMENT AGENCY
REQUEST FOR PUBLIC ASSISTANCE

O.M.B. NO. 1660-0017
Expires April 30, 2013

PAPERWORK BURDEN DISCLOSURE NOTICE

Public reporting burden for this form is estimated to average 10 minutes. Burden means the time, effort and financial resources expended by persons to generate, maintain, disclose, or to provide information to us. You may send comments regarding the burden estimate or any aspect of the collection, including suggestions for reducing the burden to: Information Collections Management, Department of Homeland Security, Federal Emergency Management Agency, 500 C Street, SW, Washington, DC 20472, Paperwork Reduction Project (OMB Control Number 1660-0017). You are not required to respond to this collection of information unless it displays a valid OMB number. **NOTE: Do not send your completed questionnaire to this address.**

APPLICANT (Political subdivision or eligible applicant)			DATE SUBMITTED	
COUNTY (Location of Damages. If located in multiple counties, please indicate)			DUNS NUMBER	
APPLICANT PHYSICAL LOCATION				
STREET ADDRESS				
CITY	COUNTY	STATE	ZIP CODE	
MAILING ADDRESS (If different from Physical Location)				
STREET ADDRESS				
POST OFFICE BOX	CITY	STATE	ZIP CODE	
Primary Contact/Applicant's Authorized Agent			Alternate Contact	
NAME		NAME		
TITLE		TITLE		
BUSINESS PHONE		BUSINESS PHONE		
FAX NUMBER		FAX NUMBER		
HOME PHONE (Optional)		HOME PHONE (Optional)		
CELL PHONE		CELL PHONE		
E-MAIL ADDRESS		E-MAIL ADDRESS		
PAGER & PIN NUMBER		PAGER & PIN NUMBER		
Did you participate in the Federal/State Preliminary Damage Assessment (PDA)? <input type="checkbox"/> YES <input type="checkbox"/> NO				
Private Non-Profit Organization? <input type="checkbox"/> YES <input type="checkbox"/> NO				
If yes, which of the facilities identified below best describe your organization?				
Title 44 CFR, part 206.221(e) defines an eligible private non-profit facility as: "... any private non-profit educational, utility, emergency, medical or custodial care facility, including a facility for the aged or disabled, and other facility providing essential governmental type services to the general public, and such facilities on Indian reservations." "Other essential governmental service facility means museums, zoos, community centers, libraries, homeless shelters, senior citizen centers, rehabilitation facilities, shelter workshops and facilities which provide health and safety services of a governmental nature. All such facilities must be open to the general public."				
Private Non-Profit Organizations must attach copies of their Tax Exemption Certificate and Organization Charter or By-Laws. If your organization is a school or educational facility, please attach information on accreditation or certification.				
OFFICIAL USE ONLY: FEMA -		-DR-	FIPS#	DATE RECEIVED



INSTRUCTION SHEET

REQUEST FOR PUBLIC ASSISTANCE FORM (RPA)

Submitting the Request for Public Assistance (RPA) form is the initial step in filing for the Public Assistance Program. Any governmental entity (village, town, city, county, or state agency), Native American Tribal Organization, or certain private non-profit organizations wishing to apply will be asked to complete a request for public assistance (RPA).

Submittal of the RPA does not make an applicant eligible for public assistance under the Stafford Act. The RPA is used by a potential applicant to indicate interest in the Public Assistance Program.

Applicants should make every effort to complete and return their RPA prior to leaving the applicant briefing. The RPA must be submitted within 30 days of the date of the presidential declaration. If a potential applicant fails to submit the RPA within the specified time frame, they may be denied eligibility for public assistance funds.

On the RPA, the applicant must designate their representative or point of contact. The persons named should have the authority of the chief elected official and should be:

- Knowledgeable of the work to be inspected,
- Knowledgeable of the location of damages,
- Easily accessible by telephone (day & evening), and
- Available for future FEMA or State inquiries.

The representatives will also have the overall responsibility to:

- Consolidate the disaster documentation activities among departments,
- Ensure completion of disaster work, and
- Submit applicable reporting forms.

Completing the RPA form: All potential applicants must complete the Request for Public Assistance form. At the top of the form fill in the appropriate declaration number. Enter the date the form is completed. Ensure name, address, and telephone numbers are entered (both home and business number).

CERTIFICATION REGARDING DRUG- FREE WORKPLACE REQUIREMENTS

This certification is required by the regulations implementing the Drug-Free Workplace Act of 1988, 44 CFR Part 17, Subpart F. The regulations, published in the May 25, 1990 Federal Register, require certification by subgrantees, prior to award, that they will maintain a drug-free workplace. The certification set out below is a material representation of fact upon which reliance will be placed when the New York State Emergency Management Office determines to award the subgrant. False certification or violation of the certification shall be grounds for suspension of payments, suspension or termination of grants or government wide suspension or debarment.
(See 44 CFR Part 17, Subpart C, 17.300, and Subpart D, 17.400)

A. The subgrantee certifies that it will or will not continue to provide a drug-free workplace by:

(a) publishing a statement notifying employees that the unlawful manufacture, distribution, dispersing, possession, or use of a controlled substance is prohibited in the subgrantees workplace and specifying the actions that will be taken against employees for violation of such prohibition;

(b) establishing an ongoing drug-free awareness program to inform employees about-

- (1) the dangers of drug abuse in the workplace;
- (2) the subgrantees policy of maintaining a drug-free workplace;
- (3) any available drug counseling, rehabilitation, and employee assistance programs;
- (4) the penalties that may be imposed upon the employee for drug abuse violations occurring in the workplace;

(c) making it a requirement that each employee to be engaged in the performance of the sub-grant be given a copy of the statement required by paragraph (a);

(d) notifying the employee in the statement required by paragraph (a) that, as a condition of employment under subgrant, the employee will-

(1) abide by the terms of that statement; and

(2) notify the employer in writing of his or her conviction for a violation of a criminal drug statute occurring in the workplace no later than five calendar days after such conviction;

(e) notifying the New York State Emergency Management Office in writing within ten calendar days after receiving notice under subparagraph (d) (2) from an employee or otherwise receiving actual notice of such conviction. Such notice shall include the position title of the employee and the federal identification number of the subgrantee.

(f) taking one of the following actions, within 30 calendar days of receiving notice under subparagraph (d) (2), with respect to any employee who is so convicted-

(1) taking appropriate personnel action against such an employee, up to and including termination, consistent with the requirements of the Rehabilitation

Act of 1973, as amended; or

(2) requiring such employee to participate satisfactorily in a drug abuse assistance or rehabilitation program approved for such purposes by a Federal, State, or local health, law enforcement, or other appropriate agency;

(g) making a good faith effort to continue to maintain a drug-free workplace through implementation of paragraphs (a), (b), (c), (d), (e), and (f).

B. The subgrantee may insert in the space provided below the site (s) for the performance of work done in connection with this grant:

Place (s) of Performance: (Please PRINT in the Street address, city, county, state and zip code)

Organization Name: _____ Disaster Name: FEMA- _____-DR or EM-NY

(Please Print) Name and Title of Authorized Representative: _____

Signature: _____ Date: _____

New York State Office of Emergency Management

PRESIDENTIAL DECLARATION
FEMA-____-DR / EM-NY

STATE OFFICE of EMERGENCY MANAGEMENT
APPLICANT CERTIFICATION

This is to certify the receipt of the guidelines, and associated documents for the Presidential Declaration as administered by the State Office of Emergency Management (SOEM).

The signature below indicates the intent of the (circle one and PRINT in the name):

County City Town Village State Agency School Fire District Non-profit

of _____, hereinafter referred to as the subgrantee, to participate in the Presidential Declaration FEMA-____-DR or EM-NY

The public assistance program is voluntary. It is understood that by choosing to participate in the grant program, the subgrantee is responsible to: 1) comply with all federal and state laws, regulations, policies, and procedures; 2) fulfill the eligibility requirements to participate as a subgrantee of the State; and 3) certify that all figures to be provided in the application are true and correct for costs associated with the declaration provisions.

If debris removal is authorized, the subgrantee agrees to indemnify and hold harmless the State of New York and the United States of America for any claims arising from the removal of debris or wreckage for this disaster. The sub-grantee agrees that debris removal from public and private property will not occur until all state and federal requirements are met.

The undersigned agrees to participate in this program and certifies that to the best of their knowledge and belief, all work and costs claimed are eligible in accordance with the grant conditions and all work claimed has been or will be completed.

SIGNED: _____ DATE: _____
CHIEF EXECUTIVE OFFICER

NAME: _____ PHONE NO.: (____) _____ - _____
Please type or print name/address

ADDRESS: _____

CITY,STATE: _____ ZIP CODE: _____

Designation of the Point of Contact if different from above:

NAME: _____ PHONE NO.: (____) _____ - _____
Please type or print name

TITLE &
ADDRESS: _____

FEDERAL TAX IDENTIFICATION NUMBER
(Not for use by State Agencies or Local Political Sub-Divisions)
Disaster No. FEMA-____-DR-NY

In order to process your payment for disaster assistance funds, the State Office of Emergency Management will need to provide the State Comptroller's Office with your PAYEE IDENTIFICATION NUMBER.

For an individual, the Payee ID is the social security number. For corporations, including private non-profits, partnerships and other business entities, the Payee ID is the Federal Tax Identification Number (the number used to report Federal withholding taxes to the government). In either case, it is a nine-digit number as follows:

Individual: 123-45-6789

Business: 12-3456789

Federal Tax ID # : _____

Applicant Name: _____

Applicant Address: _____

City, Zip Code: _____

Telephone #: _____

Signature: _____ Date: _____

**Please provide this number, as it will assist us in providing
your funding in a timely manner.**

Please mail or fax it, as soon as possible, to:

Recovery Section
State Office of Emergency Management
1220 Washington Avenue
Building 22, Suite 101
Albany, New York 12226-2251
Fax: 518-322-4984



APPENDIX F

NYC Nonprofit Recovery Loan and Grant Program application. Recovered from:
http://rlp.fcny.org/rlp/about/NYC_Recovery_Program_Loan_Grant_App

**FUND FOR THE CITY OF NEW YORK
NYC Recovery Program Loan/Grant Application**

Organization Name: _____

Address: _____

Site Where Damage Occurred (if different)

Name of Site: _____

Address: _____

Do you own/rent/lease the space where damage occurred? _____

Executive Director

Name: _____

E-mail: _____

Phone: _____

How long as ED? _____

Chief Financial Officer

Name: _____

E-mail: _____

Phone: _____

How long as CFO? _____

Person Filling Out Application (if different)

Name and title: _____

E-mail: _____

Phone: _____

Documented Losses: \$ _____

(Please attach documentation.)

Does your organization have private insurance: ____ Yes ____ No

If Yes, does it have flood insurance: ____ Yes ____ No

If Yes, how much have/will you receive: \$ _____

Have you applied for FEMA? ____ Yes ____ No

If No, please explain:

If you have an active claim with FEMA, what is its status?

If you have project worksheets, please attach.

Have you applied for an SBA Loan? ___ Yes ___ No

Were you turned down? ___ Yes ___ No

If No, when do you expect to hear from SBA? _____

Narrative: Please answer the following:

- Purpose of Organization:
- What programs and activities take place at the affected site?
- What is the current status at the affected site?
- What would the loan/grant accomplish?

Organizational Indebtedness

Please list all outstanding debt, including loans from banks or intermediaries and loans, board members and other individuals:

1. _____ (Lender, Amount, Date Due)
2. _____ (Lender, Amount, Date Due)
3. _____ (Lender, Amount, Date Due)
4. _____ (Lender, Amount, Date Due)
5. _____ (Lender, Amount, Date Due)

Also please attach:

- 501(c)3
- Certificate of Incorporation
- Board List
- Current Revenue and Expense Budget
- Most recent audit or financial statement (990)

Please e-mail application with attachments to: NYCRecovery@fcny.org



APPENDIX G

NYC Nonprofit Recovery Grant Program application. Recovered from:
http://rlp.fcny.org/rlp/about/NYC_Recovery_Program_Grant_Application

Narrative: Please answer the following:

- Purpose of Organization:

- What programs and activities take place at the affected site?

- What is the current status at the affected site?

- What would the grant accomplish?

Also please attach:

- 501(c)3
- Certificate of Incorporation
- Board List
- Revenue and Expense Budget

Please e-mail application with attachments to: NYCRecovery@fcny.org



GLOSSARY

Within the discussion of community and faith-based organizations involvement in Hurricane Sandy recovery efforts, there are key terms that need to be defined to be meaningful. These concepts are included and discussed throughout this report so it is important to have a sound understanding of terminology and the manner in which they are referred to throughout our report. The concepts of community and faith-based organizations, emergency preparedness, climate resiliency, vulnerability, and adaptation are further examined.

Acute Phase Recovery

The acute phase of a recovery to a disaster is the immediate response where rescue operations are dispatched by government agencies for individuals who are stranded and need immediate evacuation, supplies and medical care. In a large-scale disaster such as a hurricane, flood or tornado in a large city the acute phase can require more delivery assistance than the local jurisdiction or national agencies have the necessary preparation. Compounding this phase of recovery often is the absence of telecommunications lines, internet, and other informational platforms reliant on electrical grids and built human systems that have collapsed (Moench & Tyler, 2012).


Adaptation

Adaptation is an important element in the disaster preparedness and climate resiliency discussion. Adaptation is similar to resilience but is defined by the IPCC as an “adjustment in natural or human systems in response to actual or expected climatic stimuli or their effects, which moderates harm or exploits beneficial opportunities” (2016). The ability for a system to adapt leads to overall greater resiliency.

Community and Faith-Based Organizations

Community and faith-based organizations are the focus of this report. Local Law 18 groups both community and faith-based organizations under the umbrella term “charitable organization.” According to the bill, a charitable organization is “a corporation or other entity that is formed for one or more of the charitable purposes enumerated in subparagraph 3-b of paragraph of section 102 of the not-for-profit corporation law” (Local Law 18, 2015, p. 3). This not-for-profit corporation law states that charitable purposes of a corporation are “purposes contained in the certificate of incorporation of the corporation that are charitable, educational, religious, scientific, literary, cultural or for the prevention of cruelty to children or animals” (New York Not-For-Profit, 2016).

Within a community services context, they can “[...] serve as gathering places and centers of local knowledge and expertise” and “centers of relief work” (Cowan Fund Report, 2014 p. 13). They are large placed based nonprofits such as Settlement Houses, food banks and even volunteers who self-organize as in the case of Occupy Sandy. In comparing faith-based and community based organizations in Pennsylvania, they are grouped under the term “community service



organizations” and defined as providing “some type of charitable service to the community or to the populations in need (Kearns et al, 2005).

Community Recovery Directors

As described by New York City’s Emergency Management (2016), community recovery directors (CRDs) are high-level decision-makers appointed by the Mayor to serve as points of coordination between City services and communities recovering from disasters. CRDs are appointed for large-scale emergencies to represent a specific geographic area, which may be a borough, community district, or neighborhood, depending on the scope of the disaster and its effects. The Mayor may activate this role at any point prior to or following a major incident, when the need or potential need for high-level, additional coordination of multiple City response and recovery operations at the neighborhood level is identified.

CRDs assess community needs and reach into the City’s response and recovery efforts in coordination with the NYC Emergency Operations Center (EOC) to help prioritize delivery of resources and services where they are needed most. CRD coordination areas may include: commodity distribution, volunteers management, shelters and service centers, businesses, elected officials, CBOs and nonprofits, as well as health and human services and medical needs.

CRD field teams coordinate through a local command post and the Emergency Operation Center. CRDs will support task force operations by identifying community needs, informing resource allocation and facility siting decisions, and supporting the implementation of tactical operations. CRDs may also validate or prioritize resource requests received by the EOC or task forces. Each CRD will coordinate regularly with the other CRDs operating in other boroughs or neighborhoods. Each CRD will work regularly with elected officials and community based organizations on the ground.

Emergency Preparedness and Climate Resiliency

The focus of this project is centered on emergency preparedness and climate resiliency for these charitable organizations. According to the International Federation of Red Cross and Red Crescent (2016), disaster preparedness refers to “measures taken to prepare for and reduce the effects of disasters.” That is, to predict and, where possible, prevent disasters, mitigate their impact on vulnerable populations, and respond to and effectively cope with their consequences.

Furthermore, disaster preparedness is inherently connected to resiliency. According to the Intergovernmental Panel on Climate Change (2014), resilience is the “ability of a social or ecological system to absorb disturbances while retaining the same basic structure and ways of functioning, the capacity of self-organization, and the capacity to adapt to stress and change”. Climate resiliency then is the capacity for a system to absorb stresses and maintain their function given stresses specifically from changes in the climate. Climate resiliency stresses the ability for systems to “adapt, reorganize, and evolve into more desirable configurations that improve the sustainability of the system, leaving it better prepared for future climate change impacts” (Nelson, Neil, & Brown, 2007, p. 42).



Emergency Response

Emergency response is “the organizing, coordinating, and directing of available resources in order to respond to the event and bring the emergency under control. The goal of this coordinated response is to protect public health by minimizing the impact of the event on the community and the environment. An emergency response plan must provide the resources and information needed to evaluate the human and environmental health impacts of the event, assess and reduce human exposures to contaminants, and develop science-based strategies for remediation and rebuilding.” (National Institutes of Health, 2016).

House of Worship

House of worship is generally understood to refer to the physical structure of a religiously affiliated organization. The IRS does not specifically define what a house of worship is. Rather, IRS code section 501(c) describes several religious organizations that qualify for tax-exempt status, including churches, but does not provide a precise definition of a “church.” Additionally, IRS Publication 1828, Tax Guide for Churches and Religious Organizations, lists 14 criteria the IRS considers important in deciding whether an organization qualifies. They are:

1. A distinct legal existence.
2. A recognized creed and form of worship.
3. A definite and distinct ecclesiastical government.
4. A formal code of doctrine and discipline.
5. A distinct religious history.
6. A membership not associated with any other church or denomination.
7. An organization of ordained ministers.
8. Ordained ministers selected after completing prescribed studies.
9. A literature of its own.
10. Established places of worship.
11. Regular congregations.
12. Regular worship services.
13. Schools for the religious instruction of the young.
14. Schools for the preparation of ministers (Churches, n.d.).

Furthermore, Local Law 18 does not actively define houses of worship. For the purposes of this report, houses of worship are designated as a physical structure or consecrated space designated for religious worship, study, and spiritual care, broadly defined in this report as a “charitable organization” unless stated otherwise. It is necessary to distinguish between community based organizations and houses of worship when analyzing federal financial aid eligibility requirements.



Private Nonprofit

The term “private nonprofit facility’ includes any private nonprofit facility that provides essential services of a governmental nature to the general public (including museums, zoos, performing arts facilities, community arts centers, libraries, homeless shelters, senior citizen centers, rehabilitation facilities, shelter workshops, and facilities that provide health and safety services of a governmental nature), as defined by the President” (Stafford Act, 1988, p. 3).

Recovery

Recovery is the longest-phase of the human response to a disaster, in which communities, individuals, businesses, ecosystems, financial systems, and all other social and political actors attempt to return their lives and systems to normalcy. This portion of a disaster response is the longest and can be the most acrimonious, as the toll of a disaster to human life and the built environment can be simultaneously difficult to quantify and challenging to address. Even where strong data exist with regard to the extent of damages and suffering, correct human services and agencies or funding streams may be insufficient to fully manage the scope of damage (Moench & Tyler, 2012).


Vulnerability

Vulnerability is another key concept closely associated with disaster preparedness and resiliency. In the IPCC’s fifth assessment report, vulnerability is defined as “the propensity or predisposition to be adversely affected. Vulnerability encompasses a variety of concepts and elements including sensitivity or susceptibility to harm and lack of capacity to cope and adapt” (2014). It is common knowledge that some communities and groups are more vulnerable than others due to socio-economic and environmental issues.



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