

Report for Congress

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Homeland Security: 9/11 Victim Relief Funds

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Summary

In the first days following the terrorist attacks of September 11, 2001, an unprecedented number of Americans contributed over \$2.2 billion (some estimates run as high as \$2.7 billion) in donations to assist in the relief of victims. (Two hijacked planes crashed into the World Trade Center, a third into the Pentagon, and a fourth went down in Shanksville, Pennsylvania.) According to the New York State Attorney General's office, over 250 new charitable funds were created in the weeks following the 9/11 crisis.

The federal government responded to the attacks in various ways. In the first week after the disaster, Congress passed the 2001 Emergency Supplemental Appropriations Act for Recovery from and Response to Terrorist Attacks on the United States (P.L. 107-38), part of which provided at least \$20 billion for disaster recovery in New York, Virginia and Pennsylvania. Then 12 days after the attack the September 11th Victim Compensation Fund of 2001 (P.L. 107-42) became law. This \$6 billion program is intended to compensate any individual (or the personal representative of a deceased individual) who was physically injured or killed as a result of the attack. Nearly 3,000 victim families are expected to apply for compensation. Attorney General Ashcroft appointed a Special Master who is presently in the process of distributing the fund. Congress also passed, and the President signed into law, the Victims of Terrorism Tax Relief Act of 2001 (P.L. 107-134). Among other things, this law states that victims will not be subject to federal income taxes for the year in which they died and also for the previous year. This law also exempts from gross income, amounts received from the Victim Compensation Fund.

In response to the terrorist attacks, the American public donated unprecedented amounts of money to charities nationwide. Questions were raised about where the money was going and whether the victims and their families had access to the donated money in a timely manner. To help assure victims and donors that the money was getting to the intended beneficiaries promptly, hearings were held in the U.S. House of Representatives on November 6 and 8, 2001. New York Attorney General Eliot Spitzer testified, as did representatives of the Better Business Bureau Wise Giving Alliance, among others. The American Red Cross was particularly questioned because of concern that part of the \$1 billion raised would be held in reserve rather than spent on the 9/11 victims as was expected by the people who donated the money. Subsequently, Red Cross officials declared that all the funds raised for the Liberty Disaster Relief Fund would be distributed to 9/11 victims.

This report also discusses the amounts of money collected and distributed by some of the larger victim relief funds such as the New York State's World Trade Center Relief Fund Distribution, the Twin Towers Fund (established by Rudolph Giuliani, the former mayor of New York City), the Red Cross Liberty Disaster Relief Fund, September 11th Fund (organized by United Way), Safe Horizons, the Families of Freedom Scholarship Fund and several Firefighters and Police Relief Funds.

This report will be updated periodically as more information is available.

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Homeland Security: 9/11 Victim Relief Funds

Background

In the first days following the terrorist attacks of September 11, 2001, both the federal government and the private sector responded in dramatic ways. The 2001 Emergency Supplemental Appropriations Act for Recovery from and Response to Terrorist Attacks on the United States (P.L. 107-38) was signed into law 7 days after the attack. It provided at least \$20 billion for disaster recovery activities and assistance related to the terrorist acts in New York, Virginia, and Pennsylvania. The September 11th Victim Compensation Fund of 2001 (a \$6 billion program) was signed into law (P.L. 107-42), just 12 days after the attack. In addition, an unprecedented number of Americans donated over \$2.2 billion (some estimates run as high as \$2.7 billion) to a wide variety of charitable organizations to help in the relief of those affected. Some of the funds were managed by well-established organizations with years of experience in administering charitable assets; also, according to the New York State Attorney Generals' office, over 250 new charitable funds were created specifically to meet the 9/11 crisis.

Federal Response to 9/11

Legislation

The 2001 Emergency Supplemental Appropriations Act for Recovery from and Response to Terrorist Attacks on the United States.¹ Seven days after the attack this supplemental appropriations was passed for emergency expenses to respond to the terrorist attacks by enhancing federal, state and local preparedness for mitigating and responding to the attacks, providing support to counter, investigate or prosecute domestic or international terrorism and generally supporting national security in all its aspects. The law provided that not less than one-half of the \$40 billion available must be used for disaster recovery activities and assistance related to the 9/11 terrorist acts in New York, Virginia and Pennsylvania.

September 11th Victim Compensation Fund of 2001.² Just 12 days after terrorists hijacked passenger planes and flew them into the World Trade Center and

¹ P.L. 107-38.

² P.L. 107-42 was amended by P.L. 107-71 and P.L. 107-296 and codified at 49 U.S.C. §40101 note. See CRS Report RL31178, *September 11th Victim Compensation Fund of 2001*, by Henry Cohen.

the Pentagon (a fourth plane crashed in Shanksville, Pennsylvania), the U.S. Congress enacted the September 11th Victim Compensation Fund of 2001. This \$6 billion program is intended to compensate any individual (or the personal representative of a deceased individual) who was physically injured or killed as a result of the terrorist attacks on September 11, 2001. Before receiving compensation, Congress required that each claimant waive the right to file a civil lawsuit against the airlines or other entities over their losses. However, fund claimants may sue to recover collateral source obligations, e.g., money owed by insurance companies, and they may file a civil action against terrorists who may bear some responsibility for injuries suffered in the attacks.

On November 26, 2001, Attorney General Ashcroft appointed Kenneth R. Feinberg as Special Master to distribute the \$6 billion fund. The Special Master developed and promulgated regulations governing the administration of the fund.³ He established and is administering the fund. He is also responsible for disseminating all public information concerning the fund. Congress mandated that awards be offset by life insurance and other collateral source compensation. In the regulations the Special Master defined ‘collateral sources’ as not including tax benefits received from the federal government as a result of the Victims of Terrorism Tax Relief Act, and stated that, in determining the amount of offsets for pension funds, life insurance, and similar collateral sources, he would reduce the amount of offsets to take account of self-contributions made or premiums paid by the victim. The time period for seeking medical help was also extended from 24 hours to 72 hours after the event, with discretion to extend the time period even further on a case-by-case basis for rescue personnel.

Nearly 3,000 victim families are expected to apply for compensation. Trial Lawyers Care,⁴ a group of more than 1,500 attorneys, has volunteered to aid the victims’ families free of charge. As of March 26, 2003, the general award statistics are as follows.⁵

Table 1. General Award Statistics for Victim Compensation Fund

Claims Submitted	1431
Number of Award Letters Issued	318
Number of Responses Received (21 day deadline to respond)	228
Number of Responses Accepting	185
Number of Responses Requesting Hearing	43
Average Deceased Victims Awards After Offsets	\$1,463,936
Median Deceased Victims Award After Offsets	\$1,242,516

³ 67 *Federal Register* 11233 (2002) (to be codified at 28 CFR Part 104).

⁴ See [<http://www.911lawhelp.org>].

⁵ For the latest statistics see [<http://www.usdoj.gov/victimcompensation/payments.html>].

Table 2. Range of Award Values for Claims Relating to Deceased Victims

(Award Ranges Stated Are *After* Collateral Offsets)

Income level	Age	Range
\$50,000 or less	35 or Under	\$280,000 to \$1.9 million
\$50,000 or less	Over 35	\$250,000 to \$1.8 million
\$50,000 to \$100,000	35 or Under	\$250,000 to \$4.1 million
\$50,000 to \$100,000	Over 35	\$250,000 to \$3.0 million
\$100,000 to \$200,000	All Ages	\$250,000 to \$4.5 million
Over \$200,000	All Ages	\$250,000 to \$5.7 million

Victims of Terrorism Tax Relief Act of 2001.⁶ On January 23, 2002, the President signed into law the Victims of Terrorism Tax Relief Act of 2001. Among other things, the law specifically exempts from gross income (for tax purposes) amounts received as payments from the September 11 Victim Compensation Fund (those who died from anthrax and victims of the Oklahoma City bombings are included in these exemptions). The law states that, “victims will not be subject to federal income taxes with respect to the taxable year in which they died (2001 or 1995) and also with respect to the previous year ... Certain death benefits paid by an employer to a victim of terrorism are excluded from gross income ... Estate taxes are reduced for terrorism victims (and for certain members of the Armed Forces) but they are not eliminated...Disability payments made to injured terrorist victims are excluded from gross income”⁷

Existing Federal Programs

Victims of Crime Act of 1984.⁸ The Victims of Crime Act of 1984 established the Crime Victims Fund (CVF) within the Department of Justice. The CVF is managed by the Office of Victims of Crime (OVC).⁹ After 9/11 the Terrorism and International Victims Unit (TIVU) was established to coordinate OVC resources and funding for victims of terrorism. OVC makes Antiterrorism and Emergency Assistance funding available to support five types of assistance in the wake of an act of terrorism or mass violence as follows:

⁶ P.L. 107-134, codified at 26 U.S.C. 1 note.

⁷ Trial Lawyers Care [<http://www.911lawhelp.org/info/news/VTRact.htm>].

⁸ P.L. 98-473, codified at 42 U.S.C. 10601.

⁹ For more information on OVC, see CRS Report RL31295, *Assistance for Victims of Crime and Terrorism*, by Alison Siskin.

- Crisis Response Grants (available within 0-9 months). Help rebuild adaptive capacities, decrease the sources of stress, and reduce symptoms of trauma;
- Consequence Management Grants (available within 9-18 months). Help victims to adapt and restore a sense of equilibrium;
- Criminal Justice Support Grants (available within 18-36 months). Facilitates victims' participation in investigations and prosecutions related to terrorism;
- Crime Victim Compensation Grants. Reimburses victims for out-of-pocket expenses related to terrorism. Funds cannot be used to cover property damage or loss; and
- Training and Technical Assistance. Assist in identifying resources, assessing needs, coordinating services and developing strategies for responding to an act of terrorism.

OVC funding may support, among other things, the following activities: Crisis counseling, needs assessments and planning, outreach plan development, emergency transportation and travel, temporary housing assistance, emergency food and clothing, victim information WEB sites, vocational rehabilitation and compensation for medical and mental health costs, lost wages, and funeral expenses.

On April 23, 2002, the Justice Department announced that it had awarded a total of \$42 million to California, Massachusetts, New Jersey, New York, Pennsylvania and Virginia to provide mental health counseling for victims of the September 11 terrorist attacks, their families and crisis responders who helped victims of the attacks. These grants include funds to compensate victims for counseling services and to support state and local programs that offer various forms of counseling. In the Fall of 2001, OVC had also provided more than \$15 million to provide immediate support to New York, Pennsylvania and Virginia to help victims of the September 11 attack and their families.¹⁰

Federal Emergency Management Agency (FEMA). The Federal Emergency Management Agency (FEMA) provides a range of assistance to victims of major disasters or emergencies after the President issues a declaration.¹¹ At the time of the 9/11 attack, cash grants of up to \$14,800 could have been provided to victims deemed to be eligible for assistance from the Individual and Family Grant (IFG) program authorized by the Robert T. Stafford Disaster Relief and Emergency Assistance Act, as amended.¹² Because the 9/11 attack was considered a criminal act,

¹⁰ See [<http://www.ojp.usdoj.gov/ovc>].

¹¹ For background on FEMA's assistance and presidential declarations see: CRS Report RL31359, *Federal Emergency Management Agency Funding for Homeland Security and Other Activities*, by Keith Bea.

¹² 42 U.S.C. 5178 (repealed). The Disaster Mitigation Act of 2000 (P.L. 106-390) repealed the authority for the IFG program and authorized a new program, Federal Assistance to Individuals and Households (42 U.S.C. 5174) effective October 1, 2001. As the 9/11 attack occurred prior to the effective date of the new provision, victims of the attack would have been eligible for IFG assistance. Regulations for the new program are found at 67 FR

however, benefits under the IFG program were not provided to victims as the resources of the crime victims compensation funds were determined to be more appropriate and beneficial.¹³

In addition, the Catalog of Federal Domestic Assistance Staff has identified over forty federal programs that may be of special interest to those seeking assistance in dealing with the events of 9/11. See <http://www.cfda.gov/911.htm>.

Private Response to 9/11

Some of the well established charities such as the United Way and the New York Community Trust, the American Red Cross and the Robin Hood Foundation of New York City (NYC) set up special funds for the victims. For example, the September 11th Fund was set up by the United Way and raised up to \$510 million; the Liberty Disaster Relief Fund set up by the American Red Cross became the conduit for \$1 billion to aid those affected by the attacks; The Robin Hood Foundation set up by the Robin Hood Relief Fund raised \$59.6 million to benefit victims' families, the rescue workers, and others who have been affected by the economic consequences of the attacks.

The New York Times used the framework of their 90-year-old Neediest Cases Fund to launch a special 1-month drive for their 9/11 Neediest Fund. It was thought that \$4 million could be raised in that time span considering that the annual drive in 2000 had raised \$8 million. Instead, more than \$61 million was raised, with donations pouring in long after the formal closing date of October 11, 2001. As of September 2002, the fund had spent or committed 99% of the contributions.¹⁴ Money was distributed to 10 participating agencies such as Catholic Charities, Community Services, Federation of Protestant Welfare Agencies, Fire Safety Foundation and the New York City Police Foundation. Some \$2.3 million of the funds was used to create the New York Consortium for Effective Trauma Treatment, when it was found that few clinicians were trained to treat such trauma. These funds are being administered by the four hospital-based trauma treatment centers in the city. The money is being used to train 60 clinicians to treat trauma, and to pay half their salaries for a year so that they can train others. Roughly 10% of the 9/11 fund is being devoted to mental health issues.

In their 12-month report following 9/11, the directors of the 9/11 Neediest Fund attempted to summarize some of the lessons learned about how charities could set out to help so many people in sudden distress. They said:

¹² (...continued)
61445-61460.

¹³ Ms. Donna Dannels, Deputy Director, Response and Recovery Directorate, private interview held with Keith Bea of CRS during briefing on the attack, September 2001.

¹⁴ See [<http://www.nytc.com/company/foundation/neediest/index.html>].

Working in a wartime atmosphere of scarcity, pain and confusion, many 9/11 Neediest Fund grantees have devised creative ways to help people. These new approaches could potentially change the usual ways that we help the needy. The key is connection....connection among agencies and experts within the same field, connection among different fields, connection between public and private agencies and connection between donors and recipients. Scott Williams of Project Renewal described this spirit of connection in a memorably practical way. 'What was really amazing was how well the numerous different social service agencies worked together after 9/11 there was a new spirit of cooperation among people who usually compete fiercely for public dollars, with almost no territorialism. We partnered with agencies we usually fought with over every aid dollar, and vice versa.'¹⁵

Religious affiliated organizations such as Catholic Charities USA, The Salvation Army and the Federation of Protestant Welfare Agencies, increased and adjusted their charitable activities in response to the emergency. Among these, the Catholic Charities USA allocated more than \$30.5 million to 25 local agencies located in the New York metro area, New Jersey, Delaware, Pennsylvania, Virginia, Maryland and Washington D.C. among others, in response to the immediate tragedy and the emotional and economic aftermath of the attacks. They provided immediate support when a family or individual fell through the cracks of the aid bureaucracy, or had not met the criteria of other agencies, or had sought out a confidential provider. And they report that they continue to support the long term needs of families whose lives were affected by the tragedy.¹⁶

In August 2002, the Salvation Army reported that it had received nearly \$88 million in donations for its September 11 relief work, and that to date, about \$65 million had been spent on primary services including financial aid to victims' families and others whose livelihoods were impacted. They estimate that the remaining \$23 million will be spent by the end of 2003, according to a 2-year spending plan developed in late 2001. The Salvation Army reported that it had assisted more than 121,000 people in the almost 1 year since the terrorist attacks, providing grief and mental health counseling, financial assistance, and other basic social services. Salvation Army officers, staff and 107,169 volunteers served almost 5 million meals to relief workers and victims at disaster sites in New York, Washington and Pennsylvania. Now that the work at the sites has ended, the Salvation Army reports that it continues to serve those in need through its corps community centers in New York and elsewhere around the country.¹⁷

Many organizations, unaccustomed to raising and dispersing donated money, created their own funds as an expression of their concern. The National Association of Home Builders, an industry group with 205,000 members, had promised their members that all of the money they collected would go to the victims of 9/11. Originally, the Home Builders had planned to turn the money over to the Red Cross

¹⁵ Report 9/11NeediestFund, available online from the New York Times web site at [<http://www.nytc.com/company/foundation/neediest/lessons.html>].

¹⁶ Catholic Charities USA [<http://www.catholiccharitiesusa.org>].

¹⁷ Salvation Army [<http://www.salvationarmy-usaeast.org>].

for distribution. When confusion concerning the dispersal of Red Cross funds began receiving adverse publicity, the builders decided to distribute the \$10 million they had collected. In the process, they discovered how difficult it is to define need and to make certain the money was appropriately distributed. Eventually, after much debate, the Home Builders committee decided that money would be funneled from the national group to an executive of the New York State Builders Association, who would then distribute it to local chapters in the New York area; the local chapters would be responsible for aiding needy victims. Applications came in slowly until the general counsel for Associated Builders and Owners of New York noticed a newspaper article about restaurant, hotel and janitorial workers who had been laid off from jobs either in or near the World Trade Center. Twenty-four hours after calling one union named in the article, the association was bombarded with applications describing foreclosure notices, overdue credit bills, and past-due phone bills. In the end, according to the New York Times article, the Home Builders did bring a modest amount of relief to hundreds of families by funneling much of their money toward this overlooked group who had experienced real hardships following the disaster.¹⁸

For a summary of the activities of some of the largest charities involved in the relief of victims of the 9/11 disaster, please refer to the “Status of Selected Victim Relief Funds,” in this report.

In a related effort to provide increased access to aid, it has been suggested that the problem of connecting victims of terrorism or any other disaster to philanthropic and social services could be alleviated by instituting an abbreviated 211 dialing code nationwide. On July 21, 2000, the Federal Communications Commission (FCC) granted the abbreviated dialing code 211 as the universal number for accessing information about community resources. According to a United Way document, as of January 2000, 211 was under consideration in 48 states that had not yet launched a 211 service, but significant activities in regard to starting 211 services had begun in at least one locality in 33 of those states. The Brookings Institution and the Urban Institute collaborated on a report entitled “Calling 211: Enhancing the Washington Region’s Safety Net After 9/11,” dated September, 2002, with a policy recommendation that local jurisdictions should create a 211 system (a regional information and referral network) in the Washington D.C. metropolitan area.¹⁹

Congressional Oversight Hearings

With so much money raised, with so many charities involved, and with reports of concern regarding the distribution of these funds, hearings were held in the U.S.

¹⁸ Barstow, David. Lesson in Hands-On Charity: Giving Away Cash Isn’t Easy. *New York Times*, February 19, 2002, Section A. p. 1.

¹⁹ [<http://www.211.org>].

House of Representatives on November 6,²⁰ and November 8, 2001,²¹ addressing charitable contributions for September 11. On November 6, representatives from the American Red Cross, the United Way and the New York Community Trust and the International Association of Firefighters testified before the House Committee on Energy and Commerce. Officials from the Federal Trade Commission (FTC), the federal government's principle consumer protection agency, also testified as did the New York State Attorney General. On November 8, the American Red Cross, September 11th Fund (United Way N.Y.), Salvation Army, the New York State Attorney General, the American Bar Association Tax Section of New York, American Institute of Philanthropy, Better Business Bureau and the Exempt Organizations Division of the Internal Revenue Service testified before the House Committee on Ways and Means.

In the November 6 hearing, New York State Attorney General Eliot Spitzer testified that he "was charged with overseeing those charities that solicit funds in ... [N.Y.] state, as well as the charitable organizations, including foundations and charitable trusts, which are created in or hold assets in ... [N.Y.] state to help ensure that the interests of the public are protected when charitable funds are raised and spent." Toward that end, Attorney General Spitzer identified five critical areas to provide such protection, as follows: 1) making it easier for victims to learn what relief is available, and to access that aid; 2) creating a victims database, to facilitate coordination, avoid duplication and ensure fairness in the aid distribution process;²² 3) providing the American public with information about the amount of donations received and expended, and the purpose of those expenditures; 4) investigating and prosecuting any instances of fraud and abuse that arise; and 5) ensuring that a working group of charities and victim advocates is established, to solve problems as they arise and swiftly identify gaps in the services required to meet victims' needs in the future.

There was a general consensus among those testifying at the hearing that there was very little known fraud concerning the funds.²³ But a concern was raised by committee members that when a specific fund is set up for a specific need, e.g., the Red Cross Liberty Fund for victims of 9/11, then the expectation of donors is that all of the money raised in that fund will go to meet that specific need unless it is very clearly stated that some of the money would be put in reserve accounts for similar tragedies.

²⁰ U.S. Congress. House. Committee on Energy and Commerce. Subcommittee on Oversight and Investigations. *Charitable Contributions for September 11: Protecting against Fraud, Waste, and Abuse*. Hearings, 107th Congress, 1st Session, 2001.

²¹ U.S. Congress. House. Committee on Ways and Means. Subcommittee on Oversight. *Charitable Organizations' Distribution of Funds Following Recent Terrorist Attacks*. Hearings, 107th Congress, 1st Session, 2001.

²² WTC Relief Info, available on the Internet at the World Trade Center Relief Info site [<http://www.wtcrelief.info/Charities/Information/pages/Basic.jsp?PageID=2>]

²³ Also see General Accounting Report entitled, *September 11; More Effective Collaboration Could Enhance Charitable Organizations' Contributions in Disasters*, dated December 2002, pp.18-20 (GAO-03-259).

This idea was reinforced by the testimony of a representative of The Better Business Bureau Wise Giving Alliance, a nationally recognized monitoring organization that sets accountability standards for charities and other soliciting non-profits. The committee was told that the BBB Wise Giving Alliance had commissioned Princeton Survey Research Associates to conduct a “Donor Expectations Survey,” in the spring of 2001. This survey was released in September 2001. The findings indicated, among other things, that 86% of Americans gave to charities in 2000; that Americans have very high expectations for ethics and accountability by the charities; and that first and foremost the public needs to know how the charity is spending their money. Specifically, 63% of the public expects the money to be used for current needs rather than put in a reserve and 73% rate the accuracy of a charity’s advertising and promotion as very important.²⁴

Status of Selected Victim Relief Funds

An Overview Report issued by the Attorney General of New York 1 year after the September 11 attack lists 52 charities that can account, as a group, for more than 90% of the donations for the relief effort. The report stated that as of September 2002 charities had collected well over \$2.2 billion in donations, with much of the money coming in during the first 60 days after the attacks. In many instances, financial information regarding the program activities of the funds active in the early stages of the September 11 relief effort will not be available until the respective charities file their required “Form 990’s” with the Internal Revenue Service or the Charities Bureau of the N.Y. Attorney General’s Office. The New York Attorney General stated that, “it is important to note that this survey, while broadly inclusive of the many types of charities active in the relief effort, does not constitute a complete description of the September 11 charitable sector.”²⁵ For further information concerning the unique challenges charitable organizations face in soliciting contributions, selecting beneficiaries and distributing funds for wide-scale disaster relief, see the policy brief by the Urban Institute, *Managing Charitable Giving in the Wake of Disaster*.²⁶

In the Attorney General’s report each organization is classified in four basic categories (many charities fall into more than one category) as follows: Direct aid providers (those that included in their activities the distribution of cash assistance and /or reimbursement of victims’ living expenses); service providers (those that assisted victims, e.g., through the efforts of their staffs and volunteers); scholarship providers; and grant-makers (those that addressed September 11 by awarding funds to other not-for-profits that would, in turn, provide direct aid or services). The following are some of the largest charities listed for the New York Attorney General’s report; the classification of the charity is included, following the name of the fund.

²⁴ For the full report see [<http://www.give.org/news/surveyintro.asp>].

²⁵ *September 11th Charitable Relief: An Oversight at One Year* (Rept. of N.Y. Atty. General) [http://www.oag.state.ny.us/charities/september11_charitable_report/sept11_report.html].

²⁶ Steuerle, Eugene C. *Managing Charitable Giving in the Wake of Disaster*. *Charting Civil Society*, no. 12, May 2002.

New York State's World Trade Center Relief Fund Distribution (A direct aid organization)

This fund was established on September 14, 2001. Governor George Pataki announced that as of September 16, 2002, of the \$68 million donated to the fund, more than \$59 million has been distributed to the families of victims of the September 11 terrorist attacks. The fund has issued more than 13,000 checks to members of more than 2,400 families. Under the fund, the surviving spouse or domestic partner of each victim will receive a total of \$17,000; any surviving child of the victim who is 21 years of age or younger will receive a total of \$7,500, (children over 21 will be eligible for a total of \$7,500 if they can establish that the victim was the source of at least 50% of his or her financial support). If there is no surviving spouse, partner or child a total of \$17,000 will go to the parents of the victim; the fiancée of a victim will receive a total of \$17,000. This fund has no administrative costs.²⁷

Twin Towers Fund (A direct aid organization and a service provider organization)

Former Mayor Rudolph W. Giuliani established this fund to assist, support and recognize the families of the members of the uniformed services of the New York City Fire Department and its Emergency Medical Services Command, the New York City Police Department, the Port Authority of New York, the New Jersey Police Department, the New York State Office of Court Administration and other government officers who lost their lives or were seriously injured because of the terrorist attack of September 11, 2001. As of August 20, 2002, over \$185 million had been raised and 436 families have received over \$155 million. The average family grant is \$355,000. The fund has made distributions to over 1,280 family members of the rescue workers. The fund has operating expenses of about 1% of all money raised; this operating expense is raised separately, ensuring that 100% of donations go to the families.²⁸

Liberty Disaster Relief Fund (Red Cross) (A direct aid organization and a service provider)

On September 20, 2001, the Red Cross established the Liberty Disaster Relief Fund as a separate, segregated account to fund relief services related to the September 11 attacks. As of September 11, 2002, the fund revenue is over \$1 billion. Besides immediately setting up stations for relief and recovery at the sites (New York, Pennsylvania and the Pentagon) a new program called the family grant program was developed where, through an easy one-page application with no receipts, a victim's family was able to receive up to roughly \$30,000 within 48 hours of application to assist the family with mortgage payments, food and other bills.

²⁷ For updates, see [http://www.nysegov.com/news/WTC_Relief_Dist.htm].

²⁸ For updates see [<http://www.twintowersfund.com/Distribution.html>].

Initially, there was some confusion within the Red Cross leadership and the public, about whether the entire Liberty Fund was to be used solely to care for the victims of the September 11 attacks, their families and the rescue workers, or whether parts of this fund would be set aside to prepare for future terrorist attacks (a set-aside is typical of the way the Red Cross deals with other types of disasters such as hurricanes). On November 14, 2001, after the congressional hearings on November 6 and 8, 2001, the Red Cross held a news conference to say that it would spend the entire Liberty Fund to care for the victims of the September 11 attacks, their families and the rescue workers and thereby, "... hope to restore the faith of our donors and the trust of the American public." On December 27, 2001, the Red Cross asked Senator George Mitchell, former Senate Majority Leader, to serve as the independent overseer of the Liberty Disaster Fund to assure donors that their financial contributions were properly allocated to meet the ongoing and long-term needs of the 9/11 victims and their families.

The Red Cross reports that as of September 11, 2002, \$643 million from the fund had been spent or committed. Between September 11, 2001, and September 11, 2002, the Red Cross reported that it had provided \$511 million for assistance to families who lost loved ones, people who were seriously injured in the attacks, and to others who lost their homes, their jobs, or their livelihoods. During this same period, the Red Cross spent \$95 million on disaster relief services, including 14 million meals for disaster workers and victims, mental health services for over 237,000 people and health services for 131,000 people. Seriously injured individuals and the estates of the deceased are currently receiving gifts of \$45,000 each. Additional financial assistance to help meet financial, health and other needs will be available to extended and non-traditional family members, as well as traditional family members and seriously injured individuals with compelling unmet financial needs. Another \$37 million was spent on fund stewardship activities such as donation processing, acknowledgments and supplemental audit procedures.²⁹

September 11 Fund (United Way) (A grant making organization)

The September 11th Fund was established by United Way and New York Community Trust on September 11, 2001 to provide relief to victims and their families. As of September 19, 2002, \$510 million was collected (\$341 million in grants were distributed to 293 grantees). The breakdown of fund usage was: \$290 million (85% of the total) went toward cash assistance and services for victims and families; \$41 million (12% of the total) went toward assistance to communities; and \$10 million (3% of the total) went toward rescue and recovery efforts. There were 100,000 people who received cash assistance including: 3,800 surviving families and the severely injured, 35,000 who lost jobs, and 6,000 who were displaced from their homes.³⁰

²⁹ *A Review of the American Red Cross' Response in the Past Year*, September 2002. [<http://www.redcross.org>].

³⁰ For updates see [<http://www.september11fund.org>].

International Association of Fire Fighters – New York Firefighters 9-11 Disaster Relief Fund (A direct aid organization)

On September 13, this fund was established to provide financial assistance to the families of all fallen firefighters and to coordinate efforts to assist fire and emergency medical services personnel on the scene in New York City.³¹ As of June 30, 2002, the fund raised over \$159 million, with 90% of the fund disbursed including 1% used for administrative purposes.³²

Safe Horizons (A direct aid organization and a service provider organization)

As reported in the New York State Attorney General Report, Safe Horizons has raised nearly \$110 million as of June 30, 2002, with 96% of the fund disbursed and with 1% used for administrative purposes. (Safe Horizons aid and services were funded predominantly by the September 11th Fund). According to their website, Safe Horizons helped 9/11 victims and relatives apply for emergency compensation to cover immediate expenses (rent, utilities, groceries etc.) as well as funeral expenses and longer-term counseling. Presently, Safe Horizon Counseling Center, a licensed mental health facility specializing in trauma counseling, offers group crisis support to individuals as well as to businesses and organizations whose employees are experiencing trauma and other related issues. Crisis Response Teams are available to meet staff, provide group support sessions and consult with human resources professionals for referrals to additional health and practical services.³³

Families of Freedom Scholarship Fund (A service provider organization)

This fund, founded on September 17, 2001 by Citizens' Scholarship Foundation of America (CSFA) and the Lumina Foundation for Education, is co-chaired by Former President Bill Clinton and Former Senate Majority Leader Bob Dole. The fund provides education assistance for postsecondary study to dependents of those killed or permanently disabled as a result of the September 11, 2001 terrorist attacks and during the rescue activities relating to those attacks. Specifically, the fund will benefit dependents of the victims, including airplane crew and passengers, World Trade Center and Pentagon workers and visitors, and relief workers, including firefighters, emergency personnel and law enforcement personnel. A fund-raising goal of \$100 million was set. As reported in the 2002 CSFA annual report, the fund

³¹ Since this fund does not have a WEB page that discusses the dispersal of funds, funding information was obtained in the 1 year overview report prepared by the New York State Attorney General.

³² [http://www.oag.state.ny.us/charities/september11_charitable_report/sept11_report.html].

³³ See [<http://www.safehorizon.org>]. Fund dispersal information is not included in the Safe Horizons WEB cite.

raised \$105 million in less than 1 year.³⁴ Funds were received from more than 20,000 donors. CSFA pledges that 100% of all contributions to the fund will support undergraduate education of eligible students. The fund extends to currently enrolled students as well as future students continuing through the year 2030. As of September 2002, approximately \$865,000 in scholarship assistance has been distributed to 114 students currently enrolled in postsecondary study. Also, as of that date, 2,169 eligible individuals have registered in the CSFA data base, including 1,474 children, 669 spouses and 26 domestic partners or children of domestic partner relationships.

Uniformed Firefighters Association Widows and Children's Fund (A direct aid organization)

The September 2002 report of the New York State Attorney General stated that this fund has raised \$71 million since the September 11 disaster; the Attorney General also reported that 51% of that amount had been disbursed as of September 2002. One percent of the funds raised was used for administration of the funds. Beneficiaries of the fund are listed as family survivors of the uniformed services.³⁵

The New York Police & Fire Widows' & Children's Benefit Fund (A direct aid organization)

This fund was established 17 years ago. In a summary dated September 1, 2002, it was reported that after the events of 9/11 more than \$115 million was raised. The funds were quickly distributed, with \$100,000 going to each September 11 widow or widower, including New York City police officers and firefighters, Port Authority police officers and emergency medical services personnel. An additional \$18,000 was expected to be distributed to each of the 9/11 widows in October 2002. Further, for 17 years the fund has sent annual distributions to the "historical" widows of New York police; in conformance with this practice a one-time \$30,000 distribution was made to each of these widows with an additional \$8,000 distributed to these widows in October 2002. It is expected that approximately \$12,000 will be distributed annually to each of the approximately 725 widows and widowers (both 9/11 and historical) beginning in 2003, and continuing for each year through 2009.³⁶

³⁴ See [<http://www.csfa.org>].

³⁵ [http://www.oag.state.ny.us/charities/september11_charitable_report/sept11_report.html]. Fund dispersal information is not included in the WEB cite.

³⁶ See [http://www.nypfwc.org/about_us.cfm].