

GUATEMALA EARTHQUAKE

HEARING
BEFORE THE
SUBCOMMITTEE ON
WESTERN HEMISPHERE AFFAIRS
AND
SUBCOMMITTEE ON FOREIGN ASSISTANCE
OF THE
COMMITTEE ON FOREIGN RELATIONS
UNITED STATES SENATE
NINETY-FOURTH CONGRESS
SECOND SESSION
ON
IMPACT OF AND RELIEF EFFORTS FOR
GUATEMALA EARTHQUAKE

FEBRUARY 10, 1976



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GUATEMALA EARTHQUAKE

MONDAY, FEBRUARY 16, 1976

UNITED STATES SENATE,
SUBCOMMITTEE ON FOREIGN ASSISTANCE AND THE
SUBCOMMITTEE ON WESTERN HEMISPHERE AFFAIRS OF THE
COMMITTEE ON FOREIGN RELATIONS,
Washington, D.C.

The subcommittees met at 4 p.m., in room 4221, Dirksen Senate Office Building, Hon. Gale W. McGee presiding.

Present: Senators McGee, Sparkman and Case.

Senator MCGEE. This hearing will come to order.

Our session here today has been scheduled by both the Western Hemisphere Affairs Committee of the Foreign Relations Committee, of which I am the chairman, and the Foreign Assistance Subcommittee of which I am the ranking member.

Senator Humphrey is the chairman of the Foreign Assistance Subcommittee, but he is the brave man today. He is holding a hearing of the Joint Economic Committee in Boston. I am sure that they already have been entrapped by something or other, as I have been reading in the press.

But by being here on this Washington's birthday, I was also trapped, fighting the girls, as it were, down at Hecht's and over at Woodies' and finally at Raleigh's. But otherwise, I am intact. I found a superb jacket I didn't need, for \$29. Not this one; this is an old one.

[Laughter.]

Senator MCGEE. I found a corduroy leisure suit for \$50, half price. You can't beat that, no matter what you do. So it has been a very successful Washington's birthday. I darned near missed a vote in the Senate, but I made it.

Senator SPARKMAN. Mr. Chairman?

Senator MCGEE. What did you get?

Senator SPARKMAN. I want to say something.

Senator MCGEE. I have a statement I want to make first. Are you going to steal my thunder?

Senator SPARKMAN. Not at all. I wouldn't speak of this as Washington's birthday. This is the 16th.

Senator MCGEE. So his mother would shudder at the thought, wouldn't she?

[Laughter.]

Senator SPARKMAN. I think Washington has been treated worse than anyone with reference to birthdays. He was born on February 11th. Then they shifted it to the 22nd. Now this Monday holiday thing that we set up shifts it to the 16th. I don't know anybody that

has had three birthdays within the same month other than George Washington.

Senator MCGEE. There must be something meaningful I could say, but I leave that with the statement of three birthdays, Mr. Chairman.

[Laughter.]

OPENING STATEMENT

Senator MCGEE. The basic purpose of this hearing is to evaluate the magnitude of the disastrous earthquake which struck Guatemala in the early morning hours of February 4 and has been shuddering and shimmying ever since, I am told.

We need to assess the relief efforts projected by our own country and to examine the dimension of the disaster in terms of its future impact and implications for American policy in a rather broader sense.

A mission, led by Mr. Parker, has just returned from there. I want to commend you, sir, for expediting that firsthand view and the imaginative way in which it was approached, because it can serve a very great purpose here as well as being very meaningful to what is really called for in that part of this hemisphere.

I am told that the estimates of the dead have continued to rise. One of the first stories put it at about 2,500.

Now it is in excess of 22,000, I am advised, and still going up because in many of the rural areas, they haven't even begun to probe the wreckage where there was nearly total devastation.

Some 77,415 people are injured, and that figure is still going up. More than a million people out of a population of 5.9 million people are left homeless, and one doesn't have to go far to project a similar impact in our own country if we were to run that out in the proportional population dimensions.

It is staggering, literally staggering. We have always associated such a catastrophe as something that only the ultimate nuclear conflict could produce. Here it is in real terms, in very earthly context.

I hope our Government will be prepared to assist in a most constructive way, as the disaster now requires. The impending staff report and the report you are making to the President will both be revealing. Both of those will be made a part of this record in order to avoid unnecessary delays in assessing this situation.

The rest of my statement evaluates in positive terms our response so far. It is rather commendable. In order to expedite getting to your remarks, Mr. Parker, I am going to suggest that my statement be made a part of the record.

[Senator McGee's prepared statement follows:]

PREPARED OPENING STATEMENT OF SENATOR GALE MCGEE

This hearing is being conducted jointly by the Western Hemisphere Affairs Subcommittee, of which I am Chairman, and the Foreign Assistance Subcommittee of which I am a member. Senator Hubert Humphrey, Chairman of the Foreign Assistance Subcommittee, is unable to be with us today due to the fact he is chairing a Joint Economic Committee hearing in Boston.

The basic purpose of this hearing is to evaluate the magnitude of the disastrous earthquake which struck Guatemala in the early morning hours of February 4, to assess the U. S. relief efforts, and to discuss the impact of this disaster on Guatemala's economic future in general and on our development assistance programs in particular.

Briefly, these are the parameters of the disaster.

- Nearly 22,300 people killed, with the death toll expected to rise.
- Some 77,415 people injured, with this figure also expected to rise.
- More than one million people out of a population of nearly 5 million left homeless.

The full extent of the casualties and destruction will not be known for some time. According to reports, the disaster area is some 100 miles long and 40 miles wide. Many small towns and villages in remote mountain regions are among the hardest hit.

It is my belief that the United States government should not only be prepared to assist in the rehabilitation of this devastated nation but also that we should work with the donor community to insure that adequate resources are made available to plug the gaps in the Guatemalan government's own resources which will be devoted to the reconstruction.

A staff report has been prepared which makes the following observations, based upon an on-sight inspection of the affected areas last Thursday and Friday.

First, the U. S. response to the disaster and our handling of the relief operations should serve as a case study for future operations of this scope. I am advised that the coordination of the disaster relief operations was exceptional. The government of Guatemala responded quickly and worked in close concert with the United States. The mobilization of the military and civilian sectors of the U.S. government was outstanding for the precision in which damage assessments were made, in the determination of immediate and most pressing needs of the population affected by the earthquake, and in the logistics required for transporting vitally needed supplies to the hard hit rural areas.

Second, the decision to immediately dispatch a U.S. Disaster Assessment Survey Team (or DAST), comprised of a U.S. Army Special Forces Unit, enabled the government and donor community to pinpoint the hardest hit areas. Had it not been for the competence of this exercise, the tragedy, in human terms, would have been much more grim.

Third, the DAST team, in a very short period of time, was able to identify relief needs. As a consequence, we avoided shipping unneeded supplies from our own stockpiles, while we insured that basic requirements of the affected population were met.

Fourth, the installation of a fully operational 100-bed army field hospital in the hardest hit rural area was accomplished within three days after the February 4th earthquake. The logistics of referring and transporting the more seriously injured cases to Roosevelt Hospital in Guatemala City were worked out in an expeditious manner.

Fifth, on February 9, the 20th Engineer Brigade evaluation team from Fort Bragg, North Carolina arrived in Guatemala to begin an on-site inspection of the heavily damaged Guatemala City-Puerto Barrios road. By February 13, the field team had completed its damage assessment, including recommendations on equipment needs, manpower requirements, and the length of time needed to reopen the road prior to the rainy season which begins in May.

Sixth, on February 13, eight U. S. Army Special Forces teams were dropped into the more inaccessible areas of the disaster area in order to locate injured persons who could be transferred to the MASH hospital or Roosevelt for treatment. Regular reports are being sent into the U. S. disaster relief coordination center, located at the Guatemala City airport. These reports include assessment of additional needs of rural populations affected by the quake.

Seventh, the fact that the disaster relief coordination center was established at the airport where we could monitor incoming supplies from all donors and oversee, with the government of

Guatemala, the dispersal of badly needed supplies to the rural areas was an important decision made in our handling of the operation.

Eighth, the provision of eight Chinook helicopters and six Huey helicopters was indispensable to ferrying supplies to the rural areas and for bringing the injured into hospital centers designated to handle the earthquake victims.

Ninth, the tireless efforts of our Ambassador, Francis Meloy, in working with U. S. personnel and the Government of Guatemala to insure that no bottlenecks occurred in the operation were commendable.

And finally, the outstanding efforts of the Peace Corps Volunteers and private and voluntary organizations -- most notably CARE, U. S. Catholic Relief, Church World Service, the Salvation Army and the Seventh Day Adventists -- to name but a few, drew the praise of all participating in the U. S. government effort.

While the donor community has responded quickly and generously to the victims of the Guatemalan earthquake, a substantial percentage of the population of that nation will be facing a long-term disaster unless adequate resources are made available from the donor community.

With these brief remarks, I welcome AID Administrator Dan Parker, who is the President's Special Coordinator for International Disaster Assistance, and his assistants, Herman Kleine, Assistant Administrator for Development Programs in Latin America, and Georgiana Sheldon, the President's Deputy Coordinator for International Disaster Assistance.

Dan, will you proceed?

Senator MCGEE. Inasmuch as neither one of my colleagues has an opening statement because we are here to hear you, unless I hear an objection, you ought to get underway. I am sure we will have questions.

STATEMENT OF DANIEL PARKER, ADMINISTRATOR, AGENCY FOR INTERNATIONAL DEVELOPMENT AND THE PRESIDENT'S SPECIAL COORDINATOR FOR INTERNATIONAL DISASTER ASSISTANCE; ACCOMPANIED BY: HERMAN KLEINE, ASSISTANT ADMINISTRATOR, BUREAU FOR LATIN AMERICAN AFFAIRS, AID, AND GEORGIANA SHELDON, THE PRESIDENT'S DEPUTY SPECIAL COORDINATOR FOR INTERNATIONAL DISASTER ASSISTANCE

Mr. PARKER. Yes; Mr. Chairman. With your permission, I would like to move to the map and the graphic materials.

Senator MCGEE. You are making your report to the President a part of the record?

Mr. PARKER. Yes; Mr. Chairman, I would like to submit the report that I made to the President this morning as part of the official statement. [See appendix.]

Mr. PARKER. I spent about 45 minutes with the President this morning explaining the scope and magnitude of this disaster.

DIMENSIONS OF DISASTER

To begin with, the disaster area actually extended from off the coast, on the Atlantic side all the way into the Pacific. But the principal impact of the earthquake was felt within this area outlined in blue. Within the area outlined in red there was virtually total destruction.

On a national basis, out of some 5.9 million people, over 1 million people are presently homeless, over 74,000 were injured and over 22,000 were killed.

Focusing more on this severely impacted area, there is a population of about 1 million (outside of the City of Guatemala), and of these 925,000 or 90 percent are without homes. Their homes were destroyed totally. 69,700 of the injured and 21,600 of the dead are in this blue area.

Just to put it into perspective, this area of virtually total destruction is a geographic area of approximately the size of metropolitan Washington. In that area where some 200,000 people live, 184,000 of them are totally without shelter, 30,700 were severely injured, and 13,000 were killed.

Senator MCGEE. Within the red triangle there?

Mr. PARKER. That is correct, sir.

This earthquake, in geological terms, was unusual in that it was a lateral shift. To put it rather dramatically, the way one geologist put it to me in Guatemala, the area north of the line of the fault moved westward by approximately one meter.

This occurred in a series of shocks, one of which was missed in the early reporting.

The impact of this disaster, for reasons which I will explain, is essentially on poor people. It has economic dimensions overall, but it is principally on poor people.

Second, the true devastation is essentially rural. This is not to lessen the significance of the impact on the urban poor, but let me explain, if I may, why this is essentially a rural disaster.

The rural poor live in dwellings which are made of adobe, adobe walls and heavy, clay, tile roofs. The adobe looks very substantial, but in fact, it is very weak. When the shock hit, the adobe walls with little strength collapsed, allowing the very heavy tile roof to come down on people at 3 o'clock in the morning. They were asleep and most of the population was inside. They had no chance to escape. They had to fight their way out of rubble or were killed instantly.

The impact on the city was principally upon the poor, again because their buildings, essentially shacks, or rather makeshift shanties, with no inherent strength to them, are placed in marginal areas on the edge of ravines. They collapsed.

So the better buildings, the more modern buildings were in fact rather lightly damaged. The more modern the building, the less damage. One high-rise office building that would by appearance be the one that would be most affected, sort of columned with an enlarged top, in fact only had about three or four windows broken.

It is interesting to see the impact in psychological terms as well. When one flies over the City of Guatemala in a helicopter, you can look down and see seemingly undamaged and reportedly undamaged middle-class, upper-class dwellings. But if you look closely, you can see tents pitched out in the garden or tents and makeshift structures out on the sidewalk or in the street. People are afraid to go back into their homes at night.

This is unique, of course, to a disaster of this type. There is no clear-cut ending point to this disaster, unlike a tornado or a hurricane or a fire. So there is considerable apprehension yet within the area.

The focus of the disaster impact being on the poor, we believe that our response and the response of the Government of Guatemala should focus again on those people. Before I get into that, I would like to touch on the immediate relief.

IMMEDIATE RELIEF

This area is extremely mountainous. The communications, roads, even telephones and radio, under normal conditions are not very good. When suddenly this earthquake occurred, communication was virtually eliminated, thus making it very difficult for the authorities in Guatemala to begin assessing damage.

You mentioned the inaccuracy of the initial estimate of some 2,000 people killed. That was the result of an inability to make voice contact in any way or make physical contact to find out what had actually happened.

In the new approach to U.S. Foreign Disaster Assistance that we have been developing, we have been trying to focus on the objective of getting early and precise assessments in order to guide the application of emergency relief supplies. We were able to do that in part in Guatemala.

I hope that we can improve much further in the future.

We flew up from Panama a military team who had been especially trained to do an assessment. They began to identify where the pockets

of real tragedy were and they were then able to bring in helicopters to get the necessary emergency medical supplies and medical help.

We were also able to evacuate those people that could not receive treatment within the area in spite of the fact that we tried to take as much help in as we could. At this stage, in order to be brief, Mr. Chairman, we are beginning to phase out of the emergency and into the beginning of the rehabilitation.

REHABILITATION NEEDS

We see within this area the urgent need for shelter. In the highlands, the temperatures go down quite low at night—into the low forties, even into the thirties. Furthermore, we are confronted with the fact that the rainy season begins in May. Presently, it is terribly dry, but in May the rains begin and they are very heavy rains.

So we have to help the Government of Guatemala in moving toward providing shelter just as quickly as possible for the people in the rural areas that were severely impacted as well as for the people in the capital city. The deadline really is about the 1st or 15th of May.

In overall economic terms, the productivity of the country was not greatly impaired. They had had a recent good harvest. Shipment of one of the main export crops, coffee, which is shipped from the Pacific ports can continue essentially as normal.

The other export crops, cotton, sugar and bananas, which move out eastward through the Atlantic port, must be transported along a highway which received severe damage in the area from Guatemala City to El Progreso. So a high priority is to repair this part of the roadway so that the overall economy can maintain its foreign exchange earnings.

It is also important to get this part of the highway open because they will be needing substantial quantities of imported materials necessary for reconstruction. The Government of Guatemala is giving first priority to the reestablishment of road communication in the rural areas, principally in this area, and then secondly to getting this vital economic communication link to the sea opened again.

I spent in total probably 3 to 4 hours with President Laugerud of Guatemala, who made very, very clear his belief that the first burden of the cost of reconstruction should be carried by themselves. This is their policy.

NECESSARY EXTERNAL ASSISTANCE

In spite of this determination, I believe it will be necessary for them to receive external assistance. They will certainly need emergency external assistance for the building materials so that the families themselves can commence reconstructing their own homes.

Second, I believe that there will be a need for external assistance in both technical support and capital for the initial reopening, which is just an interim reopening, of the severely damaged sections of the main highway.

EXPENSES INCURRED BY UNITED STATES

For our purposes in terms of assessing the U.S. contribution, we have had operating expenses. These are not insignificant. We will phase down our operating costs now that we are finishing the emergency phase, but nonetheless, we have incurred substantial expenses. By the time we phase out emergency relief completely, it will be a significant figure.

SUMMARY

So in sum, Mr. Chairman and gentlemen, the disaster and its economic impact were essentially upon the rural poor. The overall macroeconomic impact on the Government of Guatemala, while very significant, is probably within their own capability to finance out of present resources or out of those resources that they can get from the World Bank or the Inter-American Development Bank and others.

Thank you, Mr. Chairman.

[Mr. Parker's briefing paper follows:]

GUATEMALA EARTHQUAKE BRIEFING PAPER*

The Event

- . Principal shock
 - . February 4, 1976 0304 local time
 - . Location
 - - Coordinates: 15.4 N / 88.7 W
 - - Approx. 75 miles northeast of Guatemala City
 - . Intensity 7.5 Richter scale
- . Major after-shocks of varying magnitude as follows:
 - . February 6, 1220, 5.75 - 6 Richter scale. (Caused additional damage to weakened structures 8 miles east of Guatemala City.)
 - February 8, 0214 - 5.5 Richter scale - 14 miles N.E. of Puerto Barrios - Caribbean Port.
 - . February 9, 0545 - 5.5 Richter scale - 3 miles N.E. of La Esperanza, Copan Department, Honduras.
 - . Minor after-shocks continuing
- . Casualties and Damage Estimated by Government of Guatemala
 - 22,368 dead
 - 76,415 injured
 - More than one million homeless
 - Buildings: Minor in the fringe areas, to 100% of towns and villages in areas of greatest damage. Government of Guatemala estimates 254,751 rural and urban homes have been destroyed.

*As of noon February 16, 1976: AID/FDRC

- Assessment

- Assessment by Government of Guatemala, with assistance U.S. DAST and other teams, voluntary agencies and local authorities progressing satisfactorily.
- Few if any isolated towns and villages remain to be contacted.

- Roads

- Interdicted in many places by landslides, fissures and contortion of ground and destroyed bridges. Many feeder roads have been opened or by-passed.
- Main economic route - Guatemala City to Puerto Barrios road will require extensive work to open prior to May rainy season (see Engineering below).

- Supplies

- Satisfactory to meet food, medical and water emergency relief requirements.

- Distribution

- Government of Guatemala is increasing the flow of relief supplies from Guatemala City to places of need.
- Immediate problem of food distribution, seems to be under control.
- Helicopters reaching otherwise inaccessible areas

- Medical

- All emergency medical requirements have been met (includes pharmaceutical supplies and personnel). Only item

remaining is concern for availability of stocks of medicine for intermediate range and resupply needs.

Inventory is under way by GOG with U.S. help.

. Food

- In-country food stocks appear sufficient to meet immediate needs.
- There were approximately 11 million pounds of PL 480 Title II food in-country available for distribution, which are being used.
- U.S., VolAgs, private donors, third country and international donors are bringing in between 400,000 and 500,000 lbs. of food each day.
- 10 million lbs. of corn, beans and rice have been distributed from GOG central warehouse in Guatemala City in first 9 days.
- GOG estimates a deficit of 67,000 tons of grain in next 4 to 5 months.
- GOG plans request 50,000 tons corn under PL 480 Title II.

. Water

- Water systems were damaged. In Guatemala City, massive disruption occurred from cracked and broken water mains. In rural areas some wells stopped flowing or caved in. A U.S. expert in disaster emergency water supply has been at the scene. He improvised emergency local

distribution while crews were repairing or replacing pipe. U.S. rushed 97 (3,000 gal.) water tanks to Guatemala in the first 8 days. The immediate water crisis appears to be under control.

Shelter

- Over 1 million estimated homeless will be the focus of future rehabilitation and reconstruction efforts
- Homeless largely housed now in makeshift shelters
- The Government of Guatemala has delivered tents from their own stocks and thousands of tents have been delivered from donors. Additional needs, if any, are not apparent.
- Concern now has turned to providing the more than 1,000,000 homeless with more substantial temporary or permanent structures before the rainy season in May.
- Prefab housing could not be delivered in sufficient quantities to meet the need/time limitations.

Engineering

- An eleven-man U.S. Army engineering survey team has evaluated requirements for reopening the nation's main road to the port of Puerto Barrios. Restoring this road could be done in three phases, with weather being the determining factor.
 - remove landslides, install in-country bailey bridges,

and reopen road.

- repair and maintain drainage ditches, clear new slides and keep open under rainy season conditions
- resurface road, rebuild major bridges and remove threatening overhang.
- Embassy has requested DOD to make a feasibility, source and alternative cost analysis for phase one to be undertaken by DOD, Corps of Engineers or by civilian contractor under DOD supervision. This will be done prior to any recommendation for U.S.G. action.
- Other Post Earthquake Engineering Problems
 - Earthquake has created a dam 60 meters high, two kms. from San Martin.
 - U.S. Engineering Team reports it difficult to blast the dam open.
 - Same type dam created by the earthquake in Peru. Peru may be asked to provide technical assistance through OAS.
 - U-2 has identified similar problems elsewhere

Coordination

- U.S. Office of Foreign Disaster Assistance in A.I.D. continues to be ready to respond to further needs using resources available in the U.S. Government. Liaison with Department of Defense, other U.S. agencies and voluntary U.S. agencies well established and working well.

- Interchange of information is occurring routinely between Office of U.S. Foreign Disaster Assistance, United Nations, Organization of American States and several other donor nations.

- Reducing U.S. Military Support

- Chinooks - Ambassador has requested military to retrograde 4 Chinooks, 3 of which are down for parts. They will depart after repair - February 17. Embassy assessing need for remaining 4.
- Hueys - Ambassador has requested return of 2 on February 16. Embassy evaluating other need on urgent basis. If decision to use Corps of Engineers on repair of Guatemala City - Puerto Barrios road, may need to retain some.
- 47th Field Hospital - Professional staff available for return to U.S. on February 16.

U.S. DISASTER RELIEF ASSISTANCE - as of February 16, 1976 *

- 100 bed hospital - fully staffed (274 U.S. personnel)
- Instruments and medicines provided for hospital
- 10 helicopters (UH - 1H) 84 U.S. personnel
- 8 helicopters (CH - 47) 84 U.S. personnel
- 655 Family tents (10 X 14)
- Medical supplies - Panama warehouse (emergency kit, drugs) \$50,000
- Blood plasma - 250,000 cc
- Tetracycline - 12,500 tablets
- Penicillin - 10,000 tablets
- Tetanus anti-toxin - 250 bottles at 10 cc
- Operating room sterilizer
- 74 field cooking outfits
- One 15 KW generator
- 97 - 3,000 gallon tanks
- Water pump and tank
- 200 - 5 gallon water containers
- Disaster Assessment Survey Team (7 U.S. personnel)
- Engineering detachment (road damage survey) (11 personnel)
- 3 U.S. PHS medical epidemiologists
- 2 Water specialists
- 2 U.S. PHS pharmacists
- 4 Staff members from the A.I.D. Foreign Disaster Relief Center)
- U.S. Personnel in Guatemala U.S. Personnel Deployed to Guatemala

. Embassy	53	501 Military
. U.S. A.I.D.	40	<u>24</u> Civilian
. Peace Corps	113	525 U.S. Personnel

* 3.5 million obligated for above items.

INTERNATIONAL ORGANIZATIONS ASSISTANCE - as of February 16, 1976

Relief assistance from International Organizations has been reported to date as follows:

	<u>CASH CONTRIBUTIONS</u>	<u>US DOLLARS</u>
1. ORGANIZATIONS OF AMERICAN STATES (OAS) Cash for the purchase of roofing materials, medical supplies and other commodities		\$ 700,000
2. LEAGUE OF RED CROSS SOCIETIES (LICROSS) Contributions of goods and cash from National Societies		1,500,000
3. EUROPEAN ECONOMIC COMMUNITY (EEC) Cash donation		250,000
4. PAN AMERICAN HEALTH ORGANIZATION (PAHO) Cash donation		50,000
5. UNITED NATIONS SYSTEM		1,180,936
A. WORLD HEALTH ORGANIZATION (WHO) Cash donation	100,000	
B. WORLD FOOD PROGRAM (WFP) Food for Work allocation	985,936	
C. UNITED NATIONS INTERNATIONAL CHILDRENS FUND (UNICEF) Cash donation	75,000	
D. UNITED NATIONS DISASTER RELIEF ORGANIZATION (UNDRO) THROUGH UNITED NATIONS DEVELOPMENT PROGRAMME (UNDP)	<u>20,000</u>	
TOTAL INTERNATIONAL ORGANIZATIONS		<u>\$3,680,936</u>

OTHER CONTRIBUTIONS

PAN AMERICAN DEVELOPMENT FOUNDATION

6 ea. packaged disaster hospitals

(Three states, Alabama (through the Alabama Partners - Partner of Guatemala), South Carolina and Oregon have contributed 2 hospitals each.)

DIMENSION OF REQUIRED OUTSIDE ASSISTANCE

Senator MCGEE. If, as you suggest, the Guatemalan Government is not without some resources to get started on this, what are you telling us in terms of the dimension of the outside assistance that will be required? Is it great?

Mr. PARKER. Yes, it is great, Mr. Chairman, and it is also the assistance that the volunteer agencies could give.

I would like to make special note of the role that the voluntary agencies and the other countries have played. I would like to focus, if I may, on the voluntary agencies. The ones that we know intimately, of course, are those related to U.S. voluntary agencies that are working within the country.

There were, I think, 25 voluntary agencies that were already working in Guatemala when the disaster occurred. They immediately shifted from their regular work to disaster relief work. We have given them every assistance we could possibly think of or that they could ask for in terms of logistics and financial support so that they could be effective. They are amazingly effective.

When we do come to the point, Mr. Chairman, of proposing what kinds of assistance might be appropriate for the United States, it would be my intention to recommend to the President and to request of the Congress that we fund activities by the voluntary agencies. We are making an assessment of both the nature of their particular capabilities as well as the geographic areas in which they operate.

Senator MCGEE. You are using the voluntary agencies, in a direct relief capacity, not in a reconstruction?

Mr. PARKER. Initially, Mr. Chairman, in a relief role, but as I say, we are now moving out of providing that emergency relief into an interim stage leading toward rehabilitation. They will be particularly effective in that regard.

SIGNIFICANCE OF DAMAGE IN TERMS OF NEXT CROP SEASON

Senator MCGEE. You have explained, for example, because it is basically an agricultural area, that the agricultural crops were mostly in and that much was salvageable in spite of the other damage.

The damage isn't that significant in terms of the next crop season?

Mr. PARKER. Yes. It can be. The next crop needs to be planted in May. Thus, we have to be sure that the Guatemalan farmers do in fact have all of the seeds, the fertilizer, and so on, that they need, and that they can take the time from reconstructing their own dwellings and doing their own self-help village repair to get back out in the fields to plant this next crop.

The way these people have started their own reconstruction is most impressive and, frankly, most inspiring. They have immediately begun to gather up all of the salvageable materials from their collapsed homes and have already started to cast new adobe blocks.

I think, working with the voluntary agencies, we can assist in getting them ready to plant the next crop, but we would be under a tight schedule.

OTHER COUNTRIES' PARTICIPATION IN ASSISTANCE

As to the other countries that have participated in the assistance, this again is very impressive. President Laugerud said to me, normally, we are arguing with each other and sometimes even fighting with each other; but when something like this happens, we all get together and help each other.

GOVERNMENT CONTROLS AGAINST INFLATION

Senator CASE. What about this matter of inflation? Is there any strong control by the Government of Guatemala against prices and wages?

Mr. PARKER. Yes, there is, Senator Case. To begin with, the government is trying to obviate the causes of the sudden inflation. That is, they are identifying and putting strict controls on the goods and supplies which they can predict are going to be in short supply, and on which there might be inflationary pressure.

Senator CASE. What about building materials?

Mr. PARKER. This is going to be one of the crucial items that the Guatemalans have identified. They are, I understand, locating in-country stocks of building materials and the producers of building materials and are exercising strict control on pricing.

Senator CASE. Wouldn't it be a good idea to make it clear that we are interested in that very much, that our assistance is going to be based on the success with which they actually control the prices?

Mr. PARKER. Yes.

Senator CASE. And also on the construction wages? I think they should pay fair wages, but I don't think there should be any inflation in this area because that will add to the disaster for everybody.

Mr. PARKER. Senator Case, you are right. It is one of the key areas. I did discuss this at some length with President Laugerud. I will take your additional encouragement and direction on this and we will certainly make a point of it in discussions with the Guatemalan Government.

REPORT THAT AID IS NOT GETTING TO PEOPLE

Senator CASE. There was something on the radio this morning about a lot of the aid that was being provided not getting to the people. Is that apart from the question of inflation and extortion? Is it related to sabotage? Is it related to looting or is it just that aid is not getting to the poor people and somebody is profiteering?

Mr. PARKER. No. I heard first of all, about the looting. I saw nothing of it. I have been querying people and have heard that there is very, very little.

Senator CASE. Good. I am trying to be helpful.

Mr. PARKER. Frankly, Senator Case, I went down to Guatemala concerned about that and concerned about the possibility of diversion of or profiteering from relief supplies. So to the extent I could, I made pointed inquiry and investigation of these. I found nothing to substantiate it.

As a matter of fact, I found evidence to the contrary. I found that the relief supplies were taken by our Chinooks and our Hueys

virtually from the airport where they would come in, right out to the refugee camps, virtually without interruption.

Also, we have channeled much of the relief through the voluntary agencies. A great deal of what we provided to CARE and Catholic Relief Services has been under title II of Public Law 480. We have provided them with 11 million pounds of food that was available in-country.

They will control the disbursement and they have very effective organizations to do this. I have found no instance where there was any diversion or profiteering on relief supplies. There are pockets of need, but simply because the logistics arrangements have not been expanded to reach them.

What is happening within those areas, I don't know. It could well be that people are bidding up those prices; but those areas are being reduced daily.

Last Thursday, the 12th, we sent eight teams made up of two U.S. Army Green Beret Special Forces communications and medical people and one Guatemalan soldier into the more remote areas, to make assessments and report about injuries, needs, and so on.

The reports coming back from those teams are that they have found some areas that had not been reached. I believe this is probably the basis of the most recent increase in casualty figures; but I think it is safe to say that by now, virtually all of the areas have been reached.

VOLUNTARY AGENCIES' ACTIVITIES

If I may, I would like to be able to submit for the record a report on the voluntary agencies' valiant and effective activities. I think that you would find it impressive and it would be the basis upon which we could later add newer and more precise data.

Senator McGEE. You do that and we will make that a part of this hearing record.

Mr. PARKER. I would appreciate that very much.

[The information referred to follows:]

VOLUNTARY AGENCY ASSISTANCE

[Supplied by AID]

As of February 16, 1976

The following is a list of the Volunteer Agencies and information on their activities as currently known:

Assemblies of God	Cash	\$25,000 sent; \$75,000 pledged
Baptist World Alliance	Cash	\$6,000
CARE	9 mil. lbs. 5,000 95	Title II food blankets; first aid kits; and miscellaneous medicines (total value \$46,400)
	Cash	(\$100,000 authorized for local purchase) (\$100,000 - CARE/Canada)
	350	Hand corn grinders CARE/Honduras)
	10,000 lbs.	Beans Shipped
Catholic Relief Services United States Catholic Conference	Cash 46 1/2 tons	\$100,000 Shelter material, blankets, emergency kits, tools, clothing (total value, \$560,000)
	27,500 tons	Food commodities from Nicaragua, Honduras & El Salvador CRS Program
	Cash	\$10,000 - British Childrens' Aid
	Cash	\$29,000 - German Catholic Charities
Christian Reformed World Relief Committee	Cash 2,000 2,400 lbs.	\$10,000 Blankets; (total value \$25,000) Clothing;
Church World Service	80,000 lbs. 10,000	relief supplies (total value blankets \$105,725)
David Livingston Foundation	Specifics unknown	

Food for the Hungry	Specifics unknown	
Interchurch Medical Assistance	Specifics unknown	
Lutheran World Service	Cash	\$20,000
	5,000	blankets
Mennonite Central Committee	Cash	\$300,000 pledged dor reconstruction
	2 flights (77,000)	loaves bread
Medical Assistance Program	126.5 tons	Medical supplies and high protein supplements (value, \$550,000)
Salvation Army	1,000 lbs.	powdered milk
	1,000 lbs.	miscellaneous medical supplies
		<u>On order</u>
	60,000 lbs.	canned food
	\$10,000	medical supplies
Seventh Day Adventists World Service	40,000 lbs.	food
	2,000 lbs.	medicine
	3,000 lbs.	blankets
	5,000 lbs.	clothing
	200	tents
		(have medical team in Tecpan)
		<u>On order</u>
	50,000 lbs.	corn
	50,000 lbs.	beans
	50,000 lbs.	rice
	16,000 lbs.	medicine
	100 bed	hospital
	5,000	blankets
	1,000	tents
		(Working in: Guatemala City and four outlying towns.)

Southern Baptist Convention Foreign Mission Board	cash	\$25,000
	270	tents
	250	sleeping bags
	6	doctors sent
World Neighbors, Inc.	Support of 23 medical personnel from U. of Miami in cooperation with Save the Children Foundation	
World Relief Commission	cash	\$60,000
World University Service	Specifics Unknown	
World Vision International	Cash	\$15,000
American Friends Service Committee	cash	\$200,000 pledged for self-help reconstruction
American National Red Cross	cash	\$100,000
	3,400	tents
	5,000	blankets
	1,000	cots
	20,000 lbs.	medical supplies
	60,000 lbs.	food
	<u>On Order</u>	
	3,000	tents
	6	3/4 ton pickups
	5	ambulances
	(Working in: Zones 3 and 6 Guatemala City and six outlying towns)	
Christian Aid	30,000 lbs.	food
Help the Aged	10,000	blankets
	5,000 lbs.	food
British Red Cross	22 tons	medicine
Mormon Mission	\$5,000	food
	6,000 lbs.	blankets & tents
	500 lbs.	clothing
	500 lbs.	medical supplies

Total Voluntary Agencies - 25

Total Contributions Computed - \$2,477,125 (plus additional in-kind contributions)

GUATEMALA'S EARTHQUAKE HISTORY

Senator MCGEE. While you are on the immediacy of trying to keep this relief and reconstruction under some kind of manageable control to avoid exploitation and excesses, is an earthquake of this sort an oddity down there? Do they have a history of it?

Mr. PARKER. The last one occurred in December of 1917 and January of 1918. The geologists say that seismically it was quite a different type of earthquake, but it was severe and there was great damage.

CONSTRUCTION STANDARDS TO SURVIVE EARTHQUAKES

Senator MCGEE. That is more than a generation ago. Maybe the next generation didn't learn from that. I was wondering whether there is some conscious effort to improve the structure, that is, get away from the adobe?

Mr. PARKER. The Guatemalans have already done that, Mr. Chairman, in some ways. I inquired and was told that sometime in the 1930's, they imposed a set of construction standards that were oriented to building quality relative to being able to survive earthquakes.

Apparently they were effective in that action because generally buildings constructed from the 1930's onward, suffered less damage and thus inflicted fewer casualties. Just to indicate the severity of this earthquake, the old churches and cathedrals in the villages that had survived two centuries and several major earthquakes now are destroyed.

Looking to the future, the rate at which these people are going about their own reconstruction is, I must say, one of the most impressive single things to me. The spirit of these Guatemalans! They are probably going to rebuild their homes more quickly than new construction techniques can be brought to them. In other words, they are going to be rebuilding buildings that could fall in again.

We have already sent housing engineers in, specialists in this type of situation, to make assessments as to what could be done to ameliorate this and change it after the fact. In other words, how can you use a few concrete blocks to stiffen these adobe walls so that they won't come tumbling down?

One of the programs that we are considering is the possible provision of lighter weight, corrugated steel roofing material in order to obviate the use of heavy clay tiles.

This, hopefully, would enable some degree of amelioration. If they fell in, it might only moderately injure some people rather than kill them. These people are determined to help themselves, and they are helping themselves. I am sure that they are going to get their dwellings rebuilt rapidly.

OTHER COUNTRIES HELPING

Senator CASE. Is any other country in this hemisphere helping?

Mr. PARKER. Yes. If I could, I would like to submit a list for the record. It is a very impressive list of 24 countries. When you look at that airport and see the different flags on the tails of aircraft, you can tell that there is universal compassion for the people in Guatemala.

[The information referred to follows:]

THIRD COUNTRY DONOR ASSISTANCE - as of February 16, 1976

[Supplied by AID]

The Office of Foreign Disaster Relief Coordination has reports of the following contributions in cash or kind from third country donors.

Argentina		field hospital w/medical team
Belgium	30,000 lbs.	Red Cross supplies
Brazil	45,000 lbs.	food and medical supplies
Canada	24,000 lbs.	milk
	35,000 lbs.	food
	75,000 lbs.	milk (\$160,000)
		blankets (\$300,000)
	Cash, Embassy	(\$ 15,000)
	Cash, Red Cross	(\$100,000)
Colombia	23,800 lbs.	medical supplies
	18,600 lbs.	food
Costa Rica	8,000 lbs.	hospital supplies
		doctors, nurses
	4,740 lbs.	medical supplies, food
	4,000 lbs.	plaster
Dominican Republic		5 doctors
	22,000 lbs.	medicines and food
Ecuador	7,000 lbs.	medical supplies
	7,000 lbs.	food
France		cash (\$11,260)
Germany, FRG	80,000 lbs.	medical supplies
Haiti	7,230 lbs.	food
Honduras	9,000 lbs.	food
		tents
	26,000 lbs.	medical supplies
	19,000 lbs.	food and other supplies
Israel	4,000	blankets
	26,000 lbs.	food and medical supplies
Italy	Cash	(15 million lira)
		(U.S. \$22,000)

Mexico	12,000 lbs.	medicines and food
	200 tons	5 doctors
	10,000 lbs.	food per day by truck
	17,240 lbs.	meat and medicines
	10,000 lbs.	food and medicines
	8,000 lbs.	milk powder
	10,300 lbs.	radio equipment, food and milk
	13,600 lbs.	medical supplies and food
	12,500 lbs.	food and medical supplies
	27,600 lbs.	food and medical supplies
	16,200 lbs.	mattresses, food, clothes
	10,000 lbs.	food
		medical supplies
New Zealand	CORSO donated \$2,500 to CRS	
Nicaragua	field hospital completely staffed	
	28,600 lbs.	food
	13,500 lbs.	food
	22,500 lbs.	medical supplies
	6,000 lbs.	tents and rice
Norway	Cash to Red Cross (\$90,300)	
	Cash through VolAgs (\$57,800)	
Panama	18,000 lbs.	medicines
	Medical team, plasma, medicines, food and blankets	
	16,000 lbs.	food, hospital supplies
	6,000 lbs.	food
	4,000 lbs.	medical supplies
Peru	Medicine, food and blankets	
Spain	Medicine and supplies (\$250,000)	
Sweden	Cash to Red Cross (\$22,727)	
	Cash to UNDRO (\$11,363)	
Switzerland	Cash for shelters (\$37,500)	
United Kingdom	250 tents, blankets, sanitation equipment	
Venezuela	Field hospital, medicines, blankets, food, milk, rescue team	
	44,000 lbs.	medicines and food
	20,000 lbs.	food and medicine
	30,000 lbs.	food and medicine
	35,000 lbs.	food and medicine

ADVANTAGEOUS USES OF U-2

Senator MCGEE. I raise this point very carefully, almost reluctantly, lest it give cause to create a new congressional committee to investigate, but I understand that the U-2 has some advantageous uses there?

Mr. PARKER. That is correct.

Senator MCGEE. Would you explain that?

Mr. PARKER. Yes, I would like to explain it. Then, if you would like, Mr. Chairman, I do have some photographs which will illustrate some of the real value of this.

Senator MCGEE. Our understanding is this won't be leaked. Go ahead.

Mr. PARKER. Number one, Mr. Chairman, this is part of the concept that I have been trying to come up with, since President Ford designated me as his special coordinator—new approaches to quick accurate assessment, directed to both direct emergency relief and to more efficient and effective longer-term rehabilitation.

The utilization of high-altitude aerial photography in this case is of extreme importance since it is essential to see the entire affected area at once.

We have conducted two flights, the first on Sunday, the 8th, the earliest day that had favorable weather for a U-2 flying at 60,000 feet. It can give an area of coverage that is important because it has uniformity. Its photographic techniques give the photo interpreters a three-dimensional view through stereo film.

We conducted another flight last Friday, the 13th, to complete the coverage impaired by cloud cover during the first flight.

U-2 flight pictures provide data which, first, are useful for immediate relief; second, can help the reconstruction; and, third, can even help the geologists better understand and analyze this situation, leading, hopefully, to being able to forecast disasters like this.

If you would like and would permit, I would like to show you some of these pictures to put these points into perspective.

Senator MCGEE. Why don't you do that? This also shows as a part of the record, a reference. It would be very helpful.

Mr. PARKER. This, Mr. Chairman, shows an area, the town of Joyabaj, on the first night, the 8th. The white areas like this are areas where considerable landsliding activity occurred. Down in this area, you can see that relief center activities have just begun—a few tents and a few trucks were in that park down here in this open field.

You can see also the degree of destruction and you can see some of the buildings which in fact were precarious. There is one up in here that you can see a jagged edge on a wall ready to collapse.

We took a look at the picture on the next flight in the same area and we can see that they have in fact removed that dangerous overhang. The building that was in precarious condition here has been completely razed. You can see the relief activity in this camp has become quite well organized.

We saw something that we were wondering about. We could tell that this is the cemetery. These are the conventional tombs that are above the ground. We saw something we couldn't really quite in-

terpret. It looked like a bulldozer had cut quite a large hole or trench. We began to worry when we first saw it that it might be a mass grave. The film of the 13th shows that it had been covered. We inquired and were informed that it was a mass grave for the citizens of Joyabaj.

The next couple of pictures exemplify likewise, the enormity of some of the future problems that we can begin usefully directing ourselves to, because this type of photography lets us see them and assess the impact over a wide-spread area.

This is a key road, though not one of the main economic roads. Its course runs like this. A very large landslide occurred which blocked the road here. What we begin to see here was an indication of a landslide of enormous proportions which may have created a natural dam on this stream because we could see some water that we believed was accumulating and we couldn't find any indication of it on any of the detailed maps. As a matter of fact, the maps indicated a village in this area which is not apparent on the photography and appears to have been covered by the landslide.

AERIAL PHOTOGRAPHY BY U-2'S

In this blowup from that same picture taken on the 8th, you can see that this is in fact a lake. You can see that this, what appeared to be just a normal thing, in fact was a landslide and all of this, all the way over to here, literally came off of the face of this mountain. It slid down like this.

We believe that there might be some water accumulating here and our next flight confirms this. You can see that this whole dark area is now a new lake, which is spreading into this field.

Bear in mind this is the dry season and there is very little water flowing down here, but it is accumulating significantly. There is clearly another lake in this area. You can see that whole mass of earth came down because you can see lines across here that are sort of accordion like. So it appears to have just slid down.

Senator MCGEE. Is the population in this area affected in terms of being buried by the slide?

Mr. PARKER. There is a possibility that a small village lies under this landslide, but this has not yet been determined definitely. We have not been able to get out to contact people who live here to find out. Efforts are being made and probably by today, contact has reached this area. This situation was not discovered until we saw it from this U-2 photography.

Incidentally, we have given all of these pictures and we are giving all of the film to the Government of Guatemala. I would like to emphasize that none of this photography is classified.

Senator MCGEE. I can see the headline now: "Administration admits spying on Guatemala."

Mr. PARKER. In no way; we asked their permission every time. And we asked the permission of those countries nearby for overflight privileges. This has been done completely in the open.

[The following information was subsequently supplied:]

Also, we are providing the Guatemalan Government with the films and technical assistance to analyze the data from the U-2 flights.

Mr. PARKER. As a matter of fact, when we gave President Laugerud the pictures that we had ready, he expressed particular gratitude and has subsequently expressed special appreciation for the U-2 photography and analyses because they are able to get out and find things that had not been discovered before.

This illustrates a type of problem in which this guidance is going to be particularly useful. Here is a main highway and rail line. You can see that a landslide occurred and that there is considerable overhang that has to be removed in order to make passage safe along here. You can also see that there is in fact a stream with water in it, even in the dry season.

During the rainy season, this will fill. You can see the full possible dimension of it. In order to remove this earth from the landslide, engineers will have to carry it some distance, which is going to increase costs. Otherwise, they will be creating another dam which could ultimately break and cause downstream flooding.

We have found areas through U-2 photography that as yet have been otherwise undiscovered. We are guiding the Guatemalans and our own U.S. engineers into these areas. They are coming up on one now, a new natural dam that is more than 60 meters in height, 180 feet high.

The engineers are going to try to figure out how to open that dam because if it did fill—and it could hold long enough to fill because of the heavy rains in May and June—they believe it would collapse shortly after the rains and the rush of water coming downstream would probably destroy villages and bridges, everything, for quite a distance.

We are hoping that the U.S. engineers can give us some guidance to, in turn, pass on to the Guatemalans about how to open it. They probably can't excavate out something of that order of magnitude. They will probably have to put in tunnels of adequate capacity to let it drain.

Senator CASE. This was caused by the earthquake?

Mr. PARKER. Yes, sir.

USE OF NUCLEAR EXPLOSIVES

Senator CASE. How about the use of nuclear explosives?

Mr. PARKER. The problem is you would precipitate additional landslides. There is even concern about using conventional explosives. The material is so powdery, some of the pilots call it the "Alka-Seltzer area" because that is their description of this fine powdery material. Engineers are afraid if regular explosives are used that they will just precipitate more landslides or the material will all come right back into place again.

GENERAL TECHNIQUE FOR TUNNELLING

Senator CASE. What is the general technique for tunnelling?

Mr. PARKER. In this case, it would probably have to be the fairly modern technique of pushing in prefabricated tubing because it would be too hazardous to auger through and then put the tubing in place as they go.

This is getting somewhat beyond my capability.

EARTHQUAKE'S EFFECT ON TOURISM

Senator MCGEE. A very large factor as I understand it in their economy is tourism. Does this wipe it out for a while?

Mr. PARKER. I think so, Mr. Chairman. Number one, the hotels were not destroyed but some of them were damaged. The tourism in 1975 had risen to a foreign exchange earning to the point of \$70 million.

Senator MCGEE. Probably projected higher this year.

Mr. PARKER. Yes. They are fairly quickly getting the hotels back in shape.

Senator MCGEE. But I would think the mere fact of this would spook a few people off.

Mr. PARKER. I think so. The only people that I saw coming in were those that somebody dubbed earthquake freaks who want to come in and see what the disaster is.

Senator MCGEE. Like the Romans. They enjoyed feeding the Christians to the lions. We all, I guess, have a little bit of that in us. If there is a chance of seeing a catastrophe, you would like to see a little of it as long as you didn't get stuck with it.

Mr. PARKER. I did not enjoy seeing any of this disaster.

Senator MCGEE. When we had the tornadoes in Nebraska, the first thing I had to do was get my dad in the car, go over and see who got killed, what got wiped out. There is a morbid trait. It is immature, but I guess it is pretty basic in a lot of people. I would think that would account for a little. I would think it would certainly not be anything approaching the terms they projected for tourism.

Mr. PARKER. Their income on tourism, which is a very significant part of their foreign exchange earning capability, is going to be down. The cost of repairing the hotels is going to be a drain. It won't be a government drain as much as a foreign exchange balance of payments problem.

But the income won't be there. The tremors are continuing. This is a very unnerving thing.

EFFECT OF CONTINUED TREMORS

Senator MCGEE. Is the consequence mostly psychological or are enough of the structures weakened sufficiently so the tremors can do more damage?

Mr. PARKER. Tremors are doing more damage. But it is mainly psychological damage. One member of our party agreed with me that it was really quite unnerving to be able to visually see the floor you were standing on moving relative to trees outside.

Senator MCGEE. Senator Sparkman.

Senator SPARKMAN. I am going to have to leave shortly.

Let me say this: Talking about the affect it has, I have followed the pictures in the papers here. Some of them have been absolutely horrible. I don't see how anybody came out of some of it.

QUICKNESS OF U.S. GOVERNMENT COOPERATION

Did you get quick cooperation out of our own government in sending in relief materials whenever it was required?

Mr. PARKER. Yes. I would certainly say, Senator Sparkman, that the degree of immediate and coordinated action by all concerned was very impressive.

GENERAL RESPONSIBILITY FOR RELIEF EFFORTS

Senator MCGEE. Who is responsible for that in general? Do you fall back on the military?

Mr. PARKER. Number one, it is the Government of Guatemala. President Laugerud immediately formed a national emergency committee. He has a very competent management group within his cabinet, key people he picked out. He made them get to work and harness the power of their own ministries. At the same time, we asked them what we could do to help and along with the voluntary agencies and this assistance became coordinated by the AID disaster relief coordination center. In addition, at the outset, everybody on an individual basis, who was not a victim himself, turned unhesitatingly to help others.

LINK WITH U.S. STATE GOVERNMENTS

Senator SPARKMAN. I was interested. I don't know whether you know it or not, but the City of Birmingham and Guatemala are partners.

Mr. PARKER. Yes.

Senator SPARKMAN. Birmingham people, of course, were very much excited. The publisher of our newspaper down there who is more or less chairman of the group, got in touch with me immediately. I got in touch with two people to whom I was referred in the executive branch. I got immediate response. Right after I had called them, they called me back and told me that two hospitals were in the area, on the way.

Everything it seemed to me, clicked quite well. I was wondering if it clicked all the way through.

Mr. PARKER. Yes; Senator, it did. I would like to, if I may, respond first that the State of Alabama, which is the sister State to the whole Country of Guatemala, knew the country. They have gone there before and they were very sympathetic—very sympathetic and very effective.

Second, Miss Georgiana Sheldon on my right is the Director of the AID's office of Foreign Disaster Relief. She is my deputy, also, as the President's special coordinator.

It was Miss Sheldon, I believe who talked with you. I would like to ask if Miss Sheldon would amplify with any comments.

Miss SHELDON. Prior to this disaster, I believe it was after the Nicaraguan disaster that we realized that we needed to have a point of contact in the individual States. So, we asked for each of the governors to name a foreign disaster relief coordinator.

As soon as the disaster struck, we advised the coordinators to contact their people and tell them not to send extraneous goods, but to give money to the voluntary agencies.

This deterred some of the collection, but it also did something else. It gave a focal point in each State. For example, in Alabama, Governor Wallace and members of Congress had a local person to check with someone right on the scene.

Then if they had additional problems, they came to Washington.

Prior to this disaster, we did not have this link with the State government. I think it did prove most helpful.

Senator SPARKMAN. I was pleased with the immediate reaction of the people in Alabama. The man that headed it up, as far as I was concerned, was the publisher of the Birmingham News. He really worked at it. I saw him about the next day. I was in Mobile.

He was down there and I talked with him about it. He was deeply gratified with the immediacy of the response from up here.

Miss SHELDON. We tried to, Senator SPARKMAN.

Senator SPARKMAN. I guess it was you that I talked with.

Miss SHELDON. Yes. It was, sir.

Senator MCGEE. Can't you tell by her voice. She is a very attractive woman.

Senator SPARKMAN. I once said almost all beautiful ladies talk alike.

[Laughter.]

REVISED FISCAL YEAR 1976 U.S. ASSISTANCE TO GUATEMALA

Senator SPARKMAN. Let me ask this question. I notice in your statement you say for fiscal 1976, the United States plans to provide Guatemala with \$15,400,000 in development assistance, \$12 million in loans and \$2,400,000 in grants. This represents 25 percent of the foreign assistance received by Guatemala and other donors including the IDB, the IBRD and the Central American Bank.

I suppose those were set up before this happened and will have to be stepped up considerably.

Mr. PARKER. That is correct, sir. But if I could also mention and point out—this, I think is very important—the new directions of the U.S. AID programs. We have been focusing basically on the rural poor.

The programs that we have been working on with the Guatemalans and our voluntary agencies were focused right in these primary disaster-impact areas.

They will take very little revision to be of very meaningful assistance because at the height of the disaster they have already been focusing on these people and how to improve the quality of their life and their own productivity.

To improve the quality of life in terms of education, to help build rural schoolhouses, village schoolhouses, to help them build and improve some markets and to help them to develop handicraft production capabilities, agricultural production and storage—all of these things are going to be even more relevant now.

DISASTER'S EFFECT ON GUATEMALAN DEVELOPMENT PROGRAMS

Senator MCGEE. They weren't meaningfully set back.

Mr. PARKER. This is a very interesting question that I think is very important to address. The Government of Guatemala is now faced with this disaster. They had just really begun after many, many years to improve their overall economic condition, just begun to turn upward in terms of bringing the benefits of development to the five out of six people who are really quite poor.

Should they alter their development programs because of this disaster? President Laugerud and the other Guatemalan officials say that

they are determined, if possible, to keep the development going on. I applaud them for that.

Conceivably, you could take away some resources from that development program and use it to pay for some of these extraordinary disaster-related costs, but I think it would be shortsighted to do so. I think it would also be shortsighted for us to divert our development assistance program into short-term relief and rehabilitation.

Senator SPARKMAN. I would certainly agree with you. I am going to have to leave. I was supposed to leave at 5 o'clock, but I have been glad to have the opportunity of sitting in on these hearings. I will hear from you what else there is.

Senator MCGEE. Thank you very much, Mr. Chairman, for coming. It has been very helpful.

The staff may submit some followup questions in an attempt to round this out, but I have one last question my staff wants me to ask you. So I will follow through or I will catch you know what.

DRAWDOWN AND REPLENISHMENT OF DISASTER RELIEF STOCKPILES

It has to do with the stockpile disaster relief supplies of one sort or another for emergencies. Has there been a severe drawdown on those stockpiles?

Mr. PARKER. It is essentially total in Panama which is one of our principal supply points. I don't know what is left there, but it has to be a very small percent.

Senator MCGEE. At some point, once we get over the hump of the immediacy of the need, I assume there will be some effort to replenish them.

SPECIAL AUTHORIZATION REQUESTED

Mr. PARKER. Yes. If you don't mind my sort of taking this subject area up for a broader response, we had requested, initially, for fiscal 1976, a new approach in disaster funding. That was in a sense to have a permanent authorization and then replenishment of the required items.

The actual authorization increased the amount but made it a fixed authorization.

Because there are quite a number of disaster situations that have been going on, our situation is now that we have drawn down our funds.

As quickly as we can begin to quantify the costs we believe would be appropriate, including replenishment of stocks, we would like to work with you toward getting a specific authorization to assist in immediate response to these Guatemalan needs.

I know that there are bills pending to which an amendment could be made. However, the unique timing of these needs is such that it would be precarious for us to encounter any delay.

I would respectfully ask that we give consideration to a separate authorization that would enable us to respond to the needs of the people and replenish stocks within this vital time period before these rains begin when considerable extra damage can happen as a consequence of the heavy rains on top of the earthquake damage.

Senator MCGEE. Don't tie it up in the foreign aid bill or it may never get through. We are mindful of that sense of urgency and I will certainly make sure that the committee gets the message and that the sense of urgency is given top priority. I agree. I think it is extremely important. We will do everything that we can. I assure you.

Mr. PARKER. Thank you very much, Mr. Chairman.

Senator MCGEE. That is all the time I will take question-wise. The materials we have already referred to will subsequently be made a part of the record. As it is very short notice, we will keep the record open for that purpose.

Mr. PARKER. Yes, sir.

COMMENDATION OF PEOPLE INVOLVED

Senator MCGEE. Thank you very much. We compliment you for jumping on top of this with tremendous effectiveness.

Mr. PARKER. I thank you, Mr. Chairman.

Senator MCGEE. Time has to be of the greatest consequence here.

Mr. PARKER. I would like to commend all of the people that have been involved. This is not just a platitude, but actually we are testing new relationships and new systems.

I think this first test has been very impressive. We have had great cooperation from the Department of Defense, the Department of Health, Education, and Welfare, particularly their people down in Atlanta at the Communicable Disaster Center.

I commend, too, our own people within AID and then, of course, the country team under Ambassador Meloy and U.S. AID Director Ed Coy in Guatemala and the Peace Corps.

U.S. BUILDING DAMAGE AND U.S. INJURIES

Senator MCGEE. Incidentally, was the embassy damaged, any American casualties?

Mr. PARKER. Only one American, a Mormon missionary was severely injured. He was evacuated to a hospital in Panama. As for the American structures, the embassy itself had minor damage; several other buildings did get some damage; one of the AID buildings is significantly damaged. We don't yet know the precise extent. I haven't taken the time nor have they, frankly, to count our own damage.

Senator MCGEE. That can be way down the road because there is no sense of urgency on that.

Mr. PARKER. That is correct. They can make do. The ambassador's residence is very badly damaged.

Senator MCGEE. Thank you very much. We will try to take it from here as soon as we get some final projections.

Thank you.

[Whereupon, at 5:10 p.m., the subcommittee adjourned, subject to the call of the Chair.]

APPENDIX

DEPARTMENT OF STATE
AGENCY FOR INTERNATIONAL DEVELOPMENT
WASHINGTON

THE ADMINISTRATOR

February 16, 1976

SPECIAL REPORT TO THE PRESIDENT
ON THE GUATEMALA DISASTER

In seismic terms, the Guatemalan earthquakes were "major"; in human terms, this disaster must be ranked as a tragedy of great and terrible magnitude. Based on my visit to Guatemala on February 12 and 13, I will attempt first to give you a brief overview of the disaster and its setting.

General Situation

The major shock area is large - about 3,530 square miles, or equivalent to the Grand Rapids-Kalamazoo-Battle Creek area of Michigan. 1.03 million people populate the area and 80 - 90 percent are now homeless. In the entire affected area, 22,360 are dead, 74,000 were injured and over one million were left homeless. (The wife of President Laugerud, concentrating on assistance to children, estimates at least 5,000 children became orphaned.) Overall, 20 percent of the country's people are directly affected. I should mention that as harder information comes in, the numbers keep rising. In U.S. terms, comparable figures would mean 2,800,000 killed and injured and 38,000,000 homeless.

The greatest impact is upon the poor - and it is essentially a rural disaster. The rural poor cluster their small adobe homes in villages. Adobe brick walls, while they look substantial, are not strong. They collapsed allowing the heavy clay tile roofs to fall in on the sleeping victims. The urban poor live in make-shift shacks which simply fell apart.

It is relevant to make two interesting side comments to the above. First, the casualty toll was great and the count was difficult to make because so many victims were trapped, unable to get outside before their dwelling collapsed during the approximate thirty seconds of the main shock. Second, conventionally built homes, especially the newer, though damaged, were not destroyed, thus inflicting fewer and less serious casualties.

Compounding the dimensions of the disaster was that it took place at 3:02 a.m., the time when the greatest proportion of the population was inside, asleep and not alert to respond quickly. And adding at least to the confusion was the darkness. Where electricity existed, it was cut or turned off to reduce chances for fire and electrocution from exposed, high-tension lines.

Outside Guatemala City, the terrain, rugged, mountainous, probably of volcanic formation, makes communications of any kind (roads, phones, even radio) difficult even in normal circumstances. Thus, in the vast hard-hit rural area virtually all immediate relief assistance was limited to that available locally. The sudden, gigantic and urgent needs for emergency help, tools, medicines were largely unmet during the crucial early hours and first days until rescuers could make their way in by some means.

Before turning to the response stage, I would like to mention another facet, parenthetically. Your description to me of the unusual nature of an earthquake you had seen some years ago in Yugoslavia was confirmed. It is awesome. It is almost eerie. Unlike other types of disasters, there is no clear-cut point marking the end of exposure to further risk. More than 600 tremors have been felt since the first quake. They are still happening. Several of the many I felt were severe enough shocks to do additional damage and to be visible in the sense of seeing the movements of the building I was in.

This has resulted in a widely felt sense of insecurity. A view of Guatemala City from a helicopter reveals tents in gardens, parks and on the sidewalk or street in front of homes seemingly and reportedly not seriously damaged. Also, many people sleep in their cars, if they don't have tents or other shelter from the very cool nights.

My impression is that, in immediate response to the disaster, virtually everyone who wasn't a victim turned, unhesitatingly, to aid others. President Laugerud, for example, took direct personal command immediately and was even able to check on one hospital's response capability within 27 minutes after the quake.

This self-initiated individual type of response quickly became organized by entity, e.g., government ministry, church or civic group, and voluntary agency. Then with the formation of the National Emergency Committee by the President there came the means of beginning to coordinate activities for a national response, including the allocation of assistance resources to areas of priority need.

I. Assessment of Damage

A. Physical Damage

Damage is concentrated in the densely populated Indian-inhabited Eastern Highlands, portions of the capital city and wide areas to the west, roughly 20 percent of the area of the country. A number of important rural population centers in the affected area were nearly totally destroyed, including Mixco (population 10,900), San Pedro (4,800), Patzicia (7,100), Patzun (8,300), Joyabaj (2,400), Tecpan (5,900), San Juan Sacatepequez (6,700), and El Progreso (4,000).

1. Housing and Other Building Damage

By far the most devastating impact of the earthquake was on the housing of the poor. The great majority of Guatemala's population resides in small towns and rural areas in adobe houses. Over 150,000 of these are estimated by the Government of Guatemala to have collapsed. In Guatemala City, some 100,000 dwellings of the urban poor were destroyed. The value of these urban and rural dwellings has not been determined. In most cases, they were built by the families who occupied them. It is probable that they will be rebuilt in the same fashion. A rough estimate of the financial costs of replacement might range from \$150-\$250 million, depending on whether new construction will adopt earthquake resistant design improvements.

There was, of course, loss to commercial, church, and public buildings, essentially in the small rural towns. No estimates are available, as yet, on these losses.

Several major hospitals in the capital were damaged by the quake and their staffs have been operating in other available buildings on a make-shift basis, pending assessment, repair, or replacement of damaged hospitals. Hospitals in several other communities were also severely damaged, as were many health centers and health posts.

2. Infrastructure

(a) Transport and Communications

The Guatemala City-Puerto Barrios highway and railroad, the primary transportation links from the capital to the Caribbean coast, have been cut because of a three-span fallen bridge and numerous landslides. A U.S. military engineer survey team is now in the field assessing the extent of damage.

A much more circuitous road from the coast to the capital is still open, but cannot handle the entire heavy traffic load that normally passes between the capital and the coast. Preliminary estimates of the cost of restoration of the road from Guatemala to the Caribbean approach \$25 million. In many areas of the highlands, roads also have been blocked by numerous slides. An estimate of cost of restoring major and secondary roads throughout the damaged area is \$35 million, of which the major cost will probably be for the main highway artery to Puerto Barrios. The cost to repair the railroad is not yet known.

Telephone communications, never particularly good, have been severely damaged by the quake. Phone lines are down throughout the affected area. Restoration is under way. However, it will be some weeks before all major phone lines are repaired.

(b) Water and Electricity

The first earthquake left approximately 40 percent of the residents of the capital without water supplies, and the water supplied to other sections of the city was unprotected by chlorination. This situation has improved marginally since then, due to emergency repairs and to increased chlorination. In many smaller cities, the water supply and distribution systems were partially destroyed, although the main water sources and storage systems remain relatively intact. Restoration and improvement of all of these systems will require major effort.

Electricity in Guatemala City is back on. However, regional transmission as well as local distribution of power service to many localities in the interior has been and still is disrupted.

B. Economic Impact

1. Balance of Payments Effects

Fortunately, Guatemala enjoyed a relatively strong balance of payments position in 1975. Its net foreign exchange reserves increased from the end of 1973 to the end of 1975 from \$201 million to \$280 million, a level equal to approximately four months of imports. Still too early to project the effects of the earthquake on Guatemala's foreign exchange position, it is clear the tourism income, which reached \$70 million in foreign exchange earnings in 1975, will decline and probably sharply. While, in the overall, hotels are only slightly damaged, some suffered heavy damage. It will be some time before prospective visitors regain confidence and resume their travels to Guatemala.

More importantly, the earthquake is expected to cause a significant upsurge in imports, particularly of glass, construction materials, and equipment. Some stocks of manufactured goods will also have to be replaced. Guatemala's main foreign exchange earners other than tourism, i.e., coffee, sugar, cotton, bananas and meat, have not been affected, and almost all of its industrial production capacity remains intact.

As its foreign debt service burden has been below 5 percent, Guatemala therefore has the capacity to borrow substantially to help finance its reconstruction and investment programs. Heavy reliance on large commercial borrowings, however, would increase debt servicing costs rapidly.

2. Budgetary Effects

The government's budgetary position, traditionally strong, will certainly be adversely affected. Some reductions may be expected in corporate and personal income tax collections as affected businesses write off their losses. Most significant will be the effect of increased government expenditures for relief, rehabilitation and reconstruction. The government will be called upon to assist the rural and normally poor municipalities in restoring the water supply and other essential services and provide emergency assistance to the homeless and medical assistance to the injured. Moreover, credit for housing reconstruction will be needed for many of the homeless. Unfortunately, these expenditures, either for temporary or more permanent shelter, cannot be spread over a number of years but will have to be concentrated within a relatively short period.

3. Effect on Prices

Price stability has long been a characteristic of the Guatemalan economy, but that changed in 1973 and 1974 when, as did many countries, Guatemala, largely from external causes, experienced serious effects from inflation. However, by the end of 1975, price stability had significantly improved. Strong inflationary pressures are expected, as an aftermath of the disaster, in the area of construction and construction materials. Demand is expected to exceed substantially available productive capacity. Wages in the construction industry are expected to rise sharply. As an offset, the just completed harvests of corn, beans, and wheat were relatively bountiful and can be expected to hold down price increases in basic foodstuffs. However, large quantities of grains were stored in and around homes and were partially lost. This may cause some increases in food prices.

4. Employment Effects

A number of businesses, closed temporarily until power was restored and repairs were made, are now reopening. However, many neighborhood shops and small businesses have been completely destroyed. Tourism and arts and crafts, normally an important source of employment, may be depressed for at least some months. Moreover, with so many homes destroyed and material possessions lost, the arts and crafts industry, largely a home industry, may suffer dislocation.

These adverse employment effects are expected to be of a short-term nature. The intensive reconstruction effort will provide additional jobs in the construction and construction materials industries. The manufacturing industry, which accounts for roughly 6 percent of the GNP, has not been seriously affected, and most major commercial establishments either have resumed, or soon will resume, operations.

In sum, the impact of the disaster on the balance of payments budget, production, and employment is not expected to be unmanageable. In human terms, however, the disaster is truly a disaster. Hardest hit were the poor, those who can least afford to lose their employment, homes, and possessions.

II. Disaster Relief

A. Immediate Response

1. Government of Guatemala

A national emergency was declared immediately after the first earthquake. The military received and has exercised extraordinary powers to deal with the immediate relief problems. The government has invested, and is investing, massive effort in clearing roads of landslide debris, completing initial damage assessments and distributing government food stocks. Price controls are being enforced to prevent the exploitation of temporary shortages. Citizens generally are contributing time and financing to help to save lives and feed the most affected. Private sector resources, whether channeled through the Guatemalan Red Cross or other organizations or provided on an individual basis, have played a significant role in speeding relief to those affected by the earthquake. The mass of the population is "cooperating" by its patience, and an almost stoical capacity for suffering.

The Guatemalan Government has formed a National Emergency Committee to coordinate the government relief efforts and the generous assistance being provided by the U.S. and other donors. The coordination task is large, complex and continuing. The improving communications system and the growing experience of the government point toward the easing of the coordination problem.

There have been but few reports of looting, with the government moving quickly to deal with any reported problem. During our visit we heard no complaints about diversion of relief supplies.

2. United States Government

Within hours after the first quake, the U.S. country team in Guatemala and A.I.D.'s Foreign Disaster Relief Center were in operation on a 24-hour basis. Quickly, we began to move in supplies, equipment, and personnel. Among the first arrivals was a U.S. military Disaster Assistance Survey Team (DAST) from Panama. This was followed quickly by a fully-equipped and staffed 100-bed U.S. military field hospital that is in operation in the center of the hardest-hit area - Chimaltenango.

Subsequently, we provided a U.S. Engineering Survey Team to assess damage to roads, bridges, and railroads; 18 large helicopters; 8 two-man medical/communications teams to assess needs and provide medical assistance in isolated areas; and a considerable amount of tents, medical supplies, field kitchens, generators, etc., from A.I.D.'s disaster relief stockpile in Panama. Two medical officers from the Communicable Disease Center in Atlanta and two U.S. Public Health Service pharmacists are assisting the Guatemalans in establishing systems to survey disease outbreaks and in organizing the receipt, storage, and use of the large quantities of donated medical supplies. We are also funding the transportation costs for certain high-priority relief shipments by voluntary agencies. Most of our efforts are concentrated in the hardest-hit areas of the highlands around Chimaltenango, for the Guatemalan Government has asked us to concentrate our resources on this area, which was almost totally devastated.

As of February 14, we have allocated \$3.6 million to this effort. The cost of relief over a 30 to 60-day period may require up to \$20 million, depending on the timing for the phasing down of helicopter and field hospital use.

3. Other Donors

(a) Third Country and International Organizations Relief Assistance

Thus far, 24 nations other than the United States (and the list is growing) have contributed to the relief effort. Contributions are being made in cash, personnel, transport, food and other commodities. I am attaching hereto a listing of third-country assistance based on the information currently available to us (TAB A).

International organizations are also responding to the needs of the immediate relief phase. Their known contributions, which already amount to over \$3.6 million; are listed in attachment TAB B.

(b) Voluntary Agencies

Voluntary agencies, such as CARE, Catholic Relief Services (CRS), Caritas, the Salvation Army, the Red Cross, Seventh Day Adventists, Partners of the Americas (Alabama), and a host of others, including from other countries, have provided and are providing generous and effective support as they put to quick use long and practical experience in dealing with disasters. There is no reliable estimate yet available of the financial value of their assistance. A listing, based on currently known information, is also attached (TAB C).

B. Post-Immediate Relief Phase

We are now at a time when immediate relief requirements are moving into manageable proportions. Medical emergency needs have been largely identified and satisfied, but certainly not entirely, particularly in the more remote rural areas. In-country stocks of medicines, bolstered by donations still arriving, should be adequate to satisfy requirements, although there may be specialized needs from time to time which generally can be handled by other donors and private voluntary organizations. The major hospitals in Guatemala City are functioning well and are meeting the immediate needs for medical and surgical care.

No signs of epidemics have appeared. The process of restoring water services in rural towns, as well as in parts of Guatemala City, is moving ahead rapidly with provision for proper treatment of water supplies receiving high priority. Apart from the need for a relatively minimal quantity of tools and supplies in addition to the water storage tanks already supplied by the U.S., completion of temporary repairs to

water systems in the affected area should be possible without significant further external relief requirements.

Water supply capacity in the capital is back to about 50 percent of pre-earthquake levels. Shortage of supply is of lesser concern than is quality. The municipal water plants are chlorinating the water being distributed, but damage to the city's parallel water and sewage pipe systems has rendered supply potentially unsafe. Attention is being given to this problem by the government with assistance by the U.S. and others. The monitoring by the health authorities of hospitals and clinics is continuing in order to detect as quickly as possible any emerging health problems.

The major continuing problem, for the short and long run, is the need to provide adequate shelter to the many homeless. Given the relatively modest aspirations of the rural population, provisional needs increasingly are being met by the government and several donors. However, additional new inputs for this purpose are being considered by others. Properly handled, temporary shelter solutions can form the basis for rapidly resolving permanent housing needs through self-help programs utilizing simple materials and tools.

Barring further major quakes, a reasonable degree of normal economic activity and public services should be restored and in place in all but the remote areas by the end of this month or early March. An important factor bearing on this process, however, will be the rapidity with which closed roads are opened to permit access for the movement of food and other commodities. While there is no possibility that the main highway to Puerto Barrios can be opened within this time frame, temporary bypass construction will be needed. In-country equipment capacity should be sufficient to handle general road clearing work, but preliminary surveys by the U.S. Army Corps of Engineers of Atlantic highway damage indicate that reopening of the highway will require a major effort, especially if the work called for along the fifty miles primarily affected is to be completed by the advent of the rainy season in mid-May and which normally continues until November. Whether this operation, located in rugged, difficult terrain, is within the country's capability must await completion of the in-depth damage assessment by the Corps of Engineers and a review of construction capacity now being carried out by the Ministry of Public Works. Decisions are expected shortly. Opening the road is obviously one of the priority tasks. The government, with its own facilities, hopes to be able to restore the railroad link before the rainy season.

Food stocks, augmented through foreign donations, should be sufficient for the next few months. There will be continuing difficulties, however, in ensuring adequate supplies in all areas because of access problems.

III. Rehabilitation and Reconstruction

Even while the Guatemalans struggle to deal with the emergency needs facing them, attention must be given, and is being given, to the next phases, i.e., the shorter-run rehabilitation task and the longer-run reconstruction task. There is no clear line distinguishing between these phases, and they are not necessarily successive in time sequence, as some must proceed in planning and execution simultaneously. Essentially, what is involved are decisions on policies and actions for interim and long-term responses to the consequences of the disaster.

After a relatively long period of slow economic growth, Guatemala, in recent years, has begun to develop a national network of public services with increased capacity to attend to the development needs of the large mass of rural and urban poor. The interruption caused by the earthquake in this delayed process of spreading the benefits of development to perhaps 80 percent of Guatemala's people poses not only a humanitarian problem but a challenge of fundamental importance to the future course of that nation. In recognition of this fact, President Laugerud has announced that it will be the policy of his government to continue overall development efforts for the entire country, guided by the 1975-79 Development Plan. The necessary rehabilitation and reconstruction efforts in the earthquake affected areas are obviously of high priority, but this priority should desirably not deter the government from its development efforts to improve the quality of life of the poor Guatemalans.

The National Economic Planning Council is about to complete an initial assessment of damage cost and economic impact projections which will form the basis for more precise estimates of external assistance needs and internal self-help capacity. Major capital inputs will obviously be required for housing, road repair, public infrastructure (schools, medical centers and hospitals, water supply systems, and public buildings), small business rehabilitation and communication facilities. Moreover, small farmer productivity must be assured through effective and timely provision of normal governmental and cooperative services (credit, technical assistance, distribution of improved seeds and fertilizers, etc.). The extent to which this institutional infrastructure has been disrupted in the

affected areas is not yet fully determined, but it is important that it be in place and functioning within the next 6-8 weeks in anticipation of the May planting season. Obviously, projections of future food import needs will be influenced by how well the planting goes in the affected area which, outside of Guatemala City, is largely populated by small, subsistence-level farmers.

IV. Resources for Rehabilitation and Reconstruction

A. Guatemalan Self-Help Measures

The administration of President Laugerud has been distinguished by its dedication to accelerating programs with impact in the long-neglected social areas. A competent managerial team within his cabinet has pushed forward major development projects, ranging from improved water supply to greatly increased electric power that had begun, before the disaster, to move Guatemala into the forefront of the Central American countries in terms of growth. If, as we hope, major economic activity quickly will be restored to the pre-earthquake level and fiscal progress can be maintained and intensified to help carry the heavy burdens now placed upon the population, Guatemala should be in a position to help finance a major portion of the programs required to regain and surpass its pre-earthquake situation.

The Guatemalan authorities stress their recognition that the foundation of Guatemala's recovery cum development thrust will rest solidly on its own self-help measures. They further recognize that external assistance will depend heavily on demonstration of such self-help. It is too soon to judge whether it will be possible for the government to pursue fully recovery and development simultaneously. Fortunately, as noted, at the time of the disaster, Guatemala was in a relatively strong financial and economic situation which can bolster the self-reliance underpinning of their laudable approach. Some tradeoffs may be necessary, however.

A major question in the post-earthquake period situation is the administrative and managerial capacity of Guatemalan institutions to handle the increased burdens of a reconstruction program. This is understandable because of the burdens being placed on top of the normal ones already associated with implementing an active and expanding development program. Preliminary consideration is being given to creating a special reconstruction entity. Such an entity would have the responsibility and authority to plan and direct the utilization of all resources destined for reconstruction. An important benefit of this approach would be

that the entity would be in a position to hire or have assigned to it top-notch, qualified personnel, thereby avoiding the problem of overloading existing ministerial staffs. Presumably, the new entity would also be granted emergency powers, enabling it to bypass many of the Guatemalan Government's present internal administrative procedures, thus speeding up project implementation.

B. External Assistance

1. United States

Apart from immediate assistance provided to meet the initial emergency and which will be phased down with the decreasing need for such assistance, the question of further U.S. assistance can be approached from two levels. The first essentially involves reviewing existing loan and grant projects to determine whether restructuring would be feasible. This examination is underway. Fortunately, A.I.D. recently (December 1975) had authorized a \$13 million loan for small farmer development which is directed at the Highland Indian farmer. The Minister of Finance has indicated that the Guatemalan Government wishes to sign the loan agreement immediately. Our preliminary assessment is that essentially no restructuring will be necessary to ensure concentration of resources where needed. Also, the Government of Guatemala and A.I.D. signed in November 1975 a \$7 million rural primary education loan which included approximately \$4.2 million for up-grading school buildings primarily in the Highland area. Some reorientation of priorities in this program will likely be required in terms of school site selection, but, essentially, this loan is available to assist in the rehabilitation and reconstruction effort. Also, additional U.S. Government support, through the U.S. International Disaster Assistance Authority, for the early rehabilitation effort is being considered, pending further assessment of identified needs. The assessment is already underway and will require continuing close coordination with the government, other donor nations, and international organizations. Only until we know more of the nature and substance of the international and Guatemalan Government's national response can we establish our own priorities and clarify possible additional funding requirements.

U.S. voluntary agencies possess large capabilities, unique to each voluntary agency, which can play an important role in the rehabilitation phase. They are on the ground with established delivery systems which can meet the needs of many disaster victims without further straining government capacity. We hope that this capacity will continue to be utilized in the post-relief phases.

Over the next months, we anticipate that the Guatemalan Government's planning process will identify specific, longer-run needs which could appropriately be met through A.I.D. development loans and grants and which would clearly be consistent with congressional mandate criteria for development assistance. We should seek to be responsive within the means that may be made available through the appropriation process.

2. External Assistance from Other Sources

For the post-emergency relief phase, I believe that the major burden of external assistance can be carried by the multilateral agencies, particularly the International Bank for Reconstruction and Development (IBRD) and the Inter-American Development Bank (IDB). The major requirements for shelter and urban reconstruction, generally, as well as more permanent restoration of infrastructure (roads, bridges, railroads, and ports), may well find substantial financing through these multilateral channels to supplement Guatemalan resources. It is interesting to note that only last month the Inter-American Development Bank provided \$135 million in loans for Guatemala (more than that country has had in total during the previous fifteen years of the Bank's existence). Portions of these may be redirected as a result of the disaster. Both financial institutions are already planning their active involvement. An IDB team has already been to Guatemala and a World Bank team is being dispatched shortly.

3. Coordination

Leadership in the coordination of the rehabilitation and reconstruction efforts has to come from the Guatemalans. They know it. With the support of ourselves and the many others interested in helping Guatemala, they can well perform the task. We anticipate that a consultative arrangement among donors and lenders will develop to insure a maximum, coordinated effort.

V. Contingency Planning for Possible Future Disasters

Even now, the Government of Guatemala must significantly strengthen its contingency planning for future disasters. Regrettably, the possibility cannot be ruled out that Guatemala, much of which is located along the long east-west Motaqua Fault, may still face other quakes.

The U.S. Government can provide technical assistance to the Guatemalans for contingency planning. We plan to help Guatemala lay out the various options it may have for

responding to any future natural disasters. We feel that more can be done to help the Guatemalan Government not to be taken by total surprise in the event of another major disaster. For example, United States Geologic Survey Geologists are now monitoring the tensions of the fault line which runs near Guatemala City. The tension has not yet abated fully and, with sophisticated monitoring devices, we may be able to provide the Guatemalan Government with some forewarning of another major earthquake.

Because the terrain of this country has changed significantly in some areas, we are alerting the Guatemalan Government to the concern that flooding of abnormal proportions may occur this year. Members of the U.S. Army Engineering Survey Team are making assessments of some possible waterways that may cause flooding damage to the already-disrupted major highway to the sea.

Mr. President, the government and the people of Guatemala have responded well to the aftermath of the disaster. Certainly, there were and, indeed are, problems of coordination and maximum effective use of domestic and foreign resources; but the consensus of experienced observers is that the Guatemalan effort, given the enormity of its tasks, has responded well. They merit the continuing help from the United States and others.

President Laugerud asked that I convey to you, on behalf of himself and his people, the deepest appreciation for your personal interest and support. He stressed that it was not only the important technical and material assistance being provided by the U.S. Government and people but also the moral encouragement and bolstering derived by his government and the Guatemalan people from the spirit and timeliness of that support. He emphasized, too, his recognition that Guatemala itself must bear the major burden of the present and continuing costs of the disaster and that the nature and extent of its self-help measures will help determine the nature and extent of external support.

I wish also to commend to you all elements of the U.S. country team. Under the active leadership of Ambassador Meloy, they continue to devote themselves on a round-the-clock basis. I believe all the people of the United States may be proud of the U.S. role in helping the Guatemalan people in the traumatic aftermath of a major disaster.

While many other nations and organizations responded quickly with supplies and personnel, the U.S. response, both public and private, was critical in averting a serious worsening of the crisis.

In making the trip to Guatemala, I was joined by two congressional staff members, Ms. Herschelle Challenor of the House International Relations Subcommittee on International Resources, Food and Energy, and Mr. Richard McCall legislative assistant to Senator Gale McGee, Chairman, Senate Foreign Relations Subcommittee on Western Hemisphere Affairs. I am grateful for their participation. Mr. Herman Kleine, my Assistant Administrator for Latin America, and Major Marshall N. Carter, USMC, a White House Fellow serving as my special assistant, also accompanied me. Their support is greatly appreciated.



Daniel Parker

Attachments:

- A - Third Country Donor Assistance
- B - International Organizations Assistance
- C - Voluntary Agency Assistance

GUATEMALA: DEVELOPMENT ASSISTANCE

In FY 1976, the United States plans to provide Guatemala with \$15.4 million in development assistance, \$13 million in loans and \$2.4 million in grants. This represents 25% of the foreign assistance received by Guatemala. Other donors include the IDB, IBRD, and the Central American Bank.

U. S. development assistance programs are now concentrated in agriculture development (rural development) projects which include the following:

- development of agriculture cooperatives;
- expansion of agriculture credit to small farmers;
- improving protein element in staple crops;
- family planning services;
- water systems for rural communities;
- primary school facilities.

Disaster Relief---\$25 million is authorized for disaster relief in FY 76. However, only \$20 million is available under the Continuing Resolution, \$16.3 million of which has been committed. (See attached table.)

STATUS OF DISASTER RELIEF ACCOUNT

Authorized for FY 76		\$25,000,000
Available for FY 76 to date		
NOA under CR	\$20,000,000	
Carryover	2,800,000	22,800,000
Commitments to date		
Haiti - drought	62,400	
Sierra Leone - windstorm	25,000	
Brazil - floods	190,828	
Romania - floods	660,000	
India - floods	25,000	
Yemen - floods	20,000	
Turkey - earthquake	259,000	
Mauritius - cyclone	290	
Sudan - floods	127,000	
Portugal - civil strife	8,007,000	
Angola - civil strife	675,000	
Lebanon - civil strife	909,805	
Nepal - landslides	4,000	
Central African Republic - floods	25,000	
India - mine explosion	50,000	
Ecuador - pending volcanic eruption	8,500	
Hong Kong/Macao - fire	5,000	
Malagasy - cyclone	25,000	
Jamaica - civil strife	47,000	
Guatemala - earthquake	<u>3,600,000</u>	
	Subtotal	14,730,823
Disaster preparedness		<u>1,600,000</u>
	Total	16,330,823
Balance available under CR		6,469,177

A.I.D./FDRC is currently monitoring several other potential disaster situations throughout the world for which funding may be required. These include displaced persons in Angola, Lebanon, and the Spanish Sahara and substantial drought conditions in Eastern Africa.

DEPARTMENT OF STATE
AGENCY FOR INTERNATIONAL DEVELOPMENT
WASHINGTON

THE ADMINISTRATOR

FEB 19 1976


Honorable Nelson Rockefeller
President, United States Senate
Washington, D.C. 20510

Dear Mr. President:

It is my honor to forward herewith explanatory material entitled "Proposed U.S. Relief and Rehabilitation of the Victims of the Guatemala Disaster." This material has been prepared in order to assist the Congress in the consideration of the proposed Guatemala Disaster Relief Act of 1976 transmitted by Presidential message on February 19, 1976.

Proposed U.S. assistance would be concentrated on the immediate needs of the poor in Guatemala who have borne the brunt of this human tragedy in terms of death, injury, disease and economic loss. The construction of temporary shelter and reopening of key transportation arteries are vital first steps. After completing a first hand review of the situation in the field at the President's request, I can assure you that the human suffering in Guatemala is serious and deserves the urgent consideration of the Congress.

Sincerely,



Daniel Parker

Enclosure

A BILL

To provide for relief and rehabilitation assistance to the victims of the earthquakes in Guatemala, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,
That this Act may be cited as the "Guatemala Disaster Relief Act of 1976".

Section 2. The President is authorized to provide assistance, on such terms and conditions as he may determine, for the relief and rehabilitation of the people who have been victimized by the recent earthquakes in the Republic of Guatemala. Such assistance may be provided in accordance with the policy and general authorities applicable to or available for the furnishing of assistance under section 491, relating to international disaster assistance, of the Foreign Assistance Act of 1961, as amended.

Section 3. There is authorized to be appropriated to the President to carry out the purposes of this Act \$25,000,000 for the fiscal year 1976, which amount is authorized to remain available until expended. Obligations heretofore incurred against other appropriations or

accounts for the purpose of providing relief and rehabilitation assistance to the people of Guatemala may be charged to the appropriations authorized pursuant to this Act.

Section 4. Not later than ninety days after enactment of appropriations to carry out this Act, and on a quarterly basis thereafter, the President shall transmit reports to the Committee on Foreign Relations and the Committee on Appropriations of the Senate and to the Speaker of the House of Representatives on the programming and obligations of funds under this Act.

Section-by-Section Analysis of the Proposed Guatemala
Disaster Relief Act of 1976

I. Introduction

The major purpose of the proposed Guatemala Disaster Relief Act of 1976 is to provide authorization for appropriations for disaster relief activities necessitated by the recent severe earthquakes in the Republic of Guatemala. The bill would create a separate and discrete authorization specifically intended to deal with this major disaster.

II. Provisions of the Bill

Section 1. This section provides a short title for the bill, "Guatemala Disaster Relief Act of 1976".

Section 2. This section authorizes the President to provide relief and rehabilitation assistance for the people of Guatemala who have been victimized by recent earthquakes on such terms and conditions as he may determine. The section incorporates by reference the policy and general authorities applicable to the furnishing of disaster assistance pursuant to section 491 of the Foreign Assistance Act of 1961, as amended, including the clause "Notwithstanding any other provision of this or any other Act" of that section which is designed to facilitate the rapid implementation of international disaster assistance programs.

Section 3. This section authorizes the appropriation of \$25 million for FY 1976 on a "no year basis" to carry out the purposes of the Act and provides that obligations previously incurred for the purposes of providing relief and rehabilitation assistance to the people of Guatemala as a result of the recent disaster are authorized to be charged to the appropriations authorized by this Act.

Section 4. This section provides for reports to the Committee on Foreign Relations and Committee on Appropriations of the Senate and to the Speaker of the House of Representatives no later than 90 days after enactment of appropriations to carry out this Act and on a quarterly basis thereafter setting forth the programming and obligation of funds under the Act.

PROPOSED U.S. RELIEF AND REHABILITATION
OF THE VICTIMS OF THE GUATEMALAN DISASTER

The total amount requested will permit AID to continue participation, in close collaboration with the Government of Guatemala and other donors, to help meet the highest priority immediate relief and rehabilitation needs. In addition to the ongoing emergency relief operations, our proposed input literally is geared to helping Guatemala to win a race against the elements--with an eye on the rainy season which normally begins in approximately 90 days. So as to minimize further suffering and additional major economic dislocation, at the request of the Government of Guatemala and based on continuing assessment in the field, we will concentrate assistance over the coming few months primarily on helping to insure adequate temporary shelter with supporting community facilities and on reopening critical transportation links, especially the badly damaged Guatemala City-Caribbean Highway, the main artery essential to the country's economic viability.

a) EMERGENCY RELIEF OPERATIONS (\$7.5 million)

The initial response of the U.S. Country Team in Guatemala and AID's Foreign Disaster Relief Center to requests of the Government of Guatemala was to dispatch a U.S. Military Disaster Assistance Survey Team from Panama

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and airlift a 100-bed U.S. military field hospital, fully staffed and equipped. Eighteen helicopters were deployed; medical supplies, tents, blankets and water equipment from U.S. disaster stocks followed. Additional teams of engineers, water specialists and medical/communication specialists were also sent to Guatemala to assist the Government.

The funds cover the continuing costs of initial emergency relief operations provided by the Department of Defense, other participating U.S. agencies, procurement of supplies, transportation, grants to U.S. Voluntary Agencies, the OAS, replacement of disaster stocks in Panama and other support costs. The actual level of expenditure will depend on the duration of the emergency phase, and particularly on the timing of withdrawal of the helicopters, and medical support.

b) RURAL REHABILITATION (\$7.5 million)

1. Shelter.

Funds would be allocated to supply critically needed supplementary building construction materials and hand tools for up to 100,000 units of rural and small community housing in the devastated Indian highlands. The uniqueness of this disaster was its effect on the rural poor who because of the very nature of construction of their dwellings were singled out as the major victims of the earthquakes. The Government of Guatemala estimates that more than 150,000 such dwellings were lost in the earthquakes and subsequent tremors, in addition to more than 100,000 urban dwellings. We expect

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that roughly 1/3 of the rural needs will be rebuilt through individual and direct GOG and other donor assistance. To meet the balance of this requirement, and in support of self-help efforts, simple materials and tools that can be purchased locally or in nearby countries or, as necessary, shipped from the United States will be employed. We contemplate as was done in response to Hurricane Fifi in Honduras with considerable efficiency and economy, a grant-funded program executed through key private voluntary agencies such as CARE, wherein small farmers and the rural poor in general will be provided relatively inexpensive roofing materials (e.g., galvanized tin and asbestos composition corrugated sheets), hammers, saws, chisels, nails, reinforcing bars, simple hardware, etc., and limited technical help. Involvement of existing cooperative organizations in the Indian highlands also will be stressed.

Experience in similar situations has shown that the bulk of such reconstruction is carried out by the families involved. In fact, the process of clearing necessary sites and sorting out materials already has begun. Attention to farming and other economic activity typically takes second place to providing shelter for the surviving family, making this activity not only an essential element of social rehabilitation, but of economic import as well.

Benefits of research sponsored by AID since the 1970 earthquake in Peru will be applied, to the extent possible,

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in improving seismic resistance of basically adobe construction. With minimal cost increases, it is hoped that the-affected families, with the direct help of the involved PVO's and cooperatives, will by the onset of the rainy season be sheltered in conditions that are sufficiently comfortable and secure to restore to them at least a semblance of the life--hard as it has always been--they knew prior to February 4. Roofing materials to be supplied will be of a kind that will limit the extent of personal injury in any future earthquakes (as compared to tiles commonly used) and also will be useable in more permanent construction.

2. Supporting Community Facilities

To the extent complementary, relatively simple construction needs can be met quickly and economically, assistance also will be extended to restore a minimum of vital community services (small farmer markets, schools, slaughtering facilities, health posts, etc.) to permit communities to continue their traditional role as providers of social stability and cohesion in the Indian areas. In all cases, such assistance will be limited to keeping communities socially and economically viable until broader, more durable, public services can be restored. In this effort, close coordination will exist with the GOG's Municipal Development Institute (INFOM), with which AID has had a long and successful relationship in Guatemala.

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As needed and requested by voluntary agencies with known competence, funds will be made available to support Guatemalan Government efforts in relieving the social trauma of victims.

c) TRANSPORTATION LINKS, INCLUDING RESTORATION OF THE GUATEMALA CITY - CARIBBEAN HIGHWAY. (\$7.5 million)

Based on a careful survey just completed by an 11-man U.S. Army Corps of Engineers detachment, it now appears that in a period of 60-75 days (before the rainy season makes such work difficult, if not impossible), the immediate phase of restoring Guatemala's principal export and import link with the rest of the world can be accomplished.

The road must be made passable for the thousands of trucks and buses which normally transit this highway, now interrupted by a stretch of approximately 50 miles of severe slides and destroyed bridges.

If this work can be accomplished, as proposed, using the services of the U.S. Army Corps of Engineers, or other emergency help that can be mobilized immediately, it is expected that the Guatemalan Government will be able to provide the maintenance capability to keep the road open during the rainy season. In the meantime, there are indications that international financing should be available for the major job of permanent reconstruction that cannot begin

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until later in the year when the detailed engineering and weather conditions would permit this major operation to get underway.

Additionally, destruction of a number of vital farm-to-market roads in the Indian highland area has cut off communities from the access they need to maintain some economic touch with 20th century life. Special priority will be given to opening up these vital lifelines of communication, necessary to facilitating broader reconstruction efforts in the future.

d) OTHER URGENT ENGINEERING AND CONSTRUCTION REQUIREMENTS (\$2.5 million)

Based on the results of high altitude aerial reconnaissance, dangerous topographical changes appear to have developed in various parts of the earthquake-affected area. Possible flooding from the rupture of naturally-formed dams as water accumulation occurs, particularly after the onset of the rainy season, could cause severe additional loss of life and physical damage if not corrected opportunely. Specialists in dealing with the difficult engineering and demolition problems entailed and other assistance as necessary, beyond that which is available and can be financed in-country, will be provided.

Summary: Immediate relief efforts, complemented by the undertakings listed above, represent a basic, necessary and

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immediate response to pressing humanitarian and economic needs felt by the Government of Guatemala and confirmed by our field assessments. They are essential to restoring near-normal life in Guatemala and to recapturing the momentum of development progress which, under the administration of President Laugerud, had only recently begun to move the large mass of Guatemala's urban and rural poor closer to enjoying the benefits of growth.

Some shifts in the application of requested funds may prove necessary as assessments of needs and costs continue to be refined and as the financial capacity of the Guatemalan Government itself and assistance from other donors can be better identified.

In this connection, AID will remain alert to ways of applying funds not only so as to meet pressing shelter and vital communications problems in the short run, but to facilitating as well, by community and cooperative action especially suitable in the Indian highlands of Guatemala, broader participation in the very process as well as the benefits of development.

Time has now become the major opponent in the continued support of our Government and people to Guatemala. If the assistance proposed herein can be made available immediately, essential work can be completed before the onset of the rainy season, so alleviating additional anguish for a burdened people.

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