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HUMANITARIAN ASSISTANCE TO EARTHQUAKE VICTIMS IN ITALY

A STAFF REPORT

PREPARED FOR THE USE OF THE

SUBCOMMITTEE TO INVESTIGATE PROBLEMS CONNECTED WITH REFUGEES AND ESCAPEES

OF THE

COMMITTEE ON THE JUDICIARY
UNITED STATES SENATE
NINETY-FOURTH CONGRESS
SECOND SESSION

SEPTEMBER 10, 1976

U.S. GOVERNMENT PRINTING OFFICE
77-226 O WASHINGTON : 1976

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Disaster strikes the Friuli region leaving tens of thousands homeless.



With homes destroyed, thousands face a long winter in tents.

—photos courtesy of A.I.D.

PREFACE

(By Senator Edward M. Kennedy, Chairman)

In early May, one of the most destructive earthquakes to hit central Europe struck the Friuli region of Northeastern Italy—leaving behind an awesome trail of human misery and destruction, and great personal tragedy for thousands of Italian families.

Nearly 1,000 people lost their lives, well over 2,000 more were injured. And within minutes, some 100,000 dazed people were homeless.

Since then, the sturdy and spirited survivors of the earthquake have been assessing their plight, and taking their first steps on the long road of normalizing their lives. Emergency relief needs have generally been met, and the time for rehabilitation and reconstruction has begun.[1]

As in the case of other natural disasters, the United States responded immediately to human need in Italy. And some $25 million has been made available by Congress to assist the recovery programs in the towns and villages of the earthquake stricken area.

To learn more of the human tragedy in Friuli, and following hearings before the Subcommittee on Refugees in early June, I dispatched a special team to Italy. The report that follows reviews the team's findings in the field, and suggests the kinds of efforts American assistance can best support to help the people of Friuli in normalizing their lives.

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[1] In mid-September, new tremors struck Friuli. In addition to heavy damage in some areas, additional deaths and injuries were reported.

Introduction

On May 6, about 9 o'clock in the evening, a devastating earthquake struck the Friuli region of Northeast Italy.

In keeping with its longstanding humanitarian concern over the victims of both natural and manmade disasters, on the following day the subcommittee consulted with appropriate officials in the executive branch and elsewhere, and the chairman urged in the Senate that no effort be spared by our Government in helping to meet the emergency needs of the Italian people. The Chairman stated in part:

> * * * while the immediate and longer term effects of the earthquake are not fully known, all sources confirm that a close friend of the United States has suffered great tragedy, and that emergency relief needs, let alone rehabilitation and reconstruction, are urgent and massive.
>
> As chairman of the Subcommittee on Refugees, I want to express my deep personal sympathy and concern to the people and Government of Italy. And I am hopeful that our Government in concert with * * * the international community will spare no effort in responding to any appeals for help from the Italian Government * * *.
>
> Officials in the Office of Disaster Relief in AID informed me this morning that our Government has already moved * * *. Private American relief organizations are also lending their support. And I am confident that our country's response to the human tragedy in Italy will fully reflect our traditional concern for people in need.

The chairman also introduced and cosponsored emergency legislation, including an amendment to a pending appropriations bill to provide $25 million in humanitarian assistance, which was speedily enacted into law. Shortly thereafter, on May 19, the subcommittee received testimony from the Honorable Daniel Parker, the Administrator of the Agency for International Development (AID) and the President's Special Coordinator for International Disaster Assistance. Mr. Parker had just returned from the Friuli region of Italy and testified on his findings and recommendations for U.S. assistance.

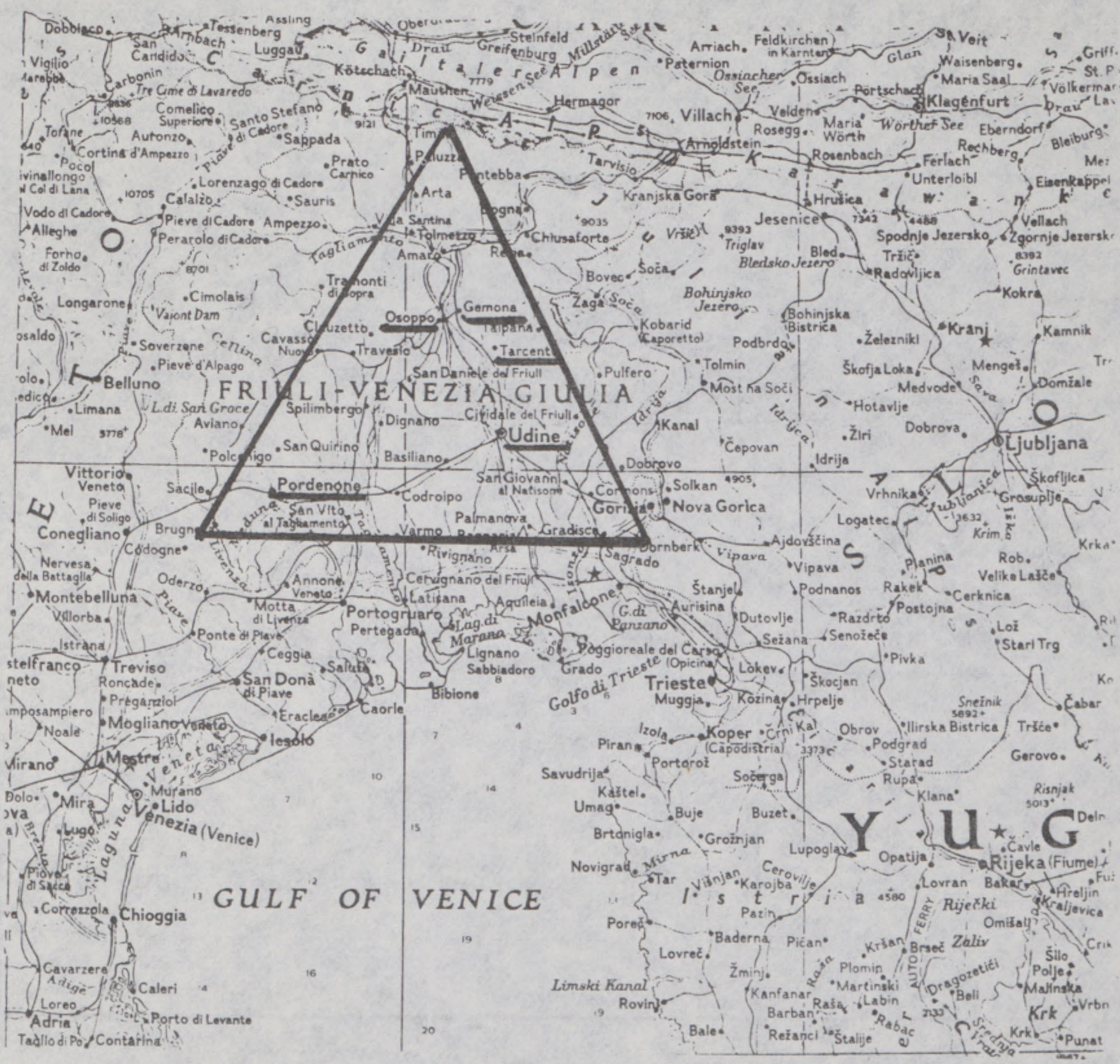
Given the considerable congressional and public interest in the programing and use of U.S. assistance, and the apparent debate on these matters within the executive branch, in early June the chairman dispatched a team to the Friuli region for a first-hand look at the disaster area and humanitarian needs. The team—composed of Dale S. de Haan, staff director of the subcommittee, and Wells Klein, a special consultant to the subcommittee and the executive director of the American Council for Nationalities Services in New York City—arrived in Udine, in the earthquake area, on June 5. Accompanied by members of a special AID survey team based in Udine, Messrs. de Haan and Klein traveled extensively in the earthquake area. Germona, Venzone, Osoppo, San Daniele, Maiano, Buia, and the surrounding countryside were among the places visited. Also visited were a number of devastated villages—including Resiutto, Resia and San Giorgio—in the mountainous areas approaching the Austian-Yugoslav border. In addition to extensive conversations with members.

of the AID survey team, Messrs. de Haan and Klein also met with earthquake victims and local officials, and in Trieste with the President of the Friuli-Venezia Giulia regional government. During a brief stay in Rome, additional conversations were held with appropriate officials in the Italian Government's Ministry of Interior and with officials at the U.S. Embassy. Mr. de Haan also traveled to Geneva for meetings with officials at the United Nations Disaster Relief Office (UNDRO), which was established by the U.N. General Assembly in 1971 to "be the focal point in the United Nations system for disaster relief matters."

As suggested in the chairman's preface, this report—based mainly on the recent field study—is part of the subcommittee's continuing effort to underscore the importance of humanitarian concerns in U.S. foreign policy, and especially the importance of meaningful U.S. assistance to the thousands of earthquake victims in Italy.

Tragedy Strikes

In driving north from Udine, along the main roads toward the Austrian border, the green and picturesque Friuli countryside belies the intensity of the tragedy which struck the area about 9 o'clock in the evening of May 6. Flowers are blooming along the roads. The cafes and shops are busy. And the traffic is heavy, with carloads of vacationers from Austria and other countries heading for or returning from the resort areas along the Adriatic.


FRIULI-VENEZIA GIULIA
GULF OF VENICE
Udine
Pordenone
Gorizia
Nova Gorica
Trieste
Ljubljana
Rijeka (Fiume)
Venezia (Venice)
Belluno
Conegliano
Vittorio Veneto
Portogruaro
San Donà di Piave
Treviso
Mestre
Chioggia
Lignano
Grado
Caorle
Latisana
Cividale del Friuli
San Daniele del Friuli
Gemona
Osoppo
Tarvisio
Villach
Klagenfurt
Jesenice
Kranj
Postojna
Koper (Capodistria)
Izola
Piran
Portorož
Buje
Buzet
Pula
Opatija
Lovran
Labin
Rovinj
Poreč
Pazin
Novigrad
Umag
Limski Kanal
Monfalcone
Aquileia
Sagrado
Palmanova
Codroipo
Spilimbergo
Maniago
Sacile
Oderzo
Motta di Livenza
Ponte di Piave
Jesolo
Lido
Murano
Chioggia
Cavarzere
Adria
Loreo
Caorle
Bibione
Lignano
Sabbiadoro
Golfo di Trieste
Laguna Veneta
Tagliamento
Livenza
Piave
Isonzo
Idrija
Soča
Vipava
Ajdovščina
Sežana
Kozina
Divača
Logatec
Vrhnika
Škofljica
Grosuplje
Kamnik
Domžale
Medvode
Škofja Loka
Jesenice
Bled
Radovljica
Kranjska Gora
Tarvisio
Pontebba
Paularo
Arta
Tolmezzo
Amaro
Osoppo
Gemona
Cividale del Friuli
Udine
Codroipo
Pordenone
Sacile
Conegliano
Vittorio Veneto
Belluno
Longarone
Pieve di Cadore
Auronzo
Cortina d'Ampezzo
Dobbiaco
Lienz
Hermagor
Mauthen
Kötschach
Paternion
Feldkirchen in Kärnten
Arriach
Ossiach
Villach
Klagenfurt
Velden
Rosegg
Maria Wörth
Arnoldstein
Rosenbach
Ferlach
Unterloibl
Hrušica
Jesenice
Spodnje Jezersko
Zgornje Jezersko
Vellach
Eberndorf
Bleiburg
Rechberg
Maria Saal
Waisenberg
St. Veit
Portschach
Wörther See
Ossiacher See
Millstätter See
Weissensee
Drau
Gail
Tal der Alpen
Karnische Alpen
Julische Alpen
Karawanken
Kamnik Alpen
Triglav
Bled
Bohinjsko Jezero
Soča
Idrija
Most na Soči
Tolmin
Kobarid (Caporetto)
Bovec
Žaga
Podbrdo
Železniki
Škofja Loka
Hotavlje
Žiri
Idrija
Cerkno
Vipava
Ajdovščina
Dornberk
Nova Gorica
Solkan
Čepovan
Kanal
Dobrovo
Cormons
Gradisca
Palmanova
Versa
Rivignano
Cervignano del Friuli
Latisana
Aquileia
Grado
Lignano
Sabbiadoro
Bibione
Caorle
Eraclea
San Donà di Piave
Jesolo
Mestre
Venezia (Venice)
Mira
Dolo
Mirano
Noale
Istrana
Treviso
Roncade
Preganziol
Mogliano Veneto
Ponte di Piave
Motta di Livenza
Oderzo
Vittorio Veneto
Conegliano
Pieve di Soligo
Valdobbiadene
Montebelluna
Nervesa della Battaglia
Codogne
Brugnera
Sacile
Maniago
Spilimbergo
Meduno
Tramonti di Sopra
Tramonti di Sotto
Forno di Zoldo
Alleghe
Vodo di Cadore
Pieve di Cadore
Perarolo di Cadore
Calalzo
Lorenzago di Cadore
Sauris
Ampezzo
Sappada
Santo Stefano di Cadore
Comelico Superiore
Tre Cime di Lavaredo
Cortina d'Ampezzo
Pocol
Col di Lana
Tofane
Cimolais
Vajont Dam
Soverzene
Pieve d'Alpago
Cavasso Nuovo
Clauzetto
Travesio
Tarcento
San Daniele del Friuli
Spilimbergo
Maniago
Meduno
Tramonti di Sopra
Tramonti di Sotto
Cimolais
Longarone
Belluno
Limana
Mel
Aviano
Polcenigo
San Quirino
Dignano
Basiliano
Codroipo
Pordenone
Sacile
Conegliano
Vittorio Veneto
Pieve di Soligo
Valdobbiadene
Montebelluna
Nervesa della Battaglia
Codogne
Brugnera
Oderzo
Motta di Livenza
Ponte di Piave
Istrana
Castelfranco Veneto
Treviso
Roncade
Preganziol
Mogliano Veneto
Mestre
Mirano
Noale
Mira
Dolo
Lugo
Piove di Sacco
Correzzola
Chioggia
Cavarzere
Adria
Loreo
Taglio di Po
Contarina
Caleri
Porto di Levante
Lido
Venezia (Venice)
Laguna Veneta
Brenta
Adige
Piave
Livenza
Tagliamento
Meduna
Cellina
Arba



Map of Italy and earthquake area.

and police. And they were often deserted, except for stray cats and for workmen removing rubble, repairing buildings, or retrieving religious artifacts and valued art work and sculpture from shattered churches and public buildings.

Nearly all of the destruction occurred in Udine and Pordenome Province. Official sources indicate that 41 communes or townships were declared "disaster" areas—29 in Udine and 12 in Pordenome. Some 45 more were declared gravely damaged—39 in Udine and 6 in Pordenome. And some 33 more communes were declared damaged—29 in Udine and 4 in Pordenome.



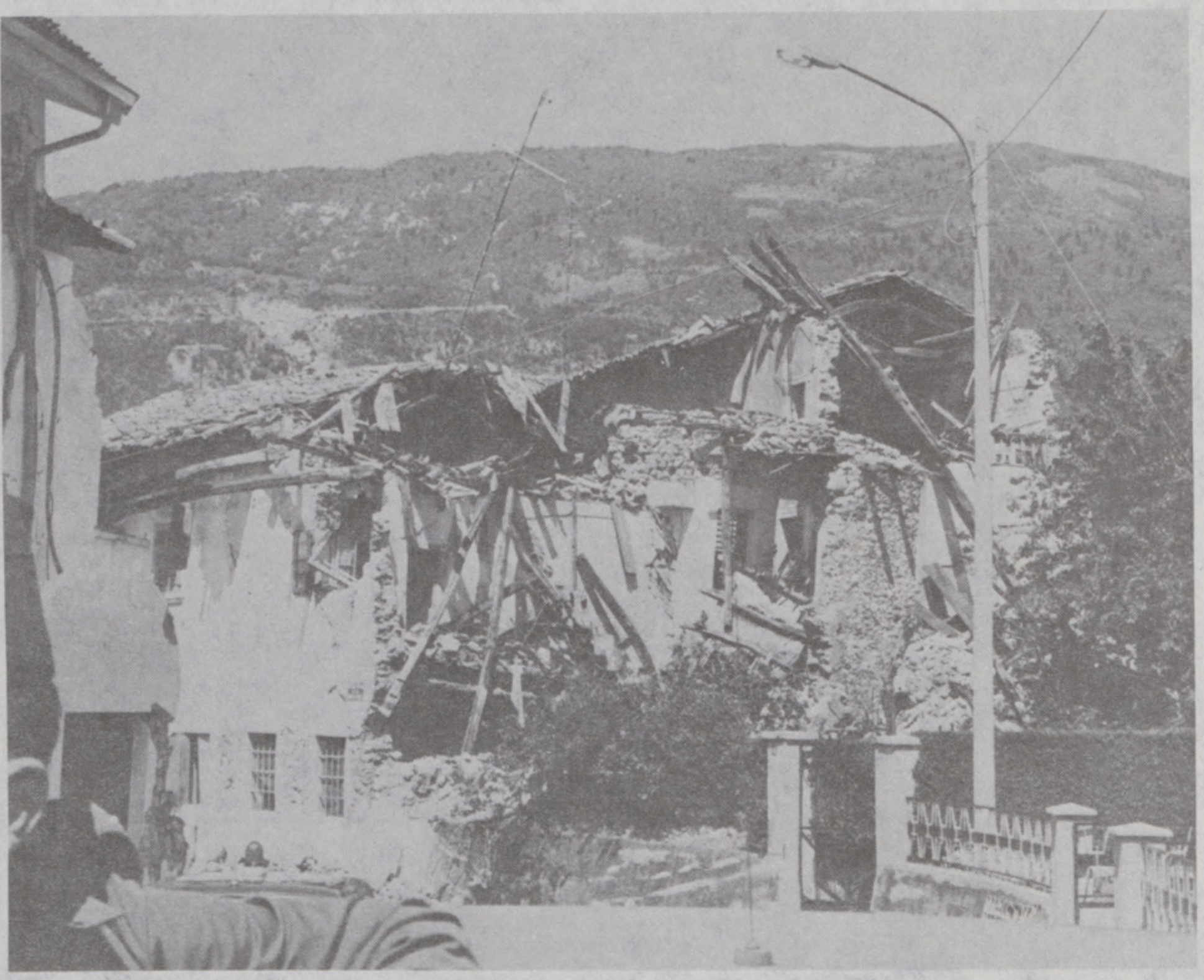
Tragedy strikes—leveling tens of thousands of homes.
—photo courtesy of A.I.D.

The towns of Germona and Venzone were especially hard hit and virtually completely destroyed. An early evening, after curfew visit to Venzone on June 7 was a poignant reminder of the devastation and tragedy instantaneously produced by the earthquake and its aftershocks. Guards were posted at the gates of this old walled town, and many of its former inhabitants had wandered from a tent city, or tendopili, nearby and were aimlessly walking outside its damaged walls. Inside the walls was eerie silence. The workmen had left for the day and no one was there. But by walking through the deserted streets and collapsed buildings, and by climbing over the huge piles of rubble everywhere present, the massive reconstruction needs of the area were dramatically underscored, and so were the complexities involved in restoring retrievable monuments to a proud heritage, which in Venzone is the heavily damaged medieval cathedral, whose spire stood tall over the smashed town below.

Visiting Venzone and other areas also sharply underscored the human tragedy produced by the earthquake. Homes were in ruins. Gardens were in disarray. The streets and rubble were strewn with clothing, toys, books, beds, chairs, and other personal and household effects. And in one town, where people were still reported missing, the stench of death hung in the air.

The Friulians of the affected villages and towns were subjected to one of the most sudden, unexpected, and traumatic of all national disasters. One moment there was laughter and light. The next instant all was dark—with collapsing buildings and deafening noise, death and injury, and confusion and fear.

The personal tragedy of Friulian families is very real. It is seen and understood in someone's recounting that the earthquake struck as people were leaving the theater in Gemona, where the collapsing building took the lives of 30 persons. It is seen and understood in an Osoppo family's recounting the death of their daughter and sister, and



Hardest hit were proud homes built over 100 years ago.



Walls collapse, while stocks on shelves remain intact.

—photo courtesy of Stuart de Haan

the loss of their home and prized possessions. And it is seen and understood in a teenager's concern about his schooling and future, in the absence of laughter and play among the children, in the somber demeanor of many adults, and in the coping of homeless families with the communal atmosphere and pervasive lack of privacy inevitable in the tendopoli of the Friuli countryside.



Within 2 days, bulldozers work to clean the rubble from the streets.

—photo courtesy of Stuart de Haan

In cold statistical terms, nearly 1,000 people lost their lives. A few more are still missing. Well over 2,000 people were injured and hospitalized, and many of these victims are permanently crippled and incapacitated.

Close to 15,000 housing units were completely destroyed. Some 30,000 more were gravely damaged, and many of these will probably have to be replaced. And another 50,000 units were less seriously damaged and will probably be repaired. In purely human terms, this means, according to Italian Government officials, that well over one third of the Friuli region's population of 800,000 people was directly affected by the earthquake—including up to 100,000 people who were completely homeless, and, in early June, an additional 150–200,000 people who needed repairs on their homes, a good share of which were at that time unhabitable.

Many schools, hospitals, clinics, community centers, churches, city halls, and other public buildings were also destroyed or heavily damaged. Included are several medieval or very old structures of historic



Two residents view the crumbled remains of their home.
—photo courtesy of A.I.D.

and artistic value, which have always been a source of great pride to Friulian communities.

With the possible exception of tourism and some agricultura sectors, the economic base of the area, which is heavy in light an cottage industries, was apparently not seriously disrupted. The disruption varies, of course, from community to community. But the experience of Osoppo seems fairly typical. According to local officials in early June, nearly two-thirds of the local workers were still employed, and the remaining workers were busy clearing up the rubble

and repairing damaged buildings. However, the Friuli region, having historic places and lying on the main route between Austria and the Adriatic resorts, has always derived significant income from summer tourists. This year, at least, considerable losses are expected in tourism, because some tourist facilities were destroyed and most of those that were damaged could not speedily be repaired.

There can be no doubt that the people of Friuli have suffered great personal and collective tragedy, and that their torn social fabric and the physical devastation of their land and communities will take many months and even years to renew and rebuild. But given their long history of exposure to armies and disaster, and their reputation as sturdy and industrious stock, there can also be no doubt that the people of Friuli have the will and capacity to normalize their lives.

Emergency Relief

The Government of Italy and the Italian Red Cross in the Friuli region responded quickly and compassionately to the massive human needs produced by the earthquake. All available resources were mobilized to evacuate victims caught in the rubble; to search and care for the injured; to bury the dead; to provide temporary shelter and sanitation facilities for the homeless; to provide food and water and medicine and clothing for all those in need; to clear rubble; and to repair damaged roads, communications, and public utilities. The Government also established a special system of financial assistance for the elderly, injured, the unemployed and others without ample resources, and of death benefits for the family survivors of those who lost their lives. Such immediate relief measures are a matter of record and are discussed in the subcommittee's published hearing of May 19.

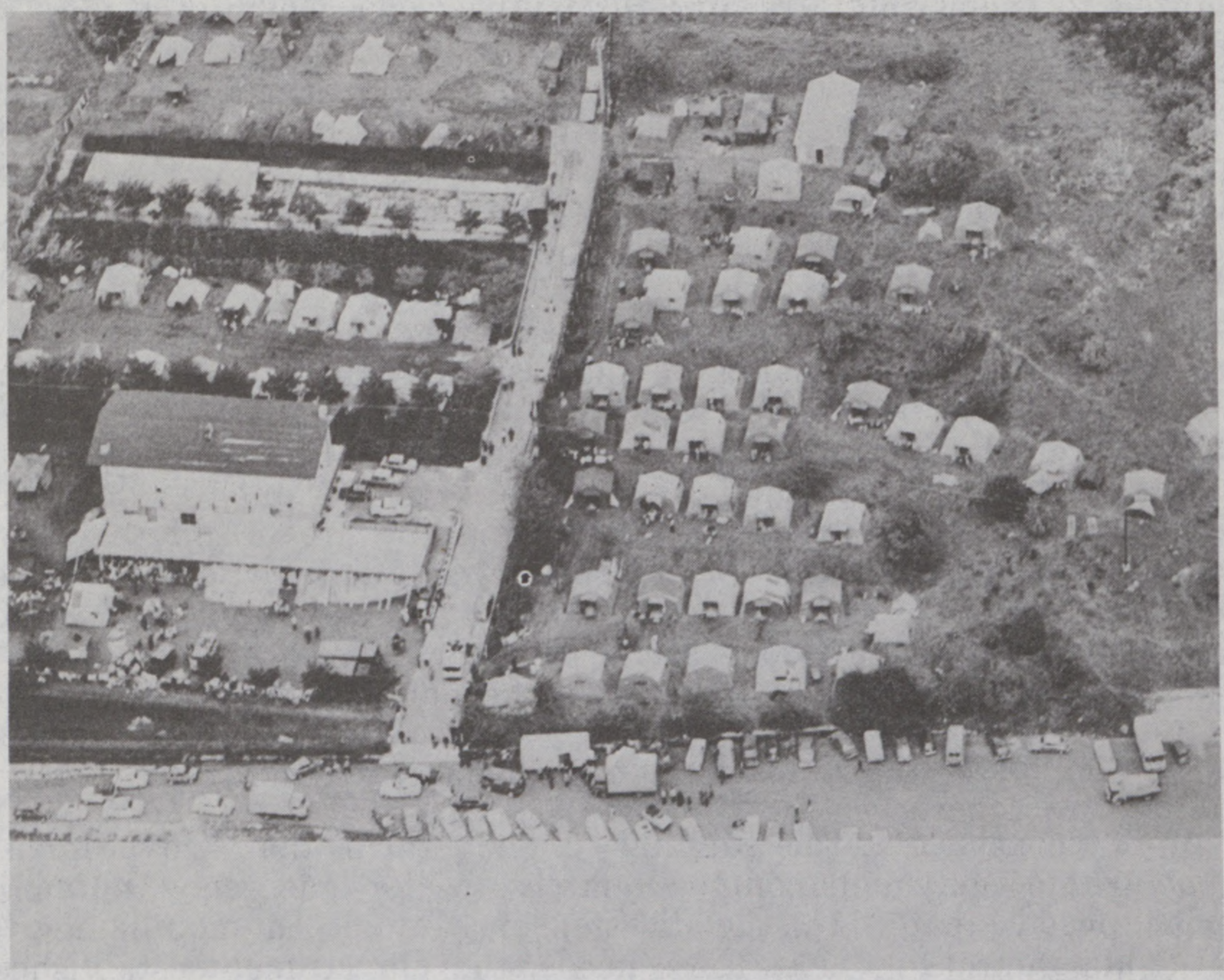
As of early June, during the subcommittee team's visit to Friuli, emergency relief needs were in the main being adequately met. There were some local complaints about social services and about the slow movement of funds to those eligible for special financial assistance and death benefits. But the tendopoli were orderly, and, although some were crowded, there appeared to be little discomfort and no lack of food and water and medical care. The lack of privacy common to tent cities in any disaster area, however, was readily observed in the tendopoli of Friuli. And there was growing apprehension on the part of the homeless over a long stay in tents and over the possibility of having to cope with the rain and cold come September. But the Italian Government, let alone the Friulians themselves, clearly has the capacity and will to meet the care and maintenance needs that continue, as rehabilitation and reconstruction efforts get underway.

Although Italy drew on its own considerable resources to carry out the emergency relief operations, modest contributions also came from other countries, mostly in kind. Austria, for example, provided some cash assistance, relief personnel, trucks, tents, mattresses, sheets, and other supplies. Switzerland provided similar items. Australia, Sweden, Yugoslavia, and the European Economic Community (EEC) provided some modest cash assistance. The Soviet Union contributed. Canada sent a field hospital, engineering personnel, helicopters, water purification units, and other supplies. And several NATO members also contributed to the relief effort.

The American response to emergency relief needs was immediate and generous. In addition to tents, food, blankets, medicine, and similar relief supplies, the United States made available helicopter and communication support, rubble and earth-moving equipment, and various kinds of personnel, including disaster specialists. U.S. emergency assistance approached $1 million.

Emergency relief contributions also came through private channels. The League of Red Cross Societies (LICROSS) in Geneva, for example, made a cash donation of $886,000. Private organizations in

various countries also contributed modest amounts. And, in keeping with their long tradition of responding to emergency humanitarian needs in all parts of the world, the American people have been contributing significantly through the established voluntary relief agencies, such as Catholic Relief Services, or through special relief organizations established specifically to assist the earthquake victims in Friuli. The latter organizations include a number of spontaneous relief committees created by Americans of Italian descent, and others who share their concern over humanitarian needs in Friuli.



Tent cities ("tendopoli") have become the home for tens of thousands of Friuli citizens.

—photo courtesy of A.I.D.

Rehabilitation and Reconstruction

A month following the earthquake, emergency relief needs were in the main being adequately met, and the attention of the Italian Government—especially at the regional and local levels in the affected area—was increasingly turning from the emergency operation to rehabilitation and reconstruction. Concerned officials were clearly sensitized to the needs of the area and to the objectives of rebuilding devastated communities and of helping people to normalize their lives. But, especially at the regional and local levels of the Italian Government, officials were also acutely aware of the immense planning and purely human problems that confronted them and the people of Friuli in pursuing these ends.

Fortunately, meeting emergency needs was not a major problem, and the economy of the area was not seriously disrupted, except for the tourist business. But given the massive social disruption and physical devastation caused by the earthquake, let alone the personal trauma of the affected population, there is clearly much to do in rehabilitating the people and reconstructing the area. And there are no easy answers, no tidy solutions, and no quick remedies for the problems and issues and needs created by the disaster of May 6. The process of rebuilding will require much time and effort and patience—and a cooperative spirit on the part of all concerned.

A. GENERAL PROGRAM OF THE ITALIAN GOVERNMENT

As noted earlier in this summary report, the Italian Government responded quickly and compassionately to the emergency humanitarian needs created by the disaster of May 6. In mobilizing its national resources to meet these needs, the Government established a special commission to direct and oversee the emergency operation, and also allocated some $450 million for immediate relief and longer-term rehabilitation purposes in Friuli.

Beyond this, however, the Italian Government moved slowly in the early days and weeks of the tragedy, and this was evidenced by some grumbling in the affected area. Undoubtedly, there were several factors contributing to this, including the massive scope of the tragedy, the complexity of rehabilitation and reconstruction, and some ambivalence over what level of Government—national or regional—should assume the primary role in the rehabilitation and reconstruction process. But the overriding factor, at least in the early days, was the simple fact that the disaster occurred at a time of political uncertainty in Italy, and in the midst of an indecisiveness which often precedes and immediately follows a national election. The national election in late June and the subsequent forming of a new Government have presumably mitigated this situation, and, although they are mixed, recent reports from the field do suggest that some greater attention is now being given to the long-term needs of the

earthquake stricken area and to the decisions required for getting on with the task of normalizing life in Friuli.

Italian officials suggest that total costs for the rehabilitation and reconstruction phases in Friuli may run as high as $3 billion and take up to 5 years. Although these phases cannot be neatly divided in terms of time, the Government's current stress, of course, is on rehabilitation.

Given the wet and cold winters in Friuli, of urgent importance has been the provision of adequate temporary housing for families still living in tents or similar shelter. There is no clear estimate of the numbers of people involved, but it is considerably less than the 100,000 or more people initially displaced by the earthquake. Many of these people have been able to repair their homes. Others are living with relatives or friends. And still others have left the area. Nevertheless, adequate temporary housing for many thousands of families remains an urgent need, and Government planning to meet this need has involved both the construction of temporary housing and the utilizing of nearby hotels and other suitable buildings. Such arrangements will inevitably pose many problems for the people involved, including such things as easy access to their jobs, schooling for their children, medical care, and the like. But these are also the kinds of problems facing much of the Friuli population affected by the disaster of May 6. And in all of these problems, and more, the Friuli people and their Government—especially at the regional and local levels—are making every effort to bring at least a semblance of normality to their daily lives during the weeks and months immediately ahead.[1]

In the meantime, efforts have also been getting underway for longer term reconstruction. Geological and other kinds of surveys; general planning for the overall reconstruction of destroyed villages and towns; and structural planning for new housing, schools, medical facilities, old people's homes, and community centers, are the kinds of things being pursued.

B. U.S. ASSISTANCE

The speedy enactment of legislation to provide $25 million in humanitarian assistance to Italy expressed a genuine concern on the part of all Americans over the human tragedy in Friuli. The U.S. contribution to emergency relief totaled close to $1 million—and some $24 million still remains for rehabilitation and reconstruction purposes.

In late May, following a hearing before the Subcommittee on Refugees, a special AID technical field team, under the able and sensitive leadership of a senior AID officer (Arturo Costantino), traveled to Italy. Its purpose was twofold: (1) to conclude a bilateral agreement with the Government of Italy, which would provide a basis for the delivery of U.S. assistance to any level of the Italian Government or to private organizations recognized by the Government of Italy; and (2) to help identify specific needs and projects for U.S. assistance.

An agreement was signed in Rome on June 16, with an exchange of letters between the U.S. Ambassador and the Italian Minister for

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[1] The new tremors which struck Friuli in mid-September seriously compounded current rehabilitation efforts. In addition to heavy damage, some 20,000 people were newly displaced.

Foreign Affairs.[2] In an unusual departure from the normal pattern of such bilateral agreements, the exchange of letters permits the United States to provide assistance "to the Government of Italy or its agencies, to regional, provincial or municipal governments, or—upon agreement with the Italian Government—to any other public or quasi-public body or organization, to an appropriate credit institution, or to a voluntary, nonprofit organization of Italian, United States, or international character." The agreement also states that "the purpose, amounts and other terms and conditions relating to assistance * * * will be detailed by common accord between the U.S. Government and such entities."

As to identifying needs and projects for U.S. assistance, the AID team, which had a questionable composition, clearly had some problems. A major problem was that the team seemed to be functioning under contradictory policy statements and recommendations by administration officials in the initial planning for U.S. assistance. For example, in justifying a $25 million appropriation by Congress in early May, the President and AID officials heavily stressed purely humanitarian and people oriented assistance. A May 10 AID justification paper for a $25 million appropriation allocated some $8 million for emergency relief purposes and close to $17 million for rehabilitation purposes, including self-help projects and the reconstruction of homes, schools, clinics, public buildings, and so forth. The justification also indicated support for the needs of voluntary agencies which fit into program objectives. Although the AID justification recognized that the suggested allocation of funds was only illustrative, and that some programs may be added or dropped "* * * following consultation with the Government of Italy," the justification was, nevertheless, people oriented and for the most part in line with the intent of Congress in appropriating the $25 million.

But in his testimony before the Subcommittee on Refugees on May 19, the Administrator of AID all but ignored people needs and the human dimensions of the tragedy in Friuli, and heavily stressed technical and scientific assistance. His testimony stated in part:

> Our overall strategy is to devise a package of programs which are both qualitative and quantitative in nature and which serve to catalyze certain aspects of the Italian and other donor assistance efforts. We see definite promise in the following areas:
>
> Technical assistance to assess structural damage to determine wich houses, factories, public buildings and cultural and historic structures can be saved for renovation and which must be razed;
>
> Technical assistance in structural engineering, especially for building footings and foundations;
>
> Provide small-scale technology concrete block production units to assist local populations to begin on-site reconstruction of dwellings;
>
> Provide suitable roofing and structural support materials for the reconstruction of dwellings in a more earthquake-resistant manner;
>
> Provide small tractors and wagons to community governments to be used for community efforts in removal of debris and in transportation of building materials and livestock feed;
>
> Provide communications equipment for community use, to permit community leaders to exchange instructions and information with outlying smaller communities;
>
> The use of a field computer terminal, hooked up to Washington and perhaps the capitals of other major donors, to accelerate the planning/logistical process;

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[2] For the text of these letters, see Appendix I.

The use of high altitude photography combined with LANDSAT imagery to develop a complete picture of the relationship of the communities to their environment. There is in the area a shortage of certain building materials and we may be able to identify both mineral and building resources which the local areas may not be aware of; and

Extremely sophisticated geologic assessment to identify faults, major areas of sliding, areas prone to subsidence and slippage . . . . In order to carry out this strategy, we plan to send in a small, highly specialized AID team to work with the Italians in the development of projects. With the help of this team, which can tap other U.S. Government agencies' capabilities, we plan to concentrate on the following areas:

1. Technology resources.—Our hope is to be able to identify U.S. experts who have worked in applying geology, structural engineering, high resolution aerial photography, and satellite imagery to small areas. The challenge is to transfer high technology to meet fundamental needs.

2. Social and public infrastructure assistance and planning capability.—At this point our course of action is to offer computer modeling services in the field of earthquake relief, rehabilitation and reconstruction; determine forms of shelter which might be acceptable to the affected population; and identify a variety of transportation and construction equipment which can be used on a small scale to assist the people in their efforts to rebuild their homes with their own hands.

Throughout most of his testimony, the AID Administrator stressed what he called "high technology" U.S. assistance. He suggested that this was in accord with the wishes of the central Italian Government in Rome and the local authorities in Friuli, and cited similar aid elsewhere to confirm the usefulness of his recommendations.

In questioning the AID Administrator, the subcommittee chairman expressed concern over the rather significant difference in emphasis between AID's justification paper of May 10, and the Administrator's subsequent report to the President and testimony before the subcommittee. And the chairman also indicated reservations over the Administrator's recommendations. Apparently the Administrator also had some reservations; because toward the end of his testimony he said that "I just don't know at this point how to say where our assistance ought to be * * *."

In the minds of most observers, however, there was no question as to the purpose of U.S. assistance. Given AID's initial justification for U.S. assistance, the intent of Congress in appropriating $25 million, and the expressed wishes of the earthquake victims and officials at all levels of the Italian Government, it was clear that U.S. assistance should be based on purely humanitarian objectives and geared to normalizing life in Friuli communities devastated by the disaster of May 6. And only people oriented projects, not high technology, would really help accomplish this end. Field study by the subcommittee delegation, as well as the AID team, fully confirmed and supported this approach, which is now being reflected in the planning for the allocation of U.S. assistance.

Allocating U.S. assistance, even for people oriented projects, is not an easy matter. It is even more difficult, given the fact that $25 million is a very limited amount of assistance as compared to total need. Suffice it to state, however, that a number of options have been open to the United States, including token allocations in several sectors of need or allocations in a single sector such as schools or medical facilities. An early August AID status report, following the AID team's return from the field, stated the following conclusion:

> In late May a team of U.S. experts was dispatched to Italy to identify ways in which the United States could assist in reconstruction of the devastated area.

After intensive analysis and extensive consultations with central, regional, and municipal government officials it was concluded that the United States could best help by providing assistance primarily to rebuild schools in selected communities; to build facilities for care of the elderly, many of whom have been displaced as a result of the earthquake; to restore one or more municipal centers which will serve as a catalyst for community reconstruction efforts; and, to fund a small technical exchange program in seismic geology. This program is in line with regional and local priorities and has the endorsement of the U.S. Ambassador to Italy, Mr. Volpe, and Italian officials.

This program which has been approved by the Administrator of AID will take a year or more to complete. Mr. Arturo Constantino, a senior AID officer has been designated Director of the U.S. Earthquake Assistance Program for Italy. He is now in Italy concluding the project agreements necessary to begin U.S. reconstruction assistance.

The breakdown of the recommended program in early August was approximately as follows:

(1) Homes for the elderly	$4,000,000
(2) Schools	9,000,000
(3) Restoration of multiple purpose historic buildings	2,000,000
(4) Technical exchange programs	500,000
(5) Reserve for other humanitarian projects	7,500,000
(6) Operating costs for U.S. assistance	1,200,000
(7) Obligated for emergency relief	1,000,000

Since then, and following additional consultations with the Italian Government at all levels, the program above has been revised, and as of early September nearly all U.S. money available will apparently be allocated for homes for the elderly and schools. The subcommittee understands that efforts are now underway to finalize this allocation of U.S. assistance.

The developing U.S. assistance program deserves the full support of all concerned, and is clearly in line with the expressed wishes of the earthquake victims and officials at all levels of the Italian Government. There are, however, some areas of legitimate public and congressional concern.

The lack of progress in identifying specific projects and the slow obligation of U.S. funds is one of them. There is growing concern that of the $25 million appropriated by Congress last May, some $24 million still remains. There is also concern over how U.S. funds will be programed and disbursed. For example, will this be a relatively simple operation which respects Italian pride and capabilities, or will it be an operation bogged down with conditions and redtape and the kinds of bureaucratic insensitivity which has marked the use of similar humanitarian assistance for other countries? And there are other concerns as well, including the possibility of additional U.S. assistance.

The subcommittee and its chairman will continue an active interest in U.S. assistance to Italy, and the recommendations of this report comment on some immediate concerns.

C. OTHER ASSISTANCE

The Government and people of Italy will inevitably be carrying the bulk of the costs for rehabilitation and reconstruction. As suggested earlier, estimates on total costs run as high as $3 billion.

Although a significant number of countries contributed to emergency relief needs, there only have been a few offers of rehabilitation and reconstruction assistance. Apart from the U.S. assistance discussed above, the only assistance of record is some $50 million from the European Economic Community and some $4 million from Saudi Arabia. Important amounts are also coming from various private voluntary agencies and other humanitarian organizations. These included Catholic Relief Services and several ad hoc earthquake relief groups in the United States.

Recommendations

For the purpose of this report, the chairman makes the following recommendations regarding U.S. assistance to the people and towns in the Friuli region of northern Italy.

U.S. assistance must respond to "people" needs

U.S. assistance to the earthquake victims in Italy must be purely humanitarian, rehabilitative in character, and fully responsive to helping the people of Friuli normalize their lives.

Homes for the elderly, schools, health facilities, day care centers, support for renewing the area's cottage industries, and perhaps help in restoring some historic buildings, many of which mean so much to the people of the area, reflect the kinds of priorities which must govern the allocation of U.S. assistance.

Regrettably, the administration's early planning and recommendations for U.S. assistance neglected such priorities, and heavily stressed such things as technical assistance, communicatons equipment a field computer terminal, and high-altitude photography, among others.

Justifications for such kinds of assistance were never forthcoming, and in recent weeks the administration's initial planning and recommendations have apparently been pushed aside—hopefully, in favor of people oriented assistance. This would not only be in line with the intent of Congress in appropriatiig funds for Italy, but it would also be in line with the needs and the wishes of the Friulian people themselves.

Expenditures and flexible programing of U.S. assistance—no AID mission in Italy

U.S. assistance ot the earthquake victims in Italy should be allocated as expeditiously as possible, and should be administered in a simple and flexible way.

This assistance does not involve a routine bilateral arrangement for economic development, but humanitarian help for people in need. This assistance should reflect, therefore, the more flexible kinds of programing expected by Congress and the American prople in helping to meet international disaster relief and rehabilitation needs.

The programing of U.S. earthquake assistance might include, therefore, some cash grants for specific projects to Italian Government units or voluntary organizations—and any contractual arrangements undertaken by the Agency for International Development (AID) with Italian Government units, voluntary organizations, or others should be simply drawn, involving Italian personnel to implement the project.

Officials in AID must avoid the redtape, bureaucratic insensitivity, and cumbersome program requirements which have needlessly hampered the effective use of other humanitarian assistance made available by Congress in the recent past. And establishing an AID mission in Italy to administer U.S. earthquake assistance must also be avoided.

SUPPORT FOR VOLUNTARY AGENCIES AND EFFORTS

U.S. assistance for the earthquake victims in Italy is limited, and the great bulk of it should go through Italian Government channels.

Voluntary self-help projects among the earthquake victims, however, should not be neglected. Individual projects often involve modest sums. And the administration should seriously consider supporting appropriate projects, including those which may be associated with established American voluntary agencies.

In this connection, the administration should also appropriately facilitate the efforts of other private American groups that are still assisting the people of Friuli. These groups include those interested in supporting the restoration or reconstruction of treasured art work and historic buildings in the earthquake stricken area.

ADDITIONAL FUNDING FOR ITALY

The United States is currently contributing $25 million for rehabilitation and reconstruction purposes in the earthquake stricken area of Italy.

Field reports indicate, however, that, over the coming year or two, additional sums could be used effectively, and Congress and the executive branch should seriously consider providing an additional $15 million to help the people of Friuli normalize their lives.

SPECIAL IMMIGRATION MEASURES FOR EARTHQUAKE VICTIMS

In keeping with our national humanitarian tradition, and within the context of present law, the administration should establish special immigration measures to facilitate the movement to the United States of earthquake victims who apply for visas—especially those with family members in this country.

APPENDIX I

TEXT OF LETTERS OF AGREEMENT EXCHANGED BETWEEN THE UNITED STATES AND THE GOVERNMENT OF ITALY

(NOTE.—The following exchange of correspondence between U.S. Ambassador to Italy, Hon. John A. Volpe, and the Italian Minister for Foreign Affairs, His Excellency Mariano Rumor, constitute the bilateral umbrella agreement with the Government of Italy providing the basis for the delivery of U.S. assistance to any level of government in Italy or, subject to Government of Italy clearance, to private foundations recognized by the Italian Government.)

UNITED STATES EMBASSY,
Rome, June 9, 1976.

His Excellency MARIANO RUMOR,
Minister for Foreign Affairs, Rome.

EXCELLENCY: I have the honor to refer to the conversations which have recently taken place between representatives of our two governments with respect to the human suffering and physical devastation caused by the recent earthquakes in the Friuli region of Italy. The United States wishes to assist and cooperate with the Government of Italy in alleviating the suffering caused by the tragedy. To this end, the U.S. Congress has authorized the provision of assistance to the earthquake victims of Italy in the context of the Foreign Assistance Act of 1961, as amended, and related legislation.

In this context, the Government of the United States desires to define further those conditions and understandings between the two Governments which would permit and facilitate the effective use of U.S. assistance in the afflicted areas of Italy. In accordance therewith I am confining the following understandings reached as a result of the above mentioned conversations.

1. The U.S. Government undertakes to make available to the Government of Italy or its agencies, to regional, provincial or municipal governments, or—upon agreement with the Italian Government—to any other public or quasi-public body or organization, to an appropriate credit institution, or to a voluntary, nonprofit organization of Italian, United States, or international character, commodities, services or funds for the carrying out of programs of relief and rehabilitation or other assistance. In the event that the U.S. Government intends to make available resources, as described above, to the above-mentioned non-governmental entities, it will notify the Italian Government, in order to obtain the agreement of the latter. The Italian Government undertakes to communicate its own position on the matter within 20 days.

2. The purpose, amounts, and other terms and conditions relating to assistance which is intended to be furnished will be detailed by common accord between the U.S. Government and such entities.

3. The United States cannot furnish any assistance, the provision of which would not be in accord with the applicable laws or regulations of the United States, or with Italian laws or regulations.

4. The U.S. Government will furnish the names of the personnel to whom, within the framework of the Embassy, will be entrusted the special task of the implementation of the transactions relating to the present agreement.

5. Any supplies, materials or equipment financed by the U.S. Government which are introduced into Italy for the above purposes as well as any legal instruments and other transfers of resources for such purposes, shall enjoy all exemptions, from tariffs, taxes, duties or other levies accorded by Italian law and by the law of the European Community for the Friuli disaster or as subsequently amplified as well as any other exemption or facility accorded by Italian law.

6. The Government of Italy and the U.S. Government shall, upon the request of either, consult regarding any matter relating to the application of this understanding or to activities carried out hereunder. Either the Government of Italy

or the U.S. Government shall provide such information relating to the purposes and implementation of this understanding, as the other may request.

7. The Government of Italy understands that the U.S. Government will require assurances in subsequent accords with the entities described in paragraph 1 with respect to its right of access to the books, records, and other relevant documents relating to assistance projects and programs financed by the United States. Nothing in this understanding is intended to restrict in any way the right of the Government of Italy itself to conduct such inspections in accordance with its laws and regulations.

I would appreciate receiving your confirmation of these understandings at your earliest convenience.

Accept, Excellency, the renewed assurances of my highest consideration.

JOHN A. VOLPE

[Embassy Rome translation]

THE MINISTRY OF FOREIGN AFFAIRS,
Rome, June 9, 1976.

EXCELLENCY: I have the honor to acknowledge receipt of Your letter dated June 9, 1976, reading as follows:

"Excellency:

"I have the honor to refer to the conversations which have recently taken place between representatives of our two governments with respect to the human suffering and physical devastation caused by the recent earthquakes in the Fruili region of Italy. The United States wishes to assist and cooperate with the Government of Italy in alleviating the suffering caused by the tragedy. To this end, the U.S. Congress has authorized the provision of assistance to the earthquake victims of Italy in the context of the Foreign Assistance Act of 1961, as amended, and related legislation.

"In this context, the Government of the United States desires to define further those conditions and understandings between the two Governments which would permit and facilitate the effective use of United States assistance in the afflicted areas of Italy. In accordance therewith I am confirming the following understandings as a result of the above mentioned conversations.

"1. The U.S. Government undertakes to make available to the Government of Italy or its agencies. to regional, provincial or municipal governments, or—upon agreement with the Italian Government—to any other public or quasi-public body or organization, to an appropriate credit institution, or to a voluntary, nonprofit organization of Italian, United States, or international character, commodities, services or funds for the carrying out of programs of relief and rehabilitation or other assistance. In the event that the U.S. Government intends to make available resources, as described above, to the above-mentioned non-governmental entities, it will notify the Italian Government, in order to obtain the agreement of the latter. The Italian Government undertakes to communicate its own position on the matter within 20 days.

"2. The purpose, amounts and other terms and conditions relating to assistance which is intended to be furnished will be detailed by common accord between the U.S. Government and such entities.

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"I would appreciate receiving your confirmation of these understandings at your earliest convenience.

"Accept, Excellency, the renewed assurances of my highest consideration."

I take pleasure to make known to Your Excellency the consensus of the Italian Government to the above-mentioned proposals.

Please accept, Excellency, the expression of my highest consideration.

MARIANO RUMOR.

APPENDIX II

AGENCY FOR INTERNATIONAL DEVELOPMENT (AID)'S STATUS REPORT ON THE EARTHQUAKE IN ITALY

July 30, 1976

This report will briefly describe the current status of Italian relief and rehabilitation efforts and a program for U.S. assistance.

The emergency phase of the relief operation has been completed successfully. All services appear to have been restored. The sick and injured have been treated and the homeless have been provided emergency shelter (mainly tents) and food.

The Italian Government has provided the equivalent of $450 million in emergency and reconstruction assistance funds, and they are rapidly completing a house-by-house assessment of damage and repair needs which will be used as a basis for assistance.

The immediate problem facing the people in the area is the need for temporary housing to carry them through the winter and perhaps for a somewhat extended period while permanent housing is being constructed. Earlier estimates of 70,000 people needing temporary housing have been revised to approximately 42,000 due largely to the resourcefulness of the people in finding their own temporary shelter. The problem appears manageable and already the regional authorities have ordered 3 million square meters of prefabricated housing which should provide appropriate shelter for the bulk of the homeless.

In late May a team of U.S. experts was dispatched to Italy to identify ways in which the United States could assist in reconstruction of the devastated area. After intensive analysis and extensive consultations with central, regional and municipal government officials it was concluded that the United States could best help by providing assistance primarily to rebuild schools in selected communities; to build facilities for care of the elderly, many of whom have been displaced as a result of the earthquake; to restore one or more municipal centers which will serve as a catalyst for community reconstruction efforts; and, to fund a small technical exchange program in seismic geology. This program is in line with regional and local priorities and has the endorsement of the U.S. Ambassador to Italy, Mr. Volpe, and Italian officials.

This program which has been approved by the Administrator of AID will take a year or more to complete. Mr. Arturo Costantino, a senior AID officer, has been designated Director of the U.S. Earthquake Assistance Program for Italy. He is now in Italy concluding the project agreements necessary to begin U.S. reconstruction assistance.

A summary of U.S. assistance to date is included at tab A.

D. W. ANDERSON,
(For John F. Owens, *Director*,
AID Task Force on Italy Earthquake.)

TAB A.—*Summary of U.S. assistance*

Ambassador's declaration (helicopter support)	$25,000
283 tents (40th Tactical Command)	180,000
1,550 tents (AID stockpile—Camp Darby)	424,316
Foodstuffs (military field rations)	50,000
Earth-moving equipment	70,000
Blankets, sheets, stretchers, and medical supplies	13,000
TDY for 4 U.S. foreign disaster relief specialists	13,755
Communications support	4,000
Engineer unit (68 men)	25,000
Italy field task force	37,835
Engineering assistance contract	69,600
Total	912,506