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Report N° 10
on
UNITED NATIONS CIVILIAN OPERATIONS IN THE CONGO

**First year of operations,
July 1960 to June 1961**

Explanatory Note

The following abbreviations have been used in this report: COGERCO, Comité gérance-Caisse de réserve cotonnière; FAO, Food and Agriculture Organization of the United Nations; ICA, International Cooperation Administration of the United States Government; ICAO, International Civil Aviation Organization; ILO, International Labour Organisation; INEAC, National Institute for Agricultural Research in the Congo; IRSAC, Institute for Scientific Research in Central Africa; ITU, International Telecommunication Union; ONUC, Organization of the United Nations in the Congo; UNESCO, United Nations Educational, Scientific and Cultural Organization; UNICEF, United Nations Children's Fund; WHO, World Health Organization; WMO, World Meteorological Organization.

The word "billion" is used to mean a thousand million; "CF" stands for Congolese francs; use of "dollars" signifies United States dollars.

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INTRODUCTION

This report is an account of the United Nations Civilian Operations in the Congo during the first twelve months, from July 1960 to June 1961.

Origin

Shortly before the country became independent on 30 June 1960, it was already clear that the United Nations and its specialized agencies would be asked to provide technical assistance on a large scale. Hardly any of the Congo's citizens had received adequate training or preparation for the many complex tasks involved in running the public services and technical installations of a modern state. What was not foreseen was the break-down of law and order which followed independence, the consequent abrupt departure of many thousands of Belgians who had previously enjoyed a virtual monopoly of all positions calling for a certain degree of administrative or technical skill, the de facto secession of Katanga -- the most important province of the Congo in terms of contribution to national income, government revenue and foreign exchange earnings -- and the extent of initial disagreement between Congolese leaders as to the political institutions under which their country should live.

In consequence, a technical assistance programme had to be instituted overnight on a novel pattern to meet a novel situation and on a far larger scale than had been contemplated. The special responsibilities which the Security Council laid upon the United Nations in the political and military spheres, in response to a request for assistance made by the Congolese authorities, rendered it necessary to create a civilian technical assistance operation with no parallel elsewhere.

Structure

It was essential to preserve unity and coherence in the international action which was to be brought to bear on a situation of disunity and disintegration. Hence, instead of the traditional pattern of technical assistance followed in other countries, according to which the United Nations and the specialized agencies provide assistance, each in its own field, in consultation with each other where necessary but under no single direct authority on the spot, it was agreed that a unified "civilian operation" needed to be set up, within the Organization of t

United Nations in the Congo (ONUC). The technical assistance given by the United Nations and the specialized agencies was therefore placed under a Chief of Civilian Operations who consulted with the Special Representative of the Secretary-General in the Congo on all matters involving political or military factors but who reported in his own technical field directly to the Secretary-General through a Special Adviser on Civilian Affairs stationed in New York.

The Chief of Civilian Operations is advised by a Consultative Group consisting of the heads of each of the main sectors in which technical assistance is given. As new needs arose, additional Senior Advisers were appointed, and Civilian Operations now comprises the following sectors: Agriculture, Communications (including Civil Aviation, Meteorology, Postal Services and Telecommunications), Education, Finance, Foreign Trade, Health, Industry and Natural Resources, Labour, Public Administration, Public Works and Social Affairs. In addition, the United Nations Children's Fund (UNICEF) designated a representative in the Congo; a consultant on radio broadcasting was appointed; and the famine in South Kasai called into being an Office of Refugee Relief Coordination which is now extending its scope to wider problems of economic relief and rehabilitation.

Financing

Financial support was required on a scale unprecedented for technical assistance operations in one country. A Special Fund for the Congo was created, made up of contributions voluntarily pledged by those Member States of the United Nations who wished to play a part in restoring the country to economic and social stability. The target for this Fund was set at \$100,000,000. At the time of writing the cash resources of the Fund amounted to approximately \$18 million, almost all of which have already been committed for spending on approved projects. In addition to direct financial aid, considerable further sums were provided for public works and famine relief. Under an agreement recently concluded between President Kasa-Vubu and the United Nations, a further grant of \$10 million is now to be made available.

Programme

The following pages demonstrate, sector by sector, the needs which are considerable but still far from adequate programme of assistance designed to meet and the ways in which, over the first twelve months operations, a beginning has been made towards meeting them. It is still only a beginning, but the broad pattern which emerges is that of an operation which has already staved off disaster and which is beginning to move slowly forward, albeit against a sombre background of grave economic difficulties.

The report begins with a review of the financial and economic condition of the Congo and describes the measures which have been and are being taken by the United Nations to attempt to control a progressively deteriorating situation before it becomes irretrievable. One of the situation's most disturbing features is the failure in many quarters to appreciate the consequences of ignoring economic realities and the tendency to subordinate economic considerations to more transient preoccupations. However, the financial agreement recently concluded would represent, on condition that it is effectively implemented, a first step on what will be a long road to economic recovery.

The report then turns to the various other sectors of Civilian Operations. In almost all, the story falls into two distinct but overlapping phases: emergency operational and advisory activities first, then the beginning of training schemes to enable the Congolese to operate the essential services of the country themselves.

Emergency operational and advisory activities

At the outset, in July and August 1960, it was a question of making an immediate response to the appeal for emergency assistance made by the Congolese authorities. Hospitals had been left without doctors, reports and telecommunications installations without trained personnel to operate them. The story in one key sector after another was the same except in individual cases where European technicians or missionary doctors and teachers -- the great majority of these latter -- had decided to remain and face the disorders which had broken out almost everywhere. At the shortest notice, staff from the United Nations and specialized agencies moved in to fill the essential posts that could not be left unmanned. Most of them, or their successors, are still there, in an executive or advisory capacity, and will have to remain until Congolese can be trained to replace them. As security conditions improved in certain areas, Belgian technicians began to return, but they were few

in comparison with their previous numbers, particularly in the interior of the country, and not all of those who did return seemed ready to adapt themselves to the changed conditions of the independent Congo.

Training

All along, ONUC has set for itself one primary objective: to train the Congolese to take over the running of their own affairs in the shortest possible time. Thus, the second phase of the civilian operations began, with the development of training schemes in numerous fields. For many reasons preference was given to training within the Congo rather than abroad, although fellowships for study in other countries were granted where adequate facilities could not be found locally. Since training is the most significantly productive side of the civilian operation, and hence, in the long run, the most important, the present report contains a special section which surveys the training projects so far undertaken.

Planning training courses for Congolese in skilled occupations has presented many problems, particularly since the former régime had devoted relatively little attention to schemes of more advanced training. Syllabuses, premises, teachers and suitable candidates cannot be produced at short notice, and funds for training on the scale required are hard to come by. By the end of June 1961, some one thousand Congolese had been enrolled in training courses organized within the Congo by the United Nations, and some ninety had been sent abroad for study under the auspices of the United Nations and the specialized agencies. This may perhaps be regarded as a fair beginning, if the difficulties which had to be faced are borne in mind, but it is a small beginning in relation to the shortage of qualified staff in almost every sector of the national life.

Refugee relief

An annex to the present report describes the special programme of relief to the Baluba refugees who fled to South Kasai to escape persecution only to face famine. This programme was financed through a special international appeal to which the response was overwhelming in its generosity. Elsewhere in the report reference is made to continuing machinery which is being created to deal with any future crises, of famine or of epidemics, and to emergency assistance already provided to refugees from Angola and to victims of tribal disorders in the Province of Kivu.

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The story of this operation would not be complete without some reference to the fact that the work of the United Nations experts was hampered in a number of sectors by obstructionist tactics on the part of officials of the former colonial régime.

Another serious obstacle to the development of the programme has been the state of insecurity which has prevailed during much of the first year. In almost every area, physical danger from hostile elements has had to be faced at one time or another. Many staff members have been arrested; a considerable number beaten; some severely injured. The gradual restoration of law and order has reduced the number of such incidents in recent months, but they still occur. Living and supply conditions are often far from satisfactory, particularly in the interior of the country. Many of the ordinary amenities of life are necessarily absent.

The United Nations considers itself fortunate that its staff members and those of the specialized agencies who have served in the Congo have created such inconveniences as an insignificant price to pay for participating in the attempt to prevent this vast and crucially situated country from sinking into misery and chaos and for the privilege of assisting the long-suffering Congolese people to assume the direction of affairs in their own nation, whose independence and territorial integrity the United Nations is pledged to preserve.

FINANCIAL AND ECONOMIC SITUATION

The accession to independence of the Republic of the Congo entailed the transfer of the financial and fiscal institutions of the country from Belgian to Congolese sovereignty. In order that the transfer of the assets, liabilities and management of these institutions might proceed in an orderly manner, the United Nations, with the help of the International Monetary Fund, provided technical assistance to the Congolese authorities for the necessary negotiations and arrangements.

The problems incident thereto were soon complicated by the difficulties ensuing from the rupture of diplomatic relations with Belgium, the departure of Belgian technicians and the secession of the Province of Katanga. In the midst of the resulting political disorders, the economic and financial situation of the Congo -- already precarious at the time of independence -- continued to deteriorate.

Unemployment is now wide-spread. In the provinces of Leopoldville, Equateur, Kivu and Orientale, and in North Kasai, it is estimated that over half of all former salaried workers are unemployed. Increasing numbers of people are returning to a subsistence economy. The most serious deterioration has occurred in the construction and mechanical industries and in agriculture. On the other hand, increased purchasing power among certain groups of Congolese city-dwellers, particularly in Leopoldville, has permitted some upturn in food-processing and beverage industries.

As early as September 1960, United Nations financial experts helped in the negotiations which led to the agreement between Belgium and the Republic of the Congo on the liquidation of the former Banque centrale du Congo belge et du Ruanda-Urundi; on 17 January 1961, this agreement was ratified by the Belgian Parliament. These experts also assisted in drafting statutes for a Congolese national bank. Pending its activation, they aided the Congolese authorities to set up a Monetary Council, which would act as the country's monetary authority with the prerogatives of a bank of issue. The Monetary Council has been taking active steps since early April to advance the liquidation of the Banque centrale (Central Bank). As a result of the arrangements arrived at, it is now hoped that the former Belgian institution will cease to operate by 31 August 1961 and that the transfer of its departments to Leopoldville will be well under way by that date. The services of the majority of the Belgian staff in Brussels were dispensed with on 31 May, and a similar measure becomes effective on 31 July for personnel of Belgian nationality serving in the Congo.

In January the most urgent problem was a threat to the integrity of the Central Bank which arose in the Eastern Congo. All Central Bank branches in the provinces of Kivu and Orientale were sequestered at that time, and transfers to and from the eastern provinces underwent serious difficulties.

The combination of circumstances added momentum to the country's economic decline. The ceiling of advances which could be granted to the Government by the Central Bank -- the only source of deficit financing -- was reached at the beginning of May. New legislation was enacted in Kinshasa to increase the ceiling by CF 2.5 billion, thus bringing the total of authorized advances to the Government by the Central Bank to a record figure of CF 10 billion.

In this situation the Monetary Council sought to take a number of measures to arrest the decline. These were aimed, for instance, at increasing -- by all possible means -- government receipts, and at obtaining monthly statements from the Ministry of Finance with details of actual expenditure, so that stricter control on government spending might be exercised. Such action will now be intensified in implementation of an agreement signed on 12 June between the Republic of the Congo and the United Nations regarding the financial aid which the former will receive in the coming months. The agreement is described at the end of this section.

The Monetary Council also undertook the revision of the regulations governing exchange control and import-export transactions. ONUC financial experts assisted in establishing a Foreign Exchange Office and an Import Licensing Office in order to ensure as strict a supervision as possible of all foreign exchange movements and have been giving training to the Congolese staff involved. Training has also been provided to staff in the customs department and to those concerned with tax administration, collection, verification and control.

Monetary position

During the first six months after independence, that is, up to the end of 1960, the Leopoldville authorities of the Republic of the Congo spent about CF 6 billion. During the same period, revenues from tax and income tax, taxes on consumption, customs duties and so on amounted to only CF 1.1 billion, with an additional CF 1.2 billion from other sources. This left a deficit of 3.7 billion, which increased to CF 6.5 billion at the end of the second six-month period, during which expenditure was CF 4.5 billion and revenues were CF 1.7 billion; 90 per cent of this deficit had to be financed by the Central Bank.

There was some impression of a modest improvement during the first half of the current year -- an improvement which was completely illusory since it was the result not of an effective policy of stricter control of expenditure, but mostly of a reduction in drawings on the Central Bank by the provinces of Orientale and Kivu, owing to the limited availability of cash. From these two provinces fiscal revenue is no longer coming in to the Leopoldville authorities.

The high rate of spending originated with greater expenditure on the Army -- now CF 3 billion a year -- and spread to the public administration and the private sector. The law of 27 April 1961 on the wages of non-statutory personnel will increase the budgetary allocation for this purpose by an estimated 50 per cent, from CF 1 billion to CF 1.5 billion. The law of 1 February on work contracts will increase the wages and salaries of contractual personnel by not less than 50 per cent to a level very near to CF 2 billion yearly. Payments for teachers and subsidized schools will amount to CF 2 billion. Thus, allocations for these items alone will reach a total of over CF 8 billion. Altogether, for all the Congo (excluding Katanga), on the basis of present salaries and wages and present revenues, it may now be estimated that a yearly expenditure of about CF 12 billion and a yearly revenue of CF 3 billion or CF 3.5 billion are anticipated. No provision has been made for the service of the national debt -- which, before independence, represented one-fifth of the total of other expenditure -- or for pensions, or for the indirect debt represented by guarantees to parastatal and other bodies.

It is, of course, inconceivable that such a situation can endure; but if the Congo is to have financial aid from outside, the deficit is so great as to render any such aid ineffectual unless very drastic measures are taken by the Congolese authorities to reduce expenditure.

Trade and balance of payments

The evolution of foreign trade in the Congo in the past year has been influenced by the profound economic changes brought about by political events since independence. When Katanga separated de facto from the rest of the country, the transport structure was altered, leaving two main points of export: Matadi, for agricultural products, and Lobito, in Angola, for the minerals of Katanga. Moreover, the Congo was split into three almost completely separate commercial areas. The damage thus caused permeated the whole economy of the country.

Before independence, 70 per cent of the export production (if cotton were excluded, 85 per cent) was in the hands of private firms and individuals. Whereas the machinery of government has almost collapsed, the

Organization of the private firms has survived (except in Kivu, which is in a state of political insecurity), although how long these companies will be able to carry on is uncertain.

In normal circumstances, Congolese exports should have increased 25 per cent to obtain foreign exchange earnings equivalent to those of 1959. Actually, average monthly exports have been reduced from CF 1,100 million in that year to CF 300 to 400 million in the first half of 1961. This figure does not include the foreign exchange earnings of Katanga, ^{1/} which have remained fairly steady, or of Orientale Province, which were unavailable either because of the political blockade imposed by the authorities in Leopoldville or because the Orientale authorities were trying to export their goods through other frontiers and retain the foreign exchange for their independent use.

The importance of this blockade should not be underestimated. Its immediate effect was to reduce the currency income of the country to such an extent that not even essential imports can be fully covered. Long-range consequences are hard to assess, but it is known that many plants have left, or have not provided for next year's crop. This is extremely significant in view of the fact that the eastern provinces represent about 30 per cent of the currency resources of the country.

The import situation is not much brighter. Foreign exchange reserves now stand at only CF 2.3 billion, and there is a heavy demand for remittances abroad. The little that remains can hardly be expected to provide for the payment of imports and invisibles. The foreign currency available has allowed for the import of the most urgently needed consumer goods but for almost no permanent and equipment goods. Consequently, when the Congo's obsolescent rolling-stock and mining equipment have to be replaced, the funds needed will be very much out of proportion to what the country can afford.

In spite of the departure of many Europeans, there has been little decrease in the demand for consumer goods, mainly because of the increased purchasing power of the Congolese urban population. The fact that needs in consumer goods have not been fully covered has exerted a pressure on prices in the cities.

To counteract this situation, an exchange control system was set up in October 1960, whereby the import of luxury goods and the outflow of capital transfers have been regulated to some extent. Lack of control at frontiers -- which gave rise to illegal exports -- and many cases of fraud precluded the completely efficient functioning of this system.

^{1/} That government has set up a central bank of its own which runs a completely independent system of issue of banknotes and administers its own foreign exchange resources. Union miniere accounts for about 40 to 50 per cent of all foreign exchange transactions in Katanga.

In this contingency the United Nations acted to provide technicians for the exchange control system, who were to advise the authorities on a commercial policy (later on, this system was put under the direct responsibility of the Monetary Council). Pending the settlement of political differences, it would seem advisable for United Nations action in this area to concentrate on assisting the Congolese authorities to create a practical trade policy, on advising them in their trade relations with other countries and on providing the foreign exchange needed for the import of replacement parts and equipment, so as to avert the danger of squandering the future economic potentialities of the Congo.

Financial aid

Funds were made available to the Republic of the Congo by the United Nations in the autumn of 1960, and further help subsequently has taken the form of gifts of agricultural products which were partly channelled directly to areas of food shortages and partly sold through regular commercial outlets in order to provide counterpart funds to pay for public works for the relief of unemployment.

More drastic measures were required, however, to ward off the increasingly rapid deterioration in the country's economy. In May 1961, President Kasa-Vubu requested the Secretary-General of the United Nations to send a mission to Leopoldville to examine ways and means of improving the economic and financial situation of the country. In compliance with this request, a delegation, appointed by the Secretary-General, arrived in Leopoldville at the end of the month.

In a radio address on 26 May, President Kasa-Vubu drew the attention of the Congolese people to the economic plight of the country and warned his compatriots that a policy of austerity was becoming increasingly imperative.

Conversations between the Leopoldville authorities and the United Nations mission on suggestions for United Nations aid to the Republic of the Congo took place during the first week in June. It was felt on both sides that the steadily deteriorating economic and financial condition of the Congo rendered such aid indispensable; but it was also recognized that lasting economic and financial stability must be achieved by the country's own efforts and by its will to revive economic activities. To attain this goal, a number of drastic and far-reaching measures were envisaged.

Such measures were fully discussed in an atmosphere of encouraging frankness. Above all, every aspect of the budgetary policy received close scrutiny. It was agreed that strict criteria must be followed in establishing future budgets for the Congo and in enforcing budgetary discipline. The steps to be taken to reduce, and eventually to close, the deficit aim at curtailing current expenditure and increasing revenues. A budgetary committee will be set up to review the financial situation at regular intervals and to propose any measures to meet emergency situations.

The proportionate increase in salaries and wages in the public sector, as well as burdensome and partly unnecessary increases in both civilian and military personnel, were examined in relation to their undesirable repercussions on the private economy.

The field of internal and external trade -- of basic importance for the improvement of economic conditions -- was also discussed. It is the attention of the Congolese authorities to facilitate exports as far as possible by enabling all provinces to resume the traditional channels of trade. The same consideration applies to internal trade, for which an unrestricted circulation of goods must be ensured.

In order to guarantee the success of such contemplated measures, President Kasa-Vubu requested the United Nations to provide the Congo with intensified technical assistance, particularly by making experts available for the financial administration of the country, including budget and tax experts. The United Nations delegation willingly accepted this request and expressed the hope that this co-operation will be an efficient instrument in establishing strict financial control over all revenues and expenditures.

Indispensable as these measures are, the deficit is of such proportions that external assistance was deemed necessary. Accordingly, an agreement between the Republic of the Congo and the United Nations was signed on 12 June 1961 under the terms of which \$10 million are being made available by the United Nations to the Monetary Council for meeting essential import and financial transfer requirements. A significant feature of the agreement is that the loan should not be discriminatory; the funds are to be used for the economic benefit of the Congo as a whole.

The agreement has in effect two aims, of which the second is the most important: (a) to furnish financial and foreign exchange aid; and (b) to place at the disposal of President Kasa-Vubu, in response to his request, a staff of financial experts to assist the Congolese financial authorities in their task of subjecting all expenditure to effective control.

AGRICULTURE

In a country which occupies just over 2.3 million square kilometres of land, agriculture obviously constitutes a major natural resource. The Congo represents one-thirteenth of the African continent and comprises an area equal to that of the United States east of the Mississippi. The population of the country is sparse, being estimated at some 13.5 million tantamount to a density of about six inhabitants per square kilometre.

While the Congo's agricultural potential is high -- the soil is generally fertile and the climate favourable to easy cultivation -- the means of husbanding this resource are limited. Agricultural pursuits were traditionally the domain of women -- and on a very primitive level; no draught-animals were used, and even the plough was unknown. Through the ages the Congolese was content with his yam, palm oil and occasional game.

The existing pattern of food crops owes its inception to Belgian enterprise. There are now maize and peanuts, rice and cassava (manioc). Among the important fruit and vegetable crops are papayas, pineapples, string beans, cucumbers, avocados, bananas, celery, tomatoes, onions and potatoes. The cash crops that earn foreign exchange for the Congo are cotton, coffee, palm oil, rubber, cocoa and pyrethrum.

Events since independence have led to an almost complete collapse of the Department of Agriculture built up by the Belgians during their nearly seventy-five-year régime.

Factors in Agricultural Crisis

Shortage of skilled personnel

Before independence, the Congo disposed of the following agricultural personnel:

<u>Category and level of training</u>	<u>Number</u>	<u>Remarks</u>
Agricultural engineers with university degree	542	All left in July; a few returned later.
Congolese agricultural assistants with secondary school education ..	237	---
Congolese monitors		
With diploma	1,347	
Without diploma	4,313	
		At independence, most monitors in service of communes were dismissed. Those still in service are paid irregularly.

Seventeen Belgian agronomists returned to the Congo; some have left in, and there are no immediate prospects of Congolese agricultural engineers being made available to replace them. There is only one Congolese agricultural engineer in the whole country. He was the Commissioner General in the earlier régime and was later appointed Secretary-General of the Ministry of Agriculture. In the Division of Economy at Lovanium University -- the only source for turning out these engineers -- there are no Congolese students in the first or second year of the course offered; there are three in the third year. The main reason for this situation is that the agricultural degree course at Lovanium covers too long a period -- six years -- to attract the average Congolese youth, who naturally prefers law, medicine and engineering to agriculture. There are six professors for six students, of whom only one is the Congolese mentioned.

General situation in the provinces

In the interior, the situation is worse. Before the Belgians left, there were about 200,000 small farms in settlements throughout the country, covering in all 2 million hectares (4,942,120 acres). These co-operative farms were provided with valuable agricultural machinery. In the absence of the Belgian mechanics, the farm machinery is rapidly running down, and unless Congolese are trained to maintain it -- these farms will soon cease to be productive.

Rubber, palm, coffee and cocoa plantations have suffered throughout the country due to insufficient funds, supervision and care. In Orientale Province, out of 990 plantations, about 40 per cent have been allowed to run to waste since their Belgian owners left the country. It is more serious, insecticides are no longer locally available to prevent the recrudescence of virulent insect pests.

Effects of the blockade

The secession of the provinces of Orientale and Kivu, as mentioned in the previous section dealing with finance and economics, led to grave complications. The blockade imposed at Bumba on the Congo River, the main outlet for agricultural products of Orientale Province, has resulted in a serious dislocation of normal trade. Since the end of April, the blockade has been partially lifted and river traffic has been resumed to a limited extent, but there is no guarantee that normal commercial li-

1/ ONUC has already begun to operate training courses in this area, as described in the section of this report entitled "Training and Fellowships".

have been permanently restored. Mutual distrust continues to overshadow trade relations between Leopoldville and Stanleyville.

Among the commodities worst hit are coffee, palm oil, rubber and cotton. Coffee on abandoned plantations has not even been harvested. The beans -- left to rot on the ground -- are breeding insects, which threaten to destroy these plantations. Cotton -- which is financed, processed and exported through the Comité gérance-Caisse de réserve cotonnière (COGERCO) and the cotton companies -- is lying baled in warehouses waiting to be shipped. Advances made by COGERCO have been tied and lack of foreign exchange prejudices the financing of future operations.

In Kivu Province, as a result of internal disorders and the blockade a barter type of traffic has sprung up with the neighbouring territories of Uganda, Ruanda Urundi and Tanganyika. Traditional foreign exchange earners, particularly coffee, are being traded for such vitally needed products as petrol at particularly unfavourable rates. The net result is a real loss for the economy of Kivu in particular and the Congo in general.

The damage already done to the integrated agricultural economy of the country is far too serious to be dispelled merely by lifting the blockade. The private sector, which carries on the vast bulk of trade in agricultural commodities, is nearing the end of its resources struggling against these odds. If the present downward trend continues, the revival of this sector may be possible only if external financial support is forthcoming.

Remedial Measures

The resuscitation of the Department of Agriculture in the Congo can best be secured by:

- (1) Filling administrative posts on a long-term basis (five years) by internationally recruited staff who would be in the employ of the Congolese authorities;
- (2) Hiring short-term advisers through the Food and Agriculture Organization of the United Nations (FAO);
- (3) Training Congolese personnel with all possible speed.

Top priority has been assigned, therefore, to fitting the existing Congolese personnel for posts of higher responsibility than those for which they have been trained.^{2/}

Technical assistance in agriculture, by its very nature, requires that advisers be sent out into the interior, but lack of security has limited the movement of experts. Hence ONUC agricultural activities other than training have been somewhat restricted. Two types of pilot projects financed by ONUC have, however, already been undertaken.

(1) Three schemes, through which a number of selected farmers are provided with vegetable seeds, tools and fertilizers and are trained in their use. The twofold object of these schemes is (a) to increase the farmers' income by giving them off-season employment, and (b) to satisfy the big demand in Leopoldville for much-needed vegetables;

(2) Nine fertilizer demonstration projects, in which selected farmers are shown the results of proper fertilization of sections of their fields.

Background papers on agricultural organization and policy have also been prepared by ONUC experts provided by FAO, and a food balance sheet drawn up after detailed studies were made of the eating habits and nutritional standards to be aimed at in the Congo.

Veterinary assistance

Rinderpest broke out in Equateur in January and soon spread to Orientale Province. About 55,000 doses of vaccine were rushed in by ONUC to control the disease, and the services of a veterinarian were put at the disposal of that province.

In Kivu, a threat of rabies was averted by flying vaccine from New York and making a veterinarian available to the provincial authorities.

Other United Nations aid

Difficulties arose in connexion with paying the wages of the wardens in the Albert National Park in Kivu Province. As a result of United Nations intervention, the Leopoldville authorities agreed to make sufficient funds available to cover the wardens' salaries for several

^{2/} The programme which has been launched for the training of Congolese agricultural personnel is described in the section on "Training Fellowships".

months. It is hoped that Congolese resources will be supplemented in the near future by grants from institutions which are concerned with the conservation of wild life, until such time as conditions permit the entire cost to be borne by the Congo, with the help of revenue derived from visitors to the Park.

A forestry expert arrived in May. He has commenced to study the organization of the forestry service, which -- like that of agriculture -- has broken down. Arrangements are under way to start a short training course in forestry.

COMMUNICATIONS

CIVIL AVIATION

Shortly after the Republic of the Congo attained independence, many Belgian technicians who were specialists in various branches of civil aviation left the country without provision being made for their replacement or for the adequate training of Congolese personnel. This resulted in the almost total break-down of the essential ground services which had ensured the safety of air traffic in the Congo. The operational responsibility for these services fell upon Congolese personnel who had had but superficial instruction in air traffic control. Nevertheless, since the security prevailing throughout the country rendered road, rail or river transport hazardous and slow, transport by air was an economic necessity.

The International Civil Aviation Organization (ICAO) answered the appeal for aid addressed on 22 July 1960 by the Secretary-General of the United Nations to the various specialized agencies; the chief task was to ensure the continuity of the services essential to air navigation at the main airports of the Congo.

ONUC began by recruiting qualified specialists, such as air traffic controllers, radio operators and technicians, airport electricians, and instructors, all of whom were approved by the Congolese authorities before serving with the Congolese departments of civil aviation and telecommunications.

Almost one hundred Belgian technicians had contributed to the overall operations of civil aviation, including the aeronautical telecommunications services. Among the handful who had stayed in the Congo after the country's accession to independence, several had gone to airports in the interior; nevertheless, a number of important aerodromes were altogether deprived of technical personnel. Even though the Congolese attempted to ensure the operation of certain installations, such as teleprinters and transmitting-receiving centres, all maintenance work was practically at a standstill.

The situation was further complicated by the damage done to installations when the Belgians left -- damage which in some cases was undoubtedly wilful -- by local disturbances and by the theft of equipment. Equally serious harm was caused by the lack of experience of the insufficiently trained Congolese.

The activities of the ONUC civil aviation experts were of three types -- operational, advisory and instructional. Advice and assistance in training at the operational level proved effective. However, when the Belgian advisers returned to the Directorate of Civil Aviation in November 1960, their influence cannot be said to have contributed to the re-organization of the services of this Directorate but was used systematically to discourage the Congolese authorities from accepting the advisory help which the United Nations mission could provide.

Size of the Congolese Aeronautical Infrastructure

The size of the civil aviation infrastructure in the Congo -- including buildings, runways and various ancillary equipment -- is remarkable. There exist a total of 169 aerodromes, classified according to ICAO standards as follows:

- 1 in category 1 (class A)
- 7 in category 2 (classes B to D)
- 8 in category 3 (class E)
- 29 in category 4 (classes F and G)

Aerodromes serving local needs

- 39 in category 5
- 35 in category 6
- 47 in category 7
- 3 in category 8

The aeronautical radio facilities and radio aids to air navigation are equally impressive. They comprise:

- 82 point-to-point stations (AFTN)
- 44 non-directional radio-beacons
- 28 radio direction finders
 - 6 VOR (very high frequency omni-directional range installations), one of which is to be installed
 - 2 ILS (instrument landing systems)
 - 3 HF/DF (high frequency direction finders)
 - 9 VHF/DF (very high frequency direction finders)
- 12 VHF short-range communication stations (mobile) and several HF ground-to-air stations.

From 1954 to 1958 the number of passengers carried rose from 78,000,000, and kilometres flown from 64,000,000 to 107,000,000. Over the past ten years, CF 2.26 billion have been invested in the over-all aeronautical infrastructure. For the period 1960 to 1969, additional expenditure in the amount of CF 753,742,000 has been proposed for aeronautical radio facilities and other material.

The importance of air transport, as reflected in these figures, was accentuated after the country accession to independence, as already mentioned, because of the disorganization of the railway network. In this emergency it was urgently necessary to ensure operational efficiency of the transportation by air of food, medical supplies and personnel to diplomatic and military missions.

Technical Assistance Operations

The ICAO mission was called upon to perform these five important functions:

- (1) To ensure the continuity of operation of ground services essential to aviation;
- (2) To ensure the safety of air traffic under all weather conditions;
- (3) To ensure the maintenance of aeronautical radio facilities and radio aids to air navigation;
- (4) To provide advisers to the Congolese authorities;
- (5) To provide for the training of Congolese personnel.

ICAO successively ensured the operation of air navigation services on behalf of the Congolese Directorate of Civil Aviation at the following airports: N'Djili, Leopoldville (27 July 1960); Luluabourg (20 September 1960); Kikwit (16 October 1960); Stanleyville (25 October 1960); Mbuji-Mayi (5 November 1960); Kamina (5 November 1960); Matadi (15 November 1960); Kitona (2 May 1961); and Goma (22 May 1961). Specialized Nations air operations were concurrently taking place at the aerodromes of Kindu (from 4 to 17 November 1960) and Bakwanga (from 15 December 1960 to 8 March 1961).

(1) N'Djili, Leopoldville. Efforts were especially directed toward the continuance and betterment of air traffic services at N'Djili, the largest aerodrome in the Congo. Safety in the common traffic control

a under the joint responsibility of Leopoldville and Brazzaville was immediately maintained and improved. The manager of the N'Djili airport received ICAO assistance when he began his duties, and this assistance has been available to him ever since.

(2) Luluabourg. Air traffic services at the airport of Luluabourg are in operation, thanks to ONUC civil aviation personnel. Apart from their operational responsibilities, these experts have had to contend not only with actions inimical to the purpose of the United Nations but conditions brought on by the insecurity which characterizes operations at that airport. At the same time, they are seeing to the practical on-the-job training of the Congolese staff with whom they are working. Courses in English aeronautical terminology, in the regulation of air traffic, and in aeronautical communications have also been given to the Congolese employees.

(3) Kikwit. An expert was sent to Kikwit in October 1960 but had to be recalled in February 1961 because of the obstacles he encountered in trying to accomplish his task. In spite of this, he found it possible to carry out substantial improvements.

(4) Stanleyville. In October 1960, experts were sent to Stanleyville. They, too, had to contend with external political conditions affecting public safety. Here, as well, the experts devoted themselves to the practical training of the Congolese staff. Some of these students were given the opportunity to follow special courses at the aviation school in Leopoldville.

(5) Coquilhatville. One expert was transferred from Leopoldville to Coquilhatville in November 1960 following the precipitate departure of the Belgian technicians from this airport, and shortly afterward other ICAO experts were assigned there. At Coquilhatville, as at all the other airports, in addition to performing operational duties, these experts assisted and advised the Congolese authorities at the aerodrome and concurrently ensured the practical training of the Congolese employees.

(6) Kamina. ONUC provided the Kamina aerodrome with operating personnel in order to ensure the safety of air traffic in the area. The first experts arrived at Kamina in November. At this time a relay station was installed. This point-to-point aeronautical communications station links Kamina to the Leopoldville flight information center providing the latter with supplementary information for the control of air traffic. Through the flight information service provided at Kamina for aircraft flying over the territory of the Congo, ICAO experts were

able to assist with several ONUC airlift operations. At the Kamina aerodrome too, ICAO experts are looking after on-the-job training of Congolese employees.

(7) Matadi. An expert was sent in November 1960 to Matadi. Because of the violence which broke out there at the beginning of March 1961, the expert was recalled, together with a team of radio technicians who had been sent to this airport in order to repair the radio facilities and aids to air navigation.

(8) Kitona. ONUC provided Kitona with an air traffic controller, who arrived there in May 1961.

(9) Goma. ICAO also furnished an expert for Goma.

(10) Special ONUC air operations

(a) Kindu. ONUC furnished operational assistance to this airport when an airlift was organized in November 1960 to transport United Nations troops to the area.

(b) Bakwanga. In order to facilitate, under safe conditions, the flow of air traffic for the transport of food and medical supplies to the refugees in South Kasai, ICAO delegated to Bakwanga a team of experts to take charge of air traffic control. From 23 December 1960 to 8 March 1961, the United States provided planes for an airlift for which the ONUC team successfully handled the air traffic control -- 1,700 flights in two and a half months.

(c) Leopoldville (N'Djili) flight information centre and Kamina relay station. At the end of July 1960, ICAO installed a flight information centre at Leopoldville to give assistance and information to aircraft flying over the Congo. The inexperience of the Congolese radio operators with regard to flight information services had paralyzed the system of flight information set up by the Belgians, which was in any case not adequate. The centre was organized to function with both radiotelephony and radiotelegraphy. Practical training of the Congolese operators was begun under the aegis of ICAO experts. Little by little the density of air traffic over the Congo increased, and it became necessary to open the relay station at Kamina, already mentioned. In virtue of its geographical location, it can cover the territory of the Congo more efficiently with respect to radiotelephony and radiotelegraphy.

Mobile group of radio technicians

In order to keep radio aids to air navigation and other radio installations in operation, the ICAO mission set up a mobile maintenance team of radio technicians.

This team, in spite of the difficulties encountered in accomplishing its task, carried out work which was immensely profitable to the safety of air navigation by restoring to operation several indispensable radio aids. For example, the aerodromes at Stanleyville, Coquilhatville, Bakwanga, Goma, Kindu, Luluabourg, Kikwit, Matadi, Boende, Libenge and Tshikapa owe their increased safety of operation to the work of this maintenance team.

Advisory functions

At the beginning of August 1960, the chief of the ICAO mission, with the agreement of the Ministry of Communications, took on the responsibility for the operation of ground services essential to civil aviation and for the maintenance of radio aids to air navigation. When a Congolese Director of Civil Aviation was appointed, he was offered the services of United Nations advisers. During November a preliminary programme of training and reorganization for the Directorate of Civil Aviation was proposed to the Director. The submission of this programme coincided with the return of numerous Belgian personnel whose influence tended to be exerted towards promoting a Belgo-Congolese bilateral form of technical assistance for civil aviation. The advisory functions of the ICAO mission were thus greatly reduced. It is noteworthy that during periods in which the Belgian advisers have been absent, the assistance of the ICAO telecommunications and aviation advisers was frequently sought by the Congolese directorates.

METEOROLOGY

The Meteorological Service in July-August 1960

The meteorological network of the Congo is made up of one hundred observation stations scattered throughout the country. The airport meteorological offices located at Leopoldville, Stanleyville and Elisabethville are the most important local stations. In addition, there are four important radio-sonde stations at Leopoldville, Coquilhatville, Bunia and Elisabethville.

The former Meteorological and Geophysical Service of the Congo encompassed two major categories of activities. On the one hand, there were those services intended to fulfil immediate practical needs, such as ensuring the safety of air navigation, determining the most suitable frequencies for radio broadcasting or furnishing climatological information for agricultural purposes. On the other hand, there were services devoted to more purely scientific activities, such as studies of radiation, geomagnetism, gravity and atmospheric electricity, and ozone research.

At 30 June 1960, there were sixty-one foreign specialists -- Belgians and others -- working in the meteorological field. After the country's accession to independence and following the incidents of July 1960, the functioning of the meteorological service was seriously threatened. Out of the sixty-one foreign experts, there remained but eighteen: eight at the Binza Meteorological Centre and ten at the other local stations, including three weather forecasters at Leopoldville and one at Stanleyville.

The network of synoptic stations was exceedingly disorganized, due to political events and tribal conflicts. Some of the observers at these stations did not belong to the ethnic groups of the region concerned and were obliged to leave.

The stations operated erratically. Information received was so scanty that it did not permit a coverage of Africa, let alone provide even a minimum of information to other networks. Point-to-point weather reporting -- within the Congo and to and from other parts of Africa and Europe -- became so irregular, as a result of telecommunications difficulties, that it was restricted to transmissions between Johannesburg, Brussels, Stanleyville and Accra. No ground and air analyses could be made; nor was it possible to use those coming from outside the Congo.

Protecting flight safety was therefore limited to making local forecasts and using whatever information was obtainable on flight and land conditions. In these circumstances, to guarantee flight safety protection in the Congo, especially at the main airports, was out of the question. The chief contributory causes, already mentioned, were lack of information, irregularity in its reception, irrational operation and absence of qualified technicians.

The services which continued nevertheless to be maintained -- where sufficient staff were available -- deteriorated more and more.

Factors hindering development of the Meteorological Service

The meteorological service felt at once the effects of the political upheavals. On the observation network, these effects were twofold: reduction of the number of stations in operation and departure of many of the Congolese personnel working at such stations. In the Province of Kasai, the majority of observers -- who had come from other regions -- were forced to leave their posts. In September, the stations at Goma, Sharbunda (Kivu), Dekece, Luputa (Kasai) and, in October, those at Kabongo, Kabalo, Malemba-N'Kula and Peweto stopped sending weather information to the Leopoldville meteorological centre. From July 1960 to March 1961 the number of observation stations which were shut down fluctuated between twenty-two and twenty-six. It was not until the end of May that this number was reduced to sixteen.

The consequences, as far as personnel is concerned, are best borne out by the lack of observers. In June 1961, their number stood at only 129 out of a former total of 280: 18 in Leopoldville Province, 15 in Equateur, 35 in Orientale, 21 in Kivu, 17 in Kasai, and 23 in Katanga.

Weather reporting suffered equally, the transmission of synoptic observations -- from Kasai and Katanga, among others -- being the most undependable.

Protection of flight safety

The immediate and principal objective of technical assistance was to ensure the resumption of the services designed to furnish necessary protection to air navigation. The volume of air traffic within the Congo and to points outside has always been large. This volume has increased considerably because of United Nations operations in the Congo. These operations were in a serious predicament. On their account it was imperative to bring to bear the maximum effort, giving first priority to Leopoldville and Stanleyville.

There were two crucial factors in realizing this aim -- the recruitment of qualified weather forecasters and the operation, collection and transmission of meteorological information.

The first steps were to send forecasters to N'Djili and Stanleyville and to set up a temporary meteorological centre at the airport of N'Dole. The experts began to arrive in August 1960; by 1961, there were eight, as well as three weather-map plotters. These latter had been requested to teach their specialty to Congolese officials at the School of Meteorology which had just opened. By November the forecasting service

maintained regularly from 4:00 a.m. to 6:00 p.m.; as of the end of it has been maintained twenty-four hours a day.

The next measure was to improve the exchange of meteorological information. One of the greatest obstacles in achieving this was, on the one hand, the difficulty of forwarding meteorological information coming from the interior of the country and, on the other hand, the lack of such information coming from abroad. To solve this problem, an agreement was reached in September with the Meteorological Service of Brazzaville, whereby weather-maps for the entire African continent and for a large part of southern Europe up to the 58th northern parallel were furnished free of charge each day. In January this arrangement was discontinued, since a radio-teleprinter link between Brazzaville and Leopoldville then permitted the reception at N'Djili of a variety of weather information. Furthermore, slowly but surely, the quality of the reception in the telecommunications service was improving. As of April, it has been possible to plot satisfactory weather-maps covering all of Africa and a part of Europe.

The increasing volume of air traffic has underlined the basic necessity of meteorological services for the protection of air navigation. From August 1960 to the end of May 1961, air traffic at N'Djili increased from 99 to 390 domestic flights and from 81 to 98 international flights (in March there were 120) per month.

The development and improvement of the service furnished by the staff of aeronautical forecasters are apparent from the number of monthly forecasts. From August to May the number of coded forecasts went from 186 to 301, flight forecasts from 0 to 121, and aerodrome forecasts from 0 to 186. Since mid-June 1961, N'Djili has been operating as a principal meteorological centre and furnishes flight forecasts to the supplementary centre of Kamina.

Scientific work

The pursuit of research in the fields mentioned above has not reached the scope it attained before independence. Only routine observations continue to be made, and measuring instruments are overhauled with the tools at hand, under the direction of some foreign experts who have been engaged at the Meteorological Institute. At the end of June there was a United Nations expert working in this service, but an over-all plan for technical assistance was prepared and presented to the Ministry of Communications on 10 June.

POSTAL SERVICES

From August 1960 to July 1961, three ONUC technical assistance experts have been permanently attached to the Postal Administration of the Republic of the Congo. The most urgent task in the first few months after independence was to maintain the operation of this service in so far as circumstances permitted.

The withdrawal of all but one of the 175 Belgian officials, who had held all posts of authority and responsibility, the lack of trained Congolese personnel and the de facto secessions of certain provinces produced the critical situation already alluded to in the present report. For these reasons technical assistance activity concentrated on: (1) inspection and correction of irregularities at certain offices in the Province of Leopoldville, at all the offices in Kivu and at some in Kasai; (2) aiding the Directorate of Posts to bring to light its most urgent problems. At the same time the postal experts studied a reorganization of the accounting procedures applying to postage stamps and co-operated in preparing an issue of special stamps. They also helped to set up an accelerated course for training Congolese in the techniques of postal administration.

In recent months efforts directed towards maintaining the mail service have met with success: postal relations with foreign countries have been reviewed; the system of international accounts has been brought up to date; surface mail and parcel post held up by the interruption of river traffic have been dispatched to the interior; and the flow of mail out of Leopoldville has been supervised, with the result that it has maintained a satisfactory standard.

The financial services of the Post Office, however, are those which have suffered the greatest interference. These services were in the charge of untrained or badly trained officials and, in the provinces, underwent various sorts of pressures. Postal money orders and cheques, and financial operations involving the public treasury, for instance, have escaped the control of the Directorate or are subject to serious delays. It is to be feared that this situation may result in malpractices which may get out of hand.

In Leopoldville, owing to a 50 per cent reduction in the volume of mail compared with the period prior to independence, it has been possible to take some action against these irregularities. Katanga, however, and South Kasai issue their own postage stamps and make no accounting to Leopoldville. The provinces of Orientale and Kivu also ceased, at the beginning of 1961, to render any account of their financial operations. In this respect, therefore, conditions border on chaos. Some measures to save the situation have been taken on the recommendation of the experts, but what is required is a complete reorganization of the postal service. This will involve (1) adapting the personnel to its new duties in both administrative and executive branches; (2) modifying the over-all organization and the system of regulation and control; and (3) adapting the structure of the postal administration to the future political, territorial, administrative and financial organization of the country. A start has been made and it is planned shortly to increase the number of United Nations experts working in the postal services.

TELECOMMUNICATIONS

Prior to the advent of independence, the telecommunications network was operating, if not up to international standards, at least to the satisfaction of the colonial administration. At that time there were approximately 328 Belgian technicians dispersed at various centres throughout the country, engaged chiefly in technical maintenance and administrative duties. In the turbulent period immediately following independence, approximately 195 of these technicians abandoned their posts and were followed by others at intervals until, in October, there were only twenty-four technicians left in the field. The International Telecommunication Union (ITU) mission, on its arrival in August, found, in the localities they were able to survey, that many installations were in very poor technical condition, due not only to negligence and a poor standard of maintenance, but also in some cases to intentional damage.

In some localities equipment had been removed entirely, for example the control tower at Kindu airport is still without VHF (very high frequency) radio equipment -- or any other type of communication equipment, navigational aids, or the like. The quality of the telecommunications installations in the Congo cannot be regarded as being of adequate standard, and some considerable time, planning, replacement and expenditure will be required.

Preliminary surveys by the ONUC experts provided by ITU revealed that technical assistance was immediately required if the existing

telecommunications network was not to break down completely. Various member nations of the ITU contributed technicians and experts, and at the end of August some thirty-three technicians had arrived in the Congo together with experts at the directorate level. Technicians were deployed to the various provincial centres, where they repaired equipment in broadcasting stations and studios, telephone exchanges, transmitter and receiver sites, and so on. On a higher level discussions were initiated with the Congolese authorities to determine the type and extent of technical assistance -- including training programmes for Congolese technicians -- which would be required to develop a modern telecommunications system that would be acceptable by international standards.

ONUC telecommunications experts, throughout the Congo, have been maintaining telephone exchanges, broadcasting stations and studios, long-distance radiotelephone and radiotelegraph equipment and, in co-operation with ONUC civil aviation experts, telecommunications equipment used in connexion with the aeronautical services. In the face of very severe difficulties resulting from the highly abnormal situation prevailing in the Congo, they have succeeded in maintaining all the important national and international circuits. However, a critical shortage of spare parts is threatening to affect the entire telecommunications network. Where time and workload permitted, ONUC technicians also held training classes for the Congolese with whom they were working, but these were, of necessity, very limited in scope. However, some progress was made in this direction.

The conditions under which the Telecommunications Service functions have been steadily improving as relations with the Congolese authorities have progressively improved. One of the most important tasks which faces the ONUC telecommunications section is the training of Congolese technicians in sufficient numbers to a standard to enable them to take over the complete maintenance of all telecommunications equipment in their country. This task is complicated by the fact that the Belgian administration had apparently made no provision to train Congolese technicians but was content to utilize them merely as telephone operators, telegraph operators, and other unskilled personnel, where they performed routine operating tasks requiring no technical knowledge. They, therefore, lack the requisite educational background which would enable them to absorb technical training. This background will have to be supplied as part of the training programme which is now envisaged.

EDUCATION

The most urgent task of the ONUC education sector in the late summer 1960 was to ensure the reopening of the secondary, technical and normal schools in the Congo. The teaching personnel in these schools -- both public and private -- had been almost exclusively Belgian, and it appeared doubtful that the majority of the teachers, who were on leave, would return. It was thus estimated that as many as 1,500 teachers would have to be recruited.

An analysis of the administrative machinery of the Central Ministry of Education and a series of statistical studies on which to base an appreciation of the Congo's educational situation were prepared by two officials of the United Nations Educational, Scientific and Cultural Organization (UNESCO) who were attached to this Ministry in August.

Assistance in providing teachers

In October, ONUC undertook to recruit teachers, up to a maximum number of 500, according to specifications laid down by the Ministry of Education. Unsatisfactory communications between Leopoldville and the provinces delayed the receipt of these specifications until late in the year. For the provinces of Leopoldville, Equateur and Kivu and for Northern Kasai, 223 teachers were officially requested; for Orientale, in which province relations had been broken off, unofficial estimates were made for forty-nine.

Political events in Kivu in January 1961 prevented the immediate recruitment of forty-one teachers requested for that province, and the rapid deterioration in the over-all security situation made it advisable to recruit teachers only for cities and regions where effective protection could be assured by ONUC forces. These considerations reduced to 105 the number of teachers to be recruited. Then, influenced by new disturbances in the Congo, about one-third of the teachers recruited refused to take up their posts.

By the middle of March, sixty-nine teachers had arrived in the Congo. They ensured the efficient running of a number of schools which otherwise might have had to suspend classes or take on unqualified instructors. It is appropriate to point out the importance -- from the financial point of view -- of this aid. Not only were the salaries, allowances and travel expenses of the teachers paid out of the United Nations Fund for the Congo, but ONUC had, in addition, to assume responsibility for their housing and local transport.

Five of the sixty-nine teachers who agreed to come to the Congo were not able to stay. The sixty-four teachers -- of whom two are specialists in agriculture and veterinary science -- working in the Congo come from eleven different countries: Argentina (1), Canada (5), China (7), France (3), Greece (1),^{1/} Haiti (29), Italy (1), Labanon (5), Mexico (1), Norway (1) and Spain (10). They were assigned to various branches of education in the schools of five provinces as shown in the two following tables.

<u>Subjects taught</u>	<u>Number of teachers</u>
Humanities (French, Latin and Greek, English, history, geography)	39
Mathematics and science	14
Technical subjects relating to business and agriculture	8
Normal School courses	<u>3</u>
Total	64

<u>Province and town</u>	<u>Number of teachers</u>
Leopoldville	
Leopoldville	12
Tumba	1
Equateur	
Coquilhatville	16
Bolenge	5
Bamania	1
Kasai	
Luluabourg	13
Merode	4
Bakwanga	9
Orientale	
Stanleyville ^{a/}	1
Kivu	
Bukavu ^{a/}	<u>1</u>
Total	63 ^{b/}

^{a/} Teacher seconded to the Food and Agriculture Organization of the United Nations.

^{b/} See footnote 1.

^{1/} Some time after he was first recruited, the teacher from Greece assumed other duties.

Due to political developments, it became necessary, at the end of 1960, to evacuate the thirteen teachers who had been working in Merode and Bakwanga, South Kasai. Three were sent to Leopoldville, six to Kamina, and three others worked with a group of ONUC experts on the preparation of a series of tests to be given to pupils in the two top grades of the Kamina primary schools. The last is teaching at the meteorological school in Leopoldville.

To improve the quality of the teaching at Kamina Base, the first two years of the secondary course were redesigned as a post-primary course. This prompted the transfer to Kamina of six of the teachers, referred to, who were temporarily withdrawn from Bakwanga and Merode. They are helping to raise the level of teaching French and mathematics in the two final grades of the primary schools at the Base -- which are being supported by ONUC -- and to administer the special tests for the pupils in these grades. They also helped to prepare pupils for their final examinations and to organize courses or training seminars for local teachers.

One of the teachers recruited for the secondary schools was attached to the School of Law and Administration ^{2/} in Leopoldville during the course of the current school year.

It is hoped that the Congolese authorities may soon undertake themselves the responsibility for recruiting and paying most of their secondary school-teachers. Hence, for the next school year, ONUC will be available to them only about fifty teachers. This will be regarded as a special form of assistance, not an attempt simply to replace foreign teachers who have not returned to their posts. The idea is to promote the development of secondary school-teachers where there is the greatest need for this and to recast teaching programmes and methods.

Assistance to ministries

Up to 1960, the higher staff and, with rare exceptions, the intermediate staff of the administrative services in education consisted of Belgian officials. The mass exodus of the majority of these officials resulted in an almost complete dearth of directive personnel who were qualified and experienced. This occurred at a critical period for planning in the Congo. Not only administrative and structural problems, but the revision of programmes, methods and -- up to a certain point -- the very conception of education in the Congo had to be dealt with.

^{2/} See "Public Administration" in section on "Training and Fellowships".

None of these problems can be tackled seriously until the competent services are functioning within the various ministries.

In answer to successive requests for the services of experts by the ministries in Leopoldville and in the provinces of Equateur, Kivu and Kasai, there were, as of June 1961, sixteen experts in the Congo working in these posts to reorganize the ministries of education and bolster their administrative departments.

In mid-April a vocational guidance expert took charge of reactivating the former division of vocational guidance, which had been deprived of personnel since the previous July.

An expert on administrative and budgetary matters, who had arrived in October 1960, took part in a survey of salary scales for primary school-teachers and taught courses for administration officials arranged by the Ministry of Public Services (Fonction publique) with United Nations assistance. He also helped organize a pedagogical seminar held at Leopoldville in May 1961.

An expert on administration at Luluabourg, Province of Kasai, examined the method of paying the teaching force of the subsidized schools established a detailed list of the primary and secondary schools operating under the Ministry's control, and opened an information file on the teaching personnel. He also worked with a committee which aimed at founding a training centre for rural leaders; his contribution included drawing up a budget for such a project.

Teacher training

The basic problem of the Congo is the lack of qualified personnel at all levels and in all sectors of public or private activity. This problem is particularly acute, as far as education is concerned, with regard to inspectors and superintendents of schools and secondary school-teachers.

Regarding primary education, the immediate problem is the level of preparation of most of the school-teachers. In fact, according to available information for 1959/60, out of about 36,500 teachers or monitors in official and subsidized schools, around 26,000 could not qualify for the diploma given after three or four years of study following a six-year primary course. While over 12,000 of these latter had a certificate from a pedagogical training school, the others had not taken any courses proper to the teaching profession; indeed, their training was chiefly characterized by its diversity.

To remedy this situation, a training programme was started in 1961.^{3/} One of the projects -- a pedagogical seminar for directors in the ministries of education -- was successfully concluded.

Improving school curriculums

The need to revise teaching programmes and methods and to unify them under a national system constitutes one of the Congo's prime educational requirements. The Minister of National Education has set up a committee to revise secondary school curriculums. Up to now it has defined the general principles of a thoroughgoing reform and has prepared a modified curriculum for the first year of secondary school to be instituted at the beginning of the next term in September. Two ONUC experts are members of this committee.

Another expert is a member of a committee to revise school curriculums.

Other aid

In May 1961, the Central Ministry of Education was encountering difficulties -- because of the lack of hard currency -- in purchasing school manuals and other teaching materials. These purchases were effected through the UNESCO Coupon Scheme.

ONUC has twice made possible, during the past year, the transfer of the necessary funds to keep the Institute for Scientific Research in Central Africa (IRSAC) a going concern.

^{3/} A description of the plans in this programme is given in the section "Training and Fellowships".

HEALTH

At the end of June 1961 the health situation in the Congo appeared much less alarming than a year previously. It may be that the results obtained so far appear slender beside the effort and sacrifices made, but these results must be judged in the light of the handicaps under which ONUC's health programme has had to labour throughout the year.

Shortly after independence most doctors had abandoned their posts and many of the remaining trained personnel had also disappeared. There was no reliable information on epidemics, and the attempt to collect such information was in itself a risky business. The health sector of ONUC was suddenly faced with a colossal task calling for extraordinary expenditures and unaccustomed types of activity. The outbreaks of tribal fighting were a serious hindrance to any attempt to penetrate the interior of the provinces. However, it was immediately evident that there were two priority tasks:

(a) To find immediately a sufficient number of doctors and technicians to provide reasonable medical services in the important centres of population; and

(b) To get preventive medical services going (vaccination, prophylaxis against major endemic diseases, and the like) in order to prevent the outbreak of disastrous epidemics.

Some two hundred European doctors out of approximately 760 had remained in the Congo, but with a few exceptions they were hardly able to operate outside relatively limited areas where secure conditions prevailed.

In response to the appeal of the Secretary-General of the United Nations, the League of Red Cross Societies and the International Committee of the Red Cross moved in with the World Health Organization (WHO), co-ordinating all medical activity. More than twenty countries immediately dispatched medical teams to the Congo. Advisory teams were also attached by WHO, within the framework of ONUC, to the Leopoldville authorities and the provincial governments, and a decision was taken to provide, in addition, 130 specialists. However, recruitment was hampered by the extraordinary publicity which events in the Congo aroused and was slowed down by a number of other factors. Some doctors who would normally have been interested considered work in the Congo too dangerous; others had to be refused because of their lack of knowledge of the French language; others hesitated to leave stable situations to accept a one-

ear contract. The difficult working conditions in rural areas discouraged many qualified candidates. However, in spite of all these drawbacks, from about November 1960 recruitment began to proceed at a fairly satisfactory rate and by the end of June 1961, some 100 specialists -- in addition to the advisory teams -- were working in the Congo.

In developing this emergency programme the needs of the Congo's future medical services were not forgotten. It was clear that the key to the real success of ONUC's medical programme would lie in training the Congolese themselves to take over from foreign doctors and technicians. This programme falls into two parts: an emergency programme and a longer-term programme.

Emergency programme

It was essential to act quickly and to provide on-the-spot courses which would increase the technical skills of such Congolese as already had some elements of medical knowledge. This programme met with serious opposition -- whether because the real objectives of the United Nations' operations in the Congo were misunderstood or because they were deliberately misrepresented. Despite this, in the provinces of Equateur, Kasai Orientale and Kivu, accelerated courses were given to about forty persons -- nurses and operators of hydraulic installations. In some cases such measures were all the more urgent because every one of the qualified Congolese who had previously worked in the medical services had left his post to avoid persecution arising from tribal conflicts.

Longer-term programme

Since international assistance cannot by its nature last indefinitely, it was necessary to study means of providing the country with its own medical services as soon as possible. In July 1960 there was not a single Congolese doctor in the country. "Medical assistants" who had received from three to four years of secondary education followed six years of medical studies represented the highest level of medical trained personnel. It would have taken Lovanium University nearly a century, at its current rate of admission, to provide the Congo with enough doctors. If it were possible for the medical assistants to complete their studies in three or four years so as to become doctors and if, at the same time, medical students could be recruited among Congolese who had received a secondary education, a great step would be taken towards solving the Congo's medical problem.

Through the United Nations and the World Health Organization, sixty medical assistants are currently pursuing their studies in France. Seven

Congolese who have completed their secondary studies are following complete medical courses in French and Swiss universities, and twenty-five young Congolese have medical scholarships at Lovanium. Arrangements for the departure of a fresh contingent of thirty medical assistants and twenty male nurses are almost complete at the time of writing, and credits for scholarships for forty Congolese students at Lovanium have already been made available.

Training within the Congo

It would have been possible to start courses within the Congo some months ago had it not been for the difficult general situation prevailing. A course for the training of public health personnel has been worked out and only awaits governmental approval. Similarly, courses for laboratory technicians could begin during 1961 if the Congolese authorities are prepared to meet part of the project's total cost.

However, apart from these formal programmes, each doctor and technician provided by the United Nations to the Congo undertakes to train the Congolese members of the team in which he works.

Provision of medical and pharmaceutical supplies

The United Nations did not plan originally to undertake the responsibility of providing medical supplies and drugs to the Congo, but this became an inescapable obligation because of the difficulties which the country is undergoing. Lack of foreign exchange meant that some of the most indispensable pharmaceutical and medical products could no longer be purchased by the Government. On several occasions the United Nations, through the World Health Organization, had to ask for gifts or purchase medicines and other indispensable products, such as vaccines, antibiotics, aluminium sulphate, and pitthlore. For several months certain provinces could be supplied thanks only to the action of the International Committee of the Red Cross, the League of Red Cross Societies and the United Nations. During the blockade of the provinces of Orientale and Kivu, more than ninety-two tons of medicines had to be dispatched there by United Nations aircraft in response to the desperate appeals of the provincial authorities and of the United Nations' own representatives.

Advisory team

In the health sector ONUC has been particularly fortunate, since -- despite successive changes at the head of the Department of Health -- relationships between the advisory team and the Ministry have remained extremely frank and cordial. Against the background of the situation in July 1960

and since, there are certainly grounds for solid hopes concerning the future of public health and of medicine in the Congo. The slowness with which certain projects are being realized must be attributed to momentary preoccupations. There have been outbreaks of epidemics in certain areas of the country but they have been limited to those areas and brought under control. There are still too many districts without a doctor but the hospitals in the main centres are operating. Progressively the weak spots are being dealt with. Members of the advisory team are participating in almost all aspects of the medical life of the Congo. It now seems likely that the United Nations will have to increase the number of doctors to be brought to the Congo to a total of some 200 and this, together with the efforts of the Congolese authorities themselves, should provide a minimum basic coverage. On 30 June 1961, the International Committee of the Red Cross and the League of Red Cross Societies brought to an end a specific programme of medical assistance which had been rendered through their medical teams, and to these two organizations high tribute is due for the exemplary and devoted way in which they rallied to meet the emergency situation and breach the gap until longer-term international assistance could be provided in sufficient strength.

LABOUR

From the outset of United Nations activities in the Congo, the Chief of Civilian Operations has been advised in regard to labour matters by a member of the Consultative Group, appointed in consultation with the International Labour Organisation (ILO), who also serves as head of the ILO mission to the Congo. With him have been associated a series of experts called in to advise on their specialities as the needs for their services arose and to the extent that the Congolese authorities requested assistance in their field and the circumstances appeared favourable to constructive action.

The Ministry of Labour, like other ministries, found itself shortly after independence with no experienced Congolese staff in the higher administrative brackets and only a handful of Belgian technicians, mainly labour inspectors. Three main problems presented themselves: (1) how to reorganize the Ministry to meet the new situation; (2) how to train the Congolese staff who moved in to fill the vacancies at all levels of administration, and (3) how to recruit specialists from outside the Congo to provide expert assistance at all necessary points.

At an early stage, therefore, a plan for the reorganization of the Ministry was prepared by an expert in labour administration with many years of experience of African conditions. Steps were also taken to organize a five-month training course for officials of the Ministry, the majority of whom had no experience in administration beyond the level of clerks. Details of this course are given in the section of the present report entitled "Training and Fellowships".

Discussions were also held at the ILO headquarters in Geneva as early as September 1960 in regard to recruitment by the Congolese authorities, with ILO assistance, of specialized personnel to fill the gaps in the Ministry of Labour. In view of the subsequent changes in the political scene, however, and in face of increasing budgetary difficulties, it became increasingly evident that the Congolese authorities were in no position on their own account to make propositions likely to be attractive to qualified specialists. It is only now, after one year of independence, that this question is once again coming to the forefront of attention in connexion with the steps being taken by the Congolese authorities, in conjunction with the United Nations advisers to enable the various ministries to decide upon future establishment strengths and the extent to which it will be necessary to recruit personnel from outside the Congo for administrative and executive duties.

Even at this stage, at least as far as the Ministry of Labour is concerned, fundamental difficulties of a constitutional and practical nature, as well as security hazards, have made it impracticable to have more than limited meaningful discussions regarding solutions to particular problems in the labour field or to negotiate for the provision of expertise where it is obviously needed. Taking advantage of the improving climate of opinion, however, a labour specialist has paid a series of visits to the provinces in order to discuss with United Nations Civilian Affairs Officers the labour problems in the regions within their jurisdiction and to make contacts with local authorities.

Early in 1961, a decree revising existing legislation on employment contracts was promulgated by the Chief of State after approval of the College of Commissioners General. The new decree abolished the discrimination which had existed between the legislation on contracts applying to employees (mainly non-Africans) and workers (mainly Africans) and substituted a revised system intended to be of general application. Its main lines had been the subject of discussions over a considerable period between representatives of the administration and of employers' and workers' organizations.

At the same time an ordinance containing regulations for application of the decree on contracts of employment was promulgated. It embodied a completely new system for the calculation of minimum wages, imposing heavy new obligations on the private sector of the economy at a time of acute economic and financial difficulties.

In this connexion, a mission of experts of the International Labour Office had, in the spring and summer of 1960 -- at the invitation of the Belgian Government and with the agreement of the Executive College of the Congo -- made a study of wage policy in the Congo and more particularly of the machinery for fixing minimum wages and wage scales. Its recommendations were submitted to the Congolese authorities in September 1960. The system proposed in the application measures of the new decree referred to, however, took account only of comparatively minor points, leaving out of consideration the following basic recommendations:

(1) That the minimum wage should be defined as the wage payable to an unskilled worker at the time of his engagement by his first employer.

(2) That the point of reference for fixing the minimum wage rate should be the standard of living of agriculturists working for their own account and living in the traditional economy sector (with an additional margin in urban areas to take account of the difference in living costs); and

(3) That in the periodic reviews of minimum wages account should be taken not merely of changes in the standard of living of the agriculturalists referred to, but also of such factors as the general economic situation of the country and the province concerned, the evolution of consumption, and that of retail prices.

At the date of writing and in face of accentuated economic difficulties, discussions were taking place with a view to some modification of the terms of the ordinance concerning criteria for determining minimum wages, in order to enable a more appropriate system to be worked out.

In the autumn of 1960, ILO assistance was sought in the revision and simplification of the social security system. Since then ILO experts, appointed within the framework of United Nations technical assistance to the Congo, have been working with a committee of Congolese officials, and representatives of the social security administration and of employers' and workers' organizations to prepare new social security legislation. A draft law has been prepared, approved by the Minister of Labour, and submitted to the Council of Ministers. It contains the following main features:

- (1) Coverage: a) workmen's compensation for industrial accidents and occupational diseases, including medical care; b) invalidity, old age, and widows' and orphans' pensions; c) children's allowances;
- (2) Persons insured: all employed persons;
- (3) Financial basis: contributions by employers and workers;
- (4) Administration: by a National Institute of Social Security under the direction of a Governing Body composed of four representatives each of Government, employers and workers.

ONUC experts will be associated in the preparation of the subsidiary legislation necessary for implementing the new law, in the administrative organization of the National Institute of Social Security, and in the training of its staff at all levels. These will, indeed, be the main tasks in this field in the coming months.

Assistance in the field of vocational and technical training is treated in the section "Training and Fellowships". In a wider context, a survey is now being made of existing facilities for vocational and technical education and training and of the most urgent needs for which international assistance might be contemplated, by ONUC experts on labour and education. Reference is also made in the section just

mentioned to fellowships accorded for study abroad in various fields within ILO competence. This includes workers' education, in regard to which supplementary aid, in the form of financial assistance and help in providing lecturers for a training seminar, was given. This seminar was organized by one of the main trade unions for its officials.

Possibilities of assistance are under discussion in regard to legislation for and administration of co-operatives and as to certain aspects of rural development.

The problem of unemployment and the measures taken to combat it -- such as carrying out of public works -- are also discussed elsewhere in the present report. ONUC labour specialists undertook a thorough survey of the employment situation in the late summer of 1960 and again early in 1961, and collaborated in working out the broad lines of assistance to be made possible by public works and in other ways.

PUBLIC ADMINISTRATION

To fill the vacuum created by the departure of the Belgian administrators, the Congolese authorities resorted to abrupt promotions in the ministries -- which resulted in elevating the clerks and book-keepers of the former régime to positions as directors and secretaries-general, without their having received any special training or preparation for assuming these new functions.

Furthermore, the majority of Congolese civil servants under the Belgian administration consisted of "contractual" workers who had neither the guaranteed status of civil servants nor the salaries paid to "statutory" employees. This anomalous situation was a source of resentment and it was considered that independence should put an end to it.

The public administration section of ONUC undertook first of all to plan a rational administrative structure for the existing or newly created ministries. With respect to these latter, an initial step was to stimulate the establishment of a new ministry which would be responsible for the civil service -- the Ministry of Public Services. It was necessary to define the coverage and competence of these ministries with an eye both to their foundation in law and the means of ensuring their efficacy.

In collaboration with the Congolese authorities, the United Nations public administration experts drew up organization charts and defined the functions of the officials responsible for different branches of activity, including the Cabinet of the President, the Cabinet of the Prime Minister, and the ministries of Public Services, Foreign Trade, Education, Lands (Affaires foncières),^{1/} Agriculture, Public Works, Health, Finance, Communications, Interior, Justice, and Economic Affairs. This task was of extreme urgency, since the ministers were often invested with important functions before the ministry in question had been endowed with the appropriate administrative machinery.

Statutes governing the civil service, which unified and simplified the regulations concerning the Public Services and adapted them to the exigencies of the country's new-found situation, and which were drafted so as to be applicable to all civil servants fulfilling the necessary requirements, were worked out with the assistance of ONUC advisers.

^{1/} This Ministry was concerned with land grants, property rights, boundary disputes and the like.

Also prepared and discussed at the same time -- with due regard to these general statutes -- were provisions to regularize the situation of the various bodies of officials belonging to each administrative service. These provisions particularize the duties and regulate the recruitment and development of career civil servants.

Decrees were passed on the transference of duties and integration to the official corps of the former contractual employees. These employees were reclassified according to qualifications and merit; each case was considered individually.

A technical inter-ministerial commission is to be set up for the purpose of regularly examining the technical assistance needs of the ministries mentioned above.

An account of the courses arranged to help the Congolese adapt themselves to the reorganized civil service is given in the "Training and Fellowships" section of the present report.

PUBLIC WORKS

Relief Works

Immediately after independence, the principal port of the Congo, Matadi, was in danger of being blocked, so the United Nations carried out an emergency desilting operation, which cleared the harbour and reopened the port to international traffic. Regular activities in the field of public works started in the middle of August 1960, when small teams of Swedish engineers were assembled to establish a programme of works for the relief of unemployment in five provinces of the Republic of the Congo. There were about twenty engineers so engaged by mid-September. By the end of that month lists of possible projects for each of the provinces had been established, requiring a total expenditure of CF 262 million (equivalent to \$5,240,000) and designed to give work to some 16,000 people for a period of three months. This programme was intended to give an immediate boost to the rehabilitation of the Congolese economy.

Because of the political situation, however, and financial difficulties, the programme had to be developed gradually and at a reduced level of expenditure. In consequence, it was spread out over a long period to give sustained support to the country's activities in the field of public works. This has had the advantage that more care could be exercised in the selection and preparation of projects, and that the expenditure could be watched more closely than would otherwise have been possible.

Although the programme, in its present form, has not achieved the shock effect for which it was originally designed, it has represented, throughout the period of political upheavals, one of the few rays of hope for thousands of unemployed people in the country, and for dozens of contractors who would otherwise have had no alternative but to close down their establishments.

One of the programme's main assets lies in the fact that it keeps skilled workers occupied in their profession, keeps many newly unemployed in the habit of doing a day's work and keeps together teams of technicians and workers who will be indispensable for future economic activities. Another important aspect is, of course, that the works executed are in themselves useful to the country. A third aspect, which may perhaps be considered the most important of all, is that the programme gives thousands of men a chance to earn a decent living for their families.

Financing

Funds for relief works, as granted from the United Nations Fund for Congo, have been allocated as follows:

<u>Date</u>	<u>United States dollars</u>	<u>Equivalent in Congolese francs</u>
October 1960	500,000	25,000,000
November 1960	130,000	6,500,000
November 1960	500,000	25,000,000
January 1961	<u>500,000</u>	<u>25,000,000</u>
Total	1,630,000	81,500,000

In addition, on 26 March 1961, it was decided that a large portion of the counterpart value of certain American supplies would also be made available for the financing of relief works. By the end of June, a total of about CF 90 million could be committed from that source. Thus, the total amount available for allocation up to the end of June was 171,500,000. Of this, about CF 167 million have been allocated -- including a small amount for overhead charges -- which leaves a small reserve fund for unforeseen expenditures.

In arranging payments on this programme, the Congolese authorities follow their normal budgetary and financial procedures, but the United Nations has the right to satisfy itself that all payments are actually made. In fact, all important payments are settled through special government accounts, which are replenished from United Nations funds -- or United Nations counterpart funds -- as and when payments for relief works against government payment vouchers are being effected.

Programme

In order to place the programme on a sound basis, the terms of its execution and the division of responsibilities between the Congolese authorities and the United Nations were negotiated carefully and laid down in a memorandum signed on 13 December 1960 by a representative of the Ministry of Economic Co-ordination and Planning and a representative of the United Nations. According to this memorandum, the Congolese authorities are to establish the programme of works, which must be of public utility. The United Nations has the right to refuse the inclusion of any project, either for financial reasons or in the event that the main purpose of the programme -- that projects must substantially contribute to relieving unemployment -- should not be met. Special care has been taken to avoid any interference in the regular governmental

procedures for planning and supervising the works, while safeguarding the right of the United Nations to satisfy itself that these procedures are indeed followed and that the works are executed properly.

The following criteria determine whether projects should be included in the programme:

- (1) The main item of expenditure must be wages;
- (2) The plans must be ready or nearly so, in order that work may be started without much delay;
- (3) The projects must be as useful as possible from the point of view of the country's economy, for example by:
 - (a) rendering productive those investments already made;
 - (b) creating continued employment opportunities;
 - (c) increasing production of foodstuffs for local consumption;
 - (d) increasing production of export goods, and facilitating their transport;
 - (e) improving educational facilities;
 - (f) eliminating serious public health risks.

In practice, the execution of the various projects is also affected by the security situation, the possibilities of supplying necessary equipment and materials, and the local availability of suitable contractors and supervisors

Lists of projects approved for the provinces of Leopoldville, Equateur and Kasai are given in appendices A, B and C of this section. In addition, some projects were started by the United Nations in the provinces of Kivu and Orientale to afford emergency relief. A list of projects completed and under execution is given in appendix D.

It will be seen that, generally, emphasis has been placed on road construction and repair, land reclamation, agricultural projects, drainage of low-lying housing areas, water supply, and completion of public buildings (schools and hospitals).

Results

The programme has gained momentum rather quickly. Preliminary work started at the beginning of September, and by the middle of October, 1,200 workers were already employed. Their number increased to 2,500 in December and 4,000 in February. Subsequently, there has been a decrease

some of the projects were completed, but new ones have been started meanwhile and it is expected that the 5,000-mark will be passed very shortly.

The practical results achieved to date are as follows. In Stanleyville the major work has been a swamp drainage project at the Stanley Pool. The number of workers rose from 1,080 at the commencement of work in October to about 2,000 at the end of June. Boundary diking has been completed along some 1,250 metres, leaving about 800 metres to finish the enclosure of the first sixty-hectare area. This area has been almost entirely cleared, and a small experimental plot of nine hectares has already been planted with lettuce, celery, tomatoes, peppers and other vegetables.

Another project concerns the widening and lining of the Yolo river and construction of ancillary drains to prevent flooding of a large housing area.

In Coquilhatville a contract for drainage of a low-lying area of the town was made in January. A start will shortly be made on the main collector drain, which will complete the project and transform a breeding ground for mosquitoes into a healthy residential area.

A new project for completion of pastures, paddocks and corrals at the Coquilhatville slaughter-house is progressing well. Negotiations to start an abandoned palm oil works into operation at Bikoro are expected to be concluded shortly, and will provide indirect employment for 2,500 families in the vicinity.

In Luluabourg four projects have been launched, three of which have been completed. The most important work has consisted of improvements to the town water supply, including work at the source of the supply, construction of a new water tower and laying of pipes to extend the supply to the municipal airport. Further important work has been carried out on repair and construction of storm-water drains to prevent flooding and erosion in the town, and on maintenance and construction work on the municipal road system.

In Orientale Province the main project has been the clearing and breaking-in of land for small farms near Stanleyville. In all, over fifty hectares have been cleared and ploughed, and forty hectares have been planted with a first crop of rice, which will be harvested shortly. This work is employing 260 men at present, and it should prove a continuing source of employment. A small pilot project for road maintenance on the Bengamina-Banalia road employed fifty men and has achieved the desired results.

In Kivu Province a large area of Stephenson Quarter in Bukavu has been prepared for a housing development. The work included clearing and terracing the area, the construction of roads, foot-paths and storm-drains, and the extension of the water supply. This work was hampered by political disturbances in December and January but was completed by the end of March.

Altogether, against a total expenditure of about CF 50 million, wages have been paid for roughly 28,000 man-months, and thus large numbers of workers and their families have been saved from misery at an average gross cost of CF 59.5 per man per day, which is equivalent to \$1.19.

The United Nations staff in the Public Works sector engaged to supervise the execution of the relief works have rendered useful assistance to the government services with whom they co-operate, giving technical advice and helping to organize the work wherever they have been asked to do so. Furthermore, in studying closely the background details of large numbers of possible projects, they have often been able to help in focusing attention on worth-while undertakings and, occasionally, in pointing out deficiencies in the schemes proposed.

Overhead costs

Because the existing government machinery is used to the maximum extent possible in the relief works programme, the overhead cost to be charged against United Nations funds is remarkably low. The initial staff used for making the preliminary surveys and establishing tentative programmes of work has been reduced in numbers and partly replaced by locally recruited personnel, leaving only the minimum necessary to ensure adequate supervision in the execution stage and to render whatever assistance might be necessary in planning new projects. Currently, the monthly rate of expenditure on works is of the order of CF 10 million (\$200,000), while the average monthly bill for salaries and other expenses for United Nations personnel to be charged against the relief works programme is only about \$7,000, which works out at 3.5 per cent.

It may be mentioned that this personnel, in spite of its very limited number, is performing numerous duties in addition to regular assignments, mostly in connexion with the needs of various other services within ONUC. Examples of such activities are: (1) planning and supervising the building of kitchens for military contingents in Luluabourg; (2) planning and supervising improvements to the Technical School at N'Djili for training tractor mechanics; (3) checking contractors' bills for repair and maintenance of ONUC headquarters buildings at Leopoldville.

4) making preliminary sketch and cost estimate for a main telecommunication and television tower; (5) preparing plans for improvement of the drainage system at the ONUC hospital.

Assistance to the Ministry of Public Works

Advisers

While the existing government services are giving all possible support in the planning and execution of the relief works programme, it has been found that in some cases additional technical personnel is urgently needed, both for this purpose and for the proper execution of all the regular duties that fall upon the Ministry of Public Works. Even though the present rate of activity is less than it was before independence, the gap created by the departure of many Belgian engineers and technicians must be filled to some extent. As an immediate remedy, some advisers have been requested from the United Nations. Two have already arrived. One of these has been appointed as adviser to the Minister of Public Works. He has been active on various committees established by the Minister, notably to review large hydroelectric power projects proposed for future execution and to reorganize the various ministerial departments. He has also assisted in drafting a three-year plan and budget for public works, in checking plans for road works and bridges and in verifying bills presented by contractors for work done.

The second expert has been assigned to the Directorate-General of the Regideso, a parastatal body dealing with the supply of drinking water throughout the country. He has assisted in a revision of the statute and administrative rules and regulations of the Regideso and has helped in the day-to-day work of the Directorate, notably in expediting supplies of equipment and chemicals to various stations in the provinces. The expert has also studied existing waterworks and collaborated in making plans for their improvement and expansion.

Training

Proposals have also been made for granting fellowships to train abroad ten full-fledged graduate engineers, and for refresher courses abroad for some twenty higher government officials who, after independence, were placed in positions where they must assume much heavier responsibilities than those for which their previous training had been designed.

Appendix A

RELIEF WORKS PROGRAMME - LEOPOLDVILLE PROVINCE

<u>Description of Project</u>	<u>Number of men</u>	<u>Duration (months)</u>	<u>United Nations Contributions requests (1,000 US\$)</u>
Land reclamation and drainage, Stanley Pool (in progress)	2,200	10	42,000
Widening and lining Gombe river bed for storm water drainage	400	7	15,000
Improvement and repairs road Boma-Tshela	200	6	15,000
Repairs to roads of importance for export of agricultural produce in Mayumbe district (Boma-Moanda and branch Seke-Banza)	1,000	5	12,000
Repair pier under bridge across river Sua-Lowanika in the road Koli-Ngidinga-Popokabaka	100	3	1,500
Widening and lining Yolo river bed for storm water drainage	1,600	8	40,000
Reconstruction garage for Public Works at Kingabwa - Léo	250	6	3,400
Completion road Léo-Kenge	1,100	5	15,000
Construction 14 public sanitary blocks at Matadi	100	2	3,100
Drainage works in Kikwit (Kwango)	150	5	3,000
Construction of a college at Kasongo Lunda	100	5	2,300
Construction of a college at Kikwit	100	5	2,300
Construction of a college at Lukula	100	5	2,300
Construction of a college at Mushie	100	5	2,300
Construction of a college at Gungu	70	5	1,300
Construction of road Bankana-Kwamouth	800	18	48,000
Road Matadi-Inga	1,200	5	20,000
Rehabilitation of Social Centre Prince Baudouin at Léopoldville	50	3	1,500

<u>Description of Project</u>	<u>Number of men</u>	<u>Duration (months)</u>	<u>United Nations contribution requested (1,000 C.F.)</u>
Completion of sanitary installations and roof of the sanatorium at Akala, Léo	100	3	1,800
Completion road Léo-Matadi, section n 117 to Fornasari	900	7	20,000
Repairs and improvements to the buildings of Technical College, Léo	80	3	4,000
Completion hospital Joséphine-Charlotte, Léopoldville	325	3	7,500
Drainage works at hospital Reine Elisabeth	70	3	1,500
Reconstruction bridge across Kasoko river	60	4	5,000
Enlargement and improvements college at Binza	60	3	4,000
Maintenance and repair of main roads in the Province	1,000	6	22,500
TOTAL	12,215		296,300

Appendix B

RELIEF WORKS PROGRAMME - EQUATOR PROVINCE

<u>Description of Project</u>	<u>Number of men</u>	<u>Duration (months)</u>	<u>United Nations contribution requested (1,000 US\$)</u>
Drainage works at Coq.III (in progress)	150	9	4,650
Establishment of an agricultural co-operative in Bikoro Territory	100 ^{1/}	3	3,500
Drainage canal, Bokiri	200	9	8,350
Farm roads construction (Bikoro/ Bolomba/Befale/Monkoto/Bumba/Boende/ Bongandanga/Bokungu/Lisala/Budjala)	300	6	13,000
Construction of corrals and paddocks, and preparation of pastures for slaughterhouse, Coq.	100	3	850
Development of pasture land in the districts Ubangi/Equateur/Mongala/ Tshuapa	800	3	2,440
Construction of pig breeding stations in the four districts	600	2	3,400
Completion of storm water drainage canal, Mbandaka	200	6	3,000
Municipal roads and drainage, Lisala	150	6	4,700
Maintenance and repair of main roads in the Province	350	6	7,100
TOTAL	2,950		50,990

^{1/}The execution of this project will give permanent employment opportunities to 2,500 families.

Appendix C

RELIEF WORKS PROGRAMME - KASAI PROVINCE

<u>Description of Project</u>	<u>Number of men</u>	<u>Duration (months)</u>	<u>United Nation contribution requested (1,000 Cfr)</u>
Water conduit to airfield and construction of a reservoir, Luluabourg (in progress)	400	6	2,550
Completion of road works in communes, Luluabourg (completed)	400	4	2,700
Municipal maintenance of roads and drains, Luluabourg (completed)	200	5	3,000
Improvement airfield, Kabinda	300	6	1,500
Rehabilitation buildings of Athénée, Tshikaji	100	3	1,300
Completion of housing project	100	4	4,000
Repair of bridge across Kabondo river (Lusambo)	10	1	100
Repair of levee of Lukenie river (Lodja)	500	2	3,000
Repair of road Luluabourg/Bena Dibebe	150	3	500
Repair of road Kole/Loto/Lomela	150	3	500
Repair of road Luluabourg/Tshikapa	150	3	500
Youth stadium, Luluabourg	100	3	1,000
Improvement of gardens and fish ponds (Lusambo)	100	2	300
Construction of sewer for school (Lusambo)	60	3	1,000
Completion of medical centre (Kabinda)	40	6	1,200
Completion of school (Luiza)	40	5	800
Completion of post office (Kabinda)	70	5	1,600
Completion of 10 houses at Mushenge (Mweka)	50	5	900
Maintenance and repair of main roads in the Province	420	6	9,200
TOTAL	3,340		35,600

Appendix D

RELIEF WORKS PROGRAMME

PROJECTS COMPLETED, UNDER WAY OR TO BE STARTED SHORTLY

<u>Description of Project</u>	<u>Number of men</u>	<u>Total funds</u> EXPEND (Cfr)
<u>Léopoldville</u>		
Land reclamation and drainage, Stanley Pool	2,200	40,000,000
Improvement and repairs road Boma- Tshela	200	5,000,000
Repairs to roads of importance for export of agricultural produce in Mayumbe district	1,000	6,000,000
Repair pier of bridge Sua-Lowanika	100	1,500,000
Widening and lining Yolo river bed for storm water drainage	1,600	25,000,000
Road Matadi-Inga	1,200	5,000,000
Reconstruction bridge across Basoko river	60	5,000,000
Enlargement and improvements college at Binza	60	4,000,000
Maintenance and repair of main roads in the Province	1,000	14,500,000
TOTAL		106,000,000
<u>Equator</u>		
Drainage works at Coq III	150	4,650,000
Establishment of an agricultural co-operative in Bikoro Territory	100	3,500,000
Construction of corrals, etc., slaughterhouse, Coq.	100	850,000
Development of pasture land	800	2,440,000
Maintenance and repair of main roads in the Province	350	3,500,000
TOTAL		14,940,000

<u>Description of Project</u>	<u>Number of men</u>	<u>Total funds approved (Cfr)</u>
<u>Assai</u>		
Water conduit to airfield and construction of a reservoir, Luluabourg	400	2,954,763
Completion of road works in communes, Luluabourg (completed)	400	2,695,237
Municipal maintenance of roads and drains, Luluabourg (completed)	200	2,600,000
Improvement airfield, Kabinda	300	1,500,000
Rehabilitation buildings of Athénée, Mushikaji	100	1,300,000
Youth stadium, Luluabourg (completed)	100	1,000,000
Completion of medical centre, Kabinda	40	1,200,000
Completion of school, Luiza	40	800,000
Completion of post office, Kabinda	70	1,600,000
Completion of 10 houses at Mushenge (Mweka)	50	900,000
Maintenance and repair of main roads in the Province	420	4,300,000
TOTAL		20,850,000
<u>Bukavu</u>		
Roads and drainage, Bukavu (completed)	200	2,700,000
TOTAL		2,700,000
<u>Orientale</u>		
New farms	50	5,000,000
Maintenance of main roads (completed)	200	300,000
TOTAL		5,300,000
GENERAL TOTAL		149,790,000

SOCIAL AFFAIRS

In the field of social affairs, the authorities have been beset by difficulties from the earliest days of the new Republic. The repercussion of economic ills on living conditions, the country's reduced financial resources, the weakening of contacts with the provinces and the departure of large numbers of qualified workers all combined to limit the social services available to the Congolese population.

The task of the new Ministry of Social Affairs and of the corresponding provincial ministries was therefore prodigious. In addition to setting up their own administrative framework, these ministries had to take care of the many agencies -- both officially and privately sponsored -- which, under the colonial régime, had carried out various social projects. They were obliged to do this in the midst of trying to solve the most pressing emergencies. Moreover, the country's changed situation and new conceptions demanded perforce basic principles for a novel programme which would reflect this abrupt transition.

Prior to independence, about 25 per cent of the social services in the Congo were the direct responsibility of the colonial government; the rest were carried out under governmental supervision by private associations whose central headquarters were in Belgium. The project costs of these latter services and their expenses for overhead were covered by the governmental administration. Now, because of the departure of the great majority of Belgian personnel, these agencies have faced a serious crisis. The destruction or theft of part of their equipment has multiplied their burdens. In some cases, tribal fighting and the tense political situation made it impossible even to ascertain the extent of deterioration and damage. The Congolese social service monitors who tried to take over have done their best, but their possibilities were limited.

As regards welfare services, the Ministry of Social Affairs aims at establishing a general plan of social action for entire families, as well as for children, the aged, the handicapped and the poor. It was decided to put particular stress on strengthening the woman's position in the family and society and preparing women to assume this new role. This will involve the modernization of the aid provided, principally in rural environments, by improving or extending institutional assistance to families and individuals who have been dissociated from their ethnic groups. Principles which determine the relationship between private associations and governmental authorities are being revised, and a new type of agreement defining this relationship is being prepared.

Community development is considered a particularly important feature of the over-all social programme. It must embrace all the significant aspects of community life -- family welfare, education, agriculture, health, recreation and environmental improvements, for example. Projects built around these components of daily living, if carried out by the communities themselves -- with government assistance -- will, it is believed, constitute the best means of bringing about changes in attitudes consonant with the country's new structure and may particularly inspire the population with initiative and feelings of responsibility for their own future. In some provinces already, projects have been suggested by various governmental and private agencies with such purposes in mind.

To avoid the possibilities of failure inherent in sporadic attempts to initiate social services, it was decided first to prepare an over-all programme on a properly ensured organizational and financial basis. This is being done, under the guidance of the Ministry of Social Affairs, by an inter-departmental working group which includes representatives of seven ministries and six welfare associations. The scope of this group's planning covers what is called "mobilisation des masses"; it includes both community development and youth welfare programmes. In the former field, it is expected that this work will result in setting up, in certain areas of the country, pilot centres whose activities will later be extended to wider regions.

The Youth Problem

The quandary of the young Congolese between the ages of sixteen and twenty-one for whom neither working nor educational opportunities exist is one of the most acute problems weighing upon Congolese society and government today and one which obviously casts its shadow across the country's future. The number of these unemployed youths is constantly growing. Previous attempts to provide them with general and vocational preparation failed because of the adult unemployment in industry, the reluctance of young people to work in agriculture, or difficulties in obtaining land for new farms in certain provinces.

This problem can be solved only in a global way, by taking measures to stave off the country's economic decline, to extend educational services, and to better conditions of rural life, with special emphasis on agricultural techniques.

The Ministry of Social Affairs, with the assistance of the working group mentioned above, is studying a large-scale plan for dealing with youth problems. It envisages the establishment, with the active participation of youth movements, of a broad organizational scheme called

"Volontariat du travail". In the meantime, every effort is being made to prevent the disintegration of the existing youth training centres -- particularly the Chantiers de jeunesse and the Centres sociaux et éducatifs -- which will, in due time, be merged into the broader schéma.

Housing

The other sector falling within the range of the country's social policy is that of housing. Under the colonial régime it was dealt with by three government-sponsored institutions -- Office des Cités africaines, Fonds d'avances, and Fonds du Roi. Rural housing was to some extent the special concern of the Fonds du Bien-être indigène. After independence, the activities of these institutions were seriously handicapped by financial woes and scarcity of qualified personnel. Their programmes, moreover, must be adjusted to the people's diverse needs as they continue to manifest themselves. Particular attention will be paid to:

- (1) Reconciling construction costs with the financial resources of the population;
- (2) Working out new credit policies in connexion with building or buying houses;
- (3) Applying, in the construction of low-cost dwellings, a mutual aid system whereby the people's own efforts are supplemented by facilities and technical supervision from official or semi-official housing agencies;
- (4) Developing, through improved housing schemes, well-balanced communities whose members are aware of their obligations and which are furnished with indispensable social equipment (schools, youth and social centres, and the like); and
- (5) Improving rural habitations by means of community development programmes and social services.

Steps are being taken to change, by decree, the status of the Office des Cités africaines, whose headquarters will be transferred from Brussels to Leopoldville and whose governing bodies are to be africanized. Similarly, the Fonds du Roi will be converted to a Congolese institution, and the merger of the various housing agencies will probably become necessary.

Again, because the preparation and execution of all such social programmes is being hindered by the lack of qualified personnel, special attention is given to training programmes.

Training Programmes ^{1/}

There exist in the country three schools of social service -- two in Leopoldville and one in Elisabethville. There is also, under the direct supervision of the Ministry of Social Affairs, an excellent "Ecole de Cadres" where courses of varying duration are held for general welfare and youth workers or for the purpose of directly carrying out projects to combat illiteracy. The newly constituted Ecole national du Droit et de l'Administration includes in its department of administrative science a division on social administration in urban environments and another on such administration in rural environments. Finally, in various field projects, courses are held for local promoters of social work schemes (monitrices sociales). Given the seriousness of the situation, all these efforts must be increased, and supplemented by fellowships for study abroad.

ONUC Aid

ONUC has assisted the Congolese authorities in these programmes in various ways.

Since September 1960, a United Nations Social Affairs Adviser has been assigned to the Ministry of Social Affairs. For the first six months of 1961, another social affairs officer worked at Kamina Base, which is administered by the United Nations, to help the Congolese employees at the Base and their families in solving their social problems. In other provinces, particularly in Kasai, ONUC representatives have co-operated wherever possible with the provincial departments of social affairs.

In all cases, the collaboration between the United Nations social affairs advisers and the Congolese authorities was excellent. At first, these advisers provided general co-operation and counsel on organizational and programming problems. In certain cases, their action facilitated contacts with agencies dealing with similar problems in other countries.

^{1/} Particulars concerning courses other than those mentioned here are given in the section of the present report entitled "Training and Fellowships".

The experiences of these countries were thus made available to the Congolese for consideration in drawing up their own programmes.

The gravity of the unemployed youth question has meant that ONUC assistance has been especially directed to this sector. At the end of 1960, when the Chantiers de jeunesse faced financial difficulties, a sum of CF 4,300,000 was put at the disposal of the Congolese authorities to prevent the disintegration of these youth work camps and to assure their continuation until they can be merged into the Volontariat du travail above referred to. In March 1961, the work camps were again in distress, due to their inability to find food supplies on the local market. Arrangements were made to provide food from United Nations military stocks against reimbursement for the costs incurred. In addition, some food supplies were donated by the ONUC Office of Refugee Relief Co-ordination.

A project approved by the United Nations and the Congolese authorities, for which ONUC funds are provided under the heading of unemployment relief, is the construction of a youth sports stadium on the outskirts of Luluabourg.

Future programmes

The Congolese authorities have requested the assignment of four United Nations technical assistance experts to deal, respectively, with social services, community development, housing and training for social service. This request has been approved.

ONUC is exploring the possibilities of sending Congolese to various countries abroad for training in these fields, particularly youth leaders who are needed for giving impetus to the Volontariat du travail.

Lastly, an arrangement was made with the United Nations Film Loan Service in Geneva to put at the disposal of the Congolese authorities and voluntary agencies films designed to promote progress in general social welfare, with special regard to child welfare, juvenile delinquency, housing and community development. A number of such films have already been obtained. They are being evaluated by selected groups of officials from the Congolese ministries and representatives of voluntary associations who will decide how best to use them throughout the country.

UNITED NATIONS CHILDREN'S FUND (UNICEF)

UNICEF activities in the Congo from the beginning of ONUC operations be divided into three periods: July - October 1960, October - November 1960, and December 1960 - June 1961.

The first period saw the initiation of relief projects and the establishment of a bureau of co-ordination which, within the framework of ONUC but with personnel recruited from UNICEF, launched several assistance operations, among them the distribution of 1,000 tons of United States surplus milk powder.

The months of October to December 1960 were critical. It was during this period that the effects of tribal clashes in the Province of Kasai were most evident. The problem of the refugees in that area became acute. In November, UNICEF allocated \$150,000 for food purchases and \$100,000 for the purchase of thirty-five vehicles to be used by the Congo Health Service. The distribution of milk was stepped up with the aid of the Congolese junior Red Cross teams, and the first food purchase began.

In December, a permanent representative of UNICEF in the Congo was designated. Dating from this month the third period of operations started.

A second allocation was asked for, which UNICEF quickly furnished and put at the disposal of ONUC -- \$286,000 for aid to the South Kasai refugees. In the three months of December 1960 and January and February 1961, almost the entire amount of these first two allocations, totalling \$36,000, was used for the purchase of foodstuffs, medicaments and seeds.

The increased distribution of milk in South Kasai -- in January it reached 70,000 rations per day -- stamped out the deficiency disease kwashiorkor. This distribution was accomplished through the joint action of UNICEF, which undertook the planning, ONUC, which was responsible for transport, and the Congolese Red Cross teams, which carried out the field work.

The provision of foodstuffs supplied by UNICEF effectively relieved the famine and, since February, the Kasai refugees have been able to start in their own rehabilitation by planting the \$90,000 worth of seed for food crops provided from the UNICEF funds earmarked for that purpose.

In January the thirty-five vehicles arrived in Leopoldville and were turned over to the UN/WHO, to be sent out to the provinces.

Also in January, the broad lines of future UNICEF programmes, to be carried out on a medium-term or long-term basis, were defined. Three major difficulties became apparent:

(a) Lack of precise information on the material and human resources available;

(b) Absence of co-ordination between the various ministries and departments; and

(c) Administrative indecision.

While continuing to study plans worked out in collaboration with ONUC and the Congolese authorities, and to watch over the spending of the sizable credits allocated by UNICEF, the representative was seeking ways and means to set up "supplementary" machinery to distribute food and milk to children. Such machinery would have to operate rapidly and non-politically in order to help children, who are the chief victims of disorders. It is proposed that the League of Red Cross Societies, by giving technical support to the Red Cross teams in the Congo, should aid UNICEF to organize a distribution network for the increasingly numerous distress areas. The emergency provision of milk and food therefore appears to be assured. The only remaining problem is transporting and distributing these supplies to the interior, and this is currently being studied.

Three projects were prepared for submission to the UNICEF Executive Board in early June:

(1) A project for organizing children's relief covering all the Congo, entailing the creation of depots and distribution centres in the different provinces and the training of teams of Congolese nurses' aides.

This project will be based on the co-operation of ONUC (for supplying the main depots with milk and protective foods), of the League of Red Cross Societies (for inspection work in the various provinces), of the Congolese Red Cross (for distribution teams) and of UNICEF (for donating vehicles, and managerial and distribution personnel).

A first training course for nurses' aides for this project, who are to come from centres in the interior, will take place in Leopoldville during the coming school vacation period.

The launching of this plan -- to which UNICEF will contribute 95,000 -- should provide the Congo with local Red Cross teams which, thanks to their training, their own resources, and to the provision of stocks of food deposited throughout the country, will be able to protect children from the consequences of political, social or economic disorders. These teams should enable the distribution of milk to reach two to four thousand tons during the period from 1 October 1961 to 30 September 1962.

(2) A project for equipping the health services with vehicles to supplement the thirty-five supplied by UNICEF in January 1961.

This project will furnish sixty vehicles of various types to doctors stationed in the provinces so that they may move about as required. Priority will be given to teams engaged in the fight against epidemics and to those responsible for mother and child care. The sum requested by UNICEF for this project is \$187,000.

(3) A project to assist a training centre for unemployed youth for which UNICEF was asked to furnish \$30,000 for the supply or purchase of material equipment.

These three recommendations were approved, and a total sum of 12,000 has therefore been allocated to UNICEF in Leopoldville.

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Additional projects were considered in collaboration with ONUC and the ministries concerned. Some will be submitted to the UNICEF Executive Board when it meets in December 1961; others, not requiring large financial outlays, should be brought to fruition in the course of the next few months. These include the organization of a committee to examine children's needs in the Congo, and organization of or participation in short training courses, in particular on maternal and child care, under the auspices of the International Children's Centre.

A shipment of \$43,000 worth of vitamins for children arrived at Leopoldville on 18 May. They will be distributed out of Leopoldville to the different provinces.

The financial support provided by UNICEF to the United Nations organizations in the Congo, from December 1960 to date, has amounted to 48,000.

OTHER ACTIVITIES

Radio Broadcasting

It was the responsibility of the ONUC telecommunications technicians to repair the radio installations which were damaged during the incident of July 1960, and it has been their continuing responsibility, during the past twelve months, to look after the efficient operation of this equipment.

While this has made normal broadcasting activities technically possible, the preparation of the programmes themselves has suffered from the lack of qualified personnel at the studios.

The services of a radio consultant were put at the disposal of the national station in Leopoldville. This consultant applied himself to mitigating, as far as possible, the awkward situation caused by the abrupt departure of the European personnel. Foreign newsmen, who had been obliged to go to the station at Brazzaville to make their broadcasts, may now avail themselves of the usual facilities at Leopoldville.

Since March 1961 a consultant has been seeking to open the way to putting on modern programmes. He has obtained valuable co-operation from broadcasting institutions in other countries and has made numerous practical proposals for improving programme material, including news broadcasts, and for an improved organization of the broadcasting system as a whole.

The consultant has just undertaken a series of visits to the various studios in the provinces with the object of making similar proposals there.

Unfortunately difficulties within the ministry concerned have so far prevented the adoption of most of the proposals made, but they are believed to be of continuing validity and it is hoped that when more settled conditions return they will be introduced to the lasting benefit of radio broadcasting in the Congo.

Natural Resources

In the field of natural resources, a number of studies have been prepared assembling background information on the geology and mines of the Congo.

At the request of the Leopoldville authorities, ONUC assistance was made available to reorganize and staff the Geological Survey Department.

The Senior Consultant for Natural Resources and Industry has prepared a report in which he has put forward suggestions concerning the exploitation of natural resources in the Congo, recommending specifically that the Congolese administration should consider the creation of a Bureau of Mines and an Institute of Geological Research. It is envisaged that in this event the United Nations might furnish expert advice.

In June the consultant visited the mines and installations of the Union minière du Haut Katanga.

Refugee Relief Action^{1/}

Angola refugees

In addition to the major relief programme in the famine area of Bakwanga, the story of which is contained in the annex to the present report, other points of distress have received relief assistance from ONUC.

Refugees from Angola started coming into the territory of the Republic of the Congo soon after the events in Luanda in early February of this year. At the end of June their number was estimated at around 100,000, with several hundreds continuing to cross the frontier every day.

While the distribution of relief supplies to the refugees is being undertaken by the Catholic and Protestant agencies and by the League of Red Cross Societies, ONUC has provided some 600 tons of food, worth about \$150,000, about 3,000 blankets, 6 marquee tents and 150 beds for field hospitals, and has made available on a reimbursable basis 24 vehicles. ONUC has arranged to continue to provide 200 tons of food per week -- roughly \$50,000 worth -- for the next six months, which would cater for the present estimated number of 100,000 refugees and allow for

^{1/} Other than that described in the annex to this report.

a possible increase to 120,000. ONUC will further supply 6 more marquees, 150 additional hospital beds and 10,000 cooking pots. With a view to helping the refugees to become self-supporting, ONUC will also supply 6,000 hoes.

Bashi refugees

As a consequence of tribal fighting at Nya Ngezi in the Province of Kivu, an acute food shortage developed. Members of the Bashi tribe inhabiting this area were driven from their homes and lost all their possessions. ONUC supplied them with foodstuffs, blankets and clothing. It is proposed soon to shift the emphasis from foodstuffs to essential implements and utensils in order to stimulate a return to normal life.

TRAINING AND FELLOWSHIPS

ONUC, in all sectors of civilian operations, has laid emphasis on training so as to give the Congo, in the shortest possible time, the main elements of the qualified personnel needed to operate essential administrative and technical services at a satisfactory level of efficiency. The needs are urgent and enormous as there were only a handful of college graduates in the country when it became independent and almost no Congolese had until then reached any position of responsibility. Special emphasis was placed on training within the country with the help of ONUC experts, as, where facilities were available, this would give the fastest results at the lowest cost.

One thing is characteristic of all the courses which have been given up to now -- the enthusiasm shown by the Congolese for this training. They are ready to work long hours, and their progress is encouraging. For instance, the instructors of a civil aviation course which was taught according to international standards reported that their Congolese students regularly earned higher marks than those obtained by students who had taken this course in other countries.

The training encompasses both theory and practice at every stage; in addition, an attempt is made to inculcate group discipline and develop character. It is worth noting that those being trained come from all provinces except Katanga and that they work together most satisfactorily.

Up to the end of June 1961, a total number of approximately 640 persons had benefited from professional courses in various fields, organized by the United Nations, and at that date some 355 were following such courses (see table 1). The total number of fellowships granted is 84

TRAINING

Agriculture

At the beginning of 1961, nine students who had spent three or four years at the Butembo Veterinary School in Kivu were brought to Leopoldville when the school was closed because of disturbed conditions. Arrangements were made for them to continue their studies at the Leopoldville Veterinary Laboratory. The course, which lasted four and one-half months, ended in June.

From 17 to 25 March 1961, a refresher course for agricultural personnel was held in Leopoldville. It was attended by thirty-nine students. ONUC agricultural experts delivered lectures on co-operative credit, marketing, nutritional standards, mechanization and other agricultural topics.

In March and April 1961, two courses were given by home economists working in the refugee relief operation in South Kasai to furnish training in nutrition and in the observance of sanitary rules in the preparation of food. The first course was followed by fifteen male students, the second by thirteen men and four women.

Throughout the Congo, valuable agricultural machinery is deteriorating or standing idle for lack of proper maintenance -- which was formerly assured by European technicians. ONUC has, therefore, established a training centre for Congolese farm mechanics, situated on the outskirts of Leopoldville. Thirty-seven trainees, drawn from agricultural settlements in different parts of the Congo, took the first course which began in April and terminated in June 1961. Various embassies and tractor companies have given their support to this centre by providing technical literature, films and farm machinery. A second similar course will start in August.

At the instigation of the United Nations, a two-and-one-half-year diploma course was organized by Lovanium University early in 1961 in order to help meet the urgent need in agriculture for trained men. ONUC is providing laboratory equipment and paying for an instructor. There are seventeen students attending this course at present.

Lastly, an accelerated training course is planned, for thirty agricultural assistants -- five from each province -- in co-operation with a French agency, the Bureau pour le développement de la production agricole outre-mer (B.D.P.A.). It will last four and one-half months, beginning in August 1961.

Communications

Civil aviation

A training course of about one year for air traffic controllers, given by three instructors from ICAO, began on 16 January 1961, at Leopoldville, with the participation of twenty-seven students who came from various parts of the Congo. The ten most promising students will be selected for accelerated training, and it is hoped that they will be able to graduate by the end of the current year and then start work as assistant controllers. The remainder should qualify in 1962. Further courses for air traffic controllers and courses for radio operators and technicians are being planned for the second half of 1961. It is hoped to incorporate these and, later, other courses in a civil aviation school for which premises are now being sought.

A recruitment and selection committee is being organized, in conjunction with the Directorate of Telecommunications, which will select candidates for the radio technician and radio operator courses from preemployees at airports in the interior of the Congo. For all these courses, ONUC -- through ICAO -- will recruit instructors who are specialist technicians, and -- through UNESCO -- instructors to teach subjects which do not require technical specialization.

Meteorology

A refresher course for assistant weather forecasters has been operated at the N'Djili airport. It is given two hours a week to twelve pupils. A basic instruction course, at the pre-university level, is being held at the Binza Meteorological Institute. It is attended by twelve students, who are being prepared for going on to the school of meteorology which will open at the Binza Institute in October 1961. This course is supervised by two ONUC experts in collaboration with a Congolese official.

Postal Services

A training course for post office officials was given from 24 September 1960 to 16 February 1961 in the Leopoldville Post Office building. There were sixty-three trainees.

Customs

From 23 January to 3 June 1961, an accelerated course for customs personnel (first grade) took place. It was attended by twenty students from Leopoldville and Matadi, who were taught by two ONUC instructors and one locally recruited instructor. The subjects studied were customs legislation and its application and tariff questions.

Two similar courses -- for twenty-five participants -- are in view for the last two quarters of 1961, to be followed by two second grade courses during the first and second quarters of 1962 and a course leading to third grade during the third quarter. ONUC has agreed to supply instructors.

Education

Pedagogical seminar

From 6 to 20 May 1961 a pedagogical seminar for twenty-three directors and assistant directors of education in the Ministry of Education and the provincial ministries was organized in Leopoldville. Lectures were given by UNESCO experts, two senior officials of the Ministry of Education, two professors from Lovanium University and by a professor from the University of Geneva, especially invited to the Congo for this occasion. The seminar dealt with the basic administrative and pedagogical problems involved in organizing and running a national system of education.

Training courses for inspectors, superintendents and primary school teachers

In order to improve the quality and level of primary school teaching, a series of refresher courses for inspectors, district superintendents of primary schools and primary school-teachers is planned. These courses would be given simultaneously in different provinces by mobile specialist teams -- in effect cultural and pedagogical missions -- made up of six or seven specialists and qualified teachers. The programme was prepared in May and June 1961 and will begin with a pilot project in Luluabourg during the long school vacation.

Founding of a pedagogical institute

The development of secondary education is a priority need in the Congo. The training of tens of thousands of administrators, specialists, teachers and technicians at senior and intermediate levels, which must be undertaken, will depend on turning out a sufficient number of graduates of the country's secondary schools who can profit by the training required.

School statistics for the year 1959/60 show that the number of pupils in the secondary schools of general education under the two régimes -- metropolitan and Congolese -- was only 13,445, of whom 9,266 were in schools under the Congolese régime. The other 4,179 pupils, enrolled in metropolitan type schools, were by and large European. The pupils enrolled in the upper classes of the Congolese type secondary schools (742) represented only 8 per cent of the total enrollment in this type of secondary school.

In 1959/60, out of a total of 1,256 teachers in secondary schools of general education, official and subsidized, all or almost all were Europeans -- both lay teachers and missionaries. In normal schools at the secondary level, out of a staff of 819, of whom 111 were super-intendents, 690 were European lay teachers or missionaries. The staffs of the professional and technical schools at the secondary level numbered 830, of whom 501 were Europeans. To replace some 2,500 Europeans who, in 1959/60, were employed in the general, normal, technical and professional secondary schools -- without considering the usual turnover of personnel due to dismissals, deaths, and so on -- it would be necessary, supposing that there is no increase over the present number of schools and but a moderate increase in their staff, to produce each year for the next ten years at least 250 teachers. The other side of the picture is that there still exists no normal school (at the high school level) in the country.

Furthermore, from the financial point of view, continual dependence on foreign teachers, both for the schools now existing and the schools that it will be necessary to have, constitutes a considerable public expense. At the present time, the annual cost for a teacher recruited abroad to work in the upper classes of the secondary schools is more than CF 400,000.

For all these reasons, the founding of a pedagogical institute is contemplated, with the aim of undertaking, as soon as possible -- within the limits of available resources (teachers, plant, qualified candidates) -- the training of teachers for secondary general schools, as well as

for classical courses in technical and professional schools and primary normal schools. This institute would also have to organize six-to-nine-month courses to give teachers or superintendents of selected primary schools training as inspectors. It would be expected to undertake -- within the framework of a co-ordinated programme -- studies, research and experimental projects in the field of secondary teaching, and the training of schoolmasters for primary schools. The institute would concentrate its attention first on training teachers for the lower classes of the secondary schools by giving two-year courses to students who have completed their secondary education. At the same time, during the first five or six years -- since secondary school graduates are lacking -- the institute might organize an accelerated eighteen-month course for selected monitors who give evidence of the necessary aptitudes and who have a ten-year primary and post-primary schooling, in order to use them as first-grade teachers in secondary schools.

The institute would function as a national agency and would accept scholarship students coming from other provinces of the Republic. Plans for the institute have been worked out and it is hoped that it will begin functioning in the later months of 1961.

Creation of a training centre for technical and professional teaching

The expert in technical education attached to the Ministry of Education assisted in planning a technical normal school which would not only offer training to future teachers of technical subjects, but would also afford possibilities for giving workshop training to assistants. The most gifted would thereby have an opportunity to become teachers. For this purpose, it is envisaged to use the premises and workshops of one of the existing technical schools.

Health

Beginning in September 1960, short-term courses were organized by the World Health Organization in two of the provincial centres for Congolese personnel in charge of the maintenance of hydraulic installations (six persons). At the same time WHO sanitary engineers undertook to give in-service training to fifteen sanitary workers. Also, the mobile groups specializing in preventive medicine set up by WHO started training courses for Congolese male nurses so that these latter could replace the Europeans who had been working in rural areas. In addition, at Coquilhatville, a course for training health officers began in November 1960 and ended in the spring of 1961. Sixteen nurses took this course.

It is planned to organize another course for health officers at Leopoldville during the third quarter of 1961, which will be attended by thirty Congolese coming from all the provinces of the country. This will be a three-year course on which WHO, the Health Institute and the "AMI" (Assistants médicaux indigènes) school will collaborate.

Labour

An accelerated training course for officials of the Ministry of Labour began on 17 October 1960 and finished in March 1961. Thirty-four officials, fifteen of whom came from points inside the country, completed this course. Various courses were given by professors from Lovanium University, by senior officials of the Ministry of Labour and by four ILO experts in the following subjects: occupational hygiene, labour administration and inspection, industrial relations, organization of undertakings, social security, and employment and unemployment.

Since the results of these courses were very satisfactory, it is planned to repeat them in the autumn of 1961, with the co-operation of two ILO experts. It is also envisaged to organize during the same period, with the collaboration of an expert from ILO, a series of accelerated training courses for office workers, including members of the staff of the Social Security Institute which it is planned to establish.

Police

At the beginning of February 1961, two courses were set up for completing the training of the Leopoldville police (in the judiciary, territorial and surety branches). The first is being attended by sixty newly recruited police commissioners, who are receiving accelerated training; it will end in July of this year. The second, for fifty-two career policemen, is being held at the police school of Matete. It will last approximately nine months.

Also in Leopoldville, a refresher course will be organized in August 1961, which will be followed by a much greater number of police officials -- 480, it is estimated.

Public Administration

An accelerated training course for senior government employees began on 30 November 1960 and was concluded on 23 January 1961. Some 300 civil servants took the course -- a group from each of the sixteen major government departments. Throughout the course the participants were excused each afternoon from their regular administrative duties.

Four courses daily were given in administrative organization, constitutional law, public finance and statistics. The trainees also were taught courses in French. The results of the examinations held at the beginning of February were very positive.

Also, with the assistance of ONUC, a National School of Law and Administration was created. It opened on 13 February 1961 at the Palais de Justice, Leopoldville, and is attended by 180 students. The teaching programme includes a preparatory year, designed to give the students a better general background, two years of specialized study and one year of practical training. The specialized studies include: general administration, economics and finance, social affairs administration, foreign affairs and magistrature.^{1/}

Public Works

There is an acute shortage of supervisory personnel for public works. Plans have therefore been drawn up for the establishment of a technical college at Leopoldville for training junior engineers capable of serving as inspectors, supervisors and foremen of civil engineering and building works. These proposals have already been approved and, for 1961, a credit of \$115,000 has been set aside for the purpose. The school would start with 100 students who have completed their secondary education or the equivalent, and would open on 1 September 1961. A building is already available and the director is expected to arrive in Leopoldville shortly.

^{1/} See "Fellowships" below.

Social Affairs

Between December 1960 and the end of January 1961 the Social Affairs Adviser participated in the accelerated training course for senior civil servants by lecturing on international organization and social policy. In March and April this adviser also gave a course in social policy at the National School of Law and Administration, referred to under "Public Administration".

A course for social affairs monitors was held from 15 to 29 May at the "Ecole de cadres" in Leopoldville with the collaboration of instructors from that school. It was attended by twenty-two students from Leopoldville, Kamina and Luluabourg.

FELLOWSHIPS

The ONUC Fellowship Service was set up on 20 October 1960 with the aim of centralizing and co-ordinating all offers and requests for fellowships. Up to now, the Service has been housed in United Nations premises, but as of August 1961, it will move into a new building of the Ministry of Foreign Affairs, whose Technical Assistance Service -- which will deal with all matters of fellowships, recruitment of technicians and experts -- was set up and organized by the United Nations fellowships Service.

The first task of the Fellowship Service was to collect and collate information from the various Congolese ministries on offers of fellowships and to discuss with the various embassies official channels for announcing offers and submission of candidatures. By the end of November, it had been arranged that all offers of fellowships by Governments, the United Nations or private undertakings should be channelled through the Technical Assistance Service of the Ministry of Foreign Affairs. Once a candidate has received the approval of the competent ministry (in the case of civil servants) and of Foreign Affairs (in the case of applicants from private undertakings), the Ministry of Foreign Affairs transmits the dossiers to the Fellowship Service, which negotiates with the Governments, through their embassies or with the United Nations, for the placement of the grantee. As soon as an award is officially made by a Government or an organization, the Fellowship Service arranges for the grantee all the details incidental to travel and financial matters.

By 30 June 1961, some 9,000 applications for fellowships had been registered, indexed, filed and screened. Approximately 1,000 letters per week are now received. The Service interviews between 200 and 400 applicants twice a week.

A statistical table is appended (table 2) which shows the fellowships awarded by the United Nations since October 1960, according to field of study and country. They number 84. To these fellowships should be added the 176 fellowship holders out of the 180 students attending the National School of Law and Administration in Leopoldville

Table 1. ONUC: Professional Training Courses Already Given or in Progress

(As of 30 June 1961)

Sector	Number of participants		Purpose and level of training	Duration and date
	Courses terminated	Courses in progress		
Public Administration	300		(a) Accelerated courses for senior government employees	Two months (30 Nov'60 - 23 Jan'61)
		180	(b) National School of Law and Administration	Seven months (13 Feb - 15 Sept'61)
Social Affairs ...	22		Social Affairs monitors	Fifteen days (15-29 May'61)
Agriculture	9		(a) Veterinary helpers	Four and one-half months (early '61 end June'61)
	39		(b) Agricultural monitors	One week (17-25 Mar'61)
	32		(c) Training in nutrition	Two months (Mar-Apr'61)
	37		(d) Farm mechanics	Three months (Apr-June)
		17	(e) Agronomists (diploma course)	Two and one-half years (Jan'61 - Oct'63)
Total	439	197		

Table 1 (continued)

Sector	Number of participants		Purpose and level of training	Duration and date
	Courses terminated	Courses in progress		
4. Communica- tions		27	(a) <u>Civil Aviation</u> Air traffic con- trollers	One year (beginning 16 Jan'61)
		12	(b) <u>Meteorology</u> (i) Assistant weather forecasters	One year (Jan - Dec'61)
	12		(ii) Assistant weather forecasters (re- freshers course)	Nine months (Sept'60 - June'61)
	63		(c) <u>Postal Services</u> Post Office of- ficials	Four and one- half months (24 Sept'60 - 16 Feb'61)
5. Customs	20		Customs personnel	Four months (23 Jan - 3 June'61)
6. Education	23		Pedagogical Seminar	Two weeks (6 - 20 May'61)
7. Police		60	(a) Completing police training (acceler- ated course)	Six months (3 Feb - 31 July'61)
		52	(b) Completing police training	Nine months (beginning 3 Feb'61)
	<u>Total</u> 118	<u>151</u>		

Table 1 (continued)

Sector	Number of participants		Purpose and level of training	Duration and date
	Courses terminated	Courses in progress		
Health	6		(a) Maintenance personnel - hydraulic installations	Short-term (from Sept'60)
	15		(b) Sanitary workers	Short-term (from Sept'60)
	10		(c) Male nurses, etc.	Three to four months
		6	(d) Male nurses, etc.	Three to four months
	16		(e) Health officers	(Nov'60 - spring'61)
Labour	34		Officials of Ministry of Labour (accelerated course)	Five months (Oct'60 - March'61)
	<u>81</u>	<u>6</u>		
Total	638	354		

NOTE: The locality for all these courses -- terminated or in progress -- is Leopoldville proper, with the following exceptions: 3(c), South Kasai (Leopoldville); 4(b)(i), Binza (Leopoldville); 4(b)(ii), N'Gali (Leopoldville); 7(a), Kalamu (Leopoldville); 7(b), Matete (Leopoldville); 8(a), (b) and (c), Luluabourg and Stanleyville; 8 (d) and (e), Coquilhatville.

Table 2. Fellowships Granted by the United Nations
from October 1960 to June 1961

(By host country, duration of grant and field of study)

Field of study ^{a/}	France				Switzerland			Total number of candidates
	One yr	Two yrs	Three yrs	Six yrs	Six mos	One yr	Six yrs	
<u>Health</u>								
Doctors	-	3	58	3	-	-	4	68
<u>Labour</u>								
Industrial hygiene	1	-	-	-	-	-	-)	3
Labour inspection	-	-	-	-	-	2	-)	
<u>Telecommunications^{b/}</u>								
PTT and radio	-	-	-	-	3	-	-	3
<u>Meteorology</u>	1	5	-	-	1	-	-	7
<u>Sciences</u>								
Mathematics and physics	-	-	3	-	-	-	-	3
Total								84

a/ In the field of education, ten fellowships are to be awarded in August 1961; screening of dossiers is in process.

b/ One candidate will also visit France, the United Kingdom, the Netherlands and the Federal Republic of Germany. Two more candidates have been approved and are awaiting placement.

ANNEX

THE REFUGEE RELIEF PROGRAMME IN SOUTH KASAI

The international action that dealt with the famine in South Kasai and restored human life to normal in that area is significant not because of its scope -- relatively a small area was involved. It is significant because it demonstrated the vitality of the international conscience when confronted with a tragic human situation and the existence of a network of international agencies which could be quickly mobilized into effective action.

In early December 1960, reports indicated that famine in South Kasai was wide-spread and that some two hundred persons a day were dying of starvation. The victims were Baluba refugees who had fled towards the east and south of Kasai Province. An emergency relief programme was organized by the United Nations which was able to draw upon and co-ordinate the contributions of many Governments, international and national organizations, and individuals in all parts of the world. After six months of emergency assistance and medical care, it was possible to report that the famine had been overcome and the death rate reduced to normal. Several thousand persons had died of famine before the United Nations effort began. The numbers that were saved may have approximated a quarter of a million.

Unfortunately, certain military and political events quite independent from the development of the relief operation brought it temporarily to a halt. However, the harvest was already well advanced and by the end of June 1961 the food supply situation among the refugees had greatly improved. At the time of the suspension of the relief programme early in May, food was being brought into the province and distributed at an average rate of seventy tons a day. Hospitals and dispensaries were benefiting from the active aid and advice of doctors and nutritionists from the World Health Organization (WHO), the Food and Agriculture Organization (FAO), the International Red Cross and the Austrian Army Medical Team. Seeds had been supplied and planted to ensure a harvest in June. A population which last December was in despair had been provided with the physical means and the faith to establish a new life.

Famine conditions in South Kasai were caused by tribal fighting which interrupted communications as well as the normal supply lines and

prevented emergency relief reaching the victims. Some food supplies had been sent in by the United Nations in the autumn of 1960 but they were blocked to an increasing extent. Reports by a Ghanaian army medical officer and subsequent reports by a mixed FAO-Red Cross mission brought the story to United Nations headquarters in Leopoldville late in November. The relief effort was then built up rapidly. A Relief Co-ordinator was appointed. The United Nations Children's Fund (UNICEF) made two successive donations which permitted local purchases of food. These were followed by a larger grant from the United Nations. A small staff was put together within United Nations Civilian Operations and inside of two weeks a field headquarters was opened in Bakwanga. And a group of newsmen who, with the Special Representative of the Secretary General, visited the famine area on Christmas Day, sent out the stories that brought a remarkable response from all parts of the world. In New York, a plea was made by the Secretary-General. In Europe the Director General of the Food and Agriculture Organization requested contributions in food. By mid-January sufficient supplies were promised or actually on the way to guarantee success of the operation provided the distribution was sufficiently well planned and executed.

In this planning and execution there were a number of factors that had to be taken into account:

- (1) It was important to estimate the actual need and the amounts and types of food required. In this preliminary estimate, the report of the FAO expert who took part in the original survey was of great value.
- (2) The right kinds of food had to be obtained immediately, either by purchase or donation. Here the cash contribution of UNICEF was of signal importance since much of the food promised had to come by sea and this took time.
- (3) Adequate hospital facilities had to be assured, as well as sufficient drugs and, above all, expert medical care. This was the special contribution of the WHO team and later the Austrian Army Medical Team.
- (4) The supplies of food had to be transported from the points of purchase to Bakwanga. In the initial stages this meant an airlift.
- (5) A system of local distribution had to be developed to carry food and medical supplies from the arrival depots in Bakwanga to the towns, villages, hospitals and dispensaries in the famine areas.

(6) Finally, means had to be provided to assist the refugees to re-establish themselves in a self-supporting fashion. This meant the provision of seeds and their quick dispatch to South Kasai so that they could be in time for the February sowing season. This part of the operation was the main responsibility of FAO.

By the end of April, a survey by the WHO medical team showed that the incidence of various types of diseases was about normal compared with other rural areas in the Congo and that there were comparatively few cases of severe malnutrition. Adequate food supplies were largely responsible for the change but an important contribution to the better health condition was made by the four doctors supplied by WHO and the Red Cross, the two nutritionists from FAO and the Austrian Army Medical team, which established a tented hospital and gave assistance at two other hospitals. Medical supplies had been contributed by the International Red Cross, by several national Governments and by the United Nations itself.

The airlift into South Kasai continued from the third week in December until the beginning of March. By that time, sea shipments had begun to arrive at Matadi at the mouth of the Congo. These were transported by rail to Leopoldville, by river to Port Francqui and thence by rail to Luluabourg. From here they were moved by road to the storage and distribution depots in Bakwanga.

Bakwanga itself became the base of an efficient distribution system. Religious and charitable organizations played their part and the local governmental authorities gave assistance in the final stages of hand-to-hand distribution to individuals and families. But the core of the operation was a small ONUC staff, augmented by a highly disciplined and devoted staff of Congolese clerks, mechanics, loaders and drivers. A fleet of thirty trucks was gradually assembled and those carried daily sixty or seventy tons of food to the famine points in all parts of the province.

Activities in Bakwanga were hampered in the earlier stages by suspicions and lack of understanding on the part of some local officials. Soon, however, satisfactory co-operation was achieved.

The ultimate objective of the operation was to render the refugees self-sufficient; whether this has been achieved is still far from clear. Five hundred tons of seeds were brought in and sown. Detailed figures are not available, but observers report that the June harvest was a moderately good one. But other factors of soil and water in a savannah area which does not have a good record of productivity must be taken

into account and tend to modify too sanguine an estimate of future food supplies from local production. Food will be available, but at the time of writing it is not certain whether it will be sufficient to carry over the population until the new harvest in December.

At the end of June there were disquieting reports that other Baluba tribesmen living in scattered enclaves throughout Kasai were again being menaced and forced to flee their homes. The influx of large numbers of additional refugees into South Kasai during the period before the next harvest in December may prove too great a strain on the food resources of the country, and a careful watch is being maintained for any signs of a new famine.