

# ROUTING SLIP

TO

*Mr. Saunders*

*762*

APPROVAL	NOTE AND RETURN
SEE ME PLEASE	YOUR COMMENTS
YOUR SIGNATURE	YOUR INFORMATION
NOTE AND FILE	FOR ACTION

*I believe you have requested this list*

*Mr. Pickles*

*not me.*

*Yours?*

*9/3/14*

DATE

FROM

*25-3-64*

*[Signature]*

Registy ORR 130/1/3 COG

*CHL 00002 COG*

Field Administrative Report No. 9

From COQUILHATINE

Dated 17 MARCH 1964

To	To	To	To
Schoellkopf	Chell	Knoll	Toledo
Fulcheri	Achton	Caronis	Finance
Buccianti	Cacouris ✓	Decaux	Travel
Coutsinas	Chakra	Gohill	Files
	Granat	Ismirlian	
	Makivika	Seilaz	
	Yammin	Toubassi	

MAR 23 1964

ACTION

TO: *M. Cacouris*

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☐ - Action Completed  
☐ - Acknowledged  
☐ - No Action Required

INITIALS

*let me ...* 2. Local Personnel (Your FAR 6A, item ?)

Enclosed please find a list of local personnel giving the required information.



16 March 1964

LOCAL PERSONNEL AT COQUILHATVILLE

<u>Name</u>	<u>Level and Step</u>	<u>Functional Title</u>	<u>Nationality</u>	<u>Agency or Programme</u>
MONGA Adolphe	L-6/II	Administrative Asstt.	Congolese	Administration
KIREDJIAN Marie(Mrs)	SSA	Secretary/Typist	Lebanese	UNESCO
IBENGÉ Léon	L-I/VII	Office Boy	Congolese	Administration
ELUWO Jean	L-I/VII	Chauffeur	Congolese	UNESCO
LIKOLO Mathieu	L-I/VII	Chauffeur	Congolese	UNESCO
IZAMPA Léon	L-I/VII	Chauffeur	Congolese	Administration
ESOKO Dominique	L-I/VII	Boy	Congolese	PX/Club
IKOMBO Thomas	L-2/II	Chauffeur	Congolese	UNESCO
BATEKO Daniel	L-2/II	<del>Stx</del> Boy/Barman	Congolese	Club
LUWO Adrien	L-2/III	Chauffeur	Congolese	WHO
NDEKOTE Georges	L-1/III	Chauffeur	Congolese	FAO



ONUC  
COQUILHATVILLE

22 February 1964

To : Mr. Roger Polgar, Deputy Chief Administrative Officer, ONUC, Leo  
From : S.C. Rishi, Acting Administrative Officer, Coquilhatville  
Subject : Administrative Report No. 6

I REPORTS

1. Receipt is acknowledged of your FAR 6 Part B of 14 February 1964 with all enclosures.

2. Field Administrative Reports (Your FAR 3A, item 2)

As there has been no curtailment of ONUC activities in this province, there is no significant change in the number of items in the FARs with regard to this office. However, if it is decided to discontinue FAR, in my opinion the use of memoranda directly to the Sections concerned will be preferable. This will obviate the necessity of maintaining an office at Leopoldville for distribution of memoranda received with the list. All important memoranda can be listed on the Summary of Enclosures for the pouch to ensure a check as to reception.

II PERSONNEL

3. Transmission of documents (Your FAR 6B, item 5)

... Payment request for Mr. Galves is returned herewith as this staff member is no longer at Coquilhatville. Documents for other staff members have been duly delivered.

4. Transmission of documents (Your FAR 6B, item 6)

... Documents sent to this office for Mr. Michel Saitas are returned herewith as this staff member is not assigned to Coquilhatville. Enclosed are receipts from Mr. Burghardt and Mr. Renno.

5. Mr. H. Burghardt, Mr. L. Depadt - Medical Examinations (Your FAR 4B/2)

... Enclosed please find two sealed envelopes containing results of medical examination of the above named staff members.

6. Payment of salary - Mrs. Marie-Colette LAMBRETTE

... Enclosed please find copy of a letter from Mrs. Lambrette which you will find self-explanatory. I should appreciate it if you will look into the matter and advise Mrs. Lambrette directly.

III GENERAL SERVICES

7. Surplus equipment (Your FAR 3A, item 4)

Rec'd  
25 February  
1964



of in accordance with instructions given by Mr. Whyatt-John during his recent visit to Coquilhatville.

8. Rental of ONUC vehicles (Your FAR 3A/5)

No ONUC vehicle has been rented to any external organization in this province.

9. Accident - Willys Pick-Up 1702

... Enclosed please find Accident Report, duly completed by Dr. V. Bianchini, who was driving the above vehicle when an accident occurred with Ford car No. H 4525 belonging to Mr. Pierre MONGO. An estimate for repair of the latter vehicle is also enclosed. No major damage was caused to ONUC vehicle which has been repaired at a cost of CF 2.600. Police report is still awaited and will be forwarded as soon as received.

10. Accident - V/W ONUC 1551

Enclosed please find copy of a letter received from Mr. René Romain, Administrateur Scolaire at Gemena regarding accident of the above vehicle together with a copy of the Police Report. Mr. Romain has been requested to complete the Accident Report form which will be forwarded to you as soon as received. An estimate for repair of the vehicle will be obtained when the vehicle arrives at Coquilhatville and forwarded to you.

11. Renewal of Congolese visa - Mr. H. Burghardt and Mrs. Burghardt

... Enclosed please find UN Laissez-Passer No. 28618, National Passport No. B 4549783 and No. B 4694340 and UN Family Certificate No. F 7884 for renewal of Congolese visa of the above staff member and dependents which expires on 26 February 1964.

IV CLAIMS BOARD

12. Theft of personal effects - Mr. J. Griffon

... Enclosed please find the questionnaire, duly completed by Mr. Griffon, concerning the theft of his personal effects which occurred on 16 February 1964.

Enclosures :

*Civ. Personnel*

- i) Payment request for Mr. Galves (para 3)
- ii) Documents for Mr. Michel Saitas (para 4)
- iii) Two envelopes containing Medical Examination results (para 5)
- iv) Copy of a letter from Mrs. Lambrette (para 6)

*General Services*

- v) Accident Report and Estimate for repairs (para 9)
- vi) Copy of letter from Mr. Romain and Police Report (para 10)

- vii) UN LP No. 28618, National Passport Nos. B 4549783 and B 4694340 and Family Certificate No. F 7884 (para 11)

*Staff Claims Board*

- viii) Questionnaire re loss of personal effects (para 12)



ACAO-63/63

TR/ph

31 October 1963

CONFIDENTIAL

To: Mr. S. Tsolentis, Administrative Officer, Coquilhatville  
From: Carey Seward, Chief Administrative Officer  
Subject: Closing of Coquilhatville Office

1. I acknowledge receipt of your letter dated 12 October 1963 on the above subject. I regret that the possible closing of the Coquilhatville Office at the end of the year was notified indirectly to you by the Administrative Report.
2. I will be compelled to take such action in view of the stringent budget approved for CNUC until 30 June 1964, which does not provide funds for the maintenance of certain field offices, including Coquilhatville.
3. It is possible, however, that Civilian Operations may retain a small office in Coquilhatville, but it would be much reduced, both in size and scope.
4. Naturally, as things develop, they will be formally notified to you for the appropriate action.



# ROUTING SLIP

TO

Mr. Zellerbach VVO

APPROVAL	NOTE AND RETURN
SEE ME, PLEASE	YOUR COMMENTS
YOUR SIGNATURE	YOUR INFORMATION
NOTE AND FILE	FOR ACTION

1. Please see if  
Mr. Zellerbach has taken  
any action.

2. If not, I  
suggest you  
inform Shell.

DATE

5/6

FROM

WCH

22756

*CD*

2 FFF COQ 62 05 0800z

*ORC 130/1/3 COQ*

ONUC LEO

COQLEO 181 AHMED TWIGT FROM JACKMAN JEREMIE MICHEDJA SENT FOLLOWING  
CABLE TO BELLERIVE TODAY QUOTE ARRET DISTRIBUTION EAU ET ELECTRICITE  
FAUTE DE MAZOUT POUR CENTRALE . NECESSITE ENVOI URGENT MAZOUT  
. UNQUOTE . UNDERSTAND REGIDESO MAZOUT STOCK DOWN TO 40 BARRELS  
. REQUEST YOU CONTACT SHELL LEO

P2/12

AND ARRANGE IMMEDIATE DESPATCH MAZOUT AS SAME NOT AVAILABLE  
WITH SHELL COQ

JUN 05 1963

ACTION

TO:	<i>Mr. Gieken</i>
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<input type="checkbox"/> - No Action Required	
INITIALS	<i>g</i>

4UCQ 5/6/63/0812Z MIG

*Info copy for sent  
to Mr. Twigt.*



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C.F.A.	<input type="checkbox"/>
C.P.O.	<input type="checkbox"/>
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C.M.O.	<input type="checkbox"/>
C.G.S.	<input type="checkbox"/>
M.L.O.	<input type="checkbox"/>
MAIL OPS.	<input type="checkbox"/>
P.X.	<input type="checkbox"/>
F.A.Q.	<input type="checkbox"/>
I.T.U.	<input type="checkbox"/>
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WELFARE	<input type="checkbox"/>



ORC 130/1363

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Max Dorsinville, C  
iver, *Amos Ackman*, Civil

However, out of this came one concrete and possibly valid generalisation, borne out by my experience in the Cuvette Centrale; it is that much of the governmental



paralysis witnessed in both areas does stem from an almost complete lack of means of transport. The assistant director of Agriculture, M. Jean Ayurambi, an energetic and articulate agronomist, pointed out that with all the good will in the world, there was nothing an agricultural officer could do in the way of propaganda to get the farmers back on to their farms, and to help them improve their product if he didn't have the means to get from one place to another. It seems that in the Ubangi region there is still a fragile sub-structure of agricultural monitors at the village level whose reanimation as supervisors of peasant and cooperative production would be feasible, given the necessary direction and means.

The medical situation, on which Dr. Michedja will be reporting separately to WHO, seemed surprisingly good, with fair stocks of medicines remaining in the well-equipped hospital. (Neither the Commissaire de District nor his Belgian adviser - whom I met briefly at the airport - was present at the meeting.)

At Gemena I was unable to meet the provincial president, currently on a tour of the interior, despite his promise, relayed to me at Libenge, to see me on Friday 24 May. However we met the Ministers of Education, Fonction Publique, Health and Information, as well as other members of the Collège Ministeriel, at a two-hour meeting on Wednesday afternoon. This also took the form of a catalogue of needs, with the need for transport dramatised by the fact that all the ministers arrived by bicycle.

Among the more specific demands was one from the Minister of Fonction Publique for technical assistance in setting up telecommunications equipment which is actually at Gemena and which needs, according to the Minister, no more than proper installation. I asked for documentation, which was presented to me at the airport at my departure two days later. This is, however, insufficient, and I shall be writing to him to him to ask for more precise information before deciding whether the request may properly be directed to the appropriate ONUC civilian operations department.

The Minister of Education also showed concern about the building plans for houses for UNESCO teachers, and I



discussed this afterwards with the UNESCO administrator in the province M. Barbacini. M. Jean Griffon, UNESCO representative in Coquilhatville, is well briefed on the situation, and will doubtless be communicating his views to Leopoldville in due course : however, it seems that this admirably inspired programme is in danger of remaining symbolic unless entrepreneurs can be found who are capable of carrying out the building within the prices specified.

ONUC Public Works Engineer Louis Boyer was also on tour in the province at the same time, and is now preparing his report. His general impression is that the road programme supported by ONUC credits is going reasonably satisfactorily in the province when proper supervision is given, and that such supervision is in fact more often than not available, sometimes from Commissaires de District and from their Belgian advisers.

It was impossible in such a short stay to get more than the most superficial impression of the political situation in the province. It seems that at the moment there is little overt trouble; the conflict with the Moyen Congo province, partly psychological and partly a question of disputed boundaries, continues. (An ONUC postal expert from Coquilhatville who went by road to Gemena from Lisala in a post office vehicle with Lisala markings last week was told by the President of Ubangi that he had risked arrest by so doing. I protested to the Collège about this, and was told it was "only a joke"; they admitted, however, that in the circumstances, the vehicle might well have been subject to confiscation.

Apart from the large commercial enterprises such as Cotonco and Sotranscongo which are operating effectively, even though at a reduced rate - and the two WHO doctors, Dr. Antonio Mari-Calbet and Dr. André Duvalsaint, who are cheerful, highly respected and vastly overworked - the general atmosphere at Gemena is one of aimlessness. The quality of the ministerial team is almost uniformly low, and lacking the physical advantages that Coquilhatville inherited from its previous status of provincial capital, the governmental apparatus seems to be little more than ceremonial.

Dr. Mari-Calbet, who also holds the title of Adviser to the Minister of Health, has scarcely been called upon to exercise these functions since the post was created. Ministers complained that they were handicapped by the maldistribution of the patrimony of the Equateur Province; the cynical view, expressed to me by, among others, one of



4

the Congolese directors at Libenge, is that this accounts for the temporary comparative absence of corruption.

The total picture is depressing; I end with two comments. One is that the new division of the country into provinces has been an unqualified tragedy on the human and administrative level. The other is that the most effective contribution that UN could make in the area would be by way of a rigorous programme of agricultural rehabilitation. Set beside this need, the proposed allocation of one adviser for the whole of the ex-Equateur province seems pathetic; it is open to question whether money will be well spent on engaging an adviser to operate at the ministry level in conditions where advice is either not taken or, when taken, not executed because of the complete absence of competence or discipline at lower echelons.

cc: Mr. S. Habib Ahmed, Chief of Civilian Operations,  
ONUC, Leopoldville.



ORS 130/1/3 coq

Ref: 199/63

17 May 1963

To: Mr. G. Jackman, Civilian Affairs  
Officer, Coquilhatville

From: James R. Brooks, Deputy Chief  
Civilian Operations

Subject: Economic Information concerning ex-Equateur Province

Thank you very much for the information which you sent under your note of 7 May 1963. Material of this sort, sent on a monthly basis as indicated in your memorandum, will be extremely useful. We are currently in the process of preparing tables showing the various economic information which we are receiving from Civilian Affairs Officers. As we develop these tables, I will be very happy to take advantage of your kind offer to assist us in preparing and submitting necessary information.



ORGANISATION DES NATIONS UNIES  
AU CONGO



UNITED NATIONS ORGANIZATION  
IN THE CONGO

MAY 18 1963

BOITE POSTALE 7248  
LEOPOLDVILLE  
REPUBLIQUE DU CONGO  
CABLE : ONUC LEOPOLDVILLE

ACT

INTER - OFFICE MEMORANDUM

TO:

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7 May

1963

To : Mr. J.R. Brooks, Deputy Chief of Civilian Operations,  
ONUC, Leopoldville

From : Oliver Jackman, Civilian Affairs Officer, Coq *Oliver Jackman*

Subject : Economic Information concerning ex-Equateur Province

In the course of our discussion in March in Leopoldville you asked me to try to send you as much information as I could gather on the economic life of this region. Unfortunately my settling-in period was much taken up with the uncertain political situation here, and I have so far been unable to send any of the data you wanted. I hope, however, to let you have, by our weekend pouch, some details of commodity prices, black market currency rates, etc; this information will come to you monthly, from now on, approximately at mid-month, unless you indicate that you would prefer a greater frequency.

As a result of discussions I have had with a few agricultural producers here, there seems to be some possibility of obtaining additional information in this field, on the activities of the larger plantations and of the cooperatives, in particular. Since I do not know to what extent such information is already available in Leopoldville, I should be grateful if you would let me know whether you would consider such an exercise useful, and if so, the kind of questions you would like this office to put to the people concerned as well as the frequency of reporting you would require.





MAY 18 1963

ACTION

BOITE POSTALE 724  
LEOPOLDVILLE  
REPUBLIQUE DU CONGO  
CABLE : ONUC LEOPOLDVILLE

ORR. 130/1/3 Coq

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INTER-OFFICE MEMORANDUM

7 May

196

To : J.H. Brooks, Deputy Chief of Civilian Operations  
ONUC, Leopoldville

From : Oliver Jackson, Civilian Affairs Officer, Coq

Subject : Economic Information concerning ex-Congo Province

In the course of our discussion in March in Leopoldville you asked me to try to send you as much information as I could gather on the economic life of this region. Unfortunately my settling-in period was much taken up with the uncertain political situation here, and I have so far been unable to send any of the data you wanted. I hope, however, to let you have, by air-washed pouch, some details of commodity prices, black market currency rates, etc. This information will send to you monthly, from now on, approximately at mid-month, unless you indicate that you would prefer a greater frequency.

As a result of discussions I have had with a few agricultural producers here, there seems to be some possibility of obtaining additional information in this field, on the activities of the larger plantations and of the cooperatives, in particular. Since I do not know to what extent such information is already available in Leopoldville, I should be grateful if you would let me know whether you would consider such an exercise useful, and if so, the kind of questions you would like this office to put to the people concerned as well as the frequency of reporting you would require.



ACG/cc

10-06  
ADM 520/1 009 ✓  
4 May 1963

To : W/C B. Wiltshire  
Chief Air Transport Officer

From : A.C. Gilpin  
Deputy Chief of Civilian Operations

Subject : Special flight to Coquilhatville

I shall be grateful if you will arrange a special flight by DC3 as soon as possible to transport 12 cases of radio equipment, weighing 1800 kilograms, which is urgently needed there by ITU.

Could you please let me know when this can be arranged so that I can notify our representative in Coquilhatville.

cc: Mr. Welsh



Reg

orig 130/1 COB

ONUG COQUILHATVILLE

CIVCOQ 136 KAHALE FROM AHMED. BESSON WHO REPORTS POLITICAL  
SITUATION AND INSECURITY PREVENT PROVISION OF SERVICE TODAY  
AND COMING DAYS. PLEASE INVESTIGATE AND ADVISE.

c.c. Mr. Gidamy

J.R. Brooks  
S.H. Ahmed  
19.4.63



7.3.2.1.

ACTION	
CIVILIAN MILITARY	
WIMO	

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ONUG LEO

GYDAMY FROM BESSON CAUSE SITUATION POLITIQUE ACTUELLE  
ET INSECURITE PERSONNEL OBSERVATEUR NE POURRA PLEINEMENT  
ASSURER SERVICE AUJOURDHUI ET SANS DOUT\_E PROCHAINS JOURS  
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4UCQ 19/4/63/0911Z MIG

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CONFIDENTIAL

→ C/ORG 130 *coq*  
4 April 1963.

To : Mr. Ben T. Twigt, Chief Administrative Officer,  
ONUC, Leopoldville.

~~From~~ : G. Kahale, Chief Civilian Affairs Officer,  
ONUC, Coquilhatville.

Subject : Administrative Report

I. PRELIMINARY REMARKS

1. The present report is prepared on completion of my sixteen month Congo assignment. During this period, the progress achieved in all sectors of administration is indeed considerable. The purpose of this report is not to detail what has already been achieved but to bring to your attention a few major administrative problems which still confront ONUC in this Field Office. It is my hope that this frank appraisal of some administrative practices will contribute, in however small a measure, to your incessant efforts towards achieving maximum efficiency and ensuring the smooth functioning of administrative services.

II. PERSONNEL

2. By and large, the quality of civilian personnel, both at the professional and the secretarial levels, leaves much to be desired. It would seem that the high salary and allowances did not always serve to attract the best talent. It is indeed unfortunate that among the personnel detailed to this Field Office there are some with little sense of responsibility whose only concern in their jobs is the financial recompense. They have neither the educational background nor the experience and are yet given charge of projects which, in some cases, involve expenditure of several million francs. Their unsuitability for the job, coupled with their lack of devotion to the aims and purposes of the United Nations, accounts for the failure of the projects entrusted to them and the deficiencies found in some administrative services.

3. It would seem that a radical change in recruitment procedure is called for. As things stand, secretaries are recruited on the basis of their knowledge of shorthand and



typewriting. But upon their arrival in the Congo they are assigned to posts for which they have had no training whatsoever. In this Field Office, I am assisted by three secretaries who are entrusted with duties in finance, accommodation, transport, movement control, PX, welfare etc. which are completely beyond their scope of qualifications and experience. I am sure same holds good in other field offices. It would appear essential, therefore, that the requirements of each post be carefully formulated beforehand and suitable personnel selected accordingly, so that staff do not have to learn their work on the job to the detriment of efficiency.

4.. In this Office, there have been persistent quantitative staff problems. During the sixteen months of my stay in Coquilhatville I had to discharge the functions of civilian operations and administration with the assistance of only three secretaries. Some 11 posts on the Manning Table remained vacant. I am pleased to report, however, that during the recent months, the staff in this Office has been strengthened by the detailment of two additional secretaries and that there has been a marked improvement in the quality of personnel.

5. It is well appreciated that serious difficulties are encountered in recruiting personnel for short periods without any commitment as to prospects for future assignment. There is no doubt, however, that salary levels are sufficiently high to attract personnel of a higher standard. Intensive renewed efforts at the recruitment stage are therefore urgently called for in this respect. In any case, if difficulties are experienced in finding qualified and competent personnel the alternative should not be to recruit unqualified persons as these could prove very costly to ONUC in the long run. It would perhaps be preferable to limit the scope of the projects according to the availability of personnel. In this Field Office, a staff member has been designated as 'Acting Engineer', which seems to be a contradiction of terms as it is inconceivable that a layman can discharge highly technical functions.



III. FINANCE

A. MSA Account

6. ONUC has extended a well appreciated facility to its civilian personnel by maintaining MSA accounts and allowing them to draw advances against their entitlements. This has made it unnecessary for them to resort to commercial banks in the Congo or run considerable risk, in view of prevalent security conditions, by keeping substantial amounts on them. The manner in which this service has been run, however, is incompatible with the purpose for which it was extended, and this has given rise to justified complaints. The pertinent deficiencies are summarized below.
7. Staff members detailed to this Field Office are never given any information about the position of their MSA accounts. No reply is ever received to enquiries directed to Headquarters in this connection. Recently, at a general meeting, all civilian personnel at Coquilhatville unanimously requested my intervention to ascertain their balances of MSA account. Some staff members observed rightly that they are most anxious to see the end of their assignment only to find out the position of their account. In some cases, the Chief Finance Officer has ruled that the MSA account should be made available to the staff concerned only in Leopoldville, upon their repatriation. It is inconceivable that balance of MSA account be given to a staff member when he is about to board the plane on completion of assignment, as then neither can he utilize the money nor does Headquarters agree to convert the funds in his home currency.
8. The new system of decentralizing MSA accounts has been welcomed by all personnel in this Field Office. Individual MSA accounts were kept as of 1 January 1963 and have been made available to the staff members concerned. However, we have not yet received from Leopoldville the MSA records for the period prior to 31 December 1962. The new finance officer detailed to Coquilhatville intimated that Headquarters is reluctant to defreeze MSA accounts



pending a thorough check-up in Leopoldville as substantial discrepancies had occurred. This argument was, of course, completely unconvincing as it is not likely that staff members will have to suffer the consequences of mistakes committed by finance personnel. The statement that the records have not been maintained accurately has, however, made the personnel of this Field Office all the more anxious to know the position of their accounts.

9. Due to staff deficiencies, computations of MSA accounts are done at the whim of the clerks incharge of maintaining MSA records. Serious mistakes have occurred but the staff members are not in a position to check the accuracy, except perhaps on completion of their assignment when, in any case, they are pressed for time and can do nothing about it. During my recent visit to Leopoldville, I went through my MSA account and observed that I had been given MSA at married rate from December 1961 to June 1962, at single rate from July to October and at married rate again from October onwards. When I raised an objection at the Finance Office, I was advised by the staff member concerned that the records could not be revised unless I furnished documentary evidence of my marital status between July and October 1962.

10. The confidential nature of MSA accounts is not respected and the ledgers are made freely available to all finance clerks. Some of the clerks have utilized such information in a very indiscreet manner. The administration, on its part, has also utilized these records to question staff members about their personal expenses and to request detailed explanation if, during a particular period of their Congo assignment, their expenditure did not coincide with their withdrawals. Such interference on the part of the administration in personal matters is hardly justified and is incompatible with the purpose for which the facility of MSA accounts was extended.

B. Payment of Air Congo bills in foreign currency

11. Under the established administrative practice Air Congo bills are forwarded to Leopoldville for payment in foreign currency as Air Congo refuses to accept from



this Office payment in local currency. I should like to report, however, that Air Congo does not take cognizance of the last devaluation of the Congolese franc and insists on computing the fares at the rate of 50 francs to a dollar, instead of the official rate of 64 francs. The round trip fare Coq-Leo is \$128.80 as against CF 6,390. Thus, we are overcharged on all bills by 28%. This question should be taken up with Air Congo and, if need be, with the Monetary Council and the Congolese Government as the extra charge is by no means justified.

D. Discrepancy between the official rate and the free market value of local currency

12. The free market value of a dollar at CF 220-250 contrasts strongly with the official rate of 64 francs. This anomalous situation affects ONUC operations in various ways and must be taken into account while framing administrative regulations so as to ensure their logical and consistent application. The problem in some of its aspects is discussed below.

a) MSA entitlement

13. The mission subsistence allowance is fixed at the rate of CF 1,120 for staff members with dependents and CF 928 for those without dependents, with the possibility of converting 50% of this allowance in hard currency. It is noticed that in this Field Office no staff member has ever drawn more than 50% of his MSA entitlement. With the introduction of the coupon system for purchase of PX merchandise, the total withdrawals in local currency have decreased from a monthly average of CF 850,000 to CF 350,000. The individual average of monthly MSA withdrawals is at present less than 8,000 Congolese francs. It is obvious that this amount is far from sufficient to cover all expenses incurred by staff members, including rent, food and other necessities.



14. In practice, of course, the expenditure is covered by exchanging hard currency in the free market. If the administration does wish to prevent this state of affairs, then the only possible solution would appear to be not to permit conversion of 50% of the MSA. It might then be necessary to increase the salaries substantially to retain the best elements in the secretariat. It is illogical, however, to extend this facility and then to impose the obligation upon the staff members to give account of their personal expenses.

b) Import of cars for private use

15. In view of the acute shortage of transport in the Congo, ONUC has recently extended to the civilian personnel a sort of diplomatic courtesy by allowing them to import cars without payment of customs duty. Under the present administrative regulations, the cars can be sold in the open market and sale proceeds are converted by ONUC to hard currency upto the purchase value. This facility is bound to lead to confusion and abuse. Due to the wide discrepancy between the official rate of the dollar and its value in the free market, a car imported for about \$2,500 can easily be sold for about CF 500,000 after six months of use. ONUC then pays back to the staff member \$2,500 in exchange for CF 160,000 and the staff member concerned makes a net profit of CF 340,000 after using the car for about six months. Thus, a considerable scope for profiteering and black marketing is extended within the framework of present administrative practice. At the same time, the transport problem for official duty remains as acute as ever, as the personnel are not willing to use their private cars for official purposes.

16. I am sure you will agree that this practice will, in due course, give rise to bitter justified complaints not only by the Congolese government but also by Congolese and non-Congolese residents for whom ONUC personnel will become the only source of supplying cars. The already envisaged extension of this facility to importation of refrigerators, air conditioners and kitchen utensils will attract to the Congo mercenaries, rather than staff of talent, who have no



interest but in profiteering activities. While every facility should be extended to ONUC personnel to ease the living conditions and improve their efficiency, it is essential that the necessary measures be taken to prevent any abuse of privileges which would prove detrimental to the prestige of the United Nations.

D. Deductions for ONUC accommodation

17. Deductions for ONUC accommodation are made in a most haphazard manner at the whim of the finance personnel. No notice is ever given to the staff member concerned to give him an opportunity to establish entitlement to double accommodation when applicable. Several staff members objected that charges for accommodation in Leopoldville were made for periods during which they were not even in Leopoldville.

18. As far as this Office is concerned, we have been submitting every month a report on Guest House Occupancy, listing personnel who were provided accommodation by ONUC. Alongwith this report we have been asking the Chief Finance Officer, over the period of last 10 months, to confirm that the necessary deductions had been effected. No reply has ever been received and I have good reason to believe that the deductions were not made, although the extent of such deductions exceeds \$15,000.

19. Some staff members who went to Leopoldville from Coquilhatville on official business were charged for accommodation and did not know about it till the date of their departure from ONUC. At that time they were asked to furnish the relevant travel authorization and other documentary evidence that their travel was effected on official business. Since they had absolutely no time to furnish such documents, they had no alternative but to accept the deductions.

20. Pursuant to Administrative Circular No. 191 charges for ONUC accommodation are fixed at the rate of CF 512 a day or CF 15,360 a month. It has been mentioned above that staff members withdraw from their MSA account



an average of CF 8,000 a month to cover all their expenses. It is therefore quite unrealistic to fix the charges for accommodation at CF 15,360 and at the same time to allow the staff members to withdraw only CF 8,000 to cover all their expenses in the Congo, including accommodation, food and other necessities. As things stand, most of the experts and WHO doctors visiting this field station prefer to make their own arrangements for accommodation, particularly since the new PX coupon system has been established. Under the circumstances, ONUC Guest Houses are now uneconomic and measures should be taken to impose ONUC accommodation on visiting personnel whenever they are entitled to double accommodation or to travel allowance.

#### IV. PX PRIVILEGES

21. PX facilities are extremely necessary and vital for ONUC personnel in view of hard living conditions and the lack of basic necessities in the local market. There is no doubt, however, that there has been considerable abuse of PX privileges. Despite numerous administrative circulars prohibiting the purchase of PX merchandise for the purpose of resale or production of income, PX items continued to find their way to the local market. Cigarettes and drinks from the PX were sold more or less openly on the main thoroughfare. It will be recalled that the Congolese Government took serious exception to the misuse of PX facilities by ONUC personnel.

22. I am glad to report that, in this Field Office, we have succeeded in checking abuses of PX privileges and blackmarketing by ONUC personnel. This was achieved by establishing a new system whereby a bill had to be prepared in triplicate for all goods sold to staff members. The original was given to the customer, one copy was retained for purpose of accounts and the other copy was placed in a special file opened for each staff member. This enabled us to check all purchases effected by any staff member during any particular period and to ensure that these were not beyond his requirements. The attached list



shows the purchases effected by staff members during the six-month period July-December 1962. A monthly break-down is also available. It will be noticed that the figure of total sale as per the individual bills tallies with the difference in inventory values, thus proving that all goods were sold to staff members only. It may well be that this system is rather cumbersome and cannot be applied in PXs which have to serve several thousand staff members. This was, however, completely suited to our requirements and has proved quite successful.

23. The introduction of the new system whereby PX merchandise is sold against coupons to be charged to staff members' MSA accounts was indeed a step in the right direction. That it has proved effective is evidenced by the sharp decrease in PX sales. I am glad to point out, however, that while in Leopoldville PX sales have reportedly decreased by 40%, the sales in Coquilhatville have actually increased by 80%. This is due to the fact that there was no abuse of PX privileges and that civilian personnel have now the opportunity to buy more of their requirements as the supplies have increased. Thus, the institution of the new system has not made any difference in this Field Office, as staff members were buying only for their personal requirements and have continued to do so.

24. Despite very poor living conditions in Coquilhatville, our PX stores were practically empty prior to 1 January 1963, notwithstanding our urgent requests and frequent requisitions. A case in point: we were supplied 42 cans of butter over a period of six months for about 200 persons including dependents. This led to several cables requesting your intervention to remedy this situation. Since 1 January, however, we have been inundated with supplies to such an extent that we had to cable demanding that further shipments be suspended in view of the serious shortage of storage space. Nonetheless, merchandise continued to arrive and we were obliged to convert all the bedrooms of the Guest House into stores despite the security risk involved. There is no doubt that this



merchandise has been diverted from PXs which find difficulties in disposing ~~them~~ of after the establishment of the new system. It would appear, therefore, that while certain PXs were receiving abundant supplies prior to 1 January we were not given even minimum requirements.

25. All through my Congo assignment I have been advocating the extension of commissary facilities and improvement of PX amenities to civilian personnel. I do not, however, share the view that the staff members of the organization at all levels should enjoy a sort of diplomatic courtesy by being allowed to import free of taxes not only cigarettes and liquor but also the so called PX attractive items. There are many cases in which experts recruited for a short period of three months or so purchased attractive items worth about \$ 1,000. I am not aware of any precedent outside the United Nations where thousands of staff members were extended equal privileges in such a manner. Under such circumstances considerable abuse of privileges is only natural and cannot be any cause of surprise. It would be almost impossible to prevent this abuse so long as the facilities are enjoyed by such vast number of staff members who had not availed of such a status earlier.

V..      WELFARE

26. I should like to invite your attention to my Administrative Report No. 5 of 25 June 1962, in which I stated that Coquilhatville is a hardship station and has always been considered as such. During the Belgian administration in the Congo, the assignment of a staff member to Equateur was tantamount to demotion. The unhealthy equatorial climate combined with poor living conditions has resulted in an alarmingly high incidence of illness among civilian personnel. Several experts and WHO doctors have had to be repatriated on medical grounds, others have submitted their resignations and many staff members have requested their transfer to other duty stations. Much of what I said about the prevalent conditions then is still true. There are hardly any fruit or vegetables in the market, the stores are practically



empty and civilian personnel have to rely mainly upon the PX. The cost of living is very high compared to other provinces. There is no restaurant in town except one which is run rather erratically within very limited hours; the prices are exorbitant though the menu leaves much to be desired.

27. Such conditions pointed to the need of an extensive welfare programme. This was carried out since June 1962 and has yielded excellent results. A projector was obtained from Headquarters and movie shows arranged thrice a week in the new club premises. A Bridge Club was organized for those interested, and occasional tournaments were held in which prizes were awarded to the winners. On occasions, boats were chartered from OTRACO for excursions on the Congo river. Dance evenings were organized and the services of a local orchestra were hired for this purpose. Thanks to the personal interest taken by Mr. Ahmed and yourself and the help extended by various sections at Headquarters a Guest House club was set up which can be compared favourably to any club in the region. The club has been tastefully decorated by amateur staff members and has formed a befitting venue for social gatherings of ONUC personnel.

28. The success of the welfare programme can be gauged from the fact that the number of dependents has increased from five, towards the end of 1961, to about eighty. It may be of interest to report also that many staff members and experts are now putting their continued assignment in this duty station as a condition for renewal of their contracts. This is in striking contrast with the situation which prevailed in June 1962.

#### VI. GENERAL SERVICES

##### a) Despatch of mail pouches

29. Note has been taken of FAR 11A/6 enclosing a copy of the Controller's letter regarding expenditure on communications. In this respect, I should like to bring to your attention certain anomalies in the handling of mail



pouches to this Field Office from Leopoldville. The pouches received often weigh 100-150 kilos though official communications hardly exceed a kilo. The contents of the pouch range from tins of beer and 7-UP, commissary goods, linen and wearing apparel, Christmas gifts and postal parcels addressed to staff members, to literature from OPI, material from specialized agencies, books and pamphlets and PX attractive items.

30. It appears that there is some confusion in the minds of the various specialized agencies and mail operations in this connection. Since all field offices except Coquilhatville have frequent ONUC scheduled flights, it is probably presumed that all pouches are sent by these flights and therefore these items can with advantage be included in the pouches. In the case of this Field Office, which has a bi-monthly scheduled flight, these pouches are generally despatched via Air Congo at high freight rate. It is, therefore, necessary that a distinction be made between pouches sent by ONUC flights and those despatched via Air Congo. Priority mail and official communications should be sent via Air Congo while literature, attractive items and parcels addressed to staff members can be sent by SF8.

b) Travel by commercial services

31. The discontinuation of bi-weekly SF 4 at my request and its replacement on 21 August 1962 by the bi-monthly SF 8 resulted in substantial savings to ONUC. In fact, the average monthly expenditure on travel by commercial services now amounts to about \$ 1,000 only as compared to the \$ 500 per flight hour when aircraft for scheduled flights were chartered by ONUC. Nonetheless, travel by commercial services should be rationalized to ensure maximum economy without curtailing service activities.

32. This question has already been discussed in detail in a separate memo. The pertinent deficiencies in the present practice are that full use is not made of the 10% saving by purchasing round trip tickets, maximum



advantage is not taken of ONUC scheduled and special flights detailed to Coquilhatville, and in certain cases personnel are unduly delayed in Leopoldville awaiting ONUC flights. This appears to stem from the loose co-ordination among specialized agencies, administrative services and Movement Control. I feel there is an urgent need to strengthen ties among these organs. It would be advantageous to centralize all travel by commercial services, at Headquarters, in your office. This will enable the administration to keep an accurate record of travel effected at ONUC expense.

c) Transportation

33. The question of maintenance of ONUC vehicles has necessarily to be considered against the background of the personnel who handle these vehicles. As noted earlier, by and large the civilian personnel lack the sense of responsibility needed to safeguard ONUC property. When I arrived in Coquilhatville, in December 1961, I was shocked to find that many jeeps, which have normally a life of many years, had become un-roadworthy after running less than 5000 kms. Since then every effort has been made to ensure the proper maintenance of ONUC vehicles. But we had to struggle against hopeless odds. Steps were taken to enforce the regulations and make staff members pay for the repairs when the damage or deterioration was due to their negligence but this has not always been easy. Firstly, it is very hard to prove negligence in all cases and secondly such incidents result in extremely strained relations between the administration and the personnel. In view of this, I feel it would have been better to grant a transport allowance, in lieu of allotment of vehicles, to civilian personnel who could ensure private transportation. This would have eased the acute transport problem and proved more economic.

34. The procedure for obtaining spare parts is extremely cumbersome and involves much delay. When a vehicle is out of order and is sent to the garage, an estimate is obtained together with the list of spare parts required. An indent is then submitted to Ordnance



Depot for these parts and it takes about three or four months to get them if they are in stock. More often, however, the indent is returned with the remarks 'N.A.' and an indefinite wait starts. By the time all the parts are received, it is found that certain others have deteriorated and must be replaced. Thus, the vehicles have to be cannibalized after running only 4000-5000 kms. Now that steps are being taken to standardize ONUC vehicles, the possibility might be examined of keeping some of the essential spare parts in stock at the Field Office, to be used under the supervision and responsibility of the Field Administrative Officer.

35. Red tape also accounts for much of the delay in supply of spare parts. A case in point: our stock of indent forms was exhausted and a cable was sent to General Services to pouch these forms. In reply we were advised to raise an indent for these forms to Logistics. Fortunately, we were able to trace one set of the forms and to raise an indent. Despite reminders over a period of two months, these forms have not been received. Meanwhile, we are unable to submit any requisition for the spare parts required and many vehicles continue to deteriorate as no action is taken on cabled requests for parts.

36. Likewise, to raise an indent it is necessary to have a catalogue to quote the proper nomenclature and part numbers. When such a catalogue was requested by a memo, we were advised that this could not be supplied as a proper indent for the catalogue was not raised. Since it is essential that a catalogue should be available to each Field Office to avoid confusion in meeting of the indents for spare parts, a number of catalogues should have been demanded by the Chief of General Services and sent to all field offices, instead of waiting for the initiative to be shown by individual administrative officer in the field.

37. I should like to reiterate that spare parts are supplied not for the personal convenience of civilian personnel but to ensure the proper maintenance of ONUC



property. In fact, as I suggested in my Administrative Report No.3 of 11 April 1962, I feel that a representative of EME should pay inspection visits to various field offices at regular intervals to ensure that vehicles are maintained properly and that the necessary spare parts are supplied, even if they are not demanded by the field office concerned.

38. So far as this office is concerned, EME representatives visited Coquilhatville, after repeated requests over a period of eight months. They inspected the vehicles and gave instructions that two Jeeps should be cannibalized and available components should be utilized to repair other vehicles. Acting upon these instructions some of the parts were removed from these vehicles. We are now surprised to receive instructions from Headquarters to send these vehicles to Leopoldville for repair.

#### VII. CONCLUSION

39. The above report does appear to be a catalogue of deficiencies and anomalies. One cannot, however, under-rate the progress made in the sphere of administration under the able direction and guidance of Mr. Ahmed and yourself, progress which is indeed very striking particularly in view of the penury of properly qualified personnel and the magnitude of the task which faced ONUC administration at its inception. I am sure you are already aware of the problems outlined and are taking the necessary measures to remedy the situation. This report, however, might serve to crystallize these problems by providing some concrete illustrations from this Field Office. I am conscious also of the tremendous difficulties facing you in this respect but am confident that your intensive efforts will yield the desired results.

✓ cc. Mr. S. Habib Ahmed, Chief of Civilian Operations.



MSA Accounts

Name	July	August	September	October	November	December	January	February	Total	Approximate monthly average
G. Alerte	37.000	12.000	18.000	27.000	28.000	-	16.000	16.000	154.000	19.000
G. Anagnostou	5.000	20.000	20.000	22.000	-	10.000	-	-	77.000	9.500
G. Aranda	-	-	-	7.000	14.000	-	12.000	6.500	39.500	5.000
A. Barthelemy	-	-	-	-	28.000	5.000	14.000	-	47.000	12.000
Ben Jaddou	5.000	10.000	15.000	18.000	38.000	17.000	25.000	-	128.000	18.000
C.H. Besson	-	-	-	-	-	-	17.000	-	17.000	8.50
V. Bianchini	23.000	-	-	-	-	35.000	-	-	58.000	7.000
R. Boncy	17.000	-	16.000	16.000	26.000	-	-	-	75.000	9.000
L. Boyer	35.000	-	-	-	20.000	-	15.000	-	70.000	9.000
P.R. Bouyer	-	-	-	30.000	-	-	14.000	-	44.000	9.000
C. Bravo Arenas	20.000	-	-	30.000	-	50.000	-	-	100.000	12.500
H. Burghardt	-	-	26.000	12.000	30.000	-	-	7.000	75.000	12.50
A. Campani	15.000	5.000	-	-	18.000	5.000	13.000	17.000	73.000	9.000
P. Cotonat	-	10.000	12.500	12.500	12.500	12.500	13.000	6.000	79.000	11.000
Dr. Dupin de Beyssat	20.000	15.000	-	-	-	-	12.000	7.500	54.500	7.000
Dr. A. Duvalsaint	-	-	-	-	-	36.000	13.000	-	49.000	6.000
L. Evangelou	-	-	-	-	17.000	-	10.000	8.000	35.000	9.000
A. Fahmy	-	-	-	-	24.000	8.000	17.000	15.000	64.000	16.000
J. Fuster Ribo	10.000	10.000	12.000	10.000	12.000	-	-	-	54.000	11.000
Santiago Gallego	-	-	-	-	23.500	-	17.000	-	40.500	10.00
J. Gonzales-Sobaco	-	-	40.000	-	-	10.000	11.000	-	61.000	10.000
J. Griffon	-	-	-	-	30.000	-	15.000	10.000	55.000	14.000
H. Harrouch	30.000	-	17.000	32.000	30.000	-	-	-	109.000	15.000
D. Haroupian	-	-	60.000	-	-	-	-	-	60.000	10.000
Z. Islam	20.000	10.000	-	-	10.000	30.000	-	10.000	80.000	10.000
A.C. Jain	75.000	-	-	18.800	35.000	-	-	-	128.800	16.00
J. Jannone	12.000	13.000	14.000	15.000	-	-	-	-	54.000	13.500
S. Jolibois	10.000	-	15.000	20.000	24.000	-	10.000	10.000	89.000	11.000
G. Kahale	5.000	-	-	-	-	170.000	-	-	175.000	22.000
A. Maggio	12.000	-	-	5.000	-	-	-	-	17.000	4.000
E. Mengen	22.000	-	10.000	13.000	25.000	-	-	-	70.000	9.000



Name	July	August	September	October	November	December	January	February	Total	Approximate monthly average
Ch. Manolas	-	-	-	-	-	-	14.000	-	14.000	7.000
A. Mari Calbet	-	17.000	14.000	10.000	-	12.000	13.000	-	66.000	8.000
E. Martin-Samos	-	-	10.000	-	30.000	20.000	12.000	-	72.000	9.000
J. Michejda	-	-	15.000	10.000	-	-	10.000	-	35.000	4.000
H. Miaoui	16.000	-	-	16.500	33.500	-	15.000	-	81.000	10.000
A. Miotto	10.000	28.000	-	15.000	10.000	-	13.000	6.000	82.000	10.000
I. Moise	16.000	16.000	32.000	-	-	-	16.000	-	80.000	10.000
W. Nasilowski	10.000	-	-	-	-	-	-	-	-	10.000
G. Paret	15.000	-	-	17.000	22.000	-	11.000	8.000	73.000	9.000
J. Piloyan	-	-	-	-	20.000	-	-	19.000	39.000	10.000
S.C. Rishi	13.000	-	-	-	-	-	-	-	13.000	13.000
Guy Rosso	10.000	10.000	-	-	-	-	-	-	20.000	10.000
Rouhet	15.000	35.000	7.000	17.000	35.000	-	20.000	17.000	146.000	18.000
R. Ruiz Ayuso	20.000	10.000	-	15.000	28.000	-	-	-	73.000	14.500
J. Ruvira	20.000	-	-	-	-	-	-	-	20.000	7.000
M. St. Victor	-	-	25.000	-	32.000	-	17.000	-	74.000	12.000
J. Salou	-	-	-	-	25.000	-	15.000	-	40.000	10.000
G. Salvo	10.000	7.500	7.000	17.000	17.000	-	-	-	58.500	12.000
A. Schonenberger	-	-	-	7.000	31.000	-	12.000	13.000	63.000	12.500
G.S. Sehmi	20.000	20.000	15.000	18.000	26.000	18.000	8.000	-	125.000	16.000
L. Sharma	-	-	8.000	8.000	37.000	-	10.000	15.000	78.000	13.000
A. Stolz	-	-	-	-	-	-	-	20.000	20.000	2.500
J. Stryd	10.000	-	-	-	-	-	-	-	10.000	10.000
D. Tappy	20.000	-	-	-	-	-	-	50.000	70.000	9.000
A.P. Tholle	-	-	16.000	17.000	21.000	-	-	-	54.000	18.000
J. Toboso	20.000	-	50.000	-	-	-	-	50.000	120.000	15.000
Vautier	-	-	-	-	-	-	-	12.800	12.800	12.800



Name	July	August	September	October	November	December	January	February	Total	Approximate monthly average
N. Victor	12.500	-	-	-	-	-	-	-	12.500	12.500
H.J.W.Voigtberger	-	-	-	-	23.000	-	18.000	7.000	48.000	12.000
T. Yuja	-	-	10.000	-	-	-	-	-	10.000	10.000
Karel Zak	-	-	-	-	-	-	13.000	7.500	20.500	10.000
E. Zanotto	-	-	8.000	8.000	20.000	-	-	1.000	37.000	9.000
G. Zawadowski	20.000	-	-	-	-	60.000	-	20.000	100.000	12.500

Note: The average shown above is computed in reference to the duration of stay in Coquilhatville.



ORGANISATION DES NATIONS UNIES  
AU CONGO



UNITED NATIONS ORGANIZATION  
IN THE CONGO

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LEOPOLDVILLE  
REPUBLIQUE DU CONGO  
CABLE: ONUC. LEOPOLDVILLE

OR 130/1/3 Coq

*File*

PERSONAL

Coq. 27 March 1963.

Dear Mr. Ahmed,

I am due to leave Coquilhatville next week to resume my work in the UN Regional Office at Beirut. It has been a great privilege to work with you during the last sixteen months. I hope that our paths will cross again and that I will have another opportunity to work under your able leadership.

I am sorry I did not have the occasion to welcome you in Coquilhatville before my departure. Your visit would have enabled me to give you first hand information on the work we have done in this field Office under your direction and guidance.

I am sending you herewith, for your consideration, a report on 'Political and Socio-Economic Conditions in Ex Equator Province'. I am not sure whether you share the views expressed therein, but I am confident that you would agree with the frank and forthright manner in which the major problems were brought to your attention.

You will note that I have laid special emphasis on the embezzlements and misappropriations taking place in this Province. During my sixteen-month stay in Coquilhatville, the embezzlement cases which were brought to my attention involved approximately 700-800 million francs. You will appreciate that this amount, which benefitted certain individuals only, could have served to finance more development projects than those envisaged within the framework of our technical assistance programme

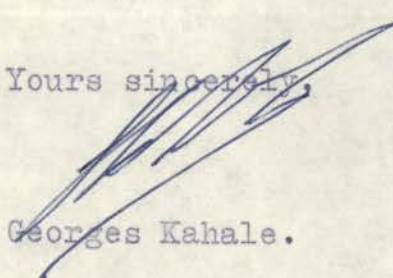
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in the Province. The dilemma for ONUC is how to check this dilapidation of national resources and to avoid any interference in the internal affairs of the country. I am sure you will be able to find some solution.

I am looking forward to the pleasure of meeting you in Leopoldville before my departure.

Yours sincerely,



Georges Kahale.

Mr. S. Habib Ahmed,  
Chief of Civilian Operations,  
ONUC,  
Leopoldville.



ONUC  
COQUILHATVILLE

CONFIDENTIAL  
C/POL 100/1  
20 March 1963

Report on the  
Political and Socio-Economic Conditions  
in the Provinces of  
Cuvette Centrale, Moyen Congo, Ubangi  
(Ex Equator Province)

Prepared by Georges Kahale  
Chief Civilian Affairs Officer



CONFIDENTIAL

C/POL 100/1

20 March 1963

Report on the Political and Socio-Economic Conditions  
in the Provinces of  
Cuvette Centrale, Moyen Congo, Ubangi  
(Ex Equator Province)

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REPORT ON THE POLITICAL AND SOCIO-ECONOMIC CONDITIONS  
IN THE PROVINCES OF  
CUVETTE CENTRALE, MOYEN CONGO, UBANGI  
(EX EQUATOR PROVINCE)

I. PRELIMINARY REMARKS

1. The present report is intended to give account of recent developments which reveal a marked downturn in political, social and economic conditions in the provinces of Cuvette Centrale, Ubangi and Moyen Congo. It is prepared upon completion of my sixteen month Congo assignment, during which I have been entrusted with the post of ONUC Chief Civilian Affairs Officer in ex Equator Province.
2. The division of Equator into three separate provinces has resulted in revival of tribal rivalries and violent conflicts. Death toll from tribal clashes has already been heavy. Artificial barriers erected by the three new provinces are adversely affecting the economy of the region. Near famine conditions prevail everywhere and epidemics are spreading. Production has decreased sharply and the economic situation is deteriorating fast. Public funds are squandered and the handling of public administration is being characterized by a series of shocking scandals. The present trend of events can only lead to complete chaos and disaster.
3. This state of affairs calls for an urgent solution if we were to check the downturn and bring about an amelioration of existing conditions. The key to the problem appears to lie in a radical change in our technical assistance approach as well as in bilateral assistance programmes. An increase in technical assistance expenditure serves no purpose unless accompanied by a comprehensive programme of action which takes due account of prevailing conditions and of the difficulties being encountered in carrying out technical assistance programmes.



## II. PREVAILING CONDITIONS

### A. Political and Security Matters

4. Peaceful conditions prevailed in Equator Province even when disturbances raged elsewhere in the Congo. This led to the withdrawal of all ONUC troops in September 1961. However, the division of Equator into three provinces - Cuvette Centrale, Ubangi and Moyen Congo - had adverse effects on security conditions. Law and order can now hardly be maintained over an extended area bordering the new provinces. A brief résumé of the political situation in each province is given below.

#### a) Cuvette Centrale

5. This province presents a coherent and harmonious picture as 95% of the population belongs to the Mongo ethnical group. Conditions are fairly stable within the Province except in the contested territories of Bolomba, Basankusu and Lukolela, which are inhabited by people of different tribal affiliations.

6. It may be of interest to report that a great number of political leaders in Leopoldville hail from the ex Equator Province, and their mutual rivalries and jealousies are reflected in the political scene of Coquilhatville.

7. Recently, for example, several national deputies and senators from ex Equator Province have withdrawn their confidence from the present Government of Cuvette Centrale and are doing their best to oust it. The reason appears to be the conflict between three political leaders, members of the Central Government, Bolia and Ileo on the one hand and Foreign Minister Bomboko on the other; the latter being favoured by the Provincial Government. The stand taken by the parliamentarians has weakened the Cuvette Centrale government and led it to squander public funds on tribal chiefs and members of the provincial assembly in order to consolidate its position.



8. Occasional disturbances are also instigated in the Province by the 'PUNA' because of its opposition to the Central Government. It will be recalled that when Mr. Bolicongo was removed from the post of Vice-President, he declared in the Parliament: "Though the government may attempt to silence me I will be heard of in Equator". Since then, Mr. Bolicongo has been provoking tribal clashes and serious disorders to prove that he enjoys immense popularity in ex Equator Province and that unless he is pacified it will not be possible for the Central Government to maintain law and order in this part of the Congo.

b) Moyen Congo

9. Mr. Eketebi, the President of ex Equator Province, had formed a de facto government in the Moyen Congo pending enactment of the law erecting that region into a separate province. The Central Government termed this act rebellious and reacted by cutting off all subsidies. However, General Mobutu took a different stand and instructed the Gendarmerie to back President Eketebi because of his personal friendship with him. Thus, three conflicting authorities came into being in that province: the Commissaire Special supported by the Central Government, the de facto government backed by the gendarmerie, and the Commissaire de District supported by the territorial police. The de facto government had to resort to acts of banditry, such as attacks on post offices, to finance its administration. This clearly explains the very tense political situation which has prevailed in that province since September 1962.

10. The recent enactment of the law giving official recognition to the Moyen Congo province made matters only worse, as it declared the territories of Bolomba, Basankusu and Lukolela to be integral part of that province. This was in direct conflict with an earlier law under which these territories were included in the Province of Cuvette Centrale. Unfortunately, both these enactments are still in force.



11. The situation within the Moyen Congo province is also very tense on account of the strained relations between the Ngombe and the Budja tribes. The latter have always been clamouring to have the Bumba region attached to the Oriental Province or to be given the status of an independent State, following the example of Gabon. They bitterly resent their inclusion with the Ngombe in the Moyen Congo province and have erected barriers to cut off the Bumba region from Lisala and the rest of the Moyen Congo.

c) Ubangi

12. The Ubangi province is inhabited by people of different tribal affiliations. Frequent tribal clashes between the Ngombe and the Ngbaka have been reported in various regions, particularly in territories bordering the Moyen Congo province. Smallpox epidemic raged recently in that province but steps to check it proved extremely difficult as the 'infirmiers' were not able to cross from one tribal region to another to carry out their vaccination campaign.

13. The people of Ubangi have traditionally maintained good relations with their counterparts in the Central African Republic. The strained relations between the Provincial Government and the Central Government have led some political leaders in that province to advocate a secessionist policy and to favour the integration of that region with the Central African Republic.

B. Economic Conditions

14. The prevalent economic situation can generally be described as complete anarchy and the prospects for the future look only dimmer. The deterioration of economic conditions appears to be the cumulative effect of a variety of factors involving administrative and political structures. Any solution to check the downtrend should necessarily take account of the political and social factors which are at the root of economic problems.



15. Statistical records relating to economic conditions have been kept up to 1960. Comparative figures for the years 1961 and 1962 are not available. In the absence of any scientific data it is difficult to ascertain the exact situation. The following indications, however, reveal that economic conditions have deteriorated considerably.

a) Production

16. The ex Equator Province is essentially an agricultural region and it is striking that famine conditions prevail in such an agriculturally rich area. In Coquilhatville, manioc is now selling at 45-50 francs a kilo as compared to the pre-independence price of one franc. There is also a penury of maize, except perhaps in the Ubangi province. The production of rice has registered since 1959 a sharp decrease estimated at 50%. The production of cotton has also decreased by approximately 75%, peanuts by 40% and coffee by 60%. The sharp decrease in coffee production may be ascribed to the deterioration of coffee price which fell from \$0.55 in January 1958 to \$0.35 in September 1959. It was then stabilized at this level but most of the small coffee plantations had to close down in 1961 and 1962 as they were unable to carry on any longer.

17. As regards rubber, palm oil and cocoa, the overall production appears to have held at 1959/60 level. Certain big plantations actually registered an increase in production and profit of about 10% in 1961-62. This, however, is the result of extensive investments made three or four years prior to independence and which are yielding the fruit now. Production would have undoubtedly increased by about 30-40 percent if economic conditions in general had not deteriorated so fast.

b) Unemployment

18. It may be of interest to note that 50% of the actual manpower are utilized in the agricultural field, out of which 80% are engaged in seven big plantations. Industry is practically non-existent in the province. Unemployment has



gone up appreciably during the last two years. In the city of Coquilhatville alone, which has a population of 55-60 thousand, about four to five thousand persons are unemployed. The provincial government is offering them some unproductive jobs, like cutting grass in town, to keep them out of mischief.

19. It would seem that the problem of unemployment is due not only to limited job opportunities, but also to lack of interest in work, particularly that wages are below subsistence level. Plantation Hevea reported that its rubber production in 1962 would have been 300 tons higher if so many of their skilled workers did not abandon their jobs to revert to the primitive mode of existence, in a self-sufficient manner, off the natural resources.

c) Consumer goods

20. Consumer goods are available only in some parts of the region and in very limited quantities. They are purchased from Leopoldville in blackmarket and sold at prices beyond the reach of the indigenous population.

21. The penury of consumer goods in the local market is contributing to the strained relations between Provincial and Central Governments. Though the ex Equator Province is exporting commodities worth 200 million francs a month, yet it does not receive any allocation of foreign currency for import licences. A solution was agreed upon in Leopoldville some time ago, whereby ex Equator Province obtained 9% of the total quota allocated to the Congo within the framework of the United States financial aid programme. The Central Government, however, retained seven out of the nine percent, contending that several big firms operating in the province, like SEDEC and INTERFINA, have their headquarters in Leopoldville and receive their quota directly from the Central Government. The remaining 2% of the allocation, however, has not been made available since July 1962.



22. The irony of the situation is that the allocation received prior to July 1962 was not put to a good use but utilized by the importers, with the blessing of the Administration, for blackmarket purposes. The goods imported were far from essential and were sold to the foreign community here against hard currency at prices below their original cost. To give an example, a transistor radio costing \$70 is imported against Congolese francs and sold here in foreign currency for 35-40 dollars; the importers making large profits because of the discrepancies between the official and the free market value of the dollar.

d) Means of transport

23. Means of transport are practically paralysed. The provincial workshop (Service de Mecanisation TP) is becoming a cemetery of vehicles which cannot be repaired due to lack of spare parts. Some non-governmental organizations in the Federal Republic of Germany had recently made a gift of several Mercedes cars and trucks to this province but these are utilized to serve the personal interest of Government officials rather than to improve economic conditions.

e) Road conditions

24. Most of the roads in the interior have degenerated into mud tracks. The public works programme financed by ONUC has offered the provincial government an opportunity to squander its own public funds, and to rely on ONUC to finance essential public works projects. The state of affairs is really shocking. Even within the city of Coquilhatville, it takes several months to repair small stretches of roads. Coquilhatville was recently cut off from the interior for several weeks because of a 20 metre breach in the road. This was repaired only when we asked the provincial authorities to have the work done out of the funds allocated to public works projects financed by the United Nations.



f) Co-operative societies

25. Co-operatives were prospering in this province till recently. However, several of them went bankrupt in 1961-62, and the general situation is at present alarming. This is due to poor economic conditions as well as to dilapidation of funds resulting from inadequate control on their operations.

g) Cost of living

26. Cost of living has soared high during the last two years and there has been no corresponding increase in individual income. As things stand, the daily wages of unskilled workers are fixed in certain regions at 35 CF, which is far from sufficient to enable them to purchase their food requirements. Consequently, they are increasingly tending to lose interest in work and to revert to the primitive mode of subsistence, by hunting and fishing. This is having adverse effects on production.

27. The possibilities of bringing down the prices are extremely remote. On the other hand, it does not appear feasible to increase the wages under present circumstances, as then the plantations will not be viable. Some of the plantation people see no other solution to the dilemma than the devaluation of the Congolese Franc. They contend that such step will not affect the international market of the commodities exported but will enable them to pay the workers subsistence wages and to maintain production at present levels.

C. Social Conditions

28. The prevailing political and economic conditions had adverse effects on social environment. Health situation appears to be fast deteriorating due to famine conditions and poor hygiene. Infantile mortality has increased considerably due to malnutrition. There has also been a marked increase in the incidence of tuberculosis. VD is spreading even among school children. The number of cases of sleeping sickness has increased alarmingly in certain



regions. Smallpox epidemic is spreading, particularly in the provinces of Ubangi and Moyen Congo where death toll in recent months was estimated at 1,500.

29. In the field of education, the teachers lack interest in their work as they have not been paid for several months. The absence of text books and other educational aids hampers their work considerably.

30. There has been a great influx of population from villages to towns. The city of Coquilhatville has practically doubled its population in the last three years, but there was no corresponding increase in facilities. Water shortage has become a serious problem. In the military camp at Coquilhatville, for example, there are only two taps for about a thousand families. The supply of water is limited to only a few hours daily and its potability cannot always be ensured. Electric supply is equally erratic. Frequent electric failures create serious problems, particularly in cold storage of medical supplies.

31. Addiction to drink is increasing among the population and prostitution is flourishing. Recently, in the region of Budjala-Kungu, all the maize distributed as seed was used up to brew indigenous liquor and practically all the population of the area is in a continuous state of inebriation.

D. Factors contributing to chaotic conditions

32. Though political and socio-economic conditions vary from one region to another, the same basic elements which account for the chaotic conditions appear in each of the new provinces.

a) Embezzlements and dilapidation of public funds

33. It will be recalled that the Commissaire Special entrusted with the patrimony of ex Equator province had distributed available funds amongst government and non-government employees as so called salary advances. The amount exceeded two million francs in certain individual cases and the total funds thus dilapidated exceeded 450 million francs. The



Government investigation into the matter became quite a farce as it revealed that all provincial ministers were involved in embezzlement cases. The Ordonnateur Tresorier had signed a grant of two million francs in his favour and gave no justification except the misappropriations and dilapidation of public funds by other officials of the Provincial Government.

34. The professional moral of government officials is very low. The provincial ministers generally have vested interests in bars and 'flamingos'. They are only concerned with amassing money by abusing their authority and indulging in business activities. It may be mentioned in this connection that the 200 tons of foodstuffs donated through ONUC for flood relief early 1962 were traded by some government officials instead of being distributed among the victims of the floods.

b) Maladministration and lack of discipline

35. There is absolutely no discipline among government employees and high ranking officials have no authority over their staff. It is indeed unusual to see a Government employee in his office during working hours and no disciplinary action has ever been carried out. ONUC Meteorological expert brought to my attention an interesting and typical case. An employee of that department sold the whole meteo station of Boende for three kilos of maize and absented himself from work. The Provincial Director of Meteo at Coquilhatville suspended him from service. The employee stole a canoe to come to Coquilhatville and protest against this measure. A report was sent to Leopoldville about his behaviour but so far no action has been taken and the employee continues to draw his salary. This state of affairs renders the task of our experts extremely difficult. Even if they meet with full co-operation on the part of the local authorities, no concrete results can be achieved as the subordinates hardly ever carry out any instructions.



c) Inter-provincial animosity and tribal rivalries

36. The policy adopted in each province is marked with bitter animosity towards the neighbouring provinces. Each tribal region is taking steps to boycott the other. Boundary lines have been established and foodstuffs are not permitted to cross such lines. In rice producing Bumba region, for example, local authorities proscribed the sale of more than 5 kilos of rice to a person so as to check any supply of rice to neighbouring provinces. Likewise, the government of Ubangi is doing its best to boycott the neighbouring provinces, although it is favouring the illegal traffic in goods, via Zongo, through the Central African Republic.

d) Strained Relations with the Central Government

37. The relations between the three provinces and the Central Government are rather tense as each province aspires to be completely autonomous, at least as far as internal matters are concerned. At the Provincial Inter-Assembly Conference held recently at Coquilhatville, several delegations attacked vehemently the Central Government for its failure to give effect to the autonomy of the provinces as embodied in the Loi Fondamentale. The President of the Provincial Assembly of Ubangi made a statement to the effect that Katanga's secession was the logical consequence of the Central Government policy of over-centralization. He warned that unless the Central Government reverses its stand other provinces will follow suit and adopt secessionist policies. This statement appears to reflect the view of the Conference and led to the belief that every provincial president will adopt Tshombe's stand, given the opportunity.

38. Another factor responsible for these strained relations is the financial difficulties encountered in the provinces and the Central Government's failure to meet its commitments and supply funds on time. As a result, some government employees and particularly school teachers have not been paid for several months and are very dissatisfied. This makes the position of the newly formed governments in the three provinces very precarious.



### III. ONUC ACTIVITY AND DIFFICULTIES ENCOUNTERED IN CARRYING OUT CIVILIAN OPERATIONS PROGRAMMES

39. Subsequent to the withdrawal of ONUC troops in September 1961, our activity in ex Equator Province has been confined to civilian operations programmes. The difficulties encountered in carrying out these programmes are inherent in the chaotic political and socio-economic conditions which prevail in the provinces of Cuvette Centrale, Moyen Congo and Ubangi. It is against this background of existing conditions that our efforts and the results achieved should be appraised.

40. ONUC staff strength in the three provinces includes some 60 experts and medical officers recruited at the international level. A list of civilian personnel appears in Annex I. The major part of our activities is devoted to the fields of health and education, but we are also extending technical assistance in other spheres, particularly in customs, posts and telecommunications, civil aviation, public works, meteorology and judicature. The results achieved vary widely in the different sectors. It has been noticed, however, that more substantial progress is made when our experts are delegated responsibility and vested with authority in their spheres of action than when they act in an advisory capacity. A brief résumé of ONUC activity in the different sectors and the problems encountered therein is given below.

#### A. Health

41. WHO activities account for a major part of ONUC operations in ex Equator Province. Out of the 60 civilian personnel detailed to this field Office, there are 30 Medical Officers appointed by WHO under 'Agent Contract'. Our expenditure in this field is indeed substantial. From a humanitarian point of view, the results are much rewarding as the WHO doctors are taking care of so many individual cases. From a purely economic point of view, however, the return hardly justifies the investment.



42. In fact, health conditions continue to deteriorate and the WHO doctors have not been able to stem the tide of worsening situation. In this connexion, it was rightly observed that the general health situation would be hardly affected if WHO were to suspend its activity in this region. This may be ascribed to the emphasis placed by WHO on curative rather than preventive work.

43. As things stand, WHO surgeons and general practitioners confine their activities to treatment of patients reporting to the hospitals. Very little effort is being made, however, to check the outbreak of smallpox epidemic in the provinces of Ubangi and Moyen Congo, the spread of V.D. which is showing high incidence rate even among school children, and the growth of sleeping sickness which remain a major health problem in certain regions. Nothing much is also being done in terms of hygiene campaigns.

44. The hospitals themselves are in an appalling condition. The patients and their families are authorized to cook food within the premises and there are no arrangements for disposal of garbage. Sanitary installations usually do not work and the toilets are blocked. Under these conditions, hospitals become more sources of contamination than places of treatment. It is of interest to report that whenever there are a few cases of chicken pox, small pox or any other contagious disease, this inevitably spreads among all patients within a record of time. The WHO doctors double their efforts to treat the cases but have to race against hopeless odds as the number of patients multiplies much faster.

45. It should be noted also that even in their curative task the WHO general practitioners are handicapped by the inadequacy of administrative services and the penury of medical supplies. They have absolutely no authority in the hospitals and even the prescriptions given by them are not honoured at the dispensary unless approved by their Belgian counterparts. Medical supplies are being sold in the black market by 'infirmiers' over whom they have no control. Even such basic items like cotton and gauze are lacking in most hospitals.



46. The WHO surgeons are also experiencing serious difficulties. Some of them are highly specialized but do not dispose of the essential instruments to perform surgical operations. An orthopaedic surgeon has just submitted his resignation to WHO as the hospital does not have the essential equipment to enable him to do any useful work. A WHO surgeon intimated that it is impossible to avoid scratches in intestinal operations as these have to be performed with sharp instruments since blunt ones are no longer available.

47. Under the circumstances, the usefulness of WHO doctors is very much curtailed. In any case, the number of patients treated in the hospitals is necessarily limited and can hardly make a noticeable impression on the general health situation.

48. I believe that prevailing conditions in the Congo and the disorganization of administrative services do not justify the present WHO policy, which has proved successful elsewhere. If our assistance in this field were to be extended, it is essential that more emphasis be placed on preventive work. It would also seem appropriate that WHO doctors in the interior should be given custody of medical supplies and administrative control over the functioning of the hospitals. Simultaneously, they should be responsible for the sanitation of their respective areas. It might also be useful to organize itinerant teams of WHO medical officers to lead hygiene campaigns and coach the 'infirmiers' in hygiene and sanitation. These changes are essential in order that the results achieved be commensurate with our efforts and investment in this field.

B. Education

49. UNESCO activities in this Province are not quite in conformity with the requirements of the situation. It will be recalled that the UNESCO took recently upon itself the task of recruiting teachers for the Congo. The problems involved were not, however, fully taken into consideration.



The requirements of each post were not clearly defined. The result was that the personnel recruited, though of good educational background, were not often fit for the jobs to which they were assigned. Several veterinarians and engineers were recruited and asked to teach French or English despite their language handicap. Needless to say that the services of these teachers could better be utilized by civilian operations as there is great dearth of veterinarians and engineers in the Province.

50. The teachers are confronting serious problems due to lack of essential living facilities. In Lisala, for example, the Athenec is about 8 Kms from the town and the teachers have to walk back and forth 32 Kms a day. Moreover, in most of the places where these teachers are posted, the basic foodstuff is not available and near famine conditions prevail. Also most of these teachers, together with other non-Congolese staff, have not been paid for several months despite the UNESCO guarantee. Under the circumstances, it is hard to expect their full devotion to work.

51. It may also be pointed out that no proper balance was kept between teaching personnel and teaching material. Most of the schools have no text books. The teachers have been rightly complaining that 90% of their time would have been saved if text books and teaching materials were available. A professor at the Technical School informed me that for the whole year no carpentry classes could be held as the school had no provision to purchase wooden planks to this effect. It is obviously hard to get any results by teaching under these conditions.

52. The inadequacy of the administrative services presents another serious problem. UNESCO experts and teachers have absolutely no say in the administration. The head of the Athenec is often designated due to personal considerations to facilitate the underhand activities of the officials in the Ministry of Education. Recently, the provincial Ministry of Education changed the whole educational programme during the scholastic year without consulting either the teachers or the UNESCO experts.



53. Keeping in mind the expenditure incurred by the UNESCO in the recruitment and assignment of these professors, it would appear that neither the UNESCO is getting a proper return nor is it doing a good service to the Congolese government which is to cover 2/3 of their salaries. I personally feel that the UNESCO went too far in meeting the need of the Congo in terms of teaching staff. Its efforts would have been more rewarding if the task were undertaken progressively, keeping in mind the related problems which were not difficult to anticipate.

54. UNESCO has detailed a team of four itinerant experts to ex Equator Province to organize teachers' training courses in various parts of the region. A great deal of money is being undoubtedly spent on their salaries and travel. I feel, however, that the results ensuing from their efforts are not commensurate with the expenditure involved. The professional standard of the monitors is so poor that it is doubtful whether they can really derive any benefit from short-term teaching courses organized by the itinerant group. It would probably be more advisable to set up a teachers' training school, sponsored and administered by the UNESCO, to raise an educational corps for the three provinces.

55. It would appear from the foregoing that our technical assistance in the educational field has not taken full account of prevailing conditions and of the problems inherent in these conditions. There is no doubt that deficiencies in one educational sector affect adversely the functioning of other sectors. Unless the questions of teaching personnel, educational aids, school administration etc., are considered as a whole, no substantial progress can be achieved. Any piecemeal approach to the problem is doomed to failure.

C. Public Works (Project financed by ONUC)

56. The Public Works projects envisaged for ex Equator Province involve about 75 million francs a year. The execution of this vast programme has been entrusted to a



staff member with no engineering qualification, who at best can prove a good work site supervisor. The Provincial Government has not a single engineer to assist in the elaboration of this programme and to supervise its execution.

57. In 1960, when approximately 2 million francs were allocated to public works projects financed by ONUC, three Swedish engineers were posted to this field office. Later, the amount was increased to fifteen millions but the number of engineers was reduced to two. This year, however, the programme provides for 75 million francs expenditure but there is not a single engineer to assist in the execution of the projects.

58. Though ONUC public works programme is primarily intended for the relief of unemployment, the results achieved have not been encouraging. This is evidenced by the fact that the amount allocated to this programme increased from 2 millions to 75 millions but unemployment has continued to show an upward trend.

59. It is conceded that the public works projects provided for in the programme are essential to the economic development of the region. As noted earlier, however, this programme led the provincial governments to squander their own funds in useless wasteful programmes and to rely on ONUC to finance their most essential public works projects. Hundreds of workers are, for example, engaged in cutting grass in town and in cleaning up lawns of ministers' houses, which tasks could easily be performed by one or two lawn mowers. On the other hand, the public works projects financed by the Provincial Government are negligible. It is suggested therefore that a comprehensive public works programme be envisaged for each province and catered for in regular and extraordinary budgets. A percentage of the total expenditure may be met by ONUC, provided the whole programme is carried out under ONUC supervision and control. This would ensure some contribution on the part of the provincial governments particularly that ONUC funds are not sufficient to carry out the essential public works projects.



D. Judicature

60. The appointment of three Haitian magistrates - Judge President of the Appeal Court, Procureur de Republique and Premier Substitut - proved very beneficial. The Administration of justice has been organized on sound lines and the magistrates are doing an excellent job. There are, however, no Congolese counterparts who may be expected to take over their judicial functions in the not too distant future.

61. Theoretically, these magistrates still exercise their functions all over the ex Equator Province as their legal authority has not been modified subsequent to the division of the Province. In actual fact, however, their activities are confined to the province of Cuvette Centrale.

62. The administration of justice in the Ubangi and Moyen Congo provinces is characterized by confusion and anarchy. In Gemena, the Procureur spares no efforts to prosecuting the political enemies of his brother, the President of the Ubangi Government. In Lisala, the President of the de facto government appointed the Premier Substitut as Minister of Justice to facilitate the arrests of political leaders opposing his regime.

63. Subsequent to the division of the Equator Province, a judicial reorganization has become necessary in view of prevalent tribal rivalries. As noted earlier, the region of Bumba has broken off from the province of Moyen Congo. Under existing judicial administration, persons accused in the Bumba region have to be transported to Lisala for trial. However, the territorial police in Bumba refuses to act upon the summons issued by the Parquet of Lisala. The de facto government had therefore to practically kidnap the accused to enforce the legal process. It is obvious that, under present political conditions, this is aggravating the conflicts within the Moyen Congo province and making the situation very tense.



E. Air Traffic Control

64. The Control tower at Coquilhatville airport has been entrusted to two ICAO air traffic controllers and the maintenance of airport equipment and installations is the responsibility of two ONUC technicians. The results achieved are gratifying. The Chief of ONUC Air Transport Operations and the Chief of Fighter Squadron reported most favourably on their inspection visit to Coquilhatville airport and expressed the view that it is one of the best in the Congo in terms of administration and installations. This is another example demonstrating the effectiveness of ONUC technical assistance when the experts are delegated responsibility and authority in their spheres of action.

F. Telecommunications

65. The two ITU experts detailed to this province are doing excellent work in keeping the radio and telephone services functioning smoothly. They are, however, handicapped in their activities by serious deficiencies in equipment and difficulties in obtaining the spare parts required. Their work is so technical that they are not very optimistic about training their Congolese counterparts to take over upon completion of their assignments.

G. Metcorology

66. Serious difficulties are being encountered by ONUC experts due to deficiency in equipment and penury of qualified personnel to man the meteo stations. Under the circumstances, the meteo service is not functioning and ONUC experts had necessarily to limit their activity to reorganizational work and long term programmes.

H. Customs and Postal Services

67. The two postal and customs experts detailed to Coquilhatville are rendering excellent advisory services but have absolutely no administrative authority. Thus, the



postal expert is unable to check the numerous embezzlements and misappropriations of postal funds. Likewise, the customs expert cannot take any effective measures to prevent the flourishing illegal traffic between ex Equator Province and the Central African Republic, which constitutes a crucial problem in this field.

#### IV. CONCLUSIONS

##### A. Comprehensive Programme of Action

68. The chaotic conditions prevailing in ex Equator Province point to the urgent need of a comprehensive programme of action embracing social and economic spheres as well as political and administrative structures. As things stand, it is hardly possible to isolate an individual problem and find a solution for it as deficiencies in one sector are inevitably reflected upon other sectors. The United Nations, with the help of its specialized agencies, is in the best position to assist in the elaboration and execution of this programme. The magnitude of the task is such that there is ample room for bilateral assistance. It will indeed require the combined efforts of all concerned to redress the existing situation. ONUC could play a very important role in coordinating bilateral assistance programmes.

##### B. Balanced Approach

###### a) Social vs. economic development programmes

69. The major part of ONUC activity in this Province is devoted to social projects, particularly in the sectors of health and education. There are thirty WHO Medical officers, six UNESCO experts and fifty teachers recruited at the international level under UNESCO guarantee. Our technical assistance in the economic field is, however, exceedingly limited. There is not a single agronomist detailed to this agriculturally rich Province which is exporting every month commodities worth two hundred million francs, there is no public works engineer to assist in the execution of public works projects, and there are no technicians to ensure proper maintenance of costly equipment and check their



deterioration. It would appear, therefore, that ONUC technical assistance programme in this province has not kept a proper balance between social and economic development projects.

b) Priority and timing of development projects

70. The emphasis laid on health and education does not appear to be justified, particularly that within these sectors priority has not been given to projects likely to contribute to economic progress. WHO policy to lay emphasis on curative rather than preventive work, though commendable from a humanitarian point of view, can hardly serve as 'human investment' and contribute to economic development. The same is true of UNESCO's emphasis on educational projects which are not directly related to economic development programmes.

c) Comprehensive approach to development projects

71. A comprehensive approach to development projects is necessary so that the problems inherent in existing conditions do not cripple our activity. It is noted, for example, that WHO activity in the Province has been very much curtailed due to penury of medical supplies and inadequacy of administrative support. The results of WHO efforts would have been much more rewarding if the question of medical personnel were tackled along with that of medical supplies and hospital administration.

72. Likewise, the work of UNESCO teachers has been hampered due to penury of textbooks and educational aids. A comprehensive educational programme organized and executed on a modest scale, in which recruitment of teachers is timed with procurement of teaching materials and improvement of administrative set-up, would have better chances of success.



73. It has also been noted in reference to the public works programme financed by ONUC that the lack of qualified engineers and technicians had adverse effects on the results achieved. Recently, for example, substantial investment was made in a pasture project at Basankusu, out of the PW funds. Quite some time elapsed before it was discovered that the nearest water source was 22 Km away. The whole project had to be abandoned as the pasture land cannot serve any useful purpose.

C. Technical Assistance Personnel

a) Vesting of authority in ONUC personnel

74. Our technical assistance activity has been yielding excellent results when our experts are vested with authority and entrusted with posts of responsibility. A case in point, the administration of justice in the Province has been organized on sound lines with the assistance of only three judges recruited by ONUC at the international level. On the other hand, very little is accomplished when our experts are serving in an advisory capacity, and have to confine their activities to preparing reports and long-term projects which are never given serious consideration.

75. It would appear also that when the experts work in an advisory capacity there is only a remote possibility of their being able to train their counterparts to take over their functions, so that ONUC assistance can be diverted to other channels. Under the present administrative disorganization, the counterparts are themselves in responsible positions and are not willing to learn or accept advice. In fact, they are interested in the continuance of these chaotic conditions which afford them the opportunity to indulge in embezzlements.

76. Provincial authorities have been so far reluctant to entrust executive posts to non-Congolese experts. They are, however, gradually realizing that the administrative disorganization has led to present chaotic conditions and that it is to their interest to give executive power to



competent hands. In the Province of Cuvette Centrale, a Belgian counsellor has recently been entrusted with the job of Inspector General of Police. Another Belgian counsellor has just been offered the job of Director of Economic Affairs. This trend appears to be in line with the conditions set recently by the Belgian Government for extending its technical assistance.

b) Quality of personnel

77. Most of the technical assistance personnel are fully devoted to their work and their morale has remained high despite the extremely trying conditions in which they exercise their functions. However, some of them have neither the competence for their jobs nor the proper attitude towards the objectives of the United Nations in the Congo, and I had the occasion to comment unfavourably on their competence and performance. Renewed efforts should therefore be made to ensure the recruitment of qualified personnel.

c) Relations between TA personnel and Belgian Advisers

78. The Belgian counsellors have lost practically all their political influence in this Province and no longer hold the reins of administrative policies. Nonetheless, they are still in a position to instigate local authorities against ONUC personnel and this can prove detrimental to our activities. In this Province, we have achieved satisfactory results by establishing good relationship with them. One cause of friction between ONUC experts and Belgian counsellors is the latter's jealousy at the relatively high salaries and other privileges enjoyed by ONUC personnel. The recruitment of certain Belgians in technical posts might prove beneficial.

D. Political and Administrative Structures

79. Political chaos and administrative deficiencies lie at the root of socio-economic hardships. Any efforts to solve these problems will therefore have favourable impact on socio-economic development. It would also obviate the necessity of future military intervention to ensure the maintenance of law and order.



a) Autonomy of Provinces

80. As noted earlier, every provincial government cherishes the idea of autonomy and will resist, to the full extent of its means and possibilities, any policy of over-centralization on the part of the Central Government. Efforts to expedite the promulgation of the new federal constitution will therefore have good results at the provincial level, particularly that the Loi Fondamentale is extremely vague and gives rise to more conflicts between Central and Provincial Governments than it helps to resolve.

b) Elaborate democratic institutions

81. The elaborate democratic institutions set up following the example of more advanced countries are not well adapted to national characteristics and have proved unworkable, particularly at the provincial level. In the three provinces, for example, the provincial assemblies are only adding to the political confusion instead of acting as guardians and censuring the Governments for abuse of authority. All provincial deputies try to extort funds and personal favours from the government under threats of toppling it, thus causing more embezzlements and dilapidation of funds.

c) Inequity in foreign aid distribution among provinces

82. Another factor accounting for the tense political situation and strained relations with the Central Government is the manner in which foreign aid is distributed among the provinces. While it is not feasible that the Central Government be bypassed and foreign aid be extended directly to the provinces, yet it is desirable that some conditions be imposed so that the provinces get a fair share of foreign aid. In the last resort, the economic development of the Congo will depend upon the economic conditions in the provinces.



a) Control and supervision to check embezzlements and dilapidation of funds

83. It would appear advisable that bilateral assistance programmes be integrated with national development plans, and that some system of supervision or control be established to check embezzlements and dilapidation of funds by government officials. As things stand, we have at best been able to exercise some supervision on development projects financed by or via ONUC. This, however, did not have any bearing on the overall socio-economic situation as it led the authorities to rely on foreign aid for essential development projects and to utilize their resources in wasteful unproductive channels. A case in point, the United States gift of flour and rice to allay famine conditions is discouraging production of manioc and has resulted in steep rise in its price.

84. It is conceded that there should be no interference in the internal affairs of the country. Nonetheless, the fact remains that practically all existing problems derive from prevailing political and socio-economic policies, and the structures set up thereunder. It would therefore seem most important to so extend our technical assistance as to ensure that these policies do not completely cripple our activities and render our efforts futile. It has been observed in some government circles that the alternative to extensive technical assistance is confusion and chaos. It will appear, however, that chaos and confusion will remain irrespective of the extent and volume of technical assistance and financial aid, as long as the problems are not dealt with at the root and the basic causes of these chaotic conditions are considered of no concern but to the Congolese Government.



List of Civilian Personnel in the Provinces of  
Cuvette Centrale, Moyen Congo, Ubangi  
 (Ex Equator Province)

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Name	Post Title	Duty Station
G. Kahale	Chief Civilian Affairs Officer	Coquilhatville
<u>Administrative Services</u>		
S.C. Rishi	Adm. Assistant	"
G.S. Sehmi	Adm. Assistant	"
G. Anagnostou	Finance Assistant	"
Miss Nanon Vautier	Secretary	"
Adolphe Monga	Movement/Transport Assistant	"
C.A. Rodriguez	Radio Operator	"
<u>WHO</u>		
Dr. Voigtberger	WHO Provincial Adviser	"
Dr. Michejda	Medical Officer	"
Dr. Cotonat	" "	"
Dr. Stolz	" "	"
Dr. Paret	" "	"
Dr. Jolibois	" "	"
Dr. Zak	" "	"
Dr. Aranda	" "	"
Dr. Mangen	" "	"
Dr. Martin Samos	" "	"
Dr. B. Christiansen	" "	"
Dr. Fares	" "	"
Dr. Golubas	" "	"
Dr. Miotto	" "	Bikoro
Dr. Zanotto	" "	Befale
Dr. Bravo Arenas	" "	Basankusu
Dr. Toboso	" "	Boende
Dr. Horoupian	" "	Bokungu
Dr. Tappy	" "	Businga
Dr. Jain	" "	Lisala
Dr. Islam	" "	Lisala



Name	Post Title	Duty Station
Dr. Mari-Calbet	Medical Officer	Gamena
Dr. Duvalsaint	" "	Gamena
Dr. Zawadowski	" "	Ikela
Dr. Nasilowski	" "	Libenge
Dr. Bianchini	" "	Libenge
Dr. Gonzales-Sobaco	" "	Djolu
Saint Victor	Sanitary Engineer	Coquilhatville
<u>UNESCO</u>		
J. Griffon	Expert	Coquilhatville
P. Bouyer	"	"
J. Salou	"	"
Miss Barthelemy	"	"
Christos Manolas	"	"
Ludovic Bourand	"	"
<u>ICAO</u>		
H. Miaoui	Tower Controller	"
A. Campani	Air Traffic "	"
A. Rouhet	Radio Technician	"
S. Gallego	Radio Operator	"
Philantropopoulos	Electrician	""
<u>ITU</u>		
J. Piloyan	Expert	"
A. Schoenenberger	"	"
<u>WMO</u>		
L. Depadt	"	"
C.H. Besson	"	"
<u>Public Works</u>		
L. Boyer	Acting Engineer in charge of Public Works Section	"