

ADMINISTRATION PUBLIQUE

L'organisation des ministères du Gouvernement central et des gouvernements provinciaux relève du Ministère de la Fonction publique, de même que la gestion et l'administration des fonctionnaires de l'Etat. En 1961, le Gouvernement a créé au Ministère une section spéciale chargée de prendre des mesures visant à améliorer l'administration publique; des experts de l'ONUC ont été affectés à cette section. En 1963, trois experts des Nations Unies spécialisés en administration publique ont étroitement collaboré avec cinq experts envoyés au titre d'accords bilatéraux, en vue d'organiser la structure des divers ministères, de définir leurs attributions et de favoriser la coopération entre le Gouvernement central et les gouvernements provinciaux. Un quatrième expert de l'ONUC était attaché au Cabinet du Premier Ministre pendant le premier semestre de l'année.

Le Ministre de la Fonction publique a chargé les experts des Nations Unies d'élaborer des plans pour réorganiser son propre ministère. Ces experts ont proposé notamment une nouvelle répartition des fonctions entre les diverses divisions, la création de nouveaux services et la suppression de certains autres. Une innovation a été introduite: l'établissement au Ministère d'un secrétariat permanent habilité à recruter du personnel pour tous les ministères du Gouvernement central et pour les administrations provinciales. La réorganisation d'autres ministères était en cours depuis quelque temps, mais elle s'est heurtée à certaines difficultés. En 1963, la compétence du Ministère de la Fonction publique en matière d'organisation générale a finalement été unanimement reconnue. A la fin de l'année, plusieurs autorités provinciales recherchaient l'aide du Ministère pour installer leur administration.

En automne 1962, les présidents des nouvelles provinces se sont réunis pour la première fois afin de discuter de problèmes d'intérêt commun et de la création de services interprovinciaux. En 1963, à la demande du Ministre de la Fonction publique, un expert des Nations Unies a étudié quelques-unes des questions soulevées par les résolutions adoptées. Ses commentaires et recommandations ont été présentés au Conseil des Ministres. Il a également soumis un document formulant diverses propositions de la Fonction publique en vue de rétablir l'autorité du Gouvernement central sur les administrations provinciales.

Les experts des Nations Unies ont été invités à étudier le fonctionnement du Bureau central des traitements, lequel est chargé de mandater

les traitements de tous les fonctionnaires de l'Etat à l'exception du personnel enseignant, des techniciens étrangers et des agents recrutés directement par les provinces. On a noté que ce bureau était convenablement administré. On a constaté cependant que le nombre de fonctionnaires de l'Etat, qui s'élevait à 25 000 aux dernières évaluations, était passé à 140 000, soit un fonctionnaire par cent habitants.

Un nouveau statut des agents de l'Etat a été élaboré en 1963, avec l'aide d'experts des Nations Unies. Un projet de statut destiné à remplacer celui de 1959 avait été préparé par un expert en 1961 mais il a été rejeté sous la pression des syndicats. Le 13 juillet 1963, un nouveau statut était signé par le Chef de l'Etat, mais de nouvelles objections ont été formulées. Après trois mois de négociations, une deuxième ordonnance-loi a été signée le 7 novembre 1963 et promulguée le 27 janvier 1964. Afin d'assurer l'application de ce statut, le Conseil des ministres a décidé de créer un service d'inspection. Cette tâche a été confiée au Ministère de la Fonction publique et des plans sont en cours de préparation à cet effet.

Le Ministre de la Fonction publique a dans ses attributions la gestion du personnel étranger employé par le Gouvernement. A cet égard, deux conventions ont été conclues, l'une avec le Gouvernement belge et l'autre avec le Gouvernement français, au sujet des programmes d'assistance technique de ces pays. On a entrepris de modifier les contrats des enseignants étrangers dont les traitements sont partiellement versés par l'UNESCO et on a élaboré des statuts à l'intention des fonctionnaires des affaires étrangères, des agents de la police judiciaire et du corps enseignant.

Le projet de constitution destiné à remplacer la Loi fondamentale a été discuté en 1963, d'abord au Parlement puis par une commission spécialement créée à cet effet. Les experts des Nations Unies ont étudié les projets d'articles intéressant l'administration de la fonction publique et ont contribué à élaborer des amendements concernant: 1) la situation administrative des fonctionnaires qui, depuis l'indépendance, ont appartenu aux assemblées parlementaires ou exercé des fonctions ministérielles au Sénat, à la Chambre des députés, dans une assemblée provinciale ou un gouvernement provincial, et 2) la compétence des autorités provinciales pour l'élaboration du statut des agents provinciaux.

Vers la fin de l'année, les experts ont dirigé leur attention sur l'administration des institutions parastatales pour aligner les conditions d'emploi de leur personnel sur celles des fonctionnaires de l'Etat. Le Ministre de la Fonction publique a demandé qu'un statut soit élaboré à l'intention du personnel de ces organismes.

Le Ministre et ses experts ont procédé à l'examen de projets visant à créer de nouveaux centres de formation, à savoir l'Ecole nationale de l'Aviation civile, pour laquelle une ordonnance a déjà paru, et l'Ecole nationale des Télécommunications.

Le Ministre de la Fonction publique a entrepris de réorganiser l'Ecole nationale de droit et d'administration (ENDA) (1), dont on envisage d'étendre les activités. On a fait revivre le conseil d'administration et des mesures ont été prises afin qu'il se réunisse régulièrement une fois par mois pour examiner les problèmes de l'heure. Un programme portant sur une dizaine de points a été établi avec l'aide de l'ONUC pour présentation au conseil d'administration. Il s'agit de la modification du statut et du règlement de l'Ecole, du recrutement des professeurs, de la sélection des élèves et de l'ensemble du programme scolaire, notamment celui de quatrième année. De nombreuses améliorations ont été apportées en 1963 et on a pris des mesures pour s'assurer que le Gouvernement fournirait des emplois appropriés aux premiers étudiants qui doivent obtenir un diplôme de l'ENDA à la fin de l'année scolaire.

On a entrepris des missions dans les provinces pour étudier de près les difficultés rencontrées par les nouvelles administrations. On a demandé à des étudiants qui avaient terminé leur troisième année d'études à l'ENDA de consacrer leurs vacances à aider les experts dans l'accomplissement de cette tâche. Après un exposé préliminaire sur les difficultés auxquelles ils pourraient se heurter, les étudiants ont été envoyés par équipes de deux, pour étudier l'organisation des administrations locales et évaluer leurs besoins en personnel et en matériel de bureau. Des missions et enquêtes analogues ont été effectuées par des étudiants de l'Université Lovanium auxquels des experts des Nations Unies avaient donné des instructions au préalable.

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- (1) L'ENDA a commencé à fonctionner en février 1961 avec l'assistance de l'ONU. Elle relève du Ministre de la Fonction publique en sa qualité de Président du conseil d'administration. Un premier octroi des Nations Unies d'un montant de 22 800 FC et une contribution de 55 millions de FC du Gouvernement congolais ont été utilisés pour la construction de locaux permanents et la création d'une bibliothèque. Les Gouvernements de la Belgique, de la France et des Etats-Unis subventionnent l'Ecole et la Fondation Ford lui apporte une contribution annuelle de 250 000 dollars.

Formation

L'ENDA met en oeuvre un programme ordinaire d'une durée de quatre ans destiné à former des administrateurs et des magistrats. Le nombre des élèves de l'ENDA a augmenté constamment. De 294 pendant l'année universitaire 1962-1963, il est passé à 427 en 1963-1964. Des bourses de perfectionnement offertes par les Nations Unies ont été octroyées à 200 d'entre eux en 1962-1963. En 1963-1964, les frais scolaires de tous les 427 élèves ont été assumés par le Fonds pour le Congo. La première remise de diplômes aura lieu en octobre 1964 et à partir de cette date on escompte que chaque année une soixantaine d'étudiants en administration et de 30 à 40 étudiants en droit recevront leur diplôme et assumeront des fonctions dans les services administratifs et judiciaires du pays.

L'ENDA a également poursuivi son programme de formation destiné aux titulaires de postes importants au Gouvernement central. Outre les cours d'économie politique, de statistique et de droit administratif et constitutionnel, un nouveau cours a été ajouté en 1963 à l'intention des candidats à la carrière diplomatique. On a également encouragé les fonctionnaires des gouvernements provinciaux à bénéficier de ces cours accélérés. Le Gouvernement belge a organisé en septembre un bref cours de formation qui a été suivi par plus de la moitié des secrétaires généraux des ministères. Les Nations Unies ont donné à Léopoldville un cours préparatoire spécial aux élèves quittant le pays pour un stage de perfectionnement offert par la Cour des Comptes de Paris.

Les fonctionnaires congolais participant aux travaux des experts des Nations Unies en administration publique ont reçu une formation en cours d'emploi qui doit leur permettre d'assumer, en temps voulu, les fonctions des experts internationaux. D'autres membres du personnel suivent des cours aux Centres de formation des employés de bureau (1) établis à Léopoldville et à Stanleyville par l'Organisation internationale du travail.

En 1963, on a pris l'initiative d'organiser, avec l'aide du Directeur des programmes de l'ENDA, des émissions radiophoniques éducatives. Dans le cadre d'une série d'émissions hebdomadaires commencée en octobre, des fonctionnaires du gouvernement, des professeurs et d'autres personnes qualifiées ont donné des causeries sur des questions d'actualité comme le nouveau statut des agents de l'Etat, et sur les principaux problèmes de l'administration.

(1) Pour plus de détails, voir le chapitre "Travail".

FINANCES PUBLIQUES

Au début de 1963, la situation économique du Congo était assez grave. Le déficit budgétaire de 1962 s'élevait à environ 12 milliards de FC et la dette totale due au Conseil monétaire atteignait le chiffre de 24 milliards de FC. En outre, un autre déficit budgétaire de 2 milliards de FC était enregistré au Katanga en 1962. Le déséquilibre monétaire persistant continuait à provoquer la hausse des prix sur le marché local et celle des taux de change sur le marché parallèle. Toutefois, en même temps, certains signes d'assouplissement économique se manifestaient par suite de la réintégration des provinces de Sud-Kasaï et du Sud-Katanga. Non seulement l'unification du pays a produit un effet psychologique favorable, mais aussi les exportations de ces deux provinces ont augmenté les recettes nationales en devises et ont donné aux autorités compétentes la possibilité de renforcer le programme d'importation. Les autorités ont également pris des mesures propres à encourager la production et à mettre obstacle aux exportations frauduleuses. De cette façon les entreprises pouvaient ainsi disposer d'une plus grande partie (30%) des revenus de leurs exportations.

Dans le cadre de la nouvelle et plus stricte politique économique annoncée par le Gouvernement congolais au cours du quatrième trimestre de 1962, le poste d'Ordonnateur des finances publiques a été créé en application du décret du 15 septembre 1962. En résumé, les fonctions afférentes à ce poste consistent à préparer et à mettre au point un budget détaillé, à établir un plan de financement du budget, à prendre des mesures visant à arrêter l'augmentation du déficit, à examiner tous projets de loi, toute ordonnance ministérielle et circulaire administrative pouvant provoquer une dépense supplémentaire ou un changement dans le système fiscal et enfin, à viser l'ordonnancement de toutes dépenses publiques et de tous retraits de fonds des caisses de l'Etat. Un consultant de l'ONU a été désigné à ce poste important en mars 1963.

Au début de 1963, 27 experts des Nations Unies ont été affectés aux Finances publiques et répartis comme suit: 7 à la Direction du budget, 5 à la Direction des impôts, 14 à la Direction des douanes et 1 au Contrôle des institutions parastatales. Neuf de ces experts ont assumé des fonctions de conseillers auprès du Gouvernement central et 18 ont été attachés à diverses provinces ou postes douaniers.

Vers la fin de mars l'Ordonnateur des finances publiques avait élaboré, à l'intention des Finances publiques, un programme d'assistance technique élargie, visant à instaurer et à entretenir la stabilité financière au moyen de mesures fiscales et budgétaires et par l'installation d'une administration appropriée des services douaniers et fiscaux. Le bon fonctionnement de ces deux services, qui assurent la plus grande partie des recettes de

l'Etat, est de la plus haute importance. C'est pourquoi une assistance considérable a été proposée dans ces secteurs. Le programme prévoit également la formation d'une équipe de fonctionnaires congolais qui se chargeront des travaux après une période de transition raisonnable.

A l'origine, on avait proposé 128 experts des Nations Unies pour la mise en oeuvre de ce programme. Pour des raisons financières, un autre programme minimum prévoyant l'affectation de 52 experts a été établi. A la fin de 1963, 30 experts, y compris l'Ordonnateur, travaillaient au titre de ce programme. Ils avaient été répartis comme suit: Bureau de l'Ordonnateur des Finances publique, 6; Direction du budget, 2 (1 dans les provinces); Direction des impôts, 1 à Léopoldville et 4 dans les provinces; Direction des douanes, 15 (11 dans les postes douaniers hors de Léopoldville); Direction de la comptabilité, 2.

Comme il a été déjà signalé, la situation financière du pays était inquiétante au début de l'année. Le déficit budgétaire qui oscillait en 1962 autour de 1,1 milliard de FC par mois, pour tout le pays y compris le Katanga, avait tendance à augmenter. Le relèvement du salaire minimum à partir du 1er avril a accru les dépenses du Gouvernement et contribué à la hausse des prix. Il incombait donc au Gouvernement de déterminer un moyen qui permettrait de réduire le déficit budgétaire croissant. Une Commission de redressement financier, dont l'Ordonnateur des Finances publiques fait partie, a préparé un budget gouvernemental pour 1963. Ce budget était caractérisé par une stricte limitation des dépenses et une augmentation subite des recettes. Le projet a été accepté par le Gouvernement et soumis au Parlement. Une nouvelle législation fiscale, qui avait été préparée au Ministère des Finances, était jointe au projet de budget. En juin, le Parlement a approuvé le budget aussi bien que la législation, sans y apporter de modifications. Auparavant, au cours de l'année, le Parlement avait adopté une loi financière répartissant les compétences entre le Gouvernement central et les provinces, en matière de finances publiques. Ces nouvelles lois régissaient le programme relatif à l'exécution du budget de 1963.

La nouvelle législation fiscale comporte les principaux changements suivants: les règlements relatifs à l'impôt sur le revenu ont été modifiés pour simplifier le régime fiscal; dans certains cas, ces modifications ont abouti à une plus forte imposition. De plus, l'impôt sur les revenus professionnels a été augmenté de 30% et l'impôt personnel de 100%, au profit de l'Etat. Les taxes sur la consommation des boissons alcooliques, du tabac et de l'essence ont été augmentées et une nouvelle taxe a été imposée sur le sucre et le ciment. Les recettes totales provenant des taxes sur la consommation ont été évaluées à 3,8 milliards pour 1963, en présumant que les nouveaux taux sont entrés en vigueur à dater du 1er mai 1963.

En ce qui concerne le budget, les recettes ordinaires ont été évaluées à 13 milliards de FC, soit 5 milliards de plus qu'en 1962. On présume que cette augmentation est due à l'application des nouveaux taux d'impôt et d'une éventuelle amélioration de la perception des contributions fiscales et des droits de douane. Les dépenses ont été évaluées à environ 23 milliards de FC, chiffre légèrement plus élevé (de 0,4 milliards de francs congolais) que les dépenses totales du Gouvernement central et de la partie méridionale de la province du Katanga en 1962. L'Armée nationale, en raison de l'incorporation des militaires katangais et du relèvement des soldes, a contribué à l'accroissement des dépenses. Afin de combler le déficit que l'on avait évalué à 10 milliards de FC, le Ministère de Finances a été autorisé à faire appel à certaines sources supplémentaires non précisées telles que les fonds de contrepartie, la perception d'un impôt sur les licences d'importation, la vente de bons du Trésor aux banques commerciales etc., et en dernier ressort, à solliciter du Conseil monétaire des prêts supplémentaires ne dépassant pas 6 milliards de FC, ce qui porterait le montant de ces prêts à un plafond de 32 milliards de FC. Au début de 1963, il restait 2 milliards de francs pour atteindre le plafond de 26 milliards qui avait été fixé précédemment.

Il n'a pas été possible de réaliser les prévisions budgétaires au cours de l'année considérée. En 1963, les dépenses totales se sont élevées à environ 25 milliards de FC tandis que les recettes se maintenaient approximativement à 8 milliards de FC, ce qui laissait un déficit budgétaire de 17 milliards de FC. Cependant, les dépenses et le déficit en question comprenaient environ 2 milliards de FC qui se rapportaient à l'exercice 1962; le déficit imputable au budget de 1963 était donc d'environ 15 milliards de FC. L'augmentation des dépenses est due à la mise en vigueur à partir du 1er octobre, d'un nouveau statut des fonctionnaires de l'Etat, octroyant une augmentation de salaire de l'ordre du 25%. On a estimé qu'environ 80% des dépenses budgétaires totales étaient absorbées par les salaires, de sorte que lorsque ceux-ci sont relevés de 25%, les dépenses budgétaires totales augmentent de 20%. On a également enregistré une importante augmentation des dépenses extérieures, en raison du nombre croissant des voyages. La baisse des recettes est due, notamment, au fait que les nouveaux impôts sur les biens de consommation n'étaient applicables qu'en juillet au lieu de mai. En outre, l'amélioration de la perception des contributions et des droits de douane n'a pas atteint l'ampleur voulue. Des exportations et importations frauduleuses se sont produites, dans une certaine mesure, de sorte que des contributions directes ont échappé à la Trésorerie.

Afin de combler le déficit budgétaire de 1963, qui s'élevait à 17 milliards de FC, des prêts totalisant 8 milliards de FC ont été obtenus du Conseil monétaire, à concurrence d'un plafond de 32 milliards de FC. D'autre part, des bons du Trésor d'un montant de 4,6 milliards de FC ont été vendus aux banques commerciales et 1,6 milliards de FC ont été transférés des fonds de contrepartie. Grâce à la réforme monétaire (voir ci-dessous), la Trésorerie a fait un bénéfice d'environ 1,9 milliards de FC provenant de la plus-value des réserves en devises, qui étaient utilisés pour combler le déficit budgétaire. La vente de devises après la réforme monétaire a rapporté 0,8 milliards de FC, résultant de la différence entre les taux de change à la vente et à l'achat.

La monnaie congolaise a été dévaluée le 10 novembre 1963. Jusqu'à cette date, le taux de change officiel du dollar des Etats-Unis était de 65 FC. Le nouveau taux de change du dollar des Etats-Unis a été fixé à 180 FC à la vente et à 150 FC à l'achat. Les taux de change des autres monnaies ont été modifiés en conséquence. La différence entre les taux de change à l'achat et à la vente, soit 30 FC par dollar en ce qui concerne la monnaie des Etats-Unis, est perçue par la Trésorerie et doit fournir annuellement des recettes extraordinaires d'environ 10 milliards de FC. En ce qui concerne les contributions fiscales, on a estimé que cette réforme contribuerait à augmenter les recettes douanières d'environ 5,5 milliards de FC, et les impôts sur le revenu de 1 milliard de FC. Au cas où un marché libre des changes serait établi ultérieurement, les recettes extraordinaires augmenteraient davantage. L'accroissement des dépenses publiques par suite de la dévaluation est estimé à environ 7 milliards de FC par an, provenant principalement des salaires et des dépenses extérieures. Dans l'ensemble, on s'attend à ce que la réforme monétaire aboutisse à une réduction considérable du déficit budgétaire qui a été jusqu'à présent le principal facteur inflationniste au Congo.

En vue de renforcer le contrôle fiscal et de répartir les compétences entre les diverses directions du Ministère des Finances et entre ce dernier et les autres ministères, un expert des Nations Unies a procédé à une étude sur la structure et le fonctionnement du Ministère, pour lequel il a préparé un plan détaillé de réorganisation. Un projet de législation fixant les objectifs du Ministère et les attributions des diverses sections a également été préparé.

En septembre, une Commission a été constituée au Ministère des finances afin de déterminer les mesures qui devraient être prises d'urgence pour renforcer le contrôle des finances. La Commission, à laquelle participaient l'Ordonnateur des finances publiques et son adjoint, a proposé d'établir dans les ministères un contrôle des dépenses engagées. Le 30 octobre, un décret ministériel a été promulgué à cet effet. D'autres propositions ont été faites en vue de créer un Corps d'inspection financière,

d'élaborer un règlement du budget extraordinaire et de constituer un service spécial d'enquête chargé de lutter contre la fraude dans le domaine des finances publiques. La Commission a également formulé des propositions quant aux principes à suivre pour préparer le budget de 1964.

Pour ce qui est des douanes, de nouvelles mesures de contrôle ont été prises et un service spécial a été organisé à Bukavu, Stanleyville et Goma pour la prévention de la contrebande. Un service de vérification des taxes de consommation a également été mis sur pied.

Un système de troc s'est développé au Congo, principalement dans la partie nord-est du pays, en raison de la grave pénurie de biens de consommation. Afin de lutter contre ce trafic illicite, une brigade financière a été créée. Sa tâche est de surveiller les districts frontaliers, afin de prévenir, constater et rechercher les infractions aux règlements en matière de douanes, de change et de commerce extérieur. La brigade se composait d'un corps de gardes-frontaliers et d'une police financière.

Le contrôle exercé sur le calcul et la perception des contributions directes, et notamment de l'impôt sur le revenu, laissait à désirer, et d'importantes sommes échappaient au fisc. Des plans ont été proposés pour réorganiser la comptabilité et vérifier la perception de l'impôt sur le revenu, ces services étant d'une importance particulière pour les provinces.

On a entrepris de contrôler les finances des institutions para-statales, mais ce contrôle s'effectue sur une échelle réduite en raison du manque de personnel. On a également procédé à une étude détaillée de la situation administrative et financière de certaines de ces institutions.

Formation

Des cours destinés à la formation d'inspecteurs des finances ont été donnés à Léopoldville; ils ont été suivis par des stagiaires provenant des services financiers des diverses provinces. Les études ont porté principalement sur la comptabilité publique ainsi que sur les principes et méthodes budgétaires. Des cours pour la formation de fonctionnaires des douanes ont également été organisés à Léopoldville et dans les provinces.

Conseil monétaire

Par l'Ordonnance N° 136 du 15 septembre 1962, un consultant principal des Nations Unies a été nommé Contrôleur des changes et Président du Conseil monétaire, qui est l'organisme financier du Gouvernement central. A ce

titre, cet expert approuve les programmes de répartition des devises destinées à l'importation, lesquels sont préparés par le Ministère de l'Economie nationale et approuvés par le Bureau de la coordination économique. Il exerce le droit de vote à la Commission des changes et prend en dernier ressort les décisions relatives aux transferts de devises pour les opérations invisibles.

En janvier 1963, à l'époque de la réincorporation de la province du Katanga à la République du Congo, le Vice-Président du Conseil monétaire a été nommé administrateur de la "Banque nationale du Katanga" à Elisabethville afin de réintégrer cet établissement à la Banque centrale du Congo. Bien qu'ayant approuvé les dispositions pratiques nécessaires, les directeurs de la banque katangaise ont omis de les mettre à exécution. Ce n'est que lorsque des fonctionnaires de l'ONUC sont entrés dans la banque, en vertu des pouvoirs conférés à l'ONUC par le Conseil de sécurité^{1/}, que les directeurs ont déclaré les biens et divulgué les renseignements qu'ils avaient dissimulés auparavant. L'enquête a révélé l'existence, à N'Dola, en Rhodésie du Nord, d'un bureau disposant d'un actif de 300 millions de francs katangais, lesquels étaient le solde d'un total précédent de plus d'un milliard de francs. Les directeurs avaient nié l'existence de ce bureau quelques heures auparavant. Après le transfert effectif de l'administration de la Banque, le Conseil monétaire a pris, avec l'aide d'experts du Fonds monétaire international, des mesures pour récupérer tous les billets de banque katangais et les remplacer par des billets de banque de la République.

Le président du Conseil monétaire était membre de la Commission de redressement financier^{2/} qui a formulé, en 1963, des propositions et des recommandations à l'intention du Gouvernement central au sujet de la réforme monétaire. Il a participé aux consultations avec le Fonds monétaire international en ce qui concerne ces propositions et a fait fonction de conseiller auprès du Gouvernement afin de préparer les règlements et instructions relatifs à la dévaluation. En septembre, lorsque l'adhésion de la République du Congo à la Banque internationale pour la reconstruction et le développement et au Fonds monétaire international a été acceptée, le Président du Conseil monétaire a pris part, en qualité de membre de la délégation congolaise, aux réunions annuelles de ces institutions.

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- 1/ Voir rapport adressé au Secrétaire général par le Chargé de la mission de l'ONUC au sujet des événements relatifs à l'application des paragraphes 71 et 72 des résolutions adoptées par le Conseil de sécurité en date du 21 février et du 24 novembre 1961 (S/5053/Add.15, 30 janvier 1963).
- 2/ Pour plus de détails, voir le chapitre relatif à l'"Analyse et la coordination économiques".

Vers la fin de l'année, des mesures ont été prises, avec l'assistance du Président du Conseil monétaire, pour renforcer la stabilité monétaire par l'établissement de contrôles sur les crédits et par l'utilisation des recettes extraordinaires pour subvenir aux besoins budgétaires de la Trésorerie publique.

TRAVAUX PUBLICS

En 1963, les experts des Nations Unies ont continué à aider le Gouvernement congolais à assurer le fonctionnement des services et travaux publics, et à lancer des projets destinés à la résorption du chômage. Les installations urbaines de distribution d'eau et d'électricité ont été entretenues et même améliorées dans certains cas, les principales routes du pays ont été maintenues en service, et des projets ont été mis en oeuvre pour la réfection de plusieurs routes et ponts secondaires. En outre, les voies navigables, dont le réseau s'étend sur 13 000 km, ont été maintenues ouvertes à la navigation. On a entrepris des travaux de construction et d'agrandissement des bâtiments publics, des écoles et des hôpitaux. Des projets ont été élaborés en vue de renforcer l'exploitation du potentiel économique du pays et de contribuer en même temps à la résorption du chômage.

Fait important: on a établi en avril 1963 un troisième programme de travaux publics (Programme D), d'une valeur de 936 millions de francs congolais, dont le financement sera imputé sur les fonds de contrepartie du titre I de l'aide américaine^{1/}. Ce montant est considérablement plus élevé que ceux qui avaient été alloués aux deux programmes précédents, à savoir 350 millions de francs en 1961 et 400 millions en 1962.

Selon la ligne de conduite du Gouvernement en ce qui concerne les travaux à entreprendre pour la résorption du chômage, les principales dépenses doivent consister en salaires, et les projets doivent être aussi utiles que possible pour l'économie du pays. Sur les 44 nouveaux projets que comporte le programme D, cinq ont été achevés avant la fin de l'année, à savoir: la réfection de la route Boma-Matadi, le balisage du bief maritime du fleuve Congo, la remise en service de la voie ferrée Kamina-Albertville, la remise en état de l'Avenue Kasa-Vubu à Léopoldville et la protection de la centrale hydroélectrique de Bendera, près d'Albertville, menacée par des glissements de terrain. De nombreux autres projets étaient en bonne voie et l'on estimait qu'à la période la plus active 14 000 hommes étaient employés dans des entreprises des travaux publics.

^{1/} Les fonds de contrepartie du titre I proviennent de la vente, en francs congolais, de produits agricoles offerts par le Gouvernement des Etats-Unis.

Une petite équipe de 29 experts de l'ONUC était affectée aux travaux publics. Il s'agissait principalement d'ingénieurs, dont certains étaient spécialisés en construction et réparation des routes et d'autres en production d'eau et d'électricité. Cette équipe comprenait également un architecte et un comptable. Le Consultant principal et trois conseillers étaient attachés au Ministère des travaux publics; parmi les autres experts, trois étaient affectés à la REGIDESO (institution parastatale chargée de la distribution d'eau), et dix aux diverses provinces où ils devaient contrôler l'exécution de projets régionaux. Au Ministère, les experts de l'ONUC collaboraient étroitement avec les fonctionnaires à tous les niveaux, ainsi qu'avec les conseillers dont les services étaient fournis au titre d'accords bilatéraux. Cependant, le même esprit de collaboration ne régnait pas dans quelques-unes des provinces, où l'instabilité politique entraînait des changements dans l'administration et privait, dans certains cas, les programmes de travaux publics de l'appui nécessaire.

Le développement rapide de plusieurs localités - la population de certaines d'entre elles a plus que doublé en trois ans - a mis à rude épreuve les services publics existants. Des experts de l'ONUC ont étudié la possibilité d'étendre les réseaux de distribution d'eau et d'électricité dans plusieurs endroits, notamment à Léopoldville, à Matadi et à Kikwit. De nouveaux systèmes de pompage destinés à desservir de plus vastes zones ont été installés. L'insuffisance des quotas d'importation a parfois entravé la mise en oeuvre des projets. Le Ministre des travaux publics ainsi que le Consultant principal, ont saisi de cette question le Conseil monétaire, le Bureau de la coordination économique et le Ministère des Affaires économiques. Par suite de ces démarches, une procédure spéciale a été mise au point pour l'attribution de quotas répondant aux besoins des Travaux publics. Il est ainsi devenu possible d'obtenir de plus amples quantités de matériel électrique, de produits chimiques destinés à la purification de l'eau, d'installations sanitaires et de pièces de rechange indispensables aux machines et aux véhicules.

Le Ministère a apporté une attention particulière à la question de la répartition équitable des opérations de travaux publics entre les diverses provinces. Une exception a cependant été faite en ce qui concerne la région du Katanga, étant donné que des travaux considérables devaient y être effectués pour réparer les dommages causés par les anciennes autorités katangaises pendant les six semaines couvrant la fin de 1962 et le début de 1963. La réparation du pont sur la Lubilash s'est terminée en juin, ce qui a permis de rétablir le trafic ferroviaires entre Kamina et Port-Francqui. D'autre part, le pont de Bukama ayant été reconstruit

en septembre, on a pu rouvrir la route nationale reliant Elisabethville à Port-Francqui. Tous les ponts - excepté celui de Kongolo - les bacs et la plupart des routes et des voies ferrées de la région avaient été réparés avant la fin de l'année, et il a été possible de rouvrir, au moins provisoirement, toutes les voies de communication importantes. En outre, la route reliant Elisabethville à Kasenga, sur la frontière rhodésienne, qui avait été hors d'usage pendant plusieurs années, a été remise en état.

Un projet a été mis à exécution à Albertville pour remédier aux graves dommages causés par le débordement du Lac Tanganyika. On a dragué la rivière Lukuga, seul exutoire naturel du lac, dont le débit a ainsi augmenté de 5%. Il s'agit là d'un problème à long terme auquel on accorde une attention continuelle.

Un ingénieur de l'ONUC affecté à Bukavu a contribué à la mise en oeuvre de plusieurs projets de travaux publics dans cette région. Les deux plus importants de ces projets étaient l'extension de la piste d'envol de Goma sur 370 mètres pour la rendre accessible aux grands avions des lignes commerciales, et le rétablissement de la route menant du Maniema à Usumbura par Bukavu et servant aux échanges entre le Congo et le Burundi.

Dans l'ancienne Province Orientale, la principale activité des experts de l'ONUC consistait à organiser et à contrôler la réfection des routes, parfois dans des régions rurales éloignées. Un autre projet important avait été entrepris: la reconstruction d'un tronçon de la route Stanleyville-Bunia.

A Luluabourg, l'équipement de construction des routes était, en grande partie, hors d'usage et, les pièces de rechange ayant manqué jusqu'à la fin de l'année, peu de travaux routiers ont pu être effectués. Toutefois, de nombreux projets de moindre envergure ont été entrepris dans l'intérêt public. Des experts de l'ONUC ont apporté leur concours aux autorités pour achever un tronçon d'un réseau d'égouts destiné à la ville. Des réparations ont été effectuées à l'hôpital général. On a procédé à d'autres travaux dans les hôpitaux et les écoles de Lusambo et de Kabinda. La station de pompage de cette dernière localité a été remise en service. Un certain nombre de projets agricoles ont été mis en oeuvre pour contribuer à la résorption du chômage. Le reconstruction du pont de Luvungu, sur la route Sentery-Kasongo, a permis d'éliminer l'obstacle qui entravait la distribution du coton dans cette région. Un projet d'assainissement a été entrepris dans la vallée de Kelekele où le cours de la rivière a été dévié pour éviter une dépression de terrain qui était devenue un gîte de moustiques.

Des projets de réfection de routes ont été menés à bien dans l'ancienne Province de l'Equateur, sous la direction d'un expert de l'ONUC en travaux publics. A la demande du Ministre, les experts de l'ONUC ont préparé un appel d'offres pour la reconstruction du port de Coquilhatville-Belonge, lequel doit jouer un rôle important dans le développement économique de la région.

Formation

Le Gouvernement a donné la priorité à la formation d'un personnel congolais destiné à remplacer les experts étrangers dans le domaine des travaux publics. Le Ministère des travaux publics a activement participé, avec l'aide de l'UNESCO, à la création d'un collège technique, l'Institut national du bâtiment et des travaux publics, qui a ouvert ses portes en février 1962. L'Institut donne un enseignement de quatre ans pour la formation de techniciens aux niveaux d'ingénieur-adjoint, de contrôleur et de contremaître qualifié. On compte qu'une quarantaine d'élèves y obtiendront leur diplôme en 1965 et, qu'après une formation en cours d'emploi, ils pourront, en 1966, remplacer des experts étrangers. Le Fonds spécial a assumé le financement de l'Institut en octobre 1963.

En 1963, l'ONUC a organisé, en coopération avec le OIT, un programme de formation en cours d'emploi pour mécaniciens d'automobiles. Les experts de l'ONUC ont également donné une formation en cours d'emploi au personnel affecté à la plupart des projets décrits ci-dessus.

FISE

L'assistance fournie au Gouvernement congolais par le Fonds des Nations Unies pour l'enfance (FISE) revêt deux aspects: une aide d'urgence et une assistance à long terme visant à organiser et à développer les services sociaux, l'infrastructure sanitaire et l'enseignement primaire et secondaire. En 1963, on a mis l'accent sur cette dernière forme d'assistance et le FISE a apporté son appui à divers programmes destinés, directement ou indirectement, à l'enfance congolaise.

Le FISE, pour la première fois dans son histoire, a contribué - en coopération avec l'UNESCO - à la mise en oeuvre d'un programme d'enseignement primaire. Des équipes d'instructeurs spécialement recrutés par l'UNESCO ont donné, dans le voisinage des principales villes provinciales, des cours de formation intensive aux instituteurs de l'enseignement primaire. Le FISE a fourni les véhicules nécessaires à cette tâche. En 1963, des cours d'une durée de 4 semaines, dont 1,600 instituteurs ont bénéficié, ont été donnés dans 14 localités différentes. Ces équipes itinérantes assuraient également un système d'inspection scolaire et la formation de personnel congolais tant dans le domaine de l'enseignement que dans celui de l'inspection. On prévoyait qu'en 1964, le personnel de ces équipes serait en grande partie congolais. D'autre part, le FISE a contribué à l'exécution du programme en fournissant le matériel didactique nécessaire, un matériel pour l'impression des brochures et des manuels scolaires, un équipement complet audio-visuel ainsi que des fonds destinées à des bourses de perfectionnement et aux traitements de 10 experts.

Parallèlement au programme de formation de maîtres de l'enseignement primaire, un autre projet est en cours d'exécution pour la remise sur pied de 30 écoles normales qui seront rééquipées et dont les programmes seront uniformisés. L'aide aux écoles normales est à long terme celle qui permettra d'élargir sur des bases solides les cadres de l'enseignement primaire. Le FISE fournira en 1963/64 pour \$210,000 de moyens de transport, d'équipement audio-visuel et de matériel de reproduction et de laboratoire.

En vue de renforcer l'enseignement secondaire dans tout le pays et de préparer ainsi un plus grand nombre d'élèves aux études universitaires, le Gouvernement a élaboré en 1961 un programme national d'urgence. Cet objectif est atteint dans un large mesure grâce à l'assistance du FISE en coopération avec l'UNESCO. Le nombre des élèves scolarisés au cours des deux dernières années est passé de 28 900 en 1959/60 à 54 000 en 1961/62 et à 73 000 en 1962/63.

Pour la réalisation de ce programme qui se poursuivra jusqu'en 1965 le FISE a accordé un crédit de \$900 000.

A la demande du Premier Ministre, le programme de distribution de lait et de vivres mis en oeuvre conjointement par la Ligue des Sociétés de la Croix-Rouge et par le FISE a été maintenu en 1963. Ce programme, qui avait été conçu en 1961 pour lutter contre la faim, s'est révélé extrêmement utile en permettant de suppléer au régime alimentaire des mères et des enfants et de réduire les effets du Kwashiorkor et d'autres maladies dues aux déficiences alimentaires. En 1963, le nombre de personnes qui bénéficiaient de ces distributions est passé de 350 000 à 500 000 et la quantité de lait en poudre distribuée s'est élevée à 6,000 tonnes fournies par l'Agence américaine pour le développement international (USAID). A titre de contribution à la réalisation de ce programme, le FISE a financé les services d'une partie du personnel travaillant dans les nombreux centres de distribution et a fourni 40 véhicules dont on avait besoin pour cette opération. A la fin de mars 1963, la Ligue a confié l'exécution du programme à la Croix-Rouge congolaise qui a continué à le mettre en oeuvre, avec l'assistance du FISE, jusqu'à la fin de l'année.

En ce qui concerne ce programme, le FISE a organisé des cours de formation à l'intention de jeunes volontaires de la Croix-Rouge congolaise, afin qu'on puisse les employer comme coordonnateurs de la distribution de lait. On a également donné des cours portant sur les premiers secours, les soins à domicile et la puériculture. Certains des stagiaires ont terminé leurs études à l'hôpital central de Léopoldville où dans l'une des cliniques pédiatriques de la Croix-Rouge.

Le FISE a pu aider à mettre sur pied les services de la santé publique du Congo et a affecté, depuis 1960, 346 000 dollars à titre d'assistance au Ministère de la santé, pour la réalisation de divers projets. Dans plusieurs cas, le FISE a procuré des véhicules tandis que l'Organisation mondiale de la santé (OMS) a contribué au même programme en fournissant un personnel technique. A l'institut médical de Léopoldville, où la formation d'infirmiers (ières), d'agents sanitaires et d'assistants médicaux est assurée avec l'aide de l'OMS, le FISE a fourni des moyens de transport ainsi qu'un équipement de laboratoire et de démonstration pour les cours pratiques de formation.

Le FISE s'est vivement intéressé au Centre de Santé de N'Djili, inauguré par le Ministère de la Santé en février 1963. Il s'agit d'un centre médico-social ayant pour but d'améliorer - à la fois sur le plan curatif et sur le plan préventif - les conditions d'existence d'environ 20 000 enfants vivant dans la périphérie de

Léopoldville, et de donner aux mères des cours de soins infantiles et d'hygiène générale. Ce centre fait partie d'un projet pilote visant à former un personnel qui sera chargé d'ouvrir des centres analogues dans d'autres parties du pays. Une allocation du FISE d'un montant de 65 000 dollars a permis d'obtenir du matériel, des médicaments et des vaccins, et de régler les indemnités de subsistance des stagiaires et les traitements d'une partie du personnel enseignant.

Le FISE s'est engagé à apporter son appui à plusieurs projets de développement communautaire^{1/} élaborés par le Ministère des Affaires sociales en coopération avec les experts de l'ONUC. La mise en oeuvre de ces programmes nécessite surtout un personnel qualifié; c'est pourquoi le FISE a souscrit à un autre projet à long terme en allouant 90 000 dollars à l'Ecole des cadres de Léopoldville. Ce crédit est destiné à octroyer des bourses aux stagiaires et à doter l'Ecole de véhicules, d'un équipement audio-visuel et de matériel de démonstration.

Dans le cadre des programmes visés ci-dessus et durant la période 1960/64, l'assistance du FISE au Congo s'est élevée à la somme globale de 2 275 000 dollars.

^{1/} Voir également le chapitre relatif au développement communautaire et aux services sociaux.

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PROGRESS REPORT NO. 14

on

UNITED NATIONS CIVILIAN OPERATIONS IN THE CONGO

January - June 1962

Issued by the Office of the Chief of Civilian Operations
ONUC - Leopoldville

Explanatory Note

The following abbreviations have been used in the body of this report: AID, United States Agency for International Development; FAO, Food and Agriculture Organization of the United Nations; ICAO, International Civil Aviation Organization; ILO, International Labour Organization; ITU, International Telecommunication Union; ONUC, United Nations Operation in the Congo; OTRACO, Office des transports au Congo; UNESCO, United Nations Educational, Scientific and Cultural Organization; UNICEF, United Nations Children's Fund; UPU, Universal Postal Union; WHO, World Health Organization; WMO, World Meteorological Organization.

"CF" stands for Congolese francs; use of "dollars"(\$) signifies United States dollars.

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INTRODUCTION

Since the issuance of Progress Report No. 13 on United Nations Civilian Operations in the Congo during November-December 1961, it has been thought advisable to change the periodicity of the reports in this series. The emergency nature of the first phase of the United Nations Operation in the Congo (ONUC), which was instituted in July 1960 in response to an appeal by the Congolese authorities, lent itself to the publication of reports at frequent intervals. As ONUC's programme became more familiar to the readers of these reports and its activities took on more of an operational and advisory character, a two-month reporting period was considered appropriate. Now, with the consolidation of the programme, there is inevitably a certain amount of repetition in the narrative accounts of sustained activities.

The present report therefore -- No. 14 in the series -- contains a summation of the activities in each sector of civilian operations for the period January to June 1962. Continuing projects are mentioned briefly. Assistance provided in nearly all sectors falls into three categories: training programmes, which are considered the most essential feature of ONUC's technical aid; operational assistance, particularly in the sphere of communications; and advisory services, which have now been integrated in several instances with the Congolese Government ministries.

During this past half-year, increasing collaboration between the Congolese authorities and ONUC has permitted the gradual implementation of a policy for normalizing and rationalizing the administration, based on a realistic appraisal of the country's requirements. The agricultural sector of the economy, particularly, is in need of greater assistance than it has been possible so far to furnish. Also, it appears likely that, in operational posts for which advanced technical training is necessary, outside aid must be continued for some time.

The efforts of ONUC's technical assistance experts have been concentrated, during the period covered by this report, on longer-term planning, particularly for training schemes. Twelve training institutions are now established, and plans for setting up others are in their final stages. With the consolidation of ONUC's programme, technical assistance to the Congo is approaching the type of aid offered by the United Nations to other developing countries. The programme remains abnormal only in size.

To give an idea of the extent and execution of this programme, Annex I to this report presents, in tabular form, a break-down of ONUC civilian operations project by project, demonstrating the objectives of each in terms of numbers of experts and types of activity, including training schemes and fellowship programmes. The second report to be issued in 1962 will provide -- on a project basis where appropriate -- some elements of evaluation of the work accomplished and the objectives attained.

A system of air contact missions, initiated in March 1962, enabled several branches of Civilian Operations to establish closer contact than hitherto with relatively isolated places in the interior of the country. These missions visited a total of twenty-five places, apart from the provincial centres, in Equateur, Orientale, Kivu, northern Katanga and Kasai. They included ONUC specialists and provincial officials dealing with public health, pharmaceutical supplies, meteorology, telecommunications, postal services, education and inland transport. Among other things, the missions delivered a considerable quantity of medical supplies, some as a gift from ONUC, some on behalf of the provincial authorities. The missions also collected information on the places visited and on their most urgent needs. Wherever practicable, follow-up action was undertaken, for example, in the supply of medicines or installation of spare parts for meteorological and telecommunications equipment.

FINANCIAL AND ECONOMIC SITUATION

Despite foreign aid extended to the Congo in various forms, the foreign exchange reserves of the country, which stood at \$24 million at the end of 1961, had dropped to \$22.6 million on 31 March 1962 and were drawn down to \$15 million in June. The dearth of foreign exchange is due to the heavy decline in recorded exports.

The customs statistics of the Central Government do not give an accurate picture of the state of foreign trade, however, since an increasingly large part of this trade is not going through the customs, either because it occurs in localities not controlled by the central authorities or because it is conducted clandestinely. For example, the production of diamonds, which was formerly one of the important sources of foreign exchange, accounted for about \$35 million in 1959. In 1961, the customs figures dropped to about \$750,000, whereas it is believed that production and export did not actually fall much below the 1959 level. Clandestine trade has been stimulated more and more by a widening divergence between the external and internal value of the national currency, which in recent months has reached large proportions. Since November 1961, when the rate of exchange of the Congolese franc was adjusted, domestic prices have registered a considerable rise, thus wiping out a substantial portion of the benefit accruing to the export trade from this adjustment.

In view of the expected drop in the country's export earnings, the Monetary Council found it necessary, during the first quarter of 1962, to take several measures aimed at curbing the drain on foreign reserves: the transfer of foreign technicians' savings was restricted; payment in Congolese francs for air travel within and outside the Congo by non-residents was prohibited; importation based on documentary credit, covered by the provision of foreign currency in a foreign bank, was curtailed; the financing of exchange operations for "invisible" transactions was forbidden; export control and import price control measures were tightened; and payment in foreign currency for services rendered to foreign shipping lines by OTRACO was made mandatory. During the period under review, the Monetary Council has also refused numerous applications for foreign exchange authorizations. However, the divergence between the external and internal value of the Congolese franc, at the present rate of exchange, is such that in the absence of stringent price control and customs measures and of effective support from the Central Government, the pressure extended on monetary and exchange institutions is becoming intolerable.

The rise in the internal price level has been caused to a large extent by a series of successive upward wage adjustments and by a large public deficit. The treasury deficit, which averaged CF 600 million a month during the first year of independence, reached a monthly average of CF 1,000 million in the second quarter of 1962. The Central Government has attempted to deal with the worsening state of the public finances.

For the first time since independence, it has set up a budget which applies to the year 1962, fixing ceilings on the expenditures of the various ministries. This budget has been passed by Parliament and may be considered a step towards bringing the public finances under control. The deficit of CF 12 billion figuring in this budget is to be covered mainly by borrowing from the institute of issue -- the Monetary Council. It is expected that a certain portion, about CF 2 billion, will be covered by unused counterpart funds of past foreign aid administered to the country by ONUC. Another part of the counterpart funds will cover projects which are not included in the budget and are designed to contribute to the economic recovery of the country.

For sustaining proper economic recovery, it is estimated that the Congo's annual requirements of foreign exchange will amount to about \$300 million. It is not expected that the country will be able to generate much more than \$125 million a year in the immediate future. Its many serious economic problems, therefore, can be met only with continued assistance from outside over a period of time. The possibility of stricter control over public expenditure, a more vigorous mobilization of foreign exchange resources, and a more efficient use of these resources may effect some improvement in the near future.

Customs

In order to increase the efficiency of the country's customs offices, ONUC experts in customs affairs placed particular emphasis on theoretical and practical training courses for Congolese personnel and on reorganizing and strengthening surveillance and control procedures. Wherever possible, ONUC experts did their utmost to encompass all activities of the Central Customs Directorate in their work.

At the request of the Directorate, technical assistance by ONUC experts has been extended to customs activity in the cities of Bukavu, Albertville and Luluabourg. The Directorate has asked that at least one ONUC expert should be assigned to each control post and each important customs office in the Congo.

During the period of this report, ONUC experts undertook the difficult task of re-establishing good relations between the Central Directorate and certain provincial control offices, notably in the provinces of Kivu and Orientale. Broadly speaking, the situation is now improved, and the Directorate's authority strengthened. ONUC experts also accompanied the Deputy Director of Customs on a number of tours of inspection in the provinces of Orientale, Equateur, Kasai and Kivu and, on as many occasions as was possible, along the frontiers, with the aim of streamlining control procedures. The completion of these tours was facilitated by the provision of ONUC air and road transport.

The existing training courses for customs agents at Leopoldville and Matadi progressed satisfactorily, and a new training course, for border police, was organized at Matadi. This latter course, which consists of both theoretical and practical instruction, is being followed by sixteen trainees.

TRAINING AND FELLOWSHIPS

Training

Training programmes under ONUC's auspices concluded, in progress or newly undertaken in the period January - June 1962 are mentioned under the relevant section headings in the present report. Details concerning these programmes are summarized in tabular form below.

Professional Training Courses Given or in Progress

(1 January through 30 June 1962)

Sector	Purpose and level of training	<u>Number of participants</u>		Duration and date
		Courses terminated	Courses in progress	
A. Agriculture	1. Veterinary assistants		22	Long-term (from Sept '61)
	2. Agronomists (diploma course)		14	Two and one-half years (Jan '61-Oct '63)
	3. Farm mechanics		35	Three months (Apr--mid-July '62)
	4. Agricultural assistants		20	Four months (May-Sept '62)

Sector	Purpose and level of training	Number of participants		Duration and date
		Courses terminated	Courses in progress	
B.				
Communications	1. <u>Civil aviation</u>			
	(a) Air traffic controllers (theoretical training)	15		One year (from Jan'61)
	(b) Air traffic controllers (theoretical training)		17	One year (from Mar'62)
	(c) Aeronautical radio operators		13	Several months (from Sept'61)
	2. <u>Meteorology</u>			
	(a) Weather forecasters	14		Six months (Oct'61-Apr'62)
	(b) Meteorological observers, Congolese National Army	13		Six months (Nov'61-May'62)
	3. <u>Postal School</u>		32	Several months (from Mar'62)
	4. <u>Telecommunications</u>		29	Several months (from mid-Dec'61)
C.				
Customs	1. <u>Appraisers</u>			
	(a) Matadi	45		Eleven months (Aug'61-June'62)
	(b) Leopoldville (advanced course)	25		Eleven months (Aug'61-June'62)
	2. Border police (theoretical and practical instruction)		16	Several months (from Jan'62)
Cumulative total		112	198	

Sector	Purpose and level of training	Number of participants		Duration and date
		Courses terminated	Courses in progress	
D. Education	National Pedagogical Institute		76	Opened Dec'61
E. Health	1. Sanitarians		25	Three years (from Oct'61)
	2. Maternal and child health workers		15	Short-term
	3. Nurse midwives		4	Short-term
F. Labour	1. Labour inspectors		35	Five months (from May'62)
	2. Executive staff, Pensions Department		6	Several months (from Mar'62)
G. Police	1. Police School, Leopoldville		400	Long-term (from Nov'61)
	2. Police School, Albertville	83		Short-term (Jan-Mar'62)
H. Public Administration	1. National School of Law and Administration (degree course)		293	Four years (from Feb'61)
	2. Senior government officials, Leopoldville		130	Six months (from Jan'62)
Cumulative total		195	1,182	

Sector	Purpose and level of training	Number of participants		Duration and date
		Courses terminated	Courses in progress	
I. Public Works	National Institute for Building and Public Works		33	Four years (from Jan'62)
J. Social Affairs	Community Development Study Conference, Coquilhatville	44		Two weeks (Mar'62)
Cumulative total		<u>239</u>	<u>1,215</u>	

Fellowships

During the past six months, ONUC's Fellowship Service dealt with the award of fellowships for advanced training abroad in agriculture, architecture, transport and communications, education, medical and legal studies and police work. About eighty fellowships went through the various stages of processing.

The dossiers of the two best trainees who followed the accelerated training course for agricultural assistants, held in Leopoldville last year, were presented to the French Government and the necessary steps were taken to arrange for these two fellowship holders to leave at the beginning of May for a period of further training in France.

The Fellowship Service attended to the travel formalities -- passports, medical examinations and the like -- of five trainees from the Leopoldville Academy of Fine Arts who had received fellowships from the Swiss Government for a year's practical training in architecture.

The International Telecommunication Union, in co-operation with the Federal Republic of Germany, announced the offer of twenty-five fellowships for training in Germany -- twenty in automatic telegraphy and five for studying broadcasting systems. These awards will cover a minimum duration of one year's training, and will be preceded by three months of language study. The twenty-five trainees chosen to follow these courses left the Congo on 3 February.

At the beginning of January, a group of seven fellowship holders -- hospital nurses and laboratory assistants -- left for Tunisia where they will undergo a year's training at the invitation of the Tunisian Government. An anaesthetist's attendant at the Kintambo Hospital in Leopoldville was awarded a fellowship granted by the Swiss Government for a year's training at a hospital in Lausanne.

In the field of police work, the Fellowship Service, in collaboration with the Congolese Ministry of Foreign Affairs and the French Embassy, has screened the applications of candidates for fellowships which will enable them to study police techniques abroad. The United States Agency for International Development (AID) has also approved the candidatures of ten trainees who will be sent to Luxembourg for police training.

Nine other fellowships were offered by AID in the second quarter of 1962, of which four are for studies in the field of legislation and five will have to do with transport matters.

A final group of five fellowship holders left Leopoldville for Paris at the beginning of January to study at the Institut des hautes études d'outre-mer (Institute for Advanced Studies for Overseas Territories) at

the invitation of the French Government. The next departure of candidates selected for admission to the Institute will be at a date approaching the commencement of its academic year -- October 1962.

A female Congolese student is the recipient of a French Government fellowship for university level training. Two further awards have been made by the French Government for fellowships in technical studies.

Eight candidates of the Ministry of Youth and Sports were awarded fellowships by the Government of Israel and left the Congo at the end of February.

Three holders of fellowships from the Republic of China are now studying agricultural techniques in that country.

AGRICULTURE

General situation

In the first quarter of 1962, special factors inherited from the previous year enabled some of the Congo's agricultural products -- rubber, palm oil and cocoa -- to stage a recovery in world markets. The fall in the international price of coffee, on the other hand, dealt a disastrous blow to the coffee industry. The cotton industry had been sustained in the latter period of 1961 by ONUC's action in airlifting some CF 110 million from Leopoldville to Kivu Province, where an acute shortage of currency notes had prevented commercial banks from authorizing the payment of loans. This money was used for large-scale purchases of crops from local cotton growers, thereby saving one crop and enabling the next to be sown. Arrangements were made to supply 200 tons of insecticides to Kivu for spraying the crops.

A special survey of the agricultural situation in the Congo was carried out early in 1962 by ONUC experts of the Food and Agriculture Organization of the United Nations (FAO). The findings of this survey and the recommendations of the experts have been under consideration by the Congolese Government. In general terms, the survey indicated that complete agricultural recovery poses few technical problems, as the main causes of agricultural decline -- lack of security, a break-down in the transport system, the inaccessibility of credit and a lack of confidence among producers -- have their roots in the over-all political and socio-economic situation, requiring solution at that level.

Training

Three sessions, lasting three months each, have now been held at the Farm Mechanics Training Centre. The sixty-eight graduates of the two training courses held last year are working on various farms throughout the Congo where they are making their contribution towards keeping agricultural machinery in repair. The best student of the first course was awarded a fellowship for advanced study overseas. At a ceremony held recently to mark the end of the third session, thirty-five more trainees received diplomas, presented by the Minister of Agriculture of Leopoldville Province. The graduating class gave demonstrations in the use of caterpillar tractors and first-aid practice. A former trainee, who is now an instructor at the school, also gave a demonstration lecture on the rules of the road and the importance of mechanization in agriculture.

A second accelerated course for agricultural assistants, with twenty trainees enrolled, is now in progress in Leopoldville. These courses,

organized with the assistance of the Bureau pour le développement de la production agricole outre-mer, include instruction in agronomy, rural modernization, teaching techniques and administration. Through the generosity of the French Government, the two best trainees out of the twenty-four assistants who followed the first course, held last year, are now studying in France on fellowships. ^{1/}

Bilateral fellowship aid to the Congo channelled through ONUC, including the three fellowships just mentioned, includes the following in the domain of agriculture:

<u>Subject of study</u>	<u>Number of fellowships</u>	<u>Donor</u>
Advanced agriculture	3	France
Forestry	10	United States
Wildlife	6	United States
Co-operatives	8	United States
Farm mechanics	2	FAO

Courses in home economics set up in Bakwanga, in the Province of Kasai, have recently turned out twenty diploma graduates, bringing to fifty-two the number of young people who have received this instruction.

Continuing projects are the agricultural diploma course at Lovanium University, with fourteen students, and the Butembo Veterinary School in Kivu Province, where twenty-two students are undergoing training in animal health.

Other United Nations aid

A marketing expert has been advising the Congolese authorities on the channelling of food imported from the United States, both as gifts and for trade. The expert is also associated with the evolution of import policy, stressing in particular the need for the import of breeding animals, incentive goods and spare parts for agricultural machinery.

Vegetable projects have been launched in the provinces of Equateur, Kivu and Leopoldville, and vegetable seeds have been supplied to the ONUC base at Kamina. The largest of these projects is at N'Djili, a suburb of Leopoldville city, where ONUC has supplied seed, insecticides, fertilizer and compost to some 400 families who have formed an agricultural co-operative. ONUC also arranged for practical demonstrations to be held at the site of the project. The ninety-seven founding members of this co-operative, for their part, have already raised a sum of CF 55,000, and the society is under registration.

^{1/} A recapitulation of the fellowships programme from January to June 1962 is given in the section of the present report entitled "Training and Fellowships".

In the first quarter of 1962, an effort to revive road transport vital to agriculture was made by organizing a nucleus of public carriers in Kasai Province, with twenty-three trucks stationed at Luluabourg. There has been a great demand for similar facilities in other provinces, notably in Kivu, where quantities of fruit and vegetables have deteriorated, as there was no means of moving the crops to markets.

COMMUNICATIONS

Civil Aviation

During the first three months of 1962, three civil aviation projects based upon the original agreement between the United Nations and the Central Government were carried out: an operations project designed to ensure the continuity of ground services at all the main airports of the Congo; a training project, centred at the Civil Aviation School in Leopoldville, and an advisory project aimed at assisting the country's Directorate of Civil Aviation to cope with administrative and institutional problems. In the latter half of this reporting period, the appointment of a new Secretary General of Transport and Communications, a Congolese civil servant with an understanding of the problems involved and an appreciation of the valuable role played by international assistance, brought about a marked improvement in relations between ONUC's civil aviation mission and the Ministry.

Operational assistance

In spite of an inadequate personnel position, air traffic advisory services to ONUC military and chartered aircraft, as well as to international and national carriers, were provided regularly, thus permitting necessary air operations to be conducted in a safe and orderly manner.

Air traffic services along the main national routes were maintained, and airport traffic control, air-to-ground radio communications, radio and electrical maintenance and general supervision of airport auxiliary services considered essential for the safety of aircraft operations (including fire-fighting services), were provided at the following eight airports: Leopoldville (N'Djili), Luluabourg, Kamina, Elisabethville, Albertville, Goma, Stanleyville and Coquilhatville. At the present time, only the N'Djili airport operates twenty-four hours a day, all others functioning on a daytime basis.

Radio and electrical maintenance services were also provided sporadically to the airports at Moanda, Kikwit, Boende, Basankasu, Ligenge, Bunia, Bakwanga, Kindu, Tshikapa, Paulis, Port-Francqui, Lodja and Bukavu. Following the severe floods of late 1961 and early 1962, the deterioration of the city power supply at Elisabethville, Stanleyville, Luluabourg and Kamina threatened the functioning of the airports at those cities. Through the combined efforts of ONUC civilian and military operations, it was possible to minimize the effects of break-downs in the power supply;

airports were not closed during that period, and normal air operations were not seriously impaired. However, it has not yet been possible to execute fully the measures planned for supplying the airports with their own emergency power units so as to avert any possible interruption in the future, even if the city power supply is unavailable.

The greatest difficulty still encountered in the way of perfecting and improving operational services provided by ICAO experts at the eight main airports mentioned above is the deficiency of the point-to-point aeronautical telecommunications network. This network is operated and maintained by the Ministry of Posts and Telecommunications, as part of the general telecommunications system of the country, and its improvement forms part of the International Telecommunication Union's future development and assistance programme.

Technical improvements in the air traffic display at the N'Djili Information Centre and at airport towers throughout the country are under way; also a great improvement in inter-airport communications will become effective when single-side-band equipment, requisitioned in February, is installed at the airport towers. The potentialities of the Central Government's Ministry of Transport and Communications, which controls the Directorate of Civil Aviation, make it clear that ICAO operational activities cannot be suspended in the immediate future without paralyzing international and national air carriers completely. The Directorate of Civil Aviation does not have in its service the air traffic controllers necessary to operate the airports; nor does the Ministry of Posts and Telecommunications have a sufficient number of radio operators, radio technicians and airport electricians to replace ICAO technicians.

During the period covered by this report, the number of operational experts at the airports varied from fifty-eight to sixty-seven. In accordance with the 1962 technical assistance programme, which provided for the civil aviation team to be strengthened by an increase in the number of experts up to a total of one hundred, ICAO headquarters is now engaged in processing the recruitment of additional personnel. In recent months an improvement has been noted in the processing of governmental approvals for the recruiting of ICAO experts for the Congo.

Training

The Civil Aviation School operated by ICAO experts since January 1961 has not yet received official status nor has it been fully supported by the Ministry of Transport and Communications. However, a new interest in the affairs of the school has been evidenced in recent months, auguring well for the future. Unless the school is officially recognized by the Central Government, has a suitable building assigned to it and a budget allocation, its output will continue to fall short of the requirements of civil aviation in the Congo.

The school is now housed on rented premises where a synthetic trainer for air traffic controller courses, a multi-position Morse training table, a projection room for ICAO technical films and other facilities have been installed. The housing and feeding of the students are assured by ONUC at the cost of CF 100 per day per student -- rent, electricity and water included. The Congolese Government provides the students, recruited from the ranks of civil servants, and pays them their normal wages.

Through the efforts of ICAO experts, the theoretical phase of a first course for air traffic controllers was completed by January 1962, and the fifteen trainees following this course have thereafter been receiving on-the-job training at N'Djili Airport; a second course for air traffic controllers commenced in March 1962, and now has seventeen trainees; a first course for radio operators started in September 1961 and has thirteen students enrolled.

The duration of an air traffic controllers' course is between twenty months and two years (theoretical and on-the-job training); a radio operators' course (theoretical and on-the-job training) requires fourteen to sixteen months and a radio technicians' course would last approximately three years. As things now stand, therefore, it is clear that an even greater emphasis than at present needs to be placed on civil aviation training.

Advisory services

As originally envisaged, advisory services in the civil aviation field involved the appointment of ten international advisers to work with the Congolese authorities. However, several obstacles were met with in efforts to assist the Directorate of Civil Aviation, and this plan has not been fully implemented. Recently, some headway has been made. At the request of the new Secretary General of Transport and Communications, an ICAO legal adviser took up duties at the Directorate in May, a few days after another ICAO expert had been appointed as an adviser to the Commandant d'Aéroport at N'Djili. A third ICAO expert, a communications adviser, has been integrated with the Directorate of Telecommunications.

It is estimated that the second half of 1962 will see more international advisers working in close co-operation with the Congolese authorities to improve and reorganize the country's civil aviation administration.

Meteorology

Observation network

In June 1961, WMO experts surveyed the country's observation network and noted that around half the qualified synoptic observers in service before independence were no longer at their posts. A great many synoptic stations had been destroyed or abandoned, and most meteorological instruments had disappeared or were no longer in working condition. By and large, the same analysis holds good as of June 1962. At a conference of the observation network's provincial heads and their deputies -- excluding those of Katanga -- held at the Binza Meteorological Institute in October 1961, steps for reopening observation posts throughout the country were discussed and agreed upon in principle. Nevertheless, it has not been possible to put these measures into effect owing to political and social instability in some areas, the lack of trained personnel and the total absence of the means to replace meteorological equipment. A more limited plan, whereby forty-three important observation stations would be re-equipped and re-organized, has been in operation since March 1962.

Operation of the service

Flight protection services in the Congo have been maintained throughout the present reporting period at the Leopoldville and Stanleyville airports by ONUC experts provided by the World Meteorological Organization (WMO). Seven Congolese trainees -- five at N'Djili and two at Stanleyville -- have also participated in these services since May 1962. With the advice and assistance of the WMO Chief of Mission and the chief forecaster, the procedures in force at Leopoldville for meteorological services to civil aviation were revised. WMO experts at the N'Djili forecasting bureau, in collaboration with the ONUC Canadian Signal Corps, have been issuing forecasts for flights originating not only at Leopoldville and Stanleyville, but also at the airports of Albertville, Elisabethville, Kamina and Luluabourg since January 1962. This service is unfortunately restricted by a shortage of personnel and by poor communication facilities.

Training

Ten trainees who had taken a six-month preparatory course, followed by the School of Meteorology's forecasters' course, also of six months' duration, passed their final examinations for the latter course in April 1962. They then began a year's practical training, three months of which

will be spent in Europe. At the end of this period they will be qualified to function as junior forecasters. These study courses were organized by ONUC in co-operation with the Director of Technical Assistance of the Ministry of Foreign Affairs of the Congolese Government; the trainees receive fellowships for their studies outside the Congo.

Thirteen meteorological observers of the Congolese National Army successfully completed, in May 1962, a training course which had been going on since November 1961. They are now proceeding with a phase of practical training at military aerodromes.

As of June 1962, a total of sixty civilian and fifteen military observers had taken six-month training courses given at Binza (Leopoldville), Stanleyville, Coquilhatville and Luluabourg.

Advisory assistance

At the request of the Congolese authorities, WMO experts assisted in preparatory work for the third session of the WMO Regional Association for Africa, and the WMO Chief of Mission accompanied the Congolese delegation which participated in this regional conference, held at Addis Ababa from 14 to 31 March 1962. During the meeting, it was proposed that the Congolese Meteorological Service should undertake the responsibility of establishing a regional meteorological training centre as well as centres for the comparison of barometers and radio-sonde ascents, the calibration of meteorological instruments, radiation measurements and ionospheric investigation.

WMO experts also assisted the Directorate of the Congolese Meteorological Service in drafting proposals for the classification and regrading of officials of the service, within the framework of the reorganization of public administration formulated by the Central Government.

The meteorological stations at a total of twenty airports were inspected, and recommendations for their improvement were made to the Congolese authorities concerned.

Postal Services

The broad aims of ONUC's postal services sector have been to ensure the continuous operation of existing facilities, to assist in reactivating those which had lapsed, to advise the Congolese authorities on the reorganization of the postal administration, and to provide Congolese personnel with a degree of training which would enable them to carry out their tasks without outside assistance.

Administrative machinery

An over-riding concern of ONUC postal experts has been the necessity to adapt the country's postal apparatus to practical needs judged in the light of administrative and political realities. The Congolese postal service, as now organized, appears to need urgent and far-reaching administrative reforms. While an enterprise such as a postal service requires some degree of both independence and centralization, the Congolese postal administration suffers from a unique dispersion of responsibility, being under the joint control of three separate ministries -- Posts and Telecommunications, Finance and Public Works.

As an initial measure to remedy this situation, ONUC postal experts proposed that the control of post office funds, throughout the country, should be vested in the postal directorate of the Central Government. This suggestion was accepted and has already been put into effect. Other administrative reforms, such as the centralized control of personnel in the postal services, are under study and will be submitted to the Congolese postal authorities.

Operation of the service

In spite of grave difficulties by way of adequate transport facilities, the flow of mail and of parcel post was maintained at a satisfactory level throughout this reporting period. Air services used for transporting mail in the provinces have been adequate, but surface mail has continued to be irregular -- a situation which is inevitable under the existing arrangements whereby the postal services do not possess their own fleet of vehicles but are dependent on such transport as the Ministry of Public Works is able to place at their disposal.

ONUC experts assisted the Congolese authorities regarding the development of relationships with the Universal Postal Union (UPU). The Director of the International Bureau of UPU visited Leopoldville at the beginning

of March in the course of an information visit to Africa, following which UPU hoped to develop its technical assistance activities. One immediate effect of this visit was the announcement that twenty-four vehicles would be put at the disposal of the Congolese postal services by the corresponding departments of the Federal Republic of Germany and Switzerland.

A year ago, the country's postal cheque and money order services were not operating, partly because various separatist administrations in the provinces could not be counted on to honour their obligations. Since the installation of a new Central Government in August 1961, it has been possible to resume these services, albeit on a necessarily limited scale. The seven ONUC postal experts assigned to the provinces in late 1961 have continued their participation in auditing and controlling day-to-day operations. These efforts, it is hoped, will have a salutary effect on the country's postal services as a whole.

ONUC experts also provided technical assistance to the Congolese authorities in connexion with the issue of a special "Dag Hammarskjold Memorial" stamp on 20 January 1962.

Training

A Postal School was opened in Leopoldville on 5 March 1962, with thirty-two trainees from all the Congo's provinces. These trainees -- collectors and assistant collectors already in government employment -- will return to their former posts at the completion of their training.

The aim of the school is to provide refresher courses of three months' duration for officials now employed in the postal services, and concurrently to undertake the systematic training of new recruits. The subjects taught cover the full range of postal activities.

The realization of this project was due to the joint efforts of the Congolese authorities and ONUC's team of postal experts. Close collaboration during the planning stage resulted in the following division of responsibilities: ONUC provided travel accommodation for many of the trainees from their places of origin to Leopoldville; the Congolese Government's Department of Public Works and ONUC's postal services together took care of repairing and equipping the building which houses the school; the daily transport of the trainees between their lodgings and the school is furnished by ONUC, while the cost of feeding and lodging the students is borne by the Directorate of Posts; the school is run by Congolese officials assisted by a technical adviser from ONUC, and it is envisaged that the teaching will be handed over gradually to Congolese civil servants in the postal services.

Ancillary training courses will be opened at the post office branches in the chief towns of each province. So far such centres of instruction are functioning in Luluabourg and Stanleyville.

Telecommunications

Operation of the network

Significant progress was made during the period under review as relations with the Congolese authorities continued to improve, and experts provided by the International Telecommunication Union (ITU) were called upon, more and more, to act in a consultative capacity on important issues affecting the development of telecommunications systems. Simultaneously, the offer of a large supply of telecommunications equipment by the Federal Republic of Germany influenced progress substantially and a draft project was set up for establishing a new, modern telecommunications network which is to link the provincial capitals of the Congo with Leopoldville. The requirements of various branches of the administration -- such as the Ministry of the Interior, the Ministry of Information and the aeronautical and meteorological services -- as well as regular requirements for the public utilization of the long-distance telephone and telegraph services, have been taken into consideration in this connexion.

The great size of the country, among other factors, renders the telecommunications network of considerable importance as a means of strengthening governmental machinery throughout the Congo and of assisting the country's economic and social development. The basic telecommunications network left behind by the colonial administration is inadequate to meet the needs of the new Congolese nation. Taking into account the changed situation since independence, ITU experts have been stressing the necessity of strengthening the existing network rapidly so as to provide safe and reliable communication links between the provincial capitals and within the provinces themselves.

Improved facilities for high speed radio-telegraphy, telex, and radio-telephony are needed, with sufficient channel capacity to permit adequate handling of all important communications requirements of the public and private sector, of the press and information services, and of civil aviation and meteorology.

International circuits will be extended to include new countries, and it is hoped that eventually they will operate on a twenty-four hour basis instead of several hours daily as at present. This, of course, will require more trained personnel and equipment. Since early 1962, emphasis has shifted from purely maintenance and operational aspects of technical assistance to training, with ITU experts gradually handing over a greater part of the actual work to Congolese technicians and acting more in advisory and supervisory capacities.

Training

On 3 February 1962, twenty-five trainees left for the Federal Republic of Germany where they are following accelerated courses of specialized training -- twenty in automatic telegraphy systems and five in broadcasting systems -- on fellowships awarded by the German Government. The training course in automatic telegraphy is to terminate at the end of 1963, and that of broadcasting in approximately one year. Thirty trainees are also being selected to follow a specialized training course in radio-communications, on fellowships offered by the French Government through ITU. ^{1/}

Congolese technical personnel working in the telecommunications service require fast specialized training in order that they may take over the duties formerly entrusted to foreign technicians, which are still being carried out in many cases by ITU experts. So as to fill posts at all levels as early as possible with qualified Congolese technicians, a large-scale fellowship programme has been envisaged for 1962 and 1963. This specialized training abroad of technicians who have already had some experience is to be carried out while new recruits are being trained locally, so that all levels of the telecommunications service can be filled with Congolese in a reasonable time. This will also provide a logical organization in the future, under which the older personnel will occupy senior posts while new recruits enter at lower levels. It is intended to send up to one hundred trainees abroad for courses in the various specialized fields of telecommunications, such as radio-communication systems, automatic telegraphy and broadcasting. The average duration of these courses will be eighteen months.

In addition to such accelerated training courses provided abroad through fellowships, permanent training facilities are to be established in the Congo to turn out regularly additional technical personnel for all grades of the telecommunications service. A small technical school with an ITU expert as instructor is now operating in Leopoldville.

^{1/} A recapitulation of the fellowships programme from January to June 1962 is given in the section of the present report entitled "Training and Fellowships".

Transport

Early in 1962, a sector was set up to advise the Congolese authorities on matters pertaining to the development of transport. Over the past few months, ONUC has assisted the authorities in co-ordinated efforts to revive the country's transport system, the break-down of which had been a serious hindrance to economic recovery. The destruction of bridges and roadways and the discontinuance of transport services as a consequence of political events had isolated certain regions in the hinterland and disrupted normal channels of trade. The unprecedented floods at the end of 1961 and the beginning of 1962 caused a stoppage of transport by inland waterways and cut off river ports and railway lines. Repair and maintenance facilities for the means of transport, particularly road transport, were defunct, owing to a long-standing shortage of spare parts and the lack of technicians. These were the three main factors which interfered with the routing of imports and exports and the movement within the country of agricultural and other products.

The considerable diminution of traffic, in contrast to its pre-independence volume, permitted goods and produce to be forwarded over the main traffic arteries by water and rail; on the other hand, the 50 per cent decrease in the number of trucks and service vehicles left in the Congo at the end of 1959 became one of the gravest obstacles to the evacuation of agricultural and other products to factories and markets in the interior, as also to points of access on export routes. To this problem was added the defective -- and worsening -- state of the road network. A part of the yield of preceding harvests -- in rubber, cotton, ground-nuts, for example -- could not be moved; in some regions no new crops were sown. Congolese producers received insufficient supplies of seeds -- or none at all. These circumstances culminated in a disinterest in productive activity.

In this situation, ONUC undertook emergency action for the restoration of the means of transport and of transport routes vital to the Congo. Thirty tons of spare parts were flown to Orientale Province early in 1962, and trucks were rented for use in regions which were almost without any means of transport. ONUC also assisted the Congolese authorities to begin a programme of reconstruction work on bridges considered especially important to the country's economic life.

ONUC experts have worked in close association with the departments of the Central Government concerned with road transport to set up a detailed programme for dealing with major problems in this field by the end of 1962. This programme envisages the importation of spare parts necessary to keep the vehicles already in service in good mechanical condition, the putting into operation of a large number of vehicles which are at present immobilized but which can be made roadworthy, and the importation of up to

1,200 new trucks. With this programme of imports and repairs, the country's present vehicle strength -- now around 50 per cent less than it was in 1959 -- will be increased by 25 per cent.

EDUCATION

With the assistance of experts from the United Nations Educational, Scientific and Cultural Organization (UNESCO), the Congolese authorities were able to concentrate their major efforts during the past few months on the development of secondary education -- an objective requiring high priority, in view of its importance in relation to the country's economic, social and political progress. It was considered necessary to deal with the problem at four levels: reforming the structure and programme of the secondary education system; increasing student enrolment; training teachers; and improving and simplifying educational administration.

In July 1961, a reform of secondary education throughout the Congo was promulgated in a presidential ordinance, representing the unanimous recommendations of a commission consisting of Congolese educational officials assisted by UNESCO experts. The commission envisaged, among other things, the establishment of a special training course, consisting of two years of general orientation followed by four years of specialization in various fields of general and technical education. The proposed scheme is an adaptation of modern pedagogical methods to the country's needs and places the Congo in the forefront of African countries now making efforts in this direction. By January 1962, the commission had worked out the details -- including a choice of appropriate teaching manuals -- for the preparatory course.

With the commencement of the 1961-1962 school year in September 1961, efforts made since independence to increase student enrolment were intensified. An emergency programme on a national scale was set on foot which, by using all the premises which were or could be made available as class-rooms and by calling for teachers of various nationalities, including those recruited by UNESCO, resulted in 150 new classes being opened, in January 1962, for students in the first year of secondary schooling. This permitted the enrolment of 6,000 additional pupils. In the past two years student enrolment has almost doubled. Thus, some 54,000 pupils were enrolled in the 1961-1962 school year, as compared with 28,000 in the school year 1959-1960.

In the matter of teacher training, the National Pedagogical Institute, which was inaugurated in late 1961, has made good progress. Enrolment at the Institute will reach 200 at the beginning of the next school year. Of the seventy-six students now at the Institute, some fifty are elementary school teachers (monitors) who have not completed their high school studies, but were successful in the special entrance examination held. Twenty trainees have completed their secondary education and are following a two-year course in the Institute's Ecole normale moyenne leading to an intermediate teaching diploma, slightly below the level of a university degree. The monitors have had an average of three to four years of secondary schooling and are being given a preparatory

year of training, prior to their full enrolment in the diploma course. Seven UNESCO professors, including a special adviser to the Congolese Director, form the nucleus of the Institute's staff.

The administration of secondary education was enhanced by the opening of a foreign teachers' bureau in the Ministry of Education, early in 1962, and by the adoption of a simplified system for overtime pay. The bureau is directly responsible for the payment of salaries and grants to foreign teachers employed by the Congolese authorities. As a first result of the work of the bureau, several Belgian teachers in the provinces of Equateur and Kasai who had decided not to return to the Congo for the 1962-1963 school year have changed their plans. The bureau is also in charge of recruitment.

The number of pupils in primary schools had been increasing fairly steadily in the years preceding independence. However, several problems remained unsolved, among them the fact that many primary schools offered only one or two years of study, and there was a dearth of qualified teachers. An over-all reform of primary education is being considered by a commission, composed of representatives of the various provinces and UNESCO experts, established in March 1962. As an interim measure, training and refresher courses for teachers and inspectors of schools have been organized. It is expected that these courses, given by teams of experts in the chief centres of each province, will produce a body of some 2,000 qualified primary school teachers and inspectors.

Eight senior officials of the central and provincial administrative services for education followed a special training course, in Geneva and Paris, under the auspices of UNESCO and the International Bureau of Education. This course lasted from October 1961 to June 1962.

A preliminary survey of the possibility of organizing adult education courses was conducted by a UNESCO expert, in conjunction with the Congolese government departments and other sectors of ONUC concerned, and specific proposals are under preparation.

HEALTH

The staff of the World Health Organization (WHO), which is in charge of ONUC's programme in the medical field, is divided into three groups: advisory, teaching and operational.

The WHO Advisory Team in Leopoldville has worked in close collaboration with the Central Government's Ministry of Health during the period under review, and some members of the team have been integrated with this ministry. Other members of this group were assigned to health ministries in the provinces where they carried out the expert services of normal technical aid programmes; giving sustained assistance to their Congolese counterparts. They have been able to visit the country's interior and to initiate action or make recommendations for the control of major communicable diseases and for the maintenance and improvement of health services. In general, the efforts of the advisory groups have been well received by the central and provincial authorities, and the integration of ONUC's assistance within the framework of the central and provincial administrations has gathered momentum.

The WHO teaching staff has participated in a number of continuing projects, including degree courses at Lovanium University.

The WHO operational group -- the largest of the three -- consists of internationally recruited general practitioners, medical specialists and technicians who have ensured the uninterrupted operation of clinical and medical services in the various hospitals and dispensaries of the country. As a result of an improvement in the security situation in the first quarter of 1962, it was possible to assign WHO doctors to remoter areas in the country's interior. The health problems of refugees from Rwanda and Burundi in Kivu Province also received some attention at that time, although WHO experts could not assume complete responsibility for this activity.

At the end of June 1961, when the International Red Cross terminated its programme of assistance to the Congo and the responsibility of maintaining the country's medical care services fell entirely upon ONUC, it was estimated that a total of 450 doctors would be required if this humane task were to be completely fulfilled. However, it has not been possible for the United Nations to provide for the recruitment of more than 200 doctors, 140 of whom had been appointed, at the end of May 1962, as follows:

Leopoldville Province	26
Equateur Province	23
Orientale Province	20
Kivu Province	28
Kasai Province	25
Katanga Province	6
Operational staff directly under Advisory Team	4
Lovanium University teaching staff	8

The remaining number of 60 doctors, provided for under the programme, are under recruitment. The doctors who are working in the Congo -- some 57 per cent of whom are deep in the country's interior, mainly in isolated bush hospitals -- have succeeded in maintaining medical care services under conditions of varying difficulty. In assigning staff, due weight was given to the size of the population to be served and the nature of the workload involved. In this manner, the available staff is spread over as wide an area as possible.

During the period under review, it was often difficult to provide hospitals in the provinces with medical supplies. However, a system of air-liaison patrols undertaken by ONUC enabled WHO to dispatch drugs from Leopoldville to centres in the provinces. In addition, around fifty-five tons of medical supplies have been flown to the provinces from Leopoldville on scheduled ONUC internal flights. In many instances, the ONUC air shipments provided the only means by which stocks of medical supplies in remote areas could be replenished.

In the matter of environmental sanitation, WHO engineers concentrated on ensuring a supply of potable water in various urban and semi-urban regions, supervising existing facilities both at the source and at distribution points. Appreciable assistance was given by WHO engineers to the provincial authorities in areas affected by the floods in February 1962. These engineers have also provided advisory services in all fields related to their specialty.

The dominant epidemiological feature was an outbreak of small-pox in Leopoldville city where 737 cases were detected in the period January to March 1962. The WHO Advisory Team and operational staff assisted the Government in undertaking a mass preventive campaign; some 500,000 persons were vaccinated between 26 February and 31 March. A consultant from WHO headquarters was placed at the disposal of the Congolese authorities, on a short-term basis, and the Advisory Team assisted in planning the campaign and in co-ordinating various services -- such as the central

and provincial health ministries, the city health services, the Swiss medical unit which works within the framework of ONUC at Leopoldville and the ONUC medical services -- and WHO experts participated in the training of vaccinators.

Training

Members of the WHO Advisory Team assisted in the training of nurse midwives, maternal and child health workers and sanitarians. Trainees in the latter category are enrolled in a long-term course which commenced in October 1961 and is due to end in 1964.

Lovanium University receives the assistance of eight WHO experts. In addition, thirty Congolese benefited from subsidies provided to help deserving Congolese students at the University's medical faculty. In order to ensure that an adequate number of Congolese students follow medical studies within the country, fellowships for study abroad are awarded only in fields for which training facilities are not available at Lovanium.

JUDICATURE

In response to a request for increased ONUC assistance in the judicial field, made by the Central Government's Ministry of Justice, a threefold solution to existing problems was proposed: the recruitment of qualified foreign personnel, the rapid training of Congolese jurists, and a general reform of the judicial system.

In the matter of training, a long-term programme of university-level training has been under way at the National School of Law and Administration, and short courses of accelerated training have already provided the judiciary with some ninety auxiliary magistrates who were assigned, on completing their courses, to courts in Leopoldville where they have been perfecting their knowledge by undertaking judicial functions.

Legal reform involves adapting the structure of the judiciary to the country's needs and resources and making a number of innovations in the country's legal training. While the details of such reform have been under serious consideration by the Congolese authorities in the period under review, it should be noted that Congolese jurists trained at the National School of Law and Administration -- established at ONUC's instance in February 1961 -- will progressively be available to take their places in the national judiciary, as refashioned or in its present form.

In the course of numerous discussions between ONUC authorities and officials of the Central Government's Ministry of Justice, the latter expressed particular concern about the need for a swift reconstitution of the magistracy with qualified foreign judges. The Congolese authorities required the new corps of judges to be employees of the Congolese Government, deriving authority from the law of the country. They also asked that candidates to the magistracy should be sought from among as many countries as was practicable, and that the United Nations should conduct a mission of recruitment for this purpose. It was proposed, as a first measure, that upwards of fifty foreign jurists should be recruited: a legal adviser to the Ministry of Justice, three judges to serve at the Court of Appeals in Leopoldville, seven magistrates for the lower courts, sixteen district judges, four chief deputies and twenty-one other deputies to the Public Prosecutor, and seven legal advisers to the national and provincial assemblies.

As a result of the close working relationship established between ONUC's Senior Consultant for Judicature and the officials of the Ministry of Justice, it was possible, early in 1962, to undertake the recruitment of thirty magistrates for the lower courts, three jurists to serve on the Court of Appeals in Leopoldville, and three legal advisers to the

legislative assemblies, all of whom had been interviewed by United Nations officials late in 1961.

Thirty jurists had arrived in the country by the end of June 1962, and were assigned to duties at Leopoldville, Coquilhatville, Bukavu, Albertville, and Luluabourg. When the programme of recruitment has been completed, the reactivation of the judiciary should be well in hand and the latter half of 1962 is expected to show decisive results in this connexion.

LABOUR

ONUC's technical assistance programme in the field of labour is executed by the mission of the International Labour Organization (ILO) in the Congo. During the period of this report, ILO experts carried out projects in five areas of activity -- labour administration, wages and wage policy, social security, co-operatives and training.

Assistance was provided to the Congolese authorities in drafting new legislation and modifying existing legislation on such matters as collective agreements, conciliation procedures, labour tribunals and trade unions. It is expected that the new provisions will facilitate labour-management relations and encourage compromise solutions.

A guide for labour inspectors, consisting of explanatory comments on legal texts, was prepared by a study group with the assistance of an ILO expert early in 1962, and was made available to the provincial departments of labour. An ILO expert participated in the preparation of administrative and technical regulations for labour inspectors.

The National Consultative Labour Commission completed a general job classification based largely on ILO standards and reviewed draft legislation on collective agreements. This legislation, if approved by Parliament, should enable employees and workers to negotiate in a more constructive atmosphere than has obtained in the past.

The National Commission has also pursued its study of minimum wage-fixing machinery in the private sector.

During the period of this report, various measures were taken to give effect to the new social security legislation, derived from the decree-law of 29 June 1961. An ILO expert co-operated with the Central Government's Ministry of Labour in drafting regulations governing the application of the social security law, and was associated with the implementation of administrative procedures whereby the central labour department exercises control over the execution of decisions made by the National Institute of Social Security. Another ILO expert assisted in establishing administrative and technical responsibilities at the main office of the Institute and at its field offices, and co-operated with the Congolese authorities in drawing up organizational charts for this purpose.

An expert in co-operatives arrived in July^{1/} and is now investigating the potentialities for co-operative development which exist in this vast country, with a predominantly rural economy, and the attendant problems of equipment, supplies, marketing of produce and transport.

^{1/} Information received as of delayed date of publication of the present report.

Training

The encouraging results of two previous training courses for labour inspectors prompted the Congolese authorities to request the co-operation of ILO in setting up a third and more fully integrated course, which started in May 1962. It will last five months and consists of theoretical instruction alternating with practical demonstrations and tests. As a result of this course, the Ministry of Labour expects to increase its staff of inspectors to forty -- a further step towards the minimum of sixty which it is estimated that the country will require. These courses are conducted by ILO experts and Belgian technicians recruited locally.

An ILO expert has also participated in theoretical and practical training courses for senior personnel of the central pension payments department of the National Institute of Social Security. The determination of entitlement to pension benefits and the calculation of amounts due were formerly the responsibility of the Workers' Pension Fund in Brussels. With the closing of this agency, it was necessary to set up a similar body in Leopoldville and train the personnel to staff it. The courses are organized by the administration of the Institute, with the co-operation of ILO experts and Belgian technical advisers. An initial course designed for six members of the Institute occupying executive posts was started at the end of March. New training courses have been set up as staff members are assigned to operational tasks in the pensions department and will continue until the entire staff needed to man this department has been trained.

NATURAL RESOURCES AND INDUSTRY

At the request of the Central Government's Minister of Mining and Power Resources, the gold mines of the Kilo-Moto company, located in Orientale Province near the border of Sudan and Uganda, were inspected in March by ONUC's Senior Consultant for Natural Resources and Industry. This tour was but one aspect of the close co-operation maintained between ONUC and the Minister of Mining and the Secretary of State for Power Resources and Geology during the present reporting period. In the same month, plans to establish a mining school and to provide the Ministry of Mining with technical advisers were presented anew to the Congolese authorities.

ONUC's Senior Consultant has also maintained continuing liaison with all the mining companies of the Congo, so as to seek solutions to their problems and to dissuade them from abandoning their activities notwithstanding the difficulties they have encountered. This aspect of ONUC technical assistance has contributed in some measure to a general amelioration of the mining situation in the Congo. Steady improvement was noted in the first quarter of 1962, with the mining companies concerned doing their utmost to make up for the losses in output suffered at the end of last year. An assessment of the mining industry in the provinces of Katanga, Kivu, Orientale and Kasai is presented in tabular form below. ^{1/}

Situation of the Mining Industry in the Congo

<u>Region</u>	<u>Exploiting company</u>	<u>Product</u>	<u>Output</u>	<u>Other information</u>
South Katanga	Union Minière	Copper	293,500 tons in 1961	This rate of production is likely to be increased in 1962.
		Cobalt	8,400 tons in 1961	Some zinc, silver, germanium and cadmium are also produced in this region.

^{1/} There are no mineral exploitations in Equateur Province. In the Province of Leopoldville, there are some quarries, which have recently been operating at only 40 per cent of their normal output, owing to a crisis in the building trade in the Bas-Congo area. The normal capacity of the Lusaka cement works, located between Thysville and Matadi, is 270,000 tons per year.

<u>Region</u>	<u>Exploiting company</u>	<u>Product</u>	<u>Output</u>	<u>Other information</u>
North Katanga	Géomines	Tin	100 tons per month at present	These mines, whose working had suffered a long period of interruption earlier, were reopened recently. Their normal capacity is 4,000 tons per year.
		Tantalite	10 tons per month at present	
Kivu - Maniema	Symétain	Cassiterite	4,150 tons in 1961	Steady production is being maintained.
	Cie minière des Grands Lacs (M.G.L.)	Gold	1,855 kgs. in 1961	Steady production is being maintained. This mining company also produced a few hundred tons of cassiterite, wolframite and columbite, as well as small quantities of beryl last year. It has now resumed prospecting for copper and uranium in the central and northern areas of this region.
	Sobaki	Cassiterite	1,068 tons in 1961	
		Gold	297 kgs. in 1961	
	Cobelmin	Cassiterite	3,000 tons in 1961	In spite of the best efforts, the production of tin at the Kailo and Kampene mines near Kindu has suffered, and the gold mine at Namoya remains closed.
		Gold	130 kgs. in 1961	
Orientale	Kilo-Moto	Gold	5,040 kgs. in 1961	Production declined in the second half of 1961 but recovered in the first quarter of 1962, with the rate of output increasing from 301 kgs. in December 1961 to 487 kgs. in February 1962.

<u>Region</u>	<u>Exploiting company</u>	<u>Product</u>	<u>Output</u>	<u>Other information</u>
Kasai	Miba	Diamonds	17 million carats in 1961	Steady production is being maintained at these mines, which produce nearly two-thirds of the world's industrial diamonds.
	Forminière	Diamonds	130,000 carats in 1961	Comparative figures in 1959 and 1960 were 660,000 carats and 405,000 carats respectively. The decline was due not only to tribal disturbances and the clandestine commerce in diamonds in this region, but also to the exhaustion of alluvial veins. A further steep fall in recorded output may be expected in 1962, since Forminière virtually closed the diamond mines in Tshikapa early in the year.

PUBLIC ADMINISTRATION

Since the beginning of this year, emphasis has been placed on training programmes rather than on purely advisory services in the public administration sector. This trend has been welcomed by the Congolese authorities, who have been generally responsive to the training projects planned and executed by ONUC experts.

A six-month training course for 130 senior officials on the administrative staff of the Central Government and the Leopoldville provincial government commenced in January. This project, organized in agreement with the central Ministry of Public Administration and the National School of Law and Administration, consists of two phases of training: a period of general instruction which lasted until the end of May and a period of specialization.

In agreement with the provincial ministers of public administration, arrangements have been made for similar courses at Stanleyville (Orientale), Coquilhatville (Equateur), Bukavu (Kivu) and Luluabourg (Kasai). These courses will commence as soon as the necessary experts have been recruited.

In police affairs, the task which has faced the Congolese authorities was to build the entire police service from the ground up, while at the same time utilizing such resources as existed to control the many acts of lawlessness which threatened the country's economic and social life. ONUC experts have divided their efforts between rapid and intensive refresher training courses for police officers already in service, a long-term comprehensive programme of training for 400 new recruits for the territorial police at the Police School in Leopoldville, and administrative reorganization. ONUC experts also co-operated with the Congolese authorities in organizing an urban security squad charged with maintaining order in Leopoldville city.

A rapid training course for police officers was held at Albertville in North Katanga, and eighty-three police officers completed their final examination successfully.

PUBLIC WORKS

Under the 1962 programme, in the months of January to March, two unemployment relief projects were allocated to the Congo as a whole, without restriction to any particular province. The first of these involved a programme of sanitation work in Leopoldville city and mobilized over seven hundred unemployed, two hundred of whom assisted the public health authorities in their campaign against a small-pox epidemic up to the end of May. The second project in this category concerns the main Leopoldville-Luluabourg roadway, work on which will engage a thousand men for six months.

In the Province of Leopoldville, work on all six public works projects provided for commenced in March and April. Of these projects, two concern road repairs, three are building projects, and the sixth involves repairs to the Basoko bridge. This bridge, with a span of forty metres, is of prime importance to the province; its reparation and the road grading necessary at the approaches to the bridge should be finished in August.

As a result of the unprecedented floods in Equateur Province, the network of roads became impassable, the public works programme was disrupted, and the commencement of the 1962 programme was delayed. It was only in March that the six projects approved for this province could be put into shape. At the moment work is proceeding on four: a drainage project at Bokiri, employing 90 workers; agricultural and pasture improvement work which is nearly finished; and two road maintenance programmes.

In the Province of Kasai, the progress of public works projects has been retarded by the existence of various local problems. In particular, house repairs in Luluabourg came to a complete halt at the end of February, owing to a lack of building materials; this work has since been resumed whenever supplies were available. A road maintenance project is now well in hand, and work at the Kabinda medico-surgical centre was inaugurated under satisfactory conditions. The constantly erupting political rivalries in Kasai have made it particularly difficult for ONUC engineers to embark on effective activity in that province.

A public works team -- consisting of two technicians, a chief engineer responsible to the provincial authorities, and a controller of public works -- has been assigned to Kivu Province, for the first time. The presence of this team in the province has made it possible for six highway projects to be organized, which got off to a very good start.

In the Province of Orientale, overlapping operations of the 1961 and 1962 programmes were terminated on 31 March. Five new projects were then set in motion. Two are well advanced -- work on the approaches to the Lindi River ferry and reconstruction of several small bridges.

Training

The Technical College for Building and Public Works, officially recognized under a presidential ordinance of 16 November 1961, faced some preliminary difficulties. It was inaugurated on 25 February 1962 as the National Institute for Building and Public Works. The problem of accommodation had to be contended with, and a provisional solution was adopted for the duration of the 1961-1962 school year. Students and teachers have been housed in the premises of the Leopoldville Advanced Technical School, which placed its boarding-house facilities, classrooms, laboratories and supervisory staff at the disposal of the Technical College. Thirty-three trainees from all the provinces of the Congo are now enrolled in two first-year classes at this College. They are being instructed by four international experts and two locally recruited teachers.

The Technical College functions separately from the Advanced Training School although occupying the latter's premises. Arrangements are being made for the 1962-1963 school year of the Technical College to open in a new building. The aim of this College is to build up a nucleus of Congolese technicians specialized in public works, at the foreman and assistant-engineer level.

RADIO BROADCASTING

In the first quarter of 1962, radio officials in the Congolese administration gave careful consideration to suggestions which ONUC's Radio Communications Adviser had made earlier for streamlining the administration of broadcasting services, improving radio programmes and co-ordinating all programmes in the country's network. Consequently, several departments of the broadcasting administration were strengthened.

Administrative procedures in the office of the Director of Broadcasting have been improved. The dispersion of administrative responsibility within the Information Service has been checked by placing the entire service under the authority of a single official. The Documents Centre has been expanded, and its files are frequently consulted in the preparation of programmes. The regulation of working schedules, including attempts to promote strict adherence to programming hours, has been taken in hand and a list of broadcast programmes now appears regularly in the daily bulletin of the Information Ministry, "Congo Presse".

Several improvements have been made in the content and presentation of radio programmes, with special attention to the quality of newscasts. A monitoring service has been established, with the result that newscasts are based on more diversified sources of information than before. A system of daily telephonic contact with all provincial stations attempts to gather regional news for the national programmes. The main news bulletin of the national station, meanwhile, is relayed regularly over the provincial network.

Local material is being used in the series of educational programmes inaugurated recently. These broadcasts are made in the indigenous languages and in French.

The Minister of Information recently decided upon the recruitment and training of new announcers. Up to the present, training programmes have come up against the difficulties inherent to the somewhat confused situation within the broadcasting administration.

The Government's recruitment plans, plus a formal request for the appointment of several ONUC experts to assist in a complete overhaul of radio services, are encouraging developments and signify a good beginning in the process of reshaping the broadcasting administration.

The decision to break up the camp was taken in the interest of the refugees who, on humanitarian grounds, could not be permitted to live in a state of permanent displacement. While the ideal solution would have been the return of the refugees to the communes from which they had fled, very few of them chose to accept this solution. The majority of them were repatriated to their tribal areas by rail and plane, at their request, after an ONUC mission had explored the areas and had been assured by the tribal chiefs that the refugees would be welcome. By the end of June 1962, the repatriation operation had passed the half-way mark, 43,000 refugees having by then been evacuated from the camp by ONUC.

SOCIAL AFFAIRS

In the sphere of social affairs, intelligent direction, good-will and integrity on the part of individuals or groups of ministers or civil servants are hampered in their day-to-day effectiveness by two fundamental factors in the pattern of government administration in the Congo: the confusion in terms of reference between different ministries, and the lack of working relationships between the central and provincial authorities. The past few months, however, have seen a hopeful record of progress within the Ministry of Social Affairs itself. Weakly staffed a year ago, by May 1962 the Ministry had senior administrators of a much higher level of ability who are fast learning the techniques involved in setting policy and directing programmes. The next stage in the development of work in social affairs is to forge gainful liaison between the centre and the provinces which will result in positive action at the field level.

Early in January, the Central Government's Ministry of Social Affairs formulated its programme for 1962, thus providing the various divisions of the Ministry with directives, in carrying out which ONUC experts played an active part. In the same month, a large loaded with supplies for the relief of flood victims was dispatched up the Congo River. Two members of ONUC's Social Affairs Sector joined the distribution team in order to demonstrate how organized relief work should be handled.

Training

The ONUC expert in training assisted the relevant division of the Ministry of Social Affairs to prepare its over-all training programme. In particular, plans for the extension of the Ecole des Cadres were worked out in detail with supporting international agencies; an inter-ministerial commission to study the nature and content of social training was effectively established in May; and preparations were completed for a ten-day study conference in Leopoldville, attended by some thirty-five directors of social programmes from all parts of the Congo. The training expert also took part in study commissions concerned with the status and education of women and the training of medico-social workers.

Community development

Since the beginning of the financial year in January 1962, the Minister of Social Affairs has endeavoured to stimulate increased activity in community development. ONUC's expert in community development worked with the Ministry's Director of Community Development and his colleagues in studying the possibilities of field action. A visit to

the interior of Equateur Province revealed the need for a study conference, designed to arouse the imagination and to increase the competence of local government officials and trainees. Such a conference was held at Coquilhatville in March, lasting for two weeks. Three members of the Social Affairs Sector, UNESCO and FAO experts and local Belgian technicians helped in organizing this conference which was presided over by the Director of Community Development. It was most successful in indicating the kind of programme through which Congolese officials learn with enthusiasm.

ONUC's community development expert has also been active in promoting the work of the inter-ministerial commission for the "mobilisation des masses", and has been continually engaged in a variety of educational and training courses, including regular weekly participation in a course in community development at the Institut congolais d'Enseignement social.

Housing

ONUC's housing expert prepared a comprehensive report on housing needs in the Congo for submission to the newly appointed chief of the Housing Section of the Ministry of Social Affairs, and completed a study of what should be done to reorganize the housing administration of the Congo. These reports will be a substantial starting point for national planning in the future. The expert was also a member of a joint working party which prepared the Congolese contribution to a seminar on "Urbanization in Africa" organized by the Economic Commission for Africa.

UNITED NATIONS CHILDREN'S FUND (UNICEF)

During the period under review, UNICEF participated in a number of programmes relating to relief operations, milk distribution, education and social affairs. Through its intervention over the past year, it has been possible to aid the Congolese authorities in reviving social services which had lapsed as a result of unsettled conditions, and to prepare for the inauguration and operation of other humanitarian services required by the country.

Relief operations which have continued throughout the past twelve months have benefited not only the Congolese population but also the refugees from Angola and Rwanda who fled to the Congolese provinces of Leopoldville (Bas Congo) and Kivu. As a result of the precarious state of Central Government resources, ONUC had, in fact, to bear expenses for these 210,000 refugees -- with the assistance of UNICEF, the League of Red Cross Societies and the High Commissioner for Refugees. At the same time, ONUC has distributed foodstuffs in several regions threatened by famine owing to the tribal clashes that have occurred in recent months, particularly in Katanga.

UNICEF relief assistance has made a substantial contribution to solving the problems confronting the Central Government as a result of its obligation to feed the Congolese population and come to the aid of the 60,000 emigrants from Rwanda and the 150,000 Angolans who have asked for political asylum. This assistance also took long-term considerations into account: in addition to financing purchases of foodstuffs, it has been possible to procure agricultural implements and seeds, so that the refugees can provide for their own needs in future. This result has in effect been achieved in the Bas Congo, where a large number of expatriates will henceforth be self-sufficient; it will probably also be achieved in Kivu Province where the regrouping centres have been chosen with an eye to the possibilities that they offer for emigrants to reorganize their lives.

Generally speaking, relief operations have been decreasing with the gradual re-establishment of political stability throughout the country. UNICEF, therefore, hopes to be able to devote its Congo allocations in the future to assistance along the lines of its primary objectives, which can be achieved only by promoting long-term projects in health, education, nutrition and general social progress.

However, UNICEF will continue to participate in famine prevention measures in the Congo under its agreement with the League of Red Cross Societies. Through the Congolese Red Cross and religious organizations established in the country, more than 254,000 40-gramme rations of milk are being distributed daily in the six provinces under the supervision of delegates of the League of Red Cross Societies who have been recruited especially to implement assistance programmes in which the League is participating in the Congo.

For this programme, UNICEF provides transport, milk-distribution equipment and travel and subsistence grants for trainees. It also grants subsidies that have enabled the Congolese Red Cross to pay the wages of watchmen, drivers and storekeepers engaged for distribution operations.

Under the same programme, UNICEF has sponsored the training of Red Cross junior nursing aides. Between August 1961 and May 1962, thirty boys and fourteen girls successfully followed courses in hygiene, sanitation, first aid, nutrition and social service; they are now at work in the country's social centres, particularly in Leopoldville Province.

In conformity with its policy of long-term assistance in the field of health, at the request of the Congolese Government UNICEF has interested senior public officials and the United Nations specialized agencies concerned in programmes for the establishment of medico-social centres aimed at protecting the health of mothers and children by both preventive and curative action. One of these centres is at N'Djili, and its operation will make it possible for the living conditions of a child population of about 20,000 to be improved and for on-the-spot training to be provided to personnel who will operate similar centres elsewhere in the country. An allocation of \$65,000 for this project, made in December 1961, covers the supply of technical and non-technical equipment for the centre, drugs and vaccines in sufficient quantities for a year's operation, traveling expenses and subsistence grants for trainees, as well as honoraria for some of the teaching staff.

Two requests for UNICEF assistance in projects for the Ministry of National Education were submitted in January 1962 -- one for secondary and the other for primary teaching. The first of these projects is the "Emergency National Programme", whose immediate aim is to increase the secondary school population. The purpose of this is to broaden the base of recruitment for university training by allowing a larger number of Congolese pupils to continue their secondary studies after leaving primary school. The UNICEF allocation requested for this project for the year 1962/1963 is \$110,000. The aim of the second project is to improve primary teaching methods and to conduct refresher courses for primary teachers. Itinerant teams of technicians will be formed, whose duty it will be to organize training courses for primary teachers in the provincial capitals of the Congo. The Executive Board of UNICEF intends to assist this project by providing the equipment and material necessary for printing brochures, manuals, teaching material and works of reference -- as well as typewriters, vehicles and funds to cover trainees' travel and subsistence expenses and the salaries of four specialists in domestic economy. For this purpose the Executive Board of UNICEF will be asked to approve an allocation of \$104,000 for the year 1962/1963. Both projects will be executed with the active collaboration of UNESCO experts.

UNICEF assistance in the social field has been requested for the Ecole Nationale des Cadres (National School for Senior Personnel). This school, whose management was turned over to the Ministry of Social Affairs on

1 October 1961, is a teaching centre where the Ministry proposes to train various officials for a project of socio-educational work. The first phase of the programme formulated is the training of rural leaders and social instructors whose duty it will be to implement community development projects throughout the country. The ONUC Social Affairs Sector has taken an interest in this project and UNICEF is at present studying the question of the assistance requested by the Central Ministry of Social Affairs.

A basic agreement defining relations between the Central Government and UNICEF -- the first such agreement to be concluded between an agency of the United Nations and the Republic of the Congo -- was signed on 21 April 1962.