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Congo

Memo re. reorganisation of Congo
operation, handed to Kasavubu
May 1961

29 April 1961

With the Security Council resolution of 21 February 1961 on the Congo, confirmed by General Assembly resolution 1600 (XV) of 15 April 1961, as also the two other resolutions (1599(XV) and 1601 (XV)) adopted by the General Assembly on 15 April 1961, the United Nations operation in the Congo has begun a new phase. The measures taken, or about to be taken, for the implementation of these resolutions call for certain organizational re-arrangements, both for the conduct of the United Nations operation in the Congo and for its direction at United Nations Headquarters. These arrangements, which are in process of evolution, must also take into account the needs of a changing and developing situation in the Congo.

Paragraph A-1 of the Security Council Resolution

Special efforts have been made by the Secretary-General to secure sufficient co-operation from Member Governments in regard to the forces needed to implement the resolution. At the same time, the Force Commander has been extremely active in controlling the civil war situation, especially in North Katanga.

Paragraph A-2 of the Security Council Resolution

The Secretary-General has sent Ambassador Sahbani on a separate mission to Brussels, and he also sent the Nwokedi-Gardiner Mission to the Congo. Following the Nwokedi-Gardiner negotiations, a memorandum has been initialled with the Congolese authorities, and Mr. Gardiner is now back in the Congo engaged in implementing the understanding set out in the memorandum.

Paragraph A-4 of the Security Council Resolution

The General Assembly, in its resolution 1601 (XV) of 15 April 1961, has ratified the appointment of a Commission of Investigation, which is soon to start its work.

Paragraph B-2 of the Security Council Resolution

This is also covered by the Nwokedi-Gardiner negotiations and by the initialled memorandum already referred to. In due course, there will have to be a Senior Military Adviser supported by the necessary officers working closely with the Congolese authorities to help them with the reorganization of the ANC.

In the aforesaid resolution 1600 (XV) of 15 April 1961, the General Assembly decided to appoint a Commission of Conciliation of seven members to be designated by the President of the General Assembly. This Commission will also shortly come into being, with the responsibility to assist the Congolese leaders to achieve reconciliation and to end the political crisis.

The civilian operations in the Congo will continue to be directed by the Chief of United Nations Civilian Operations in the Congo.

Obviously the various activities to which reference has been made above will all require constant contact with the Congolese authorities which should preferably, in each case, be direct and not through one single channel.

Practical experience has shown that, apart from missions like the Sahbani Mission outside the Congo, the effective functioning of the missions in the Congo itself requires considerable diplomatic effort and support at Headquarters. The Secretary-General is directly responsible for the

successful co-ordination of these many-sided efforts, so that they may fall into place in a common pattern designed to serve the best interests of the Congo, as well as the speediest and most effective implementation of the Security Council and General Assembly resolutions.

In view of these considerations, the Secretary-General has already instituted a system of consultation and a kind of Executive Office in United Nations Headquarters which may need to be strengthened and institutionalized.

The practical implication of this re-organization at the Leopoldville end is that the heavy burden which has fallen so far on the Special Representative will be eased, especially in the political field. The main function of the Office will, in future, be related to the practical co-ordination of the different aspects of the United Nations activities in the Congo under the general direction of United Nations Headquarters.

Avec la résolution sur le Congo adoptée le 21 février 1961 par le Conseil de sécurité, résolution confirmée par la résolution 1600 (XV) du 15 avril 1961 de l'Assemblée générale, et avec les deux autres résolutions 1599 (XV) et 1601 (XV) adoptées par l'Assemblée générale le 15 avril 1961, les opérations des Nations Unies au Congo sont entrées dans une phase nouvelle. Les mesures qui ont été prises, ou qui sont sur le point d'être prises, pour la mise en oeuvre de ces résolutions appellent certains aménagements de l'organisation des activités, à la fois pour la conduite des opérations des Nations Unies au Congo et pour la direction de ces opérations au siège des Nations Unies. Ces aménagements, auxquels on est en train de procéder, doivent aussi tenir compte des besoins d'une situation qui change et évolue au Congo.

Paragraphe A-1 de la résolution du Conseil de sécurité.

Des efforts particuliers ont été faits par le Secrétaire général pour obtenir de la part des gouvernements membres une coopération suffisante concernant les forces nécessaires pour la mise en oeuvre de la résolution. En même temps le commandant des forces de l'ONU s'occupe très activement d'enrayer la guerre civile, notamment dans le Nord Katanga.

Paragraphe A-2 de la résolution du Conseil de sécurité

Le Secrétaire général a envoyé l'Ambassadeur Sahbani en mission spéciale à Bruxelles et il a aussi envoyé la mission Nwokedi-Gardiner au Congo. A la suite des négociations Nwokedi-Gardiner, un mémorandum a été établi auquel les Nations Unies et les autorités congolaises ont apposé leurs initiales, et M. Gardiner est maintenant de retour au Congo où il s'occupe de la mise en oeuvre de ce dont il est convenu dans le mémorandum.

Paragraphe A-4 de la résolution du Conseil de sécurité.

L'Assemblée générale, dans sa résolution 1601 (XV) du 15 avril 1961 a ratifié la nomination d'une commission d'enquête qui doit bientôt commencer ses travaux.

Paragraphe B-2 de la résolution du Conseil de sécurité

La mise en oeuvre de ce paragraphe a été aussi l'objet des négociations Nwokedi-Gardiner et elle est traitée dans le memorandum cité plus haut. En temps voulu un conseiller principal en questions militaires assisté des officiers nécessaires sera nommé pour travailler étroitement avec les autorités congolaises en vue de les aider dans la réorganisation de l'Armée nationale congolaise.

Dans la résolution 1600 (XV) du 15 avril 1961 citée plus haut, l'Assemblée générale a décidé de nommer une commission de 7 membres qui seront désignés par le Président de l'Assemblée générale. Cette commission sera aussi mise sur pied prochainement et elle aura la tâche d'aider les leaders congolais à aboutir à une réconciliation et à mettre fin à la crise politique.

Les opérations civiles au Congo continueront d'être dirigées par le Chef des Opérations Civiles des Nations Unies au Congo.

De toute évidence, les diverses activités mentionnées ci-dessus exigent des contacts constants avec les autorités congolaises, contacts qui dans chaque cas doivent de préférence être directs et ne pas passer par un seul canal.

L'expérience pratique a montré que, exception faite de missions telles que la mission Sahbani en dehors du Congo, le fonctionnement efficace des missions à l'intérieur du Congo exige un effort diplomatique et un soutien considérables au siège de l'ONU. Le Secrétaire général est directement responsable de la bonne coordination de ces efforts divers de telle sorte qu'ils s'ordonnent suivant un schéma commun propre à servir au mieux les intérêts du Congo et à assurer la mise en oeuvre la plus rapide et la plus efficace des résolutions du Conseil de sécurité et de l'Assemblée générale.

Eu égard à ces considérations, le Secrétaire général a déjà institué un système de consultations et une sorte de cabinet au Siège des Nations Unies à New York, cabinet qui peut avoir besoin d'être renforcé et établi sur une base plus formelle.

Les incidences pratiques de cette réorganisation à Léopoldville consistent essentiellement en un allègement du lourd fardeau des tâches qui ont jusqu'ici incombé au Représentant spécial, particulièrement dans le domaine politique. La principale fonction du Représentant spécial sera à l'avenir axée sur la coordination pratique des divers aspects des activités des Nations Unies au Congo sous la direction générale du Siège des Nations Unies à New York.

29 April 1961

With the Security Council resolution of 21 February 1961 on the Congo, confirmed by General Assembly resolution 1600 (XV) of 15 April 1961, as also the two other resolutions (1599 (XV) and 1601 (XV)) adopted by the General Assembly on 15 April 1961, the United Nations operation in the Congo has begun a new phase. The measures taken, or about to be taken, for the implementation of these resolutions call for certain organizational re-arrangements, both for the conduct of the United Nations operation in the Congo and for ^{its} ~~the~~ direction at United Nations Headquarters. These arrangements, which are in process of evolution, must also take into account the needs of a changing and developing situation in the Congo.

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Paragraph A-4 of the Security Council Resolution

The General Assembly, in its resolution 1601 (XV) of 15 April 1961, has ratified the appointment of a Commission of Investigation, which is soon to start its work.

Paragraph B-2 of the Security Council Resolution

This is also covered by the Nwokedi-Gardiner negotiations and by the initialled memorandum already referred to. In due course, there will have to be a Senior Military Adviser ^{supported by the necessary officers} /working closely with the Congolese authorities to help them with the reorganization of the ANC.

In the aforesaid resolution 1600 (XV) of 15 April 1961, the General Assembly decided to appoint a Commission of Conciliation of seven members to be designated by the President of the General Assembly. This Commission will also shortly come into being, with the responsibility to assist the Congolese leaders to achieve reconciliation and to end the political crisis.

The civilian operations in the Congo will continue to be directed by the Chief of United Nations Civilian Operations in the Congo.

Obviously the various activities to which reference has been made above will all require constant contact with the Congolese authorities which should preferably, in each case, be direct and not through one single channel.

Practical experience has shown that, apart from missions like the Sahbani Mission outside the Congo, the effective functioning of the missions in the Congo itself requires considerable diplomatic effort and support at Headquarters. The Secretary-General is directly responsible for the successful co-ordination of these many-sided efforts, so that they may fall into place in a common pattern designed to serve the best interests of the Congo, as well as the speediest and most effective implementation of the Security Council and General Assembly resolutions.

In view of these considerations, the Secretary-General has already instituted a system of consultation and a kind of Executive Office in United Nations Headquarters which may need to be strengthened and institutionalized.

The practical implication of this re-organization at the Leopoldville end is that the heavy burden which has fallen so far on the Special Representative will be eased, especially in the political field. [He will not be the sole channel through which all communications are addressed to the Congolese authorities and he will not have to deal with all problems, big and small, as has been the case so far.] The main function of the Office will, in future, be related to the practical co-ordination of the different aspects of the United Nations activities in the Congo under the general direction of United Nations Headquarters.

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In the light of the Security Council Resolution of 21st February 1961 on the Congo, and the three resolutions adopted on the question by the General Assembly on 17 April 1961, and the measures taken or about to be taken for their implementation, certain organisational rearrangements are required both for the conduct of the United Nations operations in the Congo and for their direction at UN Headquarters. The system, which is in process of evolution, must also take into account the needs of a changing and developing situation in the Congo.

2. Special arrangements have been necessitated to meet the expansion and widening of UN responsibilities in the Congo. In the political field, a UN Conciliation Commission was established in December 1960 to promote a political settlement, and on the receipt of its report, the General Assembly decided to set up another Commission under its Resolution 1600 (XV). In view of the complexity of the questions affecting the future structure of the State, it is proposed to make expert/^{constitutional} assistance available to the Congolese leaders. Special officers have been negotiating for the implementation of the clauses of the latest Security Council and General Assembly resolutions calling for the withdrawal of foreign military personnel, mercenaries and political advisers. Similarly, a special group under a senior military officer, separate from the United Nations Command, would be necessary to provide to the Congolese authorities the assistance called for by the resolutions in connexion with the reorganization and training of the Congolese armed forces. The Katanga problem would also require special arrangements for dealing with its different aspects. The civilian aid organization will of course continue with its present responsibilities, which, it is hoped, can be further expanded. The

functions of the UN Force in relation to the prevention of civil war and the maintenance of law and order, would remain unchanged. Other institutional developments may also be necessitated to enable the fullest possible performance by the United Nations of its functions in the Congo.

Obviously the various activities to which reference has been made above will all require constant contact with the Congolese authorities, which should preferably, in each case, be direct and not through one single channel. In consequence, a major task of coordination of policy in the different fields will develop which will fall on the UNHQ, where the SG has already instituted a system of consultation and a kind of executive office which may need to be strengthened and institutionalised. In view of these arrangements, both at UNHQ and in the Congo, the heavy burden which has fallen on the Special Representative, will be eased, especially in the political field, and the functions of his office will be related to the practical coordination in the Congo, of the different aspects of UN activities, under the general direction of UNHQ.