

Moreover the forms which union can take are many and various. A federal union is marked by a carefully worked out division of powers between the federal government and the governments of the member states. Each is completely sovereign in its own sphere. It may be that for Ruanda-Urundi a looser form of association, such as a confederation, would be preferable as a first step. In this case Ruanda and Urundi would remain sovereign states with separate governments but they would be linked together for the maintenance of their external independence by an agreement setting up a central organ for certain administrative purposes. History has shown that in time most unions of confederated states turn into federal states. Nor is association between a monarchy and a republic necessarily incompatible. Finally I see no reason why Ruanda and Burundi should not evolve, if they wish, a completely new form of political union, one which best suits their own situation.

Unity must be more than skin-deep. It requires more than the average amount of patience, tolerance and understanding of the other person's point of view if it is to grow and develop. In Canada, which is an instance of a special kind of federal union, we have spent a century after attaining nationhood in the pursuit of the golden mean and still the search goes on. Can we honestly expect Ruanda-Urundi to achieve political and economic unity in five months, seven months or even eleven months? The answer, so far as political unity goes, is probably no but the United Nations should make a serious effort to help these two states to come together. At the least we can assist in planting the seeds of a possible solution that may come to fruition after independence.

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Maintenance of Law and Order

One question which seriously concerns my Delegation is the problem of training local security forces in Ruanda and Burundi so that they will be able to ensure national security and the maintenance of law and order after independence. The Committee has received very little in the way of solid information on this score.

I realize that until independence this is a matter for the Administering Authority to work out in cooperation with the