

I take as my starting-point the assumption that it is in Canada's interest that there should be a stable world order. I do not mean a static and unchanging order. Profound changes are taking place in the world and in many cases it is very necessary that they take place. As long as two-thirds of mankind is still grossly under-privileged in terms of material well-being and as long as an equally large proportion of the human race is denied the full exercise of personal rights and freedoms, the existing state of affairs cannot be preserved intact.

What we must seek is a world that provides possibilities of peaceful change, of economic betterment, of liberation of the human spirit, of resolution of local disputes, without resort to war or other lapses into barbarism which cost so much in the lives of human beings.

Canadians would probably like to see on the international plane a world as peaceful and orderly as the national society we have managed to build here in our country in the past 100 years. It is true that we have experienced tension, conflict and occasional violence in Canada and I do not expect we shall ever succeed in eradicating entirely these features of human conduct. But we have succeeded in Canada in avoiding destructive upheavals that endanger the whole society. We are now engaged in a vigorous debate about our constitution. I have no doubt we shall resolve it in due course in some form of consensus and I am confident we can remove lingering injustices and adapt our Canadian institutions to whatever challenges the future brings.

How then do we help to establish on a world scale a society characterized by law and order such as we enjoy in Canada? Certainly we cannot do it by the over-simple expedient of urging the rest of the world to imitate Canada. Some elements in our experience may well have relevance elsewhere, and I am sure that Canada can play a constructive part in the world by following certain principles which have proved valid in the building of our national society. But the circumstances of the world's people are infinitely varied. We must seek to create an international order which is flexible enough and broad enough to take account of all the varieties of human experience.

Two basic features of a stable order, such as we see in a nation state like Canada, are laws and governments which enact and enforce those laws. The durability of any organized society of human beings depends very much on the interrelation of law and government. If neither exists in adequate form, there is disorder or anarchy. Therefore our search for world order should aim at the development of some counterpart on the international plane of domestic law and government.

Fortunately the world is not in a state of anarchy, although there is still a considerable amount of disorder. This suggests that some form of law does exist internationally. We do not, however, have anything like a world government. We do have the United Nations, which could perhaps perform certain functions analogous to those of a national government if we gave it the requisite authority. I shall say something more about the United Nations in a moment. Let us first look at international law.

Because of the different nature of the subjects of the two legal systems, the domestic and the international, it is highly improbable that we shall ever have an international replica of the institutions that promulgate and enforce