

problems in one part of the world from those in another and that frequently contributed to the solution of such problems by allowing a breathing space in which good judgment and common sense could be brought to bear.

International problems can no longer be localized easily; every such problem is a world problem and involves the world community, which is, in effect, the United Nations. The simple theorem that universal problems call for universal solutions is almost a tautology, and universal solutions are likelier to be found by a body that is universally representative.

I should like to illustrate what I mean by touching briefly on four problem areas: armed conflicts; the physical environment; arms control and disarmament; world trade.

As we look around the world today, we see armed conflict or the seeds of armed conflict in many parts of the world. Those cases where international disputes involve member nations -- for example, the Middle East -- fall clearly within the responsibility of the United Nations. Where conflicts are contained within a single state, established practice at least suggests that they do not. This leaves with us a question that I shall pose and discuss, but to which Canada has no definitive answer to offer -- at what point does an internal conflict affect so many nations to such an extent that it can no longer properly be accepted as a domestic matter?

I sense a growing world concern that tragedies are unfolding and that nothing is being done about them by the world community as represented in the United Nations. The capacity of this organization to resolve conflicts, whether domestic or international, is limited by two realities, the terms of the Charter and the will of the member nations.

We do not here constitute a supranational authority. I do not believe that the world is ready for such an authority, for any kind of world government. Today most of the nations of the world, older and newer equally, are preoccupied with internal problems. Certainly Canada is no exception. Canada is facing internal problems, both economic and political. Canada believes that domestic problems are best dealt with by domestic solutions, and others feel the same way. The question is: How can the international community best assist in a situation where an internal problem has got beyond the capacity of the government concerned? The mere fact that the nations are preoccupied with internal problems and questions of sovereignty in the foreseeable future does not excuse us from making the best possible use of the instrument we have, the United Nations.

It can and should move promptly and effectively, as it has often done, to ameliorate human suffering and protect, to the extent possible, the innocent non-combatants who often bear most of the suffering. This is a noble end in itself, and can be a means toward the settlement of a conflict by creating a better and a saner atmosphere.

No move in the direction of universality can in itself offer any great hope for easier solutions to the problems that are troubling our world, but it could offer a strengthening of our organization that should help us come to grips with them.