

even a general acceptance of the present two-tiered system of responsibilities will not imply an unquestioning acceptance by the rest of the world of a closed directorate of the great powers.

Little by little, step by painful step, international law is extending and strengthening its grasp as a force for international and world order, giving the lie to the cynical aphorism that "international law is that form of law which the wicked ignore, and the righteous refuse to uphold". Canada's ambassador to the United Nations, himself a distinguished jurist, was able in a speech in October 1990 to point to close to a dozen major legal milestones achieved by the United Nations over recent decades. They deal with individual rights as well as inter state relations, with trade, the environment, the seas and outer space as well as the treatment of diplomats and the outlawing of hostage taking. Moreover, it is not only in the formal, final conventions that progress can be made in extending the rule of international law. While there are still great debates among legal scholars about the nature and scope of international law, there is a widespread recognition that it is still building steadily on precedents of practice in everyday relationships. International law is shaped by an evolving set of moral, political and social principles, at least some of which are gaining deeper and more universal adherence. Once again, a sense of perspective must be maintained and lay peoples' expectations of international law must not be inflated by invalid analogies to domestic law, where the coercive power of the state gives to "law" a qualitatively different meaning. But the strengthening of international law can and must be accelerated, and there is a plethora of proposals available for measures that would help the law respond better to modern conditions of interdependence.

Less conventionally, it is also appropriate to focus on the "infrastructure" of international society as part of the machinery of order. The term "infrastructure", in this context, attempts to capture the phenomena of communications, of cultural contact and the promotion of tolerance and cultural respect, of education, the sharing of technology, and, indeed, the sharing of opportunity in the world, particularly on the North-South axis. Increasingly, experience suggests that forward movement in these areas is what actually strengthens international society and that many other measures are mainly damage control or ex-post facto recognition of the cross-border links that human beings have forged.

Military security is damage control and much of international law and the activity of international institutions is damage control. Developing this other machinery at the human level, at the non-official level,