



# Bulletin

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### TOWARDS WORLD ORDER

*In a speech to the National Conference of the World Federalists of Canada in Toronto on June 7, the Secretary of State for External Affairs, Mr. Mitchell Sharp, said in part:*

...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 oversimple 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 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 plans of law of government....

### 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 pro-

mulgate and enforce domestic legal systems. However, we are closer to having a comprehensive legal framework for international dealings than many people suspect, and the similarities between the domestic and international bodies of law are greater than many suspect.

Let us consider the sources of international law. Domestically, law-creating goes on at many levels. The legislature, the missing element in the international plane, is a prolific source of law. But so also are contracts by which individuals consent to be bound by rules of conduct they themselves establish — custom, the decisions of the courts, and the opinions of great writers on law. All these have parallels in international law.

Treaties, whether they be bilateral or multilateral, are the counterpart of contracts, for they create law by consent among nations. Custom is often a source of international law and in fact some of the great conventions like that on diplomatic relations are the codification of years of custom. The importance of custom is given formal recognition by the Statute of the International Court of Justice, which permits the Court to apply "the general principles of law recognized by civilized nations". Even countries other than those which are parties to disputes are influenced by the decisions of the International Court of Justice and may consider themselves bound by decisions which define the nature and scope of principles of international law. And then there is the work of the writers on international law whose contributions are just as significant as those in the domestic sphere....

While the systems that have developed for promulgating international law are certainly not the most orderly or effective that can be devised, they do clearly serve the function of producing rules which are useful and which are given very wide recognition. The increased flexibility that arises from the less formal procedures may ensure that the rules correspond to existing conditions and change with them more readily than might otherwise be the case. This more haphazard method of promulgating rules of international law may provide a measure of insurance that states, the subjects of international law, will be able to regulate their affairs more effectively than would be the case under a more rigid system.

#### COMPLIANCE REQUIRES CONSENT

Granting, therefore, that there is a relatively well-organized procedure which produces international law, can the system of international law work without a formal system of enforcement? Undoubtedly, if the parallels between international law and domestic law were exact, then an organized system of enforcement would be the most effective method of ensuring compliance with the law. However, to the extent that international law does exist, it is with the consent of the overwhelming majority of all nations and it therefore has the best teeth of any law system in the world.

There is no greater assurance of the enforceability of the law than that its subjects wish it to be enforced and, however tempting the prospect, will not

breach it. Let us remember, when we think of systems of domestic law, which are so often regarded as valid because they carry with them sanctions, that when the sanctions need to be applied, the rule of law has broken down. In the international field the sanctions are weak and imperfect. But, just because they are weak and sometimes not applied, the extent to which the law is followed is more significant.

I do not wish to sound complacent about the state of international law today. There is certainly not enough of it. The machinery producing it is not smooth. There are many other criticisms that may be levelled against our body of existing international law. But laws are enforceable only to the extent that they reflect the will of the community. As nations accelerate their relations with one another and as they grow more dependent on one another, there arises an ever-increasing need for rules and regulations to govern their relationships. There does exist in the international community a growing and profound recognition of the need for the development of the rule of law.

Admittedly, for the foreseeable future, states are not likely to surrender any more of their sovereignty to the United Nations organs or to the International Court of Justice than they consider to be necessary for the protection of their interests. It follows, therefore, that the effectiveness of international law depends, in large measure, upon the general consent of the international community, as it finds expression in formal principles of law....

#### UN AS INSTRUMENT OF ORDER

The purposes of the United Nations, according to its Charter, are to maintain international peace and security, to develop friendly relations among nations based on respect for the principle of equal rights and self-determination of peoples, to achieve international co-operation in solving international problems of an economic, social, cultural or humanitarian character and in promoting and encouraging respect for human rights, and to be a centre for harmonizing the actions of nations in the attainment of these common ends....

The United Nations has had its failures and its successes. But no one should expect it to operate as though ideals could be translated into realities before a lengthy period of experiment, false starts and slow progress. There is really no substitute for time. To quote Dag Hammarskjöld: "just as the first temptation of the realist is the illusion of cynicism, so the first temptation of the idealist is the illusion of utopia".

Criticism of the United Nations most frequently relates to the maintenance of peace and security. It is said that the United Nations is rarely able to settle disputes peacefully and that, when it does have a role (for example, by sending peacekeeping forces), United Nations intervention may tend to prolong a dispute rather than shorten it. Yet, in the history of United Nations involvement in disputes, there are many occasions where the action taken by the United Nations has been instrumental in saving the situation and in preventing or controlling hostilities.

## CANADA-U.S. WILDFOWL CONTROL

Canada and the United States have agreed to put more emphasis on maintaining continental waterfowl populations at relatively steady levels, not only for the benefit of hunters but also for that large part of the public that appreciates the beauty of wildlife and is concerned with the careful management of natural resources.

The announcement is contained in the third report of the International Technical Meetings on Migratory Birds released recently by Mr. Arthur Laing, the Minister of Indian Affairs and Northern Development, which expresses concern about the decline in waterfowl populations resulting from loss of habitat, and says that the problems involved can be solved only if governments at all levels work together with naturalists and hunters.

Progress is being made in research and habitat maintenance. Wetlands are being secured by easement and outright purchase in Canada and the United States to preserve the different habitats required for breeding, migration and wintering.

### GATHERING INFORMATION

Waterfowl managers in both countries are obtaining more of the information they need on nesting success and harvest to enable them to formulate hunting regulations that will preserve adequate breeding populations of various species. Information about the annual harvest of migratory birds by hunters in both countries is being sought by mail questionnaire.

In Canada, such information has been made

possible by the introduction in 1966 of the federal migratory game-bird hunting permit and by surveys that determine how many birds of each species were harvested. Estimates are based on duck-wings and goose-tails submitted by a sample of hunters.

New laboratories have been constructed in both countries, including the Canadian Wildlife Service Prairie Migratory Bird Research Centre on the campus of the University of Saskatchewan at Saskatoon.

### MIGRATORY BIRDS LEGISLATION

To ensure effective managements of a resource that knows no political boundaries, Canada and the United States signed the Migratory Birds Convention Act in 1916. The International Technical Meetings on Migratory Birds are held periodically to examine current problems and recommend courses of action. They are attended by senior officials representing departments of both governments directly concerned with the conservation and management of migratory birds. The most important migratory-bird problems concern waterfowl, which are hunted in season in both countries.

The fluctuations in the continental supply of ducks are related to cyclical water conditions in the southern Prairie Provinces, where about two-thirds of the ducks harvested in North America are produced. Superimposed on the cyclic water regime is a continuing loss of breeding habitat resulting from the drainage of wetlands for agricultural and other purposes.

### HIGH-SEAS TELEPHONE SERVICE

A new long-distance telephone service connecting ships on the high seas and in coastal waters with any place in Canada was announced recently by Transport Minister Paul Hellyer. The Department of Transport now has radio facilities at Halifax and Vancouver for the provision of long-range radio-telephone service to ships at sea.

The service, known as the Canadian high-seas telephone service, provides voice communication with vessels operating at great distances from the mainland and in coastal waters. It now is possible for a person on board ship anywhere in the North Atlantic or North Pacific to speak with anyone ashore as in ordinary long-distance telephone calls.

The new service can be used almost as easily as regular land-telephone service. The caller asks the operator to be connected with the marine operator, asks for high-seas service and gives the name of the person and ship being called, whether the call is to be collect, the name of the city and the telephone number from which the call is being made.

Charges are included in the regular telephone bill. A special feature is that charges are based on a zone system, with standard charges for each of four zones, rather than on regular long-distance rates. In

Zone 1 are Newfoundland and the three Maritime Provinces; Zone 2, Ontario, Quebec, Labrador and the Northwest Territories; in Zone 3, Manitoba, Saskatchewan, Yukon Territory; in Zone 4, Alberta and British Columbia.

### NEW GOLD PUT ON FREE MARKET

The Department of Finance has announced the conclusion by the Master of the Royal Canadian Mint of the Mint's first sale of newly-produced gold into the free market. A total of approximately 80,000 fine ounces has been sold as the result of an invitation to bid made to a number of recognized dealers in gold. Further sales will be made from time to time. The gold is being sold at a premium over the price on the free market in London, England.

The Government's policy of selling in the free market the gold the Mint purchases from Canadian producers was announced by the Minister of Finance on April 3. This policy does not, of course, apply to gold that is held as part of Canada's official foreign-exchange reserves.

No change is involved in the arrangements affecting producing gold-mines in Canada. Producers may sell in the free market if they wish. Producers who wish to qualify for assistance under the Emer-

agency Gold Mining Assistance Act will continue to sell to the Mint as the Act requires and the Mint will continue to buy gold from them at \$35 (U.S.) an ounce, converted into Canadian dollars at current exchange-rates.

In view of the requirements of the industrial market into which its gold will now be moving, the Mint has extended its refining process to produce gold of 999.5 per 1,000 fineness, compared with 995.0 per 1,000, which was used for gold that formerly went into monetary reserves.

## PUBLIC SERVICE LANGUAGE TRAINING

Since the language-training courses conducted by the Public Service Commission of Canada began three years ago, the enrolment of public servants has increased from 42 to 5,000.

John J. Carson, chairman of the Public Service Commission of Canada, who recently participated with Mr. George McIlraith, Minister of Public Works, and Mr. Gérard Pelletier, Minister without Portfolio, in the official opening of the Public Service Language Centre in Hull, Quebec, pointed out recently that, by the end of the 1966-67 training period, about 1,000 English-speaking employees had learned enough French to take part in bilingual meetings. He also noted that more than 700 French-speaking public servants knew enough English to participate in both English and French discussions.

The opening of the Public Service Language Centre is a major step in the programme of the Public Service Commission for the teaching of second-language "skills" to public servants.

The Centre, which will eventually accommodate up to 250 full-time students, includes 20 classrooms, each of which accommodates a class of 10; two language laboratories, with 24 student-stations and equipment; and accommodation for 50 resident students to take complete "immersion courses".

There are 46 teachers and four senior supervisors, as well as 36 part-time monitors, who assist the students during lunch and dinner hours in continuing conversations in the second language.

## A NEW USE FOR COMPUTERS

Anyone making a telephone-call to Ottawa for information on Canada's glaciers will soon be answered by a computer operated by the Department of Energy, Mines and Resources. Scientists from the Inland Waters Branch, Glaciology, are developing a computer programme, called "Canadian Glacier Inventory", which involves 20 items of information about glaciers, such as size, type, composition, etc. Eventually, through the International Hydrological Decade, information about all the glaciers of the world will be available from a similar computer system.

The depth of the glaciers remains a problem because very little sounding has been possible before radio-glaciology was introduced. This month, however, glaciologists will be using a radio echo-

sounder for the first time to study the depth and bottom contours of the Athabasca glacier in Jasper Park, Alberta. A broader study will be launched if the current operations are successful.

## BISHOP RELICS TO WAR MUSEUM

The exploits of Canada's Billy Bishop, top British fighter pilot of the First World War, were commemorated on June 3 in a ceremony held at the Canadian War Museum in Ottawa. The Bishop family presented to the Museum the medals and uniform of the famous ace, and the bullet-pierced windscreen of his Nieuport Scout fighter.

In 18 months, between March 1917 and August 1918, Bishop shot down 72 enemy planes — the largest number accounted for by any British pilot. After one of these forays into hostile territory, he was awarded the Victoria Cross, becoming the first Canadian pilot to gain this distinction.

Jean Ostiguy, chairman of the board of governors of the National Museums of Canada, accepted the presentation, which included the propeller and spinner from Bishop's plane, and a painting of the late pilot in full dress. Museum officials regard these articles as among their most important acquisitions in years.

During the time Bishop saw action, he was also awarded the Distinguished Service Order and Bar, the Military Cross, the Distinguished Flying Cross, the Chevalier of the Legion of Honour, and the Croix de Guerre with Palm.

In the Second World War, he performed administrative duties with the Royal Canadian Air Force as an air marshal. He died in Florida in 1956.

Attending the ceremony was the late Air Marshal's son, Arthur, who wrote his father's biography, *The Courage of the Early Morning*. His daughter, Mrs. H.R. Willis-O'Connor, was also present.

## HOURS AND EARNINGS

Average March weekly wages in Canadian manufacturing showed little change from those for February, according to data soon to be published in the Dominion Bureau of Statistics report *Man Hours and Hourly Earnings*. An increase of 2 cents in average hourly earnings was offset by a 0.3-hour decline in average weekly hours. Average weekly hours showed no change from those for March 1967; average hourly earnings were 14 cents higher than those of a year earlier.

In mining, average weekly wages declined from \$128.94 in February to \$128.20 in March as average hourly earnings were unchanged at \$3.02 and average weekly hours were 0.3 hours lower. Compared to 1967 figures, average weekly hours were 0.3 higher and average hourly earnings were 22 cents higher.

In construction, average weekly wages rose from \$132.89 in February to \$133.47 in March as a 0.3-hour increase in average weekly hours more than offset a 1-cent decline in average hourly earnings. Compared to March 1967 figures, average weekly hours were 1.5 hours higher and average hourly earnings were 17 cents higher.

## COMMUNICATIONS AID TO INDIA

Mr. Mitchell Sharp, Secretary of State for External Affairs, has announced that Canada will provide a \$4-million development loan to help India build a key satellite station in its telecommunications network. The earth satellite station at Poona, 120 miles east of Bombay, will permit India to be tied into the global satellite system, which will provide high quality multi-circuit telecommunications with Europe.

The contract for the project - expected to take 18 months to complete - has been awarded to RCA Victor Company Ltd. of Montreal. Authority to begin construction was provided in a letter of intent signed between RCA and the Department of Atomic Energy of India. The formal loan agreement was signed in New Delhi on May 27.

The loan, an allocation from Canada's 1967-68 economic development programme for India, will finance the supply of equipment and technical assistance from RCA. The total cost of the earth station will be about \$7 million. The Canadian loan, which is interest-free will mature in 50 years and has a grace period of ten years.

RCA will serve as consultant in design and system engineering for the project and will furnish specialized electronic apparatus for satellite tracking and communications. Existing designs developed for

commercial satellite communication earth stations elsewhere will be used. India will supply the antenna, site buildings and a considerable amount of telegraph equipment.

### TELECOMMUNICATIONS PROGRAMME

The station at Poona is part of a new telecommunications programme for India, which includes a telephone-telegraph switching centre in Bombay and a microwave communication link between Bombay and Poona. The Poona station will have a 97-foot diameter antenna similar to Canada's second earth station which RCA is building at Mill Village, Nova Scotia, for Canadian Overseas Telecommunication Corporation.

The demand for external and internal telecommunications services has been growing rapidly in India. As a result, the satellite-station project is one of the major items in expansion of India's Overseas Communications Service and has been given priority ranking in the country's current five-year development plan.

Officials of the Canadian Trade and Commerce Department were closely involved with External Aid Office and Indian officials in all stages of discussion and negotiation leading to agreement on the project.

## LUMINOUS INSECT TRAPS

An entomologist with the Quebec Department of Agriculture and Colonization, J.-B. Maltais, recently developed a method of destroying insects by the use of luminous traps.

When holidayers using new camping-grounds, opened last summer near Montreal, complained of the swarms of caddis-flies, Mr. Maltais was asked to find a solution to the problem by the Research and Education Division of the Quebec Department of Agriculture. After 20 luminous traps of his own invention had been installed at strategic points on the camping grounds, the insects, which were in abundance at first, began to diminish in number.

This method of destroying insect pests is an undoubted success and has the additional advantage of not being harmful to surrounding plants and animals as is the case when chemical products are used.

organized, in co-operation with the federal Department of Agriculture, the Holstein-Friesian Association of Canada and the Canadian Hereford Association.

In Spain, where there is a growing demand for quality breeding-stock to improve the beef and dairy cattle industries, there is a major market for Canadian Holstein-Friesians. Beef cattle are also in demand, and the Spanish Livestock Syndicate (the government agency which controls the import of cattle) has expressed interest in Canadian Polled Herefords.

Janet Olesen, a 20-year-old brunette beauty from Western Canada, is attending the fair as the Canadian Dairy Princess. Born and raised on her family's 800-acre beef and dairy ranch, she milked 16 cows a day for six years. As Dairy Princess, Miss Olesen has travelled widely in Western Canada promoting the dairy industry at exhibitions.

## CATTLE SHOWN IN SPAIN

Canada is taking part for the first time in Madrid's seventh Feria Internacional del Campo, which is regarded as the largest outdoor agricultural show in the world. Twenty-three countries are represented. More than 5 million people are expected to attend the triennial fair, which opened on May 22 and closes on June 21.

The Canadian cattle exhibit, 12 Holstein-Friesians and 12 Polled Herefords, which is sponsored by the Department of Trade and Commerce, was

## POPULATION ESTIMATES

Canada's population on April 1, has been estimated at 20,700,000, an increase of 366,000 (1.8 per cent) since April 1 last year. The increase since the census of June 1, 1966 was 685,000, or 3.4 per cent. The increase since January 1 this year was 70,000 (0.3 per cent), compared to an increase of 82,000 (0.4 per cent) for the same period in 1967.

The largest numerical increases in the year since April 1, 1967 were the 168,000, or 2.4 per cent increase in Ontario, followed by 68,000, or 1.2 per

cent, in Quebec. British Columbia increased by 37,000, or 3.3 per cent, which was the largest percentage increase and brought the population of British Columbia past 2 million. Increases of 5,000 occurred in Newfoundland (1.0 per cent) and in New Brunswick (0.8 per cent), and increases of 4,000 in Nova Scotia (0.5 per cent) and in Saskatchewan (0.4 per cent). Prince Edward Island increased by 1,000, or 0.9 per cent.

TOWARDS WORLD ORDER

(Continued from P. 2)

Conversely, there have been some disputes which the United Nations has not been able to deal with for reasons inherent in its organization and nature. It was never expected that the United Nations could deal with disputes between the great powers, for example; the veto reflects this reality. When one great power - China - is not even represented at the organization, disputes involving China are usually outside the political capacity of the United Nations to influence or control.

NEED OF EARLY UN ACTION

Nevertheless, more attention and effort does need to be given to the settlement of disputes at an early stage before they develop to the point where some form of peace-keeping becomes the only alternative to violence and war. The Charter states that the parties to any dispute, the continuance of which is likely to endanger the maintenance of international peace and security, shall first of all seek a solution by negotiation, enquiry, mediation, conciliation, etc. The United Nations, in other words, is a secondary resource for dispute settlement, and is chiefly concerned with disputes which threaten the maintenance of peace and security. Whether it can act or not depends on the willingness of the parties to find a settlement and sometimes on the willingness of the permanent members of the Security Council to co-

operate in recommending or deciding what is to be done.

The Canadian Government has been particularly conscious of these matters over the past 18 months, when we have been serving our third term of office on the Security Council. I think in particular of the Council's efforts to bring about peaceful conditions in the Middle East and to settle the dispute in Cyprus....

EXTENSION OF UN CONTROL

Peaceful settlement and peaceful change clearly must have priority in our thinking about United Nations peace-keeping, even though these are difficult conceptions to translate into practice in specific circumstances. Nevertheless, it is important for the United Nations to prepare for future peace-keeping responsibilities. If we cannot settle a particular dispute and if it is likely to threaten the peace, the United Nations may be the only agency which can intervene in order to stop the conflict or threat of conflict from spreading or escalating. This is because the United Nations usually has both the political impartiality and the military capacity to be of practical service. For these reasons, it should be our objective to extend the area of United Nations control to disputes (the most obvious example is, of course, the situation in Vietnam) which are now outside this area. Regional organizations may be able to do something where disputes are relatively minor and where all the members of the organization have an equal interest in settlement. But many disputes will be beyond the capacities of regional bodies to manage....

I have chosen to emphasize the growth of international law and the development of the United Nations role in the peaceful settlement of disputes as critical but promising bases for the evolution of a stable world order. These are matters in which Canada can make a worthwhile contribution, in which we have been playing an important role and in which I hope we will be increasingly active in a constructive way....