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Certainly the arrangements for recasting the Councils will call for the most careful consultation of all the interests concerned. This could be achieved by the establishment of a negotiating body, the desirability of which could become evident in view of the multiplicity of the interests involved and the considerations which have a bearing on the allocation of seats within the expanded Councils.

In considering to what extent the Councils should be enlarged, my Delegation considers that the figure decided upon should take into account not only geographical factors but also the institutional needs of the Councils. Adequate geographical representation on the Councils is, of course, essential. But the geographic aspect should not be inflated to the point where it obscures other important factors which should also be taken into account in determining a member state's eligibility to serve on the Councils. That was never the intention of the United Nations Charter. In fact, Article 23 of the Charter provides that "the General Assembly shall elect six other members of the United Nations to be non-permanent members of the Security Council, due regard being specially paid in the first instance to the contribution of members of the United Nations to the maintenance of international peace and security and to the other purposes of the organization, and also to equitable geographical distribution". In the opinion of my Delegation, the criteria of Article 23 should continue to apply to elections to an enlarged Security Council. The language of the Article was obviously the result of careful thought by the framers of the Charter and it is understandable that they should have taken the reasonable position that the best interests of the United Nations would be served by giving first priority to capacity to contribute, and making geographical distribution a secondary consideration.

When one considers all the factors mentioned in Article 23 of the Charter, the contribution made by the Commonwealth as a group is substantial indeed. For example, if I may be permitted to cite a few statistics (these statistics are restricted to the 15 Commonwealth countries eligible for non-permanent membership in the Councils, exclusive, therefore, of the United Kingdom), the percentage of the combined contribution of the Commonwealth countries ranges from 8.41 per cent (Canada 3.12) for the regular budget of the United Nations to 15 per cent (Canada 9.8) for the regular programmes of the United Nations High Commissioner for Refugees. Commonwealth members contributed 7.7 per cent of the budget of the Special Fund (Canada 3.4), 9.9 per cent of the budget for UNICEF (Canada 3.15) and 9.8 per cent of the Expanded Programme of Technical Assistance budget (Canada 4.75). Voluntary contributions to meet the shortfall for UNEF and the United Nations Congo Operation on the part of three Commonwealth members have been substantial indeed: over 9 per cent (Canada 5.52). The Commonwealth countries have contributed on a large scale in terms of money, of men and of equipment to United Nations peace-keeping operations. Canada, amongst others, has provided military personnel for every one of the 15-odd peace-keeping operations undertaken since 1945. In July 1961, two Commonwealth countries, Canada and India, made up 43 per cent of the total UNEF force. In October 1963, this percentage was even slightly higher, 44 per cent. In the Congo, as of September 1962, the Commonwealth contribution constituted 61 per cent of the United Nations force; six Commonwealth countries, Canada amongst them, were supplying nearly 11,000 officers and men. In November 1963, this Commonwealth contribution, by only four countries, including Canada, was still of 2,166 officers and men, that is 31 per cent of the force. In West Irian, Pakistan provided the bulk of the force in which Canada also participated.

Commonwealth countries have also played a prominent and useful role in the work of the Economic and Social Council. In these circumstances, it is perhaps not out of place...to ask the question: "Can the General Assembly expect member states to contribute substantially to the political, economic and social activities of the United Nations unless it is prepared to offer them a reasonable prospect of representation on the organs controlling these activities?"