

\$4.50

bout de papier

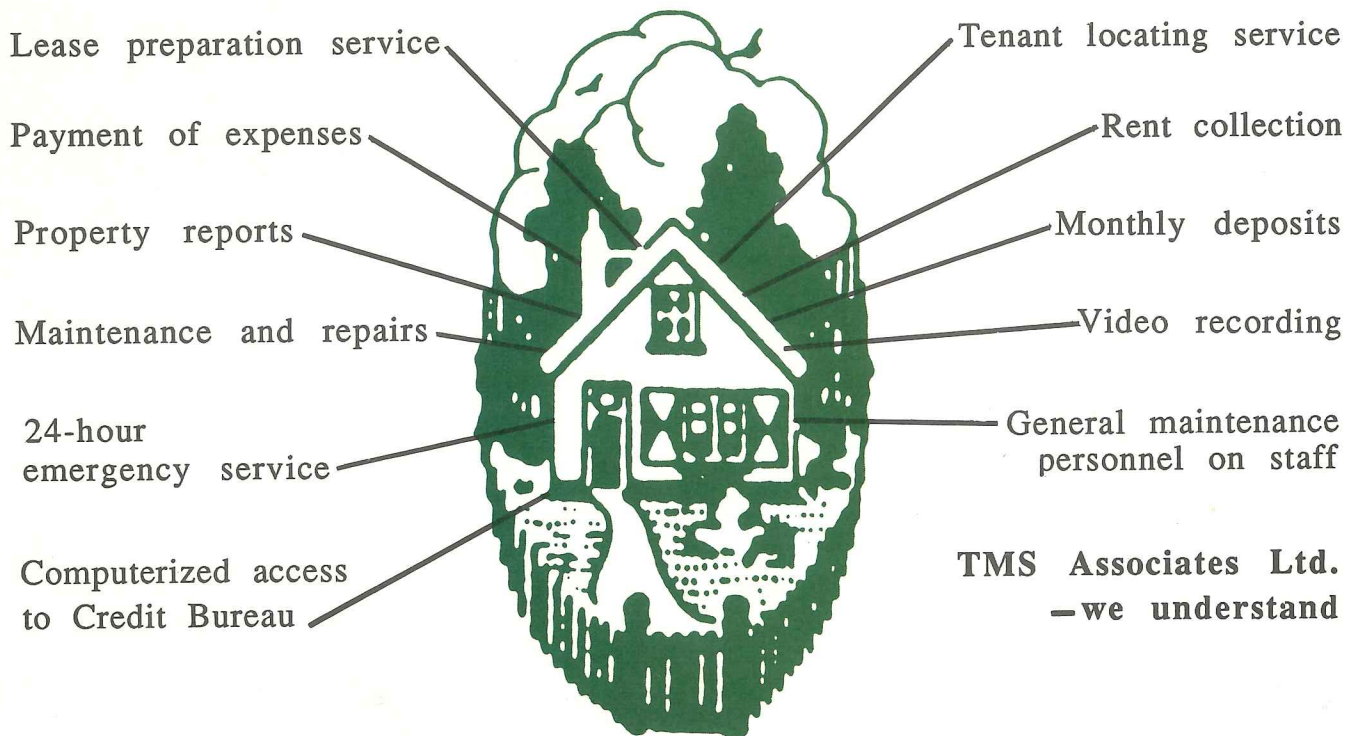
Canada's Magazine of Diplomacy and Foreign Service
Le magazine canadien de la diplomatie et du service extérieur

Vol. 7 No. 4
ISBN/ISSN 305500



The George Costakis File
Foreign Service Awards
Our Washington Presence

At TMS Associates, we personally understand the concerns of homeowners while posted.



TMS Associates Ltd.
—we understand

Our computerized services are tailored to individual needs and are intended to enhance and maintain property values.

Phone or write today for information or an appointment.

TMS
ASSOCIATES

RESIDENTIAL
PROPERTY
MANAGEMENT

1159 St. Moritz Court
Orleans, Ontario K1C 2B2

(613) 837-1380
Fax (613) 837-2531

Est. 1985

bout de papier

Vol. 7 No. 4

Features/Reportages

Les frontières maritimes du Canada

Serge April fait la revue des différends actuels sur les frontières maritimes du Canada.

Our Washington Presence

Neil Reeder explores the new Canadian Embassy in Washington and takes a nostalgic look at the old Dupont Chancery.

The George Costakis File

Peter Roberts pays tribute to the man who, while working at the Canadian Embassy in Moscow, gathered together the foremost collection of modern Russian art.

Humble Origins

Don Page captures the debate that led to the creation of the Department.

Departments/Chroniques

Editor's Notebook/ Carnet du rédacteur

2

From the President's Desk/ Le mot du président

2

The Foreign Service Award

3

Letters / Correspondance

4

Commentary / Opinion Libre

6

Le Canada et l'OEA
par Roger Paul Gilbert

Guest Column / Invité d'honneur

9

The CIA: A Canadian Institution
by John Halstead

Freifeld On / Le commentaire de Freifeld

13

A Little Mix-Up in the Mail

Vignettes

16

The Department Under Scrutiny

Pardy's Corner / Rubrique de Pardy

18

Nicaragua: Long Journey into Tomorrow

Managing Your Money/ L'argent et vous

33

A \$50 Million Foreign Service Idea
by Andrew Billingsley

Tales from Far and Wide / Contes du monde entier

35

Tales from Chile: Dip Bags, Hot Stuff
and Jesus Poblete by Dan Livermore

Poetry / Poésie

37

A Despairing Cry From the Permanent
Middle by Faux Nash — by Terry Jones
Boxing Day, 1989 by Jim Nutt

In Memoriam/En mémoire de

38

PAFSO News / Nouvelles de l'APASE

39

External from the Internal / Les Affaires extérieures, vue de l'intérieur

40

The Corporate Review
by Kevin O'Shea

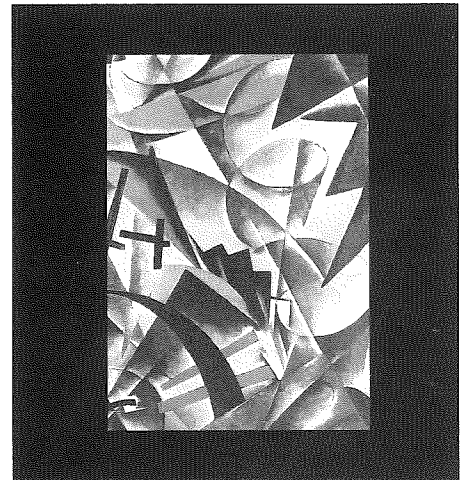
Books in Review / Critiques de livres

41

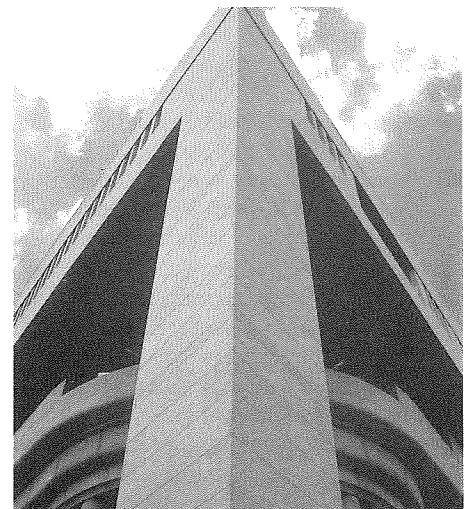
Dan Livermore on *Somoza Falling: The Nicaraguan Dilemma: A Portrait of Washington at Work* by Anthony Lake; Geoffrey Murray on *Canada and the International Seabed — Domestic Interests and External Constraints* by Elizabeth Riddell-Dixon; Paul Racine on *Haven's Gate: Canada's Immigration Fiasco* by Victor Malarek; The Hon. J.W. Pickersgill on *The Secret Kingdom: Interpretations of the Canadian Character* by Dominique Clift.

Entertainment / Divertissement

48



Our cover photo this issue is from the «Kinotsentr» in Moscow.



Living on America's main street ... p. 20

In Our Upcoming Issue:

Through the Kyber Pass
Pre-publication excerpt from *Pirouette: Pierre Trudeau and Canadian Foreign Policy* by J.L. Granatstein and Robert Bothwell

All contents © PAFSO, 1990 **bout de papier** is published quarterly by the Professional Association of Foreign Service Officers, Suite 600, 45 Rideau Street, Ottawa, Canada K1N 5W8 (613) 234-1391, FAX (613) 234-4018.

Editorial Note / Note de la rédaction : Unsolicited manuscripts are welcome in double-spaced format, with a short biographical note about the author(s). Given the bilingual background of our membership, PAFSO's policy for **bout de papier** is to publish all articles in their original language. Subscriptions: one year \$16.; two years, \$30. PAFSO itself remains at your service to provide any assistance you require in the language of your preference. Opinions expressed in **bout de papier** are not necessarily those of PAFSO.

Editorial Board / Équipe de rédaction : Barbara Martin, Editor / Rédacteur, Debra Hulley, Managing Editor / Directeur de la rédaction, Guy Archambault, Roderick Bell, Richard Belliveau, Robert Burchill, Fredericka Gregory, John Hilliker, Dan Livermore, Carol Markham, Michael Small, Shig Uyeyama.

Senior Editorial Board / Conseil de rédaction sénior : Yvon Beaulne, Arthur Blanchette, Ross Campbell, Sidney Freifeld, John Hadwen, John Halstead, Jim Langley, Arthur Menzies, Geoffrey Murray, John McCordick, Jim S. Nutt, Alfred Pick, Charles Ritchie, Pauline Sabourin, Arnold Smith, John Starnes.

Technical Consultants / Conseillers techniques : Acart Graphic Services Inc.

Une fois de plus et, pour la deuxième année consécutive, **bout de papier** a gagné le « New York Art Director's Award for Creativity ». Le numéro gagnant était le volume 7 n° 3 avec les deux brésiliens sur la couverture. Ce prix a beaucoup de prestige (avec plus de 250 concurrents dans notre catégorie) et, nous devons féliciter Acart Graphic Services pour l'excellence de leur travail dans la conception de chaque numéro qui contribue à la renommée grandissante de **bout de papier**.

Le malaise corporatif ainsi que l'examen ministériel ont fait là une des discussions de cafétéria ces derniers mois. De la critique provocatrice de Daryl Copeland de la gestion du ministère au processus de l'examen proprement dit, tout y est passé. Dans ce numéro, ces thèmes ont été repris de plusieurs façons y compris celui du nouveau président de l'APASE, Michael Fine, qui traite des efforts de consultation de la direction avec l'Association. Le point de vue de la presse, sous vignettes, relie notre problème à une difficulté à définir notre rôle ou à formuler une vision du futur ou, serait-il dû à l'indifférence du gouvernement face à la politique étrangère canadienne. Sous les Nouvelles de l'APASE, certains des problèmes sont attribués aux administrateurs tatillons du service extérieur dont les énergies sont gaspillées à houspiller tout un chacun sur ses réclamations plutôt qu'à tenter de corriger des inéquités tout en tenant compte des particularités de chaque cas. Daniel Dhavernas argue, pour sa part, que le ministère ne peut se revitaliser sur la base d'un seul examen de ses processus et structures. Il n'est pas suffisant d'examiner l'intellect du ministère, il est aussi primordial de procéder à la revue de questions plus profondes telles les fondements de notre existence, les choses du cœur. Mais au cœur de toute cette introspection, il y a quand même place et pour la fierté et le ridicule. Le Prix du service extérieur canadien nous a donné un aperçu de l'excellence et de la valeur des agents du ministère en dépit des frustrations et des pressions qui sont choses communes dans notre quotidien. Que de placer l'examen ministériel en perspective plutôt que de s'adonner à du « pinailage » constitue le thème des commentaires satiriques de Kevin O'Shea. L'avenir tel que prédit par O'Shea mènera peut-être aux séries finales de la politique étrangère volant l'affiche au téléjournal pour quelques mois chaque année. Une bonne publicité ne nous ferait pas du tort!



Life After Corporate Review

The PAFSO Executive and membership in Ottawa were actively involved in discussing Corporate Review both amongst ourselves, and with Management. As a result, the opinions of members were sought and passed to Management. In addition, PAFSO has formed a Working Group to meet with the Personnel Management Team on the implementation and/or negotiation of various aspects of personnel issues. Through these means, we hoped to not only protect the interests of our membership, but enhance them as well. We said to Management that we wanted to approach this whole discussion as a partnership, and we have started to find some appreciation of our point of view.

By the time you read this the results of the Corporate Review will have been released. However, some aspects of the Corporate Review process are of continuing interest. For example, did you hear about the recommendation in the Management Consultant's report that some of the positions at the very top of the Department should be "de-layered" to provide for a more direct input of ideas to the Minister? I understand that this not-as-yet released report has been requested through Access to Information by one of the national TV networks. It should make for an interesting interview.

The Management Consultant also looked at our sort-of-matrix sort-of-management system, and he posed a very good question. If you have all these specialist staff functions like Immigration, Consular, Science and Technology, why do you then go and repeat them in the Geographic Bureaus? Good question and no good answer, so there will be pressure for some restructuring here.

My other favourite notion is that of Cost Recovery, proposed for just about everybody, as long as it is for the other guy. To give them credit, the Trade people even put an option in their paper talking about the privatization of the Trade Stream. That will not happen, but some cost recovery is being looked at. It is said that the Political Stream wanted to propose some cost recovery options, but couldn't identify anyone who would pay. The proposal for complete cost recovery of the Immigration and Consular programs through the establishment of a Special Operating Agency (a similar set-up to that currently operating at the Passport Office) promises to be hard fought. Many Social Affairs Stream colleagues see this as a trap that will restrict them to a narrow range of jobs. However, the bonus is that they would get their own ADM.

I think that the biggest change is going to occur over the whole question of de-streaming.

As an indication of this, look at the de-streaming of the EX category, and the proposed competition for promotion to EX-1. This would take place on a streamed basis, but in the not-too-distant future will require multi-disciplinary experience to get in. Obvious point — get cross stream experience early in your career, or you will never get to the EX level.

This does raise a certain question about total de-streaming — why? I can see the need for multi-stream experience to be an effective Manager. However, I don't at all see the need for multi-stream experience to be an effective specialist. Need a person trained in Immigration procedures be able to sell ISDN telecommunications equipment to the Hungarians?

The other very interesting issue for us is the proposed restructuring of the FS group, or bifurcation as it sometimes known in learned circles. This in fact means that there would be a Professional FS group that would proceed past the current FS-2 level, as well as a parallel EX group. Managers go into the latter, specialists into the former. The main benefit would hopefully be the opening of the horrible bottleneck at the top of the FS-2 level.

Management also wants to make more grades out of the current FS-1 and 2 grades. We at PAFSO see the benefit of three grades, instead of the current two, topping out at about \$70,000 — the current limit of the SM grade. The rationale for this is that many senior FS-2s do jobs as Deputy Directors or Directors which would be SM positions in any other Department. However, you should also note that this might mean that some officers would never get past the FS-1 or FS-2 level — which would now top out at lower salary levels — and would be forced out of the system for economic reasons.

In any event, life after Corporate Review should, in general, be better for our members. I sense a real desire on the part of senior management to make this a better, more rewarding place to work. I also sense a commitment to getting back the pride and responsibility in one's work that has been slowly eroding over the past few years. We on the PAFSO Executive are going to work with both our members and Management to help make it happen.



Opening Night for the Canadian Foreign Service Officer Award



L. to R.: Michael Fine, Michael Small, Hedevig Ring, Alexandra Bugailiskis, Rt. Hon. Joe Clark, Dan George, Margaret Catley-Carlson and Blair Seaborn.

It proved to be the best summer party the Pearson Building has seen in years. On Thursday, June 14th, PAFSO hosted the inaugural ceremony for its new Canadian Foreign Service Officer Award. The turn-out was tremendous. PAFSO members from all streams and all branches of External Affairs and CIDA, all the directors of Personnel, and the great majority of our senior management crowded into the Crush Lobby for the event. When the Right Honourable Joe Clark arrived, the ceremony was ready to begin.

Opening remarks on behalf of PAFSO were delivered by our newly selected President Michael Fine, followed by some comments by Michael Small, PAFSO Executive Vice President and originator of the Award program. Small described the genesis of the Award as an attempt by PAFSO to foster professional pride among members of the Foreign Service through a means of providing recognition by one's peers. After thanking PAFSO's panel of five judges — all of them distinguished former members of the Foreign Service — Small turned the ceremony over to the judges to deliver the Citations.

The first Citation went to Gary Luton, Third Secretary (Commercial) in the Canadian Embassy Kuwait for his outstanding initiative and perseverance in aiding the family of a Canadian engineer who was accidentally killed in the United Arab Emirates. Gary's Citation was presented by

Hedevig Ring, a former President of PAFSO and retired senior immigration officer, who herself had served in the Middle East. Gary was notified by his Ambassador that he had won the Citation while participating in an oil and gas seminar in Calgary. At his request, his first boss in Ottawa, Ken Sunquist received the Citation for him.

The second Citation went to Scott Mullin, Chargé d'Affaires in the Canadian Embassy in Tehran for his leadership of a small post operating under extremely sensitive political circumstances. Scott's Citation was presented by Blair Seaborn, the recently retired Intelligence Co-ordinator in the Privy Council Office, who had once run a small Canadian mission in Vietnam in the 1960s under equally sensitive circumstances. Marc Perron, the Assistant Deputy Minister for Africa and the Middle East, received Scott's Citation for him and read a message from Scott who credited the entire "Tehran team" with the success of the mission's early operations.

The third Citation went to Georges Paquet, Counsellor in Port au Prince, for his dedication in ensuring the safety of the over 1500 Canadians living in Haiti. Georges was nominated by the entire Canadian staff of our Embassy in Haiti. His Citation was delivered by his former Departmental colleague Margaret Catley-Carlson, now Deputy Minister of Health and Welfare. Georges

happened to be in Canada on home leave at the time, and to his immense surprise he was notified in the Eastern Townships by a phone call from his Ambassador. He managed to alter his travel plans and come to Ottawa in time to receive his Citation in person at the Ceremony.

Finally, the Minister took the podium, and ad-libbed his way hilariously through his "PAFSO prepared notes" on the winners. The PAFSO judges had decided to split the Award between two officers, who were nominated separately for work they had done together at Headquarters. Alexandra Bugailiskis in the United Nations Operations Division co-ordinated all of Canada's efforts in the United Nations to clear the path for Namibian independence under UN auspices, while Dan George in the Southern Africa Task Force was responsible for Canada's bilateral participation in the UN peace-keeping force and in the independence preparations for Namibia.

As the Minister declared "I never know who is doing all this stuff". In this case, he had a chance to meet two of the officers who had worked for two years on a major Canadian foreign policy triumph with which Mr Clark himself had been closely associated. Alex and Dan both used the occasion to deliver some extremely eloquent impromptu remarks. Alex reflected on some of the lessons the Namibian exercise should have for Canadians' own sense of nationhood and the high regard that other people have for Canadians' shared political values. Dan observed that the Namibian experience proved for him that, from time to time, it is still possible in a career in External Affairs to act effectively in the world on behalf of one's ideals.

All five winners received two copies of PAFSO's new Canadian Foreign Service Office Award certificate, designed for us by Terry Laurenzio of 246 5th Avenue, using the distinctive violet maple leaf logo we have chosen as our symbol of the Award. In addition, Alex and Dan shared a \$1000 prize.

PAFSO has already received several nominations towards next year's Award. We hope to receive many more in the coming months from members of the Foreign Service and from the public at large.

Editor's note: For a copy of PAFSO's brochure describing the Award, please write to PAFSO, 45 Rideau St., Suite 600, Ottawa, Ontario, K1N 5W8.

Dear Editor:

I am the pleased recipient of copies of your magazine. I particularly enjoyed Vol. 7, No. 2, notably the article by Ivan Head about Basil Robinson's excellent book. Basil had an advantage over *American FSO's*; we were not allowed to keep diaries.

My eye was caught by the letter from Mr. McCardle, in regard to a jingle to be sung to the tune of "The Maple Leaf Forever". The way I heard it was "Away with the ribbons, medals, swords...". It was part of my briefings in 1957 for a posting in Ottawa, before Joe Garner was High Commissioner, I think. Our intelligence was that it had been scribbled onto an internal External memo critical of FSO's for accepting foreign decorations. One surmised that the author might have been that irreverential wit Saul Rae.

Your journal brings back refreshing and very pleasant memories of association with the fine people of the Canadian Foreign Service. Keep it up, and fight politicization!

Sincerely yours,

Willis C. Armstrong, FSO (Ret.)

Cher Rédacteur :

Encore une fois, le Ministère est en proie à l'anxiété et le moral est bas. La haute gestion nous invite à redéfinir ce que nous devons être et faire. L'APASE soumet un document critique et intelligent.

Nous avons souvent interpellé des coupables présumés; le gouvernement de l'heure ou le public (parfois), et le Conseil du Trésor (toujours). Il est indéniable que dans tous les pays du monde, le Ministère des Affaires étrangères est souvent vu comme un assortiment de gens gâtés dont on pourrait largement se passer. Ce risque inhérent à la profession peut être dans une certaine mesure contenu grâce à de bonnes relations publiques, et plus encore par une fierté de ses membres basée sur l'excellence du travail effectué. Mais je me demande si une bonne partie du problème (et donc aussi sa solution) ne réside pas dans les tréfonds de l'organisation elle-même.

Le Ministère va de nouveau réexaminer processus et structures. Cela est nécessaire. Nous avons fait de la conversion FS/EX une occasion de nous offrir trop de gestionnaires. Ceci aux dépens de notre capacité de nous concentrer sur le travail substantiel plutôt que les procédures. Il faut revoir cela.

Mais je doute qu'une revue de nos méthodes et structures règle tous nos problèmes. Il me semble que dans nos froids couloirs de marbre et d'acier nous avons surévalué les prétentions de l'intellect (et qui de

nous a prévu la chute du mur de Berlin?) et oublié les pouvoirs du cœur.

Ce n'est pas anti-intellectualisme que de rappeler le mot de Saint Exupéry : « on ne connaît bien qu'avec le cœur ». Si nous avons besoin de plus de vigueur intellectuelle, certainement pas de moins, et de plus de temps pour s'y consacrer, les qualités de cœur ne peuvent qu'à notre péril être au second plan de nos préoccupations. Cela est évident quand nous nous penchons sur les problèmes de la planète : environnement, haines sectaires, pauvreté, etc... Elles ne peuvent non plus être absentes dans nos relations au sein même de notre Ministère (aide-t-on le collègue qui trébuche ou est-il foulé dans la course à l'avancement?) ou le difficile équilibre entre vie professionnelle et famille (nos conjoints et nos enfants ne sont-ils pas les éternels sacrifiés!)

Que doit être un diplomate? Il m'est plus facile d'évoquer un exemple que d'offrir une définition. Dag Hammarskjöld, Secrétaire général des Nations Unies, poète accompli et mystique pénétrant écrivait en 1955 :

« Un esprit troublé? La raison n'est-elle pas évidente? Dès que furtivement vous avez recherché les honneurs pour vous-mêmes, vous perdiez la possibilité de transformer votre faiblesse en force. Alors vous perdiez cette foi sûre qui fait de dire « oui » à la vie une évidence incontestable. Car une telle confiance ne peut être si elle émane de quelque mensonge que ce soit »

Transformer la faiblesse en force ... repenser nos rôles, oui. Mais les Dag Hammarskjöld de ce monde suggèrent que la tâche requière que nos questions soient vraiment pénétrantes.

Daniel Dhavernas
Bangkok

Dear Editor:

Since its debut last February, the PAFSO Evaluation Guide (PEG) and what it stands for, has concerned me. I believe that it is an ill-conceived and extremely dangerous initiative which will destroy departmental morale, the employee-management relationship and subsequently our service to the public.

There is concern that, in spite of our association's title, we may have overestimated our professional capabilities in assessing management. There is more to foreign service professionalism than a formal education and a few postings abroad.

Loyalty and morale are essential in any large organization; loyalty both up and down. PEG could destroy both, particularly when employees vent unhappiness through unskilled evaluations.

We may have mistakenly identified our perceived problem as that of management. It is suggested that we should address our own ability in contributing to the department. For instance, we could do better if we had a more structured "stream" backed up by professional training. We persist in posting officers into positions which require considerable knowledge in fulfilling that function, without a single day's training. We tend to think of ourselves as "instant experts" in everything we approach. We have a lot to learn.

As an association, we should concentrate on improving our own professionalism and not try to destroy the department's morale through something we may not know very much about.

Sincerely,

Max Reid

Counsellor Defence Programs

Canadian Embassy, Washington

List of Advertisers

TMS Associates	IFC
Yorkton Continental Securities Inc.....	p. 5
Otto's Service Centre Ltd.	p. 5
Gov't. Travel Service	p. 6
Société Interart Inc.	p. 7
GIB's Diplomatic Sales & Services	p. 8
VSP Video Security Process	p. 8
BDO Ward Mallette	p. 8
National Capital Management.....	p. 8
Sedbergh	p. 10
Myers Chev-Olds.....	p. 11
Prudential-Bache Securities	p. 11
Boyd Group of Companies.....	p. 12
Shope 500 Ottawa	p. 16
Tekan Realty Co.	p. 17
CIIA/ICAI	p. 17
Royale Alarm Network Ltd.	p. 17
Clements & Company	p. 32
ETA Suites	p. 33
Cameron Art Gallery	p. 34
Fairlawn Travel	p. 34
The Counterpoint School	p. 36
Greentree & Company	p. 36
bout de papier	p. 37
Subscribe Today	p. 40
Tradex Security Fund	p. 41
Marsh & McLennan	p. 42
Connor, Clark	p. 42
Elizabeth Antiques	p. 43
Lakeshore Movers	p. 44
Intra Executive Travel	p. 45
Foreign Service Examination	p. 45
McLaughlin Property Management	p. 45
Group Services Insurance Brokers Ltd.	p. 47
Royal LePage.....	p. 47
Lallier Automobile.....	p. 47
PAFSO Insurance Plan	IBC
Lycée Cambridge	OBC

YORKTON CONTINENTAL SECURITIES INC. INVESTMENT DEALERS & STOCK BROKERS EST. 1910

Yorkton Continental Securities Inc. is fully qualified to look after all your financial investment needs.

Your portfolio should have constant management to guard against the unexpected. We can supply this expertise.

YORKTON PRODUCTS:

- Government Treasury Bills
- Canada Savings Bonds
- Guaranteed Income Certificate
- Bonds
- Stripped Bonds & Coupons
- Stocks, Common & Preferred (Listed & Unlisted)
- Tax Shelter Strategies
- Options
- Registered Education Savings Plan
- Mutual Funds
- Self Administered RRSP
- Venture Capital Situations
- Portfolio Management

For further details, please contact: J.R. (Bob) Sparling, B.Comm.

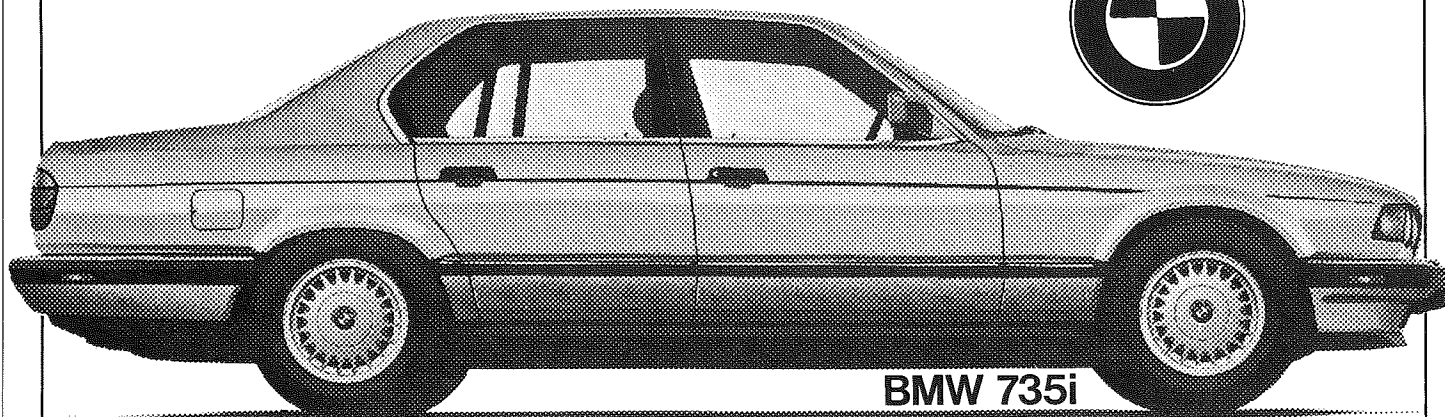
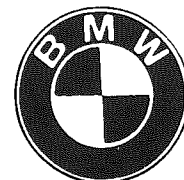
PH1-77 Cartier St.
Ottawa, Ontario
K2P 1J7

(613) 233-3608 (Res.)
(613) 567-1910 (Bus.)

84 Yonge St. S.,
Aurora, Ontario
(613) 783-2653 (Pager)

(416) 727-0187 (Bus.)
(416) 727-8541 (Fax)
L4G 1M2

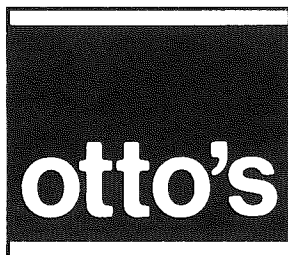
SPECIALISTS IN DIPLOMATIC AND OVERSEAS SALES



BMW 735i



**YEARS OF SALES
AND SERVICE**



otto's service centre ltd.

245 Richmond Road
Ottawa, Ontario
K1Z 6W7

BMW: (613) 725-3048
Telex: 053-4417

Le Canada et l'Organisation des États Américains

par Roger Paul Gilbert

La signature récente de la Charte de l'OEA par le Canada, marquant ainsi son adhésion à l'organisme hémisphérique et régional, atteste d'une nouvelle maturité de la politique étrangère canadienne. Cela ouvre aussi la porte à de nouvelles initiatives susceptibles de rehausser l'influence du Canada auprès des partenaires de l'Amérique latine et des Antilles. Le Canada pourra enfin utiliser à part entière ce nouveau forum pour la défense de ses intérêts, pour la stabilité dans l'hémisphère, la lutte contre le trafic des stupéfiants, réguler l'immigration, les réfugiés, protéger l'environnement, gérer les créances qu'il détient à l'égard de certains pays. En un mot, le Canada entend être un partenaire de poids avec les pays de l'Hémisphère et collectivement à l'égard des États-Unis. Organisme de type onusien, l'OEA n'est ni plus ni moins efficace que l'ONU ou d'autres organismes régionaux comme l'Organisation de l'Unité Africaine ou la Ligue Arabe : elle reflète la volonté politique de la collectivité de ses membres.

Un ancien Secrétaire américain, Dean Acheson, disait du Canada qu'il était un pays sans appartenance régionale. Son statut de demie colonie l'empêchait en effet de s'associer à une alliance régionale remontant à l'indépendance des anciennes colonies espagnoles et même à la fondation, en 1910, de l'Union Pan-américaine.

L'évolution de l'UPA fut marquée de médiations pour la solution des conflits de frontières, les questions d'asile politique, les accords maritimes et de commerce, ce qui permit d'établir un véritable droit inter-américain pour la solution pacifique des conflits régionaux. Les conférences régionales ont ainsi abouti à nombre de conventions sur le cabotage, les douanes, la poste, les chemins de fer, la santé, etc.

Le rôle prépondérant des États-Unis souleva de nombreuses polémiques depuis la notion de protection de ces pays contre les empiètements européens (Doctrine Monroe), jusqu'au remboursement de ses créances par l'imposition de la force ou l'occupation. Certes, la puissance impériale américaine a plus d'une fois exercé son hégémonie, malgré le principe de non-ingérence repris dans la Charte de l'OEA, lorsque ses intérêts vitaux ou prétendus tels étaient menacés.

Certes, des conflits sérieux se sont développés avec l'émergence de la Révolution cubaine et l'adhésion du régime castriste au communisme de style soviétique. Le retrait de Cuba de l'OEA en 1963 fut une conséquence de l'incompatibilité déclarée de son régime avec les principes de la Charte. La crise des missiles soviétiques entreposés à Cuba déborda largement le cadre de l'OEA pour trouver sa solution au Conseil de Sécurité de l'ONU et par d'autres moyens de médiation. Les États-Unis s'engagèrent en échange du retrait des missiles à ne pas envahir Cuba ou à renverser son régime. L'OEA endossa néanmoins les décisions américaines de sanctions économiques contre Cuba, cependant que le Mexique et le Canada furent les deux seuls pays de l'Hémisphère à maintenir des relations à peu près normales avec le gouvernement cubain. Les sanctions économiques sont devenues caduques depuis 1975, sauf pour les États-Unis dont le dernier président, M. Bush, semblerait disposé à en

réexaminer la levée. (Et pour cause, même les médicaments et autres équipements médico-hospitaliers américains sont assujettis au boycott.) La lutte livrée sans merci par Fidel Castro à des trafiquants cubains de stupéfiants fut interprétée comme une ouverture à l'égard des États-Unis. Aujourd'hui, la plupart des pays de l'Hémisphère souhaite le retour de Cuba au sein des organes politiques de l'OEA.

*Il appartiendra au Canada
de rechercher des solutions
mitoyennes.*

Certes, les situations politiques vont continuer de soulever des choix difficiles pour le Canada. L'intervention militaire récente de plus de vingt mille hommes de troupes américaines à Panama pour y saisir

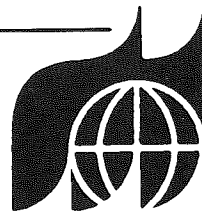
DISCOVER WHY WE ARE THE EXPERTS
FOR POSTINGS AND ALL OTHER FSD TRAVEL

D2-PEARSON BLDG.

FAX: (613) 233-7813

Operated by The Marlin Travel Group Inc.

**Government
Travel
Service**



**Service
des Voyages
du Gouvernement**

D2-ÉDIFICE PEARSON

FACS: (613) 233-7813

DÉCOUVREZ POURQUOI NOUS SOMMES
LES EXPERTS EN AFFECTATIONS ET TOUS
LES AUTRES DSE VOYAGES.

Opéré par The Marlin Travel Group Inc.

le dictateur Noriega, à la suite d'infructueuses médiations de l'OEA et malgré des pré-avis donnés par Washington à plusieurs chefs d'État, encourut le blâme d'une majorité des membres de l'Organisation.

Mais il appartiendra au Canada de rechercher des solutions moyennes comme il s'y est habitué au sein de l'ONU. À cet égard, son influence sera capitale auprès de la douzaine de pays du Commonwealth des Antilles devenus membres de l'OEA et avec lesquels il entretient des liens privilégiés. Ainsi, le Canada deviendrait au sein de l'OEA le leader naturel de plus du tiers de ses trente-cinq membres. Le Conseil Permanent de l'OEA siège à Washington et l'Assemblée annuelle alterne entre cette capitale et la capitale d'un État membre.

Rappelons que le Canada ne souhaite pas adhérer au Traité de Rio d'Assistance Réciproque de 1947, lequel constitue l'arme de défense dans l'hypothèse où un ou des États membres seraient victimes d'intervention extérieure. La rupture des relations diplomatiques, l'adoption de sanctions économiques et même l'emploi de la force demeurent des options possibles à soumettre aux voix des États. N'ayant pas adhéré au traité, le Canada devra s'abstenir de voter chaque fois que le Secrétaire général convoquera une réunion spéciale des Ministres des Affaires Étrangères sur un litige donné. Il pourra toutefois rechercher des solutions de compromis comme l'arbitrage, l'envoi d'observateurs en vue de maintien de la paix. Le Canada a déjà dépêché des observateurs au Honduras dans le but d'observer le démantèlement des forces de la Contra.

En plus de son statut d'Observateur à l'OEA depuis 1972, le Canada a joué un rôle certain au sein d'organismes techniques de l'Organisation. Ainsi le Canada est membre à part entière de l'Institut Pan-Américain de Géographie et d'Histoire, de l'Institut Inter-Américain des Sciences Agricoles, de l'Organisation Pan-Américaine de la Santé, de l'Institut Inter-Américain de la Statistique, autant d'organes qui servent à canaliser l'aide extérieure canadienne, sans omettre le Programme d'Assistance Technique de l'OEA auquel l'ACDI contribue annuellement. Les télécommunications, les chemins de fer, l'administration publique, les autochtones sont tous l'objet d'associations ou de rencontres au sein desquelles les Canadiens se retrouvent avec leurs homologues latino-américains.

Il convient de souligner que l'OEA dispose depuis quelques années d'une Charte et d'une Cour des droits de la personne. L'Assemblée générale annuelle reçoit le rapport de la Commission Inter-Américaine des droits, cependant que la Cour peut entendre non

seulement les litiges soumis par les États mais aussi ceux introduits par les individus. Ceci dit, il subsiste un climat général dans certains pays qui échappe à la censure, fusse-t-elle de la Commission Inter-Américaine des droits. Il appartiendra donc aux États comme le Canada d'exercer auprès de leur gouvernement la représentation qui s'impose et au besoin imposer la parcimonie à nos relations avec les gouvernements impénitents.

Un Conseil Inter-Américain Économique et Social embrasse une foule de questions depuis les rapports commerciaux, les tarifs douaniers, le développement économique et régional, l'accès aux marchés étrangers, notamment américain, sous le système général des préférences. Il va de soi que des comités étudient à fond les problèmes attribuables à l'endettement des pays de l'Hémisphère. Le Canada aura à soutenir ses politiques au sein de ces comités et sans doute susciter une certaine modération dans les énoncés des solutions.

Le Conseil pour l'Éducation, les Sciences et la Culture recouvre un grand nombre de secteurs depuis les musées, l'archéologie, l'éducation technique, l'artisanat, la science et la technologie. Il administre un programme de bourses d'étude favorisant de nombreux échanges. Il va de soi que les provinces canadiennes devraient s'intéresser aux activités

de ce Conseil et de participer à ses réunions ainsi que de contribuer à ses programmes d'échanges culturels. Rappelons que l'OEA fonctionne en quatre langues officielles et que la participation canadienne renforcera notre présence linguistique enrichie du français.

Une association naturelle

On le voit, le Canada pourra exercer une influence utile aux affaires de l'Hémisphère en devenant membre à part entière de l'OEA. Sa décision représente un virage de première importance vers la globalisation dans nos relations. Du même coup, elle signifie une nouvelle prise de conscience de nos relations inter-américaines. Car il s'agit bien pour le Canada de s'intégrer au sein de l'organisme régional auquel il était convié depuis 1948, alors qu'un fauteuil sculpté aux armoiries du Canada lui fut aménagé au siège de l'OEA. Pour rejoindre le mot de Dean Acheson, le Canada devient désormais un vrai partenaire au sein d'une région.

Roger Gilbert a été posté à Lima, Prague, Nicosie; nommé Chargé d'Affaires à Haïti, il a aussi été Conseiller à Paris et Consul Général intérimaire à Bordeaux. Auteur de plusieurs études sur l'Amérique latine, M. Gilbert a pris sa retraite au terme d'affectations à La Havane et à Alger.

INTERART ÉVALUATION

INTERART INTÉGRATION

INTERART CULTURE

INTERART CONSEIL

INTERART RELATION

INTERART FILM

INTERART COURTAGE

PRÉSIDENT DIRECTEUR GÉNÉRAL: DELANO BOILY
V.-P. - MONTRÉAL: CHRISTIAN HARDY

SOCIÉTÉ INTERART INC.

100 BOUL. LUCERNE, LUCERNE, QUÉBEC, J9H 5C2, (819) 776-ARTS
1374 DR. PENFIELD, MONTRÉAL, QUÉBEC, H3G 1B7, (514) 286-ARTS
8704-101A AVENUE, EDMONTON, ALBERTA, T5H 4B3, (403) 429-ARTS



GIB'S DIPLOMATIC SALES & SERVICES

- Vehicles, Furniture, Furnishings
- Appliances, TVs, etc.
- Removals, Crating, Storage & Shipping
- Residential Property Management Including Maintenance
- Interior Decorating Services
- Other General Trade Services

G.E. (GIB) SAUCIER

235 Belford Crescent
Ottawa, Ontario
Canada K1Z 7A9

(613) 722-1627



V. IDEOTAPE
I. NVENTORY, and
D. OCUMENTATION
E. STABLISHING
O. WNEERSHIP

V.I.D.E.O. SECURITY PROCESS

A comprehensive consultative and videographic security conscious inventory service for:

HOUSES / CONDOS / APTS / OFFICES
CHURCHES / CLUBS / SMALL BUSINESSES

Special discounts for diplomatic, government and commercial representatives moving abroad on postings.

PROTECT YOUR PERSONAL & BUSINESS POSSESSIONS

V-I-D-E-O Security Process (VSP)

TEL: (613) 596-0960

FAX: (613) 828-2163

SUITE 300, 301 MOODIE DR., NEPEAN

DIVISION OF HILL-HOLLAND ASSOCIATES

BDO
WARD MALLETTE

Chartered Accountants

Financial Planning for Your Future

- budgeting
- investment planning
- tax planning
- estate planning
- income tax preparation

Whether at home or abroad it is comforting to know that you have competent professionals working on your behalf.

For further information please contact:

**M.A. (Peggy) Cameron,
Manager
Financial Planning Services**

Box 291, 1136 Church Street
Manotick, Ontario K0A 2N0
Telephone: 613-692-2553

WORRY-FREE

HOME MANAGEMENT

WHILE YOU'RE AWAY

Come home and find things just the way you left them
with NCM property management services.

**National
Capital
Management**

- Property Management
- Financial Services
- Specializing in
 - Foreign Service
 - Defence - R.C.M.P.

824 Meath Street, Ottawa (613) 728-1759 Fax (613) 728-8994

The CIIA: A Canadian Institution

by John Halstead

The history of the Canadian Institute of International Affairs is in many ways a reflection of the evolution of Canadian foreign policy. It is also the story of some remarkable Canadians who left their mark on that policy.

The CIIA was born in the aftermath of World War I, when Canada was just beginning to free itself from British tutelage and to play an independent role in the world. Typically Canadian, it had dual parentage, British on one side and American on the other. On the British side was the Royal Institute of International Affairs (familiarily known as Chatham House), formed in London in 1920 after plans discussed at the Paris Peace Conference for a British-American organization fell through. On the American side, it was not the Council on Foreign Relations in New York, the counterpart of the RIIA, but rather the Institute of Pacific Relations, which evolved out of a 1925 conference on problems common to countries bordering the Pacific. Canadians became members of both organizations, but in 1928, a group of them met at Sir Robert Borden's home in Ottawa and decided to combine to set up a new association.

The CIIA was established as an independent, non-partisan body for advancing public knowledge and understanding of international affairs, "particularly insofar as they relate to Canada and the British Empire." Like the RIIA, the charter of the CIIA stipulated that "the Institute as such should not express an opinion or any aspect of international affairs." This did not, however, prevent the voicing of a wide diversity of opinions by members. Indeed, the Institute was, in the 30's, the cockpit of a spirited debate between differing visions of Canada's international role — between old imperialists and new internationalists, between continentalists and nationalists, between isolationists and interventionists.

At first, the leaning was toward pacifism, isolationism and continentalism. Nevertheless, one of the Institute's most vocal and effective members was a committed internationalist — John Dafoe, one of the Institute's founders and later President, who was editor of the influential *Winnipeg Free Press*. Once World War II broke out and the die was cast for intervention, the views of those like Dafoe, who favoured a distinct

international role for Canada, became predominant, not only in the CIIA but also more widely. By the 50's, the internationalist approach was well established as a third way between the old imperialist ties to Britain and the new continentalist ties to the United States, and it led to what many refer to as the "golden age" of Pearsonian diplomacy.

*The internationalist approach
was well-established as a
third way between the old
imperialist ties to Britain and
the new continentalist ties
to the United States.*

At the same time, the Institute did not neglect domestic policy issues which had an impact on Canada's external relations or were affected by them. Prominent among these was the Canadian North, which during the 40's attracted American attention as it grew in strategic and economic significance. Raleigh Parkin, an executive of Sun Life and an active member of the CIIA, was instrumental in launching an extensive Arctic study which was entrusted to Trevor Lloyd, a geographer at McGill. A three-year undertaking, the study was never published because of the controversy it aroused. Nevertheless, it had considerable influence on the Government, which established the Advisory Committee on Northern Development, thanks to Hugh Keenleyside, an early member of both the CIIA and the Department of External Affairs and who later became Deputy Minister of Mines and Resources.

The CIIA was originally conceived as an elitist organization; applicants had to be proposed and seconded by members. Membership was purposely restricted in order to develop a small group of well-informed people whose knowledge and experience could contribute to the formulation of government policy. Nevertheless the Institute grew rapidly in the early years. It started with 395 members in five branches (in Montreal, Toronto, Ottawa, Winnipeg and Vancouver) and by 1938 had 17 branches and a membership in excess of 1,000. In the formative years, the branches were quite autonomous, but in 1932, a National Secretary was appointed, with funds from the Massey Foundation, to organize the Institute on a national basis.

The first National Secretary was Escott Reid, who embarked on a veritable crusade for the cultivation of a broadly-based public opinion to support an enlightened foreign policy. In this he was supported by the then President, Edgar Tarr. Under their guidance, the Institute became more centralized with the introduction of plans for study groups, the inauguration of an annual study conference and the organization of delegations to international conferences. In also launched a new program of public education in international affairs, sponsoring such books as *Canada Looks Abroad*, by Bert MacKay and Ben Rogers, *Canada Today*, by F.R. Scott, and *Canada in World Affairs*, a series of biennial surveys of Canada's international activities.

It was during Reid's six-year term of office that the CIIA first made a national and international name for itself and was able to both articulate and to influence Canadian foreign policy. He had the knack of attracting the best minds in Canada to put vitality and purpose into the organization. But he also criticized its elitist outlook, and encouraged the branches to broaden their membership and to establish study groups. He advocated an expansion to include women as well as men, and French- as well as English-speaking Canadians. He also proposed increased public education through radio broadcasts, an information service, pamphlets and conference reports, as well as cooperation with other organizations to promote CIIA publications.

*Holmes was a practical idealist
insisting on international
cooperation as mankind's only
hope, and the United Nations
as an imperfect but
necessary vehicle for it.*

The influence of the CIIA in those years owed much to the positions of official responsibility held by its members. During the war, the bonds between the Institute and the Government were particularly numerous, as many CIIA members entered the expanding bureaucracy in the hope of turning their ideas into policy. One of these was John Holmes, who was National Secretary of the Institute at the beginning of the war, joined

External Affairs in 1943 and in 1960 rejoined the Institute, first as President and then as Director General.

Holmes' name became synonymous with the Institute's post-war development. For 13 years, he guided the Institute through an unprecedented range and level of activities. He organized many conferences and publications and obtained major grants to stimulate research, all of which enhanced the Institute's profile. He helped establish the

Centre québécois des relations internationales and thus gave the CIIA a French-language presence in Quebec. He also wrote and spoke extensively on Canadian foreign policy. He perceived Canada as a middle power and an intermediary whose role it was to point the way to conciliation rather than conflict. He was a practical idealist, accepting the realities of a world of independent, sovereign states but also insisting on international cooperation as mankind's only hope, and the

United Nations as an imperfect but necessary vehicle for it. In this way, he articulated one of the themes that has run through the foreign policies of successive Canadian governments, and he came to represent a certain Canadian ethos.

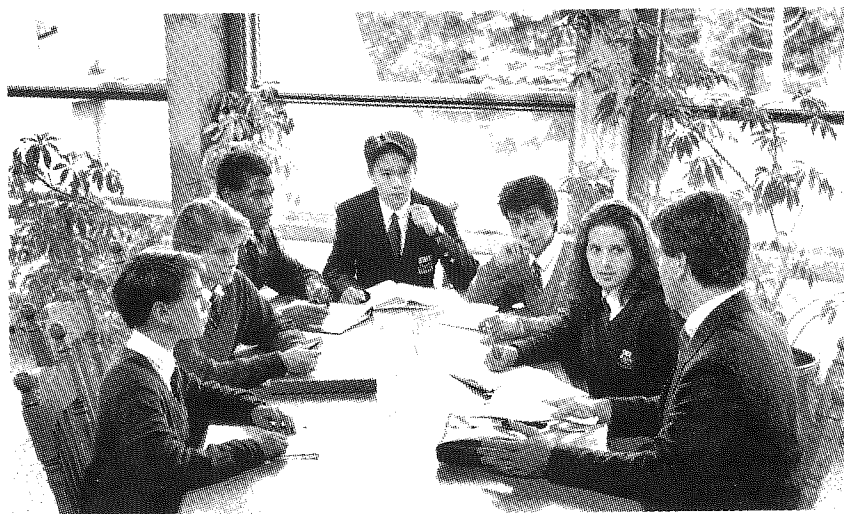
Today the CIIA is still a going concern, thanks to the dedication of its members, the support of its corporate donors and annual grants by the Departments of External Affairs and National Defence. Activities of the Institute include publications, library services, study trips, briefing tours and foreign policy conferences. The Institute publishes *International Journal*, a scholarly quarterly, and *Behind the Headlines*, a pamphlet series on current affairs. The John Holmes Library in Toronto houses a unique collection of 23,000 volumes, plus numerous periodicals and newsletters, on international relations. Study trips take members around the globe to areas which are in the news. Briefing tours provide the CEO's of major corporate supporters with access to high level briefings in foreign capitals. And, every two years a major conference is organized, with prominent experts from Canada and abroad, to discuss a particular international theme.

One of the most active of the Institute's 22 branches is the National Capital Branch, which has a membership of over 300 and which meets once a month to hear qualified speakers and exchange views on topics of current interest. The Branch also engages in special study projects and in recent years has brought out reports on the foreign policy green paper and the Northern dimension of Canada's foreign policy. As Chairman of this Branch, I should like to issue a warm invitation to anyone who would like to join in these activities, either in this branch or in another.

*John Halstead is a member of the Senior Editorial Board of **bout de papier**. A retired Foreign Service Officer, he was Canadian Ambassador to Bonn and NATO, and Acting Under-Secretary of State for External Affairs. Mr. Halstead is currently Chairman of the National Capital Branch and a member of the National Council of the CIIA.*

Valuable information on the history of the CIIA was obtained from Escott Reid and Ben Rogers, honorary life members of the Institute, and from an honours thesis written by Shelagh Grant, a student at Trent University, as well as from the National Office of the CIIA. Further information can be obtained from the National Office of the CIIA (15 King's College Circle, Toronto, Ont. M5S 2V9) or from John Halstead (613-521-5221).

SEDBERGH: THE EDUCATION OF A LIFETIME

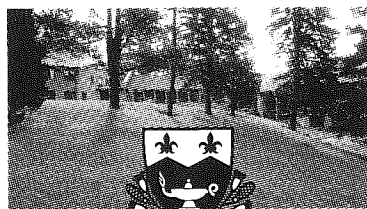


From Classroom to Boardroom

Sedbergh is a unique private boarding school set on 800 rugged acres near Montebello, Quebec. It offers a rigorous academic program starting at grade 4, which ensures access to the finest universities in Canada and abroad. Sedbergh's student/teacher ratio is a rare 8:1. A capable and dedicated staff educate beyond the classroom on field trips and excursions. Facilities are first-rate. A dynamic mix of English and French speaking students fosters bilin-

gualism. Equally important, Sedbergh instills self-reliance. Under staff guidance, students run the school... dining room, dormitories, clothing store, library, etc., practising the management principles central to our free enterprise society... smoothing the transition from classroom to boardroom, courtroom, cabinet, clinic, or to whatever career Sedberghians choose.

Write for a full-colour prospectus, or, better yet, call to arrange a visit.



SEDBERGH

Montebello, Que. J0V 1L0, Tel: (819) 423-5523

CAR RENTALS AT

MYERS

DAILY • WEEKLY • MONTHLY & LONG TERM

We have . . . Special Gov't Rates
FOR BUSINESS or PLEASURE

- All sizes of Cars, Vans, Minibuses
- **FREE** Airport and City Pick-Up
- Courtesy Baby Seats Available
- **VISA • MASTERCARD • AMERICAN EXPRESS • enROUTE**

1200 Baseline at Merivale
Ottawa, Ontario K2C 0A6

Fax # (613) 225-2231
Direct Line Phone (613) 225-8006

(613) 225-1260

TELEX CABLE ADDRESS:
MEYERSOTT, OTTAWA

SALLY BRADLEY
MANAGER

MANAGING YOUR INVESTMENTS FROM ABROAD

When you're away from home, it's difficult to keep up with the latest investment opportunities.

At **Prudential-Bache**, we'll assist you in planning your investments and keep you informed of the best rates available.

We offer a full range of investment products and services including:

- Self-Administered RRSP
- Flexifund RRSP
- Portfolio Management
- Guaranteed Investment Certificates (GICs)
- Treasury Bills
- Mutual Funds
- Stocks & Bonds

For more information on these or other investment vehicles, call Gary Godard or Jeff Turcotte at **(613) 236-8641**

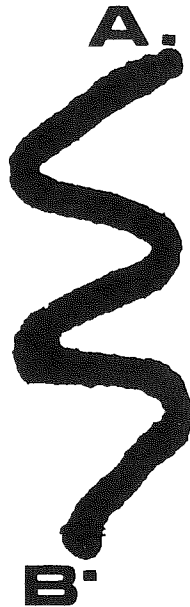
Prudential-Bache
Securities



ROCK SOLID MARKET WISE

Suite 800, 255 Albert Street, Ottawa, Ontario K1P 6A9 Fax: (613) 236-8783

Getting You From Point A



to Point B For Over Forty-Five Years. *The Boyd Group Of Companies.*

Being part of External Affairs can really take you places...from across the country to across the continent. So, if your next posting takes you elsewhere, there's nowhere else to call but The Boyd Group of Companies.

We'll point out your options. We'll make personal travel arrangements for you and your family, pack your household goods and have everything prepared for shipping by air or by sea.

With one of the region's largest warehousing facilities of over 600,000 square feet, we have ample room to store your valued items until you return. With over 106,000 square feet of newly expanded indoor garage space, we have parking for 600 cars; we can store your boat, motor home or any of your precious possessions.

We've been getting External Affairs from point A to Point B for over forty-five years. Give us a call. We'll give you a few points.

BOYD
GROUP OF COMPANIES

• Tel.: (613) 594-5315 • FAX: (613) 230-1874 •

• Boyd Moving and Storage Ltd. • Boyd International Freight Forwarding Ltd. • Boyd Commercial Moving & Warehousing Services Ltd. •
• Boyd Records Management Services Ltd. • Boyd Commercial Warehousing and Distribution Services Ltd. • T.T.I. Admiral Travel Agencies Ltd. •
• Cartier Supply and Rentals Ltd. Ottawa's Moving Supplies Store •

A Little Mix-Up in the Mail

by Sidney A. Freifeld

This article is adapted from a chapter of Sidney Freifeld's new book Undiplomatic Notes: Tales from the Canadian Foreign Service, to be published by Hounslow Press in October. The book will be illustrated, like this article, with drawings by Susan Macartney.

Whenever Canada Post comes back into the news — with talks about privatization, more cuts in service and whatnot — my mind goes back nearly half a century to some bizarre events enveloping my wife's mail when she was working in the Empire State Building in New York City during World War II. I was serving as Consul at the newly-created Canadian Consulate General in New York at the time.

Before the war, Crenia had been working as a public relations officer for the National Association of Manufacturers. After the United States entered the war and built up an enormous war machine, shortages of many kinds began to be felt, especially in metals. The NAM created the American Industries War Salvage Committee to promote the saving of scrap metal by householders nationwide.

The NAM designated Crenia to run this salvage campaign, and installed her in a modest one-room office on the second floor of the Empire State Building, then the highest office building in the world and, higher up than Crenia, one of the grandest. Unbeknownst to her, on a floor very high above hers were the imposing offices of the Celanese Corporation, a far-flung transnational enterprise headed in the United States by Sir Samuel Salvage. Celanese's headquarters were in London.

Crenia started her salvage campaign by setting up voluntary committees in communities across the United States. To inspire them to ever new heights, she created and sent out to them a little weekly paper which she called *The Scrapper*. She sent it to newspapers and local community committees far and wide.

One of our very best friends in New York at that time was an illustrator and cartoonist, Elliot Caplin, who happened to be a younger brother of the creator — Al Capp — of the most famous newspaper comic strip in the United States, *Li'l Abner*. Overshadowed by his brother, Elliot found it very difficult to market a comic strip of his own, so he pioneered in adapting the comic strip and cartoon technique for educational purposes,



particularly for the United States Armed Forces.

At that time, Elliot also worked for the prestigious Parents Magazine Press, where he created two monthlies which achieved nation-wide circulation, *True Comics* and *Real Heroes*. These publications, using comic strip form, depicted the lives or exploits of the world's great. From the Canadian Consulate General, I made sure he had material for a sequence on a Canadian for every issue: Mackenzie King, Andrew McNaughton, Mike Pearson, Billy Bishop, Buzz Buerling, and many others.

On Crenia's request, Elliot came up with an idea for her scrap and salvage drive. He created *Salvage Sam* who, in comic strip form in the weekly *Scrapper*, would show Americans out in the boondocks how they could help win the war by turning in old garbage cans, empty tins and bottle to their local scrap committees.

Now what's all this got to do with the Post Office?

Not long after Crenia and Elliot launched *Salvage Sam*, a strange thing began happening in their mail. In the nether regions of the Empire State Building, Crenia and Elliot — *Salvage Sam*'s parents — were puzzled to receive letters in *The Scrapper* office inviting Samuel, or Sir Samuel, to tea at the Harvard Club, or to dinner with Oxford and Cambridge graduates in the metropolitan area. One day a formidable embossed invitation card arrived, inviting Sir Samuel to the annual dinner of New York members of the Pilgrims Society.

In fact, Sir Samuel was asked to speak. This impressed the occupants of *The Scrapper* office no end.

Meanwhile, up in the posh penthouse floors of the Empire State Building housing the mighty Celanese Corporation, Sir Samuel Salvage began receiving no less puzzling mail. In would come a letter saying "Great tip you gave us on old garbage cans last week, Sam," and another, saying "Sam, you've helped Walla Walla to meet its goal on bottle tops." One letter asked "Salvage Sam, should we step on tin cans to straighten them out before turning them in to your scrap committee?"

It took some undercover investigation and a diplomatic intermediary (me) to get these oddities in the mail straightened out. Regrettably, *Salvage Sam* on the second floor and Sir Samuel Salvage on the 92nd never did get to meet one another formally. I lost track of what became of Celanese Corporation's Sir Samuel. But *Salvage Sam*'s creator went on to outdo his world-famous brother. Today, under pseudonyms, he is the creator behind half a dozen of the world's most popular comic strips in our daily newspapers.

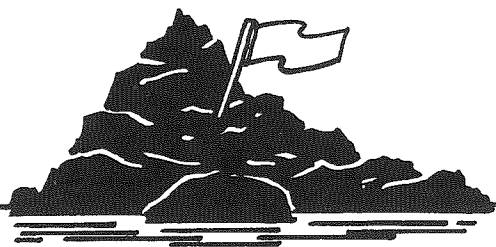
As for Crenia, she was soon plunged into even more bizarre hazards of spousedom in *la vie diplomatique*.

*Sidney Freifeld, a former ambassador to Colombia and Ecuador, and a member of the Senior Editorial Board of **bout de papier**, holds the world's record for fly-rod-caught spotted sea trout.*

Susan Macartney

Les frontières maritimes du Canada :

Une belle série de conflits



par Serge April

Ayant l'insigne d'honneur d'être un des rares juristes du ministère qui ait pu (jusqu'ici) faire carrière sans jamais toucher au droit de la mer, quelques surprises m'attendaient lorsque j'ai pris mes fonctions actuelles. Ma plus grande surprise a été, premièrement, de constater qu'à chaque endroit où nous avons une frontière maritime nous avons un conflit avec notre voisin et que, deuxièmement, les États-Unis ne sont pas notre seul voisin immédiat (comme on me l'avait enseigné à la petite école), la France et le Danemark le sont également!

Le but de cet article est de faire un rapide tour d'horizon de nos différends frontaliers maritimes, en évitant de nous empêtrer dans trop de considérations d'ordre juridique.

Le Golfe du Maine

Je croyais que cette affaire était réglée (...et bien réglée, grâce aux efforts surhumains de Léonard Legault et compagnie), mais non. La ligne qui a été tracée par la Cour internationale de Justice en 1984 est une ligne... sans bouts. Elle commence dans l'eau, au large de l'île Macchias Seal et se termine dans l'eau, bien avant la limite de la zone de pêche canadienne des deux cent milles. Nous avons toujours un « conflit » avec les Américains portant sur ces deux bouts de ligne.

L'île Macchias Seal est située à l'entrée de la Baie de Fundy, et quant à nous elle fait partie intégrale de la Nouvelle-Écosse depuis 1621. Malheureusement, en 1971 les Américains ont commencé à réclamer la souveraineté sur cette petite île, maintenant devenue un sanctuaire d'oiseaux. Pour ne pas compliquer outre mesure l'affaire du golfe du Maine, les parties ont convenu d'exclure

l'extrémité ouest de la ligne du mandat de la Cour. Il en va de même de l'autre extrémité à cause de complications relatives à la prolongation du plateau continental. Le résultat est donc que le golfe du Maine est séparé par une ligne sans tête ni queue (...mais qui a le mérite de nous accorder les pétoncles du Banc de George. Merci, Léonard).

Saint-Pierre-et-Miquelon

C'est grâce à ces petites îles situées au sud de Terre-Neuve que nous sommes voisins de la France. Notre problème, c'est que les Français prétendent avoir droit à une zone économique de 200 milles au sud des îles, ce qui leur donnerait une part exagérée de notre zone de pêche sur les Grands Bancs de Terre-Neuve. Pour notre part, la France n'a droit qu'à une zone maritime beaucoup plus restreinte. Ce différend est devant les tribunaux, ou plus précisément devant un tribunal d'arbitrage de cinq membres qui siègera à New York. (Depuis l'affaire des expériences atomiques dans le Pacifique, affaire qui ne lui avait pas été favorable, la France évite la Cour internationale de Justice de La Haye.)

L'affaire de Saint-Pierre-et-Miquelon étant *sub judice*, je ne m'étendrai pas davantage (de crainte que mon ami François Mathys, l'« agent » du Canada pour cette affaire, ne me reproche de me mettre les pieds dans les plats), mais je prendrai quand même un malin plaisir à rappeler que dans l'affaire des îles anglo-normandes, où les rôles étaient inversés, nos amis français affirmaient que l'Angleterre n'avait droit... qu'à un plateau continental enclavé de 6 milles! Le tribunal lui en a octroyé 12!

Le détroit de Juan de Fuca

Il s'agit du détroit entre le sud de l'île de Vancouver et l'État de Washington. En fait,

la frontière à l'intérieur du détroit a été réglée au siècle dernier. Ce qui n'est pas réglé, c'est l'extrémité ouest de la ligne, au large vers l'Océan Pacifique.

Le différend n'est pas énorme, mais il persiste. Les deux parties ont adopté le principe de l'équidistance comme base de règlement, mais l'ont appliqué selon des techniques différentes, de sorte que la ligne frontalière ne coïncide pas en tout point. Heureusement, cette affaire n'a pas été à la source d'incidents ces derniers temps, sauf qu'un jour il faudra bien la régler.

L'entrée de Dixon

C'est sans doute l'affaire la plus délicate, qui a été à la source d'incidents de pêche l'été dernier encore. Il s'agit de la frontière entre la Colombie-Britannique et l'Alaska, à l'extrémité sud de la « panhandle » de l'Alaska. C'est là une des régions les plus riches au monde en saumon.

Quant à nous, cette affaire a été réglée en 1903 par un arbitrage entre le Royaume-Uni (le Canada ne jouissait pas encore de sa souveraineté internationale) et les États-Unis, visant à délimiter la frontière de l'Alaska. Le tribunal d'arbitrage a alors tracé une ligne frontalière, dite « ligne A-B », rejoignant l'extrémité sud de deux îles américaines juste au nord de l'entrée de Dixon.

Pour nous (et particulièrement pour les gens de Colombie-Britannique, qui voient dans la ligne A-B à peu près le seul point qui leur ait été favorable dans cet arbitrage historique qui par ailleurs a fermé l'accès à la mer de la moitié nord de la province), cette fameuse ligne constitue une frontière internationale à tous égards : elle délimite les terres et les eaux. Les Américains prétendent que la ligne n'est qu'une frontière terrestre et que la frontière maritime doit être

tracée selon une ligne équidistante, ce qui leur accorderait la moitié des eaux extrêmement poissonneuses de l'entrée de Dixon.

Il y a également différend pour ce qui est de la prolongation ouest de la ligne au large de l'entrée de Dixon. Les deux parties ont adopté le principe de l'équidistance, mais ayant chacune un point de départ différent les lignes ne coïncident que bien au large de nos côtes respectives.

Les eaux contestées étant fort riches en saumon, les Américains ne cessent de faire des pressions pour que nous trouvions un règlement. Toutefois, pour nous, c'est une affaire réglée depuis 1903.

La mer de Beaufort

Il s'agit de la frontière maritime dans l'Arctique au nord du Yukon et de l'Alaska, une zone potentiellement riche en pétrole et en gaz naturel. (Heureusement, les eaux sont tellement froides qu'il n'y a pour ainsi dire pas de poissons, et pas de pêche commerciale, ce qui nous épargne des incidents comme dans l'entrée de Dixon ou le golfe du Maine).

Pour nous, il s'agit là aussi d'une affaire réglée depuis belle lurette, en fait, pour être plus précis, par la Convention de 1825 entre le Royaume-Uni (qui jouissait de la souveraineté sur le Canada) et la Russie (qui n'avait pas encore vendu l'Alaska aux États-Unis). Cette Convention, dont le but était de délimiter la frontière entre le Yukon et l'Alaska, prévoit à toutes fins utiles que la frontière terrestre doit suivre en ligne droite le 141^{ème} méridien pour se continuer toujours en ligne droite jusqu'à « l'océan glacial ». C'est donc dire que pour nous la frontière maritime suit également le 141^{ème} méridien en direction du Pôle Nord. Nous avons même déniché de vieilles cartes américaines établissant la frontière maritime sur ce méridien.

Il n'y a pas eu de problème jusqu'en 1976, lorsque le gouvernement américain a commencé à empiéter sur notre juridiction en accordant des permis d'exploration pétrolière à l'est du 141^{ème} méridien, c'est-à-dire de notre côté de la ligne. Ils se sont alors mis à prétendre que la frontière devait suivre la ligne d'équidistance entre les côtes, ce qui leur accorderait, à cause de l'angle particulier de la côte, un immense triangle de notre côté du 141^{ème} méridien. Après plusieurs échanges de notes de protestation, les parties se sont entendues informellement pour « geler » à toutes fins utiles les permis d'exploration accordés de part et d'autre dans la zone contestée, mais la ligne de la frontière maritime reste à déterminer.

Le Groënland

Voilà notre troisième voisin, le Danemark, qui a la souveraineté sur le Groënland situé

au nord-est du Canada. Nous n'avons pas un, mais deux différends avec le Danemark.

Tout d'abord, dans la mer de Lincoln, située au nord du Groënland et de l'île Ellesmere, le Canada a déclaré en 1977 une zone de pêche de 200 milles et le Danemark a fait de même. Le problème c'est que les Danois tracent cette ligne à partir de points sur la côte qui sont différents de ceux que nous utilisons, ce qui a pour effet de leur accorder une zone plus large empiétant sur la nôtre par endroits. (Il y a également des problèmes de même nature, mais beaucoup moins importants, entre le Groënland et l'île de Baffin, problèmes que nos géographes s'appliquent présentement à résoudre.)

Le ministre danois responsable du Groënland s'est rendu sur le rocher pour y planter un drapeau (...danois) et y déposer une bouteille de brandy.

Enfin, il reste la question de Hans Island, laquelle est pour moi la plus croustillante. Il s'agit d'une petite île (en fait, un rocher d'un demi-mille carré) située entre le Groënland et l'île Ellesmere. Lorsqu'en 1973 les parties ont tracé la ligne délimitant le plateau continental dans cette région, elles se sont aperçues que la ligne passait au beau milieu de ce rocher. Les Danois ont protesté affirmant qu'il ne pouvait en être ainsi puisque l'île leur appartenait, ce contre quoi les Canadiens se sont élevés puisque nous avons toujours considéré cette île comme étant canadienne. Les parties n'ayant pu s'entendre sur la propriété de l'île, elles ont convenu que la ligne de délimitation s'arrêterait au sud pour recommencer au nord de l'île, quitte à régler plus tard la question de la souveraineté sur l'île.

Notons que l'affaire de Hans Island aurait pu rester dans les limbes géographiques ou juridiques, n'eût été de la visite en 1984 du ministre danois responsable du Groënland qui s'est rendu sur le rocher pour y planter un drapeau (...danois) et y déposer une bouteille de brandy (... d'origine inconnue mais supposément danoise). Cette visite avait alors fait les manchettes et soulevé l'indignation au Canada. Nous avons évidemment protesté avec vigueur contre cette violation de notre souveraineté. Pour remettre aux

Danois la monnaie de leur pièce, deux éminents juristes du Ministère, lors d'un voyage dans le Grand Nord le printemps dernier, avaient apporté avec eux un drapeau unifolié et une bouteille de rye ... pour les déposer sur Hans Island en souvenir de leur visite. Au dernier moment, le temps s'étant couvert, leur avion a dû rebrousser chemin. Ce n'est que partie remise. Affaire à suivre.

Conclusions

La raison pour laquelle le Canada, comme bien d'autres pays du monde, s'est retrouvé depuis une quinzaine d'années devant tant de différends frontaliers est évidemment l'adoption par la communauté internationale de la règle permettant l'extension de leurs zones économiques maritimes à 200 milles marins. La géographie étant ce qu'elle est — les côtes sont généralement sinueuses et il n'y a pas deux côtes qui se ressemblent — chaque cas est pour ainsi dire devenu un cas particulier, difficile à régler, sans compter que des titres historiques ou des intérêts économiques sont souvent venues compliquer les choses pour les pauvres juristes que nous sommes.

Qui plus est, les populations ont généralement des vues bien arrêtées sur ce qui leur appartient (les bureaucrates familiers des « turf wars » comprendront certainement) et depuis que le monde est monde les conflits frontaliers donnent souvent lieu à des appels émouvants à la protection de la souveraineté du territoire. Aussi le seul fait d'envisager la possibilité d'une solution négociée soulève bien souvent des objections pour la simple raison que négociation, par définition, implique concession!

L'époque glorieuse du développement de la Convention sur le droit de la mer est pour ainsi dire révolue. Toutefois il reste bien du pain sur la planche pour ceux et celles qui doivent désormais en appliquer les règles, particulièrement en matière de délimitation des frontières maritimes. Ne craignons rien, nos quelques talents de négociateurs et de plaideurs ne manqueront pas d'être mis à l'épreuve pour bien des années à venir. 

Serge April est Directeur général des Affaires juridiques. Il a été affecté à Rome, La Havane, Paris et Dakar, où il a été ambassadeur de 1985 à 1988.

Nota : Les opinions émises dans cet article le sont à titre personnel et ne correspondent pas nécessairement à celles du Ministère. Comme disent les avocats du secteur privé, c'est « sans préjudice »

The Department Under Scrutiny

In the excerpts below, the corporate problems of External Affairs and International Trade are attributed to internal and external factors. But there are signs of hope.

New Breath of Life needed in External

There was a time, not so long ago, when joining the Department of External Affairs was the pinnacle of public service. Canada boasted a corps of diplomats — polished, scholarly, cosmopolitan — who represented the best of their generation...

The renaissance men disappeared as Canada's influence ebbed in the 1960s. Pierre Trudeau might not have had any use for the professionals — he said he could get the same information from a newspaper — but External Affairs was already in decline.

In fact, today the standing of "the Department" in Ottawa has never been lower. Once a hotbed of creativity, it is now conservative and cumbersome. If Canada was slow to respond to the changes in Eastern Europe, to recognize the Palestine Liberation Front, the department is part of the reason...

A recent discussion paper by a junior officer describes a department in disarray...The paper was written for the staff association and does not necessarily represent its views. But it is seen as a reflection of the problems. The paper laments the difficulty of career advancement, poor salaries, inadequate job appraisal and working conditions, poor treatment of spouses, and too many layers of management. It blames the government for letting things run down. "By nickel and diming the foreign service into near penury — for all the wrong reasons — those responsible have created a near wasteland."

The paper describes a proud department slipping into irrelevance because it is operating with a structure designed in the 1950s. Ultimately, this paralysis produces a foreign policy without direction or imagination, something a middle power with only modest influence in the world can ill-afford.

Amid the malaise, there are signs of hope. Joe Clark, the minister since 1984, allows that the troops know more about morale than he does. He is willing to listen. Last December, the department struck a panel of senior officials to examine the organization.

What is encouraging about the exercise is that it has involved many of the

8,800 employees, half of whom are locally engaged staff abroad. Long accused of being rigid and unresponsive, senior managers are now listening as much to office secretaries as first secretaries. A suggestion box has attracted hundreds of proposals, from ending needless photocopying to firing deputy ministers.

At root, the review is trying to determine the best role for the department in the 1990s in light of the demands of economic globalization, the outbreak of peace and the revival of international organization. It is examining, for example, whether all foreign missions should fulfill the traditional role of political reporting, as well as providing trade, aid and consular services. It costs as much as \$250,000 to keep an officer abroad; the department wants to know if it can do more with less.

While the review will go to cabinet in June, Clark could begin some streamlining shortly after. The question is whether this exercise will be about moving furniture or moving minds.

The challenge is to renew the department, to make it the seat of an activist, progressive foreign policy. Finding savings is one thing; finding a future is another. Time will tell how far the mandarins are prepared to go.

Andrew Cohen

The Financial Post, May 9, 1990

External's Woes

Mulroney is the main problem — Canadian diplomats may be overworked and weighed down by bureaucratic detail as the Professional Association of Foreign Service Officers alleges in a report. But the real cause of the malaise in the Department of External Affairs is the indifference of the Mulroney Government to Canadian Foreign Policy. Consider the evidence. Under the Mulroney Government, there have been major spending cuts to all the principal vehicles of Canadian Foreign Policy. The defence budget has been slashed. Cuts to the foreign aid budget mean it will remain at about 0.43 per cent of GNP this year and will not reach the government's stated goal of 0.6 per cent of GNP till 1995. And plans to cut 70 million dollars from Clark's departmental budget mean that the country with the seventh largest economy

in the world must hesitate before opening a new embassy because of economic considerations. At a time when the world is being reshaped on a scale comparable with the events immediately after 1945, the Mulroney government has undertaken to reassess only Canada's changing relationship with Europe. What we need is a complete rethinking of where Canada can fit into the new international economic and strategic order. The Department of External Affairs — which prides itself on attracting Canada's best and brightest — is capable of generating concrete ideas about future Foreign Policy toward hemispheric affairs, Europe and Asia. What's required is a government that takes such ideas seriously.

Editorial

The Ottawa Citizen

April 14, 1990

SHOPPE 500 OTTAWA

1589 St Georges Street
Orleans, Ontario
K1E 2L2
613-837-9525

Let us be the ones

BOOKCASE — Books at Ottawa prices
— 15% discount when visiting our distributors
— Hard covered and/or paper backed books

INVENTORY PREPARATION (COMPUTERIZED)

— In-house assistance
— Pay later arrangements
— Using existing inventories

MAILBOX

— Subscription service
— Magazines, third class mail
— Delivered to department free

SHOPPING SERVICE

— Auto parts, prescriptions, Food, clothes etc.
— Subsequent shipments
— Case lot orders
— Pay no sales tax

25 years in the department
5 postings abroad
Information kit on request

Doug Jacobs

So you have to go away for a few years. It's your home, you worked hard for it and don't want to sell it.



Then don't sell, let **TEKAN REALTY CO.** manage your home while you are away. And when you return the house you love will be here waiting for you.

TEKAN
REALTY CO.
741-4594

15 YEARS IN REALTY MANAGEMENT
599 Clarke Avenue
Ottawa, Ontario
K1Y 0Y8

GET ON TOP OF THE WORLD

For over 60 years, the **Canadian Institute of International Affairs** has been providing Canadians with a non-partisan nation-wide forum for discussion, analysis and debate of international affairs.

We are independent of governments and are financed mainly by individual and corporate donations. Our activities include speakers, seminars, conferences, briefing tours, study trips, publications, working groups, research and a library.

Our focus is on contemporary world events and trends with particular reference to the concerns of Canadians and the policy options for Canada. Write or call for membership information.

CIIA Branches

CANADIAN
INSTITUTE OF
INTERNATIONAL
AFFAIRS

INSTITUT
CANADIEN DES
AFFAIRES
INTERNATIONALES

CIIA / ICAI

15 King's College Circle, Toronto
Canada M5S 2V9 Tel: (416) 979-1851
FAX (416) 979-8575

Calgary
Edmonton
Fredericton
Halifax
Hamilton
Kingston
Kitchener-Waterloo
Montreal
National Capital
New York
Niagara
Quebec
Regina
Saguenay-Lac-St-Jean
Saint John
Saskatoon
Thunder Bay
Toronto
Vancouver
Victoria
Windsor
Winnipeg

A National Branch for those with no local branch in their area



ROYALE ALARM NETWORK LTD.

AFFORDABLE HOME SECURITY
PROTECT YOUR HOME & FAMILY WHILE AT HOME OR ABROAD

FULLY INSTALLED ALARM SYSTEM
FROM *\$39.95 LEASE TO OWN

* LIMITED TIME OFFER

- 24-HOUR MONITORING
- CLOSED CIRCUIT TV SYSTEMS
- CARD ACCESS SYSTEMS



SAVE 15 %

ON YOUR PAFSO HOME INSURANCE POLICY
FOR A FREE ESTIMATE CALL **739-7612**

HEAD OFFICE

739 - B Ridgewood Ave., Suite 203
Ottawa, Ontario
K1V 6M8
739-8026
FAX: (613) 739-4506

KANATA

Suite 202 - 4015 Carling Ave.
Kanata, Ontario
K2K 2A3
592-8595

ORLEANS

Unit 26 - 1010 Polytek Rd.
Gloucester, Ontario
K1J 9J1
749-7609



Political graffiti covered every wall and fence whether public or private. The FSCN (Sandinista) outpainted the competition, but this corner in León is fairly representative.

Nicaragua: Long Journey into Tomorrow

story and photos by Laurel Pardy

Author's Note: In February, 1990, I was in Nicaragua for the elections. In the tense days before the election, random travel was not to be taken casually, but most foreigners are very partisan about Nicaragua and I wanted to test the reality for myself. I visited Leon, Masaya, and Granada and attended the final Sandinista rally in Managua.

On the way to Leon is the barrio of Ciudad Sandina. Many families here have opened their homes to orphans of the fighting but one woman is doing something very special. In a dilapidated, poorly lit house, a few dozen orphans are being taught to paint the little wooden plaques with the quaint typical scenes that tourists love to buy. Dona Blanca is a small, quiet person who never raises her voice to the children. They come after breakfast when they can. Sometimes the older ones have to go out to work, but the young ones come nearly every day. The plaques are bought by a government distributor and the

children receive some money for producing them. Several of the children are very talented, however, and also create oil paintings of naive poignancy. These are sold directly and the money goes to the young artist. More than money, these children receive love, attention and consistency, something their young lives have rarely known.

The sturdy stone walls of Leon are pock-marked with bullet holes from the Sandinista revolution and the cathedral clock still marks the hour that the Somoza bombs fell. Outside the cathedral a few people were selling home crafts and sour oranges and two small boys played tag among the pews. One of them cut his foot on a piece of garbage and nonchalantly washed it off in the gutter. Farther down the street, three teen-aged soldiers with automatic weapons watched an old woman sweep the street and a girl child fill a bucket of water from the public fountain.

In another direction lies Masaya, the artisan centre. Masaya is not a beautiful town, not even a quaint one. It is old, shabby and splotted with political graffiti. In fact,

political graffiti had been painted onto every flat surface in all of the towns and villages. There will be no way to remove it except to paint it over which might not be a bad thing. The buildings all need painting and the people need to start healing their differences.

Outside the market under-nourished ponies waited patiently in their shafts for the next client wanting a taxi carriage. Inside the market painted plaques and crude leather goods, typical paintings and wooden goblets attracted more flies than tourists. There were some creative soapstone carvings but most famous are the colourful sisal mats.

At the edge of town, a small open air factory cards, twists and dyes the tough rope. The carding machine was made of rows of rusty spikes pounded into a hand-hewn timber and the spinning wheel was counter weighted with stones and scrap metal. The little girl hanging up the dyed skeins was too short to reach the wire line but she tossed them over with practised accuracy. In a room with two tables and space to stand a woman and boy are hand stitching the sisal into mats.

She told me it takes her about four days to complete a 3 by 5 foot mat because the sisal cuts her fingers so she cannot work more than a few hours a day. I asked her how much she would make from such a mat but she just shrugged; her boss was leaning over the window frame listening to our conversation. She never once took her eyes off the mat or stopped working.

Beyond Masaya is the beautiful lakeside town of Granada. In the park tall, graceful royal palms swayed against the blue sky. In front of the church a fine black funeral wagon drawn by matched horses, decorated with flowers and black net, waited in solemn ceremony. Granada did not seem to have as much political graffiti and some of the buildings had fresh paint. In fact, there must have been a sale of shocking pink and turquoise paint because in one street nearly every building sported doors, balconies and entrances in these colours.

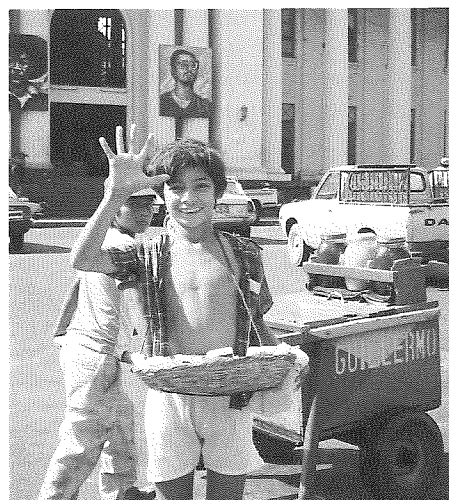
There are several hundred small islets around the edge of Lake Nicaragua, each one inhabited by one family. It was possible to rent a launch and spend an hour amid the peaceful channels and water lilies watching the storks and pelicans catch fish. From the rocks old men tossed round fishnets and for some minutes I watched two young boys tend two fishing cormorants. The young man driving our launch had his home on one of these islets as had his father and grandfather. All the property is hereditary and cannot belong to anyone except these families. The inhabitants, who live independently of the municipal electrical and water supply systems, who go to market by water instead of road and who harvest the lake for food and income seemed more fortunate than the campesinos who had had to flee their small farms and trust to the beneficence of the capital.

Nothing has been rebuilt since the centre of Managua was flattened by the 1972 earthquake. The designated international funds did a Somoza sidestep. There is no city centre, no downtown. There are various sections with a few stores, houses and restaurants but there is no commercial centre. There is no need for one because there is no significant merchant class. A few large nationalized agro-industries produce export crops but there is very little opportunity for entrepreneurs. One open-air cement block factory with half-a-dozen workers was operating along the road to Leon and somewhere there must have been a factory for kapok mattresses because stacks of these brightly-coloured mattresses were common along the streets of Managua.

Managua probably has more parkland than any other city in the world. This is not by design but because levelling the rubble

and covering it over was the only affordable way to clean up the city. Acres of flat construction sites await their opportunity, in the meantime, they provide pasturage for small wandering herds of cattle. The standing ruins shelter the homeless or house nesting birds. The lake which could provide water, food and recreation is polluted by raw sewage beyond any use. It is completely ignored by everyone.

In what had been the commercial centre of the city, the soaring skeleton of the Basilica stands in mute reminder of other days. A gang of boys has made it their clubhouse and they perch on the stone arches, silently remote from the activity on the streets below.



José sold cigarettes while his mother swept the street around the parking lot.

In the parking lot below were displayed twenty-four shiny new buses. On the streets people rode in battered, smoke-spewing antiques or, more commonly, on benches in open slate-sided trucks. Roadsides were littered with burnt-out and abandoned car bodies and most vehicles were miracles of ingenious reparations.

Next to the parking lot is the small concrete Plaza de la Cultura where, in a unique display of togetherness, were flying both the red and black banners of the Sandinistas and the blue and white banners of the UNO, the main opposition party. Nearby is located La Plaza de la Revolución, a huge open field with a grandstand, where a quarter million supporters gathered for the final Sandinista rally. On the day of the rally, I went to the Canadian consulate which abuts these two plazas to form a triangle.

First to arrive were the women and children with their charcoal braziers and round-bottomed pans for cooking rice and beans, fried bananas and pork. The children decanted soft drinks and beers into plastic bags to be sold to the thirsty crowds. There were few men at this hour. They arrived later, brought

in by truck. Most of the men wore clothing advertising the Sandinista party. Full political dress would have been a white Ortega T-shirt, a baseball cap in red or black with appropriate slogan, a red and black neckerchief and a red or white kami-kazi strip tied around the forehead or thigh.

I did not have courage enough to taste the greasy food, even after the flies were shooed away, but they talked with me anyway. One of the women said her daughter had a good job and was earning twenty dollars a month; one bragged of a son-in-law earning sixty dollars a month. They all shrugged their shoulders over the economic and civil conditions and had no plans beyond tomorrow. This strata of society, which is most of the civilian population, exist in a nearly cashless economy. One man opined that attendance at the rally was more practical than political. As it turned out two days later, he was right.

The rally started in mid-afternoon with a raucous stage show to entertain people as they streamed down the central street into the plaza. The field itself was masterfully managed with long lines of young men placed around the plaza to separate large groups and give the appearance of huge numbers. They responded obediently to calls for flag waving and cheering. It was well-staged but not enthusiastic. Even the uninhibited lambada music inspired only a few modest hip swings throughout the crowd. At nine o'clock, after several hours of speeches and five minutes of fireworks, the crowds went in search of the trucks to take them back to their villages. I watched the fireworks from the terrace of a hillside restaurant; six hours of slogans, thirst, dust and heat is enough.

Today political leadership was transferred after a democratic election. The ceremony was inexpert and marred by some instances of rowdiness, but no one was killed. That's progress in Nicaragua. Today in Columbia, they shot another political candidate.

An old, dour-looking market woman comes to mind. Her gray hair indicated that she had survived a lot of history and I wondered if she had any insights on human nature to share. After a few minutes she looked up and asked me if I wanted to buy some of her dried calabashes. When I shook my head in denial, she returned to contemplating the rooster tied up under her table. The look on her face was quite explicit — if I wasn't a customer, I was irrelevant, and a nuisance to boot. As a comment on foreign presence in Nicaragua, she may have had something to say after all.

Laurel Pardy, a regular contributor to **bout de papier**, is a frequent writer on issues of international mobility, basing her observations on both research and personal experience.

OUR WASHINGTON PRESENCE LIVING ON AMERICA'S MAIN STREET

by Neil Reeder

Canada's presence in Washington has gone through a period of transition and consolidation following the move into the new, \$90 million Arthur Erickson-designed chancery on Pennsylvania Avenue in May of 1989.

Despite the initial controversy occasioned by Prime Minister Trudeau's 1982 decision to select Erickson as principal architect for the project over the heads of the Departmental Review Committee, in the final analysis, Trudeau appears to have made a good choice.

Erickson's effort is in many ways a success — the building makes a dramatic Canadian architectural statement in the U.S. capital. His design is majestic, open and refreshingly innovative, blending neoclassical and modernistic trends.

The building draws inspiration from a variety of sources including the nearby U.S. Capitol Building and the Federal Trade Commission. Our Rotunda of the Provinces features its own 12 columns and coats of arms, representing the provinces and territories, built above a cascading fountain. The northwest corner of the Embassy nearly thrusts across Pennsylvania Avenue in counterpoint to the sharp and dramatic configuration of I.M. Pei's famous East Wing of the National Gallery of Art.

In the expansive and airy Embassy courtyard, six aluminum columns hold up a

skylight and planter, reflecting the neoclassical flavour of much of official Washington architecture. The courtyard generates an undeniable feeling of freedom and space, of Canadian frontierism let loose in urban America.

A six floor structure, the building has office space for over 300 staff, a 175-seat theatre, an art gallery (albeit rather cramped in my view), a multi-purpose meeting room that initially reminded me of my high school basketball gym, but which has considerable charm once night falls and guests arrive, and a 20,000-volume library. The artwork in the building is entirely Canadian and includes Departmental purchases as well as corporate donations. It projects a potpourri of images — a bronze Haida canoe to be set above the outdoor wave pool; off the elevators, a colorful series of tableaux depicting the cycle of life and death in a tulip garden; and a spangled aluminum curtain in the theatre.

The Embassy is already creating a sensation — over 10,000 visitors have passed through it on public tours since last spring, and invitations to Embassy events, in particular Ambassador Burney's sixth floor dinners, are hot items. The press reviews both from influential dailies like the *Washington Post* and from U.S. and foreign architectural journals have been generally positive. The *Canadian Architect* has described the building as Erickson's finest effort over the past



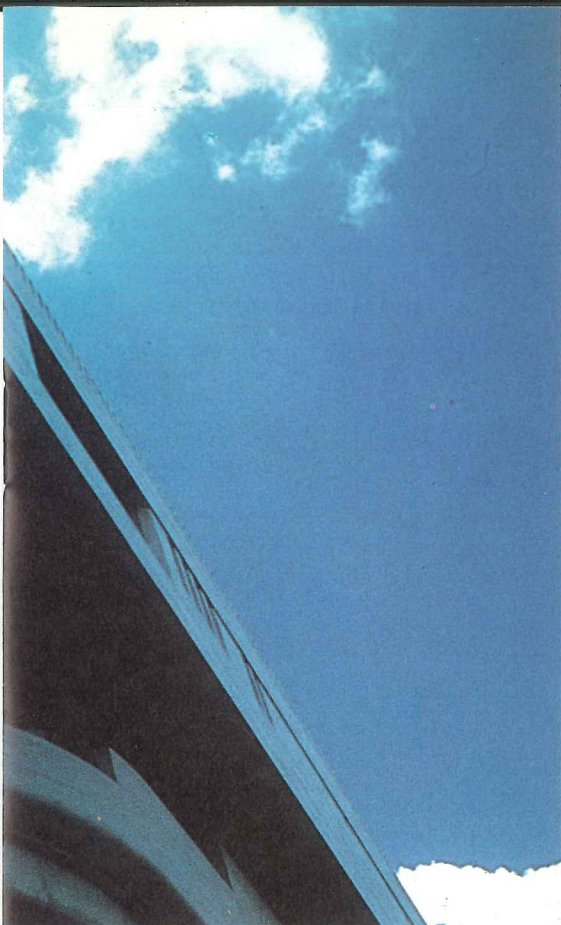
The east corner of the Embassy, reminiscent of a ship's prow, points towards the National Gallery of Art's east wing and the Capitol buildings.



Boldly overlooking the Embassy's main lobby is the Inukshuk sculpture by David Rubin Piqtoukun. These piled rough stones echo the massive man-like figures used as landmarks by Inuit hunters. The Inukshuk is a gift of the Canadian Club of Washington to the Embassy.

two decades and the best addition to the Washington cityscape in 10 years.

Beyond architecture, however, the new Embassy makes a distinct political statement on our biggest and most fundamental bilateral relationship, while sending other signals to our American hosts. It is bold, almost aggressive in design, as if Erickson wanted to assert Canada's self-confidence in the heart of her southern neighbor. In moving to Pennsylvania Avenue, we have abandoned the diplomatic enclave of "Embassy Row"



All photographs are by Bo Polatty, Polatty Media Arts (PMA).

in the upper northwest part of the city and moved to the political heart of a very political city. We are now positioned just below Capitol Hill and within walking distance of nearly every major department and agency, midway between the Capitol and the White House, on the most prominent street in the capital.

It is also notable that the Embassy faces the Congress, very much a co-equal branch of Government here, rather than the departments and agencies or the Executive branch. In fact, Ambassador Burney's glass-panelled sixth floor office may offer the finest panorama view of the Capitol Building and Smithsonian Mall found anywhere in Washington. At the Embassy opening in May, Secretary of State Baker described it as one of the best offices in the capital, while Congresswomen Pat Schroeder called it the "best tanning clinic in the city." Our location may reflect a changing approach to managing political and trade relations with a country whose legislative process is unpredictable and prone to chaos, and increasingly activist and assertive. This situation is further exacerbated by a partisan political environment where the Republicans continue to control the Presidency (five of the last six Presidents were Republican) and the Democrats are the masters of Capitol Hill. The Embassy, therefore, must be vigilant of the role of the Hill in affecting a range of Canadian interests. Consequently, Canadian representatives here



The Canadian Embassy.

must by force of circumstance pursue an activist, advocacy approach with the legislative branch rarely seen in other postings.

Although Pierre L'Enfant's original design of the layout of the capitol envisioned foreign embassies being built at the foot of Capitol Hill, Canada is the first, and perhaps the last, Embassy to set up shop there. Back in 1978, in one of those all-too-rare instances of Departmental foresight, we approached the Pennsylvania Avenue Development Corporation with an offer to purchase the 287,000 square-foot site for \$4.5 million, a steal given current real estate values in the area today. Other U.S. government agencies had also expressed interest in the site and it required the personal intervention of House Speaker Tip O'Neill to put it in Canadian hands. In a bit of an understatement, the *Washington Post* of December 8, 1979 reported that Canada estimated the cost of the land and the new building "at around \$20 million, but inflation doubtless will increase that figure." The *Post* also informed its readers that completion was scheduled for 1984!

At that time, the gentrification of Capitol Hill had not really begun and the area was in a state of decay. A city-operated temporary shelter for homeless women was operating on the Embassy site and had to be torn down, which provoked a hue and cry from advocates for the District's homeless. The site does in fact have quite a history. It began as a "select boardinghouse" in the pre-Civil War days for Members of Congress and other officials. Chief Justice John Marshall (whose name was given to the adjacent park) was

one of the first boarders. Around 1869, it became Fritz Reuter's popular restaurant and rathskeller, whose cuisine was described by a local journalist as "a memorial to the small hot bird and the large cold bottle, to terrapin, and to the broiled live lobster." Later, the Embassy site was home to a Ford auto emporium and briefly served as an encampment for unemployed WWI veterans until they were chased out of town by Army Chief of Staff Douglas MacArthur.

The Pennsylvania Avenue revitalization process was first motivated by President Kennedy, who was appalled at the general state of affairs in the area during his inaugural walk in 1961, and pursued with considerable vigor by Presidents Nixon, Carter and Reagan. Today, with Washington enjoying a real estate boom and considerable efforts being undertaken to regenerate the area, Canada is literally "sitting pretty."

Despite the *nouveauté* of it all, one would probably be amiss if it were not stated that there are certainly those among us who miss the musty, dusty, *fin-de-siècle* atmosphere of the old Dupont chancery and our other satellite offices downtown, particularly the proximity to good shopping and lunches and to the northwest residential area where most officers live. And, a final irony, while it is probably safe to say that many thought the new building would help draw Embassy staff together, in making the move we seem to have lost a measure of the intimacy that we had before. Our paths seem to cross less than in the past, even though we are now all under the same roof.

Farewell to the Dupont Chancery



Bo Polatty, Polatty Media Arts (PMA)

Ambassador's office Dupont Chancery

A long and colorful chapter in Canadian diplomatic history came to a close last spring when the moving vans lined up in front of the venerable old Dupont Chancery in Washington in preparation for the move to our new building on Pennsylvania Avenue. The Dupont Chancery was our first foreign legation when it opened in 1927 and home to literally hundreds of Departmental staff in the intervening decades. The Department is exploring the possibility of a medium-term lease of the Dupont building in the expectation that as our presence in Washington continues to grow, there may be a future need for additional Embassy office space. This would allow us to keep this architectural treasure in Canadian hands.

Amid the pervasive clutter, noise and excitement of the move, Embassy staff packed up their belongings, and a few tears were undoubtedly left behind "for the memories."

It was a difficult parting of the ways for many, in particular locally-engaged staff such as Betty McAree and Verna Henderson

who have spent much of their adult life working at Dupont and who will be well-known to Washington alumni.

Betty McAree is the longest-serving Embassy employee in Washington, with 43 years of service, while Verna Henderson has spent 38 years in various Canadian Government positions in Washington. Verna Henderson is an acknowledged expert on the workings of the Congress and the Administration, one of those rare Washingtonians who actually read the Congressional Record from cover to cover every day. They both paint wonderful vignettes of the various Ambassadors who have passed through Dupont. McAree, for example, recalls how in the informal, intimate atmosphere of the Washington Embassy in the early 1940's, Ambassador Lester Pearson used to sit on staff desktops for a brief "chit chat" whenever the mood struck and host regular Friday morning roundtable sessions with all of the staff invited, "right down to the newly-arrived American clerk-typist". McAree

believes that Arnold Heeney "epitomized the perfect Ambassador during the wonderful era of striped pants diplomacy. He was brilliant, charming and gracious." And when Hume Wrong was Ambassador (1946-53) and his nephew Hume Wright was First Secretary, she remembers how "the Washington gossip columnists had a field day with Wright and Wrong at the Canadian Embassy."

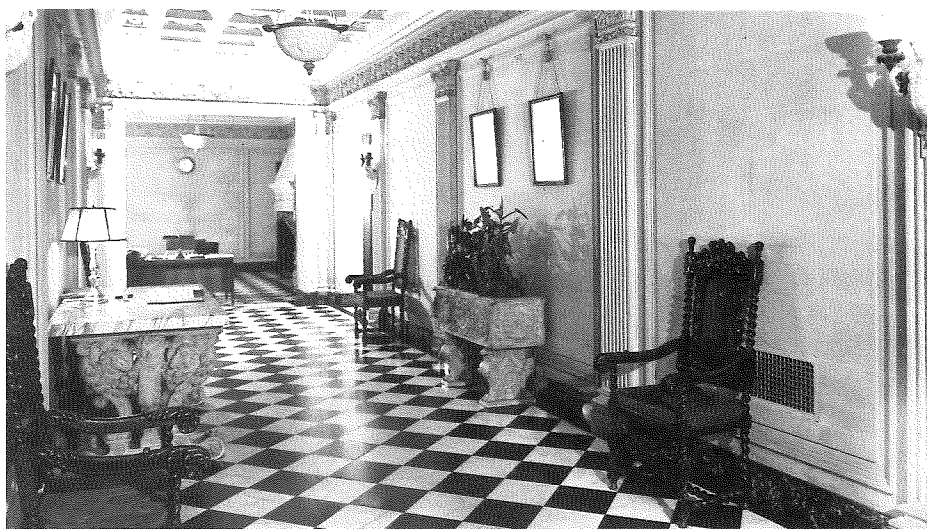
For all of us in the Foreign Service, the end of an era at Dupont Chancery has special significance. A great deal of Canadian diplomatic history has been played out inside the walls of the Dupont building. Indeed, the names of those who have served there as Ambassador literally reads like a veritable "Who's Who" of the Foreign Service. (see box). Individuals such as Vincent Massey (1927-30), Lester B. Pearson (1944-46), Arnold Heeney (1953-57), Norman Robertson (1957-58), Charles Ritchie (1962-66), A.E. Ritchie (1966-70), Marcel Cadieux (1970-75), Allan Gotlieb (1981-89), and most recently, Derek Burney, who enjoyed

the surroundings for a few brief months before the move uptown, have all left their mark on Canadian diplomatic history. Some went on to even greater things: Massey became our first Canadian-born Governor General and Pearson became Prime Minister. Peter Towe, now head of Petro-Canada International, also has the distinction of having served at Dupont in three different capacities — as Third Secretary (1949-53), Minister Economic (1967-72) and as Ambassador (1977-81).

Yet as one looks back over the history of our diplomatic efforts at Dupont, it is striking how little the bilateral issues have changed over the years. As our first Ambassador, Massey (who incidentally began with a staff of four and an annual salary of \$12,000) had to contend with everything from tariff and trade issues to transborder smuggling, while finding a *modus operandi* with the British Embassy that had suddenly lost its monopoly over Canadian interests in Washington. Already in Massey's time, there was a pre-occupation with the welter of legislation being proposed in Congress. "This task is one of considerable magnitude," Massey wrote to his superiors in Ottawa in 1927, even though Ambassadors of the day didn't believe it proper for diplomats to be on the Hill. (Arnold Heeney, for example, never went to Capitol Hill during his posting to Washington, a far cry from the practice of more recent years). And, there was a general lack of U.S. awareness of their northern neighbor: President Calvin Coolidge asked Massey in 1927, "Is Toronto near the lake?"

Some of Massey's successors such as Charles Ritchie and others faced the difficult task of manning the ship at a particularly turbulent period in bilateral relations. Ritchie found himself caught in the crossfire that began under the Kennedy and Diefenbaker Governments and continued into the Johnson-Pearson era, including witnessing the infamous Camp David incident where LBJ grabbed the unfortunate Lester Pearson by the lapels and chewed him out for having criticized publicly Johnson's decision to carpet bomb North Vietnam. Ritchie's celebrated diaries, *Storm Signals* in particular, are of course full of revelations from this period. Local scuttlebutt also tells of Charles Ritchie, as a young Third Secretary in Washington on his first posting, being forced to show his mettle by navigating around the Dupont Chancery in his stocking feet on a narrow ledge that protruded out on the fourth floor.

The Dupont building itself also has a noteworthy history. It was built between 1906 and 1909 as a private residence for Mr. Clarence Moore and Mrs. Mabelle Swift Moore. Mrs. Moore, the daughter of Edwin Carlton



Main hallway entrance to Dupont Chancery

Swift of the Chicago meat packing company, was very much into sausages and money. She inherited the family fortune when her father died in 1901. Her husband Clarence was a noted horseman who ran a prosperous banking and brokerage firm in Washington. In 1912, he opted for the wrong boat in returning from England and went down with the *Titanic*, along with 50 pairs of English foxhounds that he had purchased for the Chevy Chase Hunt Club.

In 1927, the widow Moore, then remarried to a Danish taxi driver turned diplomat named Aksel Wichfeld and living mainly in Europe, sold the building to the Canadian Government for the princely sum of \$475,000 — \$375,000 for the property and another \$100,000 for the furnishings. This was thought to be an extravagant amount of money at that time and the Masseys, who had been living in the nearby Mayflower Hotel, reportedly had a hard time convincing the Department to cough up the money. (Sound familiar, anyone?) After the purchase, the building served as both chancery and official residence until 1946, when a separate residence was purchased in nearby Rock Creek. In later years, as the Embassy continued to grow, Dupont came to house the Political/Economic and Immigration/Consular sections, with other operations relocated elsewhere.

Despite the inevitable wear and tear, and the somewhat ragtag, tattered look that the decades have bequeathed to the Dupont chancery, Dupont is still quite a remarkable structure. In 1912, The *Washington Post* described the building as "one of the handsomest in the city (and) a constant scene of hospitality." It features a Louis XV exterior facade and interior details from the 16th, 17th and 18th centuries, with particularly attractive wood carvings, plaster and iron work throughout. The Ambassador's office

had one of the finest "Adams" ceilings found in Washington. Even the temperamental electrical elevator, which constantly amazed visitors and was dear to the hearts of staff (particularly when it worked) was an original, having been installed in 1909.

For many of the Embassy's staff, the move from the Dupont Chancery brings the end of a special period in Canada-U.S. relations and, for many of us, of a unique period in our careers. In an era where the plague of "open concept" and windowless offices for the rank and file continues unchecked, the rich flavour of life at the Dupont Chancery will be sorely missed.

Neil Reeder is First Secretary and Consul at the Canadian Embassy in Washington.

CANADIAN AMBASSADORS to the United States

Charles Vincent Massey, 1927-30
W.D. Herridge 1931-35
Sir Herbert Meredith Marley 1936-39
Loring Christie 1939-41
Leighton Goldie McCarthy 1941-44
Lester B. Pearson 1944-46
Hume H. Wrong 1946-53
A.D.P. Heeney 1953-57
Norman Alexander Robertson 1957-58
Arnold D.P. Heeney 1959-62
Charles A. Ritchie 1962-66
A.E. Ritchie 1966-70
Marcel Cadieux 1970-75
Jake H. Warren 1975-77
Peter M. Towe 1977-81
Allan E. Gotlieb 1981-89
Derek H. Burney 1989-

The George Costakis File



Photo courtesy of John de Visser of Port Hope, Ontario

George Costakis and a wall of Chagalls in his Moscow apartment in 1971.

by Peter Roberts

On April 4, 1990, an auction took place at Sotheby's in London. On offer were, among other things, 20 works from the George Costakis collection of the Russian avant-garde, and four of Costakis' own paintings, done late in this life.

The auction was a disaster, a calamity, to use the language of the next day's London newspapers. 76% of the works went unsold, according to one newspaper an unprecedented failure at Sotheby's. There were dark predictions that the bottom was about to fall out of the world art market. The *Daily Telegraph* asserted that the reason for the failure was that "Costakis dictated his own impossible estimates to Sotheby's." Whatever the cause, it seems clear that many years must elapse before works from the Costakis collection will have any chance of reaching the kind

of price at auction that they deserve in today's market. One of the world's most important collections of modern art is on the shelf.

It is perhaps as well that George Costakis did not live to suffer this blow, which would have been a terrible one, to his pride and confidence. He died in Athens on March 9, 1990, aged 77, and was buried there according to the Greek Orthodox rite, no Russian priest being available. His family, the Canadian and Soviet Ambassadors, and about 50 friends were present to mourn him.

Moving and appropriate as the Athens ceremony was — under an unusually clear Greek sky, full of trees, flowers and bird-song — George Costakis himself would probably, if he were permitted a view on the matter, have preferred the other ceremony. This took place on the same day in Moscow, in his old apartment on Vernadsky Prospekt, now occupied by his youngest daughter Natasha, her husband and children. Natasha herself was at the Athens funeral, but the

inhabitants of Costakis' old Russian world, those who remained, crowded by the hundred into the little apartment — half as big as when he had it — and under the benign gaze of the saints and martyrs of his priceless icon collection, left behind with Natasha in 1978 when Costakis and his wife went into what they regarded as exile, marked the passing of their friend.

Who was George Costakis — or to give him his proper Russian name, Georgii Dionysevich Kostaki? He was, first of all, a Russian art collector of great distinction. He is known in the West (and is at last becoming known in Russia too, thanks to glasnost) for his collection of the Russian avant-garde, a collection unique in the world and certainly one of the greatest and most important collections of modern art anywhere. But he was also a collector of icons: the collection on Natasha's walls is among the best in the Soviet Union, despite the fact that the Soviet authorities helped themselves to the best pieces in it,



without compensation, when the Costakis left Russia. He was a prodigious collector of the work of young "unofficial" painters in Russia during the days of Khrushchev and Brezhnev, when it was possible for an artist to work but not to be paid or exhibited if the work was unorthodox in any way. Costakis' collecting of these paintings put bread on the table of many a young artist, then unknown but in some cases now celebrated in the Soviet Union and abroad. In his early days he had collected more conventionally — carpets, Dutch masters, silver. In his later years, in exile, he collected the Soviet artists who have sprouted like mushrooms under perestroika. Collecting was in his blood, and what he has left to the world are his collections, a rich legacy.

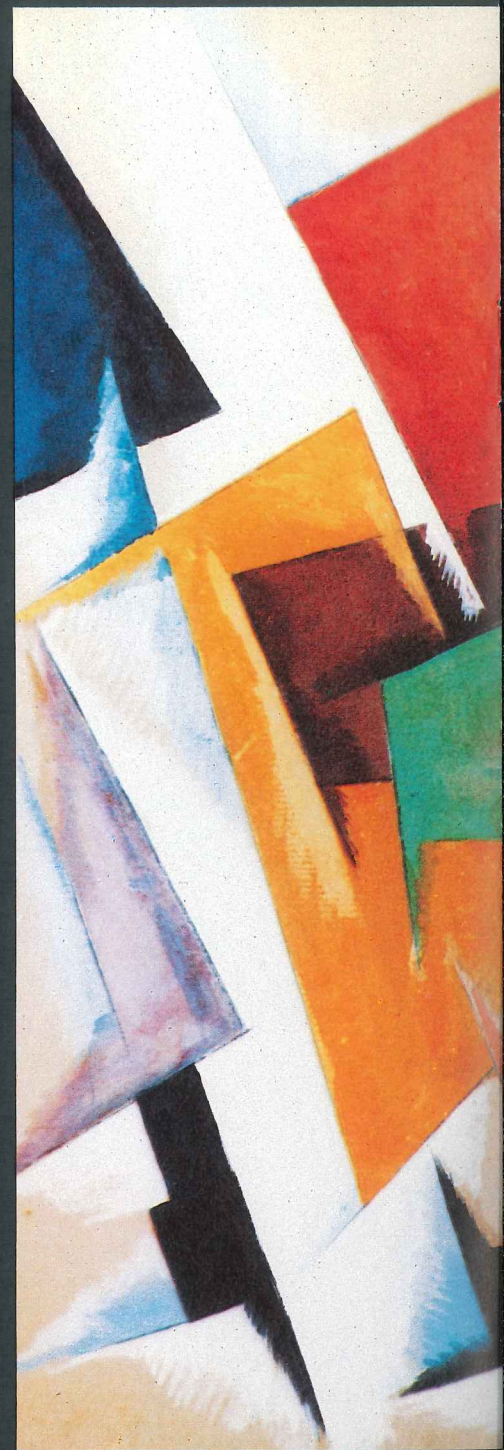
Besides being a collector, Costakis was a person of charm, and wit, and generosity, and great tenacity. Above all tenacity. The painters of what is now called the Russian avant-garde (names such as Chagall, Kandinsky, Malevich are best known in the West, but others like Popova, Kliun, Rodchenko, are becoming known) between 1910 and 1922 took an entirely new artistic path, created the first wholly abstract paintings, developed theories about what they were doing and wrote them down. They were artists of great imagination, remarkable intellect, and the highest technical competence. They supported, for the most part, the Bolshevik revolution, and for a time it supported them, giving them jobs in institutes and letting them have their head. But during the 1920's reaction set in, in art as elsewhere. You had to prove you were useful. Gradually, the vast innovations of the avant-garde were choked off. After Stalin became omnipotent in 1928, the flow of air to them became minimal, and ceased altogether in 1934, with the promulgation of socialist realism as the only acceptable style in any art form. It became extremely dangerous to paint (or write, or compose music) in any but the approved way, and even to possess the works of these artists was something no sensible person wanted to do. The artists died, the works were hidden under beds and lost in attics, the whole glorious thing was consigned to the memory hole.

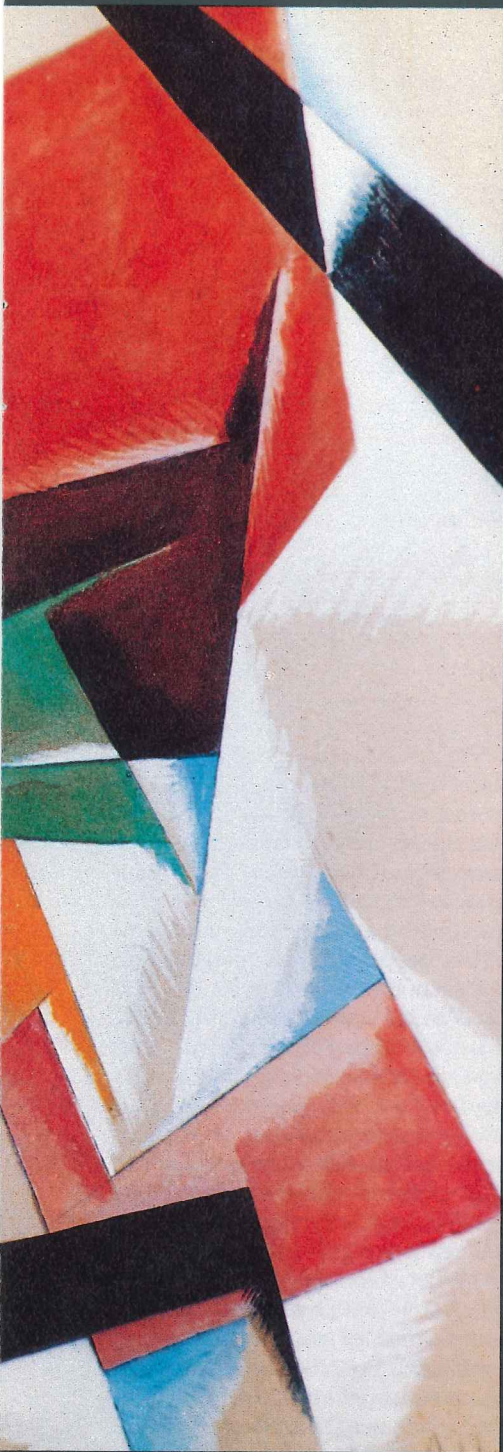
That was the situation in 1946 when George Costakis, a locally-engaged clerk at the Canadian Embassy in Moscow, who collected carpets and old silver as a hobby, saw two or three works of a long-since dead artist called Olga Rozanova. Overnight his life changed. He decided that his mission in life was to find and collect the paintings and other works of Rozanova and her group. "God sent me into the world," he remarked once, "to save this art for the Russian people." In 1946 he set about his assignment.

Those were dangerous times for artists in Russia. Stalin was still alive and bent on repairing the cracks in his autocracy created by the wartime alliance with the West. His cultural henchman was the unspeakable Yury Zhdanov. Between them they brought Russian literature and art to its most abysmal depths, during the years between the end of the war and Stalin's death in 1953. But to the clerk in the Canadian Embassy none of this meant much. Nobody knew about him, and the few who had heard of the avant-garde artists, most of whom were by then dead, regarded them and their work as junk. So Costakis set about making his collection — helped, to be sure, by the fact that when Ambassador Dana Wilgress had hired him, they struck a deal which included Costakis' being paid partly in dollars.

*So, when he was not
busy finding cabbages
and carrots for a
hungry Canadian
Embassy, Costakis was
out in the art market.*

So, when he was not busy finding cabbages and carrots for a hungry Canadian Embassy, or meeting shipments at the customs house, or dealing with unhappy Canadians who could not understand what their maids were saying, Costakis was out in the art market. He found works now worth millions stopping up drafty barn windows, moldering on the tops of Russian stoves, hidden in dusty cupboards by the artists' devoted but fearful widows and children. He paid what he could — far more than anyone else was prepared to offer, but still very little. The works had, literally, no value in that market. There was no market. Nor at that time would most of them have had any value in the West. Within 10 years of beginning, he had created a collection extraordinary by any standard, all of it hanging on the walls or reposing under the beds of his little apartment on Bolshaya Bronnaya St., very near to where the Canadian McDonalds now dispenses hamburgers to hungry Muscovites. Urged on by successive Canadian Heads of Post and their staffs — John Holmes, John Watkins, David Johnson, Arnold Smith, Robert Ford — all of whom were themselves deeply interested in art and in what Costakis was doing, he spent his nights and weekends in the great search for the avant-garde, and he found it.





«Kinotsentre» Moscow

Costakis was born in Moscow in 1912, the fourth of five children of a well-off Greek tobacco merchant. The Revolution in 1917 threw the family more or less into the street: George barely finished ten years of education, and was, of course, discriminated against because of his foreign nationality and bourgeois origins. His life during the 1920's and 1930's was a scramble to stay alive; the vast and terrible drama which unfolded in Russia in those years made remarkably little impression on him. He married his delightful Russian wife Zinaida (Zina to most Canadians who know her) in 1932, produced four children (she and they all survive him, as do several grandchildren) and eventually managed to land a job as a driver in the Greek Embassy. It was probably this job, and the fact that he was registered as a Greek while they were not, that saved him from following his brother, aunt and mother into Stalin's gulag, where they spent several years but lived to return home. The Greek Embassy job led to another in the British Embassy, and that to the distinctly better one of administrator, or trouble shooter, in the Canadian Embassy when it moved from Kuibyshev and opened for the first time in Moscow in 1943. Dana Wilgress records in his memoirs: "I decided to give him a trial and took him on. Immediately our troubles were over. When any difficulty arose, Costakis would be advised and somehow or other he always found the solution."

Russians love to collect and Costakis — who was Russian to the core except for his passport, olive skin and brown eyes — must have been one of a fairly large population who spent their days at ordinary jobs and their nights in exotic corners of the art market. Costakis knew many collectors, and was full of marvellous stories about them. Most of them were even poorer than he. Some had no job, others totally menial ones. In his case, however, his two occupations meshed in an interesting way. The skills which made him so good at his job in the Embassy, his trouble-shooting genius, his ability to find his way around, past or between the legs of the Soviet bureaucracy, his ingenuity at making do, at improvisation, at talking Soviet officials into doing things they thought they would rather not do, were the same skills that brought him to the paintings of the great masters of the avant-garde, and brought those paintings into this collection. Not a small element in his success at both jobs was his common humanity. He liked people, was interested in them, and was generous to a fault with them. They reciprocated in kind. The locally-engaged Soviet staff in the Embassy, those few who remain from his time, speak of him still with obvious affection, as do most of the hundreds of Cana-

dians who knew him as they served their two or three or four years at 23 Starokonyushenny Pereulok. Certainly, he was not a great administrator. The little office which he shared with an untidy Soviet woman helper (definitely a KGB employee, according to Costakis) was always a meaningless jumble of paper. George himself seldom arrived at work on time. But if results are what matter, he got them, in the Embassy as in the art market.

*Costakis' avant-garde
collecting had
been illegal and
very dangerous.*

The collection grew and grew, as did the Costakis family. They moved to a larger apartment, then to a still larger one (this last the one where the second "funeral" took place on March 13). The walls continued to glow with the brilliant colours of Chagall, Kandinsky, Malevich, Goncharova, Larionov, Kliun, Popova, Kudriashev, Rozanova (who had started the whole thing, and whose marvellous "Green Stripe", painted in 1917, is one of the masterpieces of what remains of the collection in the West) and some forty others. After Stalin's death in 1953, it became possible (but not easy) to travel abroad. In 1956, Costakis got permission to go to Stockholm for a kidney operation. The operation turned out to be unnecessary (later it became necessary) but, finding himself in freedom and with time on his hands, he decided to go to Paris to see two of the avant-garde painters with whom he had been corresponding, Natalia Goncharova and Mikhail Larionov, who lived together in very poor circumstances. They, however, were in touch with Marc Chagall, whom Costakis also met and stayed with at St-Paul de Vence, before returning to his humble clerk's desk in Moscow. It was the beginning of fame, and for that very reason the beginning of a 20-year process which culminated in Costakis' virtual expulsion from the country he regarded as his own.

From the start, Costakis had been supremely generous about showing his treasures to his Canadian employers, and even giving or selling them works from it. Zina would set the table in the confined apartment, there would be caviar with blinis and sour cream and a little vodka and chicken kiev or some other good Russian thing, four or five Canadians would crowd in, sitting with their collars rubbing some priceless Chagall

or 15th century icon, and after supper they could admire the marvels of the collection and the newest acquisitions. But until 1956 or thereabouts, this was a privilege reserved for Canadians. Until then Costakis had been careful not to make much noise about what he was doing, because his avant-garde collecting had been illegal and very dangerous. But in the more relaxed atmosphere of Khrushchev's Russia, he began to succumb to a quite natural wish to let other interested people in on his secrets. Foreign diplomats heard about and sometimes saw the collections. So did foreign journalists. Articles began to appear in the Western press. The first full-length book about the Russian avant-garde was published in England, and Costakis figured largely in it. About this time, 1956 and 1957, visitors began arriving in Russia in considerable numbers, among them art historians and curators longing to see the fabulous treasures of the vaults and cellars of the great Soviet museums, the Tretyakov in Moscow, the Hermitage and the Russian Museum in Leningrad. They were not at first looking for the avant-garde. They were for the most part coming to see the Impressionist and post-Impressionist collections of these museums, especially of the Hermitage, to which foreigners could sometimes get access but Soviet citizens still could not because of the morally corrosive effect of Matisse, Van Gogh, Corot, and others still more dangerous. But, of course, once in Moscow they heard about an extraordinary collector called Costakis, and they went to see him. The numbers and the importance of these visitors grew every year. Costakis was soon on the "must do" list of every Western Embassy for its VIP visitors. Chagall came, Stravinsky came, David Rockefeller came, Senator Edward Kennedy came, Pierre Trudeau came, when he was Prime Minister. Costakis, being human, was flattered, but he was sticking his head into a noose.

With benefit of hindsight, it is possible to see that the Soviet cultural authorities of the day simply lost their tempers with Costakis. Here was a nobody, a foreigner, collecting junk art banned from the walls of any Soviet gallery, banned for sale in any public place, officially denounced as unworthy of the new Soviet society. Perhaps that would not matter if only he kept quiet about it. But he trumpeted his collection from the rooftops! Foreign art experts came to Moscow. Do they want to meet our greatest Soviet artists, members of the Academy, high officials from the Ministry of Culture? No, they do not. They want to go to Costakis' miserable apartment and look at his decadent, rotten art, quite properly discredited and proscribed for the past 30 years. And, when this practice extends to Prime Ministers, Senators, heads

of important delegations, guests of the Soviet government, things that have gone too far. The authorities decided to act, and, in the middle of the 1970's, the job was given to the KGB.

Costakis' relations with the KGB have been the subject of speculation. How, people have asked, could he have worked all those years in a Western embassy, a NATO embassy, and been left alone to form his very valuable collections, unless he were a KGB agent of some kind, or protected in some way by the authorities? The evidence available, and even more so common sense, are strongly against any such conclusion. If he was protected, it was by his Greek nationality, his long embassy connection, and the fact that successive ambassadors gave him their complete confidence. And, it is not the style of the KGB to persecute their own agents and finally hound them out of the country, which is what happened.

Costakis was soon on the "must do" list of every Western Embassy for its VIP visitors.

Characteristically, the KGB decided to use a kind of personal terror against Costakis. The objective was to force him to emigrate from the Soviet Union, leaving all his collections behind. Beginning in 1975, Costakis became aware that the KGB surveillance, which had been with him for many years, was becoming closer and heavier and more threatening. Strange things started happening. His apartment was broken into by someone who had a key, and many art works were stolen. That happened twice before he began to suspect more than ordinary burglary. Then, the summer cottage which he and his brother and their families shared, caught mysteriously on fire and many art works were destroyed or damaged. The pressure built up. He feared for his life and his family's lives. He insisted that his children not travel with him in the car, car accidents being a preferred way of dealing with difficult people. Finally, to compress a long story, he appealed to a fellow art collector who was also politically influential. This man spoke to others in high places, and Costakis and his family were allowed, in 1978, to leave the country with about one-fifth of his avant-garde collection. The other 80% went as his gift to the Tretyakov Gallery in Moscow —

which, of course, made no announcement of the fact, and put the works in storage. But he had to leave his icon collection and most of his other property behind. He left without recognition or honour. He was at least once described by a Soviet official as a traitor. The KGB could say they had carried out their task in a reasonably satisfactory way: George Costakis was gone and no longer a thorn in the side of the Soviet government. If a small part of his collection has gone with him, most had stayed behind.

Once in the West, Costakis sold some major works from the collection to provide him with a living, then settled down in Athens with two of his four children. He was thoroughly homesick for Russia, and remained so until his death. The part of his collection he had brought with him toured the world — which had by then (1981) found out what the Russian avant-garde was.

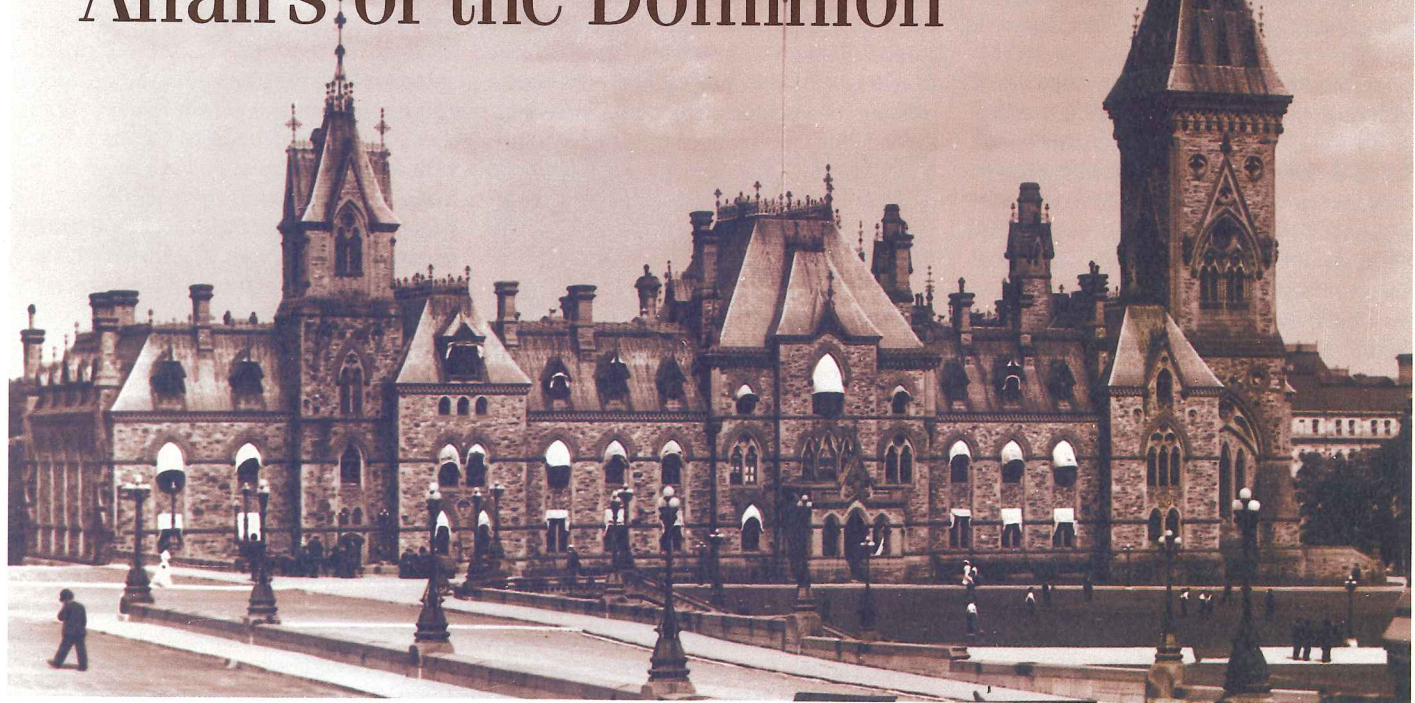
Then there was Gorbachev. In 1986, with glasnost in flower, Costakis suddenly found himself in favour in Moscow. Hailed as a great collector, a benefactor of the Soviet people, he was invited back to Moscow for a red-carpet reception and an exhibition of part of his collection which continues to be exhibited from time to time. The Soviet Ambassador attended his funeral. His rehabilitation, and that of the Russian avant-garde, has been total. His mission was accomplished. It is this, rather than the sale prices at Sotheby's, which in the end matters. The place of the Russian avant-garde in art is assured and recognized, whatever the prices may do.

Costakis' best friends were his Russian friends, but the Canadians came next. In 1989, just a year before his death, crippled and ill, he came to Montreal for a spectacular exhibition of his avant-garde collection at the Musée des Beaux-arts. He said he had never seen "my children", which was how he called the paintings of his collection, so finely exhibited. The Minister of Communications came from Ottawa, the Mayor of Montreal was there. Then, George travelled to Ottawa to meet his old Canadian friends, men and women who had served in the Canadian Embassy in Moscow since 1943, and treasured their friendship with him. He said hello to them and, obviously, goodbye. It was his last appearance in public. 

Peter Roberts, Ambassador to the Soviet Union from 1983-1985 and to Romania from 1979 to 1983, is now living in Ottawa and writing a book about George Costakis which will be called George Costakis: A Russian Life in Art to be published by Fitzhenry and Whiteside in the fall of 1990. Before retiring, Roberts was Director of the Canadian Council.

Humble Origins:

“For want of a better phrase, the External Affairs of the Dominion”



National Archives of Canada

by Don Page

Given the central position within the Government of Canada that the Department of External Affairs has occupied for most of its eighty-year history and the prominent international role played by so many of its diplomats, it seems hard to believe that it had to be gerrymandered into existence as little more than an archival post office.

In the early years of this century, Prime Minister Laurier was trying to hold a non-committal stance on imperial relations so as to avoid the politically charged atmosphere of conflicting imperial and nationalist sentiments. While this prevailing political environment explains much about the nature of the department, it does not account for the timing of its emergence, which was dictated more by administrative problems.

Within the Canadian civil service, Joseph Pope, the person who had the most experience in dealing with foreign affairs had become thoroughly frustrated by the confusion that prevailed in the ad hoc system of the day. Since he had become Under-Secretary of

State in 1896, his duties included passport work, naturalization of aliens, citizenship, extradition of criminals, the recognition of foreign consuls, and preparation of answers to parliamentary questions on external matters. He had also participated in many diplomatic missions and negotiations including the Bering Sea arbitration discussions, the Joint High Commission, the British-Canadian delegation to the Alaska Boundary Tribunal, and the Pelagic Sealing Conference. Pope was, in Governor General Earl Grey's view, "the non-official Foreign Office of the Canadian Government." Out of necessity, then, Pope was trying to be the unofficial keeper of whatever Canadian records these international negotiations required. In this capacity, his intolerance of innate confusion and muddle finally drove him to effect a change in the system. He, for one, was fed up with trying belatedly to collect documentation dispersed over several departments. Besides the frustrations caused by delays in the retrieval of records, it became downright embarrassing when he had to beg the British archives for copies of records because no one in Canada knew where to find the originals.

In 1907, Pope wrote to the Royal Commission on the Civil Service a lengthy memorandum in which he pointed out the need "of establishing a more systematic mode of dealing with what I may term, for want of a better phrase, the *external affairs* of the Dominion." For the benefit of the Commissioners, Pope carefully outlined the cumbersome procedure for handling international affairs:

The Colonial Minister addresses a despatch to the Governor General; that despatch is forwarded by command of His Excellency to the Privy Council, which means with us the Cabinet. The Privy Council refers it to the Minister at the head of the department to which it relates, who causes to be prepared a reply in the form of a report to the Privy Council.... This Minute, when approved by the Governor General, is forwarded to England. If it is an important despatch, the policy of the Government in regard to the principle involved is, no doubt, discussed and agreed to in Council; but the terms of the report are almost invariably left to the department to which the despatch was originally referred.

Under this mode of dealing with official correspondence there is no uniformity of system or continuity of plan.

As Pope himself admitted outside the Royal Commission hearings, the procedure had even more substantial flaws. As time permitted, Laurier, who was also President of the Privy Council, would read out before the assembled Cabinet Ministers a few lines of even the most routine dispatches, which in 1908 numbered 1,596, until some clue to their contents was ascertained and they were directed to the appropriate minister. Everything depended upon his memory when months or years later subsequent dispatches on the same subject came to be distributed. Since no records were kept of where things went, it often took a Colonial Office reminder to get a civil servant scurrying along the trail of the unanswered dispatch. And since more than one department might be concerned with a particular issue, both knowledge and records tended to be dispersed among officials who individually did not know how to respond. The upshot of this system of conducting correspondence, based on haphazard files, was an undue reliance on the memory of a few officials.

In his memorandum to the Commissioners, the ever-meticulous Pope also pointed out his concern that "in Downing Street, Canadian dispatches are noted for diversity rather than for elegance of style." Pope recommended that all dispatches should be referred to one department, whose staff would be trained in the study of diplomatic questions and the conduct of correspondence. If a new department could not be created, then this work should be done under the aegis of the Secretary of State, who would then preside over a department dealing with both internal and external affairs. It was a worthwhile suggestion, but it received little consideration from a Commission whose main concern was patronage in the public service.

Fortunately for Pope, others outside the Commission, who had to work in this whirlpool of policy-making, shared his dissatisfaction with the prevailing confusion and he soon acquired powerful allies within the Cabinet. Pope also gained the strong backing of two very forceful personalities, Governor General Grey, and the British Ambassador in Washington, James Bryce. Neither was inclined to let obstacles stand in the way of effecting an Anglo-American accord.

Determined to play a first-hand role in the diplomatic manoeuvrings of the period, in 1908 the Governor General made the creation of a Department of External Affairs his personal concern. Grey complained to the colonial secretary in March 1908.

"There is no Department, no official through whose hands all matters dealing with External Affairs must go. Consequently, there is no record, no continuity, no method, no consistency. I have represented all this to Laurier, who agrees with every word I say. He regrets that he did not, when he came into office 11 years ago, create a department. Well it is not too late now. Do it now, I urge."

The Colonial Secretary to whom Grey was complaining had his own reasons for wanting to effect a more orderly channel of communication with Canada. The Colonial Conference of 1907 had called for the establishment of a permanent imperial secretariat for handling correspondence related to future conferences. It was set up, and after a visit to Ottawa from an official of that secretariat, in April 1908, Laurier established in the Privy Council Office an additional position for William MacKenzie, a Liberal Party stalwart and member of the press gallery, who was appointed to keep track of such correspondence. Pope was not impressed. "This is carrying out my scheme in a fashion though not exactly in the way I intended," he ruminated. "I should not have thought that MacKenzie's training as a newspaperman was such as to fit him for the duties of a diplomatist, but the press of the country (and indeed, Sir Wilfred Laurier) seem to think differently." Pope refused to include the improperly trained MacKenzie in his plans. Though MacKenzie remained in the Privy Council Office as a docketeer and registrar of diplomatic correspondence, he may not have been as ill-suited as Pope thought for on two occasions he was sent by Laurier's successor on important missions to Washington.

*Laurier had skilfully
manoeuvred the
department onto
the scene through
the back door.*

Whatever his merits might have been, MacKenzie could not single-handedly have met the expectations of those clamouring for a full-fledged department. Bryce, who in February 1908 had discussed the situation with Laurier and Grey, continued to be thwarted in his attempts to carry on negotiations with the Americans. The loss of time involved in "this constant breaking the chain of negotiations and then trying to rivet the

sundered links afresh ... is so great that really nothing seems so urgent as to create at once the needed department," he told Grey. However, the Colonial Secretary had some misgivings about the creation of a department which could detract from Britain's paramountcy in foreign relations.

Grey hastily assured the Colonial Secretary that everyone in the Cabinet agreed that something had to be done and there need be no concern about independence from the British Foreign Office because that staunch defender of the imperial connection, the Minister of Finance, W.S. Fielding, had agreed to find the money for the additional salaries. In September 1908, Cabinet agreed to establish a Department of External Affairs with Pope as its head.

As early as January 1908, Pope had begun drafting a bill that would establish the department, although he did not actually submit a draft to Laurier until February 1909. Between then and the time of its introduction into Parliament a number of changes were made, the most important being the placing of the new department under the Secretary of State rather than the Prime Minister. In doing so, Laurier had been influenced by the Minister of Justice, Allen Aylesworth, who did not want to risk arousing opposition over the creation of another separate department with its own budget.

On March 4, 1909, Secretary of State Charles Murphy moved the resolution in the House of Commons calling for the creation of a Department of External Affairs. The debate that followed was couched almost exclusively in terms of the administrative role of the Department, since the Opposition's criticism focused on the need for better organization rather than new machinery. Much to Laurier's relief, on the verge of a horrendous political wrangle over a Canadian navy, no one spotlighted the political or constitutional significance and the Government deliberately downplayed the significance of its action.

The Government's assurances that no constitutional change was intended was warmly greeted by the imperially conscious Opposition. But in so doing, they missed the significance of the wording of the bill's third clause which gave to the Secretary of State "the conduct and management of international or intercolonial negotiations so far as they may appertain to the Government of Canada." In the context of the imperialist-nationalist debate within Canada, this clause could well have been viewed as a means of developing and conducting an autonomous Canadian foreign policy, but surprisingly even an avid imperialist like Sir George Foster did not seize on this implication. Fortunately for Laurier, the debate centred on

the functioning of the bureaucratic machinery and not on more esoteric concepts such as the control of foreign policy or imperial relations. Although the Department was not in fact to function as a true foreign office for some time to come, Laurier ensured through this third clause that the legislative authority to do so would be in place when the time did come.

To make his point, Laurier cited the increasing volume of questions concerned with external matters and the inability of the Cabinet to deal with them properly. Working from the Colonial and Foreign Office models, Laurier pointed out that they had officers who were trained to keep up-to-date on questions that might arise "so that, in a moment, the ministers may know where they are." "We have," he continued, "attained such development as a nation that in order to deal with these matters, we must have a department for the purpose. It is not intended it shall be a very numerous department, a very heavy department; I think the officers at present in the service can do the necessary work."

*It was not yet the
bureaucratic age.
Ministers could still
manage things
themselves.*

Leading off the debate for the Opposition was Robert Borden who wondered why external matters could not simply be handled by the Department of the Secretary of State itself. In spite of the arguments advanced by Laurier and Murphy, Borden remained convinced that the proposed department "will amount to nothing." Everything depended upon the organization and that was where Sir George Foster, the former Minister of Trade and Commerce, who had created the Trade Commissioner Service, raised some perceptive points in the House. Foster observed that Cabinet Ministers, including the Prime Minister himself, could not divest themselves of the responsibility of screening all incoming dispatches because some were so confidential in nature that they should be seen only by the Prime Minister, or a few trusted colleagues. Laurier doubted this. The nub of Foster's argument, however, was the relations between the new department and those departments which had, and would continue to have, specific international issues as their responsibility. Here the crucial issue was the drafting of replies to dispatches by trained officials of the new department. In Foster's

view, this function properly belonged to the responsible minister who "is the man who has to determine the policy and is the man who has to lay down the tenor of the dispatch and submit it to his colleagues." "You may bring from that bureau (External Affairs)," he warned, "all that your new-fledged diplomats may pen on paper, but the minister whose department is chiefly affected will say 'I do not agree with some parts of it, I will have to think it over' and then your merry-go-round starts again." If External Affairs was to do the drafting then, he went on,

"you must have a replica of every department of the government in the Department of the Secretary of State (i.e., External Affairs), men who are as able as the ministers of the departments are, men who are just as well up in their history as the ministers of the departments; consequently you are to have, if you are going to have an effective service, a very costly and numerous service ... I believe that difficulties and practical difficulties will be encountered in that respect which I doubt if the right honourable gentleman has thoroughly weighed."

Foster's observations about "just one more circumlocution office" were lost on the Government, but the problem he raised would be around to haunt many a Secretary of State for External Affairs who in years to come would attempt to manage a multitude of issues affecting other departments.

The debate lasted less than two hours. On the surface what had been accomplished was the mere hiving-off of a section of the Department of the Secretary of State that would now look after external rather than home affairs. Murphy and Laurier had succeeded in steering the debate away from controversial imperial concerns and onto the safer subject of administrative efficiency. In this last respect, the Liberal spokesmen had, it seemed, not given much thought to the means whereby they were seeking to accomplish their reform of an inadequate system, while an equally inept Conservative Opposition never seemed to grasp the significance of the Prime Minister's defence of the separate department as a means of placing Canada among the nations of the world. While not everyone on the Conservative side would have objected to this, it was at least worthy of discussion. The creation reflected the ambiguities that prevailed in the Canadian political scene. Laurier had skilfully manoeuvred the department onto the scene through the back door. None of the politicians really understood how it would function. Nor was it really in the interests of the Foreign Office, except that

the Anglo-American accord demanded the efficiencies in communication that a department could introduce if properly managed. It was all so typical of Canada's administrative and political development of that era. The Government had not forgotten the hullabaloo created when they had last tried to introduce a new department of government. It was not yet the bureaucratic age. Ministers could still manage things themselves.

Such a lacklustre debate in Parliament did not stir much interest in the country at large. My survey of twenty-one of the country's largest daily newspapers reveals only seven editorial comments. The *Winnipeg Tribune* was the most blunt in its opposition, claiming that there were already too many departments in Ottawa and too many "idle men" working in them. The two Ottawa papers followed the same theme, with the *Journal* reluctantly accepting the new department as a clerical body as long as the responsibility for handling foreign correspondence remained with the Prime Minister and it was "not made the excuse for the creation of a new portfolio and corresponding set of sinecures." The *Citizen* wanted for an under-secretary, a "jurist of repute" who will go up against the cavalry screen of diplomacy and make Canadian claims look like something."

The watchdog of imperial interests in the country, the *Toronto Mail and Empire*, was happy to confirm that the creation was not a step towards Canadian nationhood. In marked contrast, the *Montreal Daily Star* and the *Regina Morning Leader* supported it as a step towards nationhood.

"It is only a question of time in any case until we shall have to get not only a department but a Minister to deal with it," argued the *Daily Star*.

That would take another few years and a change of Government. In the days immediately following the debate the political and public focus had turned to naval armaments and the new department was soon all but forgotten except by the Governor General, who had to sign the act, and by the fifty-four-year-old Pope, who had to shape the new creation. On May 19, 1909, royal assent was given to the act which brought the Department of External Affairs into being on June 1, 1909. It wasn't much of a beginning, but then no one wanted to blow the cover off an archival post office for diplomatic records responsible to the Secretary of State.

Don Page, formerly Senior Departmental Historian, is now Vice President for Academic Affairs at Trinity Western University in Langley, B.C.

Your Position in the World Requires the Very Best Coverage . . .

With New Products

- Third Party Foreign Primary Automobile Insurance—an exclusive providing locally required coverage through our Washington office.
- Comprehensive Personal Liability Insurance
- Personal Catastrophe Excess Liability (\$1,000,000 "Umbrella" Coverage)

And Reduced Rates

- Lowest prices ever on Household and Personal Effects coverages

We're Growing to Serve All of Your Insurance Needs

- Auto Physical Damage
- Auto Primary Liability
- Household Effects
- Personal Liability
- Life and Health

Contact Us Today For Our New Brochure

Your application for a "One Stop Shop" approach for all of your insurance needs.



CLEMENTS & COMPANY

Clements & Company Insures It.

Specialists in Insurance for the Foreign Service at Home and Abroad

1730 K Street, NW, Suite 701, Washington, DC 20006

Phone
Fax
Telex
Cable

(202) 872-0060

(202) 466-9064

64514

Clements/Washington

A \$50 Million Foreign Service Idea

by Andrew Billingsley

Dennis Baker, Ron Berlet and Ray Guy, three long time members of Canada's Foreign Service, have at least one thing in common. All have been Presidents of Tradex Investment Fund Ltd., a mutual fund originally created exclusively for Foreign Service Officers, but now available to all employees of the Government of Canada and their families. This year, the thirtieth anniversary of its founding, Dick Ballhorn, currently PAFSO Treasurer, serves as one of the ten members of the Board of Directors, maintaining the tradition of active involvement by Foreign Service Officers in Tradex affairs. Dick is one of at least two dozen such people, including former officers like Gordon Osbaldeston, who have served as Tradex Directors over the years.

Assets in the Investment Fund have grown to more than \$40 million.

Tradex, a name associated with stock market trades, actually reflects its origins. Trade and Commerce and External Affairs, whose representatives founded Tradex in 1950, lent their names to what was then a pioneering venture. Only twenty funds investing in Canadian equities existed, and RRSPs, which now account for over half of Tradex assets, had yet to be introduced.

Tradex shareholders now number close to 5000, about 200 of them being members of External Affairs and their families. Assets in the Investment Fund have grown to more than \$40 million, yet the majority of shareholders have \$5,000 or less invested. At present, an account can be opened with as little as \$50, and any subsequent payment needs be no larger. Hundreds of shareholders take advantage of this feature by arranging the automatic withdrawal of funds from their chequing accounts for the purchase of shares. By doing so, they gain the added advantage of averaging their cost per share over the inevitable ups and downs of the stock market.

The performance of Tradex Investment Fund is its most attractive feature. Investments are managed by Bob Bernardo of Sceptre Investment Counsel Ltd., Toronto, a man described by the *Globe and Mail* in a February article as one of Canada's top six mutual fund managers for the 1990's. Mr. Bernardo has selected the investment portfolio for Tradex since 1969, and has put Tradex in the top three of all Canadian equity funds over the long-term, i.e. 12-15 years. Over the ten-year period ending December 31, 1989, the average annual compound rate of return, with all dividends reinvested, was 14%. During calendar 1989, the corresponding rate was 18.1%. Most of the Investment Fund holdings are in Canadian quality growth stocks or in Treasury Bills. No more than 10% of its holdings may be in foreign stocks, making it RRSP eligible.

Another very attractive feature of Tradex is its low cost. Operating from a single office in downtown Ottawa, without any sales representatives, costs are kept to a minimum. There are no sales commissions or redemption fees of any kind to pay, except a \$7 administrative fee for RRSP holders. Total expenses in 1989 amounted to 1.2% of assets, and compares favourably with other funds. Members of the Board of Directors serve without remuneration.

All that is required to open a Tradex account is to complete an application form. Forms, accompanied by a Prospectus and financial statements, can be obtained by writing to Tradex at 77 Metcalfe St., Suite 701, Ottawa, Ont. K1P 5L6. Wendy Rosebrook, Gordon McCormack or Andy Billingsley would be glad to assist or advise in any way. Both the latter are former public servants with experience in external trade promotion, and have served as Presidents of Tradex. Shareholders receive reports semi-annually on the status of the Fund and its investment portfolio plus a personal annual statement recording the year's transactions. Each purchase or sale is of course confirmed at the time of the transaction.

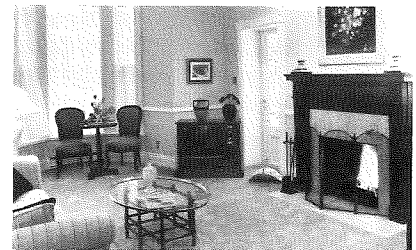
The price of Tradex shares is calculated weekly, which saves considerably in costs over those funds with daily pricing. Each Tuesday, the new price is published in the financial pages of Canadian daily



**Deluxe Short Term Fully
Furnished Apartment/Suites**

Ideal Accommodation for:

- Special Assignments
- Relocations
- Training Programs
- Executive Travel



Our Advantages:

- Three locations — popular Byward Market area, convenient Sandy Hill or New Edinburgh
- One, two, and three bedroom luxury suites.
- Privacy and space for meetings and entertaining.
- Fully equipped kitchens, including microwave and laundry facilities.
- Private telephones, maid service, parking and fireplaces.
- Competitive rates to hotels: two nights minimum with discounts for weekly and monthly reservations.

ETA Suite Rates — 1990

	Daily	Weekly	Monthly
One bedroom	\$110.00	\$105.00	\$95.00
Two bedrooms	\$140.00	\$135.00	\$120.00
Three bedrooms	\$175.00	\$160.00	\$145.00

* Rates Per Suite Per Night



In Toronto
40 Scollard Street
Suite 200
Toronto Ontario
M5R 3S1
Tel: (416) 923-3000
Fax: (416) 924-2446

In Ottawa
292 Laurier Ave. E.
Ottawa, Ontario
K1N 6P5
Tel: (613) 563-0002
Fax: (613) 231-5110

For reservations, brochures or to view any of our deluxe suite properties, please contact our Ottawa Office.

newspapers, under "Canadian Mutual Funds" and is repeated daily through the week, and in the financial weeklies. The price also is included each Tuesday in *Press Scan*.

In response to those who wanted a more conservative investment vehicle, a new fund was launched last September. The Tradex Security Fund, in six months, has attracted over \$5 million in assets, all of which are invested in Government of Canada securities, such as bonds and Treasury Bills. Investment management for this Fund is also in the hands of professionals, Elliott and Page Ltd., Toronto. Performance for the first six months has indeed been impressive, with a ranking near the top among all Canadian bond funds. This Fund is administered in the same way as the Investment Fund, by Canada Trust, and those who are members of both Funds can move assets from one Fund to the other without charge, with simply a written request. The majority of Security Fund unit holders also hold shares in the Investment Fund. By investing equal amounts in both Funds, they create an equivalent to the "balanced funds" available elsewhere.

The performance of Tradex Investment Fund is its most attractive feature.

The main advantage of buying government securities through the Security Fund is liquidity. The investor now has a choice between a fixed rate of return for periods of one to five years with a GIC, or receiving a high return with the opportunity of redeeming units any week. The minimum initial investment in this Fund is \$500., with subsequent purchases of \$100. By comparison, the minimum purchase for a Treasury Bill is \$5,000.

Both Funds are popular investments for RRSP's, and more and more people are discovering that switching other RRSP's to a Tradex RRSP can be done without charge and by completing a single form. Because the income distributed to Security Fund unit holders semi-annually is treated as interest for income tax purposes, this Fund has extra benefits as an RRSP tax shelter.

Many with children under the age of 18 are creating Tradex accounts for each child, and regularly depositing their Family Allowance cheques in these accounts. All the income generated by such investments is attributed to the child, and thus again sheltered from income tax. The regular deposit of such cheques, from birth to age 18 would result in a sum of \$18,500 — based on a compounded 10% rate of return, and on existing Family Allowance rates of \$33.33.

This kind of return is a reminder of the benefits available to those of all ages from regular small Tradex purchases. A Pre-Authorized Chequing Plan in either Fund is now an alternative to purchasing Canada Savings Bonds by payroll deduction.

Upon retirement and reaching the age of 71, RRSP holders have the option of opening a Tradex RRIF or Registered Retirement Income Fund. Such a Fund provides an annual minimum payment, payable in up to four installments each year, until age 90, with the flexibility of withdrawing lump sums at any time.

Tradex thus truly can provide benefits to all those from birth to age 90 and beyond, and is proud to have shareholders who have been with the company since its inception in 1960. One such person is the founding President of Tradex, Tom Fletcher who at that time was a Foreign Service Officer. Tom, now retired from a distinguished public service career, rejoined the Tradex Board of Directors this year, and the company looks forward once again to the benefit of his insight. Tradex owes its existence to members of the Foreign Service, and is encouraged by the commitment of such people to its continued success. 

Andrew Billingsley is with Tradex Investment Fund Ltd.

FOR DISCERNING ART COLLECTORS

OTTAWA'S ONLY FINE
ART PHOTOGRAPHY
GALLERY

•
**A SELECTION OF
CANADA'S BEST
PHOTOGRAPHIC
ARTISTS**
•

BY APPOINTMENT ONLY:

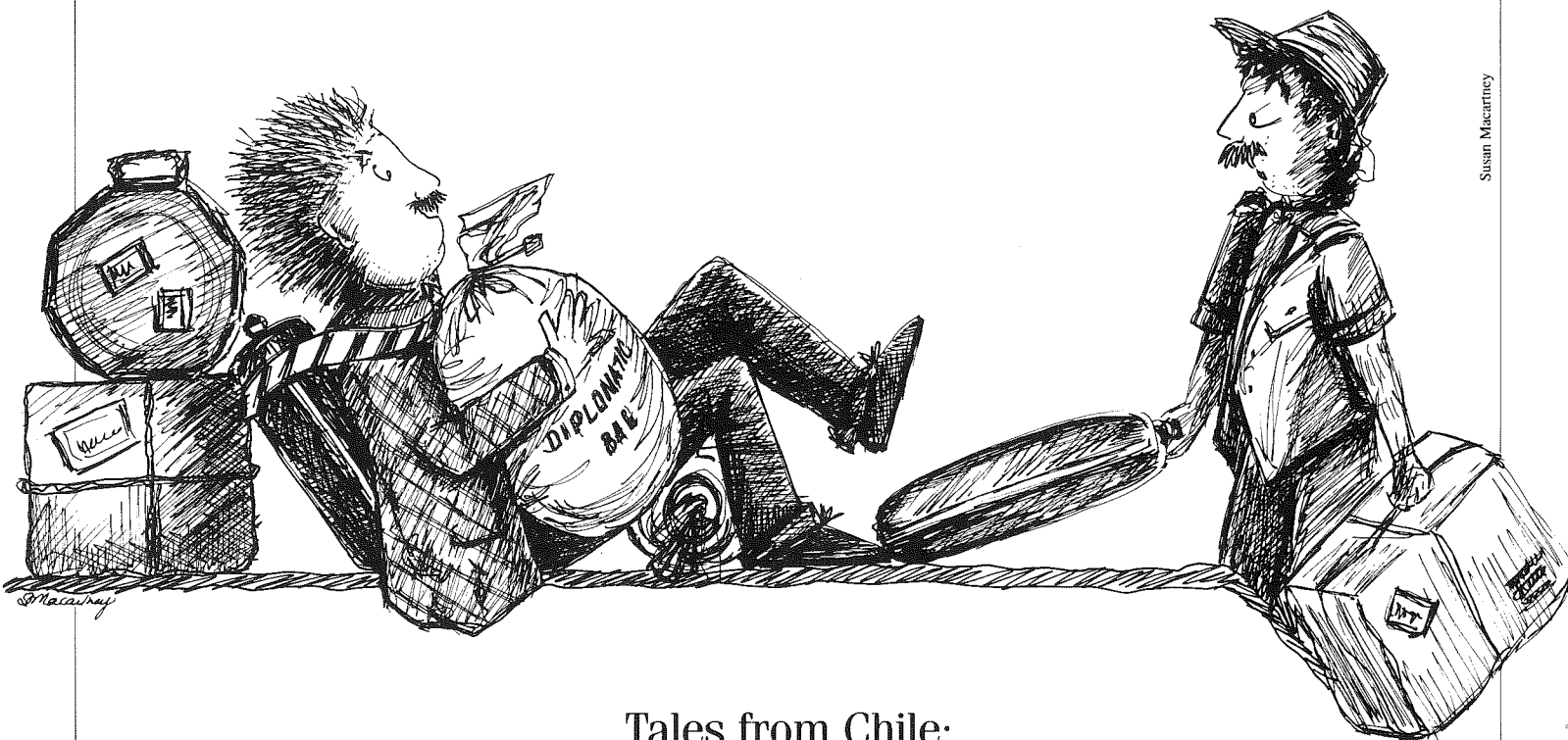
M.A. (PEGGY) CAMERON
58 CONCORD ST. N.
OTTAWA, CANADA
K1S 0Y6
(613) 234-5379

FAIRLAWN TRAVEL

Steve Buck and his staff with over 30 years of international experience are ready to assist you with your new **posting** or **vacation**.

For further information contact:

Steve Buck, **Fairlawn Travel**
Fairlawn Plaza
2150 Carling Avenue
Ottawa, Ontario K0A 2N0
Telephone (613) 725-9224
Telex 053-3623
Fax (613) 725-9267



Susan Macartney

Tales from Chile: Dip Bags, Hot Stuff and Jesus Poblete

by Dan Livermore

Three years in Chile during the most volatile era of the "protestas" of the mid-1980s produced a wealth of memorable experiences ... of demonstrations, strikes, funerals and a major earthquake, larger, but thankfully less lethal than the ones which were to hit Mexico and San Francisco years later. Some of the experiences were the usual abnormalities of life abroad ... like my courier run to the airport one weekday night. An over-zealous official, ignoring the niceties of international conventions, insisted that the outgoing classified bags could not be escorted to the tarmac; they had to use the baggage conveyors, like normal luggage. Unable to reconcile his rules and the requirements of Canadian security (and gratuities being out of the question), the full rigour of Canadian diplomatic training came immediately into play. The diplomatic bags and I took the conveyor together, a most memorable foray through the bowels of the airport, where, at the end of the line, an astounded attendant happily conducted me to the waiting incoming airplane.

My fondest memory of the public affairs program — such as it was in a country where we were quite deliberately keeping a "low profile" — was an interview with Santiago's largest radio station. Asked the inevitable question about Canada's climate, I tried to suggest that Canadians were, despite the

notorious cold of their winters, an essentially warm people. Instead of the word "caluroso" (warm), however, I used the adjective "caliente" (hot), and thereby explained to about one million Santiago listeners that Canadians survived our winters because we were essentially horny. The interviewer and our locally-engaged public affairs officer nearly fell off their stools in laughter. It was not the last time that the subtleties and sexual innuendoes of the Spanish language would come to the fore in slightly embarrassing circumstances.

It was Jesus Poblete, however, who provided me with one of my most compelling memories, and who, at the same time, taught me something of the differences between the First and the Third Worlds in the medical field. A chronic back problem of many years standing had suddenly begun to recur after about a year in Chile. A new and disturbing pain in the centre of my back was so sharp that I could barely sit. Appointments with the best internationally-trained specialists in Santiago, at reputedly the finest private clinic in Chile, left me with precious little relief. His diagnosis, that I was fat, lazy and out of shape, was probably right. But his prescription — shots of cortisone, exercise and rest — gave me little faith in the healing power of modern medicine and no respite from my daily agonies. A Chilean friend to whom my woes were being recounted asked if I was prepared for some-

thing different. His prescription was Jesus Poblete.

No appointment was necessary because Jesus Poblete ran a combination auto mechanics shop and chiropractic clinic. I arrived as he was wiping the grease from his most recent surgery, on one of the Santiago taxis that are held together by chicken wire and chewing gum. A friendly, gregarious man of about sixty years of age, with the weathered face of typical *campesino*, he greeted me with a firm handshake, his huge, calloused hands silent evidence of a long life spent at manual labours. He invited me into his house, where his wife pointed to an examining table and asked me to disrobe.

I began to describe the symptoms, but Poblete waved me off. In the rough *joual* of Chilean working-class Spanish, where the middle syllables disappear and the endings are swallowed, he told me that he knew about backs — all there was to know about backs. He would form his own conclusions.

I was surprised by the gentleness and precision of his touch. As I lay stiffly on the table, he ran his fingers down my back, from cranium to lumbar, once quickly, then a second time more carefully and pointedly, then a third time, as if for confirmation. Allowing me a moment's recovery, he then told me the life history of my back, its three major problem areas, and what he proposed to do about each of them. Two of the areas in my neck and lower back were minor problems,

at least for now, although the lower back was ominous for the future. The sharp pain in the centre of my back, however, was far more serious. Grabbing arms and legs firmly, twisting me into a variety of postures, he produced a number of familiar noises from my neck and lower back, somewhat reminiscent of my last chiropractic appointment prior to leaving for Chile. But the best he saved for last.

Poblete asked me to relax. The next part of the treatment, for the serious problem, would take some time. As he began to massage an ointment into my back, something smelling like a deep-heat rub, I shifted my head, opened my eyes, and recoiled in horror. His wife was plugging an electric steam iron into the nearest electrical outlet. After a few minutes he tested the heat. Yes, it gave off steam when he spat on it. He then threw a towel over my back and proceeded to iron it, from top to bottom. I could feel the heat pour through the towel into my back, almost right through my body, but without a sensation of burning. He passed over my body slowly three or four times, and I began to relax as the heat took hold and my anxieties eased. Within a few minutes, the first treatment was over. The sharp pain in my back was already substantially better.

He then threw a towel over my back and proceeded to iron it, from top to bottom.

I went twice more to the home of Jesus Poblete, paying him the total grand fee of some ten dollars Canadian (non-reimbursable, needless to say, from GSMIP). The routine was the same. I asked about golf, tennis or squash, not revealing that I had been advised against all three by my medical specialist with a European graduate degree. Poblete's reply: Yes, do anything I wanted ... the more the better ... seven days per week. I tried golf the next day. Within a week, my back was sore, but bearable. By the end of second visit, the pain had nearly gone. Within a month, following my third visit, I was virtually back to normal. Amazed at the speed and completeness of my cure, I asked Poblete as I left his care the secrets of his skill. He smiled broadly and proudly, slapping me gently on the arm: "I know backs. I know everything there is to know about backs."

He was right. Five years have passed since I visited Jesus Poblete, mechanic-cum-back specialist. The lower back problem which he predicted would arrive indeed made its unwelcome appearance. But the middle back problem which he ironed out of existence has never recurred.

There were two worlds in Chile. One was the world of imported cars, imported music and imported medicine — a clinic designed in California, staffed with foreign-educated doctors, fitted with Laura Ashley accessories and controlled by Japanese computers and international credit cards. To an exceptional and perhaps unhealthy degree (no pun intended), this was also the world of the diplomatic community. The other world was Jesus Poblete's, of home-made medicines, herbal teas, traditional treatments and education the hard way. Perhaps my experience was an isolated case, a chance encounter that would be dangerous to recommend to others. But this much remains. Nothing in three years in Chile brought home to me more forcefully the dangers of excessive pride, of believing that modernity, technology and progress had all the answers, of neglecting the values and accomplishments in the societies to which we were accredited. He may have lacked the pedigree, education and social skills which might have made him wealthy in any other circumstances. But Jesus Poblete knew about backs. 

*Dan Livermore served three years in Latin America and is now the Director of the Human Rights and Social Affairs Division in External Affairs as well as a member of the Editorial Board of **bout de papier**.*



**A Primary
Education
Alternative**

The Counterpoint School

(Established 1971)
62 Maple Lane, Ottawa K1M 1G7
(613) 748-1052

Promotion of academic excellence is achieved through individualized programming in a positive learning environment.

- Grades: K-4, coeducational
- low student/teacher ratio
- Core French
- art, music, physical education
- non-denominational
- affordable fees

Registration begins
March 1, 1990.

Rental
Management
for the
Foreign Service
Community



Our services include:

- market analysis
- preparation of documents
- reporting
- maintenance
- regular inspections
- simplified & competitive fees

We've been there... we care!

Mary Ellen Boomgaardt
Representative
1-613-746-2367

390 Rideau Street E.P.O.
P.O. Box 20118
Ottawa, Ontario K1N 9N5

A Despairing Cry From the Permanent Middle

by Faux Nash

I would have preferred to have given this poem
a portentous title out of some learned tome
like "An Analytical Appraise"
or "A Mandarin's Malaise".

Oh. You thought I was writing about my girth,
My "Permanent Middle" being a keen source of mirth.
But no. I write on the problem of promotion,
or lack thereof, which is causing such commotion;
which in its way is about waist as well, but with a different connotation.

Although Mandarin's Malaise has a delightful ring
I am, unfortunately, a mere underling.
Not too under, you understand
but under enough that I've no one to command,
or harangue
though I've tried from Accra to Penang.
Under I would say about six levels, which is rather dispiriting,
although I'm assured the Department is "delaying";
which means that since I'm in my prime
it won't delay enough in my lifetime.

All I ask, you see
is that I be
promoted to the level of my incompetence
which, given the quality of many in prominence
seems relatively easy, though my preference
is for promotion without the grandiloquence
flatulence
and subservience

I see around.
Supervisors redound!

When the Wall has fallen and Spring's back in Prague,
when the people in the Baltics are beginning to argue
that for their children and their esprit
Pappa Gorby should let them go free,
with Mandela out of prison and Pinochet gone
the whole world has crossed a Rubicon.

In this present climate, surely some exhortation
to promote me forthwith without gross fulmination
is not untoward, though it cause emendation
and much exculpation
of a system of promotion which enshrines rustication.

"Now do be realistic" I can hear Personnel cackle,
"Promotion's not a political improbability but a bureaucratic miracle".

Terry Jones has served in Sydney, Port of Spain, Accra and Copenhagen. He is currently a Deputy Director in the Asia Pacific South Relations Division, External Affairs and International Trade Canada.

bout de papier

Published/tiré

**Spring/Printemps
Summer/Été
Fall/Automne
Winter/Hiver**

To subscribe simply fill
in the coupon below and
mail to us with your
cheque or money order
payable to **bout de
papier**.

Veillez compléter le
coupon ci-dessous et le
retourner avec votre
paiement au **bout de
papier** si vous désirez
vous abonner.

bout de papier
600 - 45 rue Rideau Street
Ottawa, Ontario
Canada K1N 5W8

() 1 year \$16 () 2 years \$30

Name/Nom _____

Address/adresse _____

City/ville _____

Prov. _____

Code _____

Boxing Day, 1989

by Jim S. Nutt

Snow sculptured over night,
The landscape's pure white puffery,
The vaunted winter wonderland!
But rising wind so easily undoes
Nature's Christmas handiwork.

And so with life upon this earth!
Three sterling friends*, entered on
The age of wisdom and experience,
Fine sculptured, too, these worthies,
Just now wasted, seemingly
By Nature, who created them.

But hold, that is an illusion!
Nature has made her plan:
The continuity of life is her concern —
The recreation of the species.
Mortality of the individual is the law.
So grieve we only our personal loss
And look with joy upon the offspring!
Reincarnation, of a sort, assures
Our colleagues' immortality.

And henceforth, God only knows,
What more for them — and for us —
Beyond life's groping search
With yet imperfect sense,
For reason of the miracle
Of human kind upon this earth.

* Dedicated to André Bissonnette, Esmond Butler, and Frank Stone.

Jim Nutt, former Consul General in San Francisco, New York, and Los Angeles and Deputy Under-Secretary of State, is currently Director of the Retired Heads of Mission Association and a member of the Senior Editorial Board of **bout de papier**.

Do you have an urge to write — about an experience abroad, about an international question, about a professional issue?

Avez-vous le goût d'écrire — au sujet d'une expérience à l'étranger, d'une question d'ordre international ou de questions professionnelles?

Do you have interesting photographs — for our covers, to accompany articles?

Avez-vous des photos intéressantes — pour notre page couverture, pour accompagner des articles?

The Editorial Board of **bout** would be pleased to receive your submission. Written texts should be double spaced and typed, and should be *no longer* than 3,000 words (about 12-15 pages).

Le Comité de rédaction de **bout** serait heureux de recevoir vos envois. Les articles doivent être dactylographiés à double interligne et compte *au plus* 3000 mots (environ 12 à 15 pages).

Our address is:
bout de papier
Suite 600, 45 Rideau St.
Ottawa, Canada K1N 5W8

Voici notre adresse :
bout de papier
Pièce 600, 45, rue Rideau
Ottawa (Canada) K1N 5W8

Georges W.J. Charpentier

An officer of the Department since 1949, Georges Charpentier served in Canberra, London, Ankara and Rome before becoming Canadian Ambassador to the Ivory Coast in 1970. He retired from the Department in 1986, and died in Ottawa on March 24, 1990.

Pierre-André Bissonnette

André Bissonnette joined the Department in 1953 and served in Brussels, Kuala Lumpur, Paris and London before his transfer from External to the Ministry of the Solicitor General, where he became Deputy Minister. He died in Ottawa on December 23, 1989 shortly after his retirement from the public service.

Frank Stone

Frank Stone joined the Department in 1949 and served in Bonn, Geneva, Washington and as Deputy Permanent Representative to the U.N. in Geneva. He was Canada's Ambassador to Pakistan before retiring from the Department in 1979. He died in Ottawa on December 21, 1989.

J.E. Ghislain Hardy

An officer of the Department for 38 years, Ghislain Hardy served in Rome, London and Geneva, and was Canada's Ambassador to Spain, Moscow, Italy and the North Atlantic Council. He was an active member of the Senior Editorial Board of **bout de papier**. He died in Ottawa on May 1, 1990.

The Foreign Service Directives: Prospects for Mutual Benefit

The following is an edited excerpt from PAFSO's brief on the reform of the Public Service submitted in April to the Standing Committee on Public Accounts.

The popular image of the Canadian Foreign Service is that of a pampered and haughty cohort, living well-paid and insulated lives in exotic locations; the reality is somewhat different.

Canadian civil servants assigned abroad face many of the same problems that Canadians living in Canada do. However, they also face economic and social environments which compound the problems of every day life — higher crime rates, much greater levels of pollution, higher inflation rates, shortages or outright unavailability of common food-stuffs. The Foreign Service Directives are intended to compensate and ameliorate these differences, but those same directives can themselves be a problem.

The FSDs have several formal goals including "comparability", "incentive — inducement", and "program-related". Fine. However, an underlying and unstated philosophy applied in interpreting the FSDs frequently results in inconvenience for the users and greater expense for the public.

That administrative philosophy is essentially one which dictates that, irrespective of possible savings to the public, *cost-effective procedures will not be authorized where there is any possibility that a civil servant may gain any advantage, either apparent or real.*

Until quite recently, for example, in a situation where staff or their dependants were evacuated from a post due to an emergency, it had been contrary to practice to allow those individuals to visit with family in Canada while remaining on evacuation status, i.e. on expenses. It was considered that if they were to stay with family or friends while on evacuation status, then the Department was actually subsidizing a holiday rather than responding to an emergency, and this was unacceptable.

This approach was applied despite the fact that established practice, which was evacuation to hotels in Ottawa (with fully-subsidized meals, accommodation, and incidentals) was much more expensive than the normal reimbursement rate for 'private accommodation'.

This system was not changed until just recently, and despite the evident savings to the public, there remained for a time a wariness that this method of reducing expenditures would produce a negative reaction from Treasury Board.

There is another underlying philosophy in the Directives which is also very expensive to administer, and which is *that controlling behaviour is as important as controlling expenditures.*

Within the Directives, there are several benefits which staff may access if they can do so within essentially rigid guidelines. There would be no problem if the guidelines served a public purpose, however it is frequently the case that the rules are disadvantageous to the staff without being of any particular benefit to anyone.

FSD 50 Foreign Service Travel Assistance, for example, regulates the opportunities for 'assisted leave' by the frequency of trips rather than by cost, thus disadvantaging people at posts where frequent relief is desirable. It has been a standard complaint of staff in Moscow and Beijing, for example, that conditions at post made it essential to get out of the post more than once a year. Several shorter and cheaper trips in a year could easily satisfy this need and could be funded within the FSD 50 entitlement provided, but such flexible use of the directive is not permitted.

The common response to this sort of restriction is for there to be a greater number of 'official' trips out of posts with oppressive social climates, for consultations or conferences, medical evacuations, etc. A more economical solution would be to allow staff greater flexibility in spending the funds intended for rest and recreation purposes in the FSDs.

FSD 45 Foreign Service Leave/Option, which is intended to be an "incentive" directive, illustrates other forms of a paternalistic control of personal behaviour. FSD 45 permits foreign service personnel to exchange the 10 days of extra leave earned each year for service abroad for an economy air ticket between their post and Ottawa, either for their own use to travel out of post or for family and friends to apply to travel in to the post. The cost of one economy air ticket is the maximum extent of the employer's financial obligations, and no further limitations should be necessary. However, this is not the case.

To illustrate, if an employee used the transportation entitlement to buy two APEX tickets for his or her parents, the degree of their "togetherness" becomes a departmental concern, as both parents must travel on "the same occasion". This term is not defined (although an example is given) and it seems pointless in that the limitations on the government's financial obligations are clearly stated. Yet the restriction remains, where it generates grievances each year.

Another odd restriction in FSD 45 is the rule that the post must either be the "point of destination" or the "point of origin". Where the assigned post is one to which travel is undesirable, it is not possible for an employee to use the FSD 45 to travel out to a third location and meet a friend or family member coming in from Canada, even if the combined cost of both trips was within the entitlement.

Moreover, the application of the "origin" or "destination" rule frequently leads to situations where two trips under this directive, touching on the same cities, can be treated quite differently. One set of travel costs may be fully reimbursed and the other set only partially covered, with the different treatment in these cases being dependent on the order in which the cities were visited.

Operating an auditing system capable of detecting and enforcing restrictions such as outlined above is very labour intensive and their administration is very expensive. The only realistic salvation for the system is the wholesale revision which is usually termed 'Simplification'.

'Simplification' would replace the current system of detailed audits and disputes over undefined terms by a system where staff were provided with a budget for each purpose in the directives. The simplest illustration of the principle is a 'per diem' system for official travel. "Pre-audited, non-accountable advances", to use the official terminology, would create a system where individuals would have greater personal responsibility for expenditures, and where the continually increasing paper burden (and the costs of administering it) could be reduced.

Simplification is a 'win-win' situation for government and its servants, and we consider it to be one of the more progressive proposals for the public service in the next century.

The Corporate Review

by Kevin O'Shea

Canadian foreign policy fans are anxiously awaiting the announcement of the results of the Corporate Policy Review of the Department of External Affairs and International Trade (EAITCI). Like baseball fans, who suffered through the recent Major League Baseball strike, all want to see the Review over and the foreign policy season underway.

Frank and Muriel Sturges, cattle ranchers from North Battleford, Saskatchewan, express the sentiment of many. "It has been disappointing, frankly. Every year, we go to Ottawa to see them train, to see the foreign policy opener, right around Winterlude. Heck, this year with the Corporate Review, all the officers were locked out by management. Nobody got near to swinging a pen. Everybody was just wandering around, going to sub-groups, task forces, town hall meetings on personnel, on administration, or on resources. Saddest thing you ever saw. We didn't get any autographs, either."

Recent talks with management and players reveal that the Corporate Review settlement will radically change the shape and content of major league foreign policy in Canada in the 1990s.

Organizational Restructuring

Tobacco chewing Louie Marshmette, one of the hardline Assistant Deputy Ministers representing the owners, points to a new organization chart on the wall. "The Corporate Review will completely, and I mean completely, revamp the External Affairs Department. No more geographic, functional, trade or economic branches. Just competing leagues or conferences if you will."

"Just like in baseball," I ask.

Spitting tobacco on the floor, Louie continues, "Yep. Europe Branch will be the Winston Churchill League; Latin America — the Eva Peron Conference; United States Branch the Dean Atchison League; and Economic and Trade Policy Branch becomes the John Maynard Keynes Conference. Furthermore, the divisions of External Affairs will be transformed into teams. General Trade Policy Division becomes Free Traders, Eastern European Division are the Reds Socked, Asia-Pacific Japan Division are the Yankees and so on."

"Isn't this kind of risky for policy-making," I enquire.

"Heck no. The new league structure will restore competition to major league foreign policy. We will be able to see which divisions

are the strong and weak teams. You know, how many issues they win or lose, how many consular cases they leave on base, how many errors they commit, how many Ministers they can bring home safely, etc."

"This achieves the goals of the Corporate Review — improved conditions for staff, new emphasis on leadership, sense of mission and development of greater teamwork, collegiality and speed. Besides, the division, er, team that wins the championship gets to present the SSEA with the Policy Initiative for the year. I suppose the greatest risk is if Nordic division wins three years in a row — there are only so many Arctic initiatives you can flaunt."

Personnel Issues

"Will the new league structure be good for staff morale?" I ask Kent Copewell, player's representative for the permanent underclassman.

"Come on, man. The Players Association did not get anywhere near to what we wanted from the Corporate Review. We cannot heal the existential career schism the Department is facing with that crap. Some examples. Free agency — we had wanted the right for any officer to be able to negotiate a posting with any mission as a free agent after two years in a position. What's the answer — compensation. So, if I suddenly decide to leave Media Relations Office to negotiate a posting in London, my former team can be asked to be compensated by officers or draft choices to be named later."

"Another example. The draft for new players: We wanted the minor league system protected to ensure the quality of recruits. But no, the owners are encouraging raiding and lateral entries from other departments. That's not only dangerous for foreign policy-making, that's dangerous for the social fabric of the nation."

Foreign Service Officer Achievement

"From my point of view," Spike Deco, utility journeyman for G-7 Summits team notes, "the biggest achievement of the Corporate Review is the new Award for Foreign Service Officer Achievement — Most Valuable Player in our parlance. This award will finally recognize the outstanding players in the foreign policy circuit — you know those who consistently score on Memos to the Minister, those who hustle to outrun protocol officers at airports, those who have good Question and Answer percentile in the House, etc. Our next goal is a Hall of Fame

on ground floor. Right next to the omelette counter in the cafeteria."

Mission Statement

Weary Corporate Review mediator Ed Lenwards sits on a makeshift couch made out of mountains of submissions, suggestions, task force reports, town hall meeting minutes, and ministerial memos. "Yes, I think it was worth it. We knew something was wrong with major league foreign policy-making in Canada. We brought the owners, often isolated in their corporate boardrooms, together with the players. We hammered out a settlement satisfactory to all. It will give us all a new sense of mission."

"Have you articulated that sense of mission?" I asked.

At that moment, a bearded man with bright energetic eyes and a bustle of activity breezed into the office, his suitcase festooned with stickers of Hungary, Paris, Africa, Moscow, San Francisco, Houston. Lenwards motioned to the stocky man. "Ask Gregor Heyall. He's the public relations guru we hired to help put down the sense of mission of External Affairs on paper."

"The Mission Statement for External Affairs?" beamed Gregor. "How about this?" — "Take us out to all the ballparks. Buy us some peanuts and crackerjacks. And we'll never want to come back. So, it's root, root for the old home team. At all the ballparks." Catchy huh?

Kevin O'Shea is currently exercising his wit as a member of the Canadian Delegation to the OECD in Paris. He has also served in Accra.

SUBSCRIBE TODAY!

Have you tried to explain what you do to your family and friends? Have you tried to explain what it is like to live abroad? Have you tried to explain how what you do is significant for Canada?

Why not let **bout de papier** do some of the explaining for you?

A subscription for your parents, your sister, your brother, your friends could help them feel closer to you when you are so far away.

Fill in and mail the subscription form on page 37 today!

Somoza Falling: The Nicaraguan Dilemma: A Portrait of Washington at Work, by Anthony Lake, Boston: Houghton Mifflin Company, 1989, 291 pp., US\$18.95.

reviewed by Dan Livermore

When Anthony Lake resigned from his job as the Director of Policy Planning in the State Department at the end of the Carter presidency, he became a university professor at a small but distinguished New England college. His dilemma was teaching about foreign relations from the insider's perspective — not the grand theories of realism, idealism or game theory — not the conspiratorial hobby-horses of the far Right or far Left — not even the "great man" theories much promulgated by the Nixons and Kissingers in self-serving autobiographies. Twenty-years of service in Washington gave Lake his own perspective and insights, which he decided to convey in the form of a case study.

The result is *Somoza Falling*, a fascinating, important book on the American response to the fall of the Nicaraguan dictator Anastasio Somoza during the last years of Carter and Vance. It is an inside perspective, a story of the flesh and blood of international relations, of clashes and personalities and principles, and ultimately, of a key foreign policy failure which did much to condemn Carter to defeat in the presidential election of 1980. Anyone interested in the mechanics and conduct of American foreign policy and inter-play among the agencies and departments in Washington that puts their mark upon international relations will find this a compelling book.

Lake's book is sufficiently complex and far-reaching that it defies easy summary. At one level, he argues that much of the foreign policy process under Jimmy Carter, including its response to events in Nicaragua, involved an unavoidable clash of principles and interests. Human rights and non-interventionism were the key principles, and implementing them involved conflicts between the old hand careerists in the State Department and the political appointees in State and the National Security Agency. But foreign policy principles played only a restricted role as the Nicaraguan drama unfolded. Issues of personality, bureaucratic inertia, timing and judgment came into play. Other issues on the foreign policy agenda, Iran or SALT II, consumed time and effort. Ultimately, a series of key errors robbed the Carter presidency of the capacity to influence the course of events.

By mid-1978, when both State and NSC determined that Somoza was a liability, there was disagreement on how to remove him.

The Carter appointees, determined to break a half-century of overt American interventionism in Central America, insisted that other Central or South American countries or the OAS act as the agents of change. The more pragmatic State careerists, less attuned to the domestic imperative of issues of principle and convinced of the need to act before Sandinista insurgent forces became too powerful, argued the case for determined, pre-emptive American action. The inter-agency compromise which ensued was a prescription for drift, which enabled Somoza to cling to power until it was finally too late.

An imbalance between political appointments and professionals has badly skewed the American policy process.

There were other problems which afflicted the policy planning process. The American Embassy in Managua had limited contacts outside of the capital and no real means of testing the overall pulse of the country. The CIA had no sources within the Sandinistas and could not assess the military capabilities of Somoza's chief opponents. When Somoza

first hinted at his willingness to stand down in exchange for asylum in the United States, the State Department squandered a critical opportunity by providing an unduly weak and bureaucratic reply. Leaks, counter-leaks, blatant Congressional interference and second-guessing by the NSC staff prevented Carter from getting solid, long-term advice.

In mid-1979, as the Sandinistas were advancing on Managua, there was a change of USA ambassadors at an astoundingly inept moment. A new head of mission (with a fresh number two) arrived in Nicaragua armed with the task of getting Somoza out and putting together a transitional government pending the holding of free elections. He arrived, distrustful of a lacklustre embassy staff, without any local contacts, and hobbled by an unrealistic game plan patched together by endless "inter-agency" meetings in Washington. The dénouement came less than a month after the new Ambassador's arrival, after an abortive failure to form a new government, with the Sandinistas marching in triumph through Managua and, in scenes reminiscent of Havana, Saigon, Teheran and a score of other foreign policy disasters, the American Embassy under siege. In the judgment of one American diplomat, "It was Cuba all over again."

Lake sums up Washington's failure in Nicaragua with a fascinating concluding

TRADEX SECURITY FUND

**A New Mutual Fund Offered by the Sponsors
of Tradex Investment Fund Ltd.**

**A Welcome Alternative for Today's uncertain
Investment Climate**

Providing greater security of capital by investing in interest bearing Government of Canada Bonds and Treasury Bills.

- Exclusive to government employees and their families.
- No sales commissions or redemption charges.
- Flexible withdrawals. Competing with Investment Certificates for rate return — but not locked in.
- Initial Investment \$500. Additional purchases of \$100.
- Professional management.
- Eligible for RRSPs and RRI's (\$7.00/yr. administration fee)

**Tradex is Today's Choice
Get the Story on Tradex Security Fund.**

Call or write today:

TRADEX SECURITY FUND

c/o CT Mutual Fund Dealer Inc.
Suite 803, 170 Laurier Ave. W.
Ottawa, K1P 5V5 Phone 233-3394



Marsh & McLennan

Personal insurance coverage while abroad.

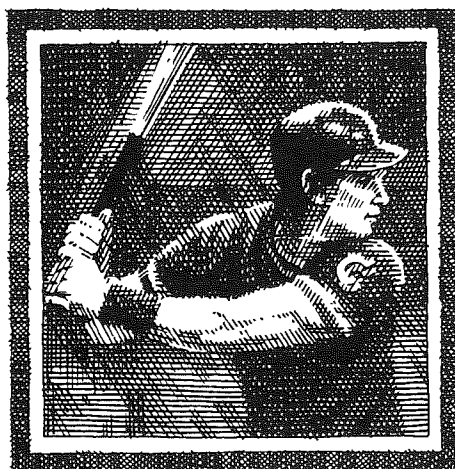
We at Marsh & McLennan
have a program specifically designed to meet
your overseas personal insurance needs.

**At Marsh & McLennan,
we think you're special**

Marsh & McLennan Limited
P.O. Box 3190, Station C
Ottawa, Ontario
K1Y 4J4
Tel.: (613) 725-5050
Fax: (613) 725-1108

WE HIT SINGLES, NOT HOME RUNS

Baseball players who specialize in hitting the long ball often have one thing in common. They tend to strike out a lot. Investment managers who always look for quick and spectacular successes have the same problem. They like to take their chances with the big swing. And they don't always connect. At Connor, Clark, we like



to think of ourselves as singles hitters. Always on base. Consistently improving our averages and, interestingly enough, getting our fair share of home runs. That's why so many wealthy investors trust us to manage their portfolios. They know who's going to be ahead at the end of the season. Perhaps you'd like to join the team.

Scotia Plaza,
40 King Street West, Box 125, Suite 5110,
Toronto, Ontario, M5H 3Y2
(416) 360-0006 Fax: (416) 360-8380

Connor, Clark
Discretionary Investment Management

*For a Brochure
Call or write Richard Hermon
Or Naomi Ridout
117 Murray Street, Suite 202,
Ottawa, Ontario, K1N 5M5 (613) 235-4511*

chapter. The first half of the "afterthought" is pure policy: understanding the nature of Third World revolutions and the need to tailor American foreign policy in keeping with the pace of indigenous social change. The second half of the chapter is especially relevant to career foreign service officers: the need for strong, experienced professionals in the mid to upper echelons of the decision-making apparatus. Arguing that an imbalance between political appointments and professionals has badly skewed the American policy process, Lake calls for key reforms: the return of career officers to the staff of the NSC, where the presidency can be served directly; the appointment of more balanced numbers of careerists to head-of-mission positions (instead of the current ratio, where six of ten appointments are political); greater interchange between the academic world and the foreign policy establishment, where knowledge and expertise can be pooled; and a rejuvenation of regional expertise, linguistic skills and functional depth, in place of an undue (and misplaced) focus on "management skills."

The problems exposed in *Somoza Falling* are hardly new. But rarely have they been treated with the insight and depth with which Anthony Lake has dealt with the American response to political change in Nicaragua. To anyone seeking to understand the travails of the American foreign service, the humiliations of some recent American foreign policy disasters, or the career frustrations of many of our American colleagues, this book should be compulsory reading. 

*Dan Livermore served three years in Latin America and is now the Director of the Human Rights and Social Affairs Division in External Affairs, as well as a member of the Editorial Board of **bout de papier**.*

Canada and the International Seabed — Domestic Interests and External Constraints, by Elizabeth Riddell-Dixon, McGill-Queens University Press, 1989, 225 pages, \$32.95.

Reviewed by Geoffrey Murray

The time is fast approaching when Canadians may be anxiously asking themselves what ever did become of Canada in this twentieth century that Wilfrid Laurier predicted, with due allowance for the politician's fallibility factor, would belong to us. Policy practitioners, watchers and consultants — especially the last who have spread like creeping myrtle in the past decade — ought to be concentrating now on the Trudeau decade of the seventies. It was, as nobody in the know surely needs to be reminded, a time of ferment, fervour and even fury, in the policy-shaping

trade, stirring for some, hare-brained for many, and just plain hairy for the few kept close to the cutting edge. It may have been the first and possibly the last experiment of its kind for government in this country.

Not all of the three operational echelons in External Affairs were similarly bowed down by the heavy responsibilities for reviewing past policy, which the Trudeau self-proclaimed reformers thrust upon selected bureaucracies around town. The External lawyers, in what became about that time the burgeoning Bureau of Legal Affairs, were relatively unburdened in that task and left free to indulge themselves in forward-looking pursuits across the broad fields of international law. In the autumn of 1970, the United Nations General Assembly, obligingly opened the door to a wide-ranging exploration of the international law of the sea (LOS), which subject had been languishing in impasse during the decade preceding. The eagerness of the lawyers to press on was further enhanced by the fact that the Government and the recently-emancipated management of External ("Foreign Policy for Canadians" hit the fan on June 25, 1970) were that autumn almost wholly engrossed in the FLQ crisis. And as the decade unfolded, there were other divertissements including Nixonomics, the Third Option, the Yom Kippur War, the Arab oil embargo, FIRA, NEP, galloping inflation and all the related issues we seniors hear about regularly on Parliamentary TV's soap opera, Question Period ... in the "answers" that is.

Ms. Riddell-Dixon has provided a very solid report on her study of a case history, of one major sector in the ten-year evolution of Canadian policy on the LOS. It may have even been the key sector, since it raised issues in relation to the mining of the seabed which evoked formidable opposition to the proposed LOS Treaty, starting with the United States.

The international forces in opposition have worked to keep the treaty in the dead letter department since the early eighties. This book is largely concerned, as it should be, with domestic interests, within the federal and provincial governments, in the Canadian mining industry and in Canadian communities. The book concerns itself too with external constraints — those in the world around us — but in my view it is less successful in assessing them, except as regards strategic and especially tactical considerations at the ongoing LOS Conference and its several committees, principally Committee One in this case study. Six years after my retirement in 1978, I did an impressionistic analysis on "Multilateralism: Canada and the United Nations," which involved numerous interviews in Ottawa and New York, and it yielded a very gloomy view of some deep-seated

political malaises, throughout the UN system (indiscriminate bloc voting for example), which almost certainly must have had their own impact on the LOS proceedings.

Having said that, I want to congratulate Ms. Riddell-Dixon on the high quality of her work in a very complex field. Her book is well-organized, it sticks to its main theme and is fundamentally sound in its judgments about what transpired. It is well-written and skilfully avoids the verbal garbage that frequently clogs studies of international law questions. In sum, her report makes light reading — in the sense of informative and stimulating presentation — of what could easily have been very heavy going, for the average reader not versed in the law.

With my Public Service experience, I was naturally more interested in what the book has to say about the policy process in and around Ottawa, especially since I did a study for Historical Division in 1981, which was concerned with the interdepartmental process involved in back-stopping the LOS Conference. It centred on the Interdepartmental Committee on the Law of the Sea (ICLOS). Ms. Riddell-Dixon has learned quite a lot about ICLOS, its functions and modus operandi, mainly from its principal participants. This tends to colour some of her judgments on what actually transpired or was accomplished.

Elizabeth Antiques Appraisal Service

FINE ARTS & ANTIQUES



Elizabeth Mayhew

68 Pine Glen Crescent
Nepean, Ontario
K2G 0G8

(613) 226-5915

Perhaps the most fascinating chapter in this book is Chapter Four on "Federal Government Actors." It seeks to explain how it was that the various departments and agencies, represented or under- and over-represented in ICLOS, managed not to produce agreed government policies and positions, which the Canadian Delegation to the LOS Conference, during a whole decade and more, pursued nonetheless. My own study

showed quite conclusively that: (a) there was some slippage in consulting some departments adequately or soon enough, about moves that they were almost certain to oppose; and (b) there was a remarkable lack of interest at the senior-most levels of External and in some of the other "bureaux," including the economists, who should have been most concerned, about the year-in-year-out activities that the lawyers were up to. If

it is time that somebody made a comprehensive report on the broad policy picture, from the early Trudeau years, Ms. Riddell-Dixon's concentrated case study offers a Ben Johnson kick-start along the right track.

Geoffrey Murray retired early in 1978 as ADM Corporate Policy, DIAND. He served in External Affairs from 1948 to 1971. He has worked in UN Affairs, was involved in the Robertson policy review from 1967-68, the Trudeau review from 1969-70 and was Chairman of the Policy Analysis Group from 1970-71.

Haven's Gate: Canada's Immigration Fiasco, by Victor Malarek, MacMillan of Canada, 1987, 262 pp., \$24.95.

Reviewed by Paul Racine

Victor Malarek is both thought-provoking and disturbing in his examination of the problems facing immigrants and refugees applying for status in Canada. Yet *Haven's Gate*, despite its well-researched approach, is at times heterotopic and does not properly amalgamate the conclusions which the author raises.

The book begins by examining Canada's lamentable historical record in the area of immigration, by recounting incidents involving, amongst others, Chinese immigrants and later, Jewish refugees from Nazi-occupied Europe. Malarek uses these examples to set the stage for his critique of Canada's immigration policies, by effectively bringing the reader to the conclusion that present-day problems with the system are inherent from a faulty perspective which had been perpetuated through the decades. Malarek highlights the dichotomy our society faces by analyzing the Canadian demographic situation and Canada's need of immigration in order to counter our declining birth rate and contrasting this with a fearful picture of the underlying racism within Canadian society, and intolerance of Canadians towards any expansion of our immigration quotas. Malarek, in his analysis of these prejudicial tones, struggles with his view that increased immigration would indeed be in the best interest of our society. While recognizing the need to replace an aging population with younger workers in order to maintain our social programs, he argues that this cannot be done without a change in the mindset of Canadians. Unfortunately, the author does not offer practical steps on how to deal with this dilemma which has become all too obvious in recent years, but rather, begins a scathing attack on those who control our immigration policies. By portraying a very serious

Lakeshore Movers

2764 Sheffield Rd.,
Ottawa, Ont.
K1B 3V9

External Affairs & International Trade Canada,
125 Sussex Drive,
Ottawa, Ont.
K1A 0G2

Dear Member,

If you are posted and looking for a careful and meticulous mover, perhaps a few words about our agency would be of interest.

At Lakeshore all carpets are mothproofed and plastic wrapped. Sofas, loveseats and items requiring special care are covered and stored separately. All other items, once wrapped, are put into sealed pallets. Quality material is used to prepare overseas shipments. A consultant has been assigned to look after all enquiries from the department.

Pride of excellence and meticulous care are our credentials. We feel that our attention to detail greatly improves service and customer satisfaction.

Our warehouse is open for your inspection at any time. Please call us at your earliest convenience we shall be at your disposal to discuss your move.

Yours truly,

Lakeshore Movers

The Lakeshore Group

Lakeshore Group (613) 741-1800

Lakeshore Movers & Warehousing Canada Ltd.
Montréal Ottawa Toronto

Lakeshore Overseas Forwarders Inc.
Montréal Ottawa Toronto

Lakeshore Management Corp.
Montréal

Relocation Plus Inc.
Hull Ottawa Toronto Montréal

D.J. Brule Enterprises Ltd.
Montréal



problem within Canada toward racial tolerance and a multicultural society and then launching an attack on how Canada is failing to live up to its humanitarian image of being a haven for needy immigrants and refugees, Malarek defeats himself. The question of how Canada can assimilate more immigrants without the fearful consequences he predicts is left unanswered.

His most scathing attack is reserved, however, for those senior bureaucrats and immigration officers who both formulate the policy and apply it on the front lines. He depicts senior officials in Employment and Immigration Canada as those who cannot properly deal with the multi-faceted problems that Canadian immigration presents to them. Instead, he illustrates examples of how policies which are introduced, despite their good intentions, often miss their goal. By emphasizing the missing element of pragmatism in immigration policy, Malarek concludes that all the good intentions of the senior bureaucrats and ministers come to naught in their inability to be applied on an individual basis. Thus, those who are working in the day-to-day operations of the Department are left directionless in their attempts to deal with an increased workload due to the influx of immigration applications and refugee claims.

In addition, those within the Foreign Service, who work as immigration officers in our Consulates and Embassies abroad, are also criticized for their lack of accessibility and their biased approaches to the claims of immigrant and refugee applicants. He cites examples where refugees both in Afghanistan and Central America are unable to gain access to these officers or are unable to present in the time required, legitimate grounds to qualify for immigrant status in Canada. While his depictions of individual cases draws an emotional response from the reader, he fails to balance those cases by describing the actual workload of immigration officers and the daily stress of determining the bogus from the legitimate. No consideration is given to the fact that, of the many applications that are received, the huge majority are handled both efficiently and with proper respect. There is also very little coverage given to the abuse of the system by illegitimate refugees. The cases which are cited are downplayed by accentuated descriptions of the desperation which makes people try to enter Canada illegally.

Victor Malarek also addresses the matter of immigration lawyers and consultants and the profit they make at the expense of those who make refugee claims in Canada. While the claims that in our foreign consulates, the services of lawyers and appeals are not available to those who apply for refugee or

INTRA **EXECUTIVE TRAVEL**

*Going on
posting?*

*Planning a
holiday?*

Contact us for
expert travel
services
worldwide

Anné H. Wang
60 Queen Street
Suite 303
Ottawa, Ontario
Tel: (613) 236-5555

KNOW SOMEONE INTERESTED IN JOINING THE FOREIGN SERVICE?

Find out about the only program to
prepare for the FS entry competition.

2-Day Seminar

- Covers all aspects of the complex application, exam and interview process
- Provides sample questions with in-class practice and tips, instruction on the writing exercise, and crucial guidance on the interview and group simulation
- Includes a comprehensive study kit on aid, trade, immigration, and political/economic issues and statistics
- Offered at universities across Canada by former FSO Barry Yeates
- Outstanding client placement record

**Foreign Service Examination
& Career Counselling Inc. ©1983**
508-404 Laurier Ave. East
Ottawa K1N 6R2
(613) 232-3497

McLaughlin

Professional
Management of
your home while
you are abroad.
McLaughlin Property
Management
offers a complete
management service
for homes and
income properties
tailored to suit
your needs:

Our services include:

- Rental of Property
- Payment of approved expenses
- Periodic inspection of property
- Monthly statements
- Savings on maintenance & repairs
- Continuous around the clock service
- Reasonable rates

Let us help to make your posting abroad worry free.

For more information and appointment contact:

Jasper or Paul McLaughlin
Suite 2000, 210 Gladstone Avenue (Elgin)
Ottawa, Canada K2P 0Y6
(613) 236-4125

Property Management

immigrant status, he cites numerous examples in Canada where hopeful claimants pay thousands of dollars to defend illegitimate cases, only to be deported at a future date. Malarek does not adequately explain that these same unscrupulous lawyers who would take advantage of these people, have also succeeded in jamming the courts and appeal boards with so many invalid cases, that those who are legitimate claimants must wait years for a hearing. While Malarek presents a relatively accurate picture of the abuse of the system, he does not follow it to its logical conclusion.

The book underlines that there are indeed serious concerns that need to be addressed by the Government regarding our immigration system. While Malarek raises a grave concern about the level of racial intolerance in Canada and the need to accept legitimate refugees and immigrants, he has also gone out of his way to attack and criticize those who are trying to implement policies which are in the best interest of Canadians as a whole. His scathing, critical assessment of Canada's immigration policy fails to offer viable alternatives for the present-day situation. *Haven's Gate* is an assessment based on examples of what is wrong with Canadian immigration policy without taking into account the over one hundred thousand immigrants who are processed and assimilated each year into Canadian society. 

Paul Racine is currently Legislative Assistant to Mr. Benno Friesen, Parliamentary Secretary to the Solicitor General. At the time this review was written he was Executive Assistant to Mr. Friesen, then Parliamentary Secretary for Employment and Immigration Canada.

The Secret Kingdom: Interpretations of the Canadian Character, by Dominique Clift, McClelland and Stewart, 240 pages, \$24.95.

Reviewed by the Hon. J.W. Pickersgill

The Secret Kingdom is one of the finest books about Canadians I have ever read. Dominique Clift writes, after thirty years of political journalism, in both languages. In the preface, he says his book is derived in part from that experience. But even more important is his own cultural background. He tells the reader that "from early childhood I have been able to speak both English and French. Many people tell me this makes me a true Canadian but, like all those who straddle cultural and linguistic fences, I know this is not really so." The "true" Canadian he adds is "always under pressure to choose one side

over the other, or may simply be excluded from both." His experience is "that I am not quite allowed to belong to either community when tensions run high."

"Interpretations of the Canadian Character" is not a search for the Canadian identity. He feels that already exists. The relationship between English-speaking and French-speaking Canadians is for him a fundamental element of the Canadian character. "As a result of a long historical interaction which includes a fair amount of animosity," he writes, "the English and French in Canada have unconsciously attempted to define their identity in opposition to each other. They have become like twin stars rotating around each other each possessing a gravitational field that encompasses the other, and each unable to break free from the force exerted by the other. Even though it is generally unacknowledged and sometimes denied altogether, the relationship is a close and clinging one."

Each community, French and English, he finds has a garrison mentality. The French, especially in Quebec, seek barriers to protect the French language and culture from erosion by the English majority in Canada and, behind that majority, an overwhelming mass of English speakers in North America. The garrison mentality of the English-speaking majority in Canada is created by the need of barriers to protect its cultural and social values from erosion by American pressure for homogeneity, often bare-faced and financially domineering.

*When the cloak of
language is stripped aside,
Canadians, whether French-
or English-speaking, react
more like one another than
either does to any
other people.*

Clift finds an unusual degree of symmetry in these attitudes and the way in which "each language group depends on a negative view of the other in order to enhance the positive view it wants to have of itself."

Canadians, in his view, exhibit a curious split personality on the question of language. French voters in Quebec elect provincial governments dedicated to cultural isolation while supporting federal parties committed to integration. In English Canada, the contradictory character is not so stark, but regional sentiment and community loyalties are strong, and regularly come into conflict with national unity.

But when the cloak of language is stripped aside, Canadians, whether French- or English-speaking, react more like one another than either does to any other people, English or French or even American. Clift finds "the solidarity and co-operativeness required for survival in the harsh northern environment promote personal responsibility rather than individual freedom. Canada evolved from colony to nation without revolution. Canadians outgrew their past without the need to deny it."

"In spite of the Conquest and the War of 1812," Clift declares that "Canadian development has been peaceful and evolutionary. The people of this country were never required to make the kind of unwavering ideological commitment that is called for in times of revolution or of confrontation with an outside power. The fundamental concepts on which Canadian society rests, as well as the emotions that move it, are all drawn from every day experience and from the compromises that have been necessary for effective government."

Clift's optimistic outlook is that "increasingly, Canadians accept their country as their country happens to be now. No longer are there any groups who still see it in a formative stage and are seeking to impose a character exclusively in their own image, as English and French, or Protestants and Catholics, attempted in the past. The centrifugal pressures exerted by provincial administrations, however, are still very powerful, as are the forces of regionalism. Nevertheless, pluralism is now accepted in a way it has never been accepted before, particularly on matters of ethnicity, of culture, and even of language. This means that the basic personality of the country is taken as being permanently fixed instead of having to be realized in the indeterminate future." His last sentence asserts that "Canada has become a totally different country by liberating itself from the psychological weight of its own past."

The Secret Kingdom is a book for all Canadians, especially those who serve the people of Canada at home or abroad. 

The Hon. J.W. Pickersgill, P.C., joined the Foreign Service in 1937. He was appointed Clerk of the Privy Council and Secretary to Cabinet in 1952, then left the Civil Service for elected office and served as Secretary of State, Minister of Citizenship and Immigration and Minister of Transportation in the St. Laurent and Pearson Cabinets. He is the author of four volumes in the Mackenzie King memories (1939-1948) and The Road Back, his memoirs of the Opposition Liberals during the Diefenbaker Government.

WHY?

THREE REASONS WHY YOU SHOULD JOIN THE PAFSO AUTO & HOME INSURANCE PLAN

- EXTREMELY COMPETITIVE RATES
- CONVENIENT MONTHLY PAYMENTS
- EXCELLENT CLAIMS SERVICE

We understand the unique insurance requirements of PAFSO members, so why not call us TODAY for a no-obligation quotation.

TOLL FREE
1-800-268-3494

FAX
1-416-497-4179

*Administered by Group Services Insurance Brokers Ltd.
Underwritten by Traders General Insurance Company*

(Available in Canada only)



Residential Real Estate Services

#1400 - 303 Moodie Drive
Nepean, Ontario K2H 9C4
Office: (613) 820-9775
Res: (613) 592-8289
Fax: (613) 820-0296



Therese Bourgon

Sales Representative

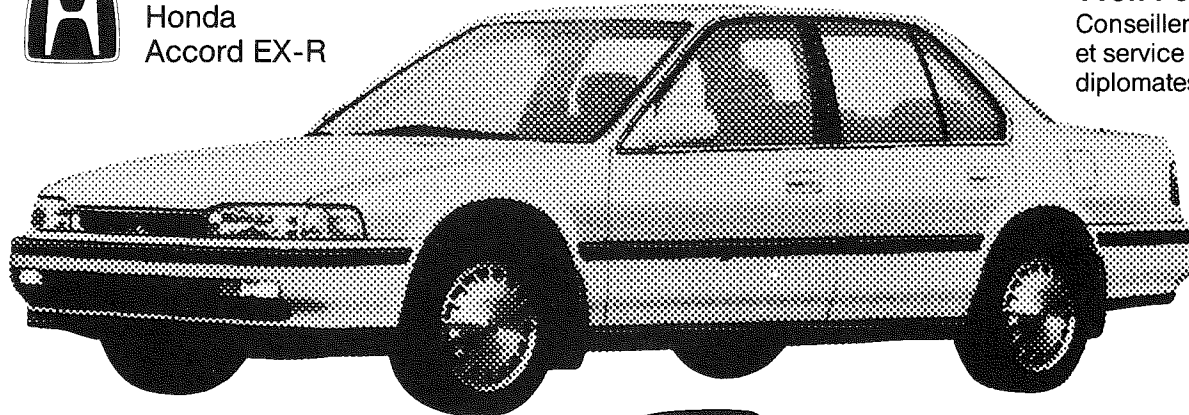
Providing real estate services to
the Foreign Service community in
the Ottawa region.

**ROYAL LePAGE REAL ESTATE
SERVICES LTD. REALTOR**

Lallier, the largest Honda Network in Canada



Honda
Accord EX-R



Yvon Fournier
Conseiller aux ventes
et service aux
diplomates

HONDA

Today's answer.

lallier

HONDA

Rien qu'à voir!

981, boul. St-Joseph, Hull - Tel : (819) 778-1444, Fax : (819) 778-8736

Lallier le plus grand réseau de Honda Canada

A. Aalto meets the weird sisters

"It's absurd, Liebnitz," growled Chief Inspector de Toombs. "We have these four sisters with the maiden name of Hath — Beth, Barbara, Beulah and Brandy. We know that they are each married to one of a set of identical quadruplets named Streep — David, Donald, Duff and Duncan. One of the husbands has been murdered, but we can't tell which. The sisters won't say *anything* about the crime, or anything else except their names and the fact that each of the sisters has a different age (all ages are in whole years). Since we don't know where they're from, we can't check up on them."

"We know that one is the murderess, another is the victim's wife (who paid for the crime) and a third witnessed the killing," de Toombs went on. "These three we could convict of murder and conspiracy, if we knew which they were. But the fourth sister is a private eye who had nothing to do with the murder. It's only misguided loyalty that's keeping her silent. I have to know which one she is before I turn the case over to the Crown."

"Surely you *must* have more information than that," protested the logician. "Clues from their belongings, perhaps, or from the scene of the crime."

"Unfortunately not," replied the embarrassed policeman. "My assistant, the late Inspector Sellers, accidentally put the file in a closet with a bombe in it. It was last seen in orbit around Carl Sagan. We do have one thing that the Inspector gave to a Toulouse-Lautrec look-alike. It's his notes on a series of statements, one made by each sister to each other sister, when we put them together two by two. Here's the list, Liebnitz."

- (1) Barbara to Beulah: Either Duncan is the victim or Dave is married to the youngest of us sisters, but not both.
- (2) Beulah to Brandy: I am not married to Donald.
- (3) Brandy to Barbara: Beth always lies.
- (4) Barbara to Beth: The witness is exactly 50% older than you are.
- (5) Beth to Beulah: Donald is married either to you or to the oldest of us sisters.

- (6) Beulah to Barbara: One of us sisters is seven years older than one of the others, and the youngest of us is 24.
- (7) Brandy to Beulah: The murderess is not married to Duff.
- (8) Barbara to Brandy: You and I are older than the detective by one and six years, not necessarily in that order.
- (9) Beulah to Beth: You always lie.
- (10) Beth to Barbara: I always lie.
- (11) Beth to Brandy: The murderess is either Duff's wife or the youngest of us sisters, but not both.
- (12) Brandy to Beth: My husband was not the victim.

"Well, that certainly should be enough to solve the case," concluded Liebnitz after reading the list. "Let's see...."

"Just one more thing you should know," interjected de Toombs ruefully. "Before he died, the victim said that one of the sisters *always* tells the truth, one *always* lies, one is totally undependable and the fourth matches the habits of the person she's talking to — she lies to the liar, tells the truth to the truthful sister, and mixes truth and lies at random with the undependable one."

"Oh great!" sighed the logician. "And given the stakes involved, having one of the sisters mention the witness or the murderess or the detective doesn't necessarily mean that she herself isn't that character. Still, if we assume that the victim's deathbed statement was the truth...yes, I think I can still give you a solution."

"If you can, I'll eat my hat!" exclaimed the Chief Inspector.

But LDC proved equal to his claim. Can you duplicate his feat by identifying each sister's husband, age and role in the murder (murderess, witness, victim's wife or detective). Can you say which is the truthful sister, the liar, the undependable sister and the matcher? Finally, can you recommend whether *sauce bearnaise* or *sauce diable* goes better with a fedora?

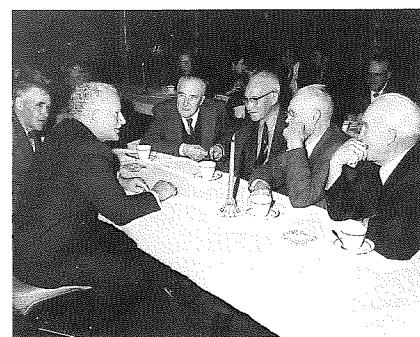
Born in pre-revolutionary Tannu Tuva and raised by Patagonian missionaries on the Zambesi, free-lance prestigitator A Aalto now commutes between Hell (Norway) and Paradise (Pennsylvania). He personally prefers sauce Robert.

Revenge of the East Bloc: Answers

Country	Matches Played	Won	Lost	Tied	SDNEs For	SDNEs Against	Points
Anxieta	3	1	1	1	5	5	3
Bylatea	3	0	2	1	2	4	1
Coruptio	1	0	1	0	3	4	0
Dogmatia	3	2	0	1	10	7	5
Etcetera	4	2	1	1	8	8	5

Scores of individual matches:

A beat B	2-1	A lost to D	3-4
A tied E	0-0	B tied D	1-1
B lost to E	0-1	C lost to E	3-4
D beat E	5-3		



CAPTION CONTEST WINNER:

Debra Gorham
Canadian High Commission
Trinidad & Tobago

"And can you believe one of my aides suggested we need some younger blood in this organization?"

A. AALTO PUZZLE WINNER:

Duane McMullen
Canadian Embassy
Seoul, Korea

PAFSO MEMBERS

**CHECK
HERE ...**

*For
Improved
Coverage
Better
Rates.*



MEMBRES DE L'APASE

**COCHER
ICI...**

*pour une
meilleure
couverture et
de meilleurs
taux.*

Our Basic Term Life Insurance plan has been designed to provide a level of coverage which meets the varying needs of our members. The plan provides for high amounts of low cost coverage.

- The Term Life Insurance Plans provide improved levels of coverage combined with competitive rates.
- The Group Auto and Home Insurance plan provides an excellent product with the convenience of monthly payments.

To receive more information about the plans available to you, please complete the coupon below or call us directly.

Notre Régime d'assurance-vie de base a été conçu de manière à offrir un degré de couverture adapté aux besoins propres à nos membres. Il prévoit une couverture étendue avec primes très modiques.

- le Régime d'assurance-automobile et domiciliaire collective assure une excellente couverture et vous permet de pratiques versements mensuels des primes.
- Les Régimes d'assurance-vie offre une couverture plus étendue avec primes concurrentielles.

Pour obtenir des renseignements complémentaires au sujet des régimes qui vous sont offerts, il suffit de remplir le bon ci-dessous ou de nous appeler directement.

TO/À: PAFSO Group Insurance Plan/Programme d'assurance collective de l'APASE
Suite 600, 45 rue Rideau Street, Ottawa, Canada K1N 5W8
(613) 234-1391

Please send application forms for/prière de me faire parvenir les formulaire suivants:

- ☐ Term Life/ Assurance-vie
 - ☐ Auto and Home Insurance/ Assurance automobile et propriété
- Toll Free Hot Line/Ligne directe sans frais d'interurbain: 1-800-268-3494

Name/Nom:

Address/Adresse:

Code/code postal:

Lycée Cambridge

Canada's High School in England



The Lycée Cambridge is an independent Ontario school located in Cambridge, England. With a full program of grade 11, 12 and OAC credits available, students can complete their secondary education in the stimulating environment of Cambridge. Excellent teachers, small classes, a wide range of extracurricular activities and the opportunity to travel in Britain and Europe are all features of the Lycée experience.

For students wishing to apply to Oxford, Cambridge, Canadian or American universities, the Lycée Cambridge provides superb preparation.

For information please contact:

 LYCÉE CAMBRIDGE
68 SCOLLARD ST.
TORONTO, ONT. M5R 1G2

(416) 926-0828, (800) 387-5603 (Ontario), (800) 387-1387 (Canada)