



NPSIA Occasional Paper

No. 45

January 2005

THE CANADIAN FOREIGN SERVICE IN THE 21ST CENTURY

**An Analysis of Research on the Compensation System and Retention Rates at the
Department of Foreign Affairs and International Trade**

By

ANNE-MARIE MOSEY

April 2004

The Norman Paterson School of International Affairs

Carleton University

1125 Colonel By Drive

Ottawa, Ontario

K1S 5B6

Telephone: 613-520-6655

Fax: 613-520-2889

This series is published by the Centre for Security and Defence Studies at the School and supported by a grant from the Security Defence Forum of the Department of National Defence.

The views expressed in the paper do not necessarily represent the views of the School or the Department of National Defence

TABLE OF CONTENTS

1. Introduction and Context	
1.1 Retention Rates and Morale.....	3
2. Linking Professional Compensation to Private Life	
2.1 The Foreign Service Directives.....	9
2.2 Canada’s Foreign Service Allowances.....	11
2.3 Post Index and Post Living Allowance.....	14
2.4 Foreign Service Incentive Allowance.....	18
2.5 Post Differential Allowance.....	22
2.6 Shelter.....	25
2.7 Spousal Assistance.....	28
3. Canadian Foreign Service Comparative Data	
3.1 FS Compensation Compared to Professional Groups within the Government of Canada.....	34
3.2 Canadian vs. American Foreign Service Compensation.....	37
4. Foreign Service Monopoly Over Diplomacy Questioned	
4.1 Role of Provincial Governments in Canada’s Foreign Relations.....	40
4.2 Municipal Participation in International Affairs.....	41
4.3 Outside Actors’ Influence on Canadian Foreign Policy.....	43
4.4 Locally-Engaged Staff.....	44
5. Conclusion.....	46
Appendix A- Post Living Allowance.....	49
Appendix B- Post Specific Allowances.....	59
Appendix C- Post Rating Form.....	61
Appendix D- Public Service Salaries Data.....	71
Bibliography.....	72

Introduction and Context

Foreign Service Officers at the Department of Foreign Affairs and International Trade (DFAIT) play a vital role in the delivery of Canada's foreign policy objectives. They engage Canada in the international community by solidifying its involvement in multilateral and international organizations and by forging strong bilateral relations outside its borders. Strategies pursued by Foreign Service Officers encompass a wide spectrum of issues ranging from trade promotion to the human security agenda.

Diplomats are crucial to the underpinning of Canadian foreign policy because they are on the frontlines representing Canada internationally. However, more incentives are required for these representatives to feel that their hard work does not go unnoticed. Despite their dedication to the Canadian diplomatic corps, there is a general consensus among the Foreign Service Community that they are not adequately compensated for their efforts. The 2002 Working Group on the Terms and Conditions of Employment of Foreign Service noted that the majority of Foreign Service Officers are of the opinion that the remuneration that they receive is not commensurate to their efforts and working environment. Furthermore, the working group expressed concern that unless this situation is examined in "an agreed, thorough and objective manner" then the dissatisfaction of Foreign Service Officers could negatively impact the well-being of Canadians.¹

The development of strategic foreign policy is contingent upon having a competent and able group of Foreign Service Officers. Some scholars have asserted that

¹ This paper was originally written as a BPAPM/Kroeger College Honours Essay by the author and supervised by David Carment at CSDS/NPSIA. iDepartment of Foreign Affairs and International Trade, Human Resources @ DFAIT, *Working Group on the Terms and Conditions of Employment of Foreign Service Officers- The Terms of Reference*. Modified: 2002-8-13. Available at: <http://intranet/department/hr/wgfs/wgfsTandC-en.asp>; Intranet; Accessed on December 12, 2003.

the Department is constrained by constant battles for funds. It is difficult for the Foreign Service to follow through with new initiatives when they are not backed up by resources. Gordon Smith has asserted that they are perceived “downtown” as disconnected from the rest of government and it has been very difficult for DFAIT to husband resources for initiatives in the domains of human security or cultural programs.² If this is true then how are Foreign Service Officers expected to do their job properly when they are not given the proper means?

Retention Rates and Morale

There is a direct link between how much pride Foreign Service Officers (FS) take in their work and how Canada’s image is reflected abroad. If the government does not address the importance of rewarding a dedicated foreign service then it will lose many individuals that are essential in drafting thoughtful foreign policy ideas and approaches. The discontentment among the ranks is being reflected in the Departments’ low retention rates. Over the past decade a definite problem has emerged pertaining to the reduced retention rates within the Canadian Foreign Service. A recent survey found that although 77 percent of FS respondents had viewed this job as a lifetime career when they first entered, only 28 percent responded that they intend to spend their entire career in the Foreign Service.³ The most startling fact is that 49 percent of FS respondents indicated that they had intended to leave the Foreign Service within the next year or at the end of

² Gordon Smith, *Managing Canada’s Foreign Affairs*, Ottawa: Canadian Defence and Foreign Affairs Institute, 2003. Available at: [http://www.cdfai.org/PDF/Managing CanadaForeignAffairs.pdf](http://www.cdfai.org/PDF/Managing%20CanadaForeignAffairs.pdf); Internet; Accessed on Feb 12, 2004, pp. 7-8.

³ William M. Mercer Limited, *Foreign Service Retention Survey Report on Findings- Department of Foreign Affairs and International Trade*, 2001, p.11.

their current assignment or were undecided.⁴ Numbers like these demonstrate that the federal government needs to take the necessary measures to ensure higher job satisfaction among Foreign Service Officers.

In recent years the morale among Canada's professional FS has deteriorated considerably resulting in a major loss of human capital investment. According to Andrew Cohen, the number of officers leaving after their first posting has been on the rise since 1986 with a quarter of Officers resigning within seven or eight years of joining.⁵ If these figures continue to increase then the concept of career diplomats will be a thing of the past. What this indicates is that the government is investing valuable resources in providing necessary training for FS, yet they are failing to reap the benefits of their investments. The fact of the matter is that years of pay-freezes have translated into a huge wage disparity between well-trained Foreign Service Officers and the private sector.⁶ Unless the federal government provides the Department the means to create reasonable incentives for Foreign Service Officers to stay then they will continue to lose valuable employees. Outside employers are definitely willing to provide more lucrative offers to capitalize on the investment that the government has made in their language and sensitivity training. Thomas Axworthy summarizes this argument well by suggesting that

⁴ William M. Mercer Limited. *Foreign Service Retention Survey Report on Findings- Department of Foreign Affairs and International Trade*, 2001, p.11.

⁵ Andrew Cohen, *While Canada Slept: How We Lost Our Place in the World*, (Toronto: McClelland & Stewart Ltd, 2003). p.141.

⁶ Axworthy, Thomas. *Unwilling to be Willing: The Primacy and Capability Principles in Canadian-American Relations*. Ottawa: Canadian Defence and Foreign Affairs Institute, 2003. Available at: <http://www.cdfai.org/PDF/Unwilling%20to%20be%20willing.pdf>; Internet; Accessed on November 30, 2003, p.14.

one of the most worrisome brain drains in Canada is the brain drain away from the Foreign Service.⁷

There is little debate around the issue surrounding the dissatisfaction that Foreign Service Officers have at DFAIT. Observers have noted that morale is not particularly good.⁸ The 2003 Employee Survey stated that less than half of employees (48 percent) felt the current state of morale at the Department was good to excellent. This data can be interpreted more clearly by knowing that within the survey respondents complained to have problems with excessive workload and stress (30 mentions), lack of sufficient funds/resources (27 mentions), and insufficient salary and compensation (40 mentions).⁹

The impacts of the retention problem among the Foreign Service could be detrimental to the way in which Canadian interests are promoted abroad. Nevertheless, the importance of the Foreign Service is often undermined by unscrupulous attacks made by the media to portray diplomats as pampered civil servants who feel that they are above the law. It is not difficult to pose a critique of the Foreign Service because little coverage bears light on the fact that they are one of the most poorly paid groups within the Canadian civil service. Also, many Canadians are suspicious of government spending on diplomacy because its results are often intangible. Recently Douglas Hurd, a former foreign secretary, hypothesized that the communications revolution has hindered the perception of diplomats because “on one level, it is easier to see the justification for the

⁷ Thomas Axworthy, *Unwilling to be Willing: The Primacy and Capability Principles in Canadian-American Relations*. Ottawa: Canadian Defence and Foreign Affairs Institute, 2003. Available at: <http://www.cdfai.org/PDF/Unwilling%20to%20be%20willing.pdf>; Internet; Accessed on November 30, 2003, p.14.

⁸ Gordon Smith, *Managing Canada's Foreign Affairs*, Ottawa: Canadian Defence and Foreign Affairs Institute, 2003. Available at: [http://www.cdfai.org/PDF/Managing CanadaForeignAffairs.pdf](http://www.cdfai.org/PDF/Managing%20Canada%20Foreign%20Affairs.pdf); Internet; Accessed on Feb 12, 2004, pp. 7-8.

⁹ IBM Business Consulting Services. *2003 Employee Survey: Summary of Results - Department of Foreign Affairs and International Trade/ Canadian Trade Commissioner Service*. IBM Corporation, 2003, pp. 30-31.

sloggy, less glamorous bits of trade and consular and the secret bits beyond the reach of the best of the foreign and defence correspondents of the media.”¹⁰ He argues that diplomats are worth investing in because without them there would be higher levels of ignorance in decision-making back home and more avoidable bumping and grinding in the relationships between states.

It is about time that the Canadian federal government as well as the general public recognizes that Foreign Service Officers play an important role in strengthening Canada’s international voice. In order for Canada to establish and sustain a more substantive and international presence it must take the first step in ensuring that the Foreign Service are given enough resources to carry out the jobs required of them. In reality, Foreign Service Officers are invaluable assets that have not been adequately compensated through years of relentless budget cutting.¹¹ The 2003 Dialogue on Foreign Policy concluded that Canadian foreign policy cannot succeed in its aims without substantial reinvestment in diplomacy. Many contributors called for a bolstering of its resources and policy development capacities, as well as in its missions overseas.¹² The bottom line is that the repercussions of years of budget cuts are finally starting to take a toll on Canada’s ability to retain its Foreign Service Officers that have the important job of representing Canada abroad.

This paper will try to explain the remuneration of Foreign Service Officers.

Chapter one focuses on their system of compensation and how it works. The second

¹⁰ Peter Hennessy, “The Role of the Foreign Ministry in the 21st Century,” Ottawa: Deputy Minister Presents Lecture; Lester B. Pearson Building; Speech Given on January 27, 2004.

¹¹ Denis Stairs, *In the National Interest: Canadian Foreign Policy in an Insecure World*. (Ottawa: Canadian Defence and Foreign Affairs Institute, 2003), p.38.

¹² Canada, Department of Foreign Affairs and International Trade, *Dialogue on Canadian Foreign Policy*. Available at: <http://www.foreign-policy-dialogue.ca>; Internet; Accessed on December 5, 2003.

chapter compares them to groups with similar responsibilities. The third chapter presents a debate on the changing role of the Foreign Service in the 21st century because of the emergence of other actors working to represent Canada's interests at the international level. Ultimately, the reader should gain a better understanding of how the complicated compensation system should reflect the important role that Canadian Foreign Service Officers play delivering Canada's foreign policy objectives.

Rotational Lifestyle: Linking Professional Compensation to Private Life

This chapter examines and evaluates how allowances are calculated for Canadians that work abroad as Foreign Service Officers. The salaries of Officers working abroad play a direct role in linking aspects of their professional life to their private life. The personal affairs of these Officers are not easily separated from their workplace; they are interwoven within the system that calculates their compensation and allowances. Thus, it is critical that the Department of Foreign Affairs and International Trade (DFAIT) administers a compensation system that adequately reflects the work done by Canadian civil servants working in the Foreign Service.

The Foreign Service recruitment campaign should provide applicants the opportunity to explore how compensation works for this career path. Prospective Officers need to gain a clear understanding of the system that would determine their allowances and compensation abroad because it makes direct implications on their decision to pursue the lifestyle associated with career diplomats. A more informative campaign could only be successful in its mission to recruit competent and dedicated individuals if the system of compensation and benefits was effective in casting a positive light on the Department. In order for DFAIT to attract and retain highly skilled employees, it is essential that its system of allowances accurately reflects the needs of employees living a rotational lifestyle. Foreign Service Officers make a commitment to work both in Ottawa and at Canada's missions abroad, with many Officers spend half to two thirds of their career working and living at post.¹³

¹³ Department of Foreign Affairs and International Trade, *Canadian Foreign Service Recruitment Campaign*. Available at: <http://www.dfait-maeci.gc.ca/department/service/apply-en.asp>; Internet; Accessed on November 15, 2003.

Low retention rates over the past decade indicate that Foreign Service Officers are demonstrating an overarching dissatisfaction with their job. A study by William M. Mercer Limited explains that although a clear majority of Officers entered the Foreign Service with intentions to make it a long-term career, their perceptions have changed after spending time in the job.¹⁴ The top three factors that have been stated as causes for employees to leave the Foreign Service include: better financial remuneration outside the Foreign Service (77%), potential career advancement outside the Foreign Service (54%), and spousal related issues (39%).¹⁵ There is a gap between the expectations of Foreign Service Officers for personal growth within the department and the unfavourable aspects of their career.

The Foreign Service Directives

From an economic standpoint the compensation of Foreign Service Officers requires special attention because these positions are unique as compared to other types of employment found within the Canadian economy, both in the public and private sectors. The uniqueness of their profession stems from the fact that the majority of their career as a Canadian civil servant is spent abroad. Constant uprooting disrupts their ability to establish a settled personal environment because they move locations throughout their career. The government attempts to compensate for these obstacles by providing allowances for cost of living differences, hardship posts and travel to and from postings. The Department addresses the importance of these allowances through Foreign Service Directives, which provide compensation for Officers and their families living

¹⁴ William M. Mercer Limited, *Foreign Service Retention Survey Report on Findings- Department of Foreign Affairs and International Trade*, 2001, p.11.

¹⁵ Ibid.

abroad. In addition, DFAIT invests substantial resources in providing language training and other essential skills to Officers with intentions of reaping future benefits from these human capital investments. By promoting a favourable compensation system the Department attempts to reaffirm an Officer's long-term dedication to promoting Canada's interests abroad, and the Department increases the likelihood of career diplomats.

A lot of work has been done to create the present system of Directives; however it still contains many complexities that remain to be improved. This chapter examines these allowances to provide the reader with a better understanding of the Foreign Service Directives. Understanding how these allowances are calculated helps evaluate how they can be better adapted to meet the specific needs of individual Officers.

The Foreign Service Directives (FSDs) show recognition of some of the challenges which result from assignments that require employees to move from one country to another. Officers have to deal with adjustments to their work and home environments that often result in frustration and culture shock. FSDs make an attempt to address various differences that arise from living in a foreign country. These differences can be classified as economic and socio-political. The five key Foreign Service Directives that address these issues are the Post Index and Living Allowance, the Foreign Service Premium, the Post Differential Allowance, Shelter Costs and Spousal Assistance.

The economic and social implications of the Foreign Service Directives will be explored with emphasis being placed on explaining how DFAIT administers the compensation and allowances for employees working abroad. The next section of the chapter will discuss why Foreign Service allowances are given to Officers and what sections of the Directives are most important to understand. In the third section, the

chapter provides examples to enhance the readers understanding of how these allowances are calculated and shows necessary flaws which inhibit their effectiveness. The pay schedule discussed concentrates on the compensation of employees that are working abroad for a term averaging between two to four years.

Canada's Foreign Service Allowances

Allowances are made for Foreign Service Officers to compensate them for economic and socio-political differences that are incurred while working at one of Canada's missions abroad. Although the Department of Foreign Affairs and International Trade works to promote a system of compensation that adequately reflects the needs of Foreign Service Officers, they recognize that it is not possible to make enough provisions that will keep the Foreign Service Officers life the same abroad as it would be in Canada.¹⁶ Officers cannot expect to maintain an identical standard of life in a foreign country. The system of allowances tries to take the necessary steps to provide Foreign Service Officers the means necessary to adapt to adjustments abroad with ease.

This section outlines some of the major challenges that the Foreign Service Directives address. Before examining the Directives this chapter evaluates what factors affect the compensation system. Both economic and socio-political differences are compensated for financially.

¹⁶ Treasury Board of Canada Secretariat. Foreign Service Terms and Conditions of Employment Directive. Available at: http://www.tbs-ct.gc.ca/pubs_pol/hrpubs/TBM_1112/fsd-dse_e.asp; Internet; Accessed on November 20, 2003.

Table 1: Economic Factors Affecting Foreign Service Officer Compensation

<p><i>Nominal Canadian Dollar Exchange Rates</i></p>	<ul style="list-style-type: none"> • Fluctuations in the value of Canadian currency directly affects an Officer's purchasing power abroad • An appreciation of the Canadian dollar enables an Officer to purchase more goods at the Mission abroad • A depreciation of the Canadian dollar causes an Officer to purchase less abroad for the same amount of currency needed to purchase more goods before the depreciation
<p><i>Purchasing Power Parity</i></p>	<ul style="list-style-type: none"> • Purchasing Power Parity (PPP) exchange rates take into account differences in cost of living in a manner that nominal exchange rates do not¹⁷ • The cost of non-traded goods, such as housing, education, and local transportation, explains why PPP and nominal exchange rates may differ • Because the cost of living between countries varies for these essential goods, compensation should take into account PPP exchange rates
<p><i>Inflation</i></p>	<ul style="list-style-type: none"> • Being posted to a country with extreme inflation or deflation within a very short time would cause the Officer to experience large changes in their cost of living • This problem is very real: for example, an Officer living in Russia would have experienced high inflation (21.9%), as the average price of goods and services skyrocketed in 2001¹⁸ • An Officer living in Japan would have experienced deflation (-0.6%), as the average price of goods and services plummeted in 2001¹⁹
<p><i>Exchange Rate Regime</i></p>	<ul style="list-style-type: none"> • A Foreign Service Officer can be affected by the foreign country's exchange rate regime when a government keeps exchange rates rigidly fixed to try to promote stability • Most industrialized countries now operate under a hybrid system of managed floating exchange rates, however many developing countries have retained a system of fixed exchange rates²⁰ • Countries with flexible exchange rate regimes will see the value of their currency fluctuate against the Canadian dollar, which impacts FSOs considering their salary is paid in \$CDN • Fixed exchange rate regimes maintain a more constant conversion value for the Canadian dollar, these regimes do not see as much fluctuation, however they are usually pegged to the US Dollar • Changes in the US Dollar exchange rate will affect the fixed exchange rate, thus these countries may be subject to steeper changes in their exchange rates through devaluations and revaluations • An Officer living in Argentina in 2001-2002 would have been at a major disadvantage if they had converted their Canadian salary to Argentine pesos, as there was massive devaluation resulting from Argentina's rigid peg of its currency
<p><i>International Transportation & Communications Costs</i></p>	<ul style="list-style-type: none"> • Officers incur varying transportation costs depending on how far their Mission is from Canada and the frequency of travel between the two locations • Communicating via telephone or internet can be extremely costly in some countries that lack a developed infrastructure, although these costs are not work related, it is important to keep in touch with loved ones back in Canada • Officers will be forced to incur higher personal communication costs depending on what country they are posted to

¹⁷ David N. Balaam, and Michael Veseth. *Introduction to International Political Economy* (Second Edition). Prentice Hall, 2001, p. 391-392.

¹⁸ Bank of Canada. *Inflation and Price Stability*. Available at:<http://www.bankofcanada.ca/en/backgrounders/bg-il.htm>; Internet; Accessed on January 20, 2004.

¹⁹ Ibid.

²⁰ David N. Balaam, and Michael Veseth. *Introduction to International Political Economy* (Second Edition). Prentice Hall, 2001, p. 697.

Table 2: Socio-Political Factors Affecting Foreign Service Officer Compensation

<p><i>Harsh Climates and Isolation</i></p>	<ul style="list-style-type: none"> • Canada has diplomatic and consular offices in over 270 locations in approximately 180 foreign countries.²¹ There is a strong possibility that a Foreign Service Officer will have to adapt to climatic differences. For example, an officer could have difficulty adapting to the dry climate found at the Canadian Embassy in Abu Dhabi, United Arab Emirates or the monsoon season and humidity at the Canadian High Commission in Dhaka, Bangladesh. • Foreign Service Officers can be posted to areas with high population density, i.e. Tokyo, Japan, where there is high demand for living space. Also, some Officers would find it very difficult to live in an isolated compound as would be made available for employees at the Canadian Deputy High Commission in Lagos, Nigeria.²²
<p><i>Political Instability And Security Threats</i></p>	<ul style="list-style-type: none"> • Many of Canada's Missions are located in countries where political upheavals are frequent, in some cases Foreign Service Officers are forced to make special security provisions that would not be necessary in Canada • Foreign Service Officers might find their social interaction with others is limited because Missions sometimes restrict their employees to live on compounds where they regularly see the same people • Officers are often forced to lose some independence in order to protect their personal safety • In certain instances Foreign Service officers might be forced to evacuate the Mission without prior notice • In the post September 11th context there are increased restrictions on diplomats living abroad because of security concerns
<p><i>Spousal Employment</i></p>	<ul style="list-style-type: none"> • Spouses of Foreign Service Officers often have difficulty finding appropriately paid employment in foreign countries • In many countries there are linguistic, legal and economic restrictions on the employment of non-nationals, despite the fact that many formal barriers are lifted for Spouses of Diplomats • Spouses of Officers also run into obstacles when they return to Canada after a posting of four years, often they are forced to give up their job when they move abroad and then they have to look for a new job when they return
<p><i>Health Infrastructure</i></p>	<ul style="list-style-type: none"> • Based on the country to which the Foreign Service Officer is posted, there might be an increased risk of catching communicable diseases such as typhoid, meningitis, yellow fever, hepatitis A & B, malaria etc. • Foreign Service Officers might also have difficulty finding adequate health coverage in some countries that have privatized health care systems or less developed facilities
<p><i>Education of Dependents</i></p>	<ul style="list-style-type: none"> • Public education in some countries does not meet the same standards as the Canadian provincial education systems, yet dependants of Foreign Service Officers should be able to receive equivalent education that an average Canadian public school would provide • It might be difficult for Foreign Service Officers to find a program for their dependants in either of Canada's official languages, thus there would be a more difficult transition when moving back to Canada • Children with special needs may not always have access to the same special education opportunities that would be readily available in Canada
<p><i>Language/Cultural Barriers</i></p>	<ul style="list-style-type: none"> • Foreign Service Officers and their families might find that adapting to a new life abroad is a difficult challenge because of cultural and linguistic barriers • For example, it could pose a problem for an Officer that was offered a posting in a Muslim country such as Saudi Arabia, if their spouse that were unable to communicate in Arabic, also many restrictions would be imposed upon females • Foreign Service Officers might feel limited in terms of which Missions they could be posted to based upon their Spouse's ability to speak foreign languages, because spouses are not offered equivalent language training

²¹ Department of Foreign Affairs and International Trade, Consular Affairs, *Description of Canadian Government Offices Abroad*; Internet; Available at: www.voyage.gc.ca/main/foreign/can_offices_desc-en.aspx; Accessed on December 12, 2003.

²² Ibid.

There are five major allowances that help compensate Officers for these economic and socio-political differences between Canada and foreign Missions: the Post Living Index and Post Living Allowance; the Foreign Service Premium; the Post Differential Allowance, Spousal Assistance and Shelter Cost.²³ The Post Living Allowance works as a mechanism to allow an Officer to maintain a consistent purchasing power abroad. The Foreign Service Premium and Post Differential Allowance have both been created to act primarily as incentives for Officers to work abroad. Spousal assistance provides the Officer's Spouse some financial assistance when they are looking for a job during the relocation period. Shelter Cost assigns standard housing costs for all Foreign Service Officers regardless of what country they are posted to.

All of these allowances are tax free sources of income that are added to the salary of a Foreign Service Officer. These allowances are payable for the duration of the Officer's overseas assignment. However the Foreign Service Premium is limited to a maximum of seven years at the same Mission.²⁴ Payments for these allowances can be stopped or modified by temporary absences from Mission, changes in the size of the officer's family at the Mission, changes in salary or length of service at a Mission. More detailed explanations of these five allowances are given below.

Post Index and Post Living Allowance

The purpose of the Post Index and Post Living Allowance is to help employees living in countries where the cost of living is higher than Ottawa/Gatineau. The

²³ Treasury Board of Canada Secretariat. Foreign Service Terms and Conditions of Employment Directive. Available at: http://www.tbs-ct.gc.ca/pubs_pol/hrpubs/TBM_1112/fsd-dse_e.asp; Internet; Accessed on November 20, 2003.

²⁴ Ibid.

Department accomplishes this by providing the employee with an allowance to compensate for the higher costs of purchasing goods and services at posts abroad. This allowance is tax-free and non-accountable, which means that the employee is not required to provide any receipts for their purchases.²⁵ Foreign Service Officers are given this allowance when the cost of living is higher than Ottawa/Gatineau, however employees are not penalized when the cost of living abroad is lower.

The Post Living Allowance is not intended to be an incentive for Foreign Service Officers living abroad. The main objective of this directive is to adjust the disposable income of employees so that they will maintain the same purchasing power abroad as they would have in Ottawa. This allowance has not been developed to shelter the Officer from the effects of inflation in Canada or to keep their purchasing power at the same level as when they arrived at the Mission. Employees are compensated by receiving an adjustment made to the actual percentage of salary spent at post calculated on the basis of their nominal salary.²⁶ This calculation takes into account that an employee in a higher salary bracket would spend a smaller percentage of their salary to live abroad than would an employee in a lower salary bracket.

The Post Index is a number that indicates the relationship between retail prices paid by an average employee at a Mission abroad for a specific basket of goods and services relative to retail prices for the same goods and services in Ottawa. Price levels in Ottawa are deemed to be constant at 100. If the post index is 153, this indicates that retail prices for these goods and services are about 53 percent higher, on average for

²⁵ Treasury Board of Canada Secretariat. Foreign Service Terms and Conditions of Employment Directive. Available at: http://www.tbs-ct.gc.ca/pubs_pol/hrpubs/TBM_1112/fsd-dse_e.asp; Internet; Accessed on November 20, 2003.

²⁶ Ibid.

employees at the Mission. Surprisingly enough, employees have noted that their purchasing power is often lower than they had expected in developing countries. Although the cost of living can be lower in some developing countries, it is very costly to import goods that can be taken for granted in Canada such as basic toiletries. The tables below provide some examples of Post Indexes compiled from a list provided by DFAIT in April, 2003.

Table 3a: Lowest Post Index Countries

Country	Post Index	Date Determined
Zimbabwe- Harare	73	Apr-03
Moldova- Kristine	85	May-98
Pakistan - Islamabad	87	Dec-01
South Africa- Johannesburg	87	Mar-03
Argentina- Buenos Aires	87	Feb-03
Namibia- Windhoek	87	Mar-03
Colombia- Bogota	88	Apr-03
Phillipines- Manila	88	Apr-03
Chile- Santiago	95	Mar-03
Bangladesh- Dhaka	96	Mar-03
Ethiopia- Addis Ababa	96	May-02

Table 3b: Sample OECD Countries (G-8 Members)

Country	Post Index	Date Determined
United States-Washington D.C.	129	Apr-03
Germany- Berlin	134	Apr-03
Russia- Moscow	138	Mar-03
Italy- Milan	142	Apr-03
France- Paris	153	Apr-03
United Kingdom - London	153	Apr-03
Japan- Tokyo	184	Dec-00

Table 3c: Highest Post Index Countries

Country	Post Index	Date Determined
Austria- Vienna	147	Apr-03
Barbados- Bridgetown	148	Apr-03
Mali- Bamako	151	Dec-02
Switzerland- Bern	155	Apr-03
Norway - Oslo	168	Apr-03
Libya- Tripoli	170	Apr-03
Turks and Caicos (UK)	171	Mar-01
Denmark- Copenhagen	173	Mar-01
Bermuda- Hamilton	174	Apr-03
Iraq- Baghdad	190	Nov-90
Iceland- Reykjavik	195	Apr-03

*Please note that this data includes a listing of the post indexes for the 11 countries in the top percentile as well as the 13 countries in the lowest percentile. The G-8 Countries have also been added to this listing. These averages have been rounded to the nearest percent. When two countries have the same percentage there is no specific reason as to why one country is placed before the other.

The Post Living Index and Post Living Allowance adjust the disposable income of employees to help them adapt to living in countries that have a higher cost of living than Canada. The Post Living Allowance takes into account economic factors such as nominal exchange rates, purchasing power parity, inflation, and exchange rate regimes. Statistics Canada reviews the Post Living Index on a monthly basis, therefore it could be expected that necessary adjustments are frequently made. However, the Post Living Allowance is calculated based upon the Post Living Index in the foreign country and the Officers salary. This system of calculation fails to take into account the number of dependants that the employee has living with them abroad. Clearly, an employee in any salary range with dependants will require more money to adapt to cost of living differentials than a single employee. The Post Living Allowance should take into account how many dependants are going to be living with the Officer at the Mission.

The Post Index is established by Statistics Canada on the basis of cost-of-living surveys conducted by Missions.²⁷ These surveys are used to indicate international retail prices and costs for the purpose of this directive. Unfortunately it was not possible to gain access to these surveys because it would have helped outline the specific factors that are used indicate international price levels.

All Post Indexes are reviewed monthly. Adjustments to post indexes are made based upon changes in exchange rates or changes in relative inflation between Canada and foreign countries. Changes in exchange rates are important as they alter the purchasing power of Canadian denominated allowances. For example, if the foreign country's currency appreciates then it will cost more Canadian dollars to buy goods in

²⁷ Treasury Board of Canada Secretariat. Foreign Service Terms and Conditions of Employment Directive. Available at: http://www.tbs-ct.gc.ca/pubs_pol/hrpubs/TBM_1112/fsd-dse_e.asp; Internet; Accessed on November 20, 2003.

that country, thus the post index will increase. Relative Inflation rates matter because if price levels in Canada increase and price levels remain the same abroad, then the Post Index for the foreign country would decrease because goods would be relatively cheaper to buy in the foreign country than in Canada.

Changes to the Post Index arise due to several factors. These factors include the Stats Canada survey and devaluation/ revaluation of the foreign currency value. Any adjustments in the level of the Post Index are implemented on the first day of the month following the month in which a review is completed. Special reviews are conducted by Statistics Canada about every two years following reports of exceptional developments received from Missions. In the case of major devaluation or revaluation of currency, changes to the Post Index are made on the first day of the month following such changes.

To check the Post Living Allowance for employees please refer to Appendix A. This chart is a straightforward approach to checking the allowance given the salary range of the employee and the post index of the applicable mission.

Foreign Service Incentive Allowances

The purpose of the Foreign Service Incentive Allowance is to make working abroad more appealing to Officers. All employees get the Foreign Service Incentive for working abroad regardless of which post they are working at. This allowance is designed to encourage employees to work abroad by providing two allowances: the Foreign Service Premium and the Post Specific Allowance. The Foreign Service Premium (FSP) is the major financial incentive provided by the Department of Foreign Affairs and International Trade to encourage employees to work abroad. The post specific allowance

provides employees some assistance for extra travel costs incurred when living at a Mission.

The amount of the Foreign Service Premium is determined by three factors: salary, time abroad and family size. The salary of the employee fits within a specific salary range determined by Stats Canada. The length of time spent working abroad is based upon a cumulative point system that gives one point per month of service abroad. Family size refers to the number of dependents that fit the requirements.²⁸ The compensation increases when these variables also increase. The Premium is reviewed and adjusted on April 1 of each year.

Table 4: Foreign Service Premium (2001)

UNACCOMPANIED						
Salary range	Steps					
	I	II	III	IV	V	VI
\$	(0-23)	(24-59)	(60-95)	(96-131)	(132-167)	(168+)
\$to/à \$39,931	4,319	6,478	8,640	9,501	10,364	11,230
\$39,932 to/à \$59,847	4,536	6,801	9,071	9,976	10,884	11,790
\$59,848 to \$79,794	4,753	7,127	9,501	10,451	11,401	12,360
\$79,795 to \$99,743	4,965	7,452	9,934	10,927	11,920	12,915
\$99,744 and over	5,184	7,775	10,364	11,401	12,440	13,478
ACCOMPANIED BY ONE DEPENDANT						
Salary range	Steps					
	I	II	III	IV	V	VI
\$	(0-23)	(24-59)	(60-95)	(96-131)	(132-167)	(168+)
\$to/à \$39,931	5,940	8,910	11,876	13,064	14,253	15,438
\$39,932 to/à \$59,847	6,237	9,356	12,471	13,528	14,968	16,217
\$59,848 to \$79,794	6,533	9,801	13,064	14,174	15,682	16,990
\$79,795 to \$99,743	6,831	10,247	13,661	14,818	16,394	17,757
\$99,744 and over	7,126	10,690	14,253	15,465	17,105	18,529

²⁸ Treasury Board of Canada Secretariat. Foreign Service Terms and Conditions of Employment Directive. Available at: http://www.tbs-ct.gc.ca/pubs_pol/hrpubs/TBM_1112/fsd-dse_e.asp; Internet; Accessed on November 20, 2003.

ACCOMPANIED BY TWO OR MORE DEPENDANTS						
Salary range	Steps					
	I	II	III	IV	V	VI
\$	(0-23)	(24-59)	(60-95)	(96-131)	(132-167)	(168+)
\$to/à \$39,931	7,288	10,935	14,579	16,036	17,488	18,949
\$39,932 to/à \$59,847	7,653	11,479	15,304	16,839	18,362	19,901
\$59,848 to \$79,794	8,018	12,025	16,036	17,640	19,239	20,845
\$79,795 to \$99,743	8,384	12,574	16,761	18,442	20,113	21,788
\$99,744 and over	8,748	13,119	17,488	19,240	20,985	22,740

There are some additional things to keep in mind when calculating the Foreign Service Premium. In terms of the conditions placed on the employee's family size, it is important to note that a dependant must reside with the employee at the post for at least 8 months of any consecutive 12-month period in order to be eligible for compensation.²⁹ Also, an employee couple will receive the unaccompanied rate of Foreign Service Premium except that, when a dependant resides with the employee-couple at the post, one employee shall be considered as unaccompanied and the other employee as accompanied.

The Foreign Service Premium acts as an incentive for Officers to live abroad. This tax-free allowance factors in the salary range of the employee, the number of dependants, as well as the number of months the Officer has served abroad. In 2001, the Foreign Service Premium ranged from \$4,319 annually (for a single Officer with a salary up to \$39,931 on their first posting) to \$22,740 (for an Officer accompanied by 2+ dependants with a salary of \$99,744+ who had served 168+ months abroad). Although this allowance is clearly effective in providing an incentive to work abroad, it could also work as a deterrent to come back and work at Headquarters in Canada. It is foreseeable

²⁹ Treasury Board of Canada Secretariat. Foreign Service Terms and Conditions of Employment Directive. Available at: http://www.tbs-ct.gc.ca/pubs_pol/hrpubs/TBM_1112/fsd-dse_e.asp; Internet; Accessed on November 20, 2003.

that an Officer could become accustomed to the lifestyle that this allowance would help to provide, and they could experience a lifestyle shock when they move back to Canada. Furthermore, this allowance provides the same compensation for any number of dependants higher than two, this does not adequately reflect the needs of an Officer that has a large family.

The second type of Foreign Service incentive allowance is the Post Specific Allowance which is a travel allowance designed to assist employees in traveling back to Canada to visit family and friends. This financial allowance reflects 80% of return full economy airfare between the employee's post and the headquarters city.³⁰ Although this allowance is intended to help Officers come back and visit Canada, this allowance is non-accountable. Thus, Foreign Service Officers are not responsible for showing any receipts for flight purchases and they are not obliged to purchase a ticket with this money. Please see Appendix B for an accurate listing of Post Specific Allowances.

This allowance fails to provide compensation for the employee's family members, however in most cases this allowance would overcompensate for the actual fare for a single ticket between the post and Ottawa. For example, according to the Post Specific Allowance an officer would be allocated \$3,458 to travel from Paris, France to Ottawa.³¹ In actuality it is possible to get a return ticket from Paris to Ottawa for under \$800. Thus, the overcompensation of this allowance in some instances would provide assistance for family members to travel as well as the Officer.

³⁰ Treasury Board of Canada Secretariat. Foreign Service Terms and Conditions of Employment Directive. Available at: http://www.tbs-ct.gc.ca/pubs_pol/hrpubs/TBM_1112/fsd-dse_e.asp; Internet; Accessed on November 20, 2003.

³¹ Ibid.

Post Differential Allowance

The Post Differential Allowance (PDA) is provided to Foreign Service Officers that work at Missions which have been identified as hardship Missions. This allowance gives monetary compensation for undesirable local conditions that can not be prevented. After a Foreign Service Officer has been living at a Hardship Mission for 24 months, they are entitled to receive a 50 percent increase in the applicable PDA.³² Also, if a Foreign Service Officer is cross-posted to another hardship Mission, their 50 percent bonus continues. Please note however that if the Officer returns to Canada for a period exceeding 24 months, it will be considered to be a break in continuous service and the 50 percent bonus will not available.

Table 5: Post Ratings for Canada's Missions Abroad³³

Post	Level	Post	Level	Post	Level
Abidjan, Ivory Coast	V	Guadalajara, Mexico	I	Phnom Penh, Cambodia	V
Abu Dhabi, United Arab Emirates	II	Guangzhou, China	V	Port au Prince, Haiti	V
Abuja, Nigeria	V	Guatemala, Guatemala	IV	Port of Spain, Trinidad Toboga	II
Accra, Ghana	V	Hanoi, Vietnam	IV	Prague, Czech Republic	I
Addis Ababa, Ethiopia	V	Harare, Zimbabwe	III	Pretoria, South Africa	II
Algiers, Algeria	V	Havana, Cuba	IV	Pristina, Serbia	V
Almaty, Kazakkstatn	V	Ho Chi Minh, Vietnam	IV	Quito, Ecuador	III
Amman, Jordan	III	Hong Kong, China	II	Rabat, Morocco	II
Ankara, Jordan	III	Islamabad, Pakistan	V	Riga, Latvia	II
Antananarivo, Madagascar	IV	Jakarta, Indonesia	IV	Rio de Janiero, Brazil	III
Badar Seri Begawab, Brunei	II	Johannesburg, South Africa	II	Riyadh, Saudi Arabia	IV
Bamako, Mali	V	Khartoum, Sudan	V	San Jose, Costa Rica	III
Bangkok, Thailand	III	Kiev, Ukraine	IV	San Juan, USA	I
Beijing, China	IV	Kigali, Rwanda	V	San Salvador, El Salvador	IV
Beirut, Lebanon	V	Kingston, Ja maica	III	Santiago, Chile	II
Belgrade, Yugoslavia	III	Kinshasa, Congo	V	Santo Domingo, Dom. Republic	III
Belize City, Belize	III	Kuala Lumpur, Malasie	II	Sao Paulo, Brazil	III
Bogota, Colombia	V	Kuwait, Kuwait	III	Sarajevo, Bosnia & Herzegovina	IV
Brasilia, Brazil	III	La Paz, Bolivia	IV	Seoul, Korea	III

³² Treasury Board of Canada Secretariat. Foreign Service Terms and Conditions of Employment Directive. Available at: http://www.tbs-ct.gc.ca/pubs_pol/hrpubs/TBM_1112/fsd-dse_e.asp; Internet; Accessed on November 20, 2003.

³³ Ibid.

Post	Level	Post	Level	Post	Level
Bridgetown, Barbados	II	Lagos, Nigeria	V	Shanghai, China	IV
Bucharest, Romania	IV	Libreville, Gabon	IV	Singapore, Singapore	I
Budapest, Hungary	II	Lilongwe	IV	Skopje, Macedonia	IV
Buenos Aires, Argentina	I	Lima, Peru	IV	St. Petersburg, Russia	IV
Cairo, Egypt	III	Lusaka, Zambia	IV	Taipei, China	III
Cameroon, Cameroon	V	Managua, Nicaragua	III	Tegucigalpa, Honduras	IV
Capetown, South Africa	II	Manila, Philippines	III	Tehran, Iran	V
Caracas, Venezuela	III	Maputo, Mozambique	V	Tel Aviv, Israel	II
Chongqing, China	V	Maseru, Lesotho	II	Tirana, Albania	V
Columbo, Sri Lanka	IV	Mexico, Mexico	III	Tripoli, Libya	V
Conkary, Guinea	V	Monterrey, Mexico	II	Tsetang	V
Dakar, Senegal	III	Montevideo, Uruguay	I	Tunis, Tunisia	II
Damascus, Syria	III	Moscow, Russia	IV	Warsaw, Poland	III
Dar-es-Salaam, Tanzania	V	Mumbai, India	V	Windhoek, Namibia	I
Dhaka, Bangladesh	V	Nairobi, Kenya	V	Yaounde, Cameroon	V
Dubai, United Arab Emirates	II	New Delhi, India	IV	Zagreb, Croatia	II
Gaborone, Botswana	II	Niamey, Niger	V		
Georgetown, Guyana	V	Ouagadougou, Burkina Faso	V		
Grenada	III	Panama, Panama	II		

The factors that contribute to the “hardship” classification of a Mission include

- a) Isolation/ Geographic Restrictions
- b) Cultural Differences
- c) Office Accommodation
- d) Recreation
- e) Local Transport
- f) Food Supplies
- g) Shopping
- h) Environmental Conditions
- i) Health Conditions
- j) Medical Care
- k) Violence and Hostility

Every three years the posts are asked to complete a Post Hardship Rating Form that allows conditions to be assessed. The Post Rating Form was developed by Dr. Blake of Health Canada to measure relative degrees of hardship at posts. The Blake Scale

resulted from a detailed study and analysis of conditions at posts from 1958 to 1961.³⁴

The Post Rating Form was last revised in 1980. Please see Appendix C to see a copy of the Post Rating Form. The Inter-departmental Hardship Post Committee is responsible for reviewing the Post Hardship Rating Forms. Missions are designated in one of five hardship levels based on the Blake Scale, a tabulated numerical rating system.

Unfortunately it was not possible to access this system because it is classified information.

Payment of a Post Differential Allowance is determined based upon both the Post Rating Level and the employee's family size. The amounts allocated for the post Differential Allowance are revised on the first of April each year. The Officer begins receiving this allowance on the first compensation day following the employee's arrival at post and ends on the first compensation day following the employee's final departure at post. In the event of extraordinary conditions arising out of active hostilities at post, the Deputy Minister of Foreign Affairs will establish a new post rating level, where there was no PDA authorized for the post at the time of the outbreak of active hostilities.

³⁴ Treasury Board of Canada Secretariat. Foreign Service Terms and Conditions of Employment Directive. Available at: http://www.tbs-ct.gc.ca/pubs_pol/hrpubs/TBM_1112/fsd-dse_e.asp; Internet; Accessed on November 20, 2003.

Table 6: Post Differential Allowances³⁵

Unaccompanied		Accompanied by One Dependant		Accompanied by Two or More Dependants	
Level		Level		Level	
I	2,559	I	3,197	I	3,841
II	3,843	II	4,801	II	5,761
III	5,118	III	6,397	III	7,678
IV	7,678	IV	9,596	IV	11,515
V	10,237	V	12,798	V	15,355

Please note that Hardship Levels may change at any time during a posting and the Post Differential Allowances are adjusted accordingly.

It is difficult to assess how accurate the post differential allowance is in compensating Officers for socio-political factors because every Officer's experience living abroad is different. Some Officers would be able to adapt more readily to new situations and enjoy the challenge. Whereas in other circumstances an Officer could find themselves in a potentially dangerous situation that would leave emotional scars that can not be compensated for. The Department uses this allowance to acknowledge the socio-political differences incurred living abroad and provide rewards for Officers that work at hardship posts.

Shelter

An important aspect of a Foreign Service Officer's life abroad is having a comfortable place to call home. Foreign Service Officers require secure living spaces abroad that adequately reflect Canadian standards. The Department of Foreign Affairs and International promotes a policy of average comparability. This policy recognizes

³⁵ Treasury Board of Canada Secretariat. Foreign Service Terms and Conditions of Employment Directive. Available at: http://www.tbs-ct.gc.ca/pubs_pol/hrpubs/TBM_1112/fsd-dse_e.asp; Internet; Accessed on November 20, 2003.

that an Officer should be entitled to accommodation which is generally comparable to the average full-serviced rental accommodation normally occupied by a person of similar salary and family configuration in the Ottawa/Gatineau area.³⁶ The Mission looks after finding accommodation for the Officer that is usually either crown- owned or a crown- leased. The mission takes responsibility for the property by signing for full liability. The Officer is not burdened by signing the lease because they are often unfamiliar with local laws, and thus should not be held responsible.

The Shelter Cost Directive provides assistance to employees renting accommodation abroad where housing costs exceed those of the Ottawa/Gatineau area. However employees that are living in countries where housing is relatively cheaper than Ottawa/Gatineau are also required to pay the same amount.

The Shelter Cost takes into account:

- a) the employee's annual salary
- b) household size
- c) program requirements- for example, the requirement to hold substantial official hospitality is their personal residence

The Officer pays a shelter cost to the Department which is equivalent to the cost of average fully-serviced unfurnished rental accommodation normally occupied by a person of similar salary and family size in the Ottawa/Gatineau area. The actual rent paid by the Officer does not in any way reflect the cost of accommodation in the country where they are living. The two factors that calculate the shelter cost are the salary of the employee and the household size. The Officer will pay the same shelter cost regardless

³⁶ Treasury Board of Canada Secretariat. Foreign Service Terms and Conditions of Employment Directive. Available at: http://www.tbs-ct.gc.ca/pubs_pol/hrpubs/TBM_1112/fsd-dse_e.asp; Internet; Accessed on November 20, 2003.

of which country they are residing in. Please see the chart below for a detailed account of shelter costs:

Table 7: Employee Shelter Cost (dollars per month in 2002)

Salary Group	Number of Persons in Household				
	1 in household	2 in household	3 in household	4 in household	5 or more in household
28,000 - 29,999	627	695	735	764	786
30,000 - 31,999	650	720	760	788	810
32,000 - 33,999	674	743	782	811	834
34,000 - 35,999	695	765	805	833	854
36,000 - 37,999	716	785	824	853	875
38,000 - 39,999	735	805	843	873	894
40,000 - 41,999	754	821	861	890	913
42,000 - 43,999	771	840	880	908	929
44,000 - 45,999	788	856	896	924	946
46,000 - 47,999	805	873	913	941	962
48,000 - 49,999	818	887	927	956	978
50,000 - 54,999	844	914	953	981	1,003
55,000 - 59,999	878	946	986	1,014	1,036
60,000 - 64,999	909	977	1,016	1,046	1,066
65,000 - 69,999	937	1,006	1,045	1,072	1,095
70,000 - 74,999	963	1,030	1,070	1,099	1,121
75,000 - 79,999	987	1,055	1,095	1,124	1,144
80,000 - 89,999	1,021	1,090	1,130	1,157	1,179
90,000 - 99,999	1,062	1,130	1,170	1,198	1,221
100,000 +	1,098	1,166	1,206	1,235	1,258

Depending on the employee's preference, shelter cost may be paid in Canadian currency or in local currency equivalent. Where an employee has purchased local currency within the seven days preceding the first working day of the month in order to pay that month's shelter cost, the actual rate of exchange obtained may be used in the determination of the equivalent shelter cost payable to the employee. In all other cases, the equivalent local currency cost shall be based on the most favourable legal rate of

exchange available to employees on the first working day of the month in which the shelter cost is payable, as determined by post management.³⁷

The Shelter Cost for Foreign Service Officers tries to ensure that they will not be at a disadvantage when they live in countries that have high accommodation costs. Although this directive is effective in reducing housing costs for Officers that would be forced to pay more abroad, those Officers that are in countries with low living costs do not benefit. This system tries to create equality through standardized rent costs.

The major fault with this system is that Foreign Service Officers are forced to pay monthly rent throughout their career. Most individuals that would not be living a rotational lifestyle would be using this money to contribute to purchasing a permanent house. Although the shelter costs are comparable to rental costs in Canada, most government employees in the Ottawa area are paying off their mortgage instead of paying rent. It is not ideal for Diplomats to be paying rent for their entire life without any property to show for it at the end of their career. Officers need to find a real estate agency to manage their property for them when they are abroad if they want to ensure that they will have somewhere to live when they come back to Ottawa to retire.

Spousal Assistance

DFAIT acknowledges the fact that two-income, two career families have become the norm in Canadian society. Hence, the complex issue of spousal employment within a rotational lifestyle has received more attention in recent years. Appropriately paid work abroad is not always available for spouses of employees. Professionals often find that

³⁷ Treasury Board of Canada Secretariat. Foreign Service Terms and Conditions of Employment Directive. Available at: http://www.tbs-ct.gc.ca/pubs_pol/hrpubs/TBM_1112/fsd-dse_e.asp; Internet; Accessed on November 20, 2003.

their credentials are non-transferable when they move to a foreign country. In most countries, there are linguistic, legal, and economic restrictions on the employment of non-nationals. Some spouses find themselves volunteering or working in the educational field.

Reciprocal Employment Arrangements and Agreements (REA) have been set up between Canada and other countries whereby, on a reciprocal basis, the spouse and dependants of Foreign Service Officers can enter the local labour market. REA's remove all restrictions on the employment of diplomatic spouses and dependants and put them on a basis of equality with the local population, except in those cases where there is a requirement for a security clearance or for specific qualifications in order to practice certain professions.

Table 8: Reciprocal Employment Arrangements and Agreements³⁸

As of January 2003 ³⁹ , Canadian REAs existed with:			
Argentina	Great Britain	Malawi	Rwanda
Australia	Greece	Mexico	Senegal
Barbados	Guyana	Mongolia	South Africa
Brazil	Haiti	Morocco	Spain
Chile	Hungary	The Netherlands	St-Lucia
Colombia	India	New Zealand	St-Vincent & the Grenadines
Costa Rica	Ireland	Norway	Sweden
Czech Republic	Israel	Panama	Switzerland
Denmark	Jamaica	Paraguay	Trinidad & Tobago
Ecuador	Kenya	Peru	United States of America
Finland	Latvia	The Phillipines	Venezuela
France	Former Yugoslav	Poland	Zambia
Germany	Rep. Of Macedonia	Portugal	Zimbabwe
Ghana	Madagascar	Romania	

³⁸ Treasury Board of Canada Secretariat. Foreign Service Terms and Conditions of Employment Directive. Available at: http://www.tbs-ct.gc.ca/pubs_pol/hrpubs/TBM_1112/fsd-dse_e.asp; Internet; Accessed on November 20, 2003.

³⁹ In addition to these formal arrangements and agreements, REA's are "deemed to exist" with Hong Kong, Ivory Coast, Japan, Korea and Singapore. This means in effect that many Missions' local labour market is open to Canadian spouses.

However, just because there is an REA established with the host country it does not necessarily guarantee that spouses will not have difficulty finding work in that country. Also, there are certain implications to working in the host country under the terms of an REA. First, spouses obtaining employment under terms of an REA normally lose all immunity from civil and administrative jurisdiction with respect to all matters arising out of such employment. Second, they are also liable for Canadian income tax on any employment earnings.

In the case of countries where there is no REA, it may still be possible for employees to find employment at the Mission as locally engaged staff, through the Canadian International Development Agency or Citizenship and Immigration Canada contracts, replacing staff on holiday, teaching English or French to Canada-based staff, or as Community Coordinator. Spouses can also sometimes get contract work with International Organizations or other embassies.

The Foreign Service Directive acknowledges the difficulties that spouses often face when they are trying to find work abroad but it has failed to make adequate provisions to compensate for these issues. This is not a new problem it was mentioned in the 1980 Royal Commissions on Conditions of Foreign Service, “it is proposed for all foreign service spouses outside Canada as partial compensation for the variety of personal sacrifices they make in accompanying an employee overseas fact that many divorces could likely to be attributed to spousal assistance issues.”⁴⁰ However, very little has been done to act on this proposed initiative.

⁴⁰ Canada, *Royal Commission on Conditions of Foreign Service*, Press Release, 1981, p.3.

The Department has made an effort to create opportunities for Spouses of diplomats by signing Reciprocal Employment Arrangements and Agreements (REA) with over 55 countries, however there is still a lack of opportunities for Spouses that want to work abroad. The Department should take steps to counteract this problem by creating a database and resources for Spouses of employees and hire international consulting firms to provide job counseling. As well, providing intensive language training to Spouses that are going to be moving abroad would allow them to integrate easier into the foreign economy.

Table 9: Economic and Socio-Political Factors taken into account by Foreign Service Allowances

Allowance Type	Economic Factors	Socio-Political Factors
<i>The Post Living Index and Post Living Allowance</i>	<ul style="list-style-type: none"> • Nominal Exchange Rates • Purchasing Power Parity (PPP) • Inflation • Exchange Rate Regimes (fixed/ floating) 	
<i>The Foreign Service Premium</i>	<ul style="list-style-type: none"> • International Transportation and Communication Costs 	<ul style="list-style-type: none"> • Language/ Cultural Barriers
<i>The Post Specific Allowance</i>	<ul style="list-style-type: none"> • International Transportation and Communication Costs 	
<i>The Post Differential Allowance</i>		<ul style="list-style-type: none"> • Harsh Climates and Isolation • Political Instability and Security Concerns • Health Infrastructure • Language/ Cultural Barriers
<i>Spousal Assistance</i>		<ul style="list-style-type: none"> • Employment for Spouses
<i>Shelter Cost</i>	<ul style="list-style-type: none"> • Nominal Exchange Rates • Purchasing Power Parity (PPP) 	
<i>Other Existing Directives not discussed in this Paper</i>		<ul style="list-style-type: none"> • Education of Dependants

The information contained in this chapter has mainly come from resources from the Department of Foreign Affairs and International Trade. Information about the

allowances is available in the Foreign Service Directives and Foreign Service Handbook. Although it has been possible to attain a great deal of information from the DFAIT intranet and published sources, extensive interviews provided first hand knowledge on the system of compensation.

This chapter has been written to provide the reader a better understanding of how Foreign Service allowances are calculated. In order to fully comprehend the importance of this system it is necessary to take into account all economic and socio-political factors that need to be factored in. The Foreign Service Directives is a complex system of allowances that takes time to understand. This paper has been written to provide a straightforward approach to the five of the key Foreign Service Directives.

The analytical framework included in this chapter clearly outlines the economic and socio-political factors that can affect the life of a Foreign Service Officer living abroad. The economic factors include: (a) nominal exchange rates; (b) purchasing power parity; (c) inflation differences; (d) foreign country exchange rate regimes; and (e) transportation costs. The “psychic costs”⁴¹ that are socio-economic factors include: (a) harsh climates and isolation; (b) political instability; (c) spousal employment; (d) health infrastructure; (e) education of dependants; and (f) language/cultural barriers.

The Department of Foreign Affairs and International Trade has incorporated all of these factors into the Foreign Service Directives, yet the retention rates of FS remain disturbing. Unfavourable responses recorded in the Foreign Service Retention Survey

⁴¹ The economic term psychic costs represents non-quantifiable effects such as stress and anxiety that arise from uncertainty about obligations. The key cost areas are often experienced in terms of time and money, including the cost of accessing expertise. Some of these costs are non-monetary and can cause mental effects.

(2001) suggest that five major allowances are not doing enough to compensate Officers. However, the system of compensation can only be analyzed on an individual case basis. The salary, family size and location of posting play a major role in determining if this system adequately compensates individual Officers.

Canadian Foreign Service Comparative Data

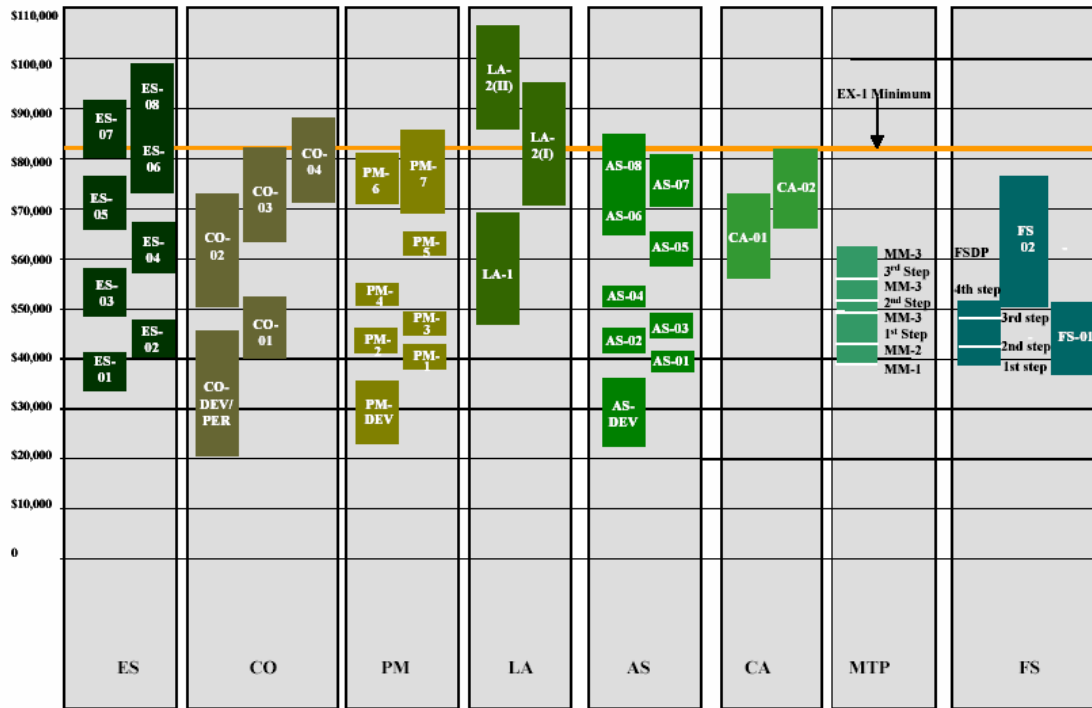
This chapter provides further explanation for the low retention rates among the Canadian Foreign Service by comparing them to other groups. In order to gain a better perception of the problems surrounding the Foreign Service Directives and salaries it is necessary to look outside of the Canadian Foreign Service to the external environment. The overall dissatisfaction that Officers have with their system of compensation can be understood more clearly by showing a comparison between the compensation system of Canadian FS Officers and equivalent professional groups. The groups highlighted will include sectors in the Canadian public service with similar responsibilities, and the American Foreign Service. These comparisons will demonstrate that the compensation of Canadian Foreign Service Officers is relatively lower than their equals.

FS Compensation Compared to Professional Groups within the Government of Canada

Erroneous information leads the public to believe that diplomats lead a luxurious life with many frivolous perks. In reality, the salaries of the Canadian Foreign Service are ranked at the bottom echelon of federal government employees. As seen in the previous chapter, the Foreign Service Directives pay special attention to certain specific aspects of life that go along with a rotational lifestyle. However they fail to address the fact that the salaries and promotion mechanisms within the Service are somewhat archaic. Despite the attempts that have been made to create an adequate system of compensation for Foreign Service Officers they remain at the lower end of the Public Service pay scale. Please see the chart below for a visual representation of how Foreign Service Officers'

salaries compare to other public service groups, the numerical data used to create this chart is presented in Appendix D.

Table 10: Public Service Salaries Chart⁴²



ES (Economics, Sociology, and Statistics) CA (Career Assignment Program)
 CO (Commerce) MM (Management Trainee)
 PM (Program Administration) AS (Administrative Service)
 LA (Law) FS (Foreign Service)

The data represented in Table 10 demonstrates that although Foreign Service Officers do not have the lowest starting salary, there is an alarming gap between their potential earnings compared to other employees within the public service. On average the difference between the maximum salary of Foreign Service Officers and other government employees is \$17,500.⁴³ Furthermore, this number is compounded by the fact that many couples forego the benefits of having a double income household when a

⁴² PriceWaterHouseCoopers, *Comparative Terms and Conditions of Employment of Foreign Service Officers*, Final Report, 2002, p.7.

⁴³ Appendix G provides the exact data used to make this calculation.

spouse is posted abroad (which is an economic setback that is not compensated for in the Foreign Service Directives).

The public service group that has the most similar range of salaries is the Management Trainee Programme (MM). The graph makes it seem as though the Foreign Service is not alone in being paid less wages than the other groups. However, it is important to note that this comparison is skewed considering that the Management Trainee Programme is intended as a four-year program to prepare graduates for federal government roles whereas the Foreign Service is intended to be a long-term career path. Thus, the Foreign Service appears to be the worst paid group of public service employees that are intended as long term careers.

Another basis for comparison represented in Table 10 is the lack of opportunity for promotion within the Foreign Service. This chart shows that other groups within the government have more room for upper-movement. Foreign Service Officers will likely feel less incentive to work hard when they fail to have their efforts rewarded with promotions. This provides an explanation of why in the 2003 Employee Survey there were 83 complaints pertaining to human resources issues, including problems with promotion and performance appraisals.⁴⁴ These complaints are further substantiated by Table 11. A Foreign Service Officer with FS-2 ranking spends on average 10.8 years in this classification without further promotion. This value seems lengthy in comparison to the other public service employees shown in the table because the average amount of time for them is 3 years. The difference between FS and other public service respondents

⁴⁴ IBM Business Consulting Services. *2003 Employee Survey: Summary of Results- Department of Foreign Affairs and International Trade/ Canadian Trade Commissioner Service*. IBM Corporation, 2003, p. 30.

is 7.8 years which explains why it is understandable that Foreign Service Officers express concerns over lack of promotion within the Department.

Table 11: Public Service Groups - Time in Grade⁴⁵

Substantive Classification	Active Employees in Indeterminate Position	Average Length of Time in Years in Substantive Classification
FSDP	176	1.4
FS -01	161	6.3
FS -02	758	10.8
ES -01	75	0.7
ES -02	179	1.1
ES -03	355	3.3
ES -04	928	3.4
ES -05	1027	4.5
ES-06	924	4.8
ES-07	213	4.4
CO-00	15	0.8
CO-01	249	2.6
CO-02	1176	5.7
CO-03	761	6.7
CO-04	53	3.4
PM-00	3	0.2
PM-01	1479	5.4
PM-02	4598	7.9
PM-03	1772	4.7
PM-04	2326	4.6
PM-05	1786	4.7
PM-06	1201	4.9

Substantive Classification	Active Employees in Indeterminate Position	Average Length of Time in Years in Substantive Classification
PM-07	1	11.8
LA-01	208	1.9
LA-2A	998	5.7
LA-3A	129	6.2
LA-2B	251	5.7
LA-3B	58	7.1
LA-3C	14	6.3
LA-2(I)	26	5.2
LA-2(II)	20	6.8
CA-01	57	1.2
CA-02	58	1.5
MM-01	82	1.0
MM-02	50	1.1
MM-03	28	1.9

Source: TBS Incumbent database.

Canadian vs. American Foreign Service Compensation

The American Foreign Service is an accurate system of comparison because the average lifestyle expected by American Officers could be deemed relative to that of Canadian Foreign Service Officers. In many respects American Foreign Service Officers would face similar obstacles in terms of spousal employment issues, difficulties incurred at hardship posts and expected living standards. The main difference between these two groups is that although they are both western countries, the security threats at American embassies abroad are much more acute than at Canadian embassies. In recent years, Canada has closed its embassies in several isolated incidents however the United States

⁴⁵ PriceWaterHouseCoopers, *Comparative Terms and Conditions of Employment of Foreign Service Officers*, Final Report, 2002, p.9-10.

shuts down its diplomatic missions more frequently. Often designated “locations of concern” for terrorist attacks include American embassies whereas Canadian embassies do not incur similar warnings about heightened states of alert.

Comparative data shows that the compensation for American Foreign Service officers is much more lucrative than their Canadian counterparts. Evidence of this discrepancy is seen when comparing their foreign service promotion structures, and salaries offered. In terms of prospects for promotion, the American model has far more room for movement within the department. The United States has nine pay ranges in its Foreign Service as opposed to Canada that has only two major levels in its Foreign Service.⁴⁶ The problem with there only being two levels of officer positions means that the room for advancement is limited. Also, the salaries of Canadian Foreign Service Officers are not at all equal to American Officers.

It has been noted that, “Canada’s diplomat are the poorest paid among those of over a dozen similar countries, and their remuneration is half what their counterparts receive in the United States.”⁴⁷ In fact, in some cases the maximum salaries of American Foreign Service Officers is more than double the Canadian equivalent.

⁴⁶ U.S. Department of State. *Foreign Service Officers- Quality of Work and Life*. Available at : <http://www.careers.state.gov/worklife.html>; Internet: Accessed on February 12, 2004.

⁴⁷ Denis Stairs, *In the National Interest: Canadian Foreign Policy in an Insecure World*. Ottawa: Canadian Defence and Foreign Affairs Institute, 2003, p. 38.

Please see the table below for the specific compensation data:

Table 12: Compensation of Canadian vs. American Foreign Service Officers⁴⁸

Job Match	Average Canadian Salary	Average American Salary
FSDP (Job Match A)	\$40,249	\$76, 127
FS-2 (Job Match B)	\$63,703	\$148,292

Although American Foreign Service retention rates are not publicly disclosed this wide gap between salaries would suggest that the Canadian Foreign Service are far more disgruntled with their present salary scale than their American counterparts. This discrepancy in pay would cause one to assume that there would not be a negative correlation link between the American Foreign Service and their system of compensation.

⁴⁸ PriceWaterHouseCoopers, *Comparative Terms and Conditions of Employment of Foreign Service Officers*, Final Report, 2002, p.18. (Not used directly - average calculated from this data)

Foreign Service Monopoly Over Diplomacy Questioned

One possible reason for the lack of attention that weakens the case for greater compensation for the Canadian Foreign Service is the recent shift towards a decentralized world system of international relations. The legitimacy of diplomats is questioned because other domestic actors are forging an international identity for themselves. Canadians have greater ease questioning the intangible work of Foreign Service Officers when NGOs, and municipal/provincial governments define themselves as internationalists. The Minister of Foreign Affairs faces the problem of defining a coherent international strategy for Canada when the old diplomatic monopoly over foreign relations is being shattered.⁴⁹ Now, there are a number of players racing to represent Canada in the international arena.

The Role of Provincial Governments in Foreign Relations

Virtually every federal government has a unit geared at specializing in global issues. Also, the provinces are increasingly players in the international field. Provincial involvement in international affairs has been exemplified in the case of the Kyoto protocol, the mad cow disease and the avian flu. Their co-operation and direct involvement has been required in an increasing number of international agreements and dispute settlements. The need for close provincial involvement not only in

⁴⁹ Fraser, Graham "Canadian Diplomats Face a New Set of Challenges," The Toronto Star, 28 March, 2004; Internet; Available at: http://www.thestar.com/NASApp/cs/ContentServer?pagename=thestar/Layout/Article_Type1&c=Article&cid=1080431703996&call_pageid=96833218849&col=968705899037; Accessed on March 28, 2004.

implementation but development of international policy is another reflection of the “intermistic” world in which we live.⁵⁰

Some provincial governments have also taken it upon themselves to initiate foreign policy dialogue independent of DFAIT. For example, Quebec has its own ministry of international relations with 28 delegations abroad. Quebec's network abroad consists of six government houses, four government offices, nine government bureaux, and seven trade branches in various cities of the United States, Latin America, Europe and Asia.⁵¹ The mandate of Quebec's ministry of international relations is very similar to that of DFAIT but it prides itself on being an independent entity. Ontario's approach to international differs from Quebec in the sense that they work in concert with DFAIT. Ontario Exports Inc. (OEI), an agency of the Ministry of Economic Development and Trade, pursues international business by offering counseling and programs to assist Ontario firms in developing export markets for their products and services. However, the Ontario government still acknowledges that it works closely with Canadian Embassies and Consulates throughout the world to help Ontario firms access trade, technology and investment opportunities around the world.⁵²

Municipal Participation in International Affairs

Canadian cities have also taken the initiative to promote their individual interests abroad. Today, municipal jurisdiction stems a lot further than the city limits. Some

⁵⁰ Gordon Smith, *Managing Canada's Foreign Affairs*, Ottawa: Canadian Defence and Foreign Affairs Institute, 2003. Available at: [http://www.cdfai.org/PDF/Managing CanadaForeignAffairs.pdf](http://www.cdfai.org/PDF/Managing%20CanadaForeignAffairs.pdf); Internet; Accessed on Feb 12, 2004, pp. 10-11.

⁵¹ Quebec Ministry of International Relations, “Quebec in the World,” Available at: <http://www.mri.gouv.qc.ca/english/ministere/ministere.html>; Internet; Accessed February 12, 2004.

⁵² Ontario. International Trade, Available at: <http://www.2ontario.com/facts/fact04.asp>; Internet; Accessed on February 12, 2004.

scholars argue that cities now have the resources which enable firms and markets to be global. Saskia Sassen argues that many cities have become far more closely linked to the global economy than to their regional or national economies.⁵³ If this is the case then what is the role of Foreign Service Officers to pursue international interests on the federal level?

According to the Toronto Star, Minister Graham was struck by the degree to which Canada's cities have become international actors recently after returning from a series of trips across Canada.⁵⁴ Both Toronto and Montreal are good examples of Canadian cities that are leaders in marketing themselves internationally. Toronto has begun to tap into film markets outside of Canada by establishing the Toronto Economic Development Office. Toronto's Economic Development services are responsible for the creation of the Toronto Film and Television Office which promotes Toronto as an international film-production centre.⁵⁵ Toronto's efforts seem small in scale in comparison to Montreal International. This organization has a comprehensive strategy to contribute to Montreal's economic development and increase its international status. The objectives of Montreal International include to increase FDI, to accelerate the development of strategic clusters, to facilitate the establishment of foreign strategic workers, to promote the city internationally and to increase the presence of international

⁵³ Saskia Sassen, "Locating Cities on Global Circuits," *Environment & Urbanization*, vol. 14, No. 1, 2002, p. 13.

⁵⁴ Fraser, Graham "Canadian Diplomats Face a New Set of Challenges," The Toronto Star, 28 March, 2004; Internet; Available at: http://www.thestar.com/NASApp/cs/ContentServer?pagename=thestar/Layout/Article_Type1&c=Article&cid=1080431703996&call_pageid=96833218849&col=968705899037; Accessed on March 28, 2004.

⁵⁵ City of Toronto, *Economic Development Office*, Available at: http://www.city.toronto.on.ca/business_resources/econdevoffice.htm; Internet; Accessed on February 12, 2004.

organizations.⁵⁶ Clearly, the goals of these city oriented organizations overlap the mandate of DFAIT.

Outside Actors' Influence on Canadian Foreign Policy

The previous examples provide descriptions of the players in the making of Canadian foreign policy centered entirely centered on government actors; however the private sector also has a role to play in its development. Although Canada lacks “think tanks”, institutes or centres with strong competence in foreign policy equivalent the American Council of Foreign Relations, the Brookings Institute or the Carnegie Endowment, it still has a strong Non-Governmental Organization (NGO) community.⁵⁷ In the US, these bodies and others like them do a lot to ensure intellectual rigor in debates about foreign policy however they do not in any way take over the responsibilities of Foreign Service Officers.

Examples in the Canadian context demonstrate how foreign policy can be enhanced by the input of the private sector on issue specific topics. The NGO community has been intensively involved in recent years with topics such as NEPAD, the Summit of the Americas and environmental sustainability. Civil society has the capacity to build on the work done by Foreign Service Officers by providing solid input on foreign policy issues. Clearly, the private sector has tended to work in close collaboration with DFAIT to help shape its international agenda.

⁵⁶ Montreal International, *Who We Are*, Available at: <http://www.montrealinternational.com/en/profil/index.aspx>; Internet; Accessed on February 12, 2004.

⁵⁷ Gordon Smith, *Managing Canada's Foreign Affairs*, Ottawa: Canadian Defence and Foreign Affairs Institute, 2003. Available at: [http://www.cdfai.org/PDF/Managing CanadaForeignAffairs.pdf](http://www.cdfai.org/PDF/Managing%20CanadaForeignAffairs.pdf); Internet; Accessed on Feb 12, 2004, pp. 10-11.

Locally-Engaged Staff (LES)

One does not even need to look outside of the Department to see external actors playing a role in foreign policy development. Even within DFAIT the question is asked about whether Foreign Service Officers are always the best use of resources to deliver Canadian foreign policy. Evan Potter suggests that the number of official representatives abroad must be reduced and replaced with locally engaged staff because it costs about \$100,000 in addition to salary for every Canadian government official posted abroad.⁵⁸ Despite the fact that compensation for Locally Engaged Staff (LES) is generally much less than Foreign Service Officers, the integrity of DFAIT depends on the dedication of Canadian representatives.

The 2003 Employee survey reports that, “when taking both location and employee classification into account, LES-CO staff rate their satisfaction the highest, while FS staff at Post are the least.”⁵⁹ Understandably LES would be more likely to be satisfied with their work because in many circumstances they would be receiving a salary above the local median. More needs to be done to ensure that Foreign Service Officers are satisfied with their work. The alarming reality is that Canadian representation abroad is often comprised of non-Canadians. The 2002-2003 estimate projects that foreigners make up approximately 9,600 employees of the Department.⁶⁰ According to Andrew Cohen, some

⁵⁸ Evan Potter, “Niche Diplomacy as Canadian Foreign Policy,” *International Journal*, Vol. LII, Winter 1996-7, p. 30.

⁵⁹ IBM Business Consulting Services. *2003 Employee Survey: Summary of Results- Department of Foreign Affairs and International Trade/ Canadian Trade Commissioner Service*. IBM Corporation, 2003, pp. 30-31.

⁶⁰ Andrew Cohen, *While Canada Slept: How We Lost Our Place in the World*, (Toronto: McClelland & Stewart Ltd, 2003). p.142.

1,100 of those are doing jobs similar to those of Foreign Service Officers without their security clearance.⁶¹

The purpose of creating a dedicated Foreign Service deters the incentive for individual to lose loyalty for the Department. At a time when security threats are pressing, it is questionable why the government would pursue a more cost efficient avenue of projecting Canadian values abroad that presents inherent security risks. With constant pressures from the United States to up security, it is alarming that the federal government would be satisfied with reducing the positions for diplomats by increasing locally-engaged staff.

⁶¹ Andrew Cohen, *While Canada Slept: How We Lost Our Place in the World*, (Toronto: McClelland & Stewart Ltd, 2003). p.142.

Conclusion

As explained in the last chapter, there are a number of domestic actors that have entered the international stage alongside Canadian Foreign Service Officers. The presence of provincial, municipal and non-governmental entities should by no means undermine the importance of having a strong diplomatic corps working to promote Canada's interests abroad. In reality, the influence of outside actors should enhance the work of FS by providing further analysis and background on international topics. In the case of NGOs, they are often used as consultative bodies to improve the decision making process. For example, the Ottawa Process was successful in part because of the participation of NGOs in the decade-long campaign to create a treaty to ban anti-personnel landmines. Also, non-federal governmental assistance in foreign policy creation can ensure that it is a more inclusive process that takes into account varying local interests. Joint collaboration on trade missions can simplify the company recruitment process and increase Canadian participation by emphasizing provincial government involvement.

Non-governmental organizations and area specific governments are not the only parties that bring the Foreign Service monopoly over diplomacy into question. Locally-engaged Staff are increasingly gaining a presence at DFAIT. The major interference with having outside actors play a role in foreign affairs is when LES take the place of Foreign Service Officers. Thus, it can be understood that having NGOs and other governmental bodies work alongside FS can create positive externalities to the work of Canadian Foreign Service Officers. Nevertheless, outside actors such as LES actually do undermine the work of Foreign Service Officers because they are often required to do

similar work without the same level of departmental training. Having various groups becoming active in international relations does not reduce the role of diplomats as long as they are not used as low cost labour substitutes to replace FS.

There is a definite niche for diplomats because even if other bodies are “internationalists” the government still requires one coherent group to represent national interests abroad. The Deputy Minister of foreign affairs argues that Canada still needs professionals who live in foreign countries, speak the language and understand the culture. "We have to get inside the thinking of other countries, and we can only do that through first-hand experience."⁶² The development of strategic foreign policy is dependent on having a competent and able bodied group of Foreign Service Officers dedicated to familiarizing themselves with ever-changing global conditions.

This paper outlines how DFAIT invests resources in providing a compensation system specific to the lives of rotational Officers. The economic and socio-political factors affecting Foreign Service Officers create real concerns for them because the implications make it impossible to separate their private and professional life. Retention rates clearly indicate that not enough is being done to ensure that the government’s human capital investments remain within the department. The Foreign Service Directives demonstrate flaws in how they fail to address issues such as spousal assistance and shelter costs. Finally, the external environment shows how the compensation of Canadian Foreign Service Officers ranks poorly in comparison to other professional groups within the Government of Canada and the American Foreign Service. The

⁶² Fraser, Graham “Canadian Diplomats Face a New Set of Challenges,” The Toronto Star, 28 March, 2004; Internet; Available at: http://www.thestar.com/NASApp/cs/ContentServer?pagename=thestar/Layout/Article_Type1&c=Article&cid=1080431703996&call_pageid=96833218849&col=968705899037; Accessed on March 28, 2004.

implications of low morale and retention rates among FS could be grave for Canadian Foreign policy. They are on the frontlines representing Canada abroad as well as the fact that when Officers leave DFAIT loses the human capital investment that it has made to train them. The government must re-evaluate the system of allowances given to Foreign Service Officers because there is a demand for such action from both the external and internal environment.

Appendix A - Post Living Allowance for Employees at Mission prior to April 1, 2002

Post Index / Indice de la mission 105 to/à 140	From/De 24 450 to/à 72 324;	From/De 72 324 to/à 100 449;	From/De 100 450 to/à 120 449
Post Index / Indice de la mission 145 to/à 180	From/De 24 450 to/à 72 324;	From/De 72 324 to/à 100 449;	From/De 100 450 to/à 120 449
Post Index / Indice de la mission 185 to/à 215	From/De 24 450 to/à 72 324;	From/De 72 324 to/à 100 449;	From/De 100 450 to/à 120 449

Post Living Allowances – Salary on Arrival at Post less than \$72,324/ Indemnité de subsistance de mission – Salaire de moins de 72,324 \$ à l'arrivée à la mission									
\$ Salary Range/ Fourchette de Traitement \$		Post Index/Indice de la mission							
		105	110	115	120	125	130	135	140
24 450	25 449	686	1 372	2 058	2 745	3 431	4 117	4 803	5 489
25 450	26 449	714	1 427	2 141	2 855	3 568	4 282	4 995	5 709
26 450	27 449	741	1 482	2 223	2 965	3 706	4 447	5 188	5 929
27 450	28 449	769	1 537	2 306	3 075	3 843	4 612	5 380	6 149
28 450	29 449	796	1 592	2 388	3 185	3 981	4 777	5 573	6 369
29 450	30 449	824	1 647	2 471	3 295	4 118	4 942	5 765	6 589
30 450	31 449	851	1 702	2 553	3 405	4 256	5 107	5 958	6 809
31 450	32 449	879	1 757	2 636	3 515	4 393	5 272	6 150	7 029
32 450	33 449	906	1 812	2 718	3 625	4 531	5 437	6 343	7 249
33 450	34 449	934	1 867	2 801	3 735	4 668	5 602	6 535	7 469
34 450	35 449	961	1 922	2 883	3 845	4 806	5 767	6 728	7 689
35 450	36 449	989	1 977	2 966	3 955	4 943	5 932	6 920	7 909
36 450	37 449	1 016	2 032	3 048	4 065	5 081	6 097	7 113	8 129
37 450	38 449	1 044	2 087	3 131	4 175	5 218	6 262	7 305	8 349
38 450	39 449	1 071	2 142	3 213	4 285	5 356	6 427	7 498	8 569
39 450	40 449	1 099	2 197	3 296	4 395	5 493	6 592	7 690	8 789
40 450	41 449	1 126	2 252	3 378	4 505	5 631	6 757	7 883	9 009
41 450	42 449	1 154	2 307	3 461	4 615	5 768	6 922	8 075	9 229
42 450	43 449	1 181	2 362	3 543	4 725	5 906	7 087	8 268	9 449
43 450	44 449	1 209	2 417	3 626	4 835	6 043	7 252	8 460	9 669
44 450	45 449	1 236	2 472	3 708	4 945	6 181	7 417	8 653	9 889
45 450	46 449	1 264	2 527	3 791	5 055	6 318	7 582	8 845	10 109
46 450	47 449	1 291	2 582	3 873	5 165	6 456	7 747	9 038	10 329
47 450	48 449	1 319	2 637	3 956	5 275	6 593	7 912	9 230	10 549
48 450	49 449	1 346	2 692	4 038	5 385	6 731	8 077	9 423	10 769
49 450	50 449	1 374	2 747	4 121	5 495	6 868	8 242	9 615	10 989
50 450	51 449	1 401	2 802	4 203	5 605	7 006	8 407	9 808	11 209
51 450	52 449	1 429	2 857	4 286	5 715	7 143	8 572	10 000	11 429

52 450	53 449	1 456	2 912	4 368	5 825	7 281	8 737	10 193	11 649
53 450	54 449	1 484	2 967	4 451	5 935	7 418	8 902	10 385	11 869
54 450	55 449	1 511	3 022	4 533	6 045	7 556	9 067	10 578	12 089
55 450	56 449	1 539	3 077	4 616	6 155	7 693	9 232	10 770	12 309
56 450	57 449	1 566	3 132	4 698	6 265	7 831	9 397	10 963	12 529
57 450	58 449	1 594	3 187	4 781	6 375	7 968	9 562	11 155	12 749
58 450	59 449	1 621	3 242	4 863	6 485	8 106	9 727	11 348	12 969
59 450	60 449	1 649	3 297	4 946	6 595	8 243	9 892	11 540	13 189
60 450	61 449	1 676	3 352	5 028	6 705	8 381	10 057	11 733	13 409
61 450	62 449	1 704	3 407	5 111	6 815	8 518	10 222	11 925	13 629
62 450	63 449>	1 731	3 462	5 193	6 925	8 656	10 387	12 118	13 849
63 450	64 449*	1 759	3 517	5 276	7 035	8 793	10 552	12 310	14 069
64 450	65 449*	1 786	3 572	5 358	7 145	8 931	10 717	12 503	14 289
65 450	66 449*	1 814	3 627	5 441	7 255	9 068	10 882	12 695	14 509
66 450	67 449*	1 841	3 682	5 523	7 365	9 206	11047	12888	14729
67 450	68 449	1869	3737	5606	7475	9343	11212	13080	14949
68450	69449	1896	3792	5688	7585	9481	11377	13273	15169
69450	70449	1924	3847	5771	7695	9618	11542	13465	15389
70450	71449	1951	3902	5853	7805	9756	11707	13658	15609
71450	72324	1979	3957	5936	7915	9893	11872	13850	15829

**Post Living Allowances – Salary on Arrival at Post less than \$72,324/
Indemnité de subsistance de mission – Salaire de moins de 72 324 \$ à l'arrivée à la mission**

\$ Salary Range/ Fourchette de Traitement \$		Post Index/Indice de la mission							
		145	150	155	160	165	170	175	180
24 450	25 449	6 175	6 861	7 547	8 234	8 920	9 606	10292	10978
25 450	26 449	6 423	7 136	7 850	8 564	9 277	9 991	10704	11418
26 450	27 449	6 670	7 411	8 152	8 894	9 635	10376	11117	11858
27 450	28 449	6 918	7 686	8 455	9 224	9 992	10761	11529	12298
28 450	29 449	7 165	7 961	8 757	9 554	10350	11146	11942	12738
29 450	30 449	7 413	8 236	9 060	9 884	10707	11531	12354	13178
30 450	31 449	7 660	8 511	9 362	10214	11065	11916	12767	13618
31 450	32 449	7 908	8 786	9 665	10544	11422	12301	13179	14058
32 450	33 449	8 155	9 061	9 967	10874	11780	12686	13592	14498
33 450	34 449	8 403	9 336	10270	11204	12137	13071	14004	14938
34 450	35 449	8 650	9 611	10572	11534	12495	13456	14417	15378

35 450	36 449	8 898	9 886	10 875	11 864	12 852	13 841	14 829	15 818
36 450	37 449	9 145	10 161	11 177	12 194	13 210	14 226	15 242	16 258
37 450	38 449	9 393	10 436	11 480	12 524	13 567	14 611	15 654	16 698
38 450	39 449	9 640	10 711	11 782	12 854	13 925	14 996	16 067	17 138
39 450	40 449	9 888	10 986	12 085	13 184	14 282	15 381	16 479	17 578
40 450	41 449	10 135	11 261	12 387	13 514	14 640	15 766	16 892	18 018
41 450	42 449	10 383	11 536	12 690	13 844	14 997	16 151	17 304	18 458
42 450	43 449	10 630	11 811	12 992	14 174	15 355	16 536	17 717	18 898
43 450	44 449	10 878	12 086	13 295	14 504	15 712	16 921	18 129	19 338
44 450	45 449	11 125	12 361	13 597	14 834	16 070	17 306	18 542	19 778
45 450	46 449	11 373	12 636	13 900	15 164	16 427	17 691	18 954	20 218
46 450	47 449	11 620	12 911	14 202	15 494	16 785	18 076	19 367	20 658
47 450	48 449	11 868	13 186	14 505	15 824	17 142	18 461	19 779	21 098
48 450	49 449	12 115	13 461	14 807	16 154	17 500	18 846	20 192	21 538
49 450	50 449	12 363	13 736	15 110	16 484	17 857	19 231	20 604	21 978
50 450	51 449	12 610	14 011	15 412	16 814	18 215	19 616	21 017	22 418
51 450	52 449	12 858	14 286	15 715	17 144	18 572	20 001	21 429	22 858
52 450	53 449	13 105	14 561	16 017	17 474	18 930	20 386	21 842	23 298
53 450	54 449	13 353	14 836	16 320	17 804	19 287	20 771	22 254	23 738
54 450	55 449	13 600	15 111	16 622	18 134	19 645	21 156	22 667	24 178
55 450	56 449	13 848	15 386	16 925	18 464	20 002	21 541	23 079	24 618
56 450	57 449	14 095	15 661	17 227	18 794	20 360	21 926	23 492	25 058
57 450	58 449	14 343	15 936	17 530	19 124	20 717	22 311	23 904	25 498
58 450	59 449	14 590	16 211	17 832	19 454	21 075	22 696	24 317	25 938
59 450	60 449	14 838	16 486	18 135	19 784	21 432	23 081	24 729	26 378
60 450	61 449	15 085	16 761	18 437	20 114	21 790	23 466	25 142	26 818
61 450	62 449	15 333	17 036	18 740	20 444	22 147	23 851	25 554	27 258
62 450	63 449	15 580	17 311	19 042	20 774	22 505	24 236	25 967	27 698
63 450	64 449 *	15 828	17 586	19 345	21 104	22 862	24 621	26 379	28 138
64 450	65 449 *	16 075	17 861	19 647	21 434	23 220	25 006	26 792	28 578
65 450	66 449 *	16 323	18 136	19 950	21 764	23 577	25 391	27 204	29 018
66 450	67 449	16 570	18 411	20 252	22 094	23 935	25 776	27 617	29 458
67 450	68 449	16 818	18 686	20 555	22 424	24 292	26 161	28 029	29 898
68 450	69 449	17 065	18 961	20 857	22 754	24 650	26 546	28 442	30 338
69 450	70 449	17 313	19 236	21 160	23 084	25 007	26 931	28 854	30 778
70 450	71 449	17 560	19 511	21 462	23 414	25 365	27 316	29 267	31 218

71450	72324	17808	19786	21765	23744	25722	27701	29679	31658
-------	-------	-------	-------	-------	-------	-------	-------	-------	-------

**Post Living Allowances – Salary on Arrival at Post less than \$72, 324/
Indemnité de subsistance de mission – Salaire de moins de 72 324 \$ à l'arrivée à la mission**

\$ Salary Range/ Fourchette de Traitement \$		Post Index/Indice de la mission						
		185	190	195	200	205	210	215
24 450	25 449	11 664	12 350	13 036	13 723	14 409	15 095	15 781
25 450	26 449	12 132	12 845	13 559	14 273	14 986	15 700	16 413
26 450	27 449	12 599	13 340	14 081	14 823	15 564	16 305	17 046
27 450	28 449	13 067	13 835	14 604	15 373	16 141	16 910	17 678
28 450	29 449	13 534	14 330	15 126	15 923	16 719	17 515	18 311
29 450	30 449	14 002	14 825	15 649	16 473	17 296	18 120	18 943
30 450	31 449	14 469	15 320	16 171	17 023	17 874	18 725	19 576
31 450	32 449	14 937	15 815	16 694	17 573	18 451	19 330	20 208
32 450	33 449	15 404	16 310	17 216	18 123	19 029	19 935	20 841
33 450	34 449	15 872	16 805	17 739	18 673	19 606	20 540	21 473
34 450	35 449	16 339	17 300	18 261	19 223	20 184	21 145	22 106
35 450	36 449	16 807	17 795	18 784	19 773	20 761	21 750	22 738
36 450	37 449	17 274	18 290	19 306	20 323	21 339	22 355	23 371
37 450	38 449	17 742	18 785	19 829	20 873	21 916	22 960	24 003
38 450	39 449	18 209	19 280	20 351	21 423	22 494	23 565	24 636
39 450	40 449	18 677	19 775	20 874	21 973	23 071	24 170	25 268
40 450	41 449	19 144	20 270	21 396	22 523	23 649	24 775	25 901
41 450	42 449	19 612	20 765	21 919	23 073	24 226	25 380	26 533
42 450	43 449	20 079	21 260	22 441	23 623	24 804	25 985	27 166
43 450	44 449	20 547	21 755	22 964	24 173	25 381	26 590	27 798
44 450	45 449	21 014	22 250	23 486	24 723	25 959	27 195	28 431
45 450	46 449	21 482	22 745	24 009	25 273	26 536	27 800	29 063
46 450	47 449	21 949	23 240	24 531	25 823	27 114	28 405	29 696
47 450	48 449	22 417	23 735	25 054	26 373	27 691	29 010	30 328
48 450	49 449	22 884	24 230	25 576	26 923	28 269	29 615	30 961
49 450	50 449	23 352	24 725	26 099	27 473	28 846	30 220	31 593
50 450	51 449	23 819	25 220	26 621	28 023	29 424	30 825	32 226
51 450	52 449	24 287	25 715	27 144	28 573	30 001	31 430	32 858
52 450	53 449	24 754	26 210	27 666	29 123	30 579	32 035	33 491
53 450	54 449	25 222	26 705	28 189	29 673	31 156	32 640	34 123
54 450	55 449	25 689	27 200	28 711	30 223	31 734	33 245	34 756
55 450	56 449	26 157	27 695	29 234	30 773	32 311	33 850	35 388

56 450	57 449	26 624	28 190	29 756	31 323	32 889	34 455	36 021
57 450	58 449	27 092	28 685	30 279	31 873	33 466	35 060	36 653
58 450	59 449	27 559	29 180	30 801	32 423	34 044	35 665	37 286
59 450	60 449	28 027	29 675	31 324	32 973	34 621	36 270	37 918
60 450	61 449	28 494	30 170	31 846	33 523	35 199	36 875	38 551
61 450	62 449	28 962	30 665	32 369	34 073	35 776	37 480	39 183
62 450	63 449	29 429	31 160	32 891	34 623	36 354	38 085	39 816
63 450	64 449 *	29 897	31 655	33 414	35 173	36 931	38 690	40 448
64 450	65 449 *	30 364	32 150	33 936	35 723	37 509	39 295	41 081
65 450	66 449 *	30 832	32 645	34 459	36 273	38 086	39 900	41 713
66 450	67 449	31 299	33 140	34 981	36 823	38 664	40505	42 346
67450	68449	31767	33635	35504	37373	39241	41110	42978
68450	69449	32234	34130	36026	37923	39819	41715	43611
69450	70449	32702	34625	36549	38473	40396	42320	44243
70450	71449	33169	35120	37071	39023	40974	42925	44876
71450	72324	33637	35615	37594	39573	41551	43530	45508

**Post Living Allowances– Salary on Arrival at Post over \$72,324/
Indemnité de subsistance de mission– Salaire de plus de 72 324 \$ à l'arrivée à la mission**

\$ Salary Range/ Fourchette de Traitement \$		Post Index/Indice de la mission							
		105	110	115	120	125	130	135	140
72325	72449	1799	3598	5396	7195	8994	10793	12591	14390
72 450	73 449	1 824	3 648	5 471	7 295	9 119	10 943	12 766	14 590
73 450	74 449	1 849	3 698	5 546	7 395	9 244	11 093	12 941	14 790
74 450	75 449	1 874	3 748	5 621	7 495	9 369	11 243	13 116	14 990
75 450	76 449	1 899	3 798	5 696	7 595	9 494	11 393	13 291	15 190
76 450	77 449	1 924	3 848	5 771	7 695	9 619	11 543	13 466	15 390
77 450	78 449	1 949	3 898	5 846	7 795	9 744	11 693	13 641	15 590
78 450	79 449	1 974	3 948	5 921	7 895	9 869	11 843	13 816	15 790
79 450	80 449	1 999	3 998	5 996	7 995	9 994	11 993	13 991	15 990
80 450	81 449	2 024	4 048	6 071	8 095	10 119	12 143	14 166	16 190
81 450	82 449	2 049	4 098	6 146	8 195	10 244	12 293	14 341	16 390
82 450	83 449	2 074	4 148	6 221	8 295	10 369	12 443	14 516	16 590
83 450	84 449	2 099	4 198	6 296	8 395	10 494	12 593	14 691	16 790
84 450	85 449	2 124	4 248	6 371	8 495	10 619	12 743	14 866	16 990

85 450	86 449	2 149	4 298	6 446	8 595	10 744	12 893	15 041	17 190
86 450	87 449	2 174	4 348	6 521	8 695	10 869	13 043	15 216	17 390
87 450	88 449	2 199	4 398	6 596	8 795	10 994	13 193	15 391	17 590
88 450	89 449	2 224	4 448	6 671	8 895	11 119	13 343	15 566	17 790
89 450	90 449	2 249	4 498	6 746	8 995	11 244	13 493	15 741	17 990
90 450	91 449	2 274	4 548	6 821	9 095	11 369	13 643	15 916	18 190
91 450	92 449	2 299	4 598	6 896	9 195	11 494	13 793	16 091	18 390
92 450	93 449	2 324	4 648	6 971	9 295	11 619	13 943	16 266	18 590
93 450	94 449	2 349	4 698	7 046	9 395	11 744	14 093	16 441	18 790
94 450	95 449	2 374	4 748	7 121	9 495	11 869	14 243	16 616	18 990
95 450	96 449	2 399	4 798	7 196	9 595	11 994	14 393	16 791	19 190
96 450	97 449	2 424	4 848	7 271	9 695	12 119	14 543	16 966	19 390
97 450	98 449	2 449	4 898	7 346	9 795	12 244	14 693	17 141	19 590
98 450	99 449	2 474	4 948	7 421	9 895	12 369	14 843	17 316	19 790
99 450	100 449	2 499	4 998	7 496	9 995	12 494	14 993	17 491	19 990

**Post Living Allowances – Salary on Arrival at Post over \$72, 324/
Indemnit  de subsistance de mission – Salaire de plus de 72 324 \$   l'arriv e   la mission**

\$ Salary Range/ Fourchette de Traitement \$		Post Index/Indice de la mission							
		145	150	155	160	165	170	175	180
72325	72449	16189	17988	19786	21585	23384	25183	26981	28780
72 450	73 449	16414	18238	20061	21885	23709	25533	27356	29 180
73 450	74 449	16639	18488	20336	22185	24034	25883	27731	29 580
74 450	75 449	16864	18738	20611	22485	24359	26233	28106	29 980
75 450	76 449	17089	18988	20886	22785	24684	26583	28481	30 380
76 450	77 449	17314	19238	21161	23085	25009	26933	28856	30 780
77 450	78 449	17539	19488	21436	23385	25334	27283	29231	31 180
78 450	79 449	17764	19738	21711	23685	25659	27633	29606	31 580
79 450	80 449	17989	19988	21986	23 85	25984	27983	29981	31 980
80 450	81 449	18214	20238	22261	24285	26309	28333	30356	32 380
81 450	82 449	18439	20488	22536	24585	26634	28683	30731	32 780
82 450	83 449	18664	20738	22811	24885	26959	29033	31106	33 180
83 450	84 449	18889	20988	23086	25185	27284	29383	31481	33 580
84 450	85 449	19114	21238	23361	25485	27609	29733	31856	33 980
85 450	86 449	19339	21488	23636	25785	27934	30083	32231	34 380
86 450	87 449	19564	21738	23911	26085	28259	30433	32606	34 780
87 450	88 449	19789	21988	24186	26385	28584	30783	32981	35 180
88 450	89 449	20014	22238	24461	26685	28909	31133	33356	35 580
89 450	90 449	20239	22488	24736	26985	29234	31483	33731	35 980

90 450	91 449	20464	22380	25011	27285	29559	31833	34106	36 380
91 450	92 449	20689	22988	25286	27585	29884	32183	34481	36 780
92 450	93 449	20914	23238	25561	27885	30209	32533	34856	37 180
93 450	94 449	21139	23488	25836	28185	30534	32883	35231	37 580
94 450	95 449	21364	23738	26111	28485	30859	33233	35606	37 980
95 450	96 449	21589	23988	26386	28785	31184	33583	35981	38 380
96 450	97 449	21814	24238	26661	29085	31509	33933	36356	38 780
97 450	98 449	22039	24488	26936	29385	31834	34283	36731	39 180
98 450	99 449	22264	24738	27211	29685	32159	34633	37106	39 580
99 450	100 449	22489	24988	27486	29 985	32 484	34 983	37 481	39 980

**Post Living Allowances – Salary on Arrival at Post over \$72, 324/
Indemnité de subsistance de mission – Salaire de plus de 72 324 \$ à l'arrivée à la mission**

\$ Salary Range/ Fourchette de Traitement \$		Post Index/Indice de la mission						
		185	190	195	200	205	210	215
72 325	72 449	30579	32 378	34 176	35 975	37774	39 573	41371
72450	73449	31004	32828	34651	36475	38299	40123	41946
73 450	74 449	31 429	33 278	35 126	36 975	38 824	40 673	42 521
74 450	75 449	31 854	33 728	35 601	37 475	39 349	41 223	43 096
75 450	76 449	32 279	34 178	36 076	37 975	39 874	41 773	43 671
76 450	77 449	32 704	34 628	36 551	38 475	40 399	42 323	44 246
77 450	78 449	33 129	35 078	37 026	38 975	40 924	42 873	44 821
78 450	79 449	33 554	35 528	37 501	39 475	41 449	43 423	45 396
79 450	80 449	33 979	35 978	37 976	39 975	41 974	43 973	45 971
80 450	81 449	34 404	36 428	38 451	40 475	42 499	44 523	46 546
81 450	82 449	34 829	36 878	38 926	40 975	43 024	45 073	47 121
82 450	83 449	35 254	37 328	39 401	41 475	43 549	45 623	47 696
83 450	84 449	35 679	37 778	39 876	41 975	44 074	46 173	48 271
84 450	85 449	36 104	38 228	40 351	42 475	44 599	46 723	48 846
85 450	86 449	36 529	38 678	40 826	42 975	45 124	47 273	49 421
86 450	87 449	36 954	39 128	41 301	43 475	45 649	47 823	49 996
87 450	88 449	37 379	39 578	41 776	43 975	46 174	48 373	50 571
88 450	89 449	37 804	40 028	42 251	44 475	46 699	48 923	51 146
89 450	90 449	38 229	40 478	42 726	44 975	47 224	49 473	51 721
90 450	91 449	38 654	40 928	43 201	45 475	47 749	50 023	52 296
91 450	92 449	39 079	41 378	43 676	45 975	48 274	50 573	52 871
92 450	93 449	39 504	41 828	44 151	46 475	48 799	51 123	53 446
93 450	94 449	39 929	42 278	44 626	46 975	49 324	51 673	54 021

94 450	95 449	40 354	42 728	45 101	47 475	49 849	52 223	54 596
95 450	96 449	40 779	43 178	45 576	47 975	50 374	52 773	55 171
96 450	97 449	41 204	43 628	46 051	48 475	50 899	53 323	55 746
97 450	98 449	41 629	44 078	46 526	48 975	51 424	53 873	56 321
98 450	99 449	42 054	44 528	47 001	49 475	51 949	54 423	56 896
99 450	100 449	42 479	44 978	47 476	49 975	52 474	54 973	57 471

Post Living Allowances / Indemnité de subsistance de mission

\$ Salary Range/ Fourchette de Traitement \$		Post Index/Indice de la mission							
		105	110	115	120	125	130	135	140
100450	101449	2 524	5 048	7 571	10 095	12 619	15 143	17 666	20 190
101450	102449	2 549	5 098	7 646	10 195	12 744	15 293	17 841	20 390
102450	103449	2 574	5 148	7 721	10 295	12 869	15 443	18 016	20 590
103450	104449	2 599	5 198	7 796	10 395	12 994	15 593	18 191	20 790
104450	105449	2 624	5 248	7 871	10 495	13 119	15 743	18 366	20 990
105450	106449	2 649	5 298	7 946	10 595	13 244	15 893	18 541	21 190
106450	107449	2 674	5 348	8 021	10 695	13 369	16 043	18 716	21 390
107450	108449	2 699	5 398	8 096	10 795	13 494	16 193	18 891	21 590
108450	109449	2 724	5 448	8 171	10 895	13 619	16 343	19 066	21 790
109450	110449	2 749	5 498	8 246	10 995	13 744	16 493	19 241	21 990
110450	111449	2 774	5 548	8 321	11 095	13 869	16 643	19 416	22 190
111450	112449	2 799	5 598	8 396	11 195	13 994	16 793	19 591	22 390
112450	113449	2 824	5 648	8 471	11 295	14 119	16 943	19 766	22 590
113450	114449	2 849	5 698	8 546	11 395	14 244	17 093	19 941	22 790
114450	115449	2 874	5 748	8 621	11 495	14 369	17 243	20 116	22 990
115450	116449	2 899	5 798	8 696	11 595	14 494	17 393	20 291	23 190
116450	117449	2 924	5 848	8 771	11 695	14 619	17 543	20 466	23 390
117450	118449	2 949	5 898	8 846	11 795	14 744	17 693	20 641	23 590
118450	119449	2 974	5 948	8 921	11 895	14 869	17 843	20 816	23 790
119450	120449	2 999	5 998	8 996	11 995	14 994	17 993	20 991	23 990
> 120 449 plus que 120 449		BA/MB x 1	BA/MB x 2	BA/MB x 3	BA/MB x 4	BA/MB x 5	BA/MB x 6	BA/MB x 7	BA/MB x 8

Post Living Allowances / Indemnité de subsistance de mission

\$ Salary Range/ Fourchette de Traitement \$		Post Index/Indice de la mission							
		145	150	155	160	165	170	175	180
100450	101449	22 714	25 238	27 761	30 285	32 809	35 333	37 856	40 380
101450	102449	22 939	25 488	28 036	30 585	33 134	35 683	38 231	40 780
102450	103449	23 164	25 738	28 311	30 885	33 459	36 033	38 606	41 180
103450	104449	23 389	25 988	28 586	31 185	33 784	36 383	38 981	41 580

104450	105449	23 614	26 238	28 861	31 485	34 109	36 733	39 356	41 980
105450	106449	23 839	26 488	29 136	31 785	34 434	37 083	39 731	42 380
106450	107449	24 064	26 738	29 411	32 085	34 759	37 433	40 106	42 780
107450	108449	24 289	26 988	29 686	32 385	35 084	37 783	40 481	43 180
108450	109449	24 514	27 238	29 961	32 685	35 409	38 133	40 856	43 580
109450	110449	24 739	27 488	30 236	32 985	35 734	38 483	41 231	43 980
110450	111449	24 964	27 738	30 511	33 285	36 059	38 833	41 606	44 380
111450	112449	25 189	27 988	30 786	33 585	36 384	39 183	41 981	44 780
112450	113449	25 414	28 238	31 061	33 885	36 709	39 533	42 356	45 180
113450	114449	25 639	28 488	31 336	34 185	37 034	39 883	42 731	45 580
114450	115449	25 864	28 738	31 611	34 485	37 359	40 233	43 106	45 980
115450	116449	26 089	28 988	31 886	34 785	37 684	40 583	43 481	46 380
116450	117449	26 314	29 238	32 161	35 085	38 009	40 933	43 856	46 780
117450	118449	26 539	29 488	32 436	35 385	38 334	41 283	44 231	47 180
118450	119449	26 764	29 738	32 711	35 685	38 659	41 633	44 606	47 580
119450	120449	26 989	29 988	32 986	35 985	38 984	41 983	44 981	47 980
> 120 449		BA/MB x 9	BA/MB x10	BA/MB x 11	BA/MB x 12	BA/MB x 13	BA/MB x 14	BA/MB x 15	BA/MB x 16

Post Living Allowances / Indemnité de subsistance de mission

\$ Salary Range/ Fourchette de Traitement \$		Post Index/Indice de la mission						
		185	190	195	200	205	210	215
100450	101449	42 904	45 428	47 951	50 475	52 999	55 523	58 046
101450	102449	43 329	45 878	48 426	50 975	53 524	56 073	58 621
102450	103449	43 754	46 328	48 901	51 475	54 049	56 623	59 196
103450	104449	44 179	46 778	49 376	51 975	54 574	57 173	59 771
104450	105449	44 604	47 228	49 851	52 475	55 099	57 723	60 346
105450	106449	45 029	47 678	50 326	52 975	55 624	58 273	60 921
106450	107449	45 454	48 128	50 801	53 475	56 149	58 823	61 496
107450	108449	45 879	48 578	51 276	53 975	56 674	59 373	62 071
108450	109449	46 304	49 028	51 751	54 475	57 199	59 923	62 646
109450	110449	46 729	49 478	52 226	54 975	57 724	60 473	63 221
110450	111449	47 154	49 928	52 701	55 475	58 249	61 023	63 796
111450	112449	47 579	50 378	53 176	55 975	58 774	61 573	64 371
112450	113449	48 004	50 828	53 651	56 475	59 299	62 123	64 946
113450	114449	48 429	51 278	54 126	56 975	59 824	62 673	65 521
114450	115449	48 854	51 728	54 601	57 475	60 349	63 223	66 096
115450	116449	49 279	52 178	55 076	57 975	60 874	63 773	66 671
116450	117449	49 704	52 628	55 551	58 475	61 399	64 323	67 246

117450	118449	50 129	53 078	56 026	58 975	61 924	64 873	67 821
118450	119449	50 554	53 528	56 501	59 475	62 449	65 423	68 396
119450	120449	50 979	53 978	56 976	59 975	62 974	65 973	68 971
> 120 449		BA/MB x 17	BA/MB x 18	BA/MB x 19	BA/MB x 20	BA/MB x 21	BA/MB x 22	BA/MB x 23

Notes:

* Indicates that this part of Annex C only applies to employees who would transcend \$ 67,287 during the assignment (FSD 55.01 (d)). *N.B. The unrounded figure of the base amount for each salary range has been used to calculate annual allowances for all post index numbers. All allowances have been rounded to the nearest dollar.*

BA — To calculate allowance for salary ranges above \$120,449, use the amount of \$2,998.75 and add \$25.00 for each additional \$1,000 of salary to obtain base amount (BA). Use base amount in conjunction with the formula for the appropriate Post Index to determine the allowance rounded to the nearest dollar.

Remarques :

* Indique que cette partie de l'appendice C vise uniquement les employés qui dépasseraient 67 287 \$ au cours de l'affectation (DSE 55.01 (d)). *N.B. Le chiffre non arrondi du montant de base pour chaque fourchette de traitement est utilisé pour calculer les indemnités annuelles de tous les indices de mission. Toutes les indemnités ont été arrondies au dollar le plus près.*

MB — Afin de calculer l'indemnité pour les échelles de rémunération de plus de 120 449 \$, prendre le montant de 2 998,75 \$ et ajouter 25 \$ pour chaque tranche supplémentaire de salaire de 1 000 \$ pour obtenir le montant de base (MB). Appliquer ensuite la formule qui correspond à l'indice de la mission (arrondie au dollar le plus près) au montant de base pour déterminer l'indemnité.

Appendix B- Post Specific Allowance for all Employees living at Post (2001)

Mission	Annual Allowance	Mission	Annual Allowance	Mission	Annual Allowance
Abidjan, Cote d'Ivoire	C\$3,754	Georgetown, Guyana	C\$2,571	Osaka, Japan	C\$5,343
Abu Dhabi, United Arab Emirates	C\$4,011	Guadalajara, Mexico	C\$1,518	Oslo, Norway	C\$3,337
Abuja, Nigeria	C\$2,642	Guangzho, China	C\$2,128	Ouagadougou, Burkina Faso	C\$3,575
Accra, Ghana	C\$3,412	Guatemala City, Guatemala	C\$2,057	Panama City, Panama	C\$1,448
Addis Ababa, Ethiopia	C\$3,744	Hague, Netherlands	C\$2,979	Paris, France	C\$3,458
Algiers, Algeria	C\$4,045	Hamburg, Germany	C\$2,374	Phnom Penh, Cambodia TG/CP	C\$5,624
Alma Ata, Kazakhstan	C\$7,273	Hanoi, Vietnam	C\$5,613	Port of Spain, Trinidad/Tobago	C\$2,446
Amman, Jordan	C\$3,489	Harare, Zimbabwe	C\$3,991	Port-au-Prince, Haiti	C\$1,823
Ankara, Turkey	C\$5,768	Havana, Cuba	C\$1,479	Prague, Czech Republic	C\$3,500
Athens, Greece	C\$2,913	Helsinki, Finland	C\$3,504	Pretoria, South Africa	C\$3,236
Atlanta, USA	C\$1,872	Ho Chi Minh, Vietnam TG/CP	C\$5,257	Pristina (Kosovo), Yugoslavia	C\$4,489
Auckland, New Zealand	C\$4,404	Hong Kong	C\$4,337	Quito, Ecuador	C\$2,103
Baghdad, Iraq see Amman	C\$3,315	Islamabad, Pakistan	C\$2,778	Rabat, Morocco	C\$3,831
Bamako, Mali	C\$3,895	Jakarta, Indonesia CX/CP	C\$4,218	Riga, Latvia	C\$4,652
Bangkok, Thailand	C\$3,455	Johannesburg, South Africa	C\$3,132	Rio de Janeiro, Brazil	C\$3,125
Beijing, China	C\$4,532	Katmandu, Nepal	C\$4,520	Riyadh, Saudi Arabia	C\$4,447
Beirut, Lebanon	C\$4,268	Khartoum, Sudan	C\$4,364	Rome, Italy	C\$2,890
Belgrade, Yugoslavia	C\$4,311	Kiev, Ukraine	C\$5,164	San Francisco, U.S.A.	C\$2,948
Berlin, Germany	C\$2,940	Kigali, Rwanda	C\$4,324	San Jose, Costa Rica	C\$1,445
Berne, Switzerland see Geneva	C\$3,677	Kingston, Jamaica	C\$1,685	San Jose, USA	C\$2,913
Bogotá, Columbia	C\$1,617	Kinshasa, Zaire	C\$5,114	San Salvador, El Salvador	C\$1,071
Bombay, India see New Delhi	C\$3,868	Kuala Lumpur, Malaysia	C\$4,338	Santiago, Chile	C\$3,801
Boston, USA	C\$1,226	Kuwait, Kuwait	C\$3,939	Santo Domingo, Dominican Rep	C\$2,335
Brasilia, Brazil	C\$3,005	La Paz, Bolivia	C\$3,178	Sao Paulo, Brazil	C\$1,823
Bridgetown, Barbados	C\$2,143	Lagos, Nigeria	C\$2,642	Sarajevo, Bosnia	C\$2,627
Brunei, Bandar Seri Begawan	C\$5,614	Libreville, Gabon	C\$4,091	Seattle, U.S.A.	C\$2,895
Brussels, Belgium	C\$3,237	Lima, Peru	C\$2,640	Seoul, Korea	C\$2,766
Bucharest, Romania	C\$4,434	Lisbon, Portugal	C\$3,128	Shanghai, China	C\$4,532
Budapest, Hungary	C\$2,285	London, England	C\$4,222	Singapore, Singapore	C\$4,707
Buenos Aires, Argentina	C\$3,534	Los Angeles, U.S.A.	C\$2,777	Skopje, Macedonia	C\$4,498
Buffalo, USA	C\$1,262	Lusaka, Zambia	C\$5,404	St. Petersburg, Russia	C\$4,779
Cairo, Egypt	C\$3,175	Lyons, France	C\$3,669	Stockholm, Sweden	C\$3,058
Canberra, Australia QF/CP	C\$5,238	Madrid, Spain	C\$3,190	Sydney, Australia	C\$5,416
Caracas, Venezuela	C\$1,650	Managua, Nicaragua	C\$1,330	Taipei, /Taiwan	C\$3,888

Chicago, USA	C\$1,652	Manila, Philippines	C\$5,265	Tegucigalpa, Honduras	C\$2,265
Chongqing, China	C\$5,063	Maputo, Mozambique	C\$3,648	Tehran, Iran	C\$3,883
Colombo, Sri Lanka	C\$2,558	Mexico City, Mexico	C\$1,380	Tel Aviv, Israel	C\$5,953
Conakry, Guinea	C\$5,314	Miami, USA	C\$1,830	Tirana, Albania	C\$5,172
Copenhagen, Denmark	C\$3,301	Milano, Italy	C\$2,890	Tokyo, Japan	C\$5,223
Dakar, Senegal	C\$4,085	Minneapolis, USA	C\$2,525	Tripoli, Libya	C\$6,439
Dallas, USA	C\$1,961	Monterrey, Mexico	C\$847	Tunis, Tunisia	C\$3,089
Damascus, Syria	C\$4,480	Montevideo, Uruguay	C\$3,547	Vatican, Italy see Rome	
Dar-es-Salaam, Tanzania	C\$4,493	Moscow, Russia	C\$4,820	Vienna, Austria	C\$3,414
Detroit, USA	C\$1,531	Mumbai (Bombay), India	C\$4,230	Warsaw, Poland	C\$3,694
Dhaka, Bangladesh	C\$4,855	Munich, Germany	C\$2,940	Washington, USA	C\$1,586
Dubai, United Arab Emirates	C\$3,936	Nagoya, Japan	C\$5,477	Wellington, New Zealand	C\$4,609
Dublin, Ireland	C\$2,803	Nairobi, Kenya	C\$3,902	Yaoundé, Cameroon	C\$3,170
Dusseldorf, Germany	C\$2,374	New Delhi, India	C\$4,230	Zagreb, Croatia	C\$3,242
Fukukoa, Japan	C\$5,778	New York, USA	C\$1,992		
Geneva, Switzerland	C\$3,677	Niamey, Niger	C\$5,161		

Appendix C- Post Rating Form

SECTION ONE: ISOLATION

1. Geographic Restrictions
- ? A. Not a hardship factor. Travel is unrestricted. Several accessible locations for both day excursions and weekend excursions exist.
- ? B. Limited. Travel is unrestricted or restrictions are nominal. Accessible locations for day excursions and weekend excursions are few in number (this could be a seasonal phenomenon). There are, however, at least two accessible locations for weekend excursions on a year-round basis.
- ? C. Considerable
- (i) The host government has placed restrictions on local travel that seriously inhibit day excursions or weekend travel.
- OR
- (ii) While normally the post would have only limited geographic restrictions (B), seasonal climatic or other conditions further restrict day excursions or weekend excursions for periods exceeding 3 months.
- OR
- (iii) The high cost of travel and/or accommodation, or personal security considerations restrict weekend excursion possibilities to fewer than two suitable locations.
- OR
- (iv) There are fewer than two accessible locations for weekend excursions although accessible locations for day excursions are available.
- OR
- (v) While accessible locations for weekend excursions exist, there are no accessible locations for day excursions.
- ? D. Extreme. There are neither accessible locations for day excursions nor locations for weekend excursions.

NOTES:

"an accessible location for a day excursions" includes: points of interest, picnic areas, beaches or other swimming or sports areas, parks, zoos, etc., with travel time of up to approximately 2 hours from the post city to the location. Excursions could also take the form of short day trips by car, train, boat, etc.

"an accessible location for a weekend excursion" is a location which provides:

- (i) a change of scene (people, pollution, recreation, culture, language, hostility, violence, etc.); or
- (ii) a change of altitude; or
- (iii) a change of climate; or
- (iv) better shopping facilities,

where suitable overnight accommodation is available in rest houses, motels, hotels, resorts, etc., with travel time of up to approximately 4 1/2 hours from the post city to the location (air travel may be viable where costs are comparable to costs of surface transportation).

In the case of a personal emergency in Canada, it is assumed that an employee could get to the nearest point of entry in Canada within 48 hours. This would include delays to obtain travel documents and reservations. If this condition cannot be fulfilled, geographic restrictions should be considered more severe by one level i.e. A to B, B to C, etc.

Posts rated other than "A" should provide the following additional information in the "Comments" space below:

- (i) accessible locations for day excursions
- (ii) accessible locations for weekend excursions (including travel time to such places)
- (iii) if high costs of travel or accommodation (including meals) restrict local travel, these should be detailed giving Canadian dollar equivalents
- (iv) if rest houses or recreation facilities are provided by the Crown, this should be noted given details of access and amenities included at the location
- (v) relevant security considerations and local government travel restrictions.

Comments:

2. Size of the English and French-Speaking Community

- ? A. Over 1,000
- ? B. Under 1,000; more than 500
- ? C. Under 500; more than 250
- ? D. Under 250

"Community" includes both the diplomatic and expatriate business communities in the post city. Dependents at the post are to be counted in calculating the total.

Comments:

3. Language of the Majority of the Population

- ? A. English or French
- ? B. English or French widely understood
- ? C. English or French seldom used

At most posts a substantial number of educated persons and senior officials possess a good knowledge of either English or French. This in itself is not sufficient evidence that either language is "widely understood". The rating should be based upon the difficulties Canadians encounter in obtaining goods and services from such people as servants, storekeepers, taxi drivers and hotel employees at the post. Difficulties outside the post city are not to be considered.

Comments:

4. Cultural Differences

- ? A. Limited. This rating describes a post city in which cultural patterns and social values are not significantly different from those found in Canada.
- ? B. Moderate. While some modification to Canadian lifestyle is desirable to adapt to the local environment, western values and cultural patterns still predominate. Free social contacts are possible with the local population once the local language has been mastered.
- ? C. Marked. Western values and cultural patterns are either non-existent or superficial, forcing a modification to Canadian lifestyle.

OR

- ? D. Extreme. The lifestyle of employees and/or dependents must be significantly modified to live in the host country.

NOTES:

Posts rated other than "A" should describe the cultural differences and their impact on employees and/or dependents. Social practices such as the way of doing business, use of servants, bargaining for goods and services, concept of time, value of human life, concept of the family, role of women in society, etc., are relevant; however, travel restrictions and hostility or xenophobia should be noted in other relevant sections.

Comments:

SECTION TWO: LOCAL CONDITIONS

1. Office Accommodation

- ? A. Acceptable
- ? B. Fair
- ? C. Poor

Posts rated other than "A" should indicate in detail the specific conditions which make office accommodation less than acceptable (e.g. general condition and lay out, poor lighting, overcrowding, lack of adequate air conditioning or heating, high noise level, power failures, water shortages, general environment of office location, inadequate telephone system or elevator service).

Comments:

2. Recreation

(i) Active Sports

- ? A. Reasonable opportunities
- ? B. Limited opportunities
- ? C. Virtually no opportunities

Posts rated other than "A" should indicate which of the following are available at the post, and if they are available only at private clubs or hotels, (annual membership costs in Canadian dollar equivalents should be included, noting both single and family rates) - tennis, golf, bowling, swimming, skiing, skating, riding, badminton, squash, boating, fishing, hunting, hiking, camping and any others. Opportunities to take part in team sports such as basketball, softball (or baseball), soccer, football, volleyball, hockey, broomball, etc. should be listed. Facilities provided by the Canadian government, including those at staff quarters, other diplomatic missions or international organizations and local or "international" schools should not be overlooked. Details should be provided if facilities are available but cannot be used for some reason other than cost.

Comments:

(ii) Social Recreation and Entertainment

- ? A. Reasonable facilities
- ? B. Limited facilities
- ? C. Virtually no facilities

Posts rated other than "A" should provide the following information: social clubs available and membership costs, number of restaurants and night clubs which Canadians might be expected to patronize, facilities for dancing (other than private homes), opera, concerts, theatre, radio and television and spectator events, as well as the number of acceptable cinemas showing films in either English or French. Posts should also include any cultural events (e.g. films, concerts, etc.) or other facilities (including VTR) provided by other diplomatic missions which are open to personnel. Where choice is limited because of cost, details should be provided. Details should also be provided if facilities are available but cannot be used for some reason other than cost.

Comments:

(iii) Libraries and Reading Material

- ? A. Adequate. Local libraries provide a range of uncensored books in English or French. Books or magazines can be purchased locally or received through local postal facilities.
- ? B. Limited. There are some local library facilities - possibly limited because of censorship - or local facilities are restricted to those found in diplomatic missions or their related cultural organizations. Some material is available for purchase locally but there are limitations because of lack of variety or high cost which precludes regular purchase; alternatively, material can be received through local postal facilities.
- ? C. Inadequate. Personal reading material must be brought to the post. Books and magazines are not available locally and cannot be received regularly through local postal facilities.

Comments:

3. Local Transportation

- ? A. Adequate
- ? B. Limited. Public transportation facilities (e.g. subway, street car, bus, taxi) poor by Ottawa standards, but alternatives (office transportation, privately owned vehicle or FSD 30 car) sufficient to meet essential needs.
- ? C. Inadequate. No satisfactory public transportation facilities are available and alternatives severely limited even to meet essential needs.

Posts rated other than "A" should describe the local public transportation facilities and indicate which facilities are not used and the reasons why they are considered unsuitable (e.g. unsafe, unsanitary, irregular schedules, etc.). Severe limitations in "C" must be detailed.

Comments:

4. Food Supplies

- ? A. Adequate. Food supplies should be regarded as adequate if some variety of fresh meat, fish and poultry, fresh fruit and vegetables and dairy products (not necessarily fresh) is available during most of the year, although there may be seasonal scarcities. Other food products are available locally or can be supplemented by import arrangements without undue difficulty.
- ? B. Limited. Basic food items of reasonable quality are available locally although there may be some deficiencies such as lack of variety, occasional shortages or rates of spoilage greater than in Canada. If essential food items are not available locally, they can be imported on a regular basis easily and quickly.
- ? C. Severely Restricted. Basic food items are available locally but are of low quality, or some essential food items may not be present on the local market. In some cases, it may not be feasible to import, thus restricting personnel to local inferior products. In other cases, substitutes can only be imported with considerable delay between times of order and receipt.
- ? D. Inadequate. The "D" rating applies to posts where local food supplies are clearly inadequate. With the exception of seasonal fruit and vegetables, most fresh food products, including meat, fish and poultry, are seriously deficient in terms of availability and acceptable quality, and importing arrangements are not feasible.

NOTES:

Posts rated other than "A" should indicate in the Comments Section the deficiencies in local food supplies as well as details of import arrangements, including types of food normally imported, approximate length of import time and any related importing difficulties. Cost is not a factor in determining the availability of food either purchased locally or imported.

Comments:

5. Shopping (excluding food)
- ? A. Adequate. Posts should rate themselves "A" if most items are generally available on the local market even though the choice may be limited and supply subject to fluctuations. Those few items that must be imported can be ordered and received without undue difficulty or delay.
- ? B. Limited. While some items may be available locally most items must be imported either from commercial outlets or by using special parcel facilities. There may be considerable time delay associated with receiving supplies.
- ? C. Inadequate. Most items are not available locally and importing does not present a viable alternative. Items for use over the posting are normally brought to the post on initial arrival or are brought back to the post when employees travel during the course of the assignment.

NOTES:

The items to be considered are every day clothing requirements as well as the small expendable every day needs (e.g. soap, toothpaste, writing materials, thread, shoe-polish, light bulbs, etc.). Posts rated other than "A" should indicate in the Comments Section deficiencies in local supplies including items normally imported. Cost is not a factor in determining the availability of non-food items either purchased locally or imported.

Comments:

6. Milk
- ? A. Safe pasteurized fresh milk freely available.
- ? B. No dependable supply of safe pasteurized fresh milk.

NOTE:

"Safe pasteurized fresh milk" does not include Long Life Milk (U.H.T. Milk).

Comments:

SECTION THREE: CLIMATE AND ENVIRONMENT

1. Climate
- Category A
- Category B
- Category C (To be supplied by the Department of the Environment)
- Category D
2. Special Conditions (Describe in detail any special environmental or climatic condition which imposes hardship on employees, e.g. air pollution, altitude if over 6,500 feet, etc.).

Comments:

SECTION FOUR: HEALTH

Sections 4 and 5 are to be completed with the advice of the HWC doctor if possible.

1. Water
- ? A. Boiling unnecessary

- ? B. Should always be boiled

Water which is considered safe should have this confirmed by dependable testing for coliform bacilli by the local health authorities or competent private facilities. The water system and filter plants are adequate and function well even during rainy seasons. No sewer leakage into the water system is likely.

NOTES:

Posts where bottled water is paid for from Public funds for home use should be rated A and this should be noted in the comments section.

Comments:

2. Food Sanitation Standards

- ? A. Adequate. Food handlers should be generally free from disease. Food inspection should be expert and dependable. Meat and dairy products are refrigerated where necessary.
- ? B. Poor. Handling and marketing is questionable, necessitating extra precautions such as peeling or soaking vegetables, and the need to cook meat well to destroy possible parasites.
- ? C. Inadequate. Handling and marketing are primitive and food may present a real threat to the health of Canadians.

Comments:

3. Environment - Municipal Cleanliness and Sanitation

- ? A. Adequate
- ? B. Poor
- ? C. Inadequate

Give details of the condition of city streets frequented by Canadians. If there are open sewers, state this, but if they are only storm sewers and human waste goes into a closed sewer, then this should be noted. Garbage collection arrangements and pest control should be described.

Comments:

4. Diseases of Poor Sanitation - Risk for Canadians

- ? A. Minimal. "A" means that the incidence in the indigenous population of these conditions is not particularly high and so obviously the foreign community is not affected.
- ? B. Minor. "B" means that the incidence of some of these diseases is high in the local population and therefore there is a potential risk to Canadians. Provide details of prevalent diseases.
- ? C. Major. "C" cannot be justified unless Canadians have actually become infected with one of these diseases or if personnel at other embassies, who are living the same lifestyle as Canadians, are infected and it is obvious then that Canadians are subject to high risk. State the number and details of recent cases of such diseases.

Diseases of poor sanitation are diseases such as cholera, amoebic and bacillary dysentery, typhoid and paratyphoid, salmonellosis, infectious hepatitis, and infestation by hookworm, roundworm, and tapeworm, and polio. Note that Gamma Globulin injections give good protection against viral hepatitis.

Comments:

5. Malaria

- ? A. Not a hazard

- ? B. Prophylaxis only recommended on trips outside the post. This rating does not apply if malaria is confined to a remote area of the country which most Canadians are unlikely to visit.
- ? C. Prophylaxis necessary at post. (Centretown, suburbs and other adjacent areas frequented regularly by employees).

Comments:

6. Other Conditions - Risk for Canadians

- ? A. Minimal
- ? B. Minor. There are a number of diseases which may be found abroad but which are unlikely to pose a real threat to the health of Canadians or for which effective measures are available to prevent or treat them:

Fungal and skin infections	Dengue Fever
Influenza	Mumps
Leprosy	Plague
Measles	Polio
Rabies	VD
Yellow Fever	

If any of these diseases are prevalent in the local population, they may constitute a minor threat to Canadians and a rating of "B" may be justified. Details should be provided in the "Comments" section.

- ? C. Major. There are other diseases which are considered more dangerous for Canadians such as:
- | | |
|---------------------------|---------------------------------------|
| Bacterial meningitis | Toxoplasmosis |
| (in epidemic form) | Trachoma |
| Encephalitis (Japanese B) | Tuberculosis and atypical TB |
| Filariasis | Typhus |
| Leishmaniasis | Trypanosomiasis (particularly Chagas) |
| Others (specify) | |

If any of these diseases are common in the local population, they present a greater danger for Canadians and a "C" rating is justified.

Comments:

SECTION FIVE: MEDICAL CARE

This section should also be completed in consultation with the Health and Welfare Canada doctor. He will be looking into the medical services and will develop professional contacts which will enable him to gain information the host country may be reluctant to give. He also will have seen medical services in many other countries and will be able to make a more objective comparison. He will also identify the more competent practitioners.

1. General Practitioner Services

- ? A. Adequate. There are at least two competent practitioners whose services are available during office hours and if these are not available at other times, alternative facilities such as clinics or out-patient services can be used.
- ? B. Limited. Two competent practitioners are not available or there is difficulty in obtaining their services or alternative services.
- ? C. Inadequate. No adequate service of general medical care.

Comments:

2. Specialist Services

- ? A. Adequate. A dependable competent specialist is available in the following fields:

General surgery
Obstetrics and Gynaecology
Paediatrics
Internal Medicine

- ? B. Limited. One (or more) specialist in the above fields is lacking.

Comments:

3. Hospital or Clinic Services

- ? A. Adequate. This means a facility is available which has the following operable equipment or services:
- (i) a sterilizing apparatus;
 - (ii) an operating room with a flow regulator machine for anaesthesia and a mechanical ventilator;
 - (iii) an x-ray machine;
 - (iv) an intensive care unit;
 - (v) laboratory and blood bank facilities within reach;
 - (vi) a technician reasonably competent to operate the above-mentioned equipment.

Cleanliness and nursing may be lower than Canadian standards but are unlikely to make a difference to the outcome of an illness or operation.

- ? B. Fair. This means a facility is available which has all the equipment mentioned in A. Private or semi-private rooms may be lacking but reasonable accommodation is available in a small ward which is not crowded. Nursing care, cleanliness and food may be inferior to Canadian standards but the deficiencies can be overcome by hiring a private nurse or having spouses or volunteers come in. Food may also be brought in.

A facility like this may be considered suitable for minor illnesses and minor elective surgery or for obstetrics if the patient chooses.

- ? C. Poor. This rating applies to posts where HWC considers medical evacuation desirable where this can be accomplished.

- ? D. Inadequate. Hospital services are considered to be inadequate under the following conditions:
- if one of the items in A(i) to (vi) is not available; or
 - if no hospital is closer than 2 hours away by fastest transport; or
 - if there is not a reasonable expectation of having a bed available even in an emergency due to over-use or the host government regulations.

Comments:

4. Drugs and Medical Supplies

- ? A. Adequate. Brand-name products and patent medicine are to be disregarded, but a wide range of prescription drugs of good quality should be available.
- ? B. Limited. Details should be provided of essential drugs and supplies not available locally.

Comments:

5. Dental Care

- ? A. Adequate
- ? B. Limited. Routine care for fillings and extractions is available but periodontal or orthodontal services or facilities for sophisticated repairs (jacket, crowns, etc.) are lacking.
- ? C. Inadequate. No adequate local facilities exist.

SECTION SIX: VIOLENCE AND HOSTILITY

This section is to be completed where local hostility, or the danger of physical violence in main thoroughfares and/or areas where employees can be expected to live, is regarded as an important and continuing factor in hardship.

- ? A. (i) Incidence of crime (e.g. vandalism, robberies, burglaries and molestation) significantly higher than in Ottawa, constituting a hardship factor in everyday lives of staff and dependents, and involving some risk to employees but rarely resulting in injury or property damage provided certain restrictions are accepted. Police protection usually available, although it may be somewhat less than adequate by Ottawa standards.

OR

- (ii) Underlying hostility to Canadians or foreigners in general of part of local population or government with occasional overt manifestations, constituting hardship factor in every day lives of staff and dependents, but not such as to necessitate physical restrictions or significant intrusion into personal lives of Canadian personnel. Some threat of violence as a consequence of hostility factor may be present.

- ? B. (i) Incidence of crime significantly higher than in Ottawa, occasionally involving personal injury and property damage to members of western foreign community. Police protection is considered well below Ottawa standards.

OR

- (ii) Evident hostility to Canadians or foreigners in general on part of local population with frequent overt manifestations, AND/OR

Unfriendly or inhospitable environment for staff and dependents inspired officially by local government.

Either of these conditions resulting in continuing hardship for staff and dependents as caused by such factors as the following: minor but intentional harassment of a continuing nature, occasional organized demonstrations, restricted social contacts, discrimination against local associates, control by host government of LES, etc.

The threat of violence may similarly be present.

- (iii) A combination of A(i) and A(ii)

- ? C. (i) Marked hostility to Canadians or foreigners in general on part of local population with continuing manifestations, AND/OR

Hostile environment for staff and dependents inspired officially by local government.

Either of these conditions resulting in significant hardship for staff and dependents as caused by such factors as the following: frequent organized demonstrations, constant surveillance, risk of arbitrary arrest or detention, constant threat of blackmail or other hostile acts by local authorities, close supervision of private lives of Canadian personnel combined with significant restrictions, etc.

The threat of violence may similarly be present.

OR

- (ii) A combination of A(i) or B(ii)

OR

- (iii) A combination of A(ii) and B(i)

- ? D. (I). Serious acts of violence, including one or more of the following on a continuing basis: mob violence, rioting, crimes with violence, indiscriminate terrorism, where police protection is not available. Significant incidence of personal injury.

OR

- (iI) A combination of B(i) or B(ii)

- (iiI) A combination of C(i) and A(i)

OR

- (iV) A combination of C(i) and B(i)

- ? E. Full-scale hostilities at the post or irregular warfare continually threatening lives and properties of Canadian personnel.

Comments: (Describe nature, frequency and extent of danger to employees and protection available, including where applicable specific examples of incidents involving employees or other members of western foreign community.)

Appendix D: Public Service Salaries Data

Public Service Salaries:			
Employee Group	Level	Minimum Salary	Maximum Salary
ES Effective June 22, 2001 Signing date: June 27, 2001 Expiry date: June 21, 2003 new effective rates will be available on 22-Jun-2002	ES-01	\$36,823	\$42,830
	ES-02	\$41,615	\$47,258
	ES-03	\$48,993	\$56,873
	ES-04	\$58,630	\$67,630
	ES-05	\$66,625	\$76,988
	ES-06	\$74,928	\$86,106
	ES-07	\$82,000	\$93,205
	ES-08	\$86,178	\$99,749
CO Effective June 22, 2001 Signing date: Dec 19, 2001 Expiry date: June 21, 2003 new effective rates will be available on 22-Jun-2002	CO-DEV/PER	\$21,676	\$46,471
	CO-01	\$40,313	\$53,634
	CO-02	\$52,551	\$74,450
	CO-03	\$64,410	\$82,508
	CO-04	\$73,538	\$89,453
PM Effective June 21, 2001 Signing date: Nov 19, 2001 Expiry date: June 20, 2003 new effective rates will be available on 21-Jun-2002	PM-DEV	\$24,383	\$36,548
	PM-1	\$38,404	\$42,953
	PM-2	\$42,793	\$46,107
	PM-3	\$45,868	\$49,421
	PM-4	\$50,105	\$54,141
	PM-5	\$59,817	\$64,870
	PM-6	\$70,135	\$80,191
	PM-7	\$72,417	\$85,239
Foreign Service (FS) salaries are as follows:			
Employee Group	Level	Minimum Salary	Maximum Salary
FS Effective July 1, 2000	FSDP	39,570	\$51,937
	FS-01	37,857	\$51,507
	FS-02	50,475	\$75,423

Bibliography

- Axworthy, Thomas. *Unwilling to be Willing: The Primacy and Capability Principles in Canadian-American Relations*. Ottawa: Canadian Defence and Foreign Affairs Institute, 2003. Available at: <http://www.cdfai.org/PDF/Unwilling%20to%20be%20willing.pdf>; Internet; Accessed on November 30, 2003.
- Balaam, David N., and Michael Veseth. *Introduction to International Political Economy* (Second Edition). Prentice Hall, 2001.
- Bank of Canada. *Inflation and Price Stability*. Available at: <http://www.bankofcanada.ca/en/backgrounders/bg-il.htm>; Internet; Accessed on January 20, 2004.
- Canada. Department of Foreign Affairs and International Trade. *Canada in the World-Canadian Foreign Policy Review*, 1995.
- Canada. Department of Foreign Affairs and International Trade. *Dialogue on Canadian Foreign Policy*. Available at: <http://www.foreign-policy-dialogue.ca>; Internet; Accessed on December 5, 2003.
- Canada. *Royal Commission on Conditions of Foreign Service*. Canadian Government Publishing Centre, 1981.
- Canada. *Royal Commission on Conditions of Foreign Service*. Press Release, 1981.
- Central Intelligence Agency. Inflation Rate (Consumer Prices) in the World Factbook 2002. Available at: <http://www.bartleby.com/151/a68.html>; Internet; Accessed on January 20, 2004.
- City of Toronto, Economic Development Office, Available at: http://www.city.toronto.on.ca/business_resources/econdevoffice.htm; Internet; Accessed on February 12, 2004.
- Cohen, Andrew. *While Canada Slept: How We Lost Our Place in the World*. Toronto: McClelland & Stewart Ltd., 2003.
- Department of Foreign Affairs and International Trade. *Post Index, Hardship Levels, Meal Rates and Currencies by Countries and Cities -2003*. Available at: <http://intranet.dfait-maeci.gc.ca/travel/rates/0304fsda.htm>; Intranet; Accessed on November 15, 2003.
- Department of Foreign Affairs and International Trade. *Canadian Foreign Service Recruitment Campaign*. Available at: <http://www.dfait-maeci.gc.ca/department/service/apply-en.asp>; Internet; Accessed on November 15, 2003.

- Department of Foreign Affairs and International Trade. Post Living Allowance for Employees at Missions prior to April 1, 2002. Available at: <http://intranet.dfait-maeci.gc.ca/travel/rates/0304fsdc.htm>; Intranet; Accessed on November 15, 2003.
- Department of Foreign Affairs and International Trade. Human Resources @ DFAIT. *Working Group on the Terms and Conditions of Employment of Foreign Service Officers- The Terms of Reference*. Page Modified: 2002-8-13. Available at: <http://intranet/department/hr/wgfs/wgfsTandC-en.asp>; Intranet; Accessed on December 12, 2003.
- Department of Foreign Affairs and International Trade. Panoram@ Human Resources. Comparative Study on the Terms and Conditions of Employment of Foreign Service Officers- Three Perspectives on FS Retention. Page Modified: 2003-8-11. Available at: <http://intranet/panorama/2002/08/0819-HPD-FS-ComparativeStudy-en.asp>; Intranet; Accessed on March 12, 2004.
- Drake, Earl. "Whither Canadian Foreign Policy?" *CanadaAsia*, No. 27, 2002, pp. 1-6.
- Fraser, Graham. "Canadian Diplomats Face a New Set of Challenges," *The Toronto Star*, 28 March, 2004; Internet; Available at: http://www.thestar.com/NASApp/cs/ContentServer?pagename=thestar/Layout/Article_Type1&c=Article&cid=1080431703996&call_pageid=968332188492&col=968705899037; Accessed on March 28, 2004.
- Hennessy, Peter. "The Role of the Foreign Ministry in the 21st Century," Ottawa: Deputy Minister Presents Lecture; Lester B. Pearson Building; Speech Given on January 27, 2004.
- IBM Business Consulting Services. *2003 Employee Survey: Summary of Results- Department of Foreign Affairs and International Trade/ Canadian Trade Commissioner Service*. IBM Corporation, 2003.
- Krugman, Paul R. and Maurice Obstfeld. *International Economics: Theory and Policy* (Sixth Edition). Addison-Wesley, 2003.
- Gotlieb, Allan. "Canada Must Return to its 'Golden Age of Diplomacy,'" *National Post*, 10 September 2003, sec. A18.
- Montreal International, *Who We Are*, Available at: <http://www.montrealinternational.com/en/profil/index.aspx>; Internet; Accessed on February 12, 2004.
- Nossal, Kim Richard. "The World We Want?: The Purposeful Confusion of Values, Goals, and Interests in Canadian Foreign Policy." CFDAI Website: (www.cdfai.org)

- Pearson, Michael. "Reflections on Implementing Canadian Foreign Policy." *Canadian Foreign Policy Journal*, Vol. 6, No. 2, 1999.
- Potter, Evan. "Niche Diplomacy as Canadian Foreign Policy." *International Journal*, Vol. LII, Winter 1996-7. pp. 25-38.
- Potter, Evan. "Redesigning Canadian Diplomacy in an Age of Fiscal Austerity" in *Canada Among Nations*, 1996: (Chapter 2)
- PriceWaterHouseCoopers. *Comparative Terms and Conditions of Employment of Foreign Service Officers*, Final Report, 2002.
- Quebec Ministry of International Relations, "Quebec in the World," Available at: <http://www.mri.gouv.qc.ca/english/ministere/ministere.html>; Internet; Accessed February 12, 2004.
- Sassen, Saskia. "Locating Cities on Global Circuits." *Environment & Urbanization*, Vol. 14, No. 1, 2002. pp. 13-30.
- Smith, Gordon. *Managing Canada's Foreign Affairs*. Ottawa: Canadian Defence and Foreign Affairs Institute, 2003. Available at: <http://www.cdfai.org/PDF/ManagingCanadaForeignAffairs.pdf>; Internet; Accessed on Feb 12, 2004.
- Stairs, Denis. *In the National Interest: Canadian Foreign Policy in an Insecure World*. Ottawa: Canadian Defence and Foreign Affairs Institute, 2003.
- Stairs, Denis. "Myths, Morals, and Reality in Canadian Foreign Policy." *International Journal*, Vol. LVIII, No. 2, Spring 2003, pp.238-256.
- Treasury Board of Canada Secretariat. Foreign Service Terms and Conditions of Employment Directive. Available at: http://www.tbs-ct.gc.ca/pubs_pol/hrpubs/TBM_1112/fsd-dse_e.asp; Internet; Accessed on November 20, 2003.
- Treasury Board of Canada Secretariat. *Foreign Service Directives- June 1, 2001*. Available at: http://www.tbs-sct.gc.ca/pubs_pol/hrpubs/TB_8332/polfsd-avdse-010601_e.asp; Internet; Accessed on November 10, 2003.
- U.S. Department of State. *Foreign Service Officers-Quality of Work and Life*. Available at : <http://www.careers.state.gov/worklife.html>; Internet: Accessed on February 12, 2004.
- William M. Mercer Limited. *Foreign Service Retention Survey Report on Findings- Department of Foreign Affairs and International Trade*, 2001.