

where the national interest is obscure and the desired objective difficult to define or attain. In such circumstances, policy-making contains an element of guesswork and faith. One can hope that the guesswork is inspired and that the faith will be justified. But at the outset, there is no intellectually convincing way of demonstrating that the taxpayer is going to get his money's worth. Sometimes, years may pass before it is possible to judge whether a particular course in foreign policy has been worth the effort expended on it. Several illustrations drawn from the range of national activities in the international environment serve to define the spectrum.

23. Consider immigration policy. In this case, the national interest is clear: Canada has a more-or-less permanent need to admit qualified immigrants and a certain capacity to absorb them. The objective of immigration policy can even be quantified: currently, it is to secure 100,000 qualified immigrants a year, of whom 10,000 are to be refugees. Canada's bargaining position is strong, in that the supply of qualified potential immigrants exceeds the demand; and the international environment in which the immigrants have to be sought is, for the purposes of the immigration programme at least, reasonably predictable and controllable. There can be surprises, upsets and problems, of course. Unexpected political crises may create pressure to admit more refugees than originally planned for. Some countries with desirable pools of potential immigrants may inhibit the Canadian programme by refusing, for reasons of their own, to permit the normal range of immigration activity on their territory. Particular skills may be in short supply. The capacity of the Canadian economy to absorb a certain level of immigration may have been miscalculated. The constant attempts to circumvent the programme may produce administrative nightmares. But in the last analysis, immigration - one of the most important single aspects of Canada's foreign relations - is relatively responsive to classic programming techniques. At the end of the year, it is not impossible to say how close the programme has come to meeting its objectives, and to make adjustments accordingly. There is, in other words, a bottom line of a sort.

24. Or consider fisheries policy. Again, the national interest is clear: to sustain a flourishing fishing industry. Canada's bargaining position today in fisheries matters is strong. This, however, represents a great change from the situation only a few years ago, when foreign fleets were contributing to the depletion of the fisheries off Canada's coasts at an alarming rate, and the fishing industry was near collapse. It took a vigorous marshalling of resources,