

decline for the next two to five years at least, with a sharper fall in the number of young tourists reflecting both the demographic trend and the economic factor--fewer young people will be able to afford to travel.

In terms of the changes of demand for consular services which the foregoing trends may cause, it seems likely that there will be a continuing and possibly increasing demand for routine services, and some decline in the number of Canadians in difficulty and distress, at least in the immediate future.

CONSULAR AIMS, OBJECTIVES AND POLICIES

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Why is there now a need for consular policy? The Department has got along without one for many years, and it does have a Manual of Consular Instructions to guide the consular officer in a wide variety of situations. The business, however, is becoming more and more complex. Both departmental personnel and the public deserve to know what the basic purposes of the consular program are and how the function should be performed. New kinds of cases keep cropping up that are not in the rule book, and in the absence of any general policy and purpose, consular officers and heads of post abroad hesitate to improvise, preferring to seek guidance from headquarters. Desk officers at headquarters may feel equally diffident and seek guidance from higher up. The result is excessive centralization of decision-making, involving delays and the inefficient use of personnel resources. A clear enunciation of aims, objectives and policy which can be approved at an appropriately high level should make for consistency of practice and a much more extensive delegation of decision-making to posts abroad.

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If the aim of Canada's foreign policy is to protect and promote Canadian interests abroad, the aim of the consular function may be said to be "To protect and promote the interests of Canada, of Canadian citizens and protected persons, both individuals and bodies corporate, in the international dimension". Stating it this way helps to emphasize that the consular function is part and parcel of