4.3   Issues to be Addressed

The principal questions to be addressed in the conce-
ptual evaluation are discussed below under two theme
headings: clarification of mandate, and program
design.   An initial set of effectiveness related issues
is also suggested for the second phase of the
evaluation.

(a)   Clarification of Mandate and Objectives

A great many services are provided under the aus-
pices of the Consular Services program.   This
issue is concerned with the legislative require-
ments and the governmental desire for providing
consular services, and with which services must be
provided.   What legal obligations does a country
have to look after its citizens abroad?   What con-
sular functions are provided within the program
and what consular functions (as defined in the
Vienna Convention) are provided outside the pro-
gram?   Might the location of the post make a
difference in determining which services are
essential? Does Canada provide more services than
other countries?   What would the likely effect be
of eliminating certain services? What responsibi-
lities should a Canadian citizen who is travelling
or living abroad have?   Are the program activities
consistent with program objectives and are these
in turn consistent with general departmental
objectives?   What effects are consular activities
supposed to cause, and are these logically connec-
ted?   Can objectives be operationalized suffi-
ciently to measure performance against them?   Is
it logical to believe that the Consular Services
program enhances Canada's image abroad?   If so, is
this important enough to be considered an objec-
tive? Would providing marginally better or worse
services to Canadians in a foreign country likely
lead to any identifiable effect on other aspects
of relations with that country?

(b)   Program Design

The demand for consular services is growing.   At
the same time, budgetary restrictions are being
imposed throughout the government, including
consular services. The underlying concern of this
issue is the reconciliation of the increasing
demand for consular services with the decreasing,
or at least non-increasing, resources available to
provide these services.   This issue is discussed
in terms of four interrelated elements.