

PART II APPLICATION TO EXTERNAL AFFAIRS

In applying programme budgeting to External Affairs, it is helpful to start by considering the types of decisions that are relevant in the management of foreign affairs, i.e., the kinds of allocation problems we face. Based on very limited information and a good deal of guess work, I prepared the figure shown in Chart 12 which depicts a decision structure that reflects some possible objectives, the regions and countries to which these objectives apply, the activities that are performed in meeting these objectives, and the responsible agencies.

Obviously, I hold no particular brief for the set of objectives that are shown for illustrative purposes. The only purpose of the chart is to indicate that we must consider foreign affairs decisions in all of these dimensions while focusing primarily on our basic objectives.

The value of a programme structure in the sense we discussed earlier lies in the fact that it provides a convenient classification of goals, subgoals, and specific objectives. In order to stimulate thinking, I have prepared the illustrative programme structure shown in Chart 13. For illustrative purposes, I have organized foreign affairs goals under the headings of trade, political affairs, protection of Canadian interests and citizens, immigration, direction, and general support. Since this structure was developed without any analysis whatever, and with very little knowledge of foreign affairs, the one that you may ultimately formulate may be quite different. In any case, it should be far more detailed.

The difficulty in any foreign service is that its objectives are likely to be extremely vague. For instance, you might find as an objective the representation of Canada abroad but the question is, representation for what purpose? Similarly, you might regard as a worthy endeavor the projection of the country's image in other parts of the world. Again, for what purpose? The definition of programmes in terms of region and country focuses on activities instead of objectives and can lead you astray.

The analysis of External Affairs programmes must be carried out with due respect for some of the basic difficulties involved. As shown in Chart 14, a major problem is determining the decision level at which the analysis is to be performed. Should we, for example, consider allocating our resources at the country or regional level? How can we treat comparisons between trade and political objectives? How can we estimate costs for several years in the future? Given the difficulty of defining and estimating the ultimate benefits in the political cases, what proximate measures can we use?