

Election Incident Response Playbook for 44th General Election

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1.0 INTRODUCTION

One of the greatest responsibilities of the federal government is the protection and preservation of Canada's democratic institutions and practices. Threat and risk assessments, past experience in Canada, as well as the experience of key international allies, provide evidence that Canada's elections, are vulnerable to interference in a number of areas. In addition, the COVID-19 pandemic presents new challenges that could negatively impact electoral security and integrity.

Building on the information sharing models established by relevant federal response plans, the Election Incident Response Playbook (the Playbook) ensures an integrated, effective, and well-coordinated response, across government, to an incident or threat that could potentially threaten the security and/or the integrity of the 44th General Election (GE44).

1.1 Purpose

The purpose of the Playbook is to strengthen coordination and to facilitate information sharing between the security and intelligence (S&I) community, those federal government departments and agencies supporting the conduct of GE44, and organizations with mandates and responsibilities for administering an electoral event and ensuring compliance with and enforcement of the *Canada Elections Act*.

1.2 Scope

The Canadian S&I community's response to any national security incident requires collaboration across numerous areas of expertise and responsibility to provide a comprehensive response. Each federal department and agency is guided by their respective response plans in accordance with their mandates and authorities. Relevant federal response plans, senior coordinating committees, and relevant senior officials provide the overarching direction.

The Playbook is not intended to replace the existing operational models established by other federal response plans, including the *Government of Canada Cyber Security Event Management Plan*, the *Federal Terrorism Response Plan (FTRP)*, the *Federal Emergency Response Plan (FERP)*, and the *Federal, Provincial, Territorial Public Health Response Plan for Biological Events*. Nor does the Playbook supersede departmental and agency-specific response plans and resources that may be used during a national security incident. The Playbook establishes an expanded information sharing and incident management framework that integrates departments and agencies beyond the S&I community that have mandates related to the administration and protection of GE44.

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2.0 STRUCTURES

2.1 Primary Departments/Agencies

- **Canadian Security Intelligence Service (CSIS)** is responsible for investigating activities suspected of constituting threats to the security of Canada and reporting on these threats to the Government of Canada. If there are reasonable grounds to believe that a particular activity constitutes a threat to the security of Canada, the Service may take measures to reduce the threat.
- **Commissioner of Canada Elections (CCE)** is the independent officer responsible for ensuring compliance with and enforcement of the *Canada Elections Act*. During the writ period, the Commissioner and his staff work to ensure that political entities, third-party organizations, stakeholder groups and other individuals engaged in the electoral process do so in compliance with the rules.
- **Communications Security Establishment (CSE)** is responsible for acquiring and using information from the global information infrastructure for the purpose of providing foreign intelligence and for conducting foreign cyber operations in accordance with Government of Canada intelligence priorities. CSE also provides technical and operational assistance to federal law enforcement and security agencies in the performance of their duties.
 - Within CSE, the **Canadian Centre for Cyber Security (CCCS)** is responsible to coordinate the response to Cyber incidents in the Government of Canada. It provides advice, guidance and services to help ensure the protection of electronic information and of information infrastructures of importance to the Government of Canada.
- **Elections Canada (EC)** is responsible for administering general elections, by-elections, referenda, and other aspects of the electoral process.
- **Global Affairs Canada (GAC)** manages Canada's diplomatic relations, provides consular services to Canadians overseas, promotes the country's international trade and leads Canada's international and humanitarian assistance.
 - GAC houses the Rapid Response Mechanism Canada (RRM Canada) team, which leads the **G7 Rapid Response Mechanism (G7 RRM)**, an initiative to strengthen coordination across the G7 in identifying, and responding to foreign threats to G7 democracies. RRM Canada includes a capacity for social media analytics to monitor foreign threats in the digital landscape.
- **Privy Council Office – Democratic Institutions (PCO-DI)** is responsible for developing policy and coordinating efforts across government in support of the

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mandate of the President of the Queen's Privy Council and supporting his efforts in leading the Government of Canada's efforts to protect Canada's democratic institutions, including the federal electoral process, against foreign interference, including disinformation and cyber threats.

- **Privy Council Office – Security & Intelligence (PCO-S&I)** is responsible for advising the National Security and Intelligence Advisor to the Prime Minister (NSIA) on national security and intelligence operations and policy, ensures the effective coordination of the S&I community through the coordination of Deputy Minister level committees on national security and supports the Cabinet in managing national security and intelligence activities.
- **Public Safety Canada (PS)** supports coordination and information sharing activities as required in relation to significant events and situations necessitating a national response. This includes providing the coordination function as outlined in the FTRP and the Secretariat function to Assistant Deputy Ministers' Committee on National Security Operations.
 - Within PS, the **Government Operations Centre (GOC)** provides an all-hazards integrated federal emergency response to events (potential or actual, natural or human-induced, accidental or intentional) of national interest. They ensure strategic situational awareness and high-level coordination for consequence management and associated planning.
- **Royal Canadian Mounted Police (RCMP)** fulfills a multi-faceted role in relation to events that may impact Canada's federal elections and has primary responsibility for the investigation, prevention, and prosecution of criminal activities related to national security and cyber-crime, and the protection and security of state officials.
- **Public Health Agency of Canada (PHAC)** exercises national leadership and works collaboratively with provinces and territories to facilitate coordination of the overall F/P/T response to public health emergencies such as COVID-19. It supports law enforcement in investigation and response to a terrorist incident involving biological agents and coordinates federal public health consequence management.
- **Health Canada (HC)** is responsible for providing Occupational Health and Safety guidance for federal employees in collaboration with other federal departments and is the occupational health and safety regulatory authority for workplaces designated under federal jurisdiction. It may also support law enforcement in responding to a terrorist incident involving chemical, radiological/nuclear materials and support public health consequence management through technical/analytical and laboratory support on chemical, radiological/nuclear, drinking water and food events.

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2.2 Interdepartmental Coordination

- **Security and Intelligence Threats to Elections (SITE) Task Force** is a coordination body comprised of CSE, CSIS, GAC and the RCMP, tasked with building awareness of foreign threats to Canada's federal election processes and preparing the Government to assess and respond to those threats. Each agency leverages its mandate to bring to the table unique information on threats to Canadian security in order to effectively share intelligence, contextualize the threats based on information received through a range of partnerships, and review together any potential actions to mitigate threats directed at Canadian federal elections.

2.3 Committee Structure

Political Level

- The **Incident Response Group (IRG)** is a dedicated, emergency response committee at the political-level that will convene in the event of a domestic or international incident which may have major implications for Canada. Led by the Prime Minister, the IRG brings together relevant ministers and senior government leadership to coordinate a prompt federal response and make fast, effective decisions to keep Canadians safe and secure, at home and abroad. The core membership of the IRG includes: the Prime Minister (Chair), the Minister of Public Safety and Emergency Preparedness, the Minister of Foreign Affairs, the Minister of National Defence, the Minister of Intergovernmental Affairs and Northern Affairs and Internal Trade. Other ministers are invited as required (e.g. Health, Indigenous Services, Transport, Natural Resources).

Electoral Security Structure

- **Critical Election Incident Public Protocol (the Protocol)** establishes a clear, transparent, and non-partisan process to inform Canadians in the event of a threat to the integrity of GE44. The Protocol is administered by a panel of five principals (the Panel): the Clerk of the Privy Council; the NSIA; the Deputy Minister of Justice and Deputy Attorney General (DMJDAG); the Deputy Minister of PS (DMPS); and the Deputy Minister of Foreign Affairs Canada (DMGAC). The Protocol is in effect during the application period of the caretaker convention. The caretaker convention typically begins on the dissolution of Parliament and ends when a new government is sworn-in or a result returning an incumbent government is clear.
- **Deputy Ministers' Elections Security Coordinating Committee (DM ESCC)** provides direction for ensuring interagency collaboration and coordination and system preparedness as it relates to electoral security. Composition of DM ESCC is: PCO-S&I, PCO-DI, PS, EC, CSIS, CSE, GAC, RCMP, PHAC, HC and CCE.

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- **Assistant Deputy Ministers' Electoral Security Coordinating Committee** (ADM ESCC) provides direction for ensuring interagency collaboration and coordination and system preparedness as it relates to electoral security. Composition of Committee is: PCO-S&I, PCO-DI, PS, EC, CSIS, GAC, CSE, RCMP, PHAC, HC and the Office of the CCE.
- **Director General Electoral Security Coordinating Committee** (DG ESCC) provides direction for ensuring collaboration, coordination, and system preparedness as it relates to electoral security. Composition: PCO-S&I, PCO-DI, PS, EC, CSIS, CSE, RCMP, GAC, PHAC, HC and the Office of the CCE.

National Security Operations

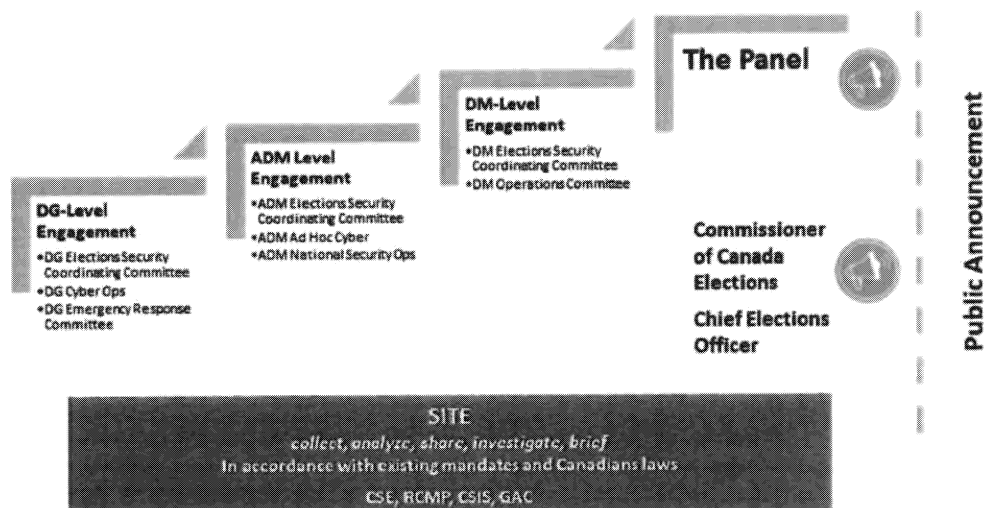
- **Deputy Ministers' Committee on Operational Coordination** (DMOC) provides direction and ensures collective action to a national security incident. Composition of the Committee is: PCO, Department of National Defence (DND) and the Canadian Armed Forces (CAF), CSIS, RCMP, GAC, CSE, Canada Border Services Agency (CBSA), PS and Immigration, Refugees and Citizenship Canada (IRCC).
- **Assistant Deputy Ministers' Committee on National Security Operations** (ADM NS OPS) facilitates decision-making during national security incidents. The committee will coordinate security and intelligence federal activity and provide situational awareness and can integrate other key partners as needed to facilitate a response. Composition of Committee is: PCO, PS, RCMP, CSIS, CBSA, GAC, IRCC, DND and CAF, CCCS, CSE, Financial Transactions and Reports Analysis Centre of Canada, Integrated Terrorism Assessment Centre and Transport Canada.
- **Director General Cyber Operations Committee** (DG Cyber Ops) ensure that the federal response to cyber threats and incidents of national interest is coordinated and that national operational policy issues are advanced. DG Cyber Ops is the operational sub-group of the DG Cyber Committee. DG Cyber Operations is differentiated from that group by its operational focus and reduced membership. Participation in DG Cyber Ops is limited to those organizations with mandated operational cyber security functions. Composition is: the CCCS, PCO-S&I, CSIS, GAC, Treasury Board Secretariat, the RCMP, DND and CAF, PS/GOC.
- **Director General Emergency Response Committee** (DG ERC) is a platform for federal institutions to exercise leadership and collaborate on EM priority response activities and other EM initiatives. The Committee directs and supports an integrated federal response to events of national interest, when required under the Federal Emergency Response Plan (FERP). It provides an interdepartmental forum to facilitate Director General level discussion and

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decisions and efficiencies related to whole-of-government EM operations as well as advance EM policy, programs and initiatives through consensus.

- **COVID-19** A number of committees exists to coordinate federal response to various aspects of the COVID-19 pandemic. In the event of COVID-19 related situations with potential to impact to GE44, these governance structures may also be used to effectively coordinate mitigation and response activities.

Election Incident Response Architecture



3.0 INCIDENT MANAGEMENT AND INFORMATION SHARING

3.1 Threat Detection and Identification

Information on a national security threat or incident that could potentially threaten the security and/or the integrity of a general election could come from a variety of sources. These include the public, social media, foreign allies, and/or information provided by partners within the S&I community or other supporting departments or agencies.

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3.1.1 Incident Type

Threats against a general election are organized by incident type or threat vector into four broad categories. It should be noted, however, that an incident may fall across more than one of the categories listed below. Additionally, the nature of the incident or threat will determine which ESCC partner has the mandate to respond.

- Cyber – e.g. interference activity enabled by cyber tools.
- Terrorism/Criminal activities – e.g. physical attack on voters, politicians, or elections infrastructure.
- Foreign Interference - e.g. clandestine and deceptive manipulation by foreign powers working through or with domestic actors to interfere in the election process.
- Disinformation – no foreign link and no threat of violence but assessed to have the potential to affect the integrity of the election.

3.1.2 Targets

Threats may also be organized by target or victim into 3 categories. Threats may target more than one of the categories listed below.

1. Electoral infrastructure – e.g. tampering with election results; stealing voter databases.
2. Voters – e.g. preventing citizens from registering; preventing voters from voting; voter manipulation and disinformation.
3. Political parties and politicians – e.g. violence, espionage, or cyber-espionage against a political target; blackmailing a political target; embarrassing or discrediting a political target; stealing or manipulating party databases.

It should be noted that incidents related to foreign interference can span the cyber and foreign interference categories and can be aimed at more than one target. Further, hostile activities by state actors are often complex and part of ongoing campaigns where effects can be cumulative.

3.2 Enhanced Coordination and Information Sharing

For the purposes of protecting the security and/or the integrity of GE44, the developed structures and committees are designed to enhance coordination for incident

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management and information sharing by integrating departments and agencies, beyond the S&I community, that have mandates related to the administration and protection of the next general election. This is intended to ensure information sharing flows both within the S&I community to facilitate a response and also into the GE44 Security Structure (DG, ADM & DM ESSC and the Panel) to ensure coordination and appropriate escalation.

To the greatest extent possible, departments and agencies will share timely, accurate and reliable information related to specific incidents. While some information may be compartmentalized as part of an operational investigation or due to the sensitivity of the source or situation, departments and agencies with relevant information must ensure that the applicable departments and agencies have situational awareness so that actions are coordinated.

The sharing of information must be done in a manner that respects Canadian privacy legislation, departmental mandates, the *Charter of Rights and Freedoms*, caveats, originator controls, and the integrity of ongoing investigations. Information sharing authorities are set out in relevant Acts (including *the Security of Canada Information Sharing Act*), memoranda of understanding and the spectrum of applicable Ministerial Direction. *Detailed Information sharing protocol can be found in Annex A.*

In preparation and during GE44, the Electoral Security structure will meet regularly to coordinate readiness activities, review threat landscape, and update their response mechanisms to address identified threats and risks. *Coordination cadence can be found at Annex B.*

3.3 Departmental and Agency Responses

The tactical/operational response of relevant departments and agencies will be managed in accordance with its standard operational procedures and includes standard interdepartmental coordination, information sharing, and deconfliction (i.e. the Playbook does not constitute a new operational procedure and is not intended to replace existing structures). Responses of departments and agencies may occur in accordance with the underlying nature of the event, whether it be individually or a combination of:

1. Criminal activity.
2. National security.
3. Administration of the elections / protection of democratic institutions.

3.4 Standard Coordination

Should an incident (criminal, cyber, terrorism, foreign interference) require a more coordinated federal response, information will be escalated to the relevant senior-level

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(ADM or DM) committees. If an incident or event is deemed to be serious enough, a decision may be made to implement the relevant federal response plan and structures. For example, a response to a serious cyber-related incident would be coordinated via the *Government of Canada Cyber Security Event Management Plan*, with relevant organizations providing direction and guidance on how to proceed with event response. A cyber event at this level would also trigger the Treasury Board Cyber Security Communications Framework. Similarly, in the event of a terrorism-related incident, the response would be coordinated through the FTRP, including its related communications plan.

In the event of severe or catastrophic events that affect multiple government institutions, confidence in government or other aspects of the national interest, response plans will shift to the FERP governance structure, coordinated by the GOC, in order to ensure the harmonization of federal response efforts.

4.0 ROLE OF THE PANEL

4.1 Pre-Writ Period

Incidents that occur prior to the writ period will be addressed by regular Government of Canada operations and relevant response plans.

4.2 Caretaker Period - Critical Election Incident Public Protocol

If an incident occurs during the caretaker period that does not fall within Elections Canada's area of responsibility (i.e., the administration of the election) the Protocol may be invoked.

The Protocol will be administered by a panel of senior civil servants who will, working with the national security agencies within their existing mandates, be responsible for jointly determining whether the threshold for informing Canadians has been met, whether through a single incident or an accumulation of separate incidents.

4.2.1 Threshold

The threshold for the Panel's intervention during the election will be very high. It will be limited to addressing exceptional circumstances that could impair Canada's ability to have a free and fair election.

As such, potential considerations could include:

- the degree to which the incident(s) undermines Canadians' ability to have a free and fair election;
- the potential of the incident(s) to undermine the credibility of the election; and
- the degree of confidence officials have in the intelligence or information.

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4.2.2 Public Engagement and Public Announcements

The Protocol includes a process whereby should the heads of national security agencies (i.e., CSE, CSIS, RCMP or GAC), working within their respective mandates, become aware of interference in the GE44 they will, in consultation with each other, consider all options to effectively address the interference. As part of this process, they will inform the Panel. Barring any overriding national security/public security reasons, the agencies will inform the affected party (e.g., a candidate, a political party or Elections Canada) of the incident directly.

Should the Panel determine that an incident or series of incidents meets the threshold for a public announcement, they will inform the Prime Minister, the leaders of other major political parties (or designated senior party officials who have received their security clearances sponsored by the Privy Council Office) and Elections Canada that a public announcement will be made. These leaders would all receive the same briefing information. Immediately thereafter, the Clerk of the Privy Council, on behalf of the Panel, may either issue a statement or ask the relevant agency head(s) to issue a statement to notify Canadians of the incident(s). The announcement would focus on:

- a) notification of the incident;
- b) what is known about the incident (as deemed appropriate); and
- c) steps Canadians should take to protect themselves (e.g., ensure that they are well informed; cyber hygiene), if relevant.

ANNEX A**Electoral Security Coordination Committee (ESCC)****Information Sharing Protocol****ESCC Primary Information Requirements**

1. Information on a national security threat or incident that could potentially threaten the security and/or the integrity of a federal election
2. Information on the electoral security environment to increase ESCC situational awareness, preparation and response

ESCC Information Sharing Principles

When producing and sharing information as part of a response to a national security incident, the following items need to be addressed:

- Level of classification and appropriate caveats;
- Target audience/distribution list;
- Guidance for action, if applicable;
- Need to know; and
- Protection of sensitive or operationally critical information.

Therefore, ESCC is adopting the following principles when producing and sharing information:

- Efforts will be made to produce and share information at the lowest possible classification;
- Consider which partners will need the information to fully assume their mandate and responsibilities;
- Information-handling and distribution will be done in accordance with established GC information security management protocols.

Information Products and Distribution**General Situational Awareness Reports**

Originator Agency/ Department	Product Name	Frequency	Target Audience	Classification	Mean
Elections Canada (EC) / Security	Daily Security Report	Daily during a general election	Internal EC & shared with SITE and GOC during a general election	Unclassified	Up to Protected B (PB) email systems
Elections Canada / Policy and Public Affairs	Social Media Monitoring Report	Outside GE: Weekly (Mondays) During GE: Daily	Internal to EC Shared with SITE & PCO	Unclassified	Up to PB email systems
Public Safety Canada / Government Operations Centre	GOC Daily Operations Brief	Daily	Federal, Provincial and Territorial (FPT) Emergency Management (EM) and Critical Infrastructure Stakeholders (broad distribution)	Unclassified (Note: a classified addendum can be produced when required)	Up to PB email systems Classified addendum via secure network
Public Safety Canada / Government Operations Centre	Federal General Election Activity Report (Note: Prepared with input from Elections Canada)	Daily during a general election	The distribution list for the Report is determined by EC and may be expanded as necessary	Unclassified (Note: a classified addendum can be produced when required)	Up to PB email systems Classified addendum via secure network
Public Health Agency of Canada	FPT Public Health Measures for COVID-19	Weekly	Public Health stakeholders	Unclassified	Up to PB email systems
Public Health Agency of Canada	Situation Report: COVID-19	Daily	Public Health stakeholders	Unclassified	Up to PB email systems

Threat-specific Reports

Originator Agency / Department	Product Name	Frequency	Target Audience	Classification	Mean
Canadian Centre for Cyber Security	Threat to Democratic Process Assessment (3 rd Edition)	Once (Anticipated May 2021)	All Canadians	Unclassified	Website and disseminated to GC via PB network
Canadian Centre for Cyber Security	Threat to Democratic Process Assessment (3 rd Edition) Classified Brief	As needed (Anticipated June 2021)	ESCC and S&I Community	Up to TS/[]/CEO	Sent via secure network; by hand; or other means as arranged by CCCS
Canadian Centre for Cyber Security	Cyber Centre Reports	Ad hoc/as needed	ESCC and S&I Community	Up to TS/[]/CEO	PB network when possible Sent via secure network; by hand; or other means as arranged by CCCS
Canadian Centre for Cyber Security	Hotline Incident Report	As incidents are reported to CCCS from Ministers and Political Parties	CSE/PCO/SITE when there is a need to know and as privacy policies allow	Protected B	Up to PB email systems
Global Affairs Canada	Trends and tactics in foreign state sponsored information manipulation	Ad Hoc	ESCC, SITE and S&I Community	Unclassified	Up to PB email systems
Global Affairs Canada	RRM Monthly Trends	Monthly	ESCC, SITE and S&I Community	Unclassified	Up to PB email systems

Elections Canada / Security	Electoral District All Hazards Studies	Ongoing	Internal EC	Protected B	Up to PB email systems
Elections Canada / Security	Electoral District Single Page Summaries	Ongoing	EC Field Personnel Shared with SITE as needed	Unclassified	Up to PB email systems
Elections Canada / Security	Information and Events Analyses	When reports are released	Internal EC SITE & PCO as needed	Unclassified	Up to PB email systems
Elections Canada / Security	Risk Analyses	When a relevant threat occurs	Internal EC SITE & PCO as needed basis	Protected B	Up to PB email systems
Elections Canada / Electoral Integrity and Internal Audit	IRPPA Integrity Risk Analyses (when relevant to electoral security)	As required	EC Senior Management and Program Leads Shared with SITE as needed	Protected B	Up to PB email systems
Security and Intelligence Threats to Elections (SITE)	Threat Landscape Update	Monthly	ESCC and S&I community	SECRET//CEO or higher	Sent via secure network; by hand; or other means as arranged by SITE partners
SITE	Threat Situation Report (SITREP)	Daily (during writ period)	Panel of 5	Up to TS// <input type="checkbox"/> //CEO	Sent via secure network; by hand; or other means as arranged by SITE partners
SITE	SITE Bulletins	Ad hoc / as needed	ESCC and S&I community	Up to TS// <input type="checkbox"/> //CEO	Sent via secure network; by hand; or other means as arranged by SITE partners

ANNEX B**Electoral Security Coordination Committee (ESCC)****Coordination Meetings Cadence****Prior to 44th General Election leading to Writ**

In preparation for the general election, the ESCC structure will meet periodically to coordinate readiness activities, review threat landscape, and update their response mechanisms to address identified threats and risks.

Committee	Frequency
DG ESCC	Monthly or as required
ADM ESCC	Monthly or as required
DM ESCC	Quarterly or as required
Panel	As required

During the 44th General Election (writ period)

During GE44, the following cadence of meetings and information products will be followed in order to ensure information sharing during the writ period:

Committee	Frequency
DG ESCC	Monday and Wednesdays or as required
Joint DG/ADM ESCC	Fridays or as required
ADM ESCC	As required
DM ESCC	As required
Panel	Weekly or as required