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# RENEWING CANADA'S NATIONAL SECURITY AND INTELLIGENCE GOVERNANCE STRUCTURE

Briefing for Deputy National Security and Intelligence Advisor  
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Government of Canada  
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Gouvernement du Canada  
Bureau du Conseil privé

Canada

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## CANADA'S CURRENT NATIONAL SECURITY AND INTELLIGENCE (NSI) GOVERNANCE STRUCTURE



### Issues and Gaps

- Overlap in membership and mandates
- Duplication of discussions across multiple committees
- Too many meetings, not enough effect
- Gaps in support (e.g. agenda-setting, timely materials, recordkeeping, task tracking)
- Inconsistent follow-through or follow-up
- Linkages between intelligence, policy and operations streams of work are limited (intelligence/policy nexus)
- Inconsistent information flow down to lower levels, sewing confusion and impeding work
- As threats diversify and proliferate, governance challenges limit efficacy of NSI community to keep Canada and Canadians secure

**Canada's current NSI governance structure is not optimally or efficiently organized.**

Note: Emergency preparedness is not fully scoped into this exercise.

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## RENEWING CANADA'S NATIONAL SECURITY AND INTELLIGENCE GOVERNANCE

### Core Functions of NSI Governance

1. Monitor current operational issues/events and coordinate the holistic GoC responses and actions.
2. Enable strategic planning and synchronization across the NSI community, in support of whole-of-government priorities and goals.
3. Support the provision of coherent, comprehensive, and evidence based advice and recommendations (policy and operational) to the Prime Minister, Ministers, and Cabinet.
4. Facilitate effective use of intelligence to prevent strategic surprise, diminish threats, and seize opportunities.

### Guiding Principles for Canada's NSI Governance Renewal

Coherent and Coordinated

Streamlined

Efficient

Effective

Accountable

Respectful of Mandated Roles

Purposeful

### Goals for a Renewed NSI Governance Structure

- Support informed decision-making at all levels
- Deliver coordinated operational effects, policy development, and intelligence
- Improve information flow
- Enhance connectivity at the intelligence-policy nexus
- Effectively manage NSI enterprise
- Track performance and results
- Ensure effective support to DM and ADM Committees: TORs, agenda planning, task tracking, records, timely and high-quality materials

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## OPTIONS FOR RENEWED NSI GOVERNANCE STRUCTURE

**Choice 1**  
**Role of NSIA & D/NSIA, FDPA**

**CONVENER**  
NSIA chairs/co-chairs all DM Committees. May leverage DNSIA and FDPA as vice chairs. Departmental DMs may serve as co-chairs.

**LEADER**  
NSIA chairs one tightly focused Committee comprising Chairs of subordinate DM Committees chaired by Departmental DMs and/or D/NSIA and FDPA.

**ARBITER**  
NSIA chairs no Committee but is ex-officio member of all. Most DM Committees are chaired by Departments, with the exception of Int Coord (chaired by D/NSIA).

 = recommended

**Choice 2**  
**Committee Structure** (Detailed pros and cons on next slide)

**ISSUE-BASED**  
**Seven** DM Committees (NSI-POL, NSI-OPS, Intel Coord, FDP, DM Protection, DM Indo-Pac, Emergency Management)

**CONSOLIDATED but ISSUE FOCUSED**  
**Five** DM Committees (NSI-POL, NSI-OPS, FDP, EM, Intel Coord)

**CONSOLIDATED**  
**Four** DM Committees (NSI, EM, FDP, Intel Coord)

**COMBINED AND ALIGNED**  
**Two** DM Committees (NSI/FDP/EM, Intel Coord)

- Committees would follow an agile membership model, composed of core and ex-officio members. Core members would have standing invitations to each meeting, ex-officio members would be invited based on agenda items.
- Temporary sub-committees, ad hoc meetings, and task forces would remain an option, but multiplication and proliferation of meetings would be discouraged. Coherence is maintained through the unified and centralized secretariat.
- Agendas will be carefully managed to ensure appropriate forward planning, balance of policy and operational items, and information sharing/ AOB issues as necessary (especially for non core members).

**Choice 3**  
**Support Structure**

**UNIFIED AND CENTRALIZED SECRETARIAT**  
One PCO-based secretariat, internal to NSIS branch, consolidates resources from departments.

**STREAMLINED STATUS QUO**  
Fewer, but dispersed secretariats in relevant line departments.

**A structure is only as sturdy as its foundation.**

The success of any chosen DM governance model will need to be supported by a clear and aligned structure of ADM, DG, and working level committees.



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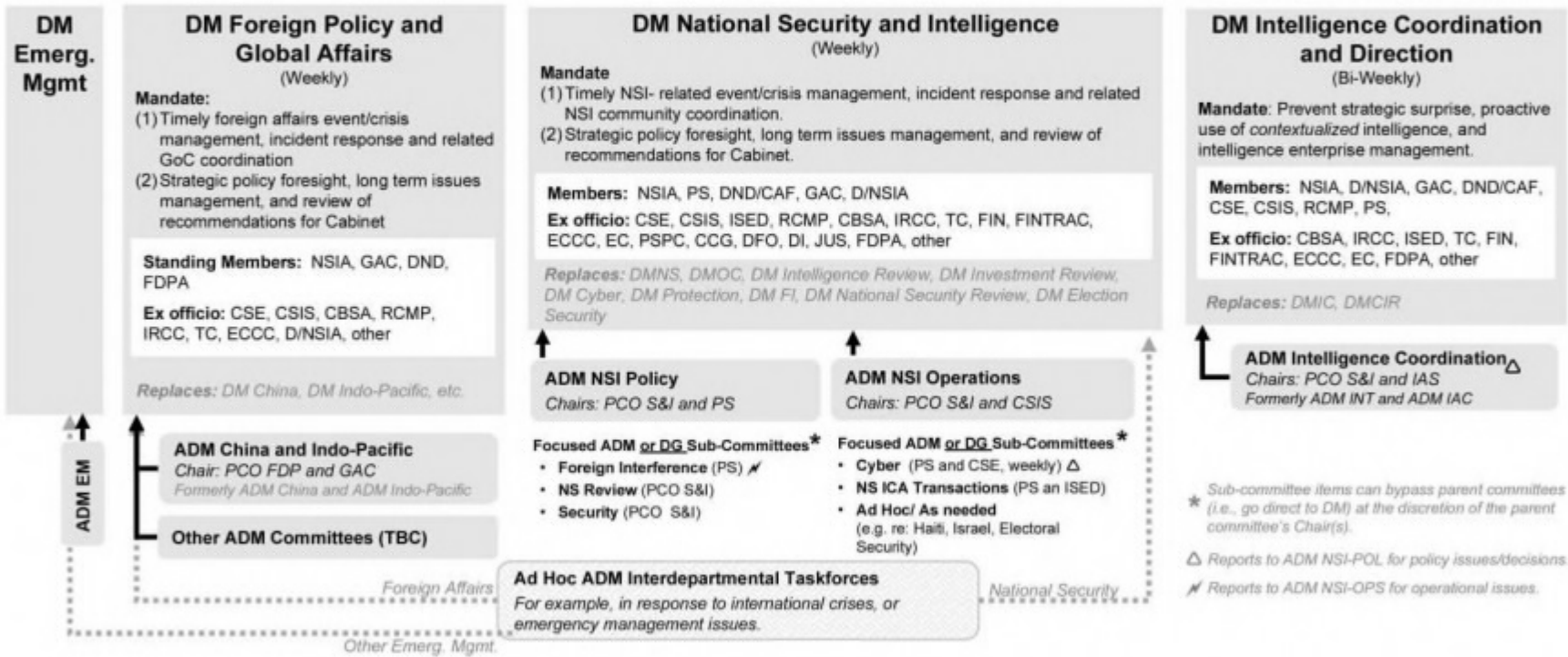
## COMMITTEE STRUCTURE OPTIONS – PROS & CONS

### Committee Structure PROS and CONS

ISSUE-BASED	CONSOLIDATED but ISSUE FOCUSED	CONSOLIDATED	COMBINED AND ALIGNED
<p><b>Seven DM Committees</b> (NSI-POL, NSI-OPS, Intel Coord, EM, FDP, Protection, Indo-Pac)</p> <p><b>PROS</b></p> <ul style="list-style-type: none"> <li>• Less change from status quo</li> <li>• Enables focused efforts on priority areas</li> </ul> <p><b>CONS</b></p> <ul style="list-style-type: none"> <li>• Less coordinated and coherent</li> <li>• More logistically challenging and time intensive for participants</li> </ul>	<p><b>Five DM Committees</b> (NSI-POL, NSI-OPS, Intel Coord, FDP, EM) <i>See Appendix B</i></p> <p><b>PROS</b></p> <ul style="list-style-type: none"> <li>• Enables distinct rhythm of ops vs policy issues</li> <li>• Functionally similar to status quo – less disruptive</li> </ul> <p><b>CONS</b></p> <ul style="list-style-type: none"> <li>• May continue to encourage silos between operations and policy</li> <li>• Still somewhat logistically challenging and time intensive for participants</li> </ul>	<p><b>Four DM Committees</b> (NSI, FDP, EM, Intel Coord) <i>See Appendix A</i></p> <p><b>PROS</b></p> <ul style="list-style-type: none"> <li>• (NSI) May encourage more immediate linkages between operations and policy issues</li> <li>• Reflects DM authority for both policy and operational issues</li> </ul> <p><b>CONS</b></p> <ul style="list-style-type: none"> <li>• Potential for unruly agendas (if not carefully managed)</li> <li>• Risk of operations (or policy) issues eating up all NSI committee bandwidth (if not carefully managed)</li> </ul>	<p><b>Two DM Committees</b> (NSI-FDP-EM, Intel Coord) <i>See Appendix C</i></p> <p><b>PROS</b></p> <ul style="list-style-type: none"> <li>• Supports unified consideration of FDP, EM, and NSI issues</li> </ul> <p><b>CONS</b></p> <ul style="list-style-type: none"> <li>• Risk of operations (or policy) issues eating up all NSI committee bandwidth</li> <li>• One NSI-FDP committee may be unwieldy in terms of agendas and participation</li> </ul>
<p><i>Complementing NSIA Role</i></p> <p>NSIA as <b>LEADER</b> or <b>ARBITER</b></p>	<p>NSIA as <b>CONVENER</b></p>		
<p><i>Complementing Support Structure</i></p> <p><b>STREAMLINED STATUS QUO SECRETARIAT</b></p>	<p><b>UNIFIED AND CENTRALIZED SECRETARIAT</b></p>		

**APPENDIX A: FOUR COMMITTEE OPTION (Recommended)**

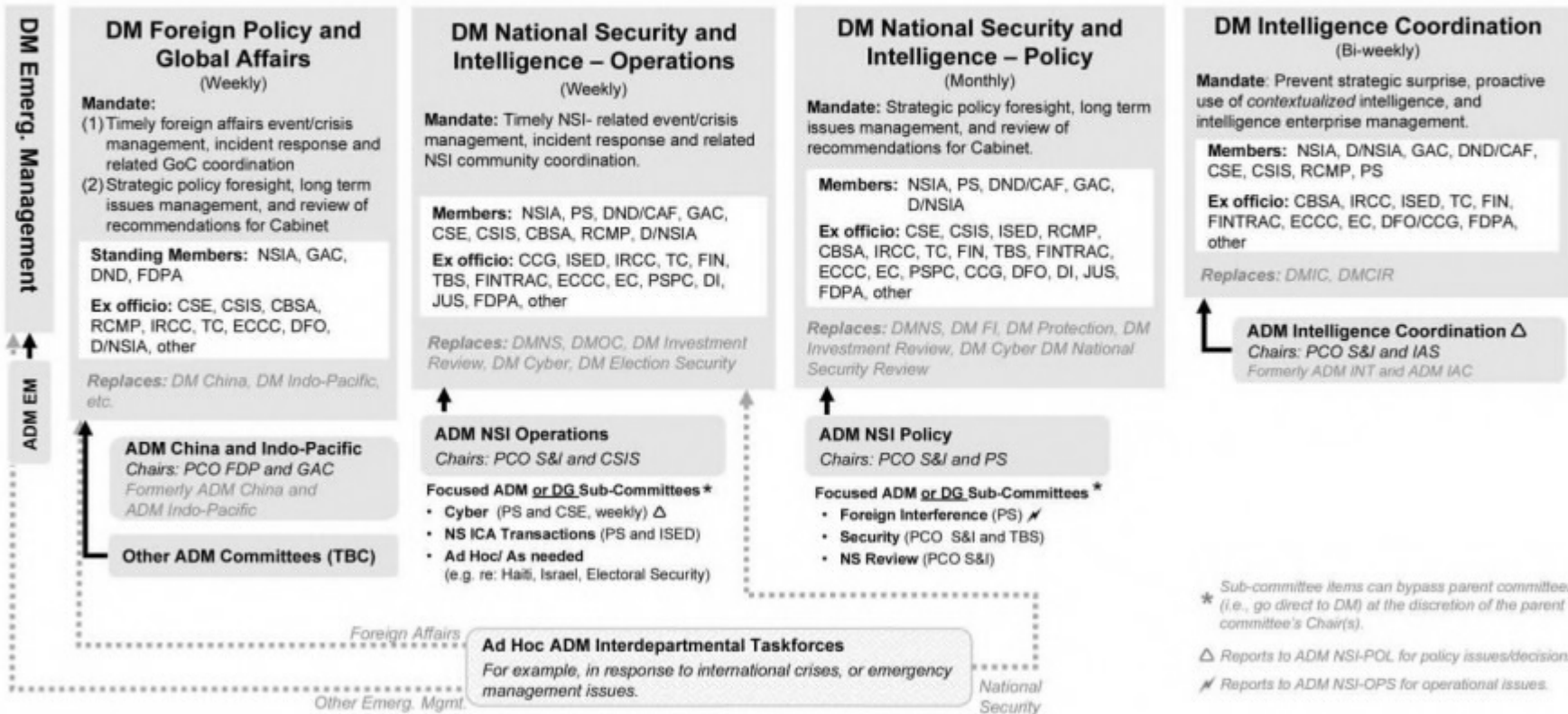
**Cabinet Committee on Global Affairs and Public Security, National Security Council, (Ad Hoc) Incident Response Group**



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**APPENDIX B: FIVE COMMITTEE OPTION**

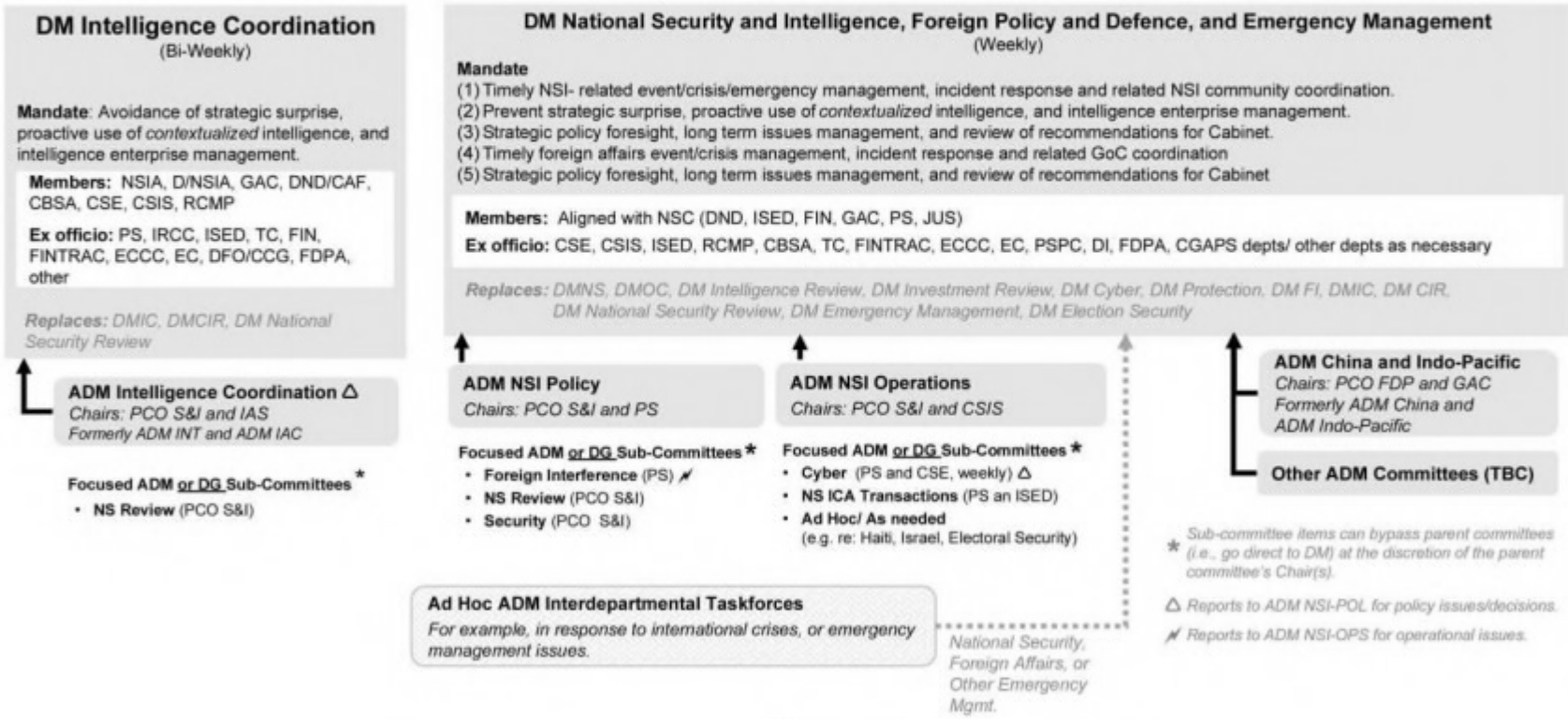
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**APPENDIX C: TWO COMMITTEE OPTION**

**Cabinet Committee on Global Affairs and Public Security, National Security Council, (Ad Hoc) Incident Response Group**





## Slide Notes

### Slide 3: PROPOSAL

Seize the opportunity presented by the creation of the National Security Council to revisit how the NSI community organizes itself for action.

NSIA convenes key National Security and Intelligence Community Deputy Ministers with a proposal for a renewed NSI governance structure.

The renewed structure should be aligned with identified and deliberate principles, functions, and goals.

This proposal can be separate from or integrated into the NSC governance structure. Pros/cons of either approach will need to be assessed.

### Slide 5: EXPETED OUTCOMES

Any governance model, with appropriate support structures, would improve the ability of Canada's NSI community to execute core functions, and would support trust-building across the community.

Clear terms of reference, roles, and responsibilities, task tracking and record keeping would also enable more efficient and accountable delegation of authorities to lower levels of governance, freeing deputy ministers' to focus on the most strategic priorities.

### NEXT STEPS

1. Further analysis to...

Confirm committee memberships,

Draft preliminary Terms of Reference for DM and ADM committees (including requirements for Records of Decision, etc.),

Assess resource implications and secretariat design (zero net new FTEs anticipated – may require redistribution across departments),  
and

Develop sample forward agendas and calendars

2. Finalize Proposal and Engage Departmental DMs

3. Implementation and exploration of complementary proposals to improve institutional support (DM structure will not address some key institutional issues limiting efficacy of the NSI community):

National Intelligence Coordinator – defining a clear role for the D/NSIA to ensure coordination across the intelligence-policy nexus

National Intelligence Managers function – coordinating intelligence producers and consumers from the working level

Tackling NSI enterprise challenges – continuing ongoing dissemination and feedback efforts, addressing OSINT challenges, addressing authorities gaps, dealing with community-wide HR challenges, etc.