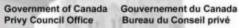
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RENEWING CANADA'S NATIONAL SECURITY AND INTELLIGENCE GOVERNANCE STRUCTURE

Briefing for Deputy National Security and Intelligence Advisor November 2023





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.

RENEWING CANADA'S NATIONAL SECURITY AND INTELLIGENCE GOVERNANCE

Core Functions of NSI Governance

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

Streamlined
Accountable
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

OPTIONS FOR RENEWED NSI GOVERNANCE STRUCTURE

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CONVENER

Choice 1

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

Role of NSIA & D/NSIA, FDPA

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 exofficio member of all. Most DM Committees are chaired by Departments, with the exception of Int Coord (chaired by D/NSIA).

= recommended

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

COMMITTEE STRUCTURE OPTIONS - PROS & CONS

Committee Structure PROS and CONS

ISSUE-BASED

Seven DM Committees (NSI-POL, NSI-OPS, Intel Coord, EM, FDP, Protection, Indo-Pac)

PROS

- · Less change from status quo
- Enables focused efforts on priority areas

CONS

- · Less coordinated and coherent
- More logistically challenging and time intensive for participants

CONSOLIDATED but ISSUE FOCUSED

Five DM Committees (NSI-POL, NSI-OPS, Intel Coord, FDP, EM) See Appendix B

PROS

- Enables distinct rhythm of ops vs policy issues
- Functionally similar to status quo – less disruptive

CONS

- May continue to encourage silos between operations and policy
- Still somewhat logistically challenging and time intensive for participants

CONSOLIDATED

Four DM Committees (NSI, FDP, EM, Intel Coord) See Appendix A

PROS

- (NSI) May encourage more immediate linkages between operations and policy issues
- Reflects DM authority for both policy and operational issues

CONS

- Potential for unruly agendas (if not carefully managed)
- Risk of operations (or policy) issues eating up all NSI committee bandwidth (if not carefully managed)

COMBINED AND ALIGNED

Two DM Committees (NSI-FDP-EM, Intel Coord) See Appendix C

PROS

 Supports unified consideration of FDP, EM, and NSI issues

CONS

- Risk of operations (or policy) issues eating up all NSI committee bandwidth
- One NSI-FDP committee may be unwieldly in terms of agendas and participation

Complementing NSIA Role

NSIA as LEADER or ARBITER

Complementing Support Structure

STREAMLINED STATUS QUO SECRETARIAT **NSIA** as **CONVENER**

UNIFIED AND CENTRALIZED SECRETARIAT

APPENDIX A: FOUR COMMITTEE OPTION (Recommended)

Mandate

NSI community coordination.

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

DM Foreign Policy and DM Emerg. **Global Affairs** (Weekly) Mgmt Mandate: (1) Timely foreign affairs event/crisis management, incident response and related GoC coordination (2) Strategic policy foresight, long term issues management, and review of recommendations for Cabinet Standing Members: NSIA, GAC, DND. Ex officio: CSE, CSIS, CBSA, RCMP, IRCC, TC, ECCC, D/NSIA, other Replaces: DM China, DM Indo-Pacific, etc. ADM China and Indo-Pacific ADM EM Chair: PCO FDP and GAC Formerly ADM China and ADM Indo-Pacific

Other ADM Committees (TBC)

Foreign Affairs

Other Emerg. Mgmt.

recommendations for Cabinet. Members: NSIA, PS, DND/CAF, GAC, D/NSIA Ex officio: CSE, CSIS, ISED, RCMP, CBSA, IRCC, TC, FIN, FINTRAC. ECCC, EC, PSPC, CCG, DFO, DI, JUS, FDPA, other Replaces: DMNS, DMOC, DM Intelligence Review, DM Investment Review, DM Cyber, DM Protection, DM FI, DM National Security Review, DM Election Security **ADM NSI Policy** ADM NSI Operations Chairs: PCO S&I and PS Chairs: PCO S&I and CSIS Focused ADM or DG Sub-Committees * Focused ADM or DG Sub-Committees* Cyber (PS and CSE, weekly) △ Foreign Interference (PS) # · NS ICA Transactions (PS an ISED) NS Review (PCO S&I) · Ad Hoc/ As needed Security (PCO S&I) (e.g. re: Haiti, Israel, Electoral Security) Ad Hoc ADM Interdepartmental Taskforces

National Security

DM National Security and Intelligence

(Weekly)

(1) Timely NSI- related event/crisis management, incident response and related

(2) Strategic policy foresight, long term issues management, and review of

DM Intelligence Coordination and Direction

(Bi-Weekly)

Mandate: Prevent strategic surprise, proactive use of contextualized intelligence, and intelligence enterprise management.

Members: NSIA, D/NSIA, GAC, DND/CAF, CSE, CSIS, RCMP, PS.

Ex officio: CBSA, IRCC, ISED, TC, FIN, FINTRAC, ECCC, EC, FDPA, other

Replaces: DMIC, DMCIR

ADM Intelligence Coordination

Chairs: PCO S&I and IAS
Formerly ADM INT and ADM IAC

- Sub-committee items can bypass parent committees * (i.e., go direct to DM) at the discretion of the parent committee's Chair(s).
- A Reports to ADM NSI-POL for policy issues/decisions.

For example, in response to international crises, or

emergency management issues.

For Public Release

DM Emerg.

Management

Mandate:

DND. FDPA

D/NSIA, other

Replaces: DM China, DM Indo-Pacific,

Other ADM Committees (TBC)

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

(Weekly)

management, incident response and

(1) Timely foreign affairs event/crisis

(2) Strategic policy foresight, long term

recommendations for Cabinet

Standing Members: NSIA, GAC,

Ex officio: CSE, CSIS, CBSA, RCMP, IRCC, TC, ECCC, DFO,

issues management, and review of

related GoC coordination

APPENDIX B: FIVE COMMITTEE OPTION

DM Foreign Policy and **DM National Security and Global Affairs** Intelligence - Operations

(Weekly)

Mandate: Timely NSI- related event/crisis management, incident response and related NSI community coordination.

Members: NSIA, PS, DND/CAF, GAC, CSE, CSIS, CBSA, RCMP, D/NSIA

Ex officio: CCG. ISED. IRCC. TC. FIN. TBS, FINTRAC, ECCC, EC, PSPC, DI, JUS, FDPA, other

Replaces: DMNS, DMOC, DM Investment Review, DM Cyber, DM Election Security

ADM NSI Operations

Chairs: PCO S&I and CSIS

Focused ADM or DG Sub-Committees *

- · Cyber (PS and CSE, weekly) △
- · NS ICA Transactions (PS and ISED)
- · Ad Hoc/ As needed (e.g. re: Haiti, Israel, Electoral Security)

DM National Security and Intelligence - Policy

(Monthly)

Mandate: Strategic policy foresight, long term issues management, and review of recommendations for Cabinet.

Members: NSIA, PS, DND/CAF, GAC,

D/NSIA

Ex officio: CSE, CSIS, ISED, RCMP, CBSA, IRCC, TC, FIN, TBS, FINTRAC, ECCC, EC, PSPC, CCG, DFO, DI, JUS, FDPA, other

Replaces: DMNS, DM FI, DM Protection, DM Investment Review, DM Cyber DM National Security Review

ADM NSI Policy

Chairs: PCO S&I and PS

Focused ADM or DG Sub-Committees *

- Foreign Interference (PS) *
- · Security (PCO S&I and TBS)
- · NS Review (PCO S&I) 5------

National Security

DM Intelligence Coordination

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(Bi-weekly)

Mandate: Prevent strategic surprise, proactive use of contextualized intelligence, and intelligence enterprise management.

Members: NSIA, D/NSIA, GAC, DND/CAF, CSE, CSIS, RCMP, PS

Ex officio: CBSA, IRCC, ISED, TC, FIN. FINTRAC, ECCC, EC, DFO/CCG, FDPA,

Replaces: DMIC, DMCIR

ADM Intelligence Coordination △

Chairs: PCO S&I and IAS Formerly ADM INT and ADM IAC

Sub-committee items can bypass parent committees * (i.e., go direct to DM) at the discretion of the parent committee's Chair(s).

A Reports to ADM NSI-POL for policy issues/decisions.

Ad Hoc ADM Interdepartmental Taskforces

For example, in response to international crises, or emergency management issues.

· Other Emerg. Mgmt

APPENDIX C: TWO COMMITTEE OPTION

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

DM Intelligence Coordination

(Bi-Weekly)

Mandate: Avoidance of strategic surprise, proactive use of contextualized intelligence, and intelligence enterprise management.

Members: NSIA, D/NSIA, GAC, DND/CAF, CBSA, CSE, CSIS, RCMP

Ex officio: PS. IRCC, ISED, TC, FIN, FINTRAC, ECCC, EC, DFO/CCG, FDPA,

Replaces: DMIC, DMCIR, DM National Security Review

> ADM Intelligence Coordination △ Chairs: PCO S&I and IAS Formerly ADM INT and ADM IAC

Focused ADM or DG Sub-Committees

· NS Review (PCO S&I)

(Weekly) Mandate

- Timely NSI- related event/crisis/emergency management, incident response and related NSI community coordination.
- (2) Prevent strategic surprise, proactive use of contextualized intelligence, and intelligence enterprise management.
- (3) Strategic policy foresight, long term issues management, and review of recommendations for Cabinet.
- (4) Timely foreign affairs event/crisis management, incident response and related GoC coordination
- (5) Strategic policy foresight, long term issues management, and review of recommendations for Cabinet

Members: Aligned with NSC (DND, ISED, FIN, GAC, PS, JUS)

Ex officio: CSE, CSIS, ISED, RCMP, CBSA, TC, FINTRAC, ECCC, EC, PSPC, DI, FDPA, CGAPS depts/ other depts as necessary

DM National Security and Intelligence, Foreign Policy and Defence, and Emergency Management

Replaces: DMNS, DMOC, DM Intelligence Review, DM Investment Review, DM Cyber, DM Protection, DM FI, DMIC, DM CIR. DM National Security Review, DM Emergency Management, DM Election Security

ADM NSI Policy

Chairs: PCO S&I and PS

Focused ADM or DG Sub-Committees *

Ad Hoc ADM Interdepartmental Taskforces

For example, in response to international crises, or emergency

- Foreign Interference (PS) /
- · NS Review (PCO S&I)
- · Security (PCO S&I)

management issues.

ADM NSI Operations

Chairs: PCO S&I and CSIS

Focused ADM or DG Sub-Committees *

- Cyber (PS and CSE, weekly) △
- · NS ICA Transactions (PS an ISED)
- · Ad Hoc/ As needed (e.g. re: Haiti, Israel, Electoral Security)

National Security. Foreign Affairs, or

............... Other Emergency Mgmt.

ADM China and Indo-Pacific

Chairs: PCO FDP and GAC Formerly ADM China and ADM Indo-Pacific

Other ADM Committees (TBC)

- Sub-committee items can bypass parent committees * (i.e., go direct to DM) at the discretion of the parent committee's Chair(s).
- △ Reports to ADM NSI-POL for policy issues/decisions.

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

For Public Release

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
- 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.