

# **Security Intelligence Review Committee**

**2018–19**

Departmental Plan

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The Right Honourable Justin Trudeau  
Prime Minister of Canada



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## Chair's message

I am pleased to submit the Security Intelligence Review Committee's Departmental Plans for 2018-2019.

Our 2017–18 Departmental Plan replaced the Report on Plans and Priorities with a simplified report. Our objective with this new format was to communicate our annual performance goals, and financial and human resources forecasted to deliver results, in a manner that is more transparent and straightforward for its intended audience – Parliamentarians and Canadians.

With this report, we will continue to use this new format to provide information on what SIRC does and the results we are trying to achieve during the upcoming year. In it, we describe our programs and services for Canadians, our priorities for 2018–19, and how our work will fulfill our mandate commitments and the government's priorities.

In the coming year, SIRC will continue to fulfill its mandate through its three core functions: certifying the CSIS Director's annual report to the Minister of Public Safety, conducting in-depth reviews of CSIS operations, and investigating complaints.

While the Committee continues to discharge its mandate, however, it has in mind the possibility of change in the near future. At the time of writing, Bill C-59 remains before Parliament and with it the government's proposal to create the National Security and Intelligence Review Agency, or NSIRA – which will be responsible for reviewing intelligence and national security activities across government. If passed without amendment, NSIRA will expand dedicated national security review of the type that SIRC has been doing for more than 30 years to all departments and agencies with responsibility for national security and intelligence.

The transitional provisions in the proposed legislation that will create NSIRA provide that SIRC's current staff will carry over to the new NSIRA, and the Committee members will continue in their functions until the end of their mandate. SIRC will thus form the foundation for NSIRA.

During this year, we will manage our ongoing work while, at the same time, taking those actions that are appropriate to contribute to a smooth transition to NSIRA, and in such a way as to minimize the disruption to its review and investigations work with respect to CSIS. This will entail engaging with governmental partners, including those that form part of Canada's national security community, on some of the practical aspects of the transition that are anticipated. SIRC also looks forward to having productive discussions with the newly created National Security and Intelligence Committee of Parliamentarians.





## Plans at a glance

### Better inform Canadians and Parliamentarians

SIRC research methodology is designed to address a broad range of subjects on a timely and topical basis, all the while ensuring close and continuous scrutiny of high risk areas. In deciding which matters to review, SIRC considers a number of factors including: recent developments or events with the potential to represent or develop into threats to the security of Canada; intelligence priorities identified by the Government of Canada; CSIS activities that could have an impact on individual rights and freedoms; issues identified in the course of SIRC’s investigations; and new legislation, direction or initiatives affecting CSIS.

Using SIRC’s planning tools, including a new risk-based planning matrix, SIRC will ensure that the reviews for the next fiscal year provide as much coverage as possible of high-risk issues and touch on all branches, areas of investigation and regions of CSIS. Moreover, SIRC is undertaking a longer term planning approach to ensure that all programs and activities are reviewed on a regular and cyclical basis. SIRC will also continue to provide its annual assessment, as legislated, of CSIS’s Threat Reduction Measures (TRM) and certify the Director’s Report to the Minister of Public Safety. Finally, SIRC will release its annual reports earlier in the calendar year to provide timelier, hence more relevant, information about CSIS’ activities to Canadians and Parliamentarians.

#### **Continue to improve access to justice**

The continued modernization of SIRC’s Rules of Procedure on the basis of best practices, developed internally as well as inspired from other investigatory administrative tribunals, remains a central focus of SIRC’s ongoing strategy to improve the access to its process and its timely completion. Accordingly, SIRC will continue to assess its Rules of Procedures to ensure that Canadians receive a timely answer to their complaints against CSIS, while respecting the principles of fundamental justice such as the right to be heard by an impartial arbiter.

Investigations will continue to work on streamlining internal processes relevant to case management to build-in flexibility for resource allocation and to assist with the training of new staff as part of its effort to support SIRC members in their quasi-judicial function. This year a new case management software will be launched to support this exercise.

For more information on SIRC’s plans, priorities and planned results, see the “Planned results” section of this report.

## Planned results: what we want to achieve this year and beyond

### Core Responsibility

#### **Investigations of Canadian Security Intelligence Services' operational activities**

##### **Description**

SIRC is an external independent review body responsible for: reviewing the Canadian Security Intelligence Service to determine whether its operational activities complied with the law and ministerial direction; investigating complaints by any person about any action of the Service, including denials of security clearances; and, certifying the Canadian Security Intelligence Service Director's annual report to the Minister of Public Safety and Emergency Preparedness to determine whether any activities were not authorized, contravened ministerial direction, or involved any unreasonable or unnecessary exercise of powers. The Committee makes findings and, where appropriate, recommendations designed to improve performance and prevent non-compliance. The results of this work, edited to protect national security and personal privacy, are summarized in an annual report, which is tabled in Parliament by the Minister.

##### **Planning Highlights**

SIRC's reviews are designed to address a broad range of subjects on a timely and topical basis, all the while ensuring close and continuous scrutiny of areas of high-risk. In deciding which matters to review, SIRC considers a number of factors including: developments or events with the potential to represent threats to the security of Canada; intelligence priorities identified by the Government of Canada; CSIS activities that could have an impact on individual rights and freedoms; issues identified in the course of SIRC's investigations; and new legislation, direction or initiatives affecting CSIS.

Using SIRC's planning tools, including a new risk-based planning approach, SIRC will ensure that the reviews for the next fiscal year provide as much coverage of high-risk issues as possible and touch on all major programs, branches, and CSIS regional offices. Moreover, SIRC is undertaking a more long-term planning approach to ensure that all programs and activities are reviewed on a regular and cyclical basis.

In order to maximize coverage and understanding of CSIS's activities within the broader Canadian intelligence community, SIRC will continue to engage with existing review bodies in the coming year.

The continued modernization of SIRC's Rules of Procedure on the basis of best practices, developed internally and imported from other investigatory administrative tribunals, remains a central focus of SIRC's ongoing strategy to improve the access to its process and its

timely completion. As such, possible amendments to the Rules will continue to be brought to the Committee for consideration.

For Investigations, SIRC will continue to work on streamlining internal processes relevant to case management to build-in flexibility for resource allocation and to assist with the training of new staff as part of its effort to support SIRC members in their quasi-judicial function. These efforts are supported by a case management software launched last fiscal year. Investigations will also continue to develop a strong in-house legal advisory service, providing legal advice in regards to specific reviews of CSIS' operations, as well as a wide range of corporate issues. In line with the development this year of a tool to measure the complainants' satisfaction with the complaint process, these improvements will allow SIRC to collect the data it needs to improve its processes, with the objective of providing a better access to justice for Canadians by investigating their complaints in a timelier fashion.

SIRC relies heavily on its information resources to effectively fulfill its mandate. Improvements to the organization of information through the introduction of procedures, standards and an increased repository of electronic information has positioned SIRC well to move forward with its two year project on the digitalization of paper documents and easier access to information.

SIRC was provided additional resources to transform the bulk of the information currently on paper to be scanned into the information management. These initiatives will provide the tools for SIRC to be more efficient and effective.

SIRC will continue the implementation of the integrated electronic document case management system for its Investigations and Reviews. This tool provides SIRC with better and easier access to its documents and processes, thereby increasing efficiency and reducing a reliance on paper.

**Planned results**

Departmental Results	Departmental Result Indicators	Target	Date to achieve target	2014–15 Actual results	2015–16 Actual results	2016–17 Actual results
<b>CSIS complies with the law and its actions are reasonable and necessary</b>	% of high- and medium-risk operational activities reviewed annually	80%  New indicator	2019-20	N/A	N/A	75%
	Degree to which the parties to complaints are satisfied with the complaints process	New indicator  Target to be established by March 31, 2020	2022-23	N/A	N/A	N/A
	% of recommendations accepted by the Canadian Security Intelligence Service	90%	2018-19	100%	88%	95%
	% of recommendations advanced by the Canadian Security Intelligence Service	80%  New indicator	2019-20	N/A	N/A	N/A

**Core Responsibility:** Investigations of Canadian Security Intelligence Services' operational activities

Budgetary financial resources (dollars)

2018–19 Main Estimates	2018–19 Planned spending	2019–20 Planned spending	2020–21 Planned spending
\$3,737,163	\$3,737,163	\$3,727,163	\$2,061,376

## Human resources (full-time equivalents)

2018–19 Planned full-time equivalents	2019–20 Planned full-time equivalents	2020–21 Planned full-time equivalents
24.5	24.5	13.5

Financial, human resources and performance information for the [name of department]'s Program Inventory is available in the GC [InfoBase](#).<sup>i</sup>

**Internal Services****Description**

Internal Services are those groups of related activities and resources that the federal government considers to be services in support of Programs and/or required to meet corporate obligations of an organization. Internal Services refers to the activities and resources of the 10 distinct service categories that support Program delivery in the organization, regardless of the Internal Services delivery model in a department. The 10 service categories are: Management and Oversight Services; Communications Services; Legal Services; Human Resources Management Services; Financial Management Services; Information Management Services; Information Technology Services; Real Property Services; Materiel Services; and Acquisition Services.

## Budgetary financial resources (dollars)

2018–19 Main Estimates	2018–19 Planned spending	2019–20 Planned spending	2020–21 Planned spending
\$1,396,677	\$1,396,677	\$1,399,863	\$1,001,909

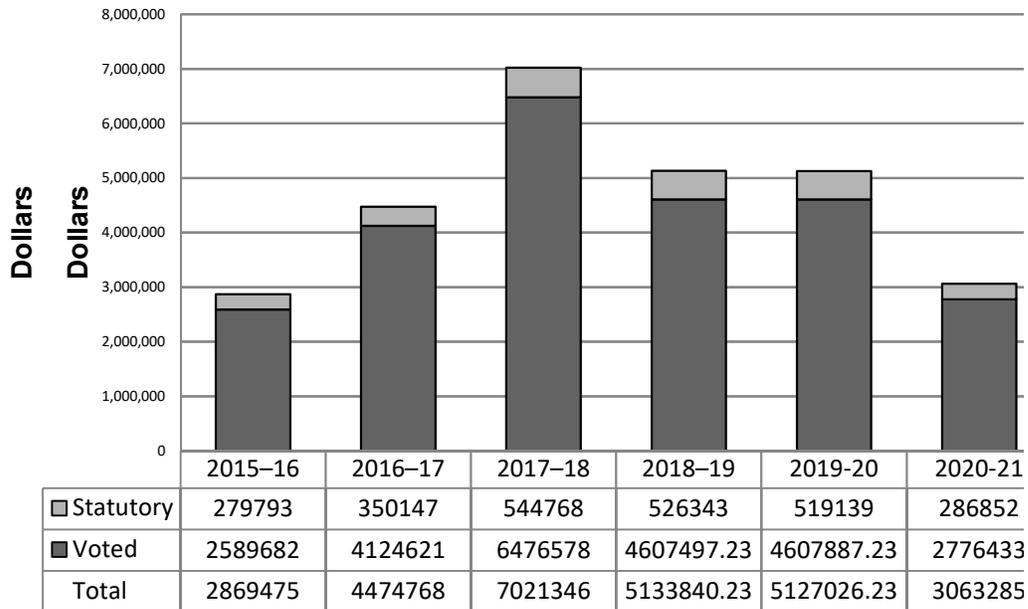
## Human resources (full-time equivalents)

2018–19 Planned full-time equivalents	2019–20 Planned full-time equivalents	2020–21 Planned full-time equivalents
8.5	7.5	4.5

## Spending and human resources

### Planned spending

#### Departmental spending trend graph



SIRC’s overall spending when compared with 2015-16 has increased. SIRC was allocated strategic funds for 2016-17 and the additional capacity was extended until 2019-20 in order to support the changes planned in the government and allowing SIRC to keep pace with CSIS’s expanded activities.

The current government’s discussions on national security accountability will have an impact on SIRC but it is too early at this stage to determine the extent of its financial impact.

## Budgetary planning summary for Core Responsibility and Internal Services (dollars)

Core Responsibility and Internal Services	2015–16 Expenditures	2016–17 Expenditures	2017–18 Forecast spending	2018–19 Main Estimates	2018–19 Planned spending	2019–20 Planned spending	2020–21 Planned spending
Investigations of CSIS' operational activities	\$1,825,172	\$2,651,234	\$3,773,649	\$3,737,163	\$3,737,163	\$3,727,163	\$2,061,376
Internal Services	\$1,044,303	\$1,823,534	\$3,247,697	\$1,396,677	\$1,396,677	\$1,399,863	\$1,001,909
<b>Total</b>	\$2,869,475	\$4,474,768	\$7,021,346	\$5,133,840	\$5,133,840	\$5,127,026	\$3,063,285

## Planned human resources

Human resources planning summary for Core Responsibilities and Internal Services (full-time equivalents)

Core Responsibility and Internal Services	2015–16 Actual	2016–17 Actual	2017–18 Forecast	2018–19 Planned	2019–20 Planned	2020–21 Planned
Investigations of CSIS' operational activities	12.0	17.0	24.5	24.5	24.5	13.5
Internal Services	5.5	8.0	8.5	8.5	7.5	4.5
<b>Total</b>	17.5	25.0	33.0	33.0	32.0	18.0

## Estimates by vote

For information on SIRC's organizational appropriations, consult the

## Future-Oriented Condensed Statement of Operations

The Future-Oriented Condensed Statement of Operations provides a general overview of SIRC’s operations. The forecast of financial information on expenses and revenues is prepared on an accrual accounting basis to strengthen accountability and to improve transparency and financial management.

Because the Future-Oriented Condensed Statement of Operations is prepared on an accrual accounting basis, and the forecast and planned spending amounts presented in other sections of the Departmental Plan are prepared on an expenditure basis, amounts may differ.

A more detailed Future-Oriented Statement of Operations and associated notes, including a reconciliation of the net cost of operations to the requested authorities, are available on [SIRC website](#)<sup>iii</sup>.

### Future-Oriented Condensed Statement of Operations for the year ended March 31, 2019 (dollars)

Financial information	2017–18 Forecast results	2018–19 Planned results	Difference (2018–19 Planned results minus 2017–18 Forecast results)
Total expenses	6,558,232	6,116,463	(441,769)
Total revenues	(3,328)	(6,081)	(2,753)
Net cost of operations before government funding and transfers	6,554,904	6,110,382	(444,522)

The net cost of operations before government funding and transfers for the 2018–19 Planned results is expected to decrease by \$444,522 when compared to the net cost of operations before government funding and transfers for the 2017–18 Forecast results. This decrease is mostly explained by a sunsetting of funds for the reallocation project being completed in 2017-18.

## Supplementary information

### Corporate information

#### **Organizational profile**

**Appropriate minister(s):** The Right Honourable Justin Trudeau, Prime Minister of Canada

**Institutional head:** The Honourable Pierre Blais, P.C.

**Enabling instrument(s):** *Canadian Security Intelligence Service Act*<sup>iv</sup>

**Year of incorporation / commencement:** 1984

#### **Raison d’être, Mandate and Role: who we are and what we do**

Raison d’être, mandate and role: who we are and what we do is available on the [SIRC website](#)<sup>v</sup>.

#### **Operating context and key risks**

Information on operating context and key risks is available on the [SIRC website](#)<sup>vi</sup>.

## Reporting framework

SIRC’s Departmental Results Framework and Program Inventory of record for 2018–19 are shown below:

<b>Core Responsibility: Investigations of Canadian Security Intelligence Services’ operational activities</b>			
<b>Departmental Results Framework</b>	<b>CSIS complies with the law and its actions are reasonable and necessary</b>	<b>Indicator:</b> Percentage of high- and medium-risk operational activities reviewed annually	<b>Internal Services</b>
		<b>Indicator:</b> Degree to which the parties to complaints are satisfied with the complaints process	
		<b>Indicator:</b> Percentage of recommendations accepted by CSIS	
		<b>Indicator:</b> Percentage of recommendations advanced by CSIS	
<b>Program Inventory</b>	<b>Program: Review of Canadian Security Intelligence Service operations</b>		
	<b>Program: Investigation of complaints against the Canadian Security Intelligence Service</b>		

The TBS Policy on Results became effective on July 1, 2016 and introduced a new reporting framework. The Departmental Results Framework (DRF) will act as the new framework for reporting to Parliament and Canadians on performance and expenditures in the Estimates and Public Accounts, beginning with the 2018–19 Departmental Plan. It replaces the Program Alignment Architecture (PAA) and Performance Measurement Framework previously required

under the TBS Policy on Management, Resources and Results Structures. The realignment of resources between former PAA and new DRF programs is shown below.

2018–19 Core Responsibility and Program Inventory	2017–18 Lowest-level program of the Program Alignment Architecture	Percentage of lowest-level Program Alignment Architecture program (dollars) corresponding to the program in the Program Inventory
<b>Core Responsibility: Investigations of Canadian Security Intelligence Services' operational activities</b>		
Review of Canadian Security Intelligence Service operations	Reviews	100%
Investigation of complaints against the Canadian Security Intelligence Service	Investigations	100%

## Supporting information on the Program Inventory

Supporting information on planned expenditures, human resources, and results related to SIRC's Program Inventory is available in the GC [InfoBase](#).<sup>vii</sup>

### Supplementary information tables

The following supplementary information table is available on the SIRC website<sup>viii</sup>:

- ▶ Gender-based analysis plus

### Federal tax expenditures

The tax system can be used to achieve public policy objectives through the application of special measures such as low tax rates, exemptions, deductions, deferrals and credits. The Department of Finance Canada publishes cost estimates and projections for these measures each year in the [Report on Federal Tax Expenditures](#).<sup>ix</sup> This report also provides detailed background information on tax expenditures, including descriptions, objectives, historical information and references to related federal spending programs. The tax measures presented in this report are the responsibility of the Minister of Finance.

### Organizational contact information

As presented in the [Government Electronic Directory Services](#)<sup>x</sup>

Security Intelligence Review Committee

P.O. Box 2430 Station "D"

Ottawa, Ontario

K1P 5W5

Telephone: (613) 990-8441

Facsimile: (613) 990-5230

Internet: [www.sirc-csars.gc.ca](http://www.sirc-csars.gc.ca)

E-Mail: [info@sirc-csars.gc.ca](mailto:info@sirc-csars.gc.ca)

## Appendix: definitions

### **appropriation (crédit)**

Any authority of Parliament to pay money out of the Consolidated Revenue Fund.

### **budgetary expenditures (dépenses budgétaires)**

Operating and capital expenditures; transfer payments to other levels of government, organizations or individuals; and payments to Crown corporations.

### **Core Responsibility (responsabilité essentielle)**

An enduring function or role performed by a department. The intentions of the department with respect to a Core Responsibility are reflected in one or more related Departmental Results that the department seeks to contribute to or influence.

### **Departmental Plan (plan ministériel)**

A report on the plans and expected performance of appropriated departments over a three-year period. Departmental Plans are tabled in Parliament each spring.

### **Departmental Result (résultat ministériel)**

Any change or changes that the department seeks to influence. A Departmental Result is often outside departments' immediate control, but it should be influenced by Program-level outcomes.

### **Departmental Result Indicator (indicateur de résultat ministériel)**

A factor or variable that provides a valid and reliable means to measure or describe progress on a Departmental Result.

### **Departmental Results Framework (cadre ministériel des résultats)**

The department's Core Responsibilities, Departmental Results and Departmental Result Indicators.

### **Departmental Results Report (rapport sur les résultats ministériels)**

A report on the actual accomplishments against the plans, priorities and expected results set out in the corresponding Departmental Plan.

### **experimentation (expérimentation)**

Activities that seek to explore, test and compare the effects and impacts of policies, interventions and approaches, to inform evidence-based decision-making, by learning what works and what does not.

**full-time equivalent (équivalent temps plein)**

A measure of the extent to which an employee represents a full person-year charge against a departmental budget. Full-time equivalents are calculated as a ratio of assigned hours of work to scheduled hours of work. Scheduled hours of work are set out in collective agreements.

**gender-based analysis plus (GBA+) (analyse comparative entre les sexes plus [ACS+])**

An analytical process used to help identify the potential impacts of policies, Programs and services on diverse groups of women, men and gender-diverse people. The “plus” acknowledges that GBA goes beyond sex and gender differences to consider multiple identity factors that intersect to make people who they are (such as race, ethnicity, religion, age, and mental or physical disability).

**government-wide priorities (priorités pangouvernementales)**

For the purpose of the 2018–19 Departmental Plan, government-wide priorities refers to those high-level themes outlining the government’s agenda in the 2015 Speech from the Throne, namely: Growth for the Middle Class; Open and Transparent Government; A Clean Environment and a Strong Economy; Diversity is Canada's Strength; and Security and Opportunity.

**horizontal initiative (initiative horizontale)**

An initiative in which two or more federal organizations, through an approved funding agreement, work toward achieving clearly defined shared outcomes, and which has been designated (by Cabinet, a central agency, etc.) as a horizontal initiative for managing and reporting purposes.

**non-budgetary expenditures (dépenses non budgétaires)**

Net outlays and receipts related to loans, investments and advances, which change the composition of the financial assets of the Government of Canada.

**performance (rendement)**

What an organization did with its resources to achieve its results, how well those results compare to what the organization intended to achieve, and how well lessons learned have been identified.

**performance indicator (indicateur de rendement)**

A qualitative or quantitative means of measuring an output or outcome, with the intention of gauging the performance of an organization, program, policy or initiative respecting expected results.

**performance reporting (production de rapports sur le rendement)**

The process of communicating evidence-based performance information. Performance reporting supports decision making, accountability and transparency.

**planned spending (dépenses prévues)**

For Departmental Plans and Departmental Results Reports, planned spending refers to those amounts presented in the Main Estimates.

A department is expected to be aware of the authorities that it has sought and received. The determination of planned spending is a departmental responsibility, and departments must be able to defend the expenditure and accrual numbers presented in their Departmental Plans and Departmental Results Reports.

**plan (plan)**

The articulation of strategic choices, which provides information on how an organization intends to achieve its priorities and associated results. Generally a plan will explain the logic behind the strategies chosen and tend to focus on actions that lead up to the expected result.

**priority (priorité)**

A plan or project that an organization has chosen to focus and report on during the planning period. Priorities represent the things that are most important or what must be done first to support the achievement of the desired Departmental Results.

**Program (programme)**

Individual or groups of services, activities or combinations thereof that are managed together within the department and focus on a specific set of outputs, outcomes or service levels.

**Program Alignment Architecture (architecture d'alignement des programmes)<sup>1</sup>**

A structured inventory of an organization's programs depicting the hierarchical relationship between programs and the Strategic Outcome(s) to which they contribute.

**result (résultat)**

An external consequence attributed, in part, to an organization, policy, program or initiative. Results are not within the control of a single organization, policy, program or initiative; instead they are within the area of the organization's influence.

**statutory expenditures (dépenses législatives)**

Expenditures that Parliament has approved through legislation other than appropriation acts. The legislation sets out the purpose of the expenditures and the terms and conditions under which they may be made.

<sup>1</sup> . Under the Policy on Results, the Program Alignment Architecture has been replaced by the Program Inventory.



**Strategic Outcome (résultat stratégique)**

A long-term and enduring benefit to Canadians that is linked to the organization’s mandate, vision and core functions.

**sunset program (programme temporisé)**

A time-limited program that does not have an ongoing funding and policy authority. When the program is set to expire, a decision must be made whether to continue the program. In the case of a renewal, the decision specifies the scope, funding level and duration.

**target (cible)**

A measurable performance or success level that an organization, Program or initiative plans to achieve within a specified time period. Targets can be either quantitative or qualitative.

**voted expenditures (dépenses votées)**

Expenditures that Parliament approves annually through an Appropriation Act. The Vote wording becomes the governing conditions under which these expenditures may be made.



## Endnotes

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- i .GC InfoBase, <https://www.tbs-sct.gc.ca/ems-sgd/edb-bdd/index-eng.html#start>
- ii . 2017–18 Main Estimates,
- iii Security Intelligence Review Committee website, <http://www.sirc-csars.gc.ca/>
- iv Canadian Security Intelligence Service Act, <http://www.laws-lois.justice.gc.ca/eng/acts/C-23>
- v Security Intelligence Review Committee website, <http://www.sirc-csars.gc.ca/>
- vi Security Intelligence Review Committee website, <http://www.sirc-csars.gc.ca/>
- vii . GC InfoBase, <https://www.tbs-sct.gc.ca/ems-sgd/edb-bdd/index-eng.html#start>
- viii Security Intelligence Review Committee website, <http://www.sirc-csars.gc.ca/>
- ix .Report on Federal Tax Expenditures, <http://www.fin.gc.ca/purl/taxexp-eng.asp>
- x Government Electronic Directory Services, <http://www.gcdirectory.gcannuaire.ssc-spc.gc.ca>