

Security Intelligence Review Committee

2019–20

Departmental Plan

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 (SIRC) Departmental Plan for 2019–20.

In this report, we will continue 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 2019–20, 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 and Emergency Preparedness, conducting in-depth reviews of CSIS operations, and investigating complaints.



While the Committee continues to discharge its mandate, it has in mind the possibility of change in the near future. At the time of writing, Bill C-59 remains before the Senate 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. In 2018–19, SIRC continued to engage with the National Security and Intelligence Committee of Parliamentarians to explore opportunities of cooperation with a view to avoid duplication, as mandated by law.

Plans at a glance and operating context

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 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 and Emergency Preparedness. 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.

Operating context and key risks: conditions affecting our work

In June 2017, the Government tabled Bill C-59. The legislation passed third reading in the House of Commons on June 19, 2018. The legislation was then referred to the Senate, where it is at Committee as of December 11, 2018. The proposed legislation intends to address the shortcomings of Canada's recent national security laws and policies, particularly those enacted in the *Anti-terrorism Act, 2015* (formerly Bill C-51). As part of this package, the Government of

Canada seeks to create a new review agency that will replace SIRC, and which would be responsible for reviewing the activities of all federal departments and agencies operating in the area of national security and intelligence. This is part of the Government's commitment to bring greater transparency and accountability to Canada's national security and intelligence apparatus. Accordingly, SIRC is following this Bill with great interest and is laying the groundwork for the Committee's transition into the new National Security and Intelligence Review Agency. In addition, SIRC is following the work of the National Security and Intelligence Committee of Parliamentarians and is looking forward to cooperating and delivering on its review mandate in a complementary manner with this new committee.

The Government provided additional capacity funding to SIRC until 2020 to allow it to better keep pace with CSIS's growth and expansion of powers. This funding will allow SIRC to provide better coverage of CSIS's activities. However, given the length of this temporary funding, SIRC will face staffing challenges. Due to this short-term approach, it is not possible for SIRC to offer permanent positions to new hires, which will limit the pool of qualified candidates and may result in higher turnover.

Increased domestic and international cooperation and information-sharing are key features of contemporary intelligence work. Yet, SIRC's mandate is limited to reviewing CSIS's activities, meaning that its reviews cannot "follow the thread" of a CSIS investigation when it involves another government department or agency. This gap would be filled by the creation of NSIRA upon the passing of Bill C-59. Until that time, SIRC will continue to be restricted to reviews that cannot cover national security matters that go beyond CSIS, even though these matters may influence CSIS's actions or advice.

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 Responsibilities

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. SIRC 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 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 remains a central focus of SIRC's ongoing strategy to improve the access to its process and its timely completion.

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. 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. SIRC is developing 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. SIRC is better placed to offer 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 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 system. These initiatives continue to 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	2015–16 Actual results	2016–17 Actual results	2017–18 Actual results
CSIS complies with the law and its actions are reasonable and necessary	% of high- and medium-risk operational activities reviewed annually	80%	2019-20	N/A	75%	79%
	Degree to which the parties to complaints are satisfied with the complaints process	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	88%	95%	95.7%
	% of recommendations advanced by the Canadian Security Intelligence Service	80%	2019-20	N/A	N/A	66.7%

Budgetary financial resources (dollars)

2019–20 Main Estimates	2019–20 Planned spending	2020–21 Planned spending	2021–22 Planned spending
3,752,433	3,752,433	2,062,960	2,062,960

Human resources (full-time equivalents)

2019–20 Planned full-time equivalents	2020–21 Planned full-time equivalents	2021–22 Planned full-time equivalents
24.5	14.0	14.0

Financial, human resources and performance information for the SIRC's Program Inventory is available in the [GC InfoBase](#).ⁱ

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 services that support Program delivery in the organization, regardless of the Internal Services delivery model in a department. These services are:

- Management and Oversight Services
- Communications Services
- Legal Services
- Human Resources Management Services
- Financial Management Services
- Information Management Services
- Information Technology Services
- Real Property Management Services
- Materiel Management Services
- Acquisition Management Services

Budgetary financial resources (dollars)

2019–20 Main Estimates	2019–20 Planned spending	2020–21 Planned spending	2021–22 Planned spending
1,402,384	1,402,384	1,026,588	1,026,588

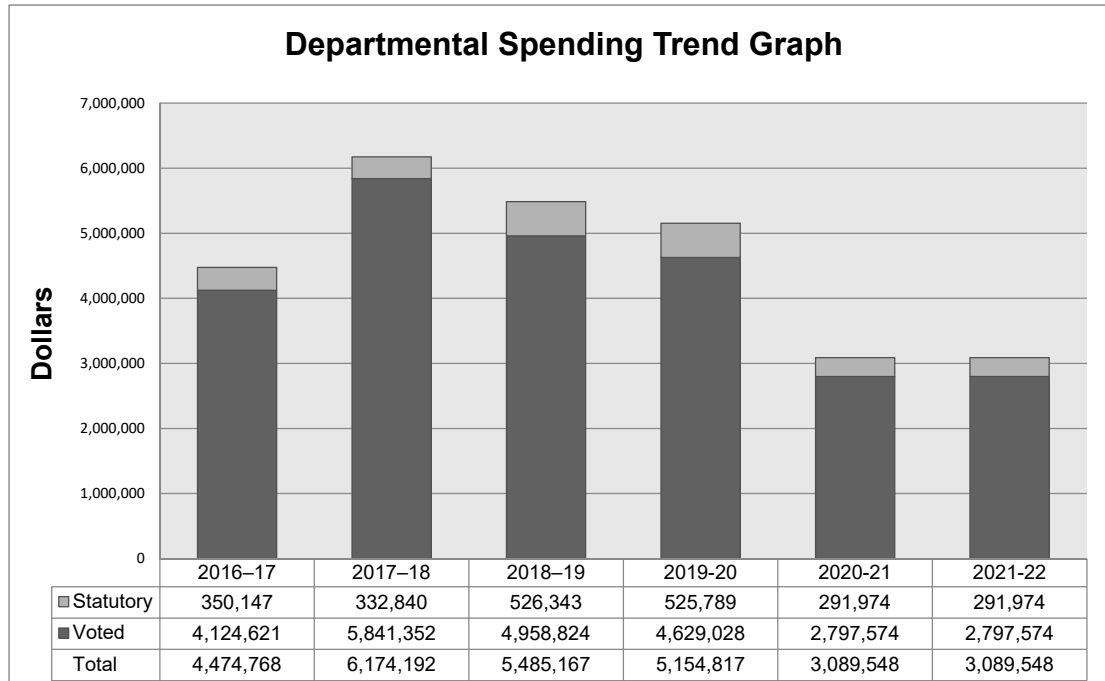
Human resources (full-time equivalents)

2019–20 Planned full-time equivalents	2020–21 Planned full-time equivalents	2021–22 Planned full-time equivalents
7.5	5.0	5.0

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, further to Bill C-59, however until the legislation is passed it is premature to determine the extent of its financial impact.

Budgetary planning summary for Core Responsibilities and Internal Services (dollars)

Core Responsibilities and Internal Services	2016–17 Expenditures	2017–18 Expenditures	2018–19 Forecast spending	2019–20 Main Estimates	2019–20 Planned spending	2020–21 Planned spending	2021–22 Planned spending
Investigations of CSIS' operational activities	2,651,234	2,894,198	3,992,910	3,752,433	3,752,433	2,062,960	2,062,960
Internal Services	1,823,534	3,279,994	1,492,257	1,402,384	1,402,384	1,026,588	1,026,588
Total	4,474,768	6,174,192	5,485,167	5,154,817	5,154,817	3,089,548	3,089,548

Planned human resources

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

Core Responsibilities and Internal Services	2016–17 Actual full-time equivalents	2017–18 Actual full-time equivalents	2018–19 Forecast full-time equivalents	2019–20 Planned full-time equivalents	2020–21 Planned full-time equivalents	2021–22 Planned full-time equivalents
Investigations of CSIS' operational activities	17.0	18.7	18.8	24.5	14.0	14.0
Internal Services	8.0	10.0	10.4	7.5	5.0	5.0
Total	25.0	28.7	29.2	32.0	19.0	19.0

Estimates by vote

Information on SIRC's organizational appropriations is available in the [2019–20 Main Estimates](#).ⁱⁱ

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. The forecast and planned spending amounts presented in other sections of the Departmental Plan are prepared on an expenditure basis; as a result, 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 the [SIRC website](#).ⁱⁱⁱ

Future-Oriented Condensed Statement of Operations
for the year ending March 31, 2020 (dollars)

Financial information	2018–19 Forecast results	2019–20 Planned results	Difference (2019–20 Planned results minus 2018–19 Forecast results)
Total expenses	6,399,953	6,074,207	(325,746)
Total revenues	(0)	(0)	(0)
Net cost of operations before government funding and transfers	6,399,953	6,074,207	(325,746)

The net cost of operations before government funding and transfers for the 2019–20 Planned results is expected to decrease by \$325,746 when compared to the net cost of operations before government funding and transfers for the 2018–19 Forecast results. This decrease is mostly explained by:

- A sunsetting of funds for the reallocation project being completed in 2018–19.

Additional information

Corporate information

Organizational profile

Appropriate minister: The Right Honourable Justin Trudeau, Prime Minister of Canada

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

Enabling instrument: *Canadian Security Intelligence Service Act*^{iv}

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](#).^v

Reporting framework

SIRC's Departmental Results Framework and Program Inventory of record for 2019–20 are shown below.

Structure	2019–20	2018–19	Change	Rationale for change
CORE RESPONSIBILITY	Investigations of CSIS' operational activities	Investigations of CSIS' operational activities	No change	Not applicable
PROGRAM	Review of Canadian Security Intelligence Service operations	Review of Canadian Security Intelligence Service operations	No change	Not applicable
PROGRAM	Investigation of complaints against the Canadian Security Intelligence Service	Investigation of complaints against the Canadian Security Intelligence Service	No change	Not applicable

Supporting information on the Program Inventory

Supporting information on planned expenditures, human resources, and results related to the SIRC's Program Inventory is available in the [GC InfoBase](#).^{vi}

Supplementary information tables

The following supplementary information tables are available on [SIRC website](#):^{vii}

- ▶ [Gender-based analysis plus](#).^{viii}

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](#).^{ix} This report also provides detailed background information on tax expenditures, including descriptions, objectives, historical information and references to related federal spending programs, as well as evaluations, research papers and gender-based analysis. 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](#).^x

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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 an appropriated department over a three-year period. Departmental Plans are tabled in Parliament each spring.

Departmental Result (résultat ministériel)

Any change 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.

evaluation (évaluation)

In the Government of Canada, the systematic and neutral collection and analysis of evidence to judge merit, worth or value. Evaluation informs decision making, improvements, innovation and accountability. Evaluations typically focus on programs, policies and priorities and examine questions related to relevance, effectiveness and efficiency. Depending on user needs, however, evaluations can also examine other units, themes and issues, including alternatives to existing interventions. Evaluations generally employ social science research methods.

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. We all have multiple identity factors that intersect to make us who we are; GBA+ considers many other identity factors, such as race, ethnicity, religion, age, and mental or physical disability.

government-wide priorities (priorités pangouvernementales)

For the purpose of the 2019–20 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 where two or more departments are given funding to pursue a shared outcome, often linked to a government priority.

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 Information Profile (profil de l'information sur le rendement)

The document that identifies the performance information for each Program from the Program Inventory.

performance reporting (production de rapports sur le rendement)

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

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.

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.

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 Inventory (répertoire des programmes)

Identifies all of the department's programs and describes how resources are organized to contribute to the department's Core Responsibilities and Results.

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.

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

- i. GC InfoBase, <https://www.tbs-sct.gc.ca/ems-sgd/edb-bdd/index-eng.html#start>
- ii. 2018–19 Main Estimates, <https://www.canada.ca/en/treasury-board-secretariat/services/planned-government-spending/government-expenditure-plan-main-estimates.html>
- 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. GC InfoBase, <https://www.tbs-sct.gc.ca/ems-sgd/edb-bdd/index-eng.html#start>
- vii. Security Intelligence Review Committee website, <http://www.sirc-csars.gc.ca/>
- viii. Security Intelligence Review Committee website, Gender-based Analysis plus, http://www.sirc-csars.gc.ca/abtprp/index-eng.html#section_1_5
- 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>