

20 May 2004

To: Chief, Communications Security Establishment

**Ministerial Directive  
Communications Security Establishment  
Integrated SIGINT Operational Model**

Preamble

The purpose of this Ministerial Directive is to outline my expectations for CSE regarding the establishment of an integrated operational model for SIGINT, including the provision of support to Canadian Forces SIGINT activities.

This Directive is issued under my authority pursuant to subsection 273.62(3) of the *National Defence Act*.

Background and Context

The relationship between CSE and the Canadian Forces Information Operations Group (CFIOG) and its predecessors has changed significantly in recent years. Prior to 1998, CSE and Canadian Forces SIGINT elements were far more integrated than they are today. Since 1998, by mutual agreement, the priorities of the two organizations have diverged, with CFIOG taking on responsibility for Canadian Forces-related SIGINT activities, including support to deployed military operations, and CSE focusing on its broader foreign intelligence mission.

While this approach generally reflects an appropriate division of effort, it led CSE and CFIOG to move too far apart in terms of planning and decision-making. It also complicated the accountability structure for Canada's SIGINT operations. Other issues relate to the management of Canada's international SIGINT partnerships, the manner in which emerging policy challenges are being addressed, and the integration of national and tactical SIGINT support to Canadian Forces operations.

Canada's closest intelligence allies already operate under, and recognize the benefits of, a more integrated SIGINT model that includes support to deployed military operations as a key component. Given the priorities stemming from the Government's post-September 11<sup>th</sup> 2001 security agenda, Canada must also adopt a more integrated SIGINT operational model.

Objectives of New Model

To achieve this integration, I am directing you, in partnership with the Department of National Defence (DND) and Canadian Forces, to implement a new Integrated SIGINT Operational Model.

This model will establish an integrated accountability framework for SIGINT operations. It must include effective mechanisms for closer cooperation on business planning, resource allocation and decision making. It must also ensure value for money in all expenditures, ensure full coordination on major policy issues and consultation on legal issues, ensure a fully integrated approach to international partnerships, and deliver the best possible national and tactical support to deployed Canadian Forces operations.

Parameters of New Model

Under the new model, except for deployed Canadian Forces operations, management and direction of SIGINT activities will be provided by CSE within the integrated accountability framework. Elements of CSE's responsibilities and accountabilities for management and direction of SIGINT activities are as follows:

- tasking SIGINT collection within a framework that ensures Canadian Forces operational requirements, including urgent requirements of deployed forces, are met;
- providing policies, procedures and guidance for Canadian Forces SIGINT activities;
- synchronizing operational SIGINT business planning, and ensuring capital and life-cycle materiel management funding for Canadian Forces SIGINT operations is consistent with and supports the synchronized plan;
- ensuring an integrated approach for SIGINT information management and information technology architecture and infrastructure in support of all SIGINT activities;
- providing advice on SIGINT research and guidance on SIGINT development projects related to Canadian Forces SIGINT requirements;
- managing Canada's international SIGINT relationships, to include a coordinated approach to CSE and Canadian Forces exchange postings with international SIGINT partners; and
- ensuring SIGINT activities are conducted under an appropriate level of management monitoring and direction, and demonstrate both operational effectiveness and value for money.

This model will be implemented in a manner that is fully consistent with the responsibility of the Chief of the Defence Staff under section 18 of the *National Defence Act* for the control and administration of, and the issuance of orders and instructions to, the Canadian Forces. The Chief of the Defence Staff

will also maintain responsibility for all aspects of generating forces and defining Canadian Forces SIGINT requirements.

#### Implementation of New Model

Effective stewardship of Canada's SIGINT program will require that CSE collaborate closely with DND and the Canadian Forces on the implementation of this Directive. To facilitate this, a Canadian Forces officer in the rank of general officer will be assigned to CSE, and will be responsible for working with the Deputy Chief, SIGINT to implement this directive.

I expect that you and the Deputy Chief of the Defence Staff will establish appropriate mechanisms to address issues of mutual concern related to the effective functioning of this model.

In addition, I am directing you to:

- place the highest priority on providing CSE support to the Canadian Forces SIGINT organization in its role of supporting deployed forces; and
- assist, consistent with CSE's legal authorities, the Canadian Forces SIGINT organization in providing support to other Canadian Forces SIGINT activities conducted under Royal Prerogative or other lawful authority.

Activities undertaken by CSE pursuant to this Ministerial Directive will be subject to review by the CSE Commissioner as part of his mandate.

#### Report on Progress

I expect that you will report to me on the implementation of this model on a yearly basis, coinciding with CSE's Annual Report.

  
David Pratt  
Minister of National Defence

cc. Acting Deputy Minister of National Defence  
National Security Advisor, Privy Council Office  
Chief of the Defence Staff

SECRET (CANADIAN EYES ONLY)

Chief of the Defence Staff



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<b>CSE / CST</b>
Chief's Office / Bureau du chef
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01 June 2004

Distribution List

IMPLEMENTATION OF INTEGRATED SIGINT OPERATIONAL MODEL

Reference: MND letter to CDS/A/DM dated 20 May 2004 (Enclosed)

1. In the letter at the reference, the Minister has granted approval of the implementation of the integrated SIGINT Operational Model, and has issued Ministerial Directions for the CSE Chief to follow in the establishment of the model
2. Request your follow-on action in coordination with CSE to ensure that the appropriate mechanisms are established in order to address any areas of mutual concern related to the effective functioning of this model.

R.R. Henault  
General

Enclosure: 1

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