

Minister of
Foreign Affairs



Ministre des
Affaires étrangères

JUN 12 2019

Ottawa, Canada K1A 0G2

The Honourable Kevin Sorenson
Chair
Standing Committee on Public Accounts
House of Commons
Ottawa ON K1A OA6

Dear Mr. Sorenson:

I would like to take this opportunity to thank you and the members of the Standing Committee for your commitment to improve the Government of Canada's provision of physical security at Canada's missions abroad.

The safety and security of our Canadian diplomats, employees, staff and diplomatic missions around the world are a priority for the government. That is why we invested \$1.8 billion to strengthen security measures at our embassies, high commissions and consulates.

The Government will continue to improve physical security at missions abroad as well as operational security measures and other actions to ensure the safety and security of Government of Canada employees abroad, locally engaged staff, and visitors to our missions.

As such, we agree with the six recommendations in the Sixty-Fourth Report of the Standing Committee on Public Accounts and will address the recommendations as we continue to modernize physical security measures at Canadian missions abroad. The enclosed Government Response is submitted in lieu of the July 31, 2019 progress reports requested by the Committee for Recommendations 1-4.

We will provide reports outlining our progress on Recommendations 3, 5, and 6, as requested by the Committee: a final report outlining our progress on Recommendation 3 will be provided to the Committee by January 31, 2021; a report outlining our progress on Recommendation 5 will be provided to the Committee by January 20, 2020; and progress reports for Recommendation 6 will be provided to the Committee by November 30, 2019 and July 31, 2020 and the final report will be provided to the Committee by January 31, 2021.

Sincerely,

The Honourable Chrystia Freeland, P.C., M.P.

Enclosure

Canada

GOVERNMENT RESPONSE TO THE SIXTY-FOURTH REPORT OF THE STANDING COMMITTEE ON PUBLIC ACCOUNTS, ENTITLED: REPORT 4, PHYSICAL SECURITY AT CANADA'S MISSIONS ABROAD: GLOBAL AFFAIRS CANADA, OF THE 2018 FALL REPORTS OF THE AUDITOR GENERAL OF CANADA

RECOMMENDATION 1

That, Global Affairs Canada should present the House of Commons Standing Committee on Public Accounts with a report outlining its progress regarding A) formally documenting physical security measures needed at each of its missions abroad, including those needed in the short term, to ensure that security risks are mitigated appropriately and resolved quickly; and B) clearly establishing senior officials' responsibility and accountability for ensuring that a mission's physical security measures are appropriate to its threat environment.

Global Affairs Canada agrees with this recommendation and recognizes the importance of formally documenting physical security measures, including those needed in the short term, to ensure that security risks are mitigated appropriately and resolved quickly. Global Affairs Canada provides sound stewardship for its international security needs, as it is critical to the delivery of the Government of Canada's programs abroad. In 2017, the Government invested \$1.8 billion over 10 years to improve the security of its missions abroad in order to ensure that the government is fulfilling its duty-of-care obligation.

This has allowed the department to acquire and implement an enhanced Security Information Management System (SIMS). This system is an application which resides on a secure system and holds information from existing corporate databases. SIMS is used to document and track security requirements by mission to ensure that they are effectively and efficiently addressed. The system is updated on a regular basis, including project status and entry of new security recommendations originating from vulnerability assessment reports. Prior to the implementation of this system, projects were prioritized based on a Treasury-Board approved list of the top 40 critical/high threat missions and prioritized by the threat profile of the mission. However, since 2017, security measures have been tracked in SIMS.

Accountability for physical security measures is shared between the Departmental Security Officer and Assistant Deputy Minister, International Platform Branch. These shared roles and responsibilities have been clarified, formally documented, received governance approval and were communicated as of 31 March, 2019. Accountabilities ensure that project implementers clearly know when security needs to be engaged, or re-engaged, throughout the various stages of project delivery.

RECOMMENDATION 2

Global Affairs Canada should present the Committee with a report outlining what measures are being implemented to ensure the proper training and use of the enhanced Security Information Management System.

Global Affairs Canada agrees with this recommendation and recognizes the importance of having properly trained staff to ensure optimal use of the enhanced SIMS. SIMS is a centralized repository for all mission security information, including physical security assets, operational security protocols and current threat and vulnerability assessment information. The information housed in this system and its support security tools help support the Department's risk-based decision-making and resource prioritization. SIMS was rolled-out globally to all missions in May of 2016.

The Department has an extensive training program for users of SIMS, including the following:

- In-class SIMS training is provided as part of overseas security team training as well as to HQ users.
- As new features are developed, they are presented in class during a mandatory annual training session offered to all Readiness Program Officers.
- One-on-one WebEx sessions are available year round to mission users on an “as-requested” basis.
- A video tutorial is available at all times in English and French via the departmental wiki site.
- A full user manual is available directly in the system as a “quick link.”
- SIMS has a “helper text” function embedded in the system to assist users in completing tasks correctly.
- Front-line departmental information technology (IT) support is trained in depth on SIMS and aware of all training resources, and is therefore able to provide first-tier training support to users. Should users need additional assistance, IT can triage and disseminate as needed to SIMS experts.
- The departmental quarterly security survey specifically solicits mission views on the identification of additional assistance or training requirements for SIMS. Mission requests are then triaged by headquarters so that the required assistance is provided on a timely basis.

RECOMMENDATION 3

Global Affairs Canada should present the Committee with a report outlining its progress regarding A) further developing and implementing physical security standards for its missions abroad; B) ensuring that threat and vulnerability assessments are current for the local risk environment and conducted with reference to its security standards in order to prioritize the implementation of security measures across its missions; and C) ensuring that staff members who conduct the vulnerability assessments have the required knowledge and skills. The Department should also present a final report by January 31, 2021.

Global Affairs Canada agrees with the recommendation and recognizes the importance of having physical security standards (PSS). The Department’s PSS came into effect on August 15, 2016, and are currently being updated and enhanced, taking into consideration security risks, to further strengthen real property infrastructure abroad. The first two sections of the new standards, the Preamble and Common Elements and the Building Envelope Section, were completed and approved in November 2018. The new PSS move away from standards that are dependent on the threat environment and towards the establishment of baseline standards better aligned with a risk management approach. To achieve this, the Physical Security Selection Matrix has been replaced with a security risk categories approach or a “package approach.” These new packages are fortified via the development of a Mission Security Risk Model derivative specifically calibrated for physical security. All remaining sections of the updated version of the physical security standards are expected to be complete by November 2019. The new Standards will continuously evolve to respond to the changing security environment abroad. Enhanced training will be established and delivered as each section of the standards is completed.

The Global Security Framework (GSF), implemented in 2017, is a structure that defines the principles, governance and supporting processes and tools that have moved the department from a more traditional responsive approach to security to a more complex, cost-effective and evidence-based practice of risk management. With the implementation of the GSF, Global Affairs Canada transitioned from a cyclical approach to a risk-based approach in assessing the mission's vulnerabilities and security threats. This shift in approach was necessary because data shows that some environments can remain static for years while others can change significantly overnight. The Department's transition to a risk-based approach ensures that threat and vulnerability assessments are current to the risk environment and prioritized accordingly. The methodology for vulnerability assessments is currently being updated to reflect changes that are a result of the Department's refreshed physical security standards. In addition, the vulnerability assessments and how they inform deployment of security measures has been greatly improved with the introduction of a quarterly scanning tool. Lastly, new resources are being applied to increase our capacity to deliver timely, risk-prioritized Baseline Threat Assessments.

Vulnerability assessments will continue to be conducted based on departmental security standards and will be undertaken by employees with the requisite knowledge and skills acquired through the new security practitioner training program. Extensive security practitioner training programs have been established and/or enhanced to ensure that staff members who conduct vulnerability assessments have the required knowledge and skills. These include: the Readiness Program Manager Training (seven weeks), Mission Security Officer Training (one week), and the Operational Security learning roadmap, including standardized vulnerability assessment training.

A final report outlining the Department's progress with regard to developing physical security standards for its missions abroad, updating the vulnerability assessment, and ensuring staff have the required knowledge to conduct the vulnerability assessments will be shared with the Committee by 31 January, 2021.

RECOMMENDATION 4

Global Affairs Canada should present the Committee with a report outlining how it has A) formalized its process for identifying, prioritizing, and approving physical security projects at its missions to ensure that funds are appropriately allocated across missions; and B) ensured that senior officials, including the Departmental Security Officer, approve the list of security projects to be implemented.

Global Affairs Canada agrees with this recommendation and has developed and formalized a risk-based approach to security investment planning, including for physical security projects, through its GSF. The GSF establishes a departmental structure for effective and integrated security risk management that sets strategic priorities and supports the allocation of resources.

Security projects are collectively analyzed by the director-level Security Investment Planning Advisory Board (SIPAB), and the board determines which projects adhere to Global Affairs Canada's fiscal framework and can be funded. The Board allocates and re-allocates, as necessary, funding to the most pressing security requirements and determines how projects will be funded across multiple streams within Global Affairs Canada's fiscal framework. The Board then generates an annual Departmental Security Investment Plan, which prioritizes and approves a list of security projects and programs to be funded.

A Director-General Security Committee reviews the investment plan, with the advice of the Departmental Security Officer and other subject matter experts, and will then recommend a fully-integrated investment plan to the ADM Steering Committee on Security. This Committee then either approves the plan or requests revisions from the DG Security Committee. Once the plan is approved, individual physical security projects require approval from the Platform Project Oversight Committee at each stage of the project, from initiation to close-out. The PPOC, chaired at the Assistant Deputy Minister level, provides a forum for senior managers to review and approve the allocation of resources to all major capital projects. The Departmental Security Officer sits as a member of this committee, to ensure that the security requirements of projects are met.

Lastly, GAC has further clarified senior official accountabilities with respect to physical security measures. Global Affairs Canada security officers are now required for consultation or sign-off on relevant stages of project development and delivery, and several investment planning and project governance bodies exist to ensure that security advice is integrated in the earliest planning stages and that investments are always reviewed by the senior officials.

RECOMMENDATION 5

Global Affairs Canada should present the Committee with a report outlining A) how it has strengthened project management and oversight of its real property projects, including those related to physical security, to improve their timely and effective delivery; B) how it has identified to root causes of project delays for correction; and C) any new collaborations with other federal entities, such as Defence Construction Canada, to provide infrastructure advice and support for its real property projects.

Global Affairs Canada agrees with this recommendation and continues to strengthen its capacity for project management and its monitoring and oversight of its physical security projects to implement projects on time and on budget.

The Project Management Office, which is responsible for maintaining quality assurance, project delivery and reporting, has been reinvigorated. As part of Project Delivery, Professional and Technical Services Bureau's (the "Bureau") Human Resources Renewal Strategy, the Project Management Office's capacity was significantly improved over the past fiscal year with the addition of twelve new permanent employees. The growth in capacity and competencies has enabled the Bureau to create centers of expertise on key responsibility areas to further evolve the Project Management Office in line with the Government of Canada's maturity model for major capital projects. Project management staff within the Bureau are receiving training as required and a Project Management Professional (PMP) Certification preparatory course was offered in Fall 2018. Several staff have also participated in PRINCE2 project management foundation training, and a senior executive is enrolled in the University of Ottawa's Telfer School of Management, Master of Business in Complex Project Leadership.

Project management competencies are also being strengthened. The Bureau collaborated with the Treasury Board of Canada Secretariat on its initiative to reset the project management policy suite for the Government of Canada. The Bureau is also engaged with the Investment Planning and Project Management Community of Practice (IPPMCP), participants across a whole-of-government real property platform, and in particular is a member of the working group of IPPMCP focused on Project Management Competency Development. The objective of these efforts is to support like-minded government departments on the development of bespoke project manager competency development tools that are tailored to the necessary requirements. Global Affairs Canada has initiated efforts to advance its own project management competency development program which will continue along with our ongoing engagement with our IPPMCP colleagues.

The Department continues to operate with its newly strengthened governance model for project monitoring and oversight. As recommended by the Auditor General, the Platform Project Oversight Committee formalized the role of the Departmental Security Officer in its Terms of Reference. In this context, the Departmental Security Officer ensures the integration of security priorities in the prioritization of GAC's overall real property portfolio.

A third-party was contracted by the Bureau in late 2018 to identify the root causes of project delays on major capital projects; a sample of 17 projects was used. The report highlighted areas for improvement which align with the recommendations made by both the OAG and the Standing Committee on Public Accounts. These recommendations are guiding process and practices improvements with respect to project definition, scheduling, monitoring, control and oversight.

The Bureau has met with Defence Construction Canada (DCC) to learn more about their operations, best practices and technical tools in support of project management and will continue to explore opportunities to learn and benefit from DCC's experiences. Global Affairs Canada also works with the Foreign and Commonwealth Office Services (FCOS) who deliver capital property projects abroad for the United Kingdom and will continue to work with FCOS on projects of shared interest with a view to leveraging and improving capacity.

A report outlining how the Department has strengthened project management and oversight of its real property projects, identified the root causes of project delays, and details on new collaborations with other federal entities will be shared with the Committee by 31 January, 2020.

RECOMMENDATION 6

Global Affairs Canada should present the Committee with a report outlining its progress with regard to A) ensuring that Canadian staff members working in dangerous locations successfully complete mandatory security awareness training; and B) establishing training for locally engaged staff members, according to the threat environment. The Department should also present a second progress report by July 31, 2020 and a final report by January 31, 2021.

Global Affairs Canada agrees with this recommendation and is committed to providing comprehensive security training to Government of Canada personnel in preparation for working both inside and outside mission boundaries. Mandatory training for staff being posted abroad, especially to designated high- and critical-threat missions, is a key element of Global Affairs pre-posting practices. As part of the \$1.8 billion Duty of Care funding envelope and with the aim of enhancing mission readiness, the Department is increasing its training capacity, including offerings of Hazardous Environment Training which have been increased by 40% and another increase of 40% expected in fiscal year 2019/2020. With this increase in offerings, the Department expects to reach 100% compliance by November 2019.

Global Affairs Canada has implemented a comprehensive tracking solution that documents training completed by Global Affairs Canada employees as well as staff from other government departments and dependents of Canada-based staff. The solution pulls previously fragmented information into one all-encompassing system that ensures easily accessible tracking and compliance updates.

The Department has completed an assessment of the current mandatory security training offered to locally engaged staff and will be expanding the training, as required, to ensure that it continues to be appropriate to the threat environment. Specifically, the Personal Security Seminars Abroad training is being further developed and this training will be implemented in a phased approach starting in October 2019.

A report outlining the Department's progress with regard to ensuring that Canadian staff members working in dangerous locations successfully complete mandatory security awareness training and establishing training for locally engaged staff members will be shared with the Committee by 30 November, 2019. A second progress report will be shared with the Committee by 31 July, 2020. A final report will be shared with the Committee by 31 January, 2021.