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Speaking Notes for
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Introduction

- Je suis très heureuse de prendre part à cette conférence. Mes commentaires refléteront l'expérience que j'ai cumulée aux deux extrémités du cycle du renseignement : à la source en tant qu'initiateur et, à l'autre extrémité, en tant que consommateur.
[I am very pleased to be taking part in this conference. My remarks today will reflect my experiences as both a producer and consumer of intelligence.]
- Je formulerai également quelques observations personnelles sur le rôle des services de renseignement depuis le 11 septembre 2001.
[And they will include a few of my personal observations of the role of intelligence since September 11th.]
- À ce jour, j'estime que la communauté du renseignement s'est montrée à la hauteur du défi auquel elle est confrontée.
[In general, I believe the intelligence community has risen to the challenges before it.]
- Toutefois, il convient de se montrer vigilant; la partie est loin d'être gagnée. Ce n'est qu'en tirant les bonnes leçons du passé que nous serons en mesure d'affronter l'inconnu vers lequel nous avançons. C'est de certaines de ces leçons dont je voudrais aujourd'hui m'entretenir avec vous.
[But I would also caution against becoming complacent. To continue adapting to the changes we see unfolding, we need to learn some lessons from our past. And I would like to discuss some of these lessons with you today.]

PCO Experience

- I would like to start by reflecting over the three parts of my career in which I've been involved in intelligence.
- When I served as Coordinator of Security and Intelligence at the Privy Council Office from 1994 to 1996, it was at a time that can best be described as a post-Cold War identity crisis for the intelligence community.
- After 40 years of relative role stability, there was concern and some ambiguity and controversy over the role that the intelligence community would play in the new post-Cold War environment. Suddenly, the Cold War had ended and people were starting to question not only what role intelligence would have, but whether it would even have a role.
- We were asking ourselves: *What role would intelligence have in a world that didn't have a Cold War? What was the relative value between open and secret sources – indeed, did secret sources even have any utility? And what kind of value could our assessments add to what newspapers were saying?*

- At the same time, we were coping with such challenges as:
 - Collecting, analysing and producing intelligence for policy and decision-makers;
 - Dealing with the misunderstandings and misconceptions about intelligence; and
 - Strengthening our international intelligence relations.
- So this was very much a period of transition. A lot of people were thinking about the role of intelligence and asking some important and useful questions, which I believe had a positive impact on the community.

Transport Canada Experience

- From PCO, I moved to Transport where, as Deputy Minister, I became a client for intelligence.
- Despite being an economic department, I rarely used economic intelligence. However, security intelligence was absolutely essential for our operations. The bombing of Air India, which resulted in the death of a number of Canadians had led to a transition in the department and considerable enhancement in the use of intelligence.
- So even pre-September 11, those of us involved with transport safety and security were very aware of the key role intelligence played.
- Post September 11, this awareness became more evident to a much wider range of people.
- A key focus of a lot of effort last fall was to identify potential enhancements to Canada's intelligence community and to the way we did business.
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The Government supported these efforts and as a result, new legislation was passed, new policies were implemented and new funding was allocated. This was the first time for many years that the government had made such a significant new investment in intelligence. There was also a strong commitment to collaborate in unprecedented ways.

- And while it's still early days, all indications are that these changes are having, and will continue to have, a positive effect on the entire intelligence field in Canada.

National Defence Experience

- I then moved to National Defence, where I sit firmly wearing both hats.
- The Department is responsible for collecting, assessing, producing and sharing intelligence along the full spectrum -- from tactical to strategic.
- Good intelligence is essential to our deployed troops and to making the key decisions associated with such deployments.
- At the same time, intelligence is critical in supporting policy decision-making at the senior management and Ministerial levels. For example, in relation to complex and fast-breaking situations such as those involving India and Pakistan.

Major Shifts -- Impact Since September 11

- So it's from all of those vantage points that I have observed a new era emerge for intelligence in Canada.
- I hinted earlier that when I was in PCO in the 1990s, the security and intelligence sector was not very well understood, either within government or outside.
- There's no question that Canada has never really had an "intelligence culture." Which is in part a reflection of our enormous good fortune as a country.
- This is especially true in comparison to the US, as the only superpower. And to the UK, whose intelligence culture comes from their experiences in war and with terrorism in their country.
- For Canada, September 11 raised awareness of the role and importance of intelligence while illustrating the complexity of this business.
- Over the past year, Canadians have seen and heard from the leaders of the intelligence community as they appeared with Ministers before Parliamentary Committees and as they gave interviews to the media. Something that would have been unheard of at an earlier time.

- Meanwhile, the introduction of new legislation and the December 2001 Budget drew new attention to the role of intelligence, as did scrutiny in the U.S. of the performance of its own intelligence community.
- When I was Coordinator at PCO, we often talked about demystifying intelligence; shedding light on it— which on the whole is a good thing, but we need to find the right balance.
- The horrible events of September 11 did serve to bring the intelligence business in Canada out of the shadows and into the spotlight.

Seven Lessons

- So it is in this context that I would like to offer seven lessons I've learned over the course of my involvement in intelligence.
- These lessons are not unique to the intelligence community but I believe they can help us ensure continued relevance and responsiveness in the new security environment.

1. Intelligence needs to ensure it adds value over and above what is available through other means. And this is not a one-time issue that can be resolved for all time.

- As in any other area of government, it is important to continually ensure value added. This means asking ourselves the question: *“Is intelligence in any given area producing not only value but unique value not available elsewhere?”*
- If it does not, it will cease to be used and its relevance will disappear.
- And here, the debate about open sources versus secret sources is to a great extent a false debate. Open sources give the context essential to make sense of secret sources.
- In order to recognize the value of secret information and to communicate it, understanding the broad context is essential — both for the intelligence producer and in communicating with the user.
- Otherwise, we risk not giving clients the full picture, or worse giving a false picture, which in turn, compromises their decision-making ability. And now, more than ever, with intelligence being used by more people, we must ensure context.

2. If intelligence is not user friendly and tailored to the end user, it will not be used.
 - There is too little time for any of us to read everything that is relevant and interesting — we have to make choices everyday.
 - Which means that the job of the intelligence officer is to continually ensure that:
 - The format remains readily accessible to the intended user (ie: user friendly);
 - And that the reliability of any piece of information is evident to the user.
 - Unfortunately, there is no template or magic formula here. None of this can be decided once and for all.
 - As with anyone serving a client, needs change and the community must be constantly adjusting their outputs as required.
 - Senior clients look to the intelligence professionals to do the work of gathering, synthesizing, analysing and assessing on their behalf. They depend on them to use superior writing and analytical skills to produce reports that can directly guide decision-making.
 - To be sure, this is a tall order. But these are the very processes and skills that distinguish intelligence analysis from journalism; that convince senior readers that the intelligence community can offer additional value to that provided by CNN, The Economist, Le Monde, the New York Times and the Globe and Mail.
 - A key part of effectiveness, especially on the raw intelligence end of the spectrum, is ensuring that the reliability of the intelligence is evident to the user.
 - We all know that raw intelligence can range from unreliable gossip to key critical information.
 - We have to first identify the difference and then must ensure that the user is able to easily identify where on the spectrum a particular piece of intelligence lies — otherwise we risk being accused of misleading or worse, causing bad decision-making.
3. If it's not timely, it's useless.
 - The best piece of information or the best assessment in the world is useless if it arrives just after the decision has been made.

- Timeliness varies depending on the nature or the type of intelligence in question — for some things, timeliness is a question of months or weeks, for others, it is a question of hours or minutes.
- And of course, for a lot of intelligence, timing is not black and white -- intelligence may remain somewhat useful, but not as important as it might otherwise have been.
- The important point is that timeliness must be a key consideration in preparing and distributing intelligence.
- Intelligence is not gathered, or an assessment prepared, solely for our own enlightenment. Government invests in intelligence in order to contribute to better decision-making -- so if it doesn't assist decision-making, it becomes irrelevant.

4. Up-to-date technology, both capacity and knowledge, is critical to continued relevance.

- There are two aspects to this. First, protecting our key information is vital. As is our ability to ensure its integrity.
- Equally important is the ability to keep pace with organized crime, terrorists and others who threaten our society. We have to ensure continued intelligence in relation to these threats.
- Obviously, this is not an easy task. The cost and speed of change pose real challenges that we must not underestimate.
- But the alternative is to risk having our systems compromised or rendered incapable of handling and filtering the quantity of data we require, and thereby eroding the important contribution intelligence can make to decision-making.

5. We must leverage our strengths to ensure continued relevance and value.

- The intelligence community in Canada is small by any standard so we have to leverage to the greatest extent possible.
- We must identify those things of greatest value to our allies and we must continuously strive to do them well.
- That is what will ensure our continued access to more than we can afford to do ourselves. Those of us involved in intelligence know this but we have to make sure that other senior decision-makers are continually made aware of the critical importance of this. There are two key factors -- identify what is valued by our

allies and do it well.

- One of the advantages of being small is our ability to make linkages and work together more easily than in bigger, more complex organizations — such as the U.S.
- We should take advantage of our strengths in this regard and continue working closely with each other as much as possible. There has been significant progress in this area since September 11th and we should build on this.

6. Avoid being captured by conventional wisdom.

- There are obvious advantages to being an expert but at the same time, there can be pitfalls -- one of which is having a fixed view of a certain situation or of the attitudes and motives of a particular country, organization or person.
- The world is changing and we must not accept things as given. Otherwise, unchallenged or unarticulated assumptions can develop, especially in the assessment field -- we must continually question them.
- Sometimes this is referred to as the ability to "think outside the box" or to be innovative -- in no field is this more critical than in intelligence assessment.
- This does not mean that we continually have new views. But it does mean that we are ready to question our own views to ensure they remain valid.

7. Finally, intelligence must be client-focussed -- not client-driven.

- Don't mistake this for just giving the client what he or she asks for.
- It is not sufficient to just deliver what is asked for today or what the user thinks he or she needs.
- Often those in the intelligence field are in the best position to identify that something is helpful to decision-making or that a different format would be more useful.
- After all, the intelligence community spends time on the issues and they are in the best position to look ahead and determine what will be needed in the future.
- The key is to ensure that this is always done with a view to what is, or will be, useful and relevant, and in a user-friendly format to the end client.
- Again, this is not unique to the intelligence community -- business knows this well. It is important that we think ahead and anticipate what the client might need next.

Conclusions

- These seven lessons may sound easy but we should not underestimate the difficulties involved.
- These comments are not meant to be critical of the intelligence community. On the contrary. Overall, the intelligence community does a very good job in Canada and Canadians get very good value for what we spend. Our allies recognize this, as do senior clients.
- In coming back into the core of the intelligence community, I'm impressed by the speed and quality of the response and adaptation since 9/11. And also with the number of partnerships and collaborations we see taking place. In many respects, this has been a huge transition.
- However, we cannot be complacent -- the world is changing quickly and we have to change with it or risk becoming irrelevant. Or worse.