

cc. Mr. Daw / Rempt
 Mr. Bourne / ADJ Gen
 May Gen Weeks / Olyis

Department of External Affairs



Canada

Bureau of Security and Intelligence Liaison

PSSV-1385

S E C R E T

OTTAWA, Ontario

April 28, 1977

Dear Mr. Frazer,

As requested at the meeting of the Cabinet Committee on Security and Intelligence on April 26, I am attaching to this letter some points which we hope might be useful to the Minister of Justice in dealing with the question of prohibited grounds of discrimination in Bill C-25. The attached points outline, in particular, the reasons why we consider homosexuality must be regarded, with respect to the rotational foreign service, as a subject of security concern and why, in general, we therefore do not consider that homosexuals should be recruited or employed by the rotational foreign service.

In preparing the attachment, we very much have in mind that Mr. Basford may wish to make our concerns public in any discussion he may have in the House or in Parliamentary Committee about the reasons for excluding from Bill C-25 sexual orientation as a prohibited grounds of discrimination. I might note in this context that from the point of view of this Department, the words "sexual behaviour" capture in a more comprehensive way, as outlined in the revised Cabinet Directive on personal security clearances, the scope of our concerns. We believe that the issue in Bill C-25 and the security concern about this issue really flows from the question of sexual behaviour. Homosexuality is, in this respect, one of the problems but perhaps the most contentious, involved along with other forms of aberrant sexual conduct.

I have, of course, discussed these issues and the attached material with my Under-Secretary, Mr. Basil Robinson.

Yours sincerely

J.G.HADWEN
 J.G. Hadwen
 Director
 Bureau of Security and
 Intelligence Liaison

Mr. G.F. Frazer,
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 OTTAWA

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TALKING POINTS

Why does the Government consider that, in general, homosexuals should not be employed in the rotational foreign service, and, in general, why is aberrant sexual behaviour a subject of security concern? Among the reasons are:

- (1) Homosexuality is not yet considered as fully socially acceptable in Canada or generally in the world. Neither the legal or social structure in Canada, or internationally, permits a homosexual to live a life style which can be regarded as routine. Thus, there is a pressure on homosexuals to keep private the nature of their sexual orientation. This, in turn, creates a situation which can be exploited, at least abroad, by those who wish an individual, or an institution, ill, be they intelligence or criminal elements.
- (2) Homosexuality is regarded in international intelligence as a "weakness" that can be exploited for intelligence purposes in the same way as can greed, excessive promiscuity or criminal activity. There has been ample experience to indicate that intelligence services not only do not hesitate to exploit homosexuality, but target on it.
- (3) Homosexuality is not as widespread as is sometimes suggested and the practice of it frequently is "underground". It is difficult for homosexuals to

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meaningful relations with others and frequently the search for contacts involves substantive risks for the individuals concerned. In turn, this can lead to opportunities for the exploitation of the individual and/or the institution he serves, either directly or through his homosexual partner.

- (4) In some parts of the world, (although not in Canada) homosexuality between consenting adults is illegal can be the subject of criminal action.
- (5) Members of the rotational foreign service do, in the course of their careers, have access to highly sensitive information which is, ipso facto, of interest to hostile intelligence agencies. Further, it is mandatory, in order to operate a rotational foreign service, that employees be capable of serving virtually anywhere in the world. Because of the targeting of intelligence services on homosexuals and because homosexuality is still illegal in many parts of the world, homosexuality is, in consequence, a subject of profound security concern in the rotational foreign service.
- (6) Beyond the necessity to make security judgements that protect the national interest of Canada, there is as well a need to protect the individual. To grant a security clearance to a homosexual would expose that individual to severe risks with the potential for

exploitation, which is not shared to the same degree by those who do not share the homosexual's orientation. Even in those cases where the sexual orientation is publicly acknowledged, the dangers to individuals are not decreased in many foreign countries.

- (7) The inclination of the homosexual community is to deride any suggestion that the homosexual is more vulnerable than others to exploitation by compromise and blackmail. It is doubtful that those who make this claim are aware of the incidence of exploitation of homosexuals by hostile intelligence agencies, or of the nature of the tactics employed. They may not, too, be aware of the consequences (sometimes tragic) for the individual concerned.