



MEMORANDUM

NOTE DE SERVICE

15(1)

TO
A

O I/C SECURITY SERVICE
TASK FORCE

FROM
DE

O I/C "A" OPERATIONS

SUBJECT
OBJET

ALLEGATION OF IMPROPER
CONDUCT CHARACTER WEAKNESS
INVESTIGATIONS.

SECURITY - CLASSIFICATION - DE SÉCURITÉ
TOP SECRET
OUR FILE - N/REFERENCE
IP 371-9
YOUR FILE - VIREFÉRENCE
[REDACTED]
DATE
28 September 1977

Reviewed *[Signature]*
 OCT 19 1977
 SECURITY SERVICE
 RECORDS

The contents of this submission is in answer to your request dated 25 August 1977 wherein you have asked for copies of all authorities and precedences, including marginal notations etc. concerning our policies procedures regarding the investigation and reporting of Homosexuals.

2. I have found no direct policy issued by the Government concerning the investigation of Homosexuals. There is much of file as to what we should do and how, but in the final analysis, we are still more or less governing ourselves according to skimpy guidelines.

3. The actual question as to the investigation of Homosexuals as a possible security risk when employed by the Federal Government emerged in the late 1950's. Prior to this time, investigations were orientated toward "loyalty" rather than "reliability". There has been, since that time, numerous discussions held within the Security Sub-Panel and Panel, with the view of trying to resolve a policy upon which the Force could follow insofar as investigating homosexuals who are or may be employed by the Federal Government. These discussions have been supplemented by statements in the House of Commons by a former Prime Minister, the issue has been referred to a Minister of Justice, however there still is no concrete set policy or Terms of Reference whereby the Force and in particular the Security Service should follow when investigating persons possessing this character weakness.

Reviewed *[Signature]*
 OCT 21 1977
 SECURITY SERVICE
 RECORDS

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4. The Security Service over the years has had to devise a system whereby it hopes to meet the various wishes of the various Government departments. We have continually asked for guidance from the Security Panel but to no avail. We have thus investigated this particular character weakness as best we could. If authority for our investigations were to be questioned, we have only to fall back on the quotation that from a reliability point of view, the various Cabinet Directives since #24 stipulate:

"It also remains an essential of Canadian Security policy that persons who are unreliable from a security standpoint, not because they are disloyal, but because of defects in their character which may lead to indiscretion or dishonesty, or make them likely subjects of blackmail, must not be employed in any position where they may have access to classified information. Such defects of character may also make them unsuitable for employment on grounds other than Security."

5. The attached booklet #4 "Homosexuality and the Canadian Internal Security" is returned as per your request. As you are aware, this booklet was prepared as a working paper for the 1969 Royal Commission on Security. To present the most latest of policies under consideration concerning Homosexuality in regard to a revision of Cabinet Directive #35 currently underway I would refer you to our file "Homosexuality in the Public Service National Security" IP 155-Q-65 which because of its delicate nature has a very limited distribution and cannot be copied.

6. Should there be any other points you wish to discuss we would be only too happy to meet with you. In the meantime we are hopeful the attachments meet your requirements.


J.F. FRIEND, SUPT.,
O I/C "A" OPERATIONS.

Encls.

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ATTACHMENT TO: MEMO DATED 28 SEPTEMBER 1977
 RE: ALLEGATION OF IMPROPER
 CONDUCT CHARACTER WEAKNESS
 INVESTIGATIONS.

- 21-11-47 - Letter from Chairman Security Panel to
IP 165-2 Commissioner with attachment. Attachment
is draft copy of initial C.D. #4.
- 30-3-48 - Memorandum For Security Panel Doc. - 23
IP 165-2-2 - Security Investigation of Government
Employees - Cabinet Directive No. 4.
Attachment contains Policy and Procedures.
(Contents are summarized on page 13
item "B" of the attached booklet "Homosexuality
and Canadian Internal Security dated
24 July 1967).
- 23-5-50 - Memo to Commissioner from Ass't Commissioner
IP 165-2 Re: Security Screening of Gov't Employees.
Deals with perfecting submission of our
information to Gov't Depts. i.e. Briefs
instead of verbal reports. (Attachment
not there but approved as noted by notation
on memo. See 29-5-50 below).
- 29-5-50 - Letter from Commissioner to Secretary Security
IP 165-2 Panel with attachment. Attachment is Draft
of proposal to send "Briefs or Reports"
to Departments.
- 7-12-51 - Letter from Sec. Security Panel to Insp.
IP 165-2 K. HALL with attachment. Attachment contains
statement made in House of Commons by Prime
Minister on subject of Personnel Security.
(This deals primarily within defence
industry and points out character is aspect
to be considered when granting clearances -
page 2 refers).
- 30-7-52 - Letter from Secretary of Security Panel to
IP 165-2 Supt. McCLELLAN with attachment. Attachment
contain redraft of C.D.'s 4 and 4A. Start
of new C.D. #24.

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IP 371-9
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- 16-9-52 → Security Panel Document #SP-137 - Security
IP 165-2-2 Investigation of Gov't Employees with
attachment. The attachment contains Policy
and Procedures of new Cabinet Direct #24.
(Contents are summarized on page 13 item "C"
of the attached booklet "Homosexuality and
Canadian Internal Security" dated 24 July
1967. File IA 10-3-4 Supp. B (Vol. 31).
- 5-5-55 - Letter to Commissioner from Sec. Security
IP 165-2 Panel containing the sixth draft of a
Cabinet Directive superseding C.D. #24.
This draft became C.D. #29 (The draft is
summarized on page 13 item "D" of the
attached booklet "Homosexuality and
Canadian Internal Security" dated 24 July
1967).
- 2-7-58 → Security Sub-Panel Document #91 "Security
IP 371-9 Cases involving Character Weaknesses".
(This document has been summarized as item
"E" page 14-15 of the attached booklet
Homosexuality - dated 24 July 1967).
- 12-5-59 - Security Sub-Panel #199 "Security Cases
IP 371-9 Involving Character Weaknesses, with Special
Reference to the Problem of Homosexuality."
(This document is summarized in the last
paragraph of item "E" above). Areas of
interest in the document relating to
Homosexuality, have been marked in the margin.
- 2-8-60 → Letter with attachment from A/D.S.I. to
IP 165-2 Secretary of Security Panel. Attachment
"Security Cases Involving Homosexuality -
comment on draft paper of Mr. Wall."
Attached is draft paper with notations and
our reply.
- 27-10-60 - Letter from Commissioner to Clerk of Privy
IP 165-2 Council and Secretary to the Cabinet. Para. 2
outlines that "our policy of sending to the
appropriate Dept., information relating to
Character Weaknesses on persons employed in
sensitive positions, whether it is conclusive
or inconclusive, be maintained.

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IP 371-9
[REDACTED]28-11-60
IP 165-2

Letter from Commissioner to Secretary to the Cabinet. The letter deals with "Homosexuality within the Federal Gov't Service" and sums up "I would appreciate very much if you could tell me just what progress has been made as from our position as the investigative body, we would like to see some definite policy established in the near future. (Note: To this time then, there has been no definite policy regarding the investigation of Homosexuals.)"

20-12-60
IP 165-2

Letter with attachment from Privy Council Office to Commissioner in answer to Commissioner's letter of 28-11-60. The reply makes reference to (a) possibility of setting up research program in developing of testing techniques to include Dr. F.R. WAKE. (b) Regarding policy, a report was prepared as basis of discussion with Prime Minister, the attachment dated 19-12-60 to the letter refers. Para. 4 states that during 1959 the R.C.M.P. accelerated their program of investigating public servants about whom allegations of homosexuality had been made, and obtained ministerial authority to proceed with investigation in both sensitive and non sensitive departments and agencies. The scope was further expanded to develop information on homosexuals who were not employed in the public service on the basis that they could conceivably be used by a foreign intelligence service to identify and possibly assist in the compromising of homosexuals employed in the government on classified work.

The case mentioned in para. 5 is set out as Appendix 1 of the booklet "Homosexuality and Canadian Internal Security" dated July 24 1967.

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IP 371-9
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Para. 8 after detailed discussion of all aspects of the problem, the Committee arrived at the following general conclusions which are summarized:

- (a) that investigations should not be widespread
- (b) that it did not appear to be a security objection to informing persons the inquiry was related to security
- (c) that the most careful consideration should be given in each case to the nature and timing of informing departments
- (d) that the Gov't be asked to give the RCMP a clear directive to the effect that where security was not a factor, the RCMP were not required to report allegations to the department
- (e) that where continued investigation was essential to establish validity of allegations, but where also necessary to inform the dept., the Sec. of the Sec. Panel might ask the department to withhold action until investigation completed.

12-1-61
IP 165-2

- Letter from D/Commissioner to Secretary to the Cabinet which refers to attachment 19-12-60 attachment to corr. dated 20-12-60 above. This letter sets out amendments to we would like to see made to draft in regard to discussion with Prime Minister.

18-1-61
IP 165-2

- Memo for File submitted by A/D.S.I. makes observations on 12-1-61 submission as result of call from Mr. Wall, Privy Council Officer. Mr. Wall while not disagreeing with our submitted changes to the paper made suggestions of his own as to how they could

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IP 371-9
[REDACTED]

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be incorporated without calling meeting. The main difficulty arose out of item (c) of Priority 2 centering around the research program. Mr. Wall explained there was no regulation in Civil Service Regs which prohibited people with this (homosexual) weakness from being employed.

2-2-61
IP 165-2

- Letter from Privy Council to Minister of Justice asking that a meeting be set up with Prime Minister to discuss paper "Security Cases Involving Homosexuality" with view of determining lines along which they might properly proceed.

4-7-61
IP 371-9

- Letter from D.S.I. to "A" Division covering surveillance of Known or Suspected Homosexuals. Surveillance to be restricted to definite targets falling within our terms of reference i.e. Fed. Gov't employees having access to classified information.

11-1-62
IP 165-2

- Letter from Commissioner to Minister of Justice concerning meeting between Justice and Prime Minister item dated 2-2-61 above refers. The letter points out our request for Terms of Reference in regard to investigating homosexuals and difficulties encountered in processing cases since our request in May 1960. In addition it points out the lack of any clear-cut directive increases amount of paper work in each case. It sums up by stating "I would appreciate any action that you can take to secure the Terms of Reference we require to alleviate many of the problems - investigations into this character weakness. (On top of letter is notation that the original was returned 15-4-63 by Minister upon change of government. Action taken is not indicated).

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IP 371-9
[REDACTED]17-10-67
IP 371-9
[REDACTED]
attached).

Letter from Privy Council Officer to Comm'r. attention "I" Directorate. Substance of letter is to effect that our brief 2-10-67 concerning External Affairs employees, and sent to the Privy Council Office contained information developed in 1965. Why wasn't the Dept. made aware of the information reported at once.

7-11-67
IP 371-9

Memo for file by O i/c "A" Branch to A/D.S.I. telephone conversation between O i/c and Don Beavis, Privy Council Office concerning [REDACTED] case. Beavis expressed concern over our not sending information (item 17-10-67 refers) immediately. We reply:

- (a) our understanding we had not sent the original trace sooner because it was not our policy to send unsubstantial information
- (b) that this is in line with present policy as we understand it, that is in each case we carefully consider the nature and timing of informing departments and to assessing the validity and significance of the information in view of possible effect on the employee and the service.
- (c) this was policy we followed in [REDACTED] case
- (d) suggested that this case pointed up need for a clearly defined policy on the Government's part in this area.

Mr. Beavis remarked that at meeting in 1965 at which Force was represented by D/Comm'r. Kelly and ex-D/Comm'r. Bordeleau it was decided Force would send such traces no matter how nebulous.

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IP 371-9
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The concluding para. points out that a search of files has failed to reveal minutes or anything else regarding such a meeting.

10-11-67
IP 371-9

- Letter to Secretary of the Security Panel from Director S. & I. regarding item 17-11-67. We point out that in absence of formal written policy to the contrary our member governed himself on conclusion reached by a special group of the Security Panel at meetings of 20th and 29th Sept. 1960 which stated in part: (See (b) of item 7-11-67).

The letter continues by stating that now that it is a matter of official record that the P.C.O. is desirous of being officially supplied with unsubstantiated traces in the homosexual field, we would govern ourselves accordingly.

30-9-69

- Request from "A" Division to set up O.P. on a homosexual club to obtain photographs. Notation on file dated 31-9-69 by O.S.I. reflects coverage cannot be approved.

17-10-69
[REDACTED]

- Letter to "A" Division from H.Q.'s D.S.I. concerning a case where "A" Division wished to interview a homosexual. The point of interest is contained in para.'s 4 and 5 which refers to unwritten policy in this regard; each case on its own merits and although not mandatory the person being selected for an interview be first identified as having participated in at least one homosexual act.

4-12-69
IP 371-9

- Letter to "A" Division from D.S.I. We refer to our memo (see item 4-6-61 above) wherein limitations of surveillance of homosexuals is clearly defined.

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- 4-3-70 - This submission is unsigned however
Review Stamp appears to have been the procedures
date followed by A-1 Section of "A" Ops.
IP 371-9 regarding homosexual information. Please
note it reflects that there still are no
written terms of reference for the sections
operations.
- 20-7-70 - Submission from "A" Division, which sets
IP 371-9 out what they believe to be the homosexual
social structure within our heterosexual
community. They point out there are 3
basic groups; (1) The obvious; (2) The
Conservative and (3) The Sophisticate.
They feel we are only obtaining
information on homosexuals in group 1.
In order to obtain information on persons
in groups 2 and 3 they propose several
steps should be taken moving up the ladder
a step at a time and in this regard wish to
conduct more interviews. The forwarding
minute contains relevant views of the
D.S.I. and A/D.S.I.
- 11-1-71 - Submission by Hilash covering points
File Review raised in "A" Division submission noted
stamp date above. Sets out sections views with
IP 371-9 applicable marginal notations - the
author of which is unknown. However in
para. 3 under suggestions it is once
again pointed out that there is still no
terms of reference in this field from
the Security Panel and perhaps we should
broach the subject again para. 4 sets out
suggestions for operational improvements.
- 2-12-70 - Our reply to "A" Division's submission
IP 371-9 of 20-7-70. Basically we say priorities
in "A" Division on other S. & I. matters
will probably take precedence.

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IP 371-9
[REDACTED]

- 24-1-73 - Letter from Michael Cassidy M.P.P. Ottawa
IP 371-9 Centre to Sol. General requesting information
as to Sol. General's Dept. policy as
regards to security clearances for
homosexuals.
- 14-2-73 - Memorandum on file Security Screening -
IP 371-9 Homosexuality. Para. 5 adequately sets
out our approach in regards to investigations
in this area.
- 27-2-73 - Memorandum from D.G. to D.D.G. (Ops.)
IP 371-9 containing letter to be sent to Sol.
Generals office with attached reply for
Sol. General to send to Michael Cassidy,
(see item 24-1-73 above). The letter
states it is not possible to generalize
about whether homosexuals are barred by
their employing departments, and each
case must be judged on its own merits
taking into consideration the contents
of para.'s 96, 97, 98 and 100 of the
Royal Commission on Security.
- 6-10-76 - Letter to Commissioner from David Garmaise
IP 371-9 (homosexual) coordinator of the National
Gay Rights. Similar letters were sent to
the Sol. Generals office and Justice
department dated 5-10-76 (attached).
Garmaise requests information as to policy
in regards to hiring homosexuals.
- 13-10-76 - Liaison Officer's reply to Garmaise. The
IP 371-9 reply acknowledges the letter. We are
unaware of what was sent by Sol. Generals
office or that of Justice.
- 28-10-76 - A-5 on file from O i/c "A" Ops. to D.D.G.
IP 371-9 (Ops.). In view of increased campaign by
individual homosexuals and homosexual
organizations regarding employment of
homosexuals in the Public Service, a
security service position paper was prepared
for D.D.G. (Ops.) approval. Approval
was given as per notation 29-10-76.

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IP 371-9
[REDACTED]2-11-76
IP 371-9

- Letter to all divisions setting out Security Service position. Signed by D.D.G. (Ops.), copies to Liaison Officer and Privy Council Office. Contents of reply to Michael Cassidy see item 27-2-73 and para. 100 of Royal Commission for basis of our views.

6-1-77
IP 371-9

- Letter from D.G. to Privy Council Office re: Homosexuality, the Public Service and National Security. This sets out the Security Service D.O.P.'s and Deputy/Comm'r. Administration views as to certain aspects of what is hoped will be a set policy concerning homosexuals. While there still is nothing concrete, the D/Comm'r. Administration views at the bottom of page 3 and top of page 4 are quite significant insofar as hiring of homosexuals by the Force.

27-1-77
IP 371-9

- Letter from Deputy Director, Security Services Division, External Affairs to Officer i/c "A" Ops. Security Service R.C.M.P. The letter provides a copy of instructions issued by External Affairs to their recruiting teams who are about to leave for Universities across Canada recruiting Foreign Service officers. The final para. of the instructions read:

"The basic question, of course, is whether the Department of External Affairs, knowingly, will employ a homosexual. The general answer is that each case must be examined individually against a number of personnel and security criteria. More specifically, however, as I've tried to indicate, homosexuality does give rise to concerns in the security sense which must carefully be taken into consideration and which may well lead to a conclusion that an offer of employment should not be extended."

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IP 371-9
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31-1-77
IP 371-9

- Letter from Solicitor General to Brian Mossop representing Executive Committee of Gay Alliance Toward Equality. In answer to Mossop's letter 12-10-76 (copy attached) as to hiring of homosexuals by R.C.M.P. Solicitor General's reply in part states:

"Being an overt or publicly professed homosexual would in no way prevent an individual from competing and being considered for employment in any government department or agency. Whether or not he would be selected over other candidates would be a matter for managerial discretion in the normal selection process."

15-2-77
IP 371-9

- Letter from Director, Security Services Division External Affairs to O i/c "B" (Ops.) re: Homosexuality requesting specifically:

- (1) "if we could have from the RCMP an assessment of the extent to which the RCMP considers homosexuality is exploitable"
- (2) "if we could have your views on the various circumstances under which you consider homosexuality could be exploited either abroad or in Canada"
- (3) "that you considered that homosexuality could well be exploited even if the individual in question openly admits to his sexual proclivity"
- (4) "Any examples where homosexuals have been exploited for either criminal or security reasons would be particularly helpful".

8-3-77

- Our reply to 15-2-77 request. A copy of the attachment referred to in para. 12 is also attached hereto. (Would you please return the attached booklet to "A" Operations A-5 Section once it has served its purpose).

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