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CONFIDENTIAL

Ottawa, December 18th, 1962.

Assistant Commissioner J.R.W. Bordeleau,  
Director of Security and Intelligence,  
Royal Canadian Mounted Police,  
O t t a w a.

Dear Asst. Commissioner Bordeleau:

I refer to your letter of November 6th, 1962, file G-369-66, concerning the security screening of government employees, and to our discussion of this matter on November 22nd, 1962.

I readily recognize the problem with which you are faced, particularly under present circumstances, in preparing summaries of field investigators' reports for purposes of security screening, and indeed anticipated this difficulty in a letter to your predecessor dated April 26th, 1960, which I showed you during our discussion. On the basis of a number of the points made in your letter, I am more than ever convinced that the best means of maintaining an essential standard of service and at the same time achieving the necessary economics would be to revert to the system in use prior to 1960, in which copies of all of your field investigators' reports on each personnel security investigation were forwarded to the sensitive departments and agencies on the completion of the investigation. As I pointed out in my earlier letter, this would avoid the necessity of preparing summaries, and would give the receiving departments and agencies sufficient information to arrive at a judgement as to whether an employee or applicant were sufficiently stable and dependable to be cleared for access to information classified Top Secret. It would also bring Canadian practice more in line

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with that in the United States, where employing departments are provided with a complete file of field investigators' reports, by the Federal Bureau of Investigation, the Armed Services or the Civil Service Commission, depending upon the nature of the investigation. In the United Kingdom I believe the most sensitive departments such as the Foreign Office, the Atomic Energy Authority and the Ministry of Supply have their own investigative services, but that the latter conducts security investigations for a number of other departments, and provides them with full investigative reports.

It seems to me important that we be quite clear as to what Canadian government policy is in this matter. As you are aware, the Cabinet Directive on Security states at paragraph 7:

"The function of an investigative agency is only to provide all the available information pertinent to both loyalty and character in the form of evaluated factual reports; a security assessment and a clearance based upon such reports is the responsibility of the department or agency concerned and is one which must not be taken lightly."

In this connection, you will recall that the Minister of Justice stated in the House of Commons on June 25th, 1959, as reported on page 5145 of Hansard,

"It is the function of the Police exclusively to collect information as to what have been the activities of this person, what the record shows, and then they pass on that information to the agency concerned which makes its assessment as to the suitability or otherwise of the person for the employment for which he is applying . . . . ."

The Minister went on to say, on page 5147,

"These reports are, of course, sent in to the directorate of the security and intelligence agency of the force. As my honourable friend has said,

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there may be a number of reports from different sources. These are evaluated in the security and intelligence agency. Perhaps what my honourable friend is asking me is what is the process by which they are evaluated as to the importance to be attached to them. There are, of course, different degrees of importance . . . . . they are evaluated with respect to the reliability of the source of information . . . . . the department asking for the information will, of course, have the responsibility for making its decision, of assessing the weight to be attached to the information, and they are advised by the force as to the reliability of the source of information from which this record is compiled, or the various sources from which the record is compiled."

If these publicly-stated policies are to be carried out, I think we must agree that departments and agencies employing persons who are to be given access to the secrets of this country and her allies must be provided with as much information as can be obtained about those persons, in order that the responsible department might ascertain to the greatest extent possible their loyalty and reliability. Bearing in mind the apparently increasing importance of personal stability as an adjunct of general reliability in this context, I am sure you will agree that it is more essential than ever to make the most informed assessment possible of how a person to be granted access to secret information might react to attempts to have him divulge that information, whether by threat or by blandishment. In order to make an assessment of this kind, it seems to me inescapable that an employing department must know as much as it is possible to know about the employee concerned. As one of the best available means of gaining this kind of knowledge is through studying the results of field investigations conducted by the investigators of the R.C.M. Police, it surely follows that the full results of these investigations should be made available to employing departments and agencies.

It is fully recognized that the paperwork involved in providing this information is considerable, and that your staff engaged in this work have had to assume additional loads owing to the government's present programme of reduced spending. I understand, however, from recent conversations with senior members

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of the Treasury Board staff, that the Board has now agreed to a procedure by which positions which fall vacant in your Directorate might be refilled without delay and without jeopardy to other establishments of the Force, on the quite appropriate grounds that this work constitutes part of an essential service.

As I mentioned to you in our most recent conversation on this matter, we in this office are preparing a number of policy recommendations concerning the whole process of personnel investigation, selection and management, partly as a result of our recent studies in the United States, with the purpose of extending and improving our present procedures. In the meantime, however, I would be most grateful if you would reconsider the proposal set out in your letter of November 6th, with a view to reinstating the former procedure by which the most sensitive departments were provided with copies of investigative reports as prepared by your investigators in the field.

Yours sincerely,

D. F. Wall,  
Secretary of the Security Panel.

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