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November 20th, 1968

SP-233

MEMORANDUM FOR THE SECURITY PANEL:

Report of the Royal Commission on Security

On October 31st, copies of the Report of the Royal Commission on Security were sent to members of the Security Panel as well as to the members of the Cabinet Committee on Security and Intelligence. At that time, the Prime Minister instructed the undersigned and the Secretary of the Security Sub-Panel, with the assistance of the Secretary and Research Director of the Royal Commission, to examine the Report to determine which portions of it might be made public, in order that the Security Panel and eventually the Cabinet Committee might examine the "expurgated" Report with a view to eventual publication. This initial work has now been done, and a version of the Report entitled "Revised Draft Publishable Version -- Report of the Royal Commission on Security has now been sent to members of the Panel. A meeting to consider the draft Report will be arranged as soon as Panel members have had an opportunity to study it.

In tentatively deciding which portions of the full Report might be deleted in the interests of national security, two considerations were borne in mind. In paragraph 13 of their Report, the Commissioners made the following statement:

> "Finally, we have become convinced that effective security arrangements must have a firm basis in public awareness and understanding, that the level of Parliamentary and public debate on these subjects would be considerably improved if more information were made available, and that a good deal of information could in fact be made available without detriment to the public interest. For these reasons, we feel that the government should make public as many of the arguments and recommendations contained in this Report as may be revealed without in its opinion damaging the public interest."

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Further, in reporting to the House of Commons that the Report had been received and was being studied, the Prime Minister on November 1st, 1968 made the following statement:

> "I would hope that whatever expurgated version we did publish would have the certification of the Commissioners themselves, that they considered the deletions to be deletions that are made in the interests of national security only and for no other reason."

On this basis, it was considered appropriate to delete from the Report only those references, views or information

(a) that would damage Canada's relations with allied and friendly countries;

(b) which the Commissioners had committed themselves not to reveal publicly;

(c) that might reveal such defensive techniques and procedures as would be directly helpful to a potential enemy;

(d) that appeared to demonstrate exploitable weaknesses in our system of security defences;

(e) that might jeopardize the usefulness of, or unduly embarrass, identifiable individuals;

(f) that, as a matter of government policy, had not been revealed in the past; and

(g) that appeared to be particularly delicate or unresolved matters of government policy.

As Panel members will note, there are two or three instances in which portions of the Report that might have fallen into one or another of the above categories were not deleted. Perhaps the most important is in paragraphs 97 and 98 of the Draft Publishable Report, where the criteria for rejection of employees on security grounds are set out verbatim but not directly quoted. It was the view of the Commissioners that these criteria should be made public and they therefore included them in the publishable version of the Report without reference to the Cabinet Directive. It will be recalled that in 1964 the government refused to table Cabinet Directive No. 35 in the House of Commons as a matter of policy, and won a vote on the matter after debate. It is therefore for consideration whether the criteria set out in the Directive should be included in the published version of the Report.

It will also be noted that in paragraphs 185 and 194 of the Draft Publishable version, fairly lengthy quotations have been made from the booklet entitled "Security of Information in the Public Service of Canada" which was approved by the Security Panel and issued to Departments and Agencies in November 1956. Although that document has

remained classified "Confidential", the Panel will wish to consider whether any damage to security would result from the publication of the excerpts referred to.

The Security Panel is therefore requested to examine the document entitled "Revised Draft Publishable Version -- Report of the Royal Commission on Security" with a view to making recommendations to the Cabinet Committee on Security and Intelligence concerning its publication in whole or in part.

D.F. Wall,
Secretary.

Privy Council Office,
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