

March 10, 1960

~~The Commissioner:~~
TO: Deputy-Commissioner Harvison

General
Homosexuality Within Government Service

→ [This paper has reference to Security Panel document SP-199 dated May 12, 1959, particularly to the Conclusion wherein it is recognized that homosexuality constitutes a security threat, that certain homosexual characteristics -- instability, willing self-deceit, defiance towards society and a tendency to surround himself with other homosexuals -- do not inspire confidence, and that information obtained on homosexuals is often limited. Its purpose is to provide information on homosexuality and the threat it constitutes to Canada from a security point of view and it is not in any sense directed towards the moral side of this problem.

2. Although there are divergent views on the degree of risk involved, it is generally accepted that homosexuality within the government service is a security risk because of the potential for compromise by a foreign intelligence service through threat of exposure. While this risk is most acute when a homosexual is employed on duties requiring access to classified information, there is a reduced danger represented by those homosexuals who may not in the course of their present duties have access to classified material but who, through normal advancement, may be expected to require access at some future date. It is suggested that consideration might also be given to the danger involved in a homosexual relationship between a government employee and a non-government employee, and also a normal, friendly relationship between two government employees one of whom is a homosexual. Such a relationship came to light recently where a homosexual government employee, with access to classified material, displayed a considerable lack of security concerning his work during the course of his close association with his friend who was not in the government service.

3. Limited investigation to date has revealed the names of over 700 proven or suspected homosexuals across Canada. More than 300 of these are, or were, recently residing in the Ottawa area, where the investigation was concentrated. Of the total number some 366 are, or

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were, employed in the government service. The investigation of necessity went beyond the government service in order that the most complete picture possible might be obtained. However, it is apparent that only a portion of the total number has come to light thus far. One source of information, a self-confessed homosexual residing in Ottawa, has estimated there are at least 3,000 homosexuals in this area alone. *Qualify*
~~Estimates have not been obtained for other areas in Canada.~~ *Es- we have no correct figures on this*
 In order that the meaning of these figures will not be misinterpreted, it must be explained that because a person has come to attention in this connection does not mean that he is, in fact, a homosexual. It does mean, however, that further investigation is required if the matter is to be resolved satisfactorily.

4. In the attached statistical summary, Appendix A, those persons who have come to attention and who are employed, or were employed within the past two years in a government department or agency are divided numerically into three categories -- confirmed, alleged, suspected. The "confirmed" are those who have been interviewed and admitted being homosexuals or who have been convicted in court on a charge of sexual deviation with another male. The "alleged" are those who have been named as homosexuals by a source or sources whose information is considered to be reliable. The "suspected" are those who are believed to be homosexuals by a source or sources whose information is considered to be reliable but whose opinion in this case is not definite. (X)
Shay To date twenty-five (25) persons have been interviewed by the Force; twenty-two (22) of these confessed their weakness, while three (3) denied the allegation. *o/b*

5. The investigation of charges or suspicions of homosexuality presents more problems than are encountered in a normal character investigation. Usually a case develops on opinions expressed by friends and acquaintances of the person concerned. The opinions are usually based on mannerisms, appearance, conversation, association and, to a lesser extent from an evidence standpoint, their constant frequenting of various places where these people gather ranging from taverns to resort areas. Thus, corroboration is imperative lest an injustice be done. It is also necessary to, and we do, ensure that spite or jealousy has not played any part in one person accusing another of being a homosexual. Extreme care is exercised to avoid the personal embarrassment and damage that would

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be caused through indiscretion during the investigation. As a general rule it is felt the person against whom the allegations are made should be interviewed during some stage of the investigation. The benefits of this are two-fold -- it allows the person an opportunity to deny the allegation or to admit its truth. It also makes him aware that the weakness is known to the security authorities which in itself serves a useful purpose by reducing the danger of compromise by blackmail.

6. There is evidence at hand that the Soviet Intelligence Service, through threat of exposure of homosexual practices, compromised a Canadian Government employee stationed in Moscow. Their plan failed only because the person concerned was imbued with a strong sense of loyalty to his country and immediately confessed to his superiors. This was most fortunate, as otherwise the Soviets would have been successful in obtaining a well-placed source of information within a Canadian service at a high level in terms of access to highly classified material. There may have been other similar attempts that have been successful and about which nothing is known. There is no proof that such an attempt has been made in Canada by a foreign intelligence service, but the question always arises as to the possibility of this having occurred and the compromise proved to be successful from the Russian Intelligence or satellite Intelligence Service point of view. Information has been received which raises a suspicion that an initial seemingly innocuous approach may have been made on at least one occasion. The source of information, another self-admitted homosexual, advised that a friend of his, who is a suspected homosexual and a government employee, had been "courted" by members of a Soviet Bloc Mission in Ottawa some time ago. The approach may not have been the opening stage of an attempt to compromise but it apparently caused the subject some concern and raised a suspicion in the source's mind.

7. This whole matter is being referred to the Security Panel for the information of its members. The Force has received the necessary ministerial authority to proceed with the investigation in both sensitive and non-sensitive government departments and agencies. ~~* Preparations are now being made to this end.~~

8. It is suggested that we cannot disregard these persons upon whom we have information who are in no way connected with the government

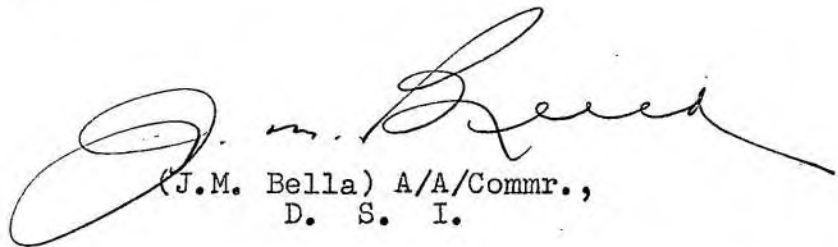
** This is being done as quickly as possible. Unfortunately this and other heavy and complex demands on our resources have created an acute manpower problem. As a result we cannot do*

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service, it being our belief that this is a fraternity that knows no bounds in relation to employment or station in life, and from them we may collect evidence which would corroborate that received previously concerning persons we are most interested in from a security standpoint, not to speak of the possibility that such individuals can, and frequently do, submit the names of individuals upon whom we previously had no information.

9. As a matter of interest our investigation to date has disclosed certain evidence of extreme interest to other friendly security services concerning their nationals, some of whom are employed in such a capacity that they have access to highly classified material. This type of information, we feel, cannot be withheld from the security services because to do so would have an effect on the friendly security community as a whole.



(J.M. Bella) A/A/Commr.,
D. S. I.

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APPENDIX A

Homosexuality in Government Service
- Statistics -

*Disposition by
Department*

*Add columns
re section
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TOTAL

Department of External Affairs:

confirmed	9	1 released	
alleged	17	9 resigned	
suspected	33	1 retired	59

Department of National Defence:

Navy	- confirmed	123	90 released	
	suspected	76		
Army	- confirmed	2	1 released	
	alleged	1		
	suspected	4		
Air Force	- confirmed	3	1 released	
	alleged	9		
	suspected	4		
D.R.B.	- confirmed	1		223

Department of National Health
and Welfare:

confirmed	1		
alleged	3		
suspected	1		5

Dominion Bureau of Statistics:

confirmed	1	1 transferred	
alleged	3		
suspected	1		5

House of Commons and Senate:

confirmed	-		
alleged	4		
suspected	1		5

Department of Defence Production:

confirmed	2		
alleged	1	1 resigned	
suspected	2		5

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			<u>TOTAL</u>
Department of Veterans Affairs:			
confirmed	1	1 resigned	
alleged	-		
suspected	2		3
Board of Transport Commissioners:			
alleged	4		4
Civil Service Commission:			
suspected	1		1
Government House:			
suspected	1		1
Post Office Department:			
confirmed	1	1 released	
alleged	3		
suspected	1		5
Canadian Broadcasting Corporation:			
confirmed	2		
alleged	3		
suspected	1		6
Department of National Revenue:			
confirmed	2	1 retired (1959)	
alleged	1		
suspected	1		4
Central Mortgage and Housing Corporation:			
alleged	2		2
Royal Canadian Mounted Police:			
confirmed	2		
alleged	2NE	3 released	24

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		<u>TOTAL</u>
Atomic Energy of Canada Limited:		
alleged	1	1
National Research Council:		
alleged	2	2
Department of Agriculture:		
confirmed	2	2
Northern Affairs and National Resources:		
alleged	1	
suspected	2	3
Canadian Tariff Board:		
alleged	1	1
Canada Council:		
suspected	1	1
Department of Transport:		
confirmed	3	
alleged	1	
suspected	2	6
Department of Finance:		
suspected	1	1
Defence Construction (1951) Limited:		
alleged	1	1
National Harbours Board:		
suspected	1	1

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		<u>TOTAL</u>
Department of Trade and Commerce:		
confirmed	1	
alleged	2	3
Citizenship and Immigration:		
suspected	1	1
Secretary of State: (Patent and Copyright Office)		
alleged	1	1
Unemployment Insurance Commission:		
alleged	1	
suspected	1	2
Bank of Canada:		
suspected	1	1
Department of Public Works:		
confirmed	1	
alleged	1	
suspected	1	3
National Film Board:		
alleged	3	3
Imperial War Graves Commission:		
alleged	1	1
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Total confirmed	157	
Total alleged	67	
Total suspected	142	366
No. of persons released, resigned or retired		111