

DEPARTMENT OF EXTERNAL AFFAIRS

MEMORANDUM

TO: ...PERSONNEL DIVISION

[MR GIAL] [MR MCGAUGHEY]

TOP SECRET DAUNT

Security

Date ...June 9, 1960

File No.

FROM: ...DEFENCE LIAISON(2) DIVISION

REFERENCE: Your memorandum of April 25, 1960

SUBJECT: ...ESTABLISHMENT REVIEW 1961-1962

I have reviewed the establishment of my Division in the light of changes authorized in your memorandum of March 21, 1960, and the continuing increase in the responsibilities and work load of the Division. (see Chart "A" attached). As a result of this review, I have the following proposals to make on which supporting information is provided in the remainder of this memorandum:

- (a) the establishment of a new Steno.2 position for the stenographic pool; + X
- (b) the establishment of a new Clerk 3 position for the Special Registry; + X
- (c) the reclassification of EXT-70/AO 7 to AO 8; ✓
- (d) the reclassification of Ext.74 FSO 3 to FSO 4; ✓
- (e) the reclassification of EXT.106/Clerk 4 to Head Clerk or EAO 1; ✓
- (f) the reclassification of EXT.509/Steno.2 to Steno.3 or Clerk 4(Secretarial). X

I propose to discuss with USS EA especially re additions. The question of reclassification should be examined by CSC if at all feasible.

2. While two of the above proposals refers to the officer establishment of the Division, I might note that your memorandum of March 21, 1960 indicated that approval had been obtained for an increase of two officers for the Division, i.e. one FSO 3 and one AO 3. As you know, Mr. Agnes has been covering off EXT.1429/FSO 3 position in the Security Section of the Division. He will now fill the new AO 3 position in this Section and our present position, therefore, is that we have two vacancies in the Division for officers of FSO 3 grade. With Mr. Uren's resignation from the Department later this month there will be a third vacancy. It is, as you know, desirable to have these three vacancies filled as soon as possible and the requirement for an FSO 3 in our Security Section and a replacement for Mr. Uren are particularly urgent.

New Stenographer 2 Position:

3. We submitted a proposal for a new Stenographer 2 position for last year's Establishment Review. This proposal was rejected, as you know, because of the number of existing stenographic vacancies which could not be filled at the time. In support of our proposal last year, we pointed out that the additional stenographer would be necessary if our concurrent

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CIRCULATION

Ext. 326A (6/56)

TOP SECRET DAUNT

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proposal for two additional officers were approved. We also pointed out at that time that two of our existing Stenographer 2 positions were filled by employees who are classified as typists. This situation still applies and, while we are prepared to accept it in view of the present departmental staff situation, it seems desirable, in the interest of obtaining some balance in the allocation of the work load in the division, that the new position which will be necessary to provide for the requirements of our increased officer strength should be a Stenographer 2 position and as such should be filled by a stenographer.

New Clerk 3 Position:

4. The volume of work in our Special Registry has continued to increase and an additional clerk is now required. It was hoped that the addition of the Clerk 2 (Miss Bedard) following the 1959-60 Establishment Review would enable the Registry staff to keep pace with the increasing flow of intelligence reports and papers; it was also anticipated that, freed from Registry duties and from servicing the B Wire, the two typists (Miss Lewis and Miss Mantle) could devote most of their time to the work for which they were specially trained and were employed. Unfortunately, these objectives have not been fully realized because of the higher priority task of processing the still increasing number of COMINT intercepted messages. The number of intercepts received under the tripartite agreement with the U.K. and the U.S. has increased by 34 per cent -- from an average of 108 per working day in 1959 to an average of 143 in 1960. (Comparative statistics for the same months of these two years are 97 per working day in 1959 and 143 in 1960). An additional factor has been the increasing use of this material by interested Divisions and officers of the Department; many of them now wish to review intercepted messages and there is an increasing demand from the Canadian intelligence community and from our U.K. and U.S. partners in this effort for collation and interpretation of information gleaned from COMINT material. To satisfy these demands, our present rather rudimentary system of processing intercepted messages must be refined. Improvement of our methods of registering, processing and filing this very highly classified material is also urgently required from the security point of view.

5. The present establishment provides only one Clerk 4 to process COMINT intercepts. The incumbent (Miss Servos) has been working daily overtime in order to keep pace with the constantly increasing volume. Her duties involve checking the numbers of messages received, examining each one to determine what distribution within the Division is required, the delivery of some messages to interested officers and Divisions and the subsequent filing of all messages. This employee is unable to undertake any research or to find time for more effective and secure registration and filing procedures.

6. From the above comments it will be clear that the establishment of a new position covering the following duties is required:

- (a) to assist in the receipt, registration, examination and preliminary distribution of COMINT intercepted messages;
- (b) to undertake routine research assignments (e.g. collection of all material pertaining to a certain subject or event);

- (c) to assist in the filing of intercepts and in the operation of a more efficient and secure registration system;
- (d) to assist in the delivery of intercepts. (Because of security requirements, this is a time-consuming assignment which usually involves waiting while messages are read by the officer concerned.)

These proposed assignments would require an employee of good intelligence, integrity and devotion to duty. I, therefore, recommend that the position be established at the Clerk 3 level. The establishment of this position should free the Clerk 2 (Miss Bedard) who has had to be temporarily assigned for two hours a day to this work. She could then give her full time to the work for which her position was established: i.e. processing the "B Wire" and assisting in the operation of the Special registry. This in turn would permit the two typists to confine themselves primarily to work utilizing their special skills.

Reclassification of AO 7 Position:

7. The incumbent of EXT.70/AO 7 position, Mr. Timmerman, is Head of the Security Section of the Division. The increasing work load on this Section compelled us to submit last year our proposal for the new AO 3 position and for a Typist 2 position for this Section. The following comments which repeat information provided to you each year outline the responsibilities and duties of this Section (see attached chart) and refer to a number of difficult problems with which the Security Section must deal:

(a) Personnel Security:

(i) Under this head the Section processes routine security clearance cases of applicants for entry to the Department. In 1959 these totalled 528 and NATO Fellowships and Scholarships, local employees and non-departmental experts and officials nominated to represent Canada at international and special conferences were dealt with by the Section in the same year. Special clearances, clearances for permission to marry and reviews totalled 160. Many of these clearances entailed careful study and exchanges of views with the RCMP, the Civil Service Commission and Personnel Division.

(ii) There are usually a considerable number of difficult, complex and delicate personnel security problems to deal with both at home and abroad, each of which demands many days of work and close attention by the Head of the Section. Responsibility in this important and sensitive field cannot be delegated to a junior officer.

(iii) In his capacity as departmental member of the Security Sub-Panel the Head of the Section is responsible for reviewing and preparing reports and recommendations on personnel security policies and procedures (particular examples are the study of character weaknesses in relation to security and the establishment of an appeals procedure for persons denied or dismissed from employment on security grounds).

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(iv) Matters of personnel security which touch upon our policy, methods and procedures and which involve consultation with other Canadian authorities and the authorities of other countries, such as the United Kingdom, United States and NATO, are also handled by the Section.

(b) Local Security:

(i) The Department now occupies space in seven different buildings in Ottawa. Each of these buildings poses security problems of a physical and internal procedural nature peculiar to itself. This wide dispersion of departmental activities also, quite obviously, creates problems of a more general but nonetheless vexing security nature. Responsibility in this field has been delegated to the Deputy Departmental Security Officer who has been designated as Local Security Officer. His duties comprise, inter alia, evolving safe procedures for the circulation and distribution of sensitive documents to widely dispersed sections of the Department by safe hand of messenger, the physical security of buildings and the supervision of the five security guards and eight commissionaires employed in Ottawa directly under our control, and liaison with the Royal Canadian Mounted Police on the duties of the 12 commissionaires employed in the East Block, Daly and New Post Office buildings. He is responsible also for ensuring that combination settings throughout the Department in Ottawa are changed regularly, that arrangements for the collection and disposal of classified waste are adequate and satisfactory, that divisions maintain adequate records and control of keys to sensitive offices and that infractions of the regulations relating to the security of offices, papers, etc., are suitably dealt with. During 1959 over 500 infractions were discovered by security guards and reported to heads of Division and the Local Security Officer.

(ii) The Section must devote an increasing amount of time to the improvement of security arrangements and procedures in Ottawa. The Section is responsible for the security arrangements for, and the protection of, an increasing number of international conferences and meetings of a sensitive nature taking place in Ottawa and elsewhere in Canada.

(c) NATO and Allied Security:

(i) Since it operates the Senior Civil Cosmic Registry in Canada, the Department, and hence the Security Section of this Division, is responsible not only for the proper distribution, protection and accounting for documents circulating within the Department but for the despatch of such documents and their proper handling in Cosmic sub-registries established in other Canadian departments of Government. The regulations stipulate that an annual inspection of each main registry and each sub-registry will be done by the Head of the Security Section in his capacity as Cosmic Control Officer.

(ii) The number of international treaties and agreements concerning the sharing of national secrets in the field of defence, atomic research, etc, are growing and NATO security standards and procedures are constantly being reviewed and improved. These matters entail considerable study and work by the Security Section, consultation with other government departments and interested divisions, and advice to our Delegation representative on the NATO Security Committee.

(d) Security Training:

(i) The Security Section devotes much time to the education in security matters of both departmental personnel and members of other Departments posted to our Missions abroad. A programme has been worked out which involves the use of a properly designed and equipped security briefing room.

(ii) A major project of the Security Section is the preparation of a comprehensive Departmental Security Manual. This work is well advanced and once completed it will of course require constant review in the light of changing conditions both at home and at our Missions abroad.

(e) Security Abroad:

(i) One of the more important tasks of the Security Section is periodically to visit and inspect the security arrangements of our posts abroad. The value of such inspections cannot be overestimated. Responsibility for the inspection of European posts now rests with the Regional Security Officer in London. Pressure of work has precluded the inspection of Middle Eastern, Far Eastern, South American and African posts by the Departmental Security Officer.

(ii) In addition to the by no means inconsiderable task of catering to the numerous and widely divergent security needs of over 65 posts and missions abroad (which includes among other things trying to evolve and encourage posts conscientiously to observe sound security procedures tailored to local conditions and their individual needs and to raise to acceptable standards the physical security arrangements of posts), the Security Section is required to advise on the layout of offices and the provision of built-in security features in connection with major building projects or the acquisition of new premises. Cases in point are Kuala Lumpur, Tehran, Prague, Paris, Geneva, Rome, New Delhi, Canberra and Moscow. In addition, major structural alterations, with the object of improving the physical security of Chancery premises, have been initiated or projected in Warsaw, Belgrade, Brussels, Bonn and Tel Aviv. Having regard to the fact that, in stark contrast to the practice of Communist countries in matters of this kind, most of our posts are now housed in offices in business blocks and other types of physically insecure or vulnerable accommodation, it is clear that a great deal of work remains to be done by the Security Section in this sphere of its responsibility.

(iii) Our security guard programme, now comprising 86 security guards serving abroad, is likely to expand. To ensure that these guards are employed effectively and to the best advantage by posts entails a good deal of advice and guidance to posts from the Security Section. The administration of the guard programme in collaboration with Personnel Division also imposes a considerable work load.

(iv) On the technical side also the work of the Security Section is increasing. For example, during the last two years we have experienced four "lockouts" of Taylor safes, one lockout of a Chubb vault and one lockout of a Chubb safe filing cabinet plus a number of minor lockouts abroad, and two lockouts in the Department in Ottawa. Three of the Taylor safe lockouts required the Technical Officer to visit the post to deal with the matter. The others required exchanges of letters and telegrams, long-range diagnosis of the difficulty and advice to the posts which in most cases resulted in the trouble being remedied and access being gained to the defective cabinet without the infliction of permanent damage and with a consequent saving in costs. The Section also conducts research and testing of new locks and other protective equipment, on shredding and other machines for the destruction of classified waste and seeks to devise improved methods for dealing more economically with lockouts.

8. The importance of the work of the Security Section and the need for better security in the Department at home and abroad can best be appreciated in the light of the ever increasing and highly skilled efforts being made by Soviet and Satellite intelligence organizations to penetrate our security and the damage which would be done to our national interests and our relations with NATO and other allies if we were found to be deficient in matters of security.

9. I think the above account of the work of the Security Section illustrates adequately the heavy and increasing burden of work assigned to it and the very responsible nature of the duties of the Head of the Section. In view of these duties and responsibilities it is, I believe, plain that the present classification of the position is too low and that it should be classified at least at the AO 8 level.

Reclassification of FSO 3 Position:

10. The incumbent of EXT.74/FSO3 (hitherto filled by Mr. Uren) is Head of the Defence Intelligence Section of the Division. This section provides the main staff link between the Department and the Canadian Intelligence Community. Its primary task, therefore, is to ensure that the Department's responsibilities to the rest of the Canadian intelligence communities are effectively discharged. In order to perform this task the officers of the section have the following general duties:

- (a) to make themselves familiar with the functions, organizations and methods of the Joint Intelligence Committee and the Canadian Intelligence Community;
- (b) to ensure that the requirements of the Joint Intelligence Committee for current political intelligence, for contributions to J.I.C. intelligence estimates and for other support from the Department are met expeditiously and in an appropriate form;

- (c) in order to achieve (b) above, to develop extensive background in the strategic and political problems with which the J.I.C. is concerned;
- (d) to keep abreast of major developments in the intelligence field;
- (e) to develop effective working relations with the service intelligence agencies; including regular participation in the work of various joint intelligence groups;
- (f) to conduct correspondence with the Secretary, J.I.C. on J.I.C. matters and with senior Canadian officials of the Canadian, U.K. and U.S. intelligence authorities on particular aspects of Canadian intelligence which are the concern of the Chairman, J.I.C.

11. For important policy reasons the Department has assumed a co-ordinating and leading role in the Canadian Intelligence Community, as evidenced by the fact that it provides the Chairman of the Intelligence Policy Committee, of the Joint Intelligence Committee, the Director of Communications Security and of various other intelligence bodies. The effectiveness with which it carries out this role is to a large extent dependent upon the kind of staff support available in D.L.(2) Division and this in turn largely determines the prestige and stature of the Department in the intelligence field. Many of the officers in the other intelligence directorates have extensive experience in the field of intelligence and it is desirable that the Department should provide officers of a calibre adequate to take a leading role among them. These considerations apply in particular to the Head of the Defence Intelligence Section whose main responsibilities may be characterized as follows:

- (a) to provide the Department's contribution to the implementation of the Tripartite Intelligence Alerts Agreement. This requires participation in the maintenance of a 24-hour watch in the Joint Indications Room in the Department of National Defence and the continuous review of all incoming intelligence relevant to this agreement;
- (b) to assume primary responsibility for the production of a weekly intelligence report containing a judgment on the imminence of war and all important intelligence relevant thereto, as well as the highlights of other current developments. As part of this process the Head of Section is called upon to chair a weekly meeting of representatives of other Intelligence Directorates, at which the draft weekly intelligence report is discussed before it is presented to the Joint Intelligence Committee for approval. This report is designed for the Prime Minister, Ministers and senior officials;
- (c) to provide the Department's contribution to basic intelligence estimates on a wide range of problems, including intelligence support to NORAD. Some of these papers are drafted in the Defence Intelligence Section and others are produced in co-operation with the appropriate political divisions. Since it is in this way that the Department makes its main contribution to J.I.C. thinking, the Head of Section plays a vital and indispensable role in this respect.

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12. From the above it will be clear that the officer occupying this position must have the following qualifications or the ability to master the requirements indicated:

- (a) a broad appreciation of the function of intelligence in government and of the particular organization and methods of Canadian intelligence;
- (b) an extensive knowledge of the strategic and political problems with which the J.I.C. is concerned and an ability to produce appropriate drafts for J.I.C. purposes;
- (c) the ability to work effectively with senior officers of the Services, to co-ordinate their work and to command their respect.

13. The effectiveness of the contribution which this Department can make to the work of the J.I.C. depends largely upon the extent to which the incumbent of EXT.74/FSO possesses these qualifications. In view of the fact that much of his time must be spent in close cooperation with Service members of the Joint Intelligence Committee at the level of Lieutenant-Colonel and above, it is desirable that he should be a person of corresponding seniority and experience in this Department, that he should have a capacity for hard work and that his personality should be sufficiently flexible to enable him to work harmoniously with his Service colleagues. For these reasons, therefore, I recommend that this position be reclassified to the FSO4 level.

Reclassification of Clerk 4 Position:

14. For the sake of security and efficiency in managing a substantially increased volume of work, more employees and a more complex organization of material and duties, the reclassification of a Clerk 4 to Head Clerk or EAO 1 is now necessary. At present the Registry consists of one Clerk 4 supervising the registration, distribution and filing of "Special" material; one Clerk 4 performing similar duties on COMINT messages; one Typist 2 responsible for maintaining the filing of "Special" COMINT material; one Clerk 3, one Clerk 2 and another Typist 2 assisting in these operations; and one additional Clerk 3 requested in this review (see paragraph 4) to assist in processing the growing influx of COMINT material. Both of the Clerks 4 on the establishment of the Registry are completely occupied with duties involving actual processing of documents and neither of them has time or sufficient authority properly to supervise and coordinate all aspects of this highly-classified Registry operation. Officers of the Division (whose work depends to a considerable extent on the effective functioning of this Registry) are unable to provide the detailed, immediate supervision without neglecting some of the duties of their own established positions. It is therefore recommended that one of the Clerk 4 positions on the establishment of this Division be reclassified as a more senior position with the following duties:

- (a) to assume responsibility for the overall administration of D.L.(2) Special Registry;
- (b) to integrate and coordinate all aspects of the work of the Registry;
- (c) to supervise the work of all employees in the Registry, including the distribution of specific duties and assignments;

- (d) to plan and maintain an efficient and effective system of registration, distribution and filing of COMINT, special and telegraphic material;
- (e) to take an active part in processing material and operating of the Registry.

15. I have suggested above that the position should be reclassified to the level of Head Clerk or EA0.1. From the information given above you will perhaps be able to determine which would be the more appropriate classification. The duties and responsibilities clearly require qualifications of an executive order and should be filled by an officer or an employee thought to be eligible for promotion to officer rank. The D.L.(2) Special Registry is one of the busiest registries in the Department. The volume of incoming material (1200-1500 items per week) is quite heavy and, because of special security and other requirements, the complexity of the operations involved in the processing and distribution of the material impose a workload comparable to that of other registries with larger staffs.

Reclassification of Stenographer 2 Position:

16. The incumbent of EXT.509/Steno 2 is assigned as secretary to the Head of the Security Section and she also carries out stenographic requirements for other officers in this Section. The workload is extremely heavy and demanding and the incumbent must be a person of above average ability, experience and dependability. The complexity and sensitivity of the material to be handled and processed in this Section, as will be evident from the description of the Section's work above, impose upon this position duties as responsible as those discharged by the average Divisional Clerical Officer. As a minimum the position should be reclassified to the next higher grade and consideration might be given to making it a Clerk 4 (Secretarial) position.


JOHN STARNES

HEAD OF DIVISION

EXT.10/FSO 7
(Mrs. Starnes/FSO 7)

DEPUTY HEAD

EXT.41/FSO 5
(Mr. Grande/FSO 5)

D.C.O.

EXT.161/Secretary to Executive
(Miss Kilsby/Secretary to Executive)

EXT.176/Clerk 4 (Secretarial)
(Miss Cece/Steno.3)

Political Intelligence Section

EXT.68/FSO 4 (Mr. Bow/FSO 5)
EXT.87/FSO 3 (Vacant)
EXT.88/FSO 2 (Mr. Middleton/FSO 3)

Defence Intelligence Section

EXT.74/FSO 3 (Vacant)
EXT.1510/FSO 3 (Mr. Dupuis/FSO 3)

Security Intelligence Section

EXT.64/FSO 4 (Mr. Johnston/FSO 4)
EXT.1636/FSO 3 (Vacant)
EXT.227/A01 (Mr. Checkland/EAO 2)

Security Section

EXT.70/A07 (Mr. Timmerman/A07)
EXT.1429 FSO 3 (Vacant)
EXT.645/A03 (Mr. Agnes/A02)
EXT.442/TO3/(Mr. Keyes/TO3)
EXT.151/Clerk3 (Mr. Sauve/Cl.2)
EXT.1430/Clerk 2 (Mrs. Harwood/
Clerk 2)
EXT.509/Steno.2 (Miss Carpenter
Steno.3)
EXT.1635/Typist (Miss Forget/
Typist 2)

Research Assistant

EXT.1545/Clerk 4 (Miss Servos/Clerk 3)

Special Registry

EXT.106/Clerk 4 (Mrs. Bruce/Clerk 4)
EXT.1546/Clerk 2 (Mr. Gauthier/Clerk 3)
EXT.1634/Clerk 2 (Miss Bedard/Clerk 2)

Steno. and Typist Pool

EXT.1338/Steno 3 (Miss Bertrand/Steno.3)
EXT.521/Steno 2 (Miss ~~Forhan~~ Steno.4) *Miss Forhan (13)*
EXT.546/Steno 2 (Miss Mantle/Typist 2)
EXT.522/Steno 2 (Miss Lewis/Typist 2) *Miss Lewis (13)*

EXT-755 - 756/Security Guards2

EXT-834, 1431, 1432/Security
Guards 1

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