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## DEPARTMENT OF EXTERNAL AFFAIRS

Mr. Seavie return

## MEMORANDUM

TO: Mr. Starnes

Security **SECRET**

FROM: J. Timmerman

Date **July 25, 1961.**

REFERENCE:

File No.

SUBJECT: Personnel Security - Department of External Affairs

Basis of Review

1. Attached are summary records covering the period 1946-1960 of:

- Not attached
- (a) Closed personnel security cases (Appendix (A)).
  - (b) Current personnel security cases (Appendix (B)).
  - (c) Persons about whom seemingly adverse information has come to notice (Appendix (C)).

Also attached is a composite statistical summary as Appendix (D) of the cases included in appendices (A) to (C).

2. In the form used for Appendix (D), the letters "H" and "A" under the heading "Information Received" stand for "Home" and "Abroad" respectively. The term "unreliability" under "Type of Case" includes such matters as mental instability, undesirable associations (e.g., those of a sentimental nature with an Iron Curtain country national as opposed to promiscuous intercourse with members of the opposite sex which have been recorded as "hetero-sexual"), domestic difficulties of a serious nature, significant apparent lack of a sense of responsibility as evidenced by irrational behaviour of one kind or another, dereliction of duty or indiscretion, etc.

3. The returns do not cover personnel of other government departments serving abroad at our diplomatic missions. As you are aware, a number of such cases have come to our attention and have been dealt with in co-operation with the department concerned and, where applicable, the RCMP. Returns also do not include incidents such as isolated black market dealings which, although reprehensible, do not reflect significantly on the reliability for security of the personnel concerned.

4. In compiling these returns, some pretty arbitrary decisions had to be made as to how particular cases should be recorded. For example, where drink appeared to be the main problem, there were usually also overtones of sex and debt, and where an undesirable association of a hetero-sexual nature was the main cause for concern from the security point of view, there were usually other aspects such as drink, black market activities or other conduct of a disturbing or improper kind lurking in the background. The [redacted] and [redacted] cases are good illustrations in point.

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5. I should perhaps mention also that I cannot, unfortunately, vouch for the completeness of the returns on which this review is based. While I am reasonably certain that the returns are both accurate and complete for the period 1956-1960, records for the period 1946-1955 were not systematically maintained and the information for this period, although reliable insofar as it exists, obviously is far from complete.

#### General Observations

6. Of the 196 cases recorded, 69 or approximately 35% relate to officers. Since the officer strength of the Department (approximately 470) comprises about 35% of the total Ottawa-based strength of the Department (about 1400), it may be concluded that officers do not cause us any more trouble on the whole than do administrative members of the staff. However, this ratio varies to some significant degree within groupings. Thus, of the 92 closed cases, 23 or 25% concern officers and 69 or 75% concern administrative staff; of the 20 current cases, 7 or 35% involve officers and 13 or 65% involve other ranks, and of the 84 members listed under Appendix C (Watch List), 39 or 46.4% are officers and 45 or 53.6% are non-officer personnel.

7. This variation may be due, inter alia, to the fact that questionable behaviour on the part of officers:

- (a) is more likely to come to the notice of the Department than similar behaviour by members of the administrative staff;
- (b) is likely to be of a less serious nature;
- (c) is less likely to lead to separation from the Department.

8. However, by examining the figures given in Appendix (E) on the basis of the sex and marital status of the subject, a striking result becomes apparent, as the following table will show.

<u>Officers</u>		<u>Dept'l Str.</u>	<u>No. Involved</u>	<u>%</u>
Male	Married	332	44	13.2
	Single	57	24	42
Female	Married	1	0	-
	Single	26	0	-
<u>Admin. Staff</u>				
Male	Married	298	42	14.4
	Single	173	43	24.8
Female	Married	62	3	5
	Single	474	39	8

9. The figures given above indicate conclusively, I believe, that the single male is by far our greatest source of concern, followed by the married male, the single female and the married female, in that order.

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10. Appendix (B) reveals that the greatest problem at the moment is homosexuality, with unreliability, drink and hetro-sexual activities following in fairly close order.

11. Before commenting on some of these types of case individually, it should be observed that the returns indicate the greatest number of personnel come adversely to attention during the first five years of their service abroad. The 44 cases in which information was received from a source at home during the first year of service, should be discounted, since in a significant number the information was either turned up by the RCMP in the course of a field investigation following preliminary screening and acceptance by the Department on the basis of a favourable records check, or by the detection of weaknesses during the first year of service in the Department by the RCMP or the Department itself which earlier police inquiries had failed to reveal. Of these 44 cases 31 are closed, 3 are current and 10 appear on the watch list.

12. From this particular aspect, the type of case also seems to be significant. A breakdown of the 44 cases which came to our attention in the first year of service shows that:

- (a) 12 concerned Communist association (most of which became known to the Department during 1946-1950).
- (b) 9 involved crime (usually committed before the person concerned joined the Department).
- (c) 8 concerned homosexuality (all involving single personnel).
- (d) 5 concerned unreliability.
- (e) 5 related to drink.
- (f) 3 related to persons with relatives behind the Iron Curtain.
- (g) 1 involved espionage.
- (h) 1 concerned improper hetro-sexual activities.

TOTAL: 44.

13. On the other hand, a similar breakdown of the 51 cases which originated abroad during the first 5 years of service produces the following interesting results:

- (a) Unreliability - 17
- (b) Drink - 15
- (c) Hetro-sexuality - 9
- (d) Homosexuality - 5
- (e) Crime - 3
- (f) Debt - 2

TOTAL: 51.

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14. Of the total of 81 cases which are listed as having originated abroad, 19, almost 25%, occurred in Iron Curtain country posts and, on the whole, were the most serious. One of these, of a homosexual nature, was an unsuccessful attempt by the RIS to recruit a member of our staff through blackmail. Another of a hetro-sexual nature was a similar attempt by the Czech Intelligence Service to recruit an officer. Yet another of a hetro-sexual nature (involving an abortion and a last-minute marriage before the member concerned returned to Canada) had all the earmarks of an intelligence operation. Another, also of a hetro-sexual nature, involved an assault by one of our male members on his female Russian girlfriend which, fortunately for the member concerned, did not cause permanent injury or death. In addition, there were two further cases of a hetro-sexual nature, one of which led to a clandestine marriage between a male member and a Yugoslav national and the other to the marriage of a female member to a Polish citizen after separation from the Department.

15. Other posts which have a particularly high incidence of problems are Paris (9 - a record), Indo-China (7) and Brussels (5).

#### Homosexuality

16. There are 53 cases of this kind on record. This figure includes three persons about whom we recently have received information which is so nebulous in character as not to merit serious consideration let alone action on our part. It does not include several other similar cases. Of the 53 cases recorded, 11 involved married personnel (9 officers, 2 other ranks) and 41 related to single personnel (21 officers and 20 other ranks). Of the single personnel, 13 fall in the 24-30 age group, 16 fall within the 31-40 age group and 7 are in the 41-50 age group. Of the married personnel, 2 fall in the 24-30 age group, 4 in the 31-40 age group and 5 in the 41-50 age group. In the figure of 53 is included one case of suspected lesbianism. Thirty-three (15 officers and 18 administrative staff) of the 53 cases are closed. Nine (5 officers and 4 administrative staff) are current and 11 (9 officers and 2 administrative staff) are on the watch list.

#### Drink

17. The figures for this type of occupational hazard are not considered very reliable. However, of the 36 problems we have recorded, 26 relate to married members and 10 concern unmarried members of the staff. Five of these cases (4 married and 1 single) came to our notice during the member's first year of service at home; 4 (3 married and 1 single) became evident during the first two years of service abroad and 11 (7 married and 4 single) first came to our notice between the member's third and fifth year of service abroad.

18. Of the 36 cases, 10 relate to officers (all married males) and 26 relate to members of the administrative staff, of whom 16 are married and 10 (including 2 females) are single. Of the 10 officers, 9 are in the over-40 age group. In the administrative class, 8 are under 30 (3 married, 5 single); 6 are between 30 and 40 (5 married, 1 single) and 12 are over 40 (8 married and 4 (including 2 females) single).

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Security Guards

19. Twenty-seven cases concern security guards (14 closed, 3 current and 10 watch list). Drink (13) is the greatest problem, followed by women (7) and unreliability (4). Eight cases, or 31% (1 espionage, 4 women, 2 drink, 1 unreliability), involved unmarried personnel. Since single security guards form only 12% of our total guard strength, it is apparent that single guards are less reliable than married guards.

Rejections

20. The following table indicates the number of persons, by class, rejected for employment each year between 1947 and 1960 inclusive:

Year	No.	Officers	Admin. Staff			
			S. Gds.	Commr.	Steno.	Other
1947	2	2	-	-	-	-
1948	4	1	-	1	1	1
1949	3	3	-	-	-	-
1950	4	4	-	-	-	-
1951	-	-	-	-	-	-
1952	2	1	-	-	-	1
1953	-	-	-	-	-	-
1954	1	1	-	-	-	-
1955	10	4	5	-	-	1
1956	7	1	5	1	-	-
1957	27	2	13	5	4	3
1958	13	3	3	6	1	-
1959	24	1	11	4	3	5
1960	47	1	29 (of 97)	7	3	7
TOTALS: 144		24	66	24	12	18

21. Prior to 1955, the majority of rejections were based on grounds of suspected disloyalty (14 Communist association, 2 relatives in Communist country, 1 immorality, 1 drink, 3 unreliability). Since 1955, the majority were rejected on grounds of suspected unreliability (12 Communist association, 18 relatives in Communist country, 3 immorality, 35 drink, 6 homosexuality, 19 crime, 25 unreliability and 5 debt).

22. The attached graph (Appendix (E)) shows the relationship between all types of case which have come to notice, rejections, and the strength of the Department over the years.

Conclusions

23. Although this study is far from being either comprehensive or complete, there are some obvious conclusions to be drawn. I am trying to obtain comparative figures of personnel security cases from Communications Branch, National Research Council. These, when received, I believe, will show that the number of security problems in this Department as compared with another equally sensitive establishment is unusually high. This may be due to:

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- (a) Conditions under which members of our staff and their families, especially those at small and difficult posts abroad, are required to serve.
- (b) The high standard of conduct we expect our people to observe.
- (c) The unusual temptations, stresses and strains (intensified by periodic staff shortages) to which members of the Department are exposed while serving abroad.

24. I have no doubt that this will be a continuing problem despite our efforts to reduce it. That we should make every effort to reduce it, preferably by eliminating before they join the Department those who are potential problems, is equally plain. The high cost to the Department in terms of insecurity, money, administrative inconvenience and physical and psychological strain, is high. That the cost in terms of damage to the reputation of Canada and to the Department has not been higher, surely can only be attributed to providence.

25. Some of the measures which seem to deserve consideration despite the obvious difficulties and disadvantages of implementing them are:

- (a) Better selection and speedier recruitment and replacement of personnel.
- (b) A strong preference for married men and single women, especially for service at difficult posts abroad.
- (c) More comprehensive and better methods of inquiry by the RCMP (this measure is at present under study by the RCMP and the Security Sub-Panel).
- (d) Psychological and psychiatric tests to determine emotional stability and adaptability, and to detect character weaknesses.
- (e) Better training in the Department in improved methods of office organization and procedures, administration, man-management and security, etc.
- (f) More realistic conditions of service abroad such as requiring administrative staff to serve at Iron Curtain country posts and certain other posts for only one year.
- (g) Posting only married men or staff who have already successfully served one term abroad to difficult posts.
- (h) Recognition by the Treasury authorities of the need for a larger "pool" of administrative and officer staff within the authorized establishment of the Department.

  
J. Zimmerman