

MEMORANDUM

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29 June 1971

TOP SECRET

1. When I saw the Prime Minister yesterday on a number of other questions, he said he wished to raise with me a matter of some delicacy and which he wished to be between the two of us. It concerned Mr. Goyer. He was worried that, as he put it, we seem to have done too good a selling job on Mr. Goyer. He found it curious that both Mr. Macdonald and Mr. Goyer, after assuming their respective portfolios, had turned from being critics to zealous supporters of their respective departments. Mr. Macdonald, for example, was now vigorously campaigning for an increased defence budget while Mr. Goyer was upholding the RCMP and the interests of national security in ways which appeared even to irritate his Cabinet colleagues. For example, Mr. Goyer appeared recently to have written to his Cabinet colleagues about members of their staff in ways which clearly had irritated them. Mr. Goyer had been a very staunch opponent of some aspects of the proposed wrietapping legislation, which was perfectly proper,

2. I said that I had somewhat the same about Mr. Goyer, although perhaps from a totally different standpoint. I said that I could understand that Mr. Goyer was a new Minister; young, intelligent and vigorous, Because of this, however, Mr. Goyer had sought to assert himself in various ways. This was perfectly natural, but it had led to one or two awkward situations. For example, several months ago, some of his officials, myself included, had had a bit of a row with him on the question of the distribution of information of various kinds emanating from our sources. In particular, we had sought his agreement to allowing us to continue to disseminate information through the normal channels of the government at different levels. Mr. Goyer, however, had refused to agree to this. I said to the Prime Minister that at that time, I had pointed out to Mr. Goyer that the exercise of judgments of this kind presumably was one of the reasons why persons like myself were hired and paid respectable salaries. Mr. Goyer had not been persuaded and he had insisted that reports involving the interests of other departments and agencies should be directed to him in the first instance. My reaction had been to accept his directions without further

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argument since I was quite sure such a system could not work and that, in due course, with more experience, we would revert to a proper use of established inter-departmental channels. In the event considerable quantities of material had piled up in his office,

Recently, he had acquired the services of Robin Bourne, who was doing what he could to cope with the backlog and to get action taken where it seemed appropriate and urgent.

3. I said I thought the cases to which he had referred did not involve members of the Communist Party. If I was correct, those concerned were exponents of extra-parliamentary opposition from among the New Left who appear to have infiltrated various levels of government with the object of destroying it from within. The Prime Minister acknowledged that this was so. I said that in these cases, the Minister had chosen to write directly to the Ministers concerned. Another way of handling the problem, of course, would have been to feed the information we had obtained through lower levels of government. Among other things, such an approach would have had the merit of avoiding raising the matter at the Ministerial level at the outset. It would have made possible interdepartmental consideration at an official level prior to raising it to a Ministerial level, thus avoiding the conflicts which sometimes arise when such matters are dealt with directly between Ministers.

4. The Prime Minister said he understood the situation and would take steps to deal with it. He was grateful to me for having been so frank with him.



John Starnes  
Director General  
Security Service

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21 February 1973

Mr. Gordon Robertson,  
Secretary to the Cabinet,  
Room 229 - East Block,  
Ottawa, Ontario.

Dear Gordon,

I suggested to you that it might be very helpful to Mike Dare if the Prime Minister would be willing to have a brief word with the Commissioner, in Mike's presence, to reemphasize the importance which the government attaches to the development of the Security Service along the lines set out by the Prime Minister in a speech to the House of Commons on 26 June 1969.

2. As I mentioned to you, when we had lunch on 2 January, it has not been easy in practice to achieve the degree of autonomy for the Security Service envisaged in that statement. Progress has been made. For example, the Security Service now has complete autonomy in operational matters. However, there continue to be unnecessary restrictions on the ability of the Security Service to develop, "new and more flexible policies in relation to recruiting, training and career planning" to enable it to be, "capable of dealing fairly and effectively with the new and complex problems which we undoubtedly face in the future."

3. With the approval of the Commissioner, the Security Service entered into a contract several months ago with the Bureau of Management Consulting of the Department of Supply and Services to examine in detail our organization and our structure and to make recommendations for improvement. I expect a preliminary report by the end of March. Without doubt, the report will recommend a number of changes, especially in matters of financial and manpower control, which will assist importantly the process of making the Security Service, "increasingly separate in structure and civilian in nature."

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4. Against this background, I think a reminder by the Prime Minister of his continued personal interest in ensuring that the Security Service, "will grow and develop as a distinct and identifiable element within the basic structure of the Force," would be of great help to Mike Dara. It would, moreover, be timely since many of the more important recommendations of the Bureau of Management Consulting will require the Commissioner's approval. That the Prime Minister would wish to do this when a change in the direction of the Security Service is taking place would seem quite natural and appropriate.

5. I attach a photostat copy of a memorandum I am leaving for the Commissioner setting out our suggestions on the timing and other matters related to the changeover which you may find useful.

6. I also suggested that the Prime Minister might think there would be advantages in seeking to inform Mr. Stanfield and leaders of the other political parties of the change before it is made public. This might prevent the matter from becoming a political issue and being misinterpreted in various ways to the disadvantage of the government and of the Security Service.

Yours sincerely,

John Starnes  
Director General  
Security Service

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TOP SECRET/RCMP EYES ONLY

20 March 1973

MEMORANDUM FOR FILE

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At the Prime Minister's request, the Solicitor General, Mr. Gordon Robertson, the Commissioner, Mr. Dare and I met with him at 9:45 A.M. on March 16th in his office in the Parliament Buildings.

2. The Prime Minister began by saying that following announcement of my departure and Mr. Dare's appointment, he had wished to have an opportunity to review with the Minister and the Commissioner the progress which had been made in giving effect to the government's wishes that the Security Service should; "grow and develop as a distinct and identifiable element within the basic structure of the Force and become..." increasingly separate in structure and civilian in nature." He recalled the statement which he had made on this score in the House of Commons in June of 1969 at the time that he had tabled the Report of the Royal Commission on Security. The changeover seemed to provide a suitable opportunity to review what had been done and to affirm the government's views on the manner in which the Security Service should develop. He asked me if I would care to comment on the progress which had been made.

3. I began by saying that I felt much had been done to make the Security Service more separate in structure and civilian in nature. However, there remained much that still needed to be done. I felt the Commissioner would agree with me that in operational matters the Security Service was very nearly autonomous. There were two important areas, having to do with the management of human resources and finances, in which greater autonomy clearly was desirable. The Commissioner and I had discussed these matters on many occasions. I felt we had worked towards a solution of the various problems which were involved, although, perhaps, more slowly than I would have wished. Within this context, I recalled that with the Commissioner's approval, we had sought the services of management consultants to examine the structure and the organization of the Security Service. These studies, which began over nine months ago, were nearly completed. From my talks with those responsible I felt sure that if their principal recommendations received the support of the Minister, the Commissioner and my successor, their implementation would go a long way towards making the Security Service more "separate in structure and civilian in nature." I also mentioned that

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with the agreement of the Commissioner, another study on the use of computers in the Security Service had been begun nearly two years ago. Hopefully, this would be completed in the near future. The recommendations flowing from this study, if accepted, would have a very far-reaching effect upon the work of the Security Service, its future capabilities and its organization.

4. I went on to say it was my hope that when these studies were completed, and particularly the study being undertaken by the Bureau of Management Consulting, we would be in a better position to identify various jobs within the Security Service which perhaps could be more appropriately done by civilians hired from outside. At this juncture the Prime Minister asked me what was the proportion of civilians to regular members. I replied that it was roughly fifty per cent civilian and fifty per cent regular members. I made it clear, however, that by far the largest proportion of the civilian component of the Security Service was made up of relatively junior personnel. It was my hope that in future, a greater proportion of civilians could be found to fill senior appointments.

5. I was asked by both the Prime Minister and Mr. Gordon Robertson what were the problems which now stood in the way of recruiting suitable persons for such jobs from outside the Security Service. I said the principal obstacle was the manner in which the Security Service was structured and which provided a rather rigid framework. In addition, of course, there were various problems associated with attracting suitable people to this kind of work. We had some success in attracting such persons to the Security Service. I mentioned, for example, that

I was convinced, however, that much more could be done, and particularly if the organization was restructured in ways which would offer job satisfaction and adequate career opportunities to persons with suitable academic qualifications.

The Prime Minister asked me when the consultants' study would be completed. I replied that a preliminary but fairly full report was expected to be ready by the middle of April. Thus, I hoped it would be on Mr. Dare's desk shortly after he took office.

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7. At this point, the Commissioner said he believed a great deal had been done to give effect to the government's wishes to create a more distinct and separate security service within the framework of the RCMP. He felt it important not to overlook the high degree of professional excellence which existed in the Security Service among its regular members. Indeed, the Security Service would not be able to function without this considerable body of expertise. He felt the government had been well served by the reports which the Security Service was producing. Such reports were the product of a highly professional investigational capability which existed across Canada. He felt that the RCMP Security Service had a high degree of professionalism which was recognized both within and outside Canada. Many of the regular members, who were in the Security Service, possessed university degrees. This, coupled with operational experience, made them invaluable. He felt sure that there could be improvements - any organization could be improved - and he wished to assure the Prime Minister that he would do everything possible to see that the government's wishes were carried out. Certainly, he would look at the recommendations made by the consultants, and any other similar studies which might give effect to the government's wishes.

8. The Prime Minister said that he had been well satisfied with the quality of the reports made by the Security Service since 1970. He felt it only fair to comment, however, that prior to that, there had perhaps been certain shortcomings.

9. The Prime Minister apparently then reading from one of the briefs in front of him, referred to the need to re-orient the work of the Security Service. He pointed out that threats which had been apparent ten years ago no longer existed, or, at least, not in the same form. In the eyes of Ministers, they had been supplanted by other and more pressing threats.

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12. Mr. Dare said he felt one of the problems facing the intelligence community (he made clear he was not speaking about the Security Service and internal security problems), was that it was to some extent divorced from government operations as a whole. That is to say, those responsible for gathering intelligence about different external threats were doing so in a vacuum and without meaningful guide lines. Perhaps certain of the problems associated with this state of affairs could be overcome by regular briefings. Possibly, these could be given on some regular basis to members of the Cabinet Committee on Security and Intelligence.

13. Mr. Robertson recalled to the Prime Minister that the Canadian intelligence collection program had been discussed in the Cabinet Committee on Security and Intelligence last year. A decision had been taken at that time to review the matter in the light of recommendations made by Mr. Charles Ritchie. These studies had become bogged down for various reasons. It had not seemed practicable to ask Ministers to address themselves to these problems immediately following the Federal elections last Fall and unwise to carry out a survey of user requirements in quite the way which had been contemplated last Summer. Accordingly, a more informal approach to users of such intelligence had recently been decided upon and this was now being carried out. Mr. Robertson hoped a report could be presented to Ministers in a few months' time.

14. At some time in this conversation, the Prime Minister referred to the discussions which had taken place on the Cabinet Committee on Security and Intelligence on

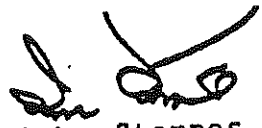
15. The Prime Minister summed up this part of our conversation by saying that after the Minister, the Commissioner and Mr. Dare had studied the recommendations of the Bureau of Management Consulting, it might be well to arrange another such discussion, possibly in June, to review what additional steps could be taken to make the Security Service more autonomous. At one point, he seemed to be suggesting a discussion of those recommendations in the Cabinet Committee on Security and Intelligence. While I did not think it appropriate to say so at the time, I entertain doubts about the wisdom of a detailed discussion of the consultants' report in a Cabinet Committee. It seems to me a better procedure might be a further discussion with the Prime Minister, perhaps centered on the principal recommendations of the consultants, followed by some suitable references by the Prime Minister in the Cabinet Committee to the steps which have and are being taken to make the Security Service more "separate and civilian."

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Director General  
Security Service

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Mem 25-1-71  
I.P.S.

SEEN BY MR. IAN HEND OF THE IRO  
ON 8 JULY 1971 WITH THE APPROVAL 168  
OF THE PRIME MINISTER JOHN STARNES

TOP SECRET  
CANADIAN EYES ONLY

READ BY THE P.M. IN MY  
PRESENCE 7 AM, 7 OCTOBER  
1970. JOHN STARNES 8 OCT 1970

MEMORANDUM TO THE PRIME MINISTER

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I showed Mr. Wall's letter of May 11, 1970  
to the Commissioner, to Mr. McIlraith on May 25th,  
since I wanted him to be aware of the request and to  
obtain his agreement that it was one which we should  
attempt to meet.

The Minister quite rightly pointed out that  
the RCMP, and the Security Service in particular,  
should be very careful not to appear to become embroiled  
in domestic political affairs. In certain circumstances  
he could see that a request of this nature might  
involve us in domestic political affairs.

I said to the Minister that this of course was  
one of the reasons why I had brought the request to  
his attention. We were well aware of the dangers of  
becoming involved in such matters but, in this particular  
case, I felt that the Security Service had a legitimate  
interest.

The Minister agreed that this was an  
appropriate matter for us to pursue and said he saw  
no reason why we should not approach Mr. Lalonde.  
Accordingly, I mentioned this matter to Mr. Wall on  
the 25th of May and he saw no objection to my getting  
in touch with Mr. Lalonde directly which I will do as  
soon as I can.



John Starnes  
Director General  
Security and Intelligence

OTTAWA  
27-5-70

*Call  
Hess  
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Handled \_\_\_\_\_  
Ser. # \_\_\_\_\_  
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JUN 28 1970

*g. h. s.*

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M E M O R A N D U M

S E C R E T

TO: The D.S.I.

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1. Marc Lalonde of the Prime Minister's office had lunch with me today to talk about his memorandum of May 8th to Mr. Wall concerning

*[Signature]*  
 John Starnes  
 Director General  
 Security and Intelligence

OTTAWA  
8-6-70

*Cole  
Lalonde  
16/6/70*

JUN 20 1970

Received  
 SEP 10 1970  
 STATION  
*[Signature]*