

POLF50-24-101/V1

MINISTERIAL RESPONSIBILITY FOR
THE SECURITY SERVICE: 1952 THE
HOME SECRETARY.

POLF50-24-101/V1

SEE ALSO LIST INSIDE COVER

Serial No	Star Designation	Date	Serial No	Star Designation	Date	Serial No	Star Designation	Date

S. 960 Edn2

POLF50-24-101/V1

MINUTE SHEET

Reference SF. 50/24/101

1.

- 1.3.52. Note on meeting with Sir Edward Bridges re ministerial responsibility for Security Service; extract from report by Sir Norman Brook is attached. 1a
- 3.52 Detailed aide-memoire for the Home Secretary. 1b

2.

- 3.52. Note and Aide-Memoire on the Security Service for the Home Secretary. 2a.

3.

- 3.3.52. To Sir Frank Newsam enclosing a copy of 2a. 3a.

4.

- 4.3.52. D.G.'s note on his interview with the Home Secretary on 3.3.52. 4a.

5.

Handwritten notes:
 D.D.G. *Car 4/3*
 D.B. *500 9/3*
 D.C. *R.N. 11/3*
 D.E.A. *R.N. 11/3*
 D.O.S. *11/3*

To see my note at 4a on my interview with Sir David Maxwell Fyfe on March 3rd, 1952.

D.G.

4.3.52.

6.

- 27.10.52. Copy of Directive to the D.G.S.S. from the Home Secretary. 6a.
- Dec.53 Extract from Sir E.Bridges Committee on Intelligence Expend. 6b.

7.

- 30.3.54. Note of D.G's visit to Sir Frank Newsam - constitutional position of Br. Secret Services and information on activities of Security Service for Newsam. 7a.

8.

- 5.4.54. Notes on financial arrangements for Security Service. 8a.

- 17.5.54. Note of conversation with Sir Frank Newsam re cuts in expenditure and Horseferry Road. 9a.
- 10.
- 14.6.54. Note of D.G.'s conversation with Sir Frank Newsam. 10a.
- 11.
- 31.8.54. Note of D.G.'s conversation with Sir Frank Newsam. 11a.
- 12.
- 2.9.54. Note to Secretariat re enquiry from S.L.O. Australia about Security Service contact with Leader of Opposition. 12
- 13.
- 6.9.54. To S.L.O. Australia in reply to enquiry at 12a. 13a.
- 14.
- 15.9.54. Note of D.G.'s discussion with Sir Frank Newsam. 14a
- 15.
- 18.10.54. Cutting from The Times re ministerial changes. 15a.
- 16.
- 18.10.54. Letter from D.D.G. to Sir David Maxwell Fyfe congratulating him on new appointment. 16a.
- 17.
- 12.11.54. Note of D.G.'s talk with Sir F. Newsam. 17a.
- 18.
- 27.1.55. From Newsam forwarding report on Intelligence Estimates. 18a.
- 19.
- 1.2.55. Note of D.G.'s talk with Newsam. 19a.
- 20.
- 3.2.55. To Newsam in reply to 18a, returning report. 20a.

- 21.
- 19.2.55. Note of D.G.'s visit to Sir Frank Newsam to discuss case of BELLAMY. 21a.
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- 24.3.55. Briefing for D.G.'s visit to Sir Frank Newsam. 22a
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- 24.3.55. Note of D.G.'s visit to Sir Frank Newsam. 23a
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- 6.4.55. Note on Daily Worker and Newspaper strike. 24a.
- 25.
- 7.4.55. Note of discussion with Sir F. Newsam re 24a. 25a.
- 26.
- 18.5.55. Note of D.G.'s discussion with Sir F. Newsam. 26a.
- 27.
- 11.7.55. Note of D.G.'s discussion with Sir F. Newsam. 27a.
- 28.
- 23.8.55. Note of D.G.'s visit to Sir F. Newsam. 28a.
- 29.
- 20.10.55. Note of D.G.'s visit to Sir F. Newsam - re the Debate. 29a.
- 30.
- 7.11.55. Note of D.G.'s visits to H.O. re K. Owen. 30a.
- 31.
- 31.1.56. From Sir F. Newsam re Intelligence Estimates 1956/57. 31a.

32.

13.2.56. Cutting from Daily Mail re Sir Frank Newsam.
20.2.56. To Sir Frank Newsam in reply to 31a.

32z
32a

33.

21.2.56. Note of D. G.'s visit to Sir Frank Newsam.

33a.

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14.1.57. Cutting from The Times re Mr. Butler's appointment
as Home Secretary.

34a

35.

14.1.57. To Major Lloyd George.

35a

36.

23.1.57. From Maj. Lloyd George in reply to 35a.

36a

37.

15.5.57. Programme for visit to office of Home Secretary.

37a

38.

1.6.57. Cutting from The Times re retirement of Sir F. Newsam.

38a

39.

18.9.57. To Home Secretary re illness.

39a

40.

4.10.57. From Home Secretary in reply to 39a.

40a

41.

3.7.59. From Home Secretary re visit to office.

41a

42.

6.7.59. To Home Secretary ref. 41a.

42a

43.

15.10.59. To Home Sec. on engagement.

43a

44.

21.10.59. From Home Sec.

44a

45.

D.G. Thank you Ross. 28/4

You asked me to look into the question of Ministerial responsibility for this Service. This question arose when there were some recent exchanges in the House of Commons prompted by the LONSDALE spy case. Mr. Gaitskell and Mr. George Brown referred to the Prime Minister's "ultimate responsibility" for the Security Service and the Prime Minister said nothing to indicate that he challenged their statements. Subsequently Sir Norman Brook had questioned with you whether the Prime Minister had been right not to disclaim the responsibility attributed to him and it was agreed that the matter should be examined.

We discussed the papers at 1a and 4a in this file, which are those bearing most closely on the nature of the change effected in 1952. We agreed that these papers were contradictory or at least bore a markedly different emphasis. At 1a it is recorded that Sir Edward Bridges informed the then D.G. that paragraph 42 of Brook's report of 1951 was to be "implemented". This would seem, from the wording of paragraph 42, to involve a straight transfer of responsibility for the Service from the Prime Minister to the Home Secretary. On the other hand, it is said several times in the record at 4a that the then Home Secretary said that he regarded himself as merely "deputising for the Prime Minister". You asked me to see if the Home Office had papers which might help to resolve this discrepancy.

On 26 April I raised the matter with Sir Charles Cunningham, who invited Philip Allen to join us. The Home Office representatives explained that they too, as a result of a communication from Mr. George Brown, had been looking into this very question. They had not got far because they could find scarcely any papers on the subject in the Home Office. I showed them the extract from the Brook report at 1a and both after reading it said that it was the first time they had seen it. I went on to point out the conflict between the papers at 1a and 4a. Cunningham expressed the preliminary view that there had been a real transfer of responsibility to the Home Secretary and that Sir David Maxwell Fyfe (as he then was) had spoken as he did to Sir Percy Sillitoe so as not to hurt his feelings by giving the impression that he had been demoted; and he added that a Home Office background paper submitted to the Conference of Privy Councillors at the end of 1955 lent support to that view. Cunningham asked Allen to have further search made in the Home Office for relevant papers, including the Brook report of 1951, and indicated that he would revert to the subject when this search had been completed.

G.R. Mitchell

G.R. Mitchell.

D.D.G.
27.4.61.

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- 4.5.61. From P.M's office - possible press guidance. 46a
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- 14.7.62. Cutting from The Times re Mr.Brooke's appointment as Home Secretary. 47a
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- 17.7.62. To Mr.Butler on cessation of term as Home Secretary. 48a
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- 19.7.62. From Mr.Butler on change of appointment. 49a
- 50.
- 19.7.62. To Mr.Butler from D.G. ack. 49a. 50a
- 51.
- 1.7.63. From Cabinet Office re P.Qs on Ministerial responsibility. 51a
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- 1.7.63. To Admiralty House, ref. 51a. 52a
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- 2.7.63. From Admiralty House - further draft answer. 54a
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- 2.7.63. Note of D.G's conversation with Sir C.Cunningham. 56a
- 57.
- 2.7.63. Copy of minute from Home Office to Admiralty House. 57a
- 22.8.63 Treasury Paper "A Minister for National Security" 57b

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19.9.63. Note of D.G's discussion with Home Secretary. 58a

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26.9.63. Copy letter from H.O. to Cabinet re questions arising from Denning Report. 59e

60.

19.11.63. Extract from Hansard re Ministerial responsibility for Security Service. 60a

25.11.63. From H.O. with copies of minutes by P.M. and Helsby. 60b

27.11.63. Minute from D.G. to Directors ref. 60b. 60c

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12.12.63. From H.O. with draft notes for debate. 61a

62.

12.12.63. To H.O. with re-drafts ref. 61a. 62a

2.1.64 Extract from Minute from P.M. 62b

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19.10.64. Cutting from Daily Telegraph re new Home Secretary. 63a

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19.10.64. Note by D.G. of discussions at H.O. and Cabinet Office. 64a

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19.10.64. From Cabinet Office - submission to Prime Minister. 65a

66.

20.10.64. From Cabinet Office - copy letter to H.O. 66

67.

20.10.64. To Mr. Brooke from D.G. 67a

68.

22.10.64. F.O. comments on draft letter. 68a

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69.

22.10.64. Home Office comments on draft letter.

69a

70.

26.10.64. From Mr. Brooke in reply to 67a.

70a

71.

29.10.64. Note of meeting between Home Secretary, Paymaster General and D.G.

71a

72.

~~30.10.64. Note of D.G.'s discussion with Home Secretary.
(Wrongly filed - now in Pol.F.50/24/101 Supp.A)~~

~~72a~~

73.

4.1.65. Extract from Hansard - P.Q. re responsibility for security.

73a

74.

18.1.65. Programme for visit of Home Secretary.
(Now in Supp.vol).

74a

75.

23.12.65. Cutting from The Times re change in Home Secretary.

75a

76.

30.12.65. To Sir Frank Soskice.

FILE CLOSED

76a

77.

1.1.66. From Sir Frank Soskice ref. 76a.

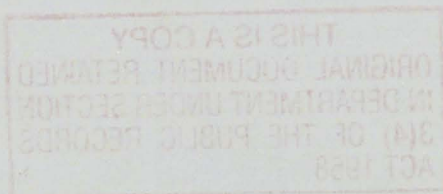
77a

78.

25.1.66. Copy of letter from No.10 re Ministerial responsibility for the handling of security matters.

78a

FILE CLOSED



Extract from Hansard, dated 7 December, 1964.
(Column 151)

73A

Security.

Sir P. Rawlinson asked the Prime Minister what Ministers have any responsibility for security.

The Prime Minister: There has been no change in the existing arrangements. All Ministers are responsible for security matters within their own Departments. The Home Secretary has a general responsibility for security and the Prime Minister retains an overriding responsibility for the security of the State.

SECRET

Original on Pol.F.50/6/~~352~~255
Copy for Pol.F.50/24/101

71A

Note.

The Home Secretary saw the Paymaster General and myself this afternoon. He began by stating that he himself did not propose ever to ask to see Security Service files or their contents, nor to ask for the source of our information. He thought it right that the Paymaster General should follow the same procedure. Colonel Wigg said that he fully accepted this and did not want to concern himself in any way with the investigational side of the Security Service or with case work. It so happened that he did get a good deal of information about security matters, and all he intended to do with it was to hand it to me and he would not expect to be told what action was taken upon it.

2. The Home Secretary then said that he felt it was his responsibility to keep the Prime Minister informed about security matters and that he expected me to brief him for this purpose. Any such briefing should clearly include any material coming to me from Colonel Wigg. This too was accepted.

3. The Paymaster General said that he had been charged by the Prime Minister to examine whether security procedures were efficient and were kept up to date, and he was therefore seeing Ministers who had substantial security responsibilities and was enquiring about the position within their departments. In pursuit of this he had spoken to the Chancellor and was seeing Sir Philip Allen later in the afternoon. I said that I was joining in that meeting. Colonel Wigg said that he was sure one of his first tasks was to forget his preconceived ideas about security and try to find out what the system really was.

4. Subsequently the Paymaster General and I reassembled in No.10 with Sir Philip Allen and John Hunt and we gave him some outline of the security machine, mentioning the Official Committee and its sub-committees. He asked whether there was any supervision of departmental implementation of security policy and in this connection I mentioned our close relationship with departments and security inspections.

5. He queried P.V. and suggested that our P.V. forms were less complete than the American ones. He was interested to know that the P.V. procedure had been re-examined by a working party on behalf of the Official Committee only two or three months ago, and Hunt gave him a copy of the working party report. He also promised him copies of the Government books on personnel security (when revised) and Security in Government Departments. The Paymaster General asked a number of questions about the field investigators and whether they were the right type, were adequately paid and properly supervised. He intends to talk to the Minister of Aviation and Philip Allen will brief Way about this.

/6. ...

SECRET

6. The Paymaster General referred to American official defence publications and speeches, saying that they were immensely more revealing than ours. If the Americans could afford to take this line, why did we have to be so restrictive that our White Papers were totally uninformative and that the public had to look for their information to Chapman PINCHER. I said that this perhaps indicated that British security was better than American, but I pointed out that classification of information was the task of the originator and that it was the duty of security to protect information that had been classified. We all agreed that too much information was classified and that there would be a great advantage if less had to be protected. I mentioned that I thought Lord Radcliffe had looked at this particular problem but had failed to produce a solution, and that it had been examined in the Official Committee a year or so ago when certain not very fundamental changes had been made.

7. The Paymaster General remarked that it seemed that security on the civil side was in good shape, but asked whether the Services came under the same arrangements. I said that they did broadly and that they were now much more closely co-ordinated as a result of re-organisation within the new Ministry of Defence. Colonel Wigg said he would talk to the Secretary of State for Defence on this point. He asked whether we carried out inspections in the Armed Services on lines similar to our departmental inspections. I said we had done one such inspection, but that in general we felt that this was properly the responsibility of the Armed Services themselves.

8. The Paymaster General asked whether security was being starved of money. Philip Allen said that this was an awkward question to put to a Treasury official, but I answered it by saying that so far as the Security Service was concerned we had broadly got what we wanted, and I certainly could not say that our work was hindered by lack of money. I said that this reply was of course based on my own belief that the Security Service should remain a comparatively small professional organisation which enlisted the help of departments, the police and a number of others, and approached its task selectively. If this conception were wrong and the Security Service ought to be built on wholesale lines, the financial requirements would of course be vastly greater. The Paymaster General commented that this would be the police state approach and must surely be wrong.

9. Both meetings were friendly and I think we can regard the beginning of the new relationship as satisfactory.

R. H. HOLLIS

D.G.

29.10.64.

45 REDINGTON ROAD HAMPSTEAD N.W.3

Telephone: HAMPSTEAD 2663

70A
26 OCT 1964

Seen by JJE &
all Directors.

¹
22 October 1964

My dear Hollis

I warmly appreciated your letter of 20th October; and of course I fully understood why you could not come over to the Home Office for the farewell party last Monday.

It has been a real pleasure to me to find myself working so closely with you during these past two years. I would not have strong enough nerves to take part in the active doings of your Service, but it gives me happiness to know that my association with it was felt as a source of strength and support — which I wanted it to be.

I hope we shall not altogether lose touch with one another in the years ahead. If you ever want any help or advice from me about anyone, privately, you have only to say so.

You will see I have become so security-minded that I write this in my own hand rather than disclose your identity to my personal secretary!

Yours gratefully

Henry Brooke

TOP SECRET AND
PERSONAL



SIR ROGER HOLLIS

Copy in P.A.F 50-6-~~31~~²⁵⁵

Room
22/10
69A

With the Compliments

of

Sir Charles Cunningham

22 OCT 1964

Home Office,
Whitehall.

21st October, 1964.

TOP SECRET AND PERSONAL

-66A

Thank you for your letter of the 20th October about the responsibilities of the Paymaster General in relation to security.

I have shown the Home Secretary the draft letter which you enclosed. He has no observations on it.

I am sending copies of this letter to Burrows, Garner, Poynton, Hardman, Philip Allen and Hollis.

C. C. CUNNINGHAM

Sir Burke Trend, K.C.B., C.V.O.



Copy in B.I.F. 50-6-~~322~~²⁵⁵.

WITH THE COMPLIMENTS
OF
SIR BERNARD BURROWS

~~Sir Roger Hollis, CB, OBE,~~ Recd. 22/10.

22 OCT 1964

Foreign Office, S.W.1.

, 1963.

TOP SECRET & PERSONAL

October 21, 1964.

68A

66A |

The Foreign Secretary has seen the copy of your letter to Charles Cunningham of October 20 and the attached draft letter to the Paymaster-General. The Foreign Secretary has no objection to the draft on the understanding:-

- (a) that as stated in your letter to Cunningham the Paymaster-General will not be concerned with the operations of M.I.6 and that therefore his functions do not affect in any way the Foreign Secretary's responsibilities with regard to M.I.6;
- (b) that no action or investigation will be initiated with regard to any security question affecting members of H.M. Foreign Service without the Foreign Secretary's prior concurrence.

I am sending copies of this letter to Cunningham, Garner, Poynton, Hardman, Allen and Hollis.

B.A.B. Burrows.

Sir Burke Trend, KCB, CVO,
Cabinet Office.

TOP SECRET & PERSONAL

Box 650,

67A

20th October 1964.

I was very sorry that a sudden urgent meeting prevented me from coming to your party yesterday. I hope that Otton gave you my apologies. It was extremely kind of you to ask me.

If I had been there I should have thanked you most warmly for the strong and sympathetic support you gave me and this Service throughout the time you were Home Secretary. It was not an entirely easy time for any of us and it was a great comfort to me to know throughout exactly where I stood with you and to feel confident that I would have your support for the activities of the Service.

R. H. HOLLIS

The Right Hon. Henry Brooke, M.P.,
45, Redington Road,
N.W.3.

Copy - POF 50-6-~~366~~ 366.

66A

20th October, 1964

TOP SECRET AND PERSONAL

As you will know, the Prime Minister has appointed Colonel Wigg to be Paymaster General and to assist him in a personal capacity. Among other things, he will be available to advise the Prime Minister on questions of security and since it is important that his duties in this field should be defined reasonably precisely, the Prime Minister would like to send him for this purpose a letter of which I enclose a draft. Before signing it, the Prime Minister would like to be assured that it is acceptable to your Ministers and I should be glad if you would let me know preferably today if possible.

I should add that:-

- (a) The Prime Minister does not contemplate that the Paymaster General will be concerned with the operations [redacted] although he may find it necessary from time to time to interest himself with intelligence questions.
- (b) The Paymaster General, not being a member of the Cabinet, will not be a full member of the Defence Committee; but the Prime Minister would wish him normally to attend the Committee's meetings.

I am sending copies of this letter to Barrows, Garner, Poynton, Hardman, Philip Allen and Hollis.

MIKE TREND

Sir Charles C. Cunningham, K. C. B., K. B. E., C. V. O.

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DRAFT

I should like you to assist me, in a personal capacity, in connection with a range of subjects connected with public and Parliamentary business. I should also like you to be available to help me from time to time on questions of security. In this latter connection your functions will not, of course, prejudice -

- (a) the maintenance of the existing channels of constitutional responsibility whereby the Ministers concerned - principally the Home Secretary, the Foreign Secretary, the Chancellor of the Exchequer, the Secretary of State for Defence, the Commonwealth Secretary, the Colonial Secretary (and, of course, the departmental Minister in any individual case) are answerable for specific aspects of security;
- (b) the existing directive to the Director-General of the Security Service, a copy of which is appended to this letter;
- (c) the existing responsibilities of the Home Secretary in relation to the police.

Your functions will therefore be advisory to me; and executive responsibility will rest with the Ministers concerned.

I would not propose that, at least initially, your functions in relation to security should be elaborated in public unless this proves to be necessary.

I am sending copies of this letter to those of our colleagues indicated above.

DIRECTIVE TO THE DIRECTOR-GENERAL
SECURITY SERVICE

1. In your appointment as Director-General of the Security Service you will be responsible to the Home Secretary personally. The Security Service is not, however, a part of the Home Office. On appropriate occasions you will have right of direct access to the Prime Minister.
2. The Security Service is part of the Defence Forces of the country. Its task is the Defence of the Realm as a whole, from external and internal dangers arising from attempts at espionage and sabotage, or from actions of persons and organisations, whether directed from within or without the country, which may be judged to be subversive of the security of the State. In consultation with the Colonial Office, you will assist and advise Colonial administrations in carrying out their parts of the above task. You should arrange to meet appropriate requests for advice and assistance in their own security programmes made to you by Commonwealth or Allied foreign Governments.
3. You will take special care to ensure that the work of the Security Service is strictly limited to what is necessary for the purposes of this task, and that you are at all times fully aware of the extent of its activities.
4. It is essential that the Security Service should be kept absolutely free from any political bias or influence and nothing should be done that might lend colour to any suggestion that it is concerned with the interests of any particular section of the community, or with any other matter than the Defence of the Realm as a whole. You will impress on your staff that the work of the Security Service has no connection whatever with matters of a Party political character and that they must be scrupulous to avoid any action which could be so misconstrued.
5. No enquiry is to be carried out on behalf of any Government Department unless you are satisfied that an important public interest bearing on the Defence of the Realm, as defined in paragraph 2, is at stake.
6. You and your staff will maintain the well-established convention whereby Ministers do not concern themselves with the detailed information which may be obtained by the Security Service in particular cases, but are furnished with such information only as may be necessary for the determination of any issues on which their guidance is sought.
7. You will, of course, consult with other Departments when questions are raised affecting their responsibilities.

19 OCT 1964

GSA

SECRET AND PERSONALPRIME MINISTERSecurity

You asked for a note on the existing position.

I attach a memorandum which summarises the theory and practice at present in force. As you will see security closely concerns two senior Ministers - first the Home Secretary, in view of his constitutional responsibilities ⁱⁿ and relation to the police and the liberty of the people; second the Chancellor of the Exchequer in view of his responsibilities for the management and discipline of the Public Service with which the question of Departmental security is closely linked.

I ought to draw your attention in addition to the position of a third senior Minister, i. e. the Foreign Secretary. He is involved because he is responsible for the Secret Intelligence Service [redacted] and although M. I. 5 [redacted] do a good deal of their work in separate compartments their functions inevitably overlap to a considerable extent and need to be carefully co-ordinated. This co-ordination is effected by the Joint Intelligence Committee (J. I. C.) which is a Cabinet Committee, responsible to the Ministers concerned and, through the Secretary of the Cabinet, direct to yourself. [redacted]

For these reasons we must be careful not to blur Ministerial responsibilities or to tread on Departmental corns! And any new arrangement in this field will have to be operated with some care. This will take a little working out; but I suggest that the general guide lines might be as follows:-

- (a) The arrangement should preferably be confined to security and should not extend [redacted]

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ACT 1958 April 2023

E.R.

- (b) It should be so conducted as not to infringe the existing chain of responsibility.
- (c) It should preferably be of an advisory, rather than an executive nature.

You may like to discuss these general principles before committing yourself too far. In the light of that discussion we might then have a shot at getting some more detailed "terms of reference" down on paper.

BURKE TREND

17th October, 1964

The history of Ministerial responsibility for the Security Service is set out in Chapter XVIII (paragraphs 235-242) of the Denning Report (Cmd. 2152). Since 1952, the Service has operated under a directive of the Home Secretary. This is quoted in paragraph 238 of the Denning Report. The first paragraph reads:-

"In your appointment as Director General of the Security Service you will be responsible to the Home Secretary personally. The Security Service is not, however, a part of the Home Office. On appropriate occasions you will have right of direct access to the Prime Minister."

2. The question whether responsibility for the Security Service should rest with the Home Secretary or be assigned to a special Minister was exhaustively considered at the time of the Denning inquiry. The conclusion, as the Denning Report records in paragraph 242, was that responsibility should remain with the Home Secretary. This conclusion took account of a number of considerations. The Security Service requires for many of its operations the authority of a warrant for the interception of communications which can, under statute, be granted only by a Secretary of State. It is important that the Secretary of State who grants the warrant should be able to judge the case for it in the light of full knowledge of the work of the Security Service; divorce of responsibility for the Service from responsibility for the issue of warrants would lead to duplication and difficulty. Secondly, the work of the Security Service which requires Ministerial sanction inevitably requires the Minister to balance the interests of security against individual rights which should not lightly be infringed. The Home Secretary, with his general concern for safeguarding the liberty of the individual, is the appropriate Minister to take these important considerations into account. Thirdly, the Security Service works closely with - and very often through - the Police Service; and the Home Secretary, as the Minister concerned with policy matters, is the only one who can keep effectively in touch with both Services, resolve differences, and ensure that in such matters as the use of secret intercepts a consistent practice is observed by both.

3. There are two other considerations of some importance. The work of the Security and Intelligence Services involves close links between the two; these are maintained by direct contact and official arrangements for co-ordination. Intelligence operations may raise issues affecting individual rights of precisely the same kind as security operations; where this happens, the Home Secretary is invariably consulted, and so common standards are maintained. If necessary in such cases, and in other matters of joint concern, the Home Secretary and the Foreign Secretary discuss the issues which arise against the background of their wider responsibilities. Such questions could not easily be dealt with by a Minister without these wider responsibilities.

4. The other consideration affects the day-to-day working of the Security Service. Sir Norman Brook said in his report (as quoted in paragraph 237 of the Denning Report):-

"I believe that it would be helpful to the Director General of the Security Service to be able to turn to a senior Permanent Secretary for advice and assistance on the policy aspects of his work and on his relations with other Government Departments; and that he would receive from the permanent head of the Home Office support and guidance which the Prime Minister's secretariat is not in a position to give."

This official contact, which is close and continuous, has in practice been found of value. The personal staff of a non-Departmental Minister would not have the type of experience required to maintain it, and could not easily acquire it.

5. This minute has so far dealt with the Security Service. Another security matter is, of course, Departmental security. This was exhaustively reviewed by the Radcliffe Committee on Security Procedures in the Public Service (Cmd. 1681) in 1962. The Committee endorsed the view that Departmental security should be the responsibility of the individual Department - drawing on the advice and experience of the Security Service as necessary - and not of a special Minister or Department. Lord Denning (paragraph 242) reached a similar conclusion. He said:-

"It is important that each Government Department should be regarded as responsible for its own internal security. It would lead to slackness if each Department could feel it could leave its security to others."

Home Office, S. W. 1
17th October, 1964

SECRET

Copy in Pol. F 50-6-~~3~~²⁵⁵

64A

Note.

Sir Charles Cunningham spoke to me on the telephone on Saturday telling me that Sir Frank Soskice would be the new Home Secretary, but that there was a proposal that George WIGG was to be made Paymaster General with a responsibility for security. We agreed that there would be substantial objections to this and that it would be impossible for Colonel WIGG, who would not be a Secretary of State, to sign warrants. The proposal would also mean that the Director General would be deprived of the advice which he was able to get from the P.U.S. Home Office, which had been so strongly advocated by Sir Norman Brook, for Colonel WIGG who would be located in No.10 would have no staff who could give such advice.

1.SA - 2. Sir Charles Cunningham told me on Sunday morning that Burke Trend and he had put up a memorandum for the Prime Minister and that he had spoken on the subject to the Home Secretary. As a result he thought it had been agreed that it would not be announced, at least for the moment, that George WIGG was to have responsibility for security.

3. On Monday morning I attended a meeting in Burke Trend's room with him, Bernard Burrows, and Philip Allen. Trend told me that it had been agreed that the Home Secretary would continue to be the Minister responsible for the Security Service and that my charter would be re-affirmed. Nevertheless the Prime Minister did intend to give WIGG a charge to assist him from time to time on questions of security. Apparently what he had in mind was that WIGG should safeguard the Prime Minister against scandals taking him unaware and he did not want to be caught in the position of Macmillan at the time of the PROFUMO case. After some discussion a letter was drafted on the lines of the attachment which the Prime Minister might be prepared to address to Colonel WIGG.

Attachment
to 64A

Loan History

D.G.

19.10.64.

SECRET

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63A

PRIME MINISTER CREATES THREE NEW POSTS

BARBARA CASTLE IN TEAM

MR. WILSON completed his Cabinet on Saturday with the announcement of 16 further appointments, which includes three new posts. These are Minister of Technology (Mr. Frank Cousins), Minister of Overseas Development (Mrs. Barbara Castle) and Secretary for Wales (Mr. James Griffiths).

The new ministers, with their ages and salaries (including £750 of their pay as MPs) and holders of office in the Conservative Government, are:

HOME SECRETARY,

SIR FRANK SOSKICE, 62, £5,750 (Mr. Henry Brooke).

SECRETARY FOR COMMONWEALTH RELATIONS,

MR. ARTHUR BOTTOMLEY, 57, £5,750 (Mr. Duncan Sandys)

COLONIAL SECRETARY,

MR. ANTHONY GREENWOOD, 53, £5,750 (Mr. Sandys).

PRESIDENT OF THE BOARD OF TRADE,

MR. DOUGLAS JAY, 57, £5,750 (Mr. Edward Heath).

LORD PRIVY SEAL,

EARL OF LONGFORD, 58, £5,750 (Mr. Selwyn Lloyd).

CHANCELLOR OF THE DUCHY OF LANCASTER,

MR. DOUGLAS HOUGHTON, 66, £5,750 (Viscount Blakenham).

MINISTER OF AGRICULTURE,

MR. THOMAS FREDERICK PEART, 50, £5,750 (Mr. Christopher Soames).

MINISTER OF TRANSPORT,

MR. THOMAS FRASER, 53, £5,750 (Mr. Marples).

MINISTER OF TECHNOLOGY,

MR. FRANK COUSINS, 60, £5,000 (new post).

SECRETARY FOR SCOTLAND,

MR. WILLIAM ROSS, 53, £5,750 (Mr. Michael Noble).

SECRETARY OF EDUCATION AND SCIENCE

MR. MICHAEL STEWART, 57, £5,750 (Mr. Quintin Hogg).

MINISTER OF LABOUR,

MR. RAY GUNTER, 55, £5,750 (Mr. Joseph Godber).

MINISTER OF OVERSEAS DEVELOPMENT,

MRS. BARBARA CASTLE, 53, £5,750 (new post).

MINISTER OF HOUSING AND LOCAL GOVERNMENT,

MR. RICHARD CROSSMAN, 56, £5,750 (Sir Keith Joseph).

MINISTER OF POWER,

MR. FREDERICK LEE, 58, £5,750 (Mr. Frederick Erroll).

SECRETARY FOR WALES,

MR. JAMES GRIFFITHS, 74, £5,750 (new post).

Appointments announced by Mr. Wilson on Friday were: FIRST SECRETARY OF STATE AND MINISTER FOR ECONOMIC AFFAIRS, Mr. George Brown; FOREIGN SECRETARY, Mr. Patrick Gordon Walker; LORD PRESIDENT OF THE COUNCIL, Mr. Herbert Bowden; LORD CHANCELLOR, Lord Gardiner, Q.C.; CHANCELLOR OF THE EXCHEQUER, Mr. James Callaghan; SECRETARY FOR DEFENCE, Mr. Denis Healey; CHIEF WHIP, Mr. Edward Watson Short.



SIR FRANK
SOSKICE
(Home
Secretary).

SIR FRANK SOSKICE

Home Office

Attorney-General in last Labour Government. Educated St. Paul's and Balliol. Sir Frank Soskice might have been appointed Speaker in 1959 but declined nomination. Father was Alexander Kerensky's private secretary before Russian revolution. Right-winger. Popular with all parties in House of Commons.

62B

EXTRACT

POL.F.50-24-101

Extract for File No. Name:

Original in File No.: POL.F.50-24-169 Vol.: 1 Serial: 53a Receipt Date: 2.1.64

Original from: Home Office Under Ref: - Dated: 1.1.64

Extracted on: 9.5.1968 by: D.G. SEC Section: MJN

Copy of letter from Home Office to D.G.

I enclose for your information a copy of a Personal Minute which the Prime Minister has sent to the Foreign Secretary recording the outcome of the recent discussions about the division of responsibility between M.I.5. overseas.

If the Minute raises any point that you would like to discuss, you will no doubt let me know.

Signed: Charles Cunningham.

Extract from Enclosure to above letter

Prime Minister's Personal Minute No.M.1/64 dated 1 January 1964, addressed to The Foreign Secretary and Signed by Sir Alec Douglas-Home.

It will be convenient to have on record the arrangements which we agreed, as a result of my recent discussion with yourself, the Home Secretary, the Commonwealth Secretary and the Head of M.I.5. about the division of responsibility

.....
[Redacted] We were satisfied that the balance of advantage still [Redacted] But we must do all we can to reduce the risk of embarrassment to which we are permanently exposed as regards the activities [Redacted] M.I.5. I should, therefore, like it to be regarded as a standing instruction

/.....

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DC/MON 19/5/68

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TOP SECRET

62B

S Form 81B 5m 3.66

EXTRACT

Extract for File No.:..... Name:.....

Original in File No.:*..... Vol.:..... Serial:..... Receipt Date:.....

Original from:..... Under Ref.:..... Dated:.....

Extracted on:..... by:..... Section:.....

[redacted] that,
[redacted] any incident or situation affecting itself which may involve the Government in major public or Parliamentary embarrassment, it should report this at once to the Permanent Under-Secretary of the Minister to whom it is responsible, in order that arrangements may be made by the Secretary of the Cabinet for tendering to Ministers agreed advice on the best way of dealing with the situation.

Signed: Alec Douglas-Home

January 1, 1964

*If the original is in the file of an individual include the name of the file owner

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ACT 1958 JANUARY 2024

TOP SECRET

CONFIDENTIAL

62A

SP.50/24/101/D.G.

12th December 1963.

With reference to your letter of ^{61A} 12th December, I have taken the liberty of re-drafting the note on The Home Secretary's Responsibility for the Security Service. It seemed the easier way to introduce a few new points and to deal with one or two points in the original note which seemed to me to be wrong. You will note that the first and last paragraphs are taken unaltered from the original draft, but the middle four have been changed.

2. I have also looked at the remaining four notes and have only one comment on the note headed "Why was the arrangement set out in Sir David Maxwell Fyfe's Directive of the 24th September 1952, not made public?". I suggest here the deletion of "day to day" in line 5.

3. I have no comment on the other notes.

4. I will gladly come and discuss the re-draft of the first paper if you wish me to do so.

R. H. HOLLIS

Sir Charles Cunningham, K.C.B.,
K.B.E., C.V.O.,
Home Office,
Whitehall, S.W.1.

Enc.

CONFIDENTIAL

DRAFT.

The Home Secretary's Responsibility for the
Security Service.

Since 1952, Ministerial responsibility for the Security Service has - subject to the overall responsibility for security of the Prime Minister - rested with the Home Secretary. The governing Directive to the Director-General is quoted in paragraph 238 of the Denning Report; and the operative paragraph is the first. It reads :-

"In your appointment as Director-General of the Security Service, you will be responsible to the Home Secretary personally. The Security Service is not, however, a part of the Home Office. On appropriate occasion you will have right of direct access to the Prime Minister".

2. The Home Secretary is responsible for the efficient and proper working of the Security Service and the Director-General of the Service is directly answerable to him for this. It is from the Home Secretary that the Director-General has received his Directive and it is to the Home Secretary that the Director-General goes when he needs further direction and guidance. It is the practice for the Home Secretary (and the Permanent Head of the Home Office) to keep in close and regular touch with the Director-General; and in this way the Home Secretary is generally aware of the work which the Security Service is doing.

3. A great deal of necessary security work is the domestic concern of Government departments. The Security Service is not responsible for this work but it plays an important part in it. There is constant consultation between departments and the Security Service

/over....

over day to day security problems, but these matters are not the concern, let alone the responsibility, of the Home Secretary. Both Lord Radcliffe (paragraph 13 of Cmnd.1681) and Lord Denning (paragraph 242 of the Report) endorsed the view that each Government department should be regarded as responsible for its own internal security.

4. The Security Service has, of course, functions which are its immediate concern - functions which were defined in the Directive as "the Defence of the Realm as a whole, from external and internal dangers arising from attempts at espionage and sabotage, or from actions of persons and organisations whether directed from within or without the country, which may be judged to be subversive of the State". It is with the discharge of these functions that the Home Secretary is more particularly concerned. These functions may of course involve a particular Department - and its Minister - as, for instance, when a spy is identified in one.

Re-draft of paragraph 5.

There is another point which must be kept in mind. Much of the work of the Security Service is highly technical and almost all of it very detailed. The duties of the Service are clearly defined in the Directive to its Director-General and in the main they can be carried out - and are indeed best carried out - without detailed Ministerial direction. This point was underlined in the paragraph from Sir Findlater Stewart's Report in 1945, quoted in paragraph 236 of the Denning Report.

over day to day security problems, but these matters are not the concern, let alone the responsibility, of the Home Secretary. Both Lord Radcliffe (paragraph 13 of Cmd.1681) and Lord Denning (paragraph 242 of the Report) endorsed the view that each Government department should be regarded as responsible for its own internal security.

4. The Security Service has, of course, functions which are its immediate concern - functions which were defined in the Directive as "the Defence of the Realm as a whole, from external and internal dangers arising from attempts at espionage and sabotage, or from actions of persons and organisations whether directed from within or without the country, which may be judged to be subversive of the State". It is with the discharge of these functions that the Home Secretary is more particularly concerned. These functions may of course involve a particular Department - and its Minister - as, for instance, when a spy is identified in one.

5. There is another point which must be kept in mind. Much of the work of the Security Service is highly technical and almost all of it very detailed. It follows that a great deal of the day to day work of the Service is not susceptible to Ministerial direction. This point was underlined in the paragraph from Sir Findlater Stewart's report in 1945, quoted in paragraph 236 of the Denning Report.

6. It is a corollary of this that the questions which arise for Ministerial consideration tend to be questions of policy or importance. With a number of these it is right that the Home Secretary and the Director-General should see that the Prime Minister is kept in touch;

/and....

and for this reason the Directive gives the Director-General access, as necessary, to the Prime Minister. It is not, therefore, a matter of surprise - especially when account is taken of the limited extent to which security issues can appropriately be discussed on the floor of the House - that in the past questions asked about security matters not concerning a particular Department have, in the main, been dealt with by the Prime Minister.



61A
HOME OFFICE
WHITEHALL · S.W.1

12th December, 1963.

IMMEDIATE - BY HAND

12 DEC 1963

SECRET

Recd. 12/12.
Dear Hollis,

I enclose, as arranged yesterday, some draft notes on one or two of the points which might be raised in next week's debate. I should be grateful for your comments.

We are under contract to let the Home Secretary have a brief tomorrow; so I should be grateful if you could let me know as soon as you can what alterations you would suggest.

Your sincerely,
W. P. Cunningham

Sir Roger Hollis, C.B., O.B.E.



SECRET

The Home Secretary's Responsibility for the Security Service

Since 1952, Ministerial responsibility for the Security Service has - subject to the overall responsibility for security of the Prime Minister - rested with the Home Secretary. The governing Directive to the Director-General is quoted in paragraph 238 of the Denning Report; and the operative paragraph is the first. It reads:-

"In your appointment as Director-General of the Security Service, you will be responsible to the Home Secretary personally. The Security Service is not, however, a part of the Home Office. On appropriate occasion you will have right of direct access to the Prime Minister".

2. The Home Secretary's responsibility involves more than a concern with the resources of staff and money available for the work of the Service. Certain operations which on security grounds have to be carried out - for example, the use of secret intercepts - require the Home Secretary's specific approval. There are other matters about which it is right that the Director-General of the Service should be able to consult with a Minister before he takes action. It is the practice also for the Home Secretary (and the Permanent Head of the Home Office) to keep in close and regular touch with the Director-General; and in this way the Home Secretary is generally aware of the work which the Service is doing.

3. The contacts of the Service are not, of course, exclusively with the Home Secretary. On major matters of security interest it is right that the Prime Minister should be kept informed and consulted so far as necessary. It is also

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clearly right that when in the course of their work the Security Service become aware of information bearing upon Departmental security, which is the responsibility of the Ministerial head of each Department, they should communicate it to the appropriate Minister direct.

X | 4. The Home Secretary's responsibility for the Security Service is thus a responsibility for its resources and efficiency, for authorising certain aspects of its work, and for maintaining a personal contact which keeps him informed of its general activities. He does not have an overall responsibility for security; both Lord Radcliffe and Lord Denning (see paragraphs..... of the Denning Report) endorsed the view that security matters affecting particular Departments ought, as a matter of good organisation, to be the responsibility of those Departments. The Security Service is always ready to help Departments; but its own business is primarily that of national security - counter-espionage and counter-subversion - and it is with these broader aspects of security that the Home Secretary is consequently concerned.

5. There is another point which must be kept in mind. A great deal of the day-to-day work which the Security Service does is work of a character which does not require Ministerial guidance, direction, or control. The duties of the Service are clearly defined in the Directive to its Director-General; and in the main they can be carried out - and are indeed best carried out - without detailed Ministerial direction. Ministerial guidance is seldom needed in the highly technical job of detecting espionage and hunting spies.

6. It is a corollary of this that the questions which arise for Ministerial consideration tend to be questions

or in the light of circumstances we should use.



of policy or importance. With a number of these it is right that the Home Secretary and the Director-General should see that the Prime Minister is kept in touch; and for this reason the Directive gives the Director-General access, as necessary, to the Prime Minister. It is not, therefore, a matter of surprise - especially when account is taken of the limited extent to which security issues can appropriately be discussed on the floor of the House - that in the past questions asked about security matters not concerning a particular Department have, in the main, been dealt with by the Prime Minister.



Why should the Home Secretary be responsible for the Security Service?

So long as each Government Department is responsible for its own internal security - and both Lord Radcliffe and Lord Denning have recommended that it should be - the functions of the Security Service are to advise Government Departments as necessary in regard to internal security and themselves to deal with national security as a whole. For the reasons explained in paragraph 237 of the Denning report, the Home Secretary is the obvious Minister to have responsibility for the Security Service in its day to day discharge of these functions. He is the Minister responsible for the police service, and the Security Service and the police must work very closely together. For certain purposes they both require Ministerial authority, and it is sensible that these requirements should be dealt with by the same Minister. In the case of both services questions constantly arise which involve, or could involve, the liberty of the subject; and of that liberty the Home Secretary is the appropriate guardian. There are other matters on which in practice the Director-General of the Security Service may wish guidance or advice, and experience has shown that these are matters upon which such guidance or advice can most suitably be given by the Home Secretary.



Why was the arrangement set out in Sir David Maxwell Fyfe's Directive of the 24th September, 1952, not made public?

There was no need to make it public. The overall responsibility of the Prime Minister for national security remains, and on many aspects of it it was right that he should continue to be answerable to Parliament. The Home Secretary's responsibility for the [day to day] working of the Service is unlikely to give rise to many matters involving Parliamentary responsibility; if such matters arise the Home Secretary will deal with them. The position was in fact referred to by the Prime Minister on the 21st June, 1963, in announcing the appointment of Lord Denning to conduct the present inquiry. He said:-

"The first part of the terms of reference is:

'.... in the light of the circumstances...

the operation of the Security Service'

That is part one. That will include the relationship of the security service with the Government, with the Home Secretary, under whom it is officially, and with me, under whom it is on the whole."

It was thus taken for granted that the existing position is known to Parliament; and in fact the absence of any comment on the Prime Minister's statement appears to confirm the rightness of this assumption.



Why was not the Home Secretary told about the Profumo rumours, and in particular about the suggestion that Christine Keeler had been asked to obtain information from him for communication to Ivanov?

As the Denning report makes clear, the considered judgment of the Security Service was that, at the time at which the Ivanov rumour became known, no security interest arose. The Ministers known to have contacts with Ward had been warned to be careful, and there was no reason at all to think that security was at risk. It was not the business of either the Security Service or the police - for reasons endorsed by Lord Denning - to investigate and report upon the private lives of Ministers in circumstances in which security risks did not arise.



Should there be a Minister for National Security?

If this question is raised, it might be answered by reference to the conclusions of the Radcliffe and Denning reports, from which extracts are attached, that Departmental security should continue to be the responsibility of a Departmental Minister; and that in these circumstances there is no justification for having a single Minister of Security to deal with all aspects of Government security.

If fuller discussion is required, there is attached a memorandum on the subject, which was submitted by the Treasury with the agreement of the Home Office to Lord Denning.

600

~~D.D.G. (o/r)~~ ^{P 3.12}
~~A. JCh 22/11~~ ^{A.T. Rm}
~~B. 28/11~~ ^{A.Z. 11/12}
~~C. 29/11~~
~~D. 29/11~~
~~E. 2/12.~~
~~F. 9/12.~~
D.S. 17/12.

I have received from Sir Charles Cunningham the enclosed copy of a minute from Sir Laurence Helsby covering a minute to him by the Prime Minister, and I call your attention to these. The question of Ministerial responsibility for the Security Service is well known to you, and I should only like to remind you that I am directly responsible to the Home Secretary for the efficient and proper working of the Service and there is thus a responsibility upon Directors to keep me informed so that I can discharge this responsibility.

Roger Hollis

D.G.

27.11.63.



608

HOME OFFICE
WHITEHALL · S.W.1

SF 50-24-101

22nd November, 1963.

25 NOV 1963

Dear Hollis,

I enclose for information a copy of the circular letter which Helsby has sent to all heads of departments about the Denning report, together with a copy of the Prime Minister's directive to which it refers.

Yours sincerely,
W. P. Cunningham

Sir Roger Hollis, C.B., O.B.E.



Treasury Chambers,
Great George Street,
London, S.W.1

21st November, 1963

Dear

I enclose a copy of a minute which I have received from the Prime Minister about the Denning Report (Cmd. 2512).

Will you please take any necessary action to ensure that the relevant parts of the report are brought to the notice of all members of your department who are concerned with security matters.

In particular, I should be glad if the attention of all concerned could be drawn to the Chapter, a copy of which is enclosed, on Ministerial responsibility for the Security Service.

Yours sincerely,

(Sgd.) LAURENCE HELSBY

COPY

10 Downing Street,
Whitehall

SIR LAURENCE HELSBY

I have no doubt that all those in the public service with responsibilities for security matters referred to in Lord Denning's Report will have taken note of all that he has to say. Nevertheless I shall be grateful if, as an additional precaution, you would make arrangements to ensure that all those concerned with these matters have their attention drawn specifically to the relevant parts of Lord Denning's Report.

(Sgd.) ALEC DOUGLAS-HOME

November 19, 1963

Chapter XVIII

MINISTERIAL RESPONSIBILITY

235. There has been considerable misapprehension about the Ministerial responsibility for the Security Service: and this misapprehension seems to me to be the cause of some of the troubles that have arisen. The relevant documents are so little available that it may be helpful if I give considerable extracts.

(i) The Prime Minister till 1952

236. Up till 1952 the Prime Minister was responsible for security. This followed from Sir Findlater Stewart's Report in 1945. He took as his starting point its purpose.

"Its purpose", he said, "is Defence of the Realm and nothing else. It follows that the Minister responsible for it as a service should be the Minister of Defence, or, if there is no Minister of Defence, the Prime Minister, as Chairman of the Committee of Imperial Defence. It has been argued that this would place an undue burden upon the Minister of Defence or the Prime Minister, and upon the staff of the Cabinet Secretariat. But from the very nature of the work, need for direction except on the very broadest lines can never arise above the level of Director-General. That appointment is one of great responsibility, calling for unusual experience and a rare combination of qualities; but having got the right man there is no alternative to giving him the widest discretion in the means he uses and the direction in which he applies them - always provided he does not step outside the law."

(ii) Sir Norman Brook's Report

237. In 1951, however, a proposal was made to transfer the responsibility for the Security Service from the Prime Minister to the Home Secretary. This was done in a report made by Sir Norman Brook. In March, 1951, he recommended that the Security Service should in future be responsible to the Home Secretary. He said:

"I believe that Sir Findlater Stewart exaggerated the 'defence' aspects of the Security Service. In practice the Security Service has little to do with those aspects of the 'defence of the realm' with which the Minister of Defence is concerned. And the arrangement by which the Security Service is directly responsible to the Prime Minister is now justified mainly by the fact that it enhances the status of the Service. In practice the functions of the Security Service are much more closely allied to those of the Home Office, which has the ultimate constitutional responsibility for 'defending the realm' against subversive activities and for preserving law and order. I recommend that the Security Service should in future be responsible to the Home Secretary. I believe that it would be helpful to the Director-General of the Security Service to be able to turn to a senior Permanent Secretary for advice and assistance on the policy aspects of his work and on his relations with other Government Departments; and that he would receive from the permanent head of the Home Office

support and guidance which the Prime Minister's secretariat is not in a position to give. The Prime Minister's personal contact with the Director-General of the Security Service need not be wholly interrupted as a result of this change in Ministerial responsibility. The Prime Minister would doubtless continue to send for the Head of the Security Service from time to time, to discuss the general state of his work and particular matters which might be of specially close concern to him. And on matters of supreme importance and delicacy, the Head of the Service should always be able, at his initiation, to arrange a personal interview with the Prime Minister."

(iii) Sir David Maxwell Fyfe's Directive

238. On 24th September, 1952, Sir David Maxwell Fyfe, then Home Secretary, issued this Directive to the Director-General of the Security Service, which is the governing instrument to-day:

"1. In your appointment as Director-General of the Security Service you will be responsible to the Home Secretary personally. The Security Service is not, however, a part of the Home Office. On appropriate occasion you will have right of direct access to the Prime Minister.

2. The Security Service is part of the Defence Forces of the country. Its task is the Defence of the Realm as a whole, from external and internal dangers arising from attempts at espionage and sabotage, or from actions of persons and organisations whether directed from within or without the country, which may be judged to be subversive of the State.

3. You will take special care to see that the work of the Security Service is strictly limited to what is necessary for the purposes of this task.

4. It is essential that the Security Service should be kept absolutely free from any political bias or influence and nothing should be done that might lend colour to any suggestion that it is concerned with the interests of any particular section of the community, or with any other matter than the Defence of the Realm as a whole.

5. No enquiry is to be carried out on behalf of any Government Department unless you are satisfied that an important public interest bearing on the Defence of the Realm, as defined in paragraph 2, is at stake.

6. You and your staff will maintain the well-established convention whereby Ministers do not concern themselves with the detailed information which may be obtained by the Security Service in particular cases, but are furnished with such information only as may be necessary for the determination of any issue on which guidance is sought."

(iv) General Principles

239. After hearing a considerable body of evidence, I found general approval that the Directive of Sir David Maxwell Fyfe embodies the correct principles. I would try to summarise the salient points:

- (1) The Head of the Security Service is responsible directly to the Home Secretary for the efficient and proper working of the Service and not in the ordinary way to the Prime Minister.

- (2) The Security Service is, however, not a department of the Home Office. It operates independently under its own Director-General, but he can and does seek direction and guidance from the Home Secretary, subject always to the proviso that its activities must be absolutely free from any political bias or influence.
- (3) The function of the Security Service is to defend the Realm as a whole from dangers which threaten it as a whole, such as espionage on behalf of a foreign Power, or internal organisations subversive of the State. For this purpose it must collect information about individuals, and give it to those concerned. But it must not, even at the behest of a Minister or a Government Department, take part in investigating the private lives of individuals except in a matter bearing on the Defence of the Realm as a whole.
- (4) The Head of the Security Service may approach the Prime Minister himself on matters of supreme importance and delicacy, but this is not to say that the Prime Minister has any direct responsibility for the Security Service. He has certainly none in day-to-day matters. It would be a mistake for the Prime Minister to take such responsibility because he cannot in practice exercise adequate supervision, and he has not the secretariat for the purpose.

(v) Application of Principles

240. The result of these principles is that, if the Director-General of the Security Service is in doubt as to any aspect of his duties - as, for instance, when he gets information about a Minister or senior public servant indicating that he may be a security risk - he should consult the Home Secretary. The Home Secretary then will have to take the responsibility for further action, that is to say, whether to take steps to eliminate the security risk or to put up with it. If a mistake is made, it is the Home Secretary who will be responsible to Parliament.

241. It was suggested to me that, when the conduct of a Minister was in question, it would be preferable for the Director-General to approach the Prime Minister direct rather than approach the Home Secretary because the Home Secretary might find it embarrassing to have to investigate the conduct of another Minister. The majority view was, however, that in all cases there should be a clear and unambiguous channel to the Home Secretary.

(vi) Ministry of National Security

242. Most witnesses thought it was not desirable to set up a Ministry of National Security, and for these reasons: It is important that each Government Department (e.g. the Service Departments) should be regarded as responsible for its own internal security. It would lead to slackness if each Department could feel it could leave its security to others. The Security Service performs a very useful function in advising Government Departments on their security problems but should not take them over. If it be right that each Government Department is responsible for its own internal security, then the Security Service itself deals with national security as a whole. The great body of opinion before me was that this should be dealt with as the responsibility of the Home Secretary and not as the responsibility of a separate Minister.

was much appreciated there, and my right hon. Friend the Secretary of State has found his report extremely useful.

Dame Irene Ward : Will my right hon. Friend kindly convey to the noble Lord our appreciation in the North-East of what he has done? Will my right hon. Friend also convey our appreciation of the breadth of the Report and the fact that it is the opinion of the North that when it is implemented the North-East will be in a much better position?

The Prime Minister : I will certainly convey that to my right hon. Friend.

Mr. Popplewell : In view of the very lukewarm reception, to say the least, which the proposals for dealing with the North as outlined in the White Paper have received, will the Prime Minister say who will be the responsible Minister to answer Questions about North-West Durham, Cumberland and Westmorland and also the northern part of Northumberland, which is not included in the proposals in the White Paper?

The Prime Minister : My right hon. Friend has a responsibility which covers the whole nation, and Questions should be put to him.

SECURITY (MINISTERIAL RESPONSIBILITY)

Q3. Mr. Wigg asked the Prime Minister to which Minister Questions about security should now be addressed.

Q6. Mr. W. Hamilton asked the Prime Minister if he will now state the position as to Ministerial responsibility for the security service; and what steps he intends to take to ensure that all concerned are aware of the method and means of control.

The Prime Minister : The present arrangements for Ministerial responsibility for the security service are described in detail in Lord Denning's Report. I think all concerned are already aware of the arrangements in force but I have thought it desirable to give a formal direction so as to make sure of this.

In accordance with the present arrangements Questions about security should in general be addressed to my

right hon. Friend the Home Secretary, although, of course, all Ministers retain responsibility for security matters within their own Departments.

Mr. Wigg : Does the right hon. Gentleman's Answer mean that there is a division here between what is normally regarded as Departmental responsibility and the overall question of security? If that is so, as that statement is a reversal of policy, would he be good enough to follow the example of Lord Denning and circulate the new directive in the OFFICIAL REPORT? Secondly, is the right hon. Gentleman sure that in the interests of all concerned this directive is understood at all levels, and is he satisfied that it will be carried out?

The Prime Minister : Yes, Sir. The whole purpose of the directive was to make sure that it would be understood at all levels. I can give the hon. Member that assurance. He suggests that there has been a change in policy since my right hon. Friend the Member for Bromley (Mr. H. Macmillan) made the position clear. I must point out that there has been no change since then.

Mr. Hamilton : First, how can the right hon. Gentleman explain the absence of the Home Secretary from the notorious meeting of the five Ministers? Further, how does he explain the repeated acknowledgement of the former Prime Minister that he was responsible for security matters? That was repeatedly said at the Dispatch Box by the former Prime Minister. Will not the Prime Minister concede, further, as we on this side of the House distrust the Home Secretary even more than we distrust the right hon. Gentleman, that in view of the added responsibilities of the Home Secretary for police matters as indicated in the Police Bill he himself should now revert to responsibility for security matters?

The Prime Minister : I very much hope that the hon. Gentleman will trust me, but if he does not, I shall not lose very much sleep, I must confess. Perhaps I may be allowed to make this clear, because it is a serious subject and I was asked a serious question by the hon. Member for Dudley (Mr. Wigg). I would make it clear that the Home Secretary is responsible for the organisation of the security services. If in this

to check the competitive nature of the land price, the building scheme, the building costs and the market for the accommodation before any scheme is approved. The protection for the public money is ample.

SCOTTISH TRADE AND INDUSTRY

Q1. Mr. Hector Hughes asked the Prime Minister if he is aware that the divided interests and duties of the President of the Board of Trade have acted to the detriment of Scottish trade, and if he will now appoint to that Department a Scottish Minister whose sole interests and duties will be to develop trade, industry and commerce in Scotland with their relevant imports and exports.

The Prime Minister (Sir Alec Douglas-Home): No, Sir. I do not think this suggestion would be in Scotland's interests or in the wider interests of the country as a whole.

Mr. Hughes: Does the Prime Minister ignore these two facts, that during the last 12 years of Tory rule 218,000 more people have left Scotland than went there and that Scotland is geographically favourably placed in proximity to Europe to develop industry? No President of the Board of Trade and no Minister of the Government has taken any adequate steps to develop the trade in North-East Scotland. Is there not, therefore, a very good case for making the appointment I have suggested in my Question—for a Scottish Minister to deal with this specific question—especially in view of the appointment of Lord Hailsham for the North-East of England?

The Prime Minister: No, we put forward proposals for dealing with the questions of unemployment in Scotland and attracting industry to Scotland. I looked with some care at the last words of the hon. and learned Member's Question. It seemed to me that, on the whole, he was trying to give a benefit by separating the trade and commerce of Scotland from that of England. It seems to me that this is the very worst thing we could do for Scottish interests, and that the interest of Scotland's commerce and trade is that Scotland should

be integrated fully into the national system, not separated.

Mr. Ross: However, misguided, as we think, the policies are which have been pursued by the President of the Board of Trade, we wish him well in what he may do for Scotland, but if it is not a preoccupation of the President of the Board of Trade, can the right hon. Gentleman explain why it was that although this House voted £41 million for the purposes of the Local Employment Act only £26 million were spent?

The Prime Minister: That is another question—[HON. MEMBERS: "Oh."]—and I would ask the hon. Member, if he wants to have a detailed answer, to put down a Question to my right hon. Friend. What I do know is that the money allocated to Scotland under the Local Employment Act is between £45 million and £50 million, which is over half that allocated to the United Kingdom as a whole.

Mr. Ross: And 38 per cent. of the jobs?

LORD PRESIDENT OF THE COUNCIL

Q2. Mr. Jay asked the Prime Minister what responsibilities the Lord President of the Council now retains for industrial development on the North-East coast.

The Prime Minister: With the publication of the White Paper on the North-East my noble Friend's special responsibilities for the North-East are concluded. Carrying out the proposals in the White Paper will be the responsibility of my right hon. Friend the Secretary of State for Industry, Trade and Regional Development.

Mr. Jay: While I welcome that decision, may I ask the Prime Minister to explain why if it was right to introduce the noble Lord into the activities a year ago, it is right to push him out now?

The Prime Minister: Because, I tell the right hon. Gentleman, there was a special problem, which we thought ought to be studied. I think that my noble Friend's visit to the North-East

House there should be a wide-ranging Question which I think brings the Prime Minister into the matter, I would then, of course, answer it.

Mr. H. Wilson: While we shall no doubt be having an opportunity to debate these security questions very soon, may I ask whether the right hon. Gentleman is aware that the arrangements which he has described were clearly not known either to the security services or, at any rate, to the five Ministers? On the position for the future, does not the right hon. Gentleman agree that there is a significant change here if Questions have to be put down to the Home Secretary? Can he tell us how many Questions on security the Home Secretary has accepted since 1961? [*Interruption.*] They have all been put down to the Prime Minister and accepted by the Prime Minister. So will the right hon. Gentleman tell us—because this is a serious matter in his eyes and in ours, if not in the eyes of his hon. Friends—whether this means that he is now giving up his own very special responsibility for the direct supervision of the security services?

The Prime Minister: As far as a debate is concerned, that is a matter which no doubt we could discuss through the usual channels, but before we have it, I would rather value some conversation with the right hon. Gentleman the Leader of the Opposition on certain aspects of security. As far as the responsibility of the Home Secretary is concerned, I think it might be of interest to the right hon. Gentleman if I read to him what my right hon. Friend the Member for Bromley said.

Mr. Wilson: We know what he said.

The Prime Minister: If the right hon. Gentleman knows what my right hon. Friend said, it must be quite clear to him that there is no change compared with that time. I would simply say to the right hon. Gentleman that, as far as Questions in this House are concerned, I would always like to see them on the Order Paper first. If they deal with the organisation of the security services, their discipline, pay and so on, they ought to go down to the Home Secretary, but, as I have already said, if a Question ranges more widely and is concerned

with the security of the State and brings in the Prime Minister, it would be my duty to answer it.

Mr. Wilson: The right hon. Gentleman seems a little clearer about this than he was. His first statement said that the Question should be put down to the Home Secretary. [HON. MEMBERS: "No."] Hon. Members opposite will be able to read it in the OFFICIAL REPORT tomorrow. Is the right hon. Gentleman aware that we are all familiar with the famous passage to which he has referred, and that some of us drew the attention of the right hon. Gentleman the Member for Bromley (Mr. H. Macmillan) to that passage at the time of recent debates? But we are still not clear about one thing from the right hon. Gentleman. I am putting this question to him, and I hope we shall get a straight answer, if we are allowed to without interruptions from his hon. Friends. The question that we are putting is not about that statement in 1961 dealing with pay, rations and organisation, but about Ministerial responsibility. Are the kinds of Question that the right hon. Member for Bromley accepted and answered to be answered in future by the Prime Minister exactly as before, or has the right hon. Gentleman been telling us that there is a big change in the system?

The Prime Minister: I think that the right hon. Gentleman is really mistaken. This is why I should like to have a talk with him about it—[*Interruption.*]—because these are matters of importance, as the right hon. Gentleman has properly said, and they must be understood. It is clear that there is a great deal that the right hon. Gentleman does not understand. [HON. MEMBERS: "Oh."] The right hon. Gentleman is, for instance, wrong in saying that the statement of my right hon. Friend the Member for Bromley in 1961 dealt simply with pay and rations. It dealt with the whole question of the organisation for which the Home Secretary is responsible. As far as Questions are concerned and how they should be taken, either by the Home Secretary or by myself, I should like to see the Question on the Order Paper before deciding. But I do not shirk, and will in no way shirk, a Question which deals with the security of the State.

Mr. Speaker: Mr. Albu.

Mr. Wigg: On a point of order, Mr. Speaker. It was impossible because of the noise on the other side of the House to ascertain whether the Prime Minister was quoting from the directive which he says he has now given. I asked him whether he would publish that directive, and I am not sure whether he answered or not. [*Interruption.*] If the right hon. Gentleman was quoting it, under our rules of order, he is required to lay the paper. [*Interruption.*] I am, however, quite prepared to believe that the right hon. Gentleman was not quoting it. In that case, would he try to teach his hon. Friends—[*Interruption.*] If I have misunderstood what has happened, it is because I did not hear, in which case I apologise to the right hon. Gentleman. Perhaps he will plead with his supporters, if not in the interests of good manners, at least in the interests of allowing hon. Members to hear replies given to them.

Mr. Speaker: I could rule on the point of order were I able to discover what it was.

Mr. Hale: On a point of order, Mr. Speaker. I put down to the Prime Minister—

Mr. Wigg: Further to that point of order, Mr. Speaker.

Mr. Speaker: Order. There are two hon. Gentlemen addressing me on points of order at the moment. Mr. Hale.

Mr. Hale: I am obliged, Mr. Speaker. I put a Question to the Prime Minister on the question of espionage. I received notice that it had been transferred not to the putative father of the espionage service—known as the Home Secretary—but to the Foreign Secretary. It was transferred to the Foreign Secretary for today—a day on which he does not answer Questions.

So, notwithstanding that it was the end of the salmon season, I went along the corridor and had my Question transferred to yesterday, a day on which the Foreign Secretary answers Questions, although he has no responsibility for espionage. Owing to the volubility of the Foreign Secretary yesterday it was not reached, but I was able to receive in the post today from him the Answer,

“Sorry, no”. I regard the word “sorry” as placative and a kindly word to me, because the right hon. Gentleman would usually have said simply “No”.

Is it not reasonable that hon. Members should have some way of finding out who are responsible, why they are responsible and what they will do about their responsibilities? As the Prime Minister has transferred 90 per cent. of the Questions put down to him, and at the moment appears to be responsible only for questions about partridge shooting, may we have some answer as to the responsibilities of Ministers?

Mr. Speaker: The hon. Gentleman will remember that, much as I should like to assist him, I cannot, on behalf of the Chair, undertake any responsibility for the transfer of Questions. I have had to explain this to the House before. The hon. Member for Dudley (Mr. Wigg) was also rising to a point of order.

Mr. Wigg: I am sorry that you did not understand my point of order, Mr. Speaker. Apparently I failed to make myself clear, since I put the same point to you in reference to Mr. Profumo and you understood it then. If a right hon. or hon. Gentleman—particularly a right hon. Gentleman—quotes from a document, he is required to lay that paper. I asked the Prime Minister whether he would publish in the OFFICIAL REPORT the new directive he was giving. It was impossible to hear the right hon. Gentleman's answer but he certainly referred to the directive. If he quoted from it, he should lay it. I apologise in advance to the right hon. Gentleman if I did not hear, but that was not my fault. It was the fault of the rabble behind him.

Mr. Speaker: I do not wish to continue any form of misunderstanding. If the hon. Member for Dudley is referring to our rule relating to the obligation to lay, I think that the House knows what that is. I quoted it the other day during the course of the debate on the Address. I would not commit myself to personal recollection of what the Prime Minister said, but we shall be able to read it and I am sure that the rule of the House will be followed.

Dame Irene Ward: On a point of order. Is it not within the rules of

order for you to direct that matters of national security are better discussed in private than in public?

Mr. Speaker: I would advise the hon. Lady to study further the contents of the rules of order. Mr. Albu. Question No. 4.

Mr. Albu rose—

The Prime Minister: Perhaps I may be allowed to satisfy the hon. Member for Dudley. I did not quote from a directive. The only thing I quoted was an Answer made by my right hon. Friend the Member for Bromley (Mr. H. Macmillan) to a question.

Several Hon. Members rose—

Mr. Speaker: Order. We must get on to Question No. 4. This situation is not fair to the hon. Member for Edmonton (Mr. Albu) whom I have called several times. Mr. Albu. Question No. 4.

Mr. Albu rose—

Mr. Wigg: Further to that point of order, Mr. Speaker. The hon. Lady the Member for Tynemouth (Dame Irene Ward) asked whether it was permissible to raise matters of security across the Floor of the House. The Prime Minister was very quick to quote from the directive contained in the Denning Report. Why cannot we have the full story?

Mr. Speaker: Order. It is desirable that we should not occupy further time on this. In terms which, I hope, were not discourteous, I indicated to the hon. Lady that what she had said was not

a point of order at all. I hope that we shall not continue with this. Mr. Albu Question No. 4.

NUCLEAR POWER PROGRAMME

Q4. Mr. Albu asked the Prime Minister whether he has yet received the report of the Committee which is considering the future of the nuclear power programme

The Prime Minister: No, Sir. The Committee's report is nearly complete and should be ready for consideration by the Government very shortly.

Mr. Albu: In view of its importance to the future of the power policy and to many of our manufacturing industries, may I ask the right hon. Gentleman to promise that the Report will be published? Can he say whether the recent resignation of the Chairman of the Atomic Energy Authority has any relationship to the length of time this Committee has taken to produce its Report?

The Prime Minister: No, Sir. I cannot give any assurance about publication since this was an inter-departmental Committee formed to advise the Government. But, of course, I will take what steps I can to inform the House after the Government have had the benefit of the Committee's advice. I gather that the length of time that the Committee has taken to Report was because certain prototypes of power reactors had to work for a considerable time before it could come to its conclusions.

ORDERS OF THE DAY

QUEEN'S SPEECH

DEBATE ON THE ADDRESS

[SIXTH DAY]

Order read for resuming adjourned debate on Question [12th November]:

That an humble Address be presented to Her Majesty, as follows:—

Most Gracious Sovereign,

We, Your Majesty's most dutiful and loyal subjects, the Commons of the United Kingdom of Great Britain and Northern Ireland, in Parliament assembled, beg leave to offer our humble thanks to Your Majesty for the Gracious Speech which Your Majesty has addressed to both Houses of Parliament.—
[*Mr. Curran.*]

Question again proposed.

SCIENCE AND EDUCATION

Mr. Herbert W. Bowden (Leicester, South-West): I beg to move at the end of the Question, to add:

“but humbly regret that the Gracious Speech contains no effective proposals to ensure the full utilisation of the nation's scientific resources and manpower; or to deal adequately with the problems hindering educational progress at all stages”.

3.39 p.m.

Mr. Harold Wilson (Huyton): The whole House will agree that today's debate is one of the most important that we have had for a long time. I regret, as I think the whole House does, that the Prime Minister has not seen fit to announce that he will speak in this debate, which is wholly related to the modernisation of Britain in the scientific age, since he has personally identified himself with this theme and since it constitutes the big difference, so we are told, between his Government and that of his predecessor.

But while, apparently, the right hon. Gentleman is prepared to proclaim this modernisation issue in Crieff, Auchterarder, Perth cattle market and the Mansion House, he seems unwilling to give his ideas in detail to the perhaps more critical House of Commons. It is necessary to remind him that the long overdue modernisation of this country, especially industry, will not be achieved

by incantations or by slogans. What is needed is the gold backing of policy, drive and modern, vital, social attitudes in tune with the scientific age—attitudes totally lacking in him and his colleagues. Without these attitudes and these policies he will not succeed in convincing the rest of us that, after all these years, the Government really mean business.

Whatever differences there may be in policies—and we shall be debating the policies this afternoon; I intend to spend a lot of time on them—whatever differences there may be in priorities, there should be no differences about objectives, the vital need to mobilise the talents of this nation, its skill and science, its ingenuity and its power of innovation, not only to enhance our economic strength, but to strengthen the voice of this country in the world. The whole House agrees that the world does not owe us a living. We live now neither on nostalgia nor past investments. We live, or we perish, on our skill and our science. This means, quite simply, that we have to have more trained people and that we have to use them more efficiently.

This means that we have not had—a purpose in education, a purpose in science, a purpose in applying the results of science to industry. It is because we have to widen the area of opportunity to all our people, to all the nation's children, that in this Amendment we link education with science. I begin with education, not only higher education and not only Robbins. The great danger is that in their sudden, death-bed preoccupation with higher education the Government will ignore the educational base which underlies the superstructure of higher education, that, rightly, they will be concerned with the thousands and, wrongly, will ignore the millions. In space age language, higher education is the final stage in a three-stage rocket and, however successfully that stage may be developed, if we ignore the other stages, we shall never get off the ground.

What the Robbins Report shows is that on the basis of the present and foreseeable proportion of sixth formers having the right qualifications for entry to universities and other colleges, we shall need a tremendous drive if we are to create enough places by the middle of the late 1970s. The second thing

Cutting from HANSARD dated 19 November 1963

SECURITY (MINISTERIAL RESPONSIBILITY)

60A

CONFIDENTIAL



SIR ROGER HOLLIS

With the Compliments

of

Sir Charles Cunningham

25 SEP 1963

Home Office,
Whitehall.

20th September, 1963

59A

26th September, 1963.

CONFIDENTIAL

59A

You spoke to me last night about the Lobby interest - which is reflected in this morning's Press - in the Home Secretary's responsibility for the Security Service.

The general position about Ministerial security is discussed in the memorandum headed "A Minister for National Security" which, after discussion with the Home Office, the Treasury submitted to Lord Denning. I hope that this document may serve as a general brief both for immediate purposes and for forthcoming Parliamentary debates.

57B

As regards immediate questions, I suggest that the three which are most likely to be asked, and the short answers to them, are as follows:-

(1) Why should the Home Secretary be responsible for the Security Service?

So long as each Government Department is responsible for its own internal security - and both Lord Radcliffe and Lord Denning have recommended that it should be - the functions of the Security Service are to advise Government Departments as necessary in regard to internal security and themselves to deal with national security as a whole. For the reasons explained in paragraph 257 of the Denning report, the Home Secretary is the obvious Minister to have responsibility for the Security Service in its day to day discharge of these functions. He is the Minister responsible for the police service, and the Security Service and the police must work very closely together. For certain purposes they both require Ministerial authority, and it is sensible that these requirements should be dealt with by the same Minister. In the case of both services questions constantly arise which involve, or could involve, the liberty of the subject; and of that liberty the Home Secretary is the appropriate guardian. There are other matters on which in practice the Director-General of the Security Service may wish guidance or advice, and experience has shown that these are matters upon which such guidance or advice can most suitably be given by the Home Secretary.

(2) Why was the arrangement set out in Sir David Maxwell-Fyfe's Directive of the 24th September, 1952 not made public?

There was no need to make it public. The overall responsibility of the Prime Minister for national

/security

Sir Burke Trend, K.C.B., C.V.O.

security remains, and on many aspects of it it was right that he should continue to be answerable to Parliament. The Home Secretary's responsibility for the day to day working of the Service is unlikely to give rise to many matters involving Parliamentary responsibility; if such matters arise the Home Secretary will deal with them. The position was in fact referred to by the Prime Minister on the 21st June, 1963, in announcing the appointment of Lord Denning to conduct the present inquiry. He said:-

"The first part of the terms of reference is:
'.....in the light of the circumstances....
the operation of the Security Service ...'
That is part one. That will include the relationship of the security service with the Government, with the Home Secretary, under whom it is officially, and with me, under whom it is on the whole."

It was thus taken for granted that the existing position is known to Parliament; and in fact the absence of any comment on the Prime Minister's statement appears to confirm the rightness of this assumption.

- (3) Why was not the Home Secretary told about the Profumo rumours, and in particular about the suggestion that Christine Keeler had been asked to obtain information from him for communication to Ivanov?

As the Denning report makes clear, the considered judgment of the Security Service was that, at the time at which the Ivanov rumour became known, no security interest arose. The Ministers known to have contacts with Ward had been warned to be careful, and there was no reason at all to think that security was at risk. It was not the business of either the Security Service or the police - for reasons endorsed by Lord Denning - to investigate and report upon the private lives of Ministers in circumstances in which security risks did not arise.

I have sent a copy of this letter to Laurence Helsby.

C. C. CUNNINGHAM

58A

Note.

When I saw the Home Secretary this afternoon he said there had been discussion in Cabinet this morning about the Denning Report^{*}; and that the Prime Minister would decide within the next day or two whether it should be published without deletions. He remarked to me that when the Report came out, it would for the first time become public knowledge that the Home Secretary was the Minister responsible for the Security Service. I should therefore have it in mind that the Home Secretary was rather more accessible to the press than was the Prime Minister; for example, a call to Admiralty House would certainly be taken by a Private Secretary at whatever time it was made, but a call to the Home Secretary's house might well be answered by the Home Secretary personally for he did not have a Private Secretary at home. Therefore if there were matters on which I should want him to comment to the press, I must brief him. In the absence of briefing he would simply refuse to comment on matters concerning the Security Service.

Roger Hollis

D.G.

19.9.63.

* See in SF 51/30/184 Supp B. vol 2.

NOTE

57B

The attached paper was submitted by the Treasury, after discussion with the Home Office, to Lord Denning in August 1963. (paragraph 2 of 59a refers. See also paragraph 2 of attachment to 65a.) The Security Service did not receive a copy until one was asked for in October 1968.

D.G. Secretary MW

9th October 1968

de/mow
9/10

Your Ref. _____



With the Compliments of

Mr. A.M. Bailey

Telephone 01-930 1234
Ext.

Treasury Chambers
Great George Street
London, S.W.1

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A MINISTER FOR NATIONAL SECURITY

1. It is not always clear what exactly those who advocate the appointment of a Minister for National Security have in mind: but it is perhaps reasonable to assume that there are two possible suggestions:

- (a) that there should be a Minister of Security responsible both for the Security Service and for Departmental security; or
- (b) that there should be a Minister of Security responsible only for the Security Service.

2. A Minister of National Security in the first of these two senses was considered by the Radcliffe Committee on Security Procedures in the Public Service. The Committee's conclusion is set out in its report (paragraph 13), as follows:-

"Up to the present each Government Department has been regarded as individually responsible for maintaining a proper standard of protective security within its own field, advised as necessary on technical questions by the Security Service. It has sometimes been suggested that it would be better if the security organisation throughout the Government service were to be brought under the direct control of the Security Service. In so far as this would secure a centralised and therefore a possibly more effective control and a greater element of professionalism in the security system this proposal has superficial attractions. But we are in no doubt that they are quite illusory. The transfer of responsibility from Departments to the Security Service would greatly encourage the dangerous tendency to regard security as something outside the normal business of the Department and therefore a matter of no real concern to the general body of departmental staff. Nothing would be more likely to damage security than the development of such an attitude and we share the view, which was expressed to us by Departments and by the Security Service with complete unanimity, that a policy of departmental responsibility is essential if an adequate standard of security is to be achieved."

This conclusion was accepted by the Government; and there seems to be no new consideration to throw doubt on its validity.

3. A Minister of Security in the second sense, as responsible solely for the Security Service, seems to be ruled out by the fact that he would not have an effective Ministerial job to do. In the nature of things, the great bulk of the work of the Security Service is of a highly professional and technical character. The functions of the Service are laid down in its directives; and it is no more practicable for a Minister to control the detailed execution of these directives than it would be for a Minister to control the operations of the police. There is the further consideration that a Minister who was responsible for the Security Service but not for the police would find himself in considerable practical difficulty because of the extent to which the two Services must cooperate with one another, and because of the extent to which some of the techniques they employ - in particular, the use of secret intercepts - ought to be considered by one authority, if the principles laid down by the Committee of Privy Counsellors on security intercepts are to be observed.

4. If the idea of a separate Minister of Security is rejected, the question remains whether the existing arrangements for the control of Departmental security on the one hand and of the Security Service on the other are adequate.

5. As regards Departmental security, the Committee on Security Procedures in the Public Service made a number of recommendations which have been implemented. The position is kept under review and some aspects of it were looked at again by the recent Radcliffe Tribunal appointed to enquire into the Vassall case. We have no ground for thinking that any fundamental changes are required at present.

6. As regards the Security Service, the first paragraph of the main directive to the Director-General of the Security Service reads as follows:-

"In your appointment as Director-General of the Security Service you will be responsible to the Home Secretary personally. The Security Service is not, however, a part of the Home Office. On appropriate occasions you will have right of direct access to the Prime Minister".

In effect, the day-to-day responsibility for the Security Service rests with the Home Secretary. The Director-General of the Service, or his Deputy, is in constant touch with the Permanent Under Secretary. There are regular submissions to the Home Secretary - in particular, intercept warrants are put

forward for his approval and signature; and from time to time both the Director-General and the Permanent Under Secretary of State inform the Home Secretary of important matters in which the Security Service is currently engaged. There is no reason why the Home Secretary's responsibility for the Security Service should not be made public; indeed it has already been mentioned in the House of Commons by the Prime Minister. It seems right that the Home Secretary should carry this responsibility below the Prime Minister. He is the Minister responsible for the police service, and the Security Service and the police must work very closely together. Both Services require in exceptional cases the use of secret intercepts; and it is not only convenient but in accordance with the principles enunciated by the Committee of Privy Councillors that one Minister should be responsible for the use over the whole field of the intercept method. In the case of both the police and the Security Service questions constantly arise which involve, or could involve, the liberty of the subject; and of these the Home Secretary is the appropriate guardian. It is also the case that, in practice, many of the matters on which the Director-General of the Security Service wishes guidance or advice are matters upon which that guidance and advice can most suitably be given - in view of its other interests - by the Home Office.

7. It would therefore seem to be right and appropriate for the Home Secretary's position in relation to the Security Service to be made known. This would enable him to give the Prime Minister even more support than at present, because he could then deal with Parliamentary Questions other than those of the most general importance. It seems most unlikely that the nature of the Security Service's business would produce any considerable number of questions of a kind which could be answered in Parliament.

8. It is presumably not in question that, whatever arrangement is made about Ministerial responsibility for the Security Service or for Departmental security, the Prime Minister, as the head of the Government, must have an overriding responsibility for security as a whole. Ministers are, of course, free to consult the Prime Minister as necessary on security matters affecting their Departments; and the head of the Security Service has direct access to him. This right is rarely exercised by the Director-General, and in practice (having regard to the practice whereby the Director-General keeps in close touch with the Permanent Under Secretary) it would not be exercised without

the Home Office being informed. It is hardly possible to define in advance the circumstances in which a particular matter should be reported to the Prime Minister; it must be a matter for judgment in relation to an individual case whether such a report should be made.

Treasury Chambers,
London, S.W.1.

22nd August, 1963

CONFIDENTIAL



SIR ROGER HOLLIS

57A

Russell

2/7

With the Compliments

of

Sir Charles Cunningham

Home Office,
Whitehall.
1st July, 1963

CONFIDENTIAL
IMMEDIATE - BY HAND

57A

Mr. Woodfield

Mr. Robertson has been good enough to send me a copy of the draft reply to Commander Kerens's Question about a Minister of Security, with the suggested notes for supplementaries.

2. I feel considerable difficulty about the draft reply and the draft reply to the first supplementary question. It has not, I think, hitherto been publicly announced that the Home Secretary is the Minister responsible for the Security Service, except in the Prime Minister's reference in col. 808 of Hansard for the 21st June; this did not, I think, attract attention or comment. There is clearly much to be said for letting it be widely known that the Home Secretary is responsible for the Service's day-to-day activities; but if this is stressed there are Members who will want to probe further the extent of the Home Secretary's responsibilities and their relationship to those of the Prime Minister. Any precise definition would, I think, need a good deal of thinking out.

3. I am also a little unhappy about the reference in the answer itself to "something which we shall reconsider". This would clearly be read as promising reconsideration of the appointment of a "Minister of Security", and again questions arise of what that particular expression may mean. It is presumably intended to mean not only a Minister who is responsible for the Security Service but one who is responsible for security in Government Departments generally. I suppose it is probable that both these matters will have to be reviewed when Lord Denning reports; but my instinct is to be much more general at this stage.

4. Would it not be better to say, in answer to the Question, merely that:-

"The question of Ministerial responsibility for security matters is one that will have to be considered in the light of the results of Lord Denning's inquiry",

and to deal with supplementaries broadly by saying that, until Lord Denning has reported, further discussions of matters of this kind would be inappropriate.

5. I have sent copies of this minute to Sir Laurence Helsby, Sir Burke Trend and Sir Roger Hollis.

C. C. C

1st July, 1963

Home Office,
S.W.1.

56A

Note.

I spoke to Sir Charles Cunningham with reference to 54a and said that I felt the suggested answer was entirely unsuitable, and that something on the lines of the answer at 53a should be said. This was however largely a political matter as to how best to handle the House of Commons, and I felt I had little standing here. Cunningham said that he agreed with me that the present answer was unsuitable, and indeed he did not think it made sense. He said he would speak to Woodfield.

Rose H. H. H.

D.G.

2.7.63.



Amended 2nd page
note to * Q. 1. Commander
Kerans.

With the Compliments of

MR. WOODFIELD

F 2 JUL 1963

ADMIRALTY HOUSE,
WHITEHALL, S.W.1

SSA

4. It would not be right for me to try to describe in any detail the arrangements by which the Government secures confidential advice from its permanent officials on this or any other subject.

5. Q. You said on the 21st of June that the Security Service was under the Home Secretary officially. What is the extent of his responsibilities in this regard?

A. I cannot add any more in answer to supplementaries to what I said in answer to questions following my statement on the 21st of June. *

x. Hansard vol. 679, No. 131.
col. 808.

54A



● *With the Compliments of*

MR. WOODFIELD

● 2 JUL 1963

ADMIRALTY HOUSE,
WHITEHALL, S.W.1

Tuesday, July 2, 1963.

54A

* 1. Commander Kerans:

(Answered by the Prime Minister)

The problem of Ministerial responsibility for Security is scarcely one suitable for question and answer. I think that hon. Members who have any knowledge of its working in the fullest sense will appreciate the reasons.

53A



With the Compliments of
MR. WOODFIELD

Kindly Mr. Woodfield to
say 'no comments'.

D. Sec.
2/7.

JUL 1963

ADMIRALTY HOUSE,
WHITEHALL, S.W.1

COPY

Admiralty House,
Whitehall, S.W. 1.

53A

CONFIDENTIAL/IMMEDIATE

SIR CHARLES CUNNINGHAM

Thank you for your minute of July 1 about
Commander Kerans' Question asking for a Minister of
Security.

The only possible difficulty I see in the draft
now proposed is that it might be said to amount to an
admission that ministerial responsibility for security
had gone wrong.

It might avoid any difficulties if the Prime
Minister were to answer simply

"I think any suggestions of this kind would
be best considered in the light of Lord Denning's
report."

This would need a slightly different approach in
the Notes for Supplementaries and I attach alternative
Notes which I am sending with a copy of this minute
to Sir Laurence Helsby, Sir Burke Trend and Sir Roger
Hollis.

(Sgd.) P.J. WOODFIELD

July 1, 1963.

NOTES FOR SUPPLEMENTARIES

1. Q. Surely the long succession of security failures shows that you have too much to do to give proper attention to security? Surely there ought to be a Minister for Security?

A. One of the main tasks of the Security Service is to catch spies. In that we have had some success. As to Ministerial responsibility, the problems of security cannot be considered solely in relation to the operation of the Security Service. It has always been accepted that Ministers must accept responsibility for security within their departments. I think it would have a very bad effect if Ministers were absolved from this responsibility. And, of course, the Prime Minister of the day must retain an ultimate responsibility for matters affecting the security of the State. But as I have said, I do not think it would be appropriate to make changes while Lord Denning is carrying out his inquiry.

2. Q. How is responsibility for security divided between the Government's senior official advisers? And what co-ordination is there between the responsibilities of the Head of the Treasury, the Head of the Home Office and the Secretary of the Cabinet in this respect?

/A . . .

A. It would not be right for me to try to describe in any detail the arrangements by which the Government secures confidential advice from its permanent officials on this or any other subject. But, in general, the Joint Permanent Secretary to the Treasury is concerned with security in the public service, the Permanent Under Secretary of State at the Home Office is concerned with security in relation to the work of the police and the preservation of law and order, and the Secretary of the Cabinet is concerned with security as it affects the personal or collective responsibilities of Ministers as members of the Cabinet.

CONFIDENTIAL

52A

SF.50/24/101/D.G.

1st July 1963.

With reference to Commander Kerans' question ^{SIA}
to the Prime Minister for Tuesday, 2nd July, I
suggest the answer should be :

"We shall consider this in the light
of the results of the Denning Enquiry
into the operation of the Security
Service".

2. It seems to me that the first sentence of
your draft suggests that the proposal has been
under constant examination, and to the best of
my knowledge this is not so.

R. H. HOLLIS

P.J.Woodfield Esq.,
Admiralty House,
Whitchall, S.W.1.

Copy to J.H.Robertson Esq.,
Cabinet Office.

CONFIDENTIAL

CABINET OFFICE,
GREAT GEORGE STREET,
S.W.1

1 JUL 1963

*With the
Secretary's Compliments*

Sir Roger Hollis, C.B.,
O.B.E.

51A

MR. WOODFIELD

Sir Burke Trend has asked me to send you the attached Draft Answers and Notes for Supplementaries for two Questions which the Prime Minister is to be asked on Tuesday, 2nd July. These are preliminary drafts and copies are being sent to Sir Laurence Helsby, Sir Charles Cunningham, and Sir Roger Hollis for any comments they may wish to make. They are being asked to send these comments to you direct, unless they are so substantial as to require discussion.

J. H. ROBERTSON

28th June, 1963

Commander Kerans: To ask the Prime Minister whether, in the light of the Profumo affair, he will now give consideration to the appointment of a Minister of Security.

DRAFT ANSWER

Hitherto, it has always been felt that the balance of advantage was against this proposal. But it is something which we shall reconsider in the light of the results of Lord Denning's enquiry into the operation of the Security Service.

NOTES FOR SUPPLEMENTARIES

Q.1. Who carries Ministerial responsibility for the Security Service?

A. The Home Secretary is the Minister responsible for the Security Service. But the Prime Minister is responsible for national security in the widest sense and must, therefore, be closely concerned with the work of the Security Service.

Q.2. Surely recent events (e.g. Houghton, Blake, Vassall, Ivanov) have demonstrated that the present arrangement is unsatisfactory? Does the Prime Minister still think he can handle security by himself? Does he not recognise that he must have some Ministerial help?

A. (See note 1 above.)

We must remember that one of the main tasks of the Security Service is to detect and catch spies; and that they have quite a good record of successes recently. But perhaps the Hon. Member is suggesting that day-to-day supervision of the work of the Security Service by a Minister specially appointed for that purpose would have ensured that certain facts about another Minister's private life were brought to light sooner than in fact happened. Such a suggestion seems to imply rather an unusual relationship between Ministerial colleagues. [We now know what to expect if Hon. Members opposite should ever be called upon to form the Government./

Q.3. What are the objections to this proposal?

A. The appointment of a Minister with special responsibility for security would tend to create the impression that Ministers and Heads of Departments were no longer fully responsible for their own security arrangements; and, in the long term, this might well lead to a deterioration rather than an improvement in security.

It is often tempting to suppose that the solution to complicated problems lies in appointing a Minister to look after them. In practice, however, this is not necessarily the best approach. The responsibility for security, as for any other aspect of the management and organisation of a Department, should attach to the Minister in charge of it.

Q.4. How is responsibility for security divided between the Government's senior official advisers? And what co-ordination is there between the responsibilities of the Head of the Treasury, the Head of the Home Office and the Secretary of the Cabinet in this respect?

A. It would not be right for me to try to describe in any detail the arrangements by which the Government secures confidential advice from its permanent officials on this or any other subject. But, in general, the Joint Permanent Secretary to the Treasury is concerned with security in the public service, the Permanent Under Secretary of State at the Home Office is concerned with security in relation to the work of the police and the preservation of law and order, and the Secretary of the Cabinet is concerned with security as it affects the personal or collective responsibilities of Ministers as members of the Cabinet.

Mr. W.W. Hamilton: To ask the Prime Minister, what steps are being taken to ensure that he is personally informed of all action taken on security grounds by senior officials?

DRAFT ANSWER

The hon. Member will realise, on reflection, that it would be quite impracticable for me to be informed of all action of this kind. But the officials responsible for security are well aware that any major security issue should be brought to the attention of Ministers and should, if necessary, be referred to me personally.

NOTES FOR SUPPLEMENTARIES

A.1 If the hon. Member reflects a little longer, he will see that his suggestion, if adopted, could easily have the opposite effect to that which he intends.

A.2 Lord Denning, as the House knows, is looking into the security implications of the recent events to which the hon. Member refers.

COPY of manuscript letter from D.G. to Mr. Butler.

19 July 1962.

50A

Dear Mr. Butler,

Your letter of 15 July has reached me only today, and so I did not have it when I wrote to you on 17 July. I am greatly touched that you should write so kindly about the office, my colleagues and myself, and that you should take time to do this when you must be burdened with so many other matters.

May I again send you my thanks for your support and encouragement, and my best wishes.

Yours sincerely,

Sgd. Roger Hollis.

19 JUL 1962

49A

15 July 62

HOME OFFICE
WHITEHALL · S.W.1

Dear Hollis,

I am under a lot of
duress & responsibility
for you office.

May I thank you, Pritchell
& all the men for your
services. I may still
benefit from them in my
new responsibilities but
I shall be more distant
& more isolated.

It has been a pleasure
to work with you & to
hear of the work abroad.

I wish you well &
shall miss you very much

Yours &c

ReBaker

SF.50/24/101

48A

D.G.

17th July 1962.

May I send you congratulations and good wishes from myself and all the staff of this Service and, at the same time, express our very heartfelt thanks for the wonderful support you have given us throughout your term as Home Secretary. You will not be so directly concerned with our work in your new position, but I hope that we may be able to give you help in your overseas responsibilities and that you will continue to feel confidence in the work we are doing there.

R. H. HOLLIS

The Right Hon.R.A.Butler, C.H., M.P.,
The Treasury,
Great George Street, S.W.1.

SEVEN MINISTERS OUT OF CABINET

**MR. MAUDLING CHANCELLOR:
MR. LLOYD GOES**

**MR. BUTLER DEPUTY PRIME MINISTER,
MR. SANDYS TAKES COLONIES**

Seven Ministers out of 21 leave the Cabinet and seven join it in changes announced last night by the Prime Minister.

Mr. Butler, formerly Home Secretary, is to act as Deputy Prime Minister with the title of First Secretary of State, while retaining responsibility for the Central African Office and continuing to lead the ministerial group charged with the oversight of the Common Market negotiations.

Mr. Selwyn Lloyd, Chancellor of the Exchequer since July, 1960, has resigned at the request of the Prime Minister and is succeeded by Mr. Reginald Maudling.

The announcement from Admiralty House states that the Queen has approved the following appointments:—

First Secretary of State (retaining responsibility for Central African Affairs)	MR. R. A. BUTLER, aged 59 (formerly Home Secretary).
Home Secretary	MR. HENRY BROOKE, aged 59 (formerly Chief Secretary to the Treasury).
Chancellor of the Exchequer	MR. REGINALD MAUDLING, aged 45 (formerly Secretary of State for the Colonies).
Lord Chancellor	SIR REGINALD MANNINGHAM-BULLER, aged 56 (formerly Attorney General).
Secretary of State for Commonwealth Relations and Secretary of State for the Colonies	MR. DUNCAN SANDYS, aged 54 (formerly Secretary of State for Commonwealth Relations).
Secretary of State for Scotland	MR. MICHAEL NOBLE, aged 49 (formerly Lord Commissioner of the Treasury).
Chief Secretary to the Treasury and Paymaster General	MR. JOHN BOYD-CARPENTER, aged 54 (formerly Minister of Pensions and National Insurance)
Minister of Defence	MR. PETER THORNEYCROFT, aged 52 (formerly Minister of Aviation)
Minister of Housing and Local Government and Minister for Welsh Affairs	SIR KEITH JOSEPH, aged 44 (formerly Minister of State, Board of Trade)
Minister without Portfolio	MR. WILLIAM DEEDES, aged 49
Minister of Education	SIR EDWARD BOYLE, aged 38 (formerly Financial Secretary to the Treasury)

The Cabinet is of the same size as before, but the average age has fallen from 55 years to about 51 years.

The following Ministers having tendered their resignations, the Queen has accepted them:—

LORD KILMUIR, aged 62	Lord Chancellor
MR. SELWYN LLOYD, aged 57	Chancellor of the Exchequer
MR. JOHN MACLAY, aged 56	Secretary of State for Scotland
MR. HAROLD WATKINSON, aged 52	Minister of Defence
LORD MILLS, aged 72	Minister without Portfolio
DR. CHARLES HILL, aged 58	Minister of Housing and Local Government and Minister for Welsh Affairs
SIR DAVID ECCLES, aged 57	Minister of Education

Mr. Enoch Powell, Minister of Health, has become a member of the Cabinet.

The changes will cause two by-elections, one at South Northants, where Sir R. Manningham-Buller, who becomes a baron, had a majority of 5,934 in a straight fight with Labour in 1959, and the other at Chippenham, where a vacancy is caused by the elevation of Sir David Eccles to the peerage. He had a majority of 8,785 in a three-cornered fight in 1959.



Sir R. Manningham-Buller.



Mr. R. A. Butler.



Mr. R. Maudling.



Mr. J. Boyd-Carpenter.



Mr. D. Sandys.



Mr. M. Noble.



Sir E. Boyle.



Mr. H. Brooke.



Mr. W. Deedes.



Sir K. Joseph.



Mr. P. Thorneycroft.



ABA

Admiralty House
Whitehall, S.W. 1

4 MAY 1961

May 4, 1961

My dear Hollis,

*DDG.
30 sec
Press.
4/5*

I attach a short note on Press Guidance which has been agreed by the Prime Minister and the Home Secretary. I thought you would be glad to have this.

*Yours sincerely,
Tim Bligh.*

Sir Roger Hollis, C.B., O.B.E.

N.B. Sir Charles Cunningham told me yesterday that this note had been withdrawn, at least temporarily.

*Press.
3/5*

POSSIBLE PRESS GUIDANCE

The Press have been asking questions arising out of the Blake case about the Prime Minister's responsibility for the Security Service. I have talked to Sir Norman Brook, who thinks that the following would be a suitable line to give to the Press if the Prime Minister and the Home Secretary agree.

Though the Prime Minister preserves his ultimate concern for all questions affecting the security of the State, the administrative responsibility for the Security Service rests with the Home Secretary.

[Note: The Home Secretary assumed this responsibility in February 1952.]



440
WHITEHALL, LONDON S.W. 1

20th October, 1959.

copy
21.10

Dear Ritchell

Thank you so much for your very kind letter and congratulations. I should be glad if you would convey my thanks and appreciation to your colleagues.

R. E. Butler

Seen by all
Directors -

Graham Mitchell, Esq.

435

15 October 1959.

On behalf of Roger Hollis, who is as you know on a tour overseas, and of all my colleagues in this Service, may I offer you our congratulations and best wishes on your engagement.

G. R. MITCHELL

The Rt. Hon. R.A. Rutler, C.H.,
Home Office.

D.G.

42A
6th July 1959.

Thank you very much for your letter of 2nd July. We were all much encouraged by your visit, and I am very grateful to you for sparing the time to come and see us.

1. 11. 1959

The Right Hon. R.A. Butler,
C.H., M.P.,
Home Office,
Whitehall, S.W.1.

Seen by all Directors.



WHITEHALL, LONDON S.W.1

41A
3 - JUL 1959

2nd July, 1959.

R. H. Hollis

I was very interested to visit you this morning and to meet your senior colleagues, and I am grateful to you for giving up so much of your time. I came away with a better appreciation of your valuable work.

I send you my best wishes for the future.

R. H. Hollis

R. H. Hollis, Esq., C.B., O.B.E.

STANSTEAD HALL, HALSTEAD, ESSEX.

TELEPHONE: HALSTEAD 2049.

40A

4 OCT 1957

1st October, 1957.

DG
7/10
4.10

Dear Hollis

Thank you very much for your letter of 18th September and for your good wishes. I much appreciated your writing. I am now home again and am receiving papers from the Home Office every day. I hope that I shall be back in London and fully fit by the time the House reassembles at the end of the month.

Yours
ReBunker

R. H. Hollis, Esq.

39A

PERSONAL.

18th September 1957.

My dear Home Secretary -

I have only just returned from my holiday, and I see from the newspapers today that you have to have an operation. May I send you my sympathy and my good wishes for a quick recovery. I shall look forward to seeing you at an early date after your return to the Home Office.

R. H. HOLLIS

The Rt.Hon.R.A.Butler,
C.H., M.P.,
The Home Office,
Whitehall, S.W.1.

**SIR FRANK NEWSAM
TO RETIRE**

**HOME OFFICE POST FOR
SIR C. CUNNINGHAM**

Sir Frank Newsam is retiring from the office of Permanent Under-Secretary of State, Home Office, on September 30, and the Home Secretary, with the approval of the Prime Minister, has appointed Sir Charles Cunningham, Secretary of the Scottish Home Department, to succeed him. It is announced from 10, Downing Street.

The Secretary of State for Scotland, with the approval of the Prime Minister, has appointed Sir William S. Murrie, Secretary of the Scottish Education Department, to succeed Sir Charles Cunningham as Secretary of the Scottish Home Department from October 1, and Mr. W. F. Arbuckle to succeed Sir William Murrie as Secretary of the Scottish Education Department.

Sir Frank Newsam, who was born in 1893, has been permanent head of the Home Office since 1948. He was deputy Under-Secretary of State for seven years previously.

CONFIDENTIAL

Reference SF. 50-6-110
Copy on SF. 50-24-101.

37A

Separate copies to:

- ✓ D.G.
- D.D.G.
- A.
- B.
- C.
- D.
- E.
- F.

Programme for the visit of
the Home Secretary
on 24 May, 1957

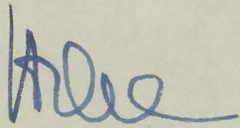
The following arrangements have been made for the visit of the Home Secretary - Mr. R.A. Butler - and the P.U.S. - Sir Frank Newsam - on 24 May.

The visitors will arrive at 11.00am and spend the first quarter of an hour with D.G. and D.D.G. in the D.G.'s room. Thereafter, a period of a quarter of an hour will be allotted to each Director in the following order:-

11.15	F.
11.30	E.
11.45	D.
12.00	A.
12.15	C.
12.30	B.

All meetings will take place in the D.G.'s room.

Secretariat.
15.5.57.


H.I. Lee.

CONFIDENTIAL

167044
27-5-57

From :

Major The Rt. Hon. Gwilym Lloyd-George, T.D., M.P.

Whitehall 2868

171, Palace Chambers,
Bridge Street,
Westminster, S.W.1.

23 JAN 1957

21st January 1957.

Personal & Confidential.

*This much to prove of
habit - I've never
seen*

Mrs. Mrs. Hollis.

Thank you so much for your
letter. - ZSK

Whilst I cannot say that I
am sorry to lessen some of my
activities of the past few years,
I shall miss the very interesting
happy time I had at the Home Office,
not least my contacts with you and
your predecessor.

I hope very much that not-
withstanding the fact that I shall
be in "another place" I shall from
time to time see something of you.

With many thanks for all your
help.

*Yours sincerely
B. Hollis*

R.H.Hollis Esq.,
Box No. 500
Parliament Street B.O.

36A

SF.50/24/101

35A

PERSONAL & CONFIDENTIAL.

14th January 1957.

May I say how sorry I am to learn that you will no longer be our Minister. I have always felt that we should have your full support if we had been involved in the difficulties which are sometimes inescapable in our work, and I know that Dick White had the same confident belief. I am glad that in fact I have not had to face you with any such situation since the time when you did me the great honour of appointing me to my present job.

I am sure that everyone who knows you will be delighted that your great experience and wisdom will still be available to the country in the House of Lords.

R. H. HOLLIS

Major the Rt.Hon.Gwilym Lloyd George, M.P.,
Home Office, Whitehall, S.W.1.

34A

Since Mr. Butler was passed over in the choice of a new Prime Minister the post which he would fill in the Government was a matter of the greatest interest and this was clearly the first decision which Mr. Macmillan had to make in constructing his new Cabinet.

As second man in the Government Mr. Butler might have been expected to become Chancellor of the Exchequer or Foreign Secretary. But although Mr. Butler had from the first loyally placed himself at the service of the new Prime Minister and expressed his anxiety only to serve the country as best he could his own preference had to be taken into account.

After more than four arduous years as Chancellor of the Exchequer—during which he introduced five Budgets—Mr. Butler probably had no wish to return to the Treasury. Nor has he shown any inclination to accept the office of Foreign Secretary. He has for long devoted his main energies to the planning of party policy and home affairs and he will be happy to continue his former duties as Lord Privy Seal and Leader of the House of Commons.

MR. BUTLER'S PROMOTION

But there are some disadvantages about holding high office in a Government for a Minister who has not the authority and backing of one of the great departments of State.

The Prime Minister, therefore, has retained the services of Mr. Butler for the management of Government business and given him promotion as well by making him Home Secretary. This is the principal Secretaryship of State and by long tradition it is an office that ranks high in the official hierarchy.

Mr. Butler takes over the Home Office from Major Gwilym Lloyd-George, who has held that post with distinction since 1954. Major Lloyd-George, who is 62 and will now go to the House of Lords as a viscount, had also been Minister for Welsh Affairs. This Ministry has now been detached from the Home Office, and the new Minister for Welsh Affairs will be Mr. Henry Brooke, whose main office in the new Cabinet is that of Minister of Housing and Local Government.

200

I visited Sir Frank Newsam yesterday.

1. He approved the operation on SAGATALIAN.

[Redacted]

3. I showed Newsam the letter Hill had received from Admiral Thomson concerning his efforts to persuade CHAPMAN PINCHER not to publish the story about telephones. Newsam agreed that there was nothing further to be done.

L-68457

4. Newsam asked me to attend a meeting with the Home Secretary at 3.30 today on the case of LANG.

D.G.
21.2.56.

RECIMITE
(58)
IC&SLtd
Gp671/32
Code 18-76

THIS IS A COPY
ORIGINAL DOCUMENT RETAINED
IN DEPARTMENT UNDER SECTION
3(4) OF THE PUBLIC RECORDS
ACT 1958 FEBRUARY 2025

TOP SECRET
& PERSONAL.

SF. 50/24/101/D.G. 20th February 1956

Many thanks for letting me see the report of the Committee on Intelligence Expenditure which I return herewith. I am very glad to note from the second paragraph of your covering letter of 30th January that the Committee approved in principle my estimates.

~~I see that there is in fact no mention of my Service in the report and I wonder whether we - and [redacted] have been the subject of a separate appendix? In the past you have been good enough to let me see that part of the report which referred to my Service and, if any reference exists for this year I wonder whether I might be able to see it?~~

Sir Frank Newsam, KCB, KBE, CB, MC,
HOME OFFICE.

THIS IS A COPY
ORIGINAL DOCUMENT RETAINED
IN DEPARTMENT UNDER SECTION
3(4) OF THE PUBLIC RECORDS
ACT 1958 FEBRUARY 2023

322

And in the first of a series on WHITEHALL'S MEN OF POWER you can meet a man directly concerned with the present issue

The Boy from Barbados Has Come a Long Way

ONCE it was a joke with the sharp edge of truth to say of the men of Whitehall that, like the fountains in Trafalgar-square, they played from ten to four. The joke has turned sour on us all.

Now the lights of Whitehall burn late into the night. In gloomy Victorian offices the heads of the Civil Service work on when office hours are long since passed—discreet, anonymous men whom the ordinary citizen passes in the street without a glance of recognition.

In the lower reaches of the Civil Service there is often an appalling waste of man-power. Not so among this small handful at the top. Into their hands new strings of power pass almost every day. So far as they are concerned, our danger lies not in that they do too little but that they do too much—and that we know too little of what they do.

The Civil Servant is the anonymous man of public administration. When the storms of criticism break there is no need for him to unfurl his neat umbrella against the downpour. He stands outside controversy.

It is right that he should do so. The ultimate decision on matters of policy rests with Ministers. If mistakes are made the constitutional responsibility is theirs.

But over the past generation—indeed in the course of the past few years even—the power of a small group of men at the head of the Civil Service has grown so enormously and spread so widely that knowledge of who and what they are has become essential to a proper public understanding of affairs.

For advice

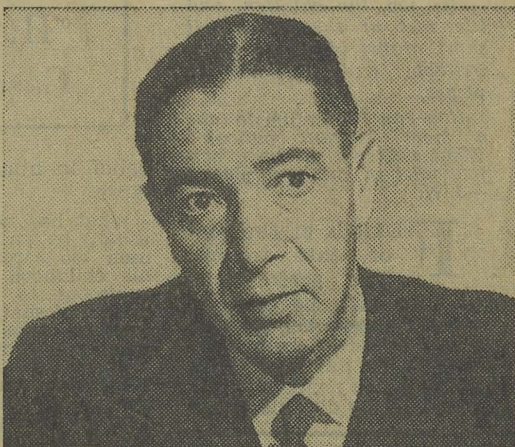
THEY do not decide policy. But they shape it in a hundred ways. It is to them that Ministers turn for advice. And again and again their advice is decisive. Their handwriting in the

margins of Cabinet documents and at the foot of scores of confidential minutes is written across the face of modern history.

Indeed, if I were asked to list the most powerful men in Britain today I would place four of the men of Whitehall high among them—Sir Edward Bridges, Permanent Secretary of the Treasury; Sir Norman Brook, Secretary of the Cabinet; Sir Ivone Kirkpatrick, Permanent Under-Secretary of State at the Foreign Office; and Sir Frank Newsam, Permanent Under-Secretary of State at the Home Office.

Each of these men wields immense influence on affairs, and has done over many years. Yet they are scarcely known even as names to those outside the small group at the centre of Government.

Consider Sir Frank Newsam. During recent weeks the Home Office has been the centre of a



SIR FRANK NEWSAM
Tough, compact, crisply spoken

number of violent public controversies.

The issue of the death penalty in which it is deeply concerned is again being urgently discussed. So is the whole question of the Home Office attitude to men innocent of a crime for which they have been committed to prison and later given a "free pardon."

The administration and morale of important sections of the police force have become a matter of urgent public interest following disclosures in the *Daily Mail* and elsewhere—disclosures at first denied and then in part admitted.

At the centre

SIR FRANK NEWSAM has been at the centre of all these great issues. On all of them his advice has been sought and, no doubt, often taken. But although his views and actions have formed part of the raw material of newspaper headlines and debates in Parliament hardly one man or woman in a hundred recognises him as he strolls across St. James's Park to lunch at his club, the United University.

To those in the higher echelons of Whitehall Sir Frank is known as one of the most formidable and able men in public service. Echoes of that reputation have carried down to some extent through the police service, the prison service, the fire service, and among some of the local authorities with whom the Home Office has dealings. But to most of the general public he is altogether unknown.

He has been more than 35 years at the Home Office, ever since the end of the first world war, in which he won the Military Cross and was mentioned in dispatches—a young man from the West Indies, where his father was in business, who went to school at Harrison College, Barbados (fees £16 a year), and won a place from there to Oxford.

14 Ministers

IN that period he has served under 14 Home Secretaries. He was Principal Private Secretary to four of them in succession as a young man, has had three to work with as Permanent Head of the Department. They have been, many of them, men of great political stature and public eminence. But it is not too much to say that the Home Office today reflects the impress of his personality more than any of theirs.

They have moved on, as is the way of politicians; he has stayed, gaining steadily in reputation and influence, consolidating his authority, gathering more and more of the strings of administrative power into his hands.

You recognise that power at once when you meet him: a tough, compact, crisply spoken man whose occasional genialities in no way conceal his self-confident determination to have his own way in any argument. He is a hard man to get the better of in a committee, a still

harder man to refute when his ideas are expressed in a forceful minute with all the arguments of the other side set down with impeccable fairness and answered in advance.

Across the desk of his large comfortable, but austere, room in Whitehall flow each day matters affecting not only the police but the whole of Civil Defence, the control of aliens, the fire service, the care of 90,000 children deprived of a normal home life, and a host of other concerns from betting to drugs.

A Deputy Under-Secretary of State, a Legal Adviser, a Scientific Adviser, and seven Assistant Secretaries of State come under him in the hierarchy. He is the head of a team. But no one is ever allowed to doubt that he is the head.

He decides

IT is he who decides what matters shall go to the Minister. It is he who makes the final recommendation on policy. Nor does he ever fail to see to it that the recommendations are clear and easy to accept—too easy, say some, for a weak or lazy Minister. And as Home Office Accounting Officer he is personally responsible to Parliament for the annual spending of some £72,000,000 of public money.

A big job. How does he see

it? He will tell you that although to many people the Home Office is an instrument for telling people what they cannot do it is in fact the most important bulwark of civil liberty.

He is fond of quoting Dr. Johnson on the chief problem of government: "To reconcile the danger of unbounded liberty and the danger of bounding it." He would have you believe that the Home Office has got nearer to solving it than almost any other institution on earth.

The old sin

NOT everyone would agree with him. Some would say that although the principle is sound, and no doubt Sir Frank believes in it passionately, under him the old sin of the Home Office, rigidity, has grown worse. There is decision at the top. But too many of those down below avoid decision for fear of making mistakes.

That be as it may, the boy from Barbados, who joined the Civil Service with little in the way of influence or social connections to back him, has certainly gone a long way. There are few of those who fail to recognise him as he walks across the park whose lives are not touched in one way or another by the power he holds so closely in his confident hands.

NEXT IN THIS SERIES
The Silent Man at the Cabinet Table.

*Copy - passed
to F.O.*

Home Office,
Whitehall,

S.W.1

TOP SECRET
AND PERSONAL

27a
31 JAN 1956

30th January, 1956.

To dear Dick,

I enclose for your personal information a copy of a paper
x (P.S.I.S. (55) 1) recording the decisions taken at the recent meeting to discuss the Intelligence Estimates for 1956-7. Would you please return the paper to me when you have read it. You already know of course that you must see that the parts of your expenditure carried on open votes are adequately hidden.

I should also mention that the Committee approved in principle the Estimates which you submitted, and agreed to see what can be done to help you over your accommodation difficulties.

Yours sincerely,

Frank Newsam

Sir Dick White, K.B.E.

x Returned to Mr. Peach, H.O. under cover of
32a b, hand.

305

When I visited the Home Secretary (in connection with the Debate) on 4.11.55 he told me that he had recently seen Lady Reading against about the position of Kate OWEN. Lady Reading is very worried about how best to deal with her. As her employment with the W.V.S. is Kate OWEN's only means of livelihood, Lady Reading fears that if OWEN is dismissed she might take her case to court.

Sir Frank Newsam suggested that he should see Sir Edward Bridges with a view to discussing the possibility of using the machinery of the 'Three Wise Men' should Kate OWEN wish to appeal. I said that I did not hold out great hopes of this action being successful but the Home Secretary thought that the suggestion should be examined and asked Newsam to follow it up with Bridges.

The following morning, 5.11.55, Newsam asked me to attend a meeting at the Home Office to discuss this matter with Sir Thomas Padmore (in Bridges' absence). Newsam said at once that he wanted to know whether it would be possible - to satisfy Lady Reading that the case against Kate OWEN was not a mere witch-hunt - to arrange for her to be given a hearing by the Three Advisers should she wish to appeal. Padmore said he thought it might be possible but did not advise it. In any case it would be necessary to obtain the agreement of the Chairman, Sir Thomas Gardiner.

As a result of our discussion it transpired that Kate OWEN was not one of those whose salary was paid from the Home Office Vote to the W.V.S. It was a mystery who did pay her salary. It certainly did not appear that she could be regarded as even remotely in ~~the~~ Civil Service employment.

I said that, from what I had heard about Kate OWEN's position with the W.V.S. it appeared that the Home Secretary could not directly interfere with her employment. What he could do, however, was to tell Lady Reading that he was not prepared to furnish Civil Defence secrets to the W.V.S. so long as Kate OWEN remained in her present employment. It was then up to Lady Reading to find her alternative employment; although she had declared that this was impossible I was frankly not wholly convinced that she had seriously looked into the possibilities. I added that it was most important to maintain the position that our information had been passed to the Home Secretary. It must not be known to Kate OWEN that we had been in touch with Lady Reading for if she decided to take action for defamation of character she could then, theoretically, serve a writ on us.

Sir Thomas Padmore agreed with the points I had made and Sir Frank Newsam undertook to speak to the Home Secretary further on the matter.

D. G.

7.11.55.

299

I visited Sir Frank Newsam today.

(1) He told me that he had received a copy of the Foreign Secretary's note on the handling of the debate on BURGESS and MACLEAN at 6 o'clock last night. He gave me copies of the notes he had written for the Home Secretary on this and on the question of a committee of enquiry.

St. 59 24/131
(Further minutes on that file.)

I told Newsam that whereas we had been consulted by the Foreign Office in the preparation of the Foreign Secretary's opening speech, we had made it plain that consultation with the Home Office would be necessary. A copy of the speech will be sent to the Home Office and Newsam said that he would wish me to scrutinise it with him.

Newsam will also let me see a copy of the Minutes of the Cabinet meeting on this matter.

If. 9514.

(2) Newsam told me what he had decided to do in the affair of George LYNCH and asked for my approval. He proposed to write to Lord Pakenham saying that he understood from what he had said to Mr. Allen that LYNCH had certain information which he wished to supply to the authorities concerning his own political position. If this were so, would LYNCH please put it on paper and communicate it to the Home Office. If the reply is received that LYNCH would rather not put anything on paper and would prefer to see someone, the Home Office would reply that the only agency for the receipt of such information was the Police and they would therefore, at LYNCH's request, send a Police Officer round to see him.

I said that I thought this approach was the best that, in the circumstances, could be advised.

D. G.

D. G. White.

20.10.55.

287

Note.

D.G. visited Sir Frank Newsam today and raised the following points:

1. Estimates. He explained that this year Security Service estimates were likely to be rather larger than the 1955-56 estimates. Sir Frank Newsam said he would be prepared to support these increases. The D.G. undertook to brief him fully before the meeting of Sir Edward Bridge's Committee of Permanent Secretaries on Intelligence Expenditure.

3. D.G. asked Sir Frank Newsam to return the paper on "Communism amongst Civil Servants." Mr. Cubbon subsequently did so.

D.G. Secretary.

M.P.S.

23.8.55.

REGIMITE
(1945)
IC&SLtd
Gp736/210
Code 5-35-0

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IN DEPARTMENT UNDER SECTION
3(4) OF THE PUBLIC RECORDS
ACT 1958 FEBRUARY 2023

D.D.G. ^{Revised 18/7} to see.

Reference.....

279

I visited Sir Frank Newsam on 8.7.55.

SF. 5.0/6/50(7)
Rf. 66949
Rf. 717388

1. I left with him the paper on Communists in the Civil Service, in which he expressed great interest. After showing it to the Home Secretary he will return it to me. (I emphasised its very high secrecy grading.)

2. Kate Owen. Lady Reading is expecting us to get in touch with her. We should now write and arrange an interview, basing ourselves on our conversations with the Home Secretary.

3. Nunn May. I brought Newsam up-to-date on this case, explaining what we had felt it necessary to spend on the subsidy. He considered that this was in order, commenting that it was 'cheap at the price'.

4. Lucas Arms. I asked for Home Office approval for the operation of a microphone at the Lucas Arms. Newsam gave this approval, subject to the microphone only being activated at times when the Communist Party were in session in the room.

D.G.

 D.G. White.

11.7.55.

JL

Note.

D.G. visited Sir Frank Newsam today.
The following points were discussed:

1. The financial position of the SAMY family.
(Recorded on PF.605358).
2. D.G.'s decision to delay further action on the King Street project until after the General Elections. Sir Frank Newsam thought this an entirely proper decision and that it would have been unwise to hold anything of this kind over the Home Secretary's head during this period.
3. Kate Owen. Sir Frank Newsam confirmed that no further action had been taken.

D.G. Secretary.

18.5.55.

WFS

254

I took over the note (as amended in pencil) to Sir Frank Newsam last night. Newsam spoke on the telephone to Neden at the Ministry of Labour, pointing out that although the Home Office had no powers to assist in the matter, he felt there was a strong national interest in preventing the publication of the Daily Worker as the only Fleet Street daily paper. He asked if everything possible was being done to prevent it. Neden said that his Minister was taking a personal interest and that, although he did not think anything could be done, Ministerial views on the matter were being made known to the Trade Union leaders.

Newsam then minuted my note to the Secretary of State for information.

D.G.

D. G. White.

7.4.55.

Opps, Handls. (as amended) Reference... Loose Minute.....
to Sir F. Newman by D.G. 6/4

D.G., through F.I.

~~We have learned from D.G. that~~ last night Daily Worker representatives held discussions with Trade Union officials in an effort to find a basis on which the Daily Worker could start publication. We do not know which Trade Union was involved but from the context it seems virtually certain to have been the London Society of Compositors. This is the Union which has hitherto prevented the Worker from publishing, by threatening to withdraw its members from the Worker offices.

The Union officials agreed to the Worker being published tomorrow (Thursday) on three conditions:

1. That certain dismissal notices were withdrawn.
2. That the Worker abided by any agreement subsequently reached between the Newspaper Proprietors Association and the Unions in dispute
3. That the Worker did not exceed its highest average weekly print over the last six months so long as other newspapers were not publishing.

The agreement is subject to approval by the Union's Executive Committee which meets this afternoon. The Party considers it very unlikely this will be withheld.

The Party have accepted the conditions.

The Court of Enquiry into the dispute began its

/hearings today and

Reference.....

hearings today and there is no sign of any other newspaper deciding to come to terms with the Unions separately. It seems very likely, therefore, that the Daily Worker will appear tomorrow and will be the only London national newspaper on sale.

See contact at

L The Ministry of Labour has been informed. *He*
is reporting to his Minister.

F.I.B.
6.4.55

J.A. Allen
J.A. Allen.

REGIMITE

(1945)
IC&SLtd
Gp736/210
Code 5-35-0

SECRET

Loose.

Copy to P.1.

F.

LONDON PRINTING DISPUTE

The printing dispute concerns maintenance workers who are members of the Amalgamated Engineering Union (A.E.U.) and the Electrical Trades Union (E.T.U.) on the one hand and the Newspaper Proprietors' Association on the other. The Newspaper Proprietors have recently offered a wage increase to all employees, which has been accepted by all other unions except the two mentioned.

In the E.T.U. the persons concerned are TILBURY, the District Organiser, COLE, the National Officer, and HAKKEL, the General Secretary. TILBURY has been dealing with the dispute on the spot, and HAKKEL and COLE have been in touch with the Ministry of Labour. The E.T.U. is Communist dominated and HAKKEL and COLE are current party members. TILBURY is known to have been a member up to at least 1955, and may still be. The A.E.U. official concerned is REID, the District Organiser, who is on record as a party member until at least 1952. The A.E.U., which is heavily penetrated at Regional level but has only slight penetration at National level, is not concerned at National level. Despite the number of Communists involved, there is no indication that the strike is in any way Communist inspired or indeed supported.

Publication of the Daily Worker, who are not members of the Newspaper Proprietors' Association, has been thwarted by the London Society of Compositors, by the action of their General Secretary, Robert WILLIS, a Communist between 1932 and 1936, now reported to be no longer sympathetic, who intimated that all Compositor staff would be withdrawn from the Daily Worker if they attempted to publish.

F.1.B.
30.3.55.

A. F. Hewlett.

SECRET

Rev. 2/13.
DAG to see.

Reference..... 23A

I visited Sir Frank Newsam today and discussed with him the following points:

1. BELLAMY.

I left with Newsam the notes prepared on this case by F.1. He marked it 'Secret' and minuted it to Strutt, who is in charge of the Staff College Civil Defence courses and who had attended the first meeting on the subject of BELLAMY's attendance.

2. WARING.

I told Newsam we had just received another candidate for the Civil Defence course whose case presented similar difficulties - though not so delicate - as that of BELLAMY. This was ~~the name of~~ Frank Leslie WARING, for whom we have records of Communist Party membership in 1947.

I suggested that since we could not make enquiries to clear up his current position before the course for which he has been nominated begins, arrangements should be made, as for BELLAMY, severely to restrict the material presented at the course.

3. Kate OWEN.

Newsam told me that, without further warning, the Home Secretary had spoken to Lady Reading about Kate Owen. Newsam had heard (at second hand only) that this had had a profound effect upon her and had produced the fact that Kate Owen is already trusted with a considerable amount of confidential information from the War Office. Apparently Lady Reading has gone away to think over the situation. Newsam understands that the Home Secretary wishes to discuss the matter further with us both early next week.

4. King Street.

I told Newsam the position we had reached with this project, and of the Home Secretary's unwillingness to consult Herbert Morrison as Newsam and I had suggested. Newsam said he believed Morrison would have been entirely trustworthy about this matter and might well have been a strong support. He regretted the Home Secretary's decision but naturally accepted it. I said that we were still making enquiries about Dane but had not yet approached him although I had a clearance from the Home Secretary for doing so.

5. MACLEAN & BURGESS statement.

It appeared that Newsam had been shown both the draft statements. He told me that the Home Secretary was very dissatisfied with the second one and had decided to advise the Foreign Secretary that, rather than use this, it would be better not to make a statement at all. I said that I was sympathetic with this view; the Security Service did not like the second statement and had only prepared it on explicit instructions from the Ministerial conference.

PF 40640

Sent
F1.

PF 717345

SF 412123
Link A

PF 604558
Snpp. C

6. War Planning.

I told Newsam the stage which the working party deliberations had reached upon our future accommodation. He immediately asked whether I regarded Horseferry Road as suitable wartime headquarters. I said that present discussions did not take account of this and that I recognised that, in the light of the government's general policy of dispersal, it would not be required as wartime headquarters. Newsam then asked if we had seen the Strath Group report entitled 'Defence Implications of fall-out from a hydrogen bomb' and offered to obtain a copy for us from Sir Norman Brook if not. (On return I checked that we had received a copy and my secretary so informed Cubbon).

Newsam said that he was planning complete decentralisation of the Home Office in wartime. To each Regional Commissioner's area he would be sending an Under-Secretary. The effect of this would be that instead of there being one central Home Office there would be eleven small Home Offices capable of independent function. He strongly advised me to consider war plans on similar lines. I said that I had already done so. Newsam then said that he thought Security Service representation should be alongside that of the Home Office and that our plans should be consolidated. I said that I was ready to discuss them with one of his representatives and Newsam said that the most appropriate would be Philip Allan.

D. G.

D. G. White.

24.3.55.

SF 50-24-4 (100)

22A

Frank Leslie WARING.

The above has been nominated by the Iron and Steel Board for Staff College Civil Defence course No.106, which starts next Sunday. Our only information about him is that in 1947 he was a member of the Communist Party. As we only received the vetting submission this morning, it is not possible to have enquiries made about him before the course is due to start.

A reply is being sent through the usual channels, in which WARING is assessed as constituting a slight risk to security.

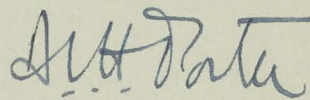
24th March, 1955.

Director-GeneralVetting of Students for Civil Defence Courses

This commitment was first entered into in ^{an} November 1950 at the request of Sir Frank Newsome. It was then estimated that the number of submissions for vetting per annum would be four to five hundred. When discussing detailed arrangements with Sir John Hodsoll, Director General of Civil Defence Training at the Home Office, Sir John said that he foresaw difficulty in dealing with a student about whom we had an adverse record. It was decided to tackle such a problem when it arose.

It did arise in 1952 when we were able, exceptionally, to authorise the Home Office to tell the Town Clerk, in this case of the Essex County Council, that his candidate had a Communist record. It has arisen again now with BELLAMY and WARING.

I am proposing to raise again with C. Branch the question of whether vetting for Civil Defence Courses should be continued. There are a number of points to take into consideration, which make it impossible for me to let you have a considered view about this to-day. You might like to know, however, that in 1954 we vetted 1,784 persons, of whom five had adverse traces, and to date this year 475, of whom three had adverse traces.



D. L. Haldane Porter.

F.1.

24th March 1955.

Note for PF.40640.

2/1a

At his request I visited Sir Frank Newsam yesterday to discuss the case of BELLAMY. Newsam explained the delicacy of refusing permission to BELLAMY, a Councillor from the Borough of Finsbury, to attend a Civil Defence Staff College course. The Home Office had already stalled once and now his name had come up a second time. It would therefore be more difficult to refuse without giving some explanation.

I asked whether the Town Clerk of Finsbury was a person (a) to be trusted for the discussion of the difficulties involved and to help in finding a solution; (b) of sufficient influence to be able to steer any such solution. The answer to both questions was 'no'.

I then said that I felt that we did not want a show-down in this case particularly as our information, although of serious security implications, was of an early date. BELLAMY had been at the Lenin School in 1927 and there was a claim that since World War II he had changed his views. We had nothing to confirm this claim but it certainly justified further enquiry before damning the man for ever. I therefore asked whether we could have time to make enquiries. Newsam said that it might be possible to stall for a further three weeks; he was prepared to authorise a warrant for a letter check and that he would like to have our further opinion as early as we could possibly give it. If we could not then clear up the position we should have to meet again to discuss further action.

I told Newsam that, so far as our sources

/were ...

were concerned, we should not be gravely embarrassed if it became known that we were aware that he had been at the Lenin School in 1927.

I subsequently asked F. to give the case his personal attention to see that it was enquired into with care and urgency.

D.G.

19.2.55.

209

SF. 50/24/101/D. G.

3rd February 1955.

I am returning herewith the report on the Intelligence Estimates 1955/56 which you sent me with your letter of 27th January. Many thanks for letting me see this.

D. G. WHITE.

Sir Frank Newsam, KCB, KBE, CVO, MC,
Home Office,
WHITEHALL.

Receipt for TOP SECRET Document.

To be signed by the recipient and returned immediately to:—

BOX 500, PARLIAMENT STREET B.O., LONDON, S.W.1.

TOP SECRET Document/Package Reference No.....SF. 50/24/101/D.G.

Dated...3.2.55..... Sect:.....D.G.....

Despatched to:—...Sir Frank Newsam, KCB, KBE, CVO, MC,
.....Home Office.....

Date.....3.2.55.....

Handwritten: Held in AMB mail 7/2/55

RECEIVED the above:

Date.....5 ii 55.....

Signature.....*T. C. Cullen*.....
Atc. Secy.

9

I visited Sir Frank Newsam yesterday.

1. The main purpose of my visit was to discuss with him again the proposed [redacted] operation against B.C.P. headquarters at King Street. He retained the fair copy of the note at 48a on SF.492/23 Link A and while I was there wrote a note covering it to the Home Secretary pointing out the delicacy of the operation and suggesting that he should discuss it with me.

SF.492/23
Link A

With reference to an approach to Mr. Morrison, Newsam said that he thought that this might be a good idea but he would only do so if the Home Secretary agreed.

2. I then gave Newsam an account of the Ministerial enquiry into the defence problems of the colonies, which included intelligence, and informed him of Templer's role in this enquiry.

SF.205/Gen./
45 Supp A.

Newsam told me that he had often spoken to Lloyd about the colonial police service, recommending that a police division should be established in the Colonial Office. He had even offered Lloyd a man to run it. It is his firm belief that the colonial police forces will never thrive unless they have a section at the Colonial Office devoted to their affairs, and he thinks that such a section should be headed by a man of administrative grade with an Inspector General of police to assist him.

Newsam authorised me to tell Templer his views on this subject and said that he would be glad to speak to Templer himself.

D.G.

D.G. White.

1.2.55.

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ACT 1958 February 2023

Home Office,
Whitehall,
S.W.1

18a

TOP SECRET

27th January, 1955.

My dear White

... I enclose for your information
a version of the report on the
Intelligence Estimates, 1955/56.
Would you please let me have it back
when you have finished with it.

Yours sincerely,

D. Newsan

x No extract taken as Security
Service hardly mentioned

D. G. White, Esq., C.B.E.

over
D.D.G. to see.

17a

I visited Sir Frank Newsam this morning. The main points emerging from a rather gossipy conversation were:

(1) Newsam would like us to consider what advice we might care to give the Government on the subject of how to prevent, or stop at an early stage, unofficial strikes.

His own view is that it might be profitable to act on the following lines:

(a) no state assistance would be given to strikers and their families;

(b) instigators of strikes which were not approved by the leaders of the Trade Unions concerned would be prosecuted.

He does not feel that the present government will be prepared to take such action at the moment, but he thinks they might be prepared to do something on these lines if they are returned with a reasonable majority at the next election.

(2) Newsam referred to the LATTIMORE case and said he would like me to see the letter he had sent to the Commissioner in which he requested that any enquiry asked for by the Americans which might have political repercussions should be referred to the Home Office.

I said that we for our part were involved in an immense amount of business with the Americans, giving them far more than they give us. The outcry over the LATTIMORE case would serve them with a warning of the limitations upon us and I thought it would be fairly easy in future to keep out of difficulties. I pointed out that we were not in the habit of making on their behalf enquiries of the kind which come to public notice.

(3) I mentioned our plans for the formation of a Civil Defence Unit. He said that Irwin (Major General S.F. Irwin) of the Civil Defence Department would certainly give us all the help we needed, as would the Civil Defence Staff College. He thought it was up to government servants, "whatever their personal feelings on the issue" to give a lead to the public in volunteering for C.D. duties both at home and at their office. He added that, in the appeal he had made to the Home Office on these lines he had had disappointing results.

(4) I gave Newsam an account of the important points from my visit to U.S.A. and Canada and we discussed the American situation.

(5) Newsam tried to make an appointment for me with the Home Secretary. As an immediate appointment was not possible this was left to Guppy to arrange (with or without Newsam was not clear) in the near future. Newsam told me that he was an amusing man and ^{not} very hard working. He advised me not to enter into too much detail in discussing M.I.5 with him. I said that I would be guided largely by the interest he displayed but it had not been my habit with his predecessor to discuss sources or methods and I imagined that this sort of thing would not arise. Newsam said he hoped it would not. He thought it would be appropriate for me to invite the Home Secretary to this office, possibly for cocktails one evening about Christmas time. I said that I would watch how relations developed and thought this would be a pleasant thing to do.

F.

PF.119507

SF.50/24/128.

D. G.
12.11.54.

Copy for D.G.

16a

D.D.G.

18th October 1954.

PERSONAL & CONFIDENTIAL.

Dear Sir David,

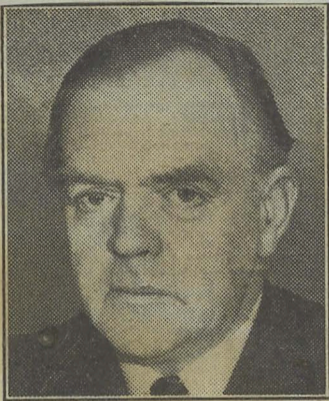
As the Director General is in the United States, I am writing on his behalf and for all of us to congratulate you upon your new post. May I, at the same time, say how sorry we are that we shall no longer be under your direct care.

I have been so closely associated with Dick White since he became Director General that I have very good reason to know how very greatly he valued the sympathetic interest and support which you always gave him. I know he will be getting in touch with you himself on his return so that he can say these things in person.

May I send you all our good wishes in your new appointment.

R.H.Hollis.

Rt.Hon.Sir David Maxwell Fyfe,
G.C.V.O., Q.C., M.P.,
Home Office.



GOVERNMENT APPOINTMENTS.—Left: Sir David Maxwell Fyfe, who has been appointed Lord Chancellor in succession to Lord Simonds. Centre: Major Gwilym Lloyd-George, who becomes Secretary of State for the Home Department and Minister for Welsh Affairs.

24 GOVERNMENT CHANGES

SIR D. MAXWELL FYFE NEW LORD CHANCELLOR

MR. MACMILLAN MINISTER OF DEFENCE

Changes in the Government involving 12 senior appointments and the same number of junior posts are announced in a statement from 10, Downing Street to-day.

The Queen has accepted the resignations of the Rt. Hon. Lord Simonds (Lord Chancellor), Field-Marshal the Rt. Hon. Earl Alexander of Tunis (Minister of Defence), the Rt. Hon. Florence Horsbrugh, M.P. (Minister of Education), and the Rt. Hon. Sir Lionel Heald, Q.C., M.P. (Attorney-General).

The Queen has approved the following appointments:—

Lord Chancellor	SIR DAVID MAXWELL FYFE, Q.C., M.P. (formerly Home Secretary)
Secretary of State for the Home Department and Minister for Welsh Affairs	MAJOR G. LLOYD-GEORGE, M.P. (Minister of Food)
Minister of Defence	Mr. HAROLD MACMILLAN, M.P. (Minister of Housing and Local Government)
Minister of Housing and Local Government	Mr. DUNCAN SANDYS, M.P. (Minister of Supply)
Minister of Education	SIR DAVID ECCLES, M.P. (Minister of Works)
Minister of Food	Mr. D. HEATHCOAT AMORY, M.P. (remains Minister of Agri- culture and Fisheries)
Minister of Supply	Mr. SELWYN LLOYD, Q.C., M.P. (Minister of State)
Minister of Works	Mr. NIGEL BIRCH, M.P. (Parlia- mentary Secretary, Ministry of Defence)
Minister without Portfolio	THE EARL OF MUNSTER (Under- Secretary of State, Colonial Office)
Minister of State	Mr. H. A. NUTTING, M.P. (Under- Secretary of State, Foreign Office)
Attorney-General	SIR REGINALD MANNINGHAM- BULLER, Q.C., M.P. (Solicitor- General)
Solicitor-General	Mr. HARRY BRAUSTYN HYLTON- FOSTER, Q.C., M.P.

The Queen has also approved that Lord Simonds be appointed a Lord of Appeal in Ordinary in succession to the Rt. Hon. Lord Porter, who has resigned.

The Queen has approved that a Viscounty of the United Kingdom be conferred upon Lord Simonds and upon Sir David Maxwell Fyfe; that Lord Munster and Mr. H. A. Nutting be sworn of Her Majesty's Privy Council; that Miss Horsbrugh be appointed a Dame Grand Cross of the Order of the British Empire; and that the honour of knighthood be conferred upon Mr. H. B. Hylton-Foster.

Mr. Osbert Peake, the Minister of Pensions and National Insurance, will be a member of the Cabinet.

MALAYA UNIVERSITY DEVELOPMENT

CENTRALIZATION POLICY ABANDONED

BY SIR SYDNEY CAINE, VICE-CHANCELLOR OF THE UNIVERSITY OF MALAYA

The University of Malaya, which held its fifth Convocation on Friday, when nearly 200 degrees were conferred, has a new development policy.

The Governments of Singapore and the Federation of Malaya, while promising finance for continued growth in numbers and new academic developments, have agreed that the university should abandon the project for new buildings in Johore Bahru and, instead, develop jointly in Singapore and Kuala Lumpur, which may one day become separate universities.

The University began in 1949 in buildings in Singapore of the former Raffles College and College of Medicine; but Federation sentiment, and the belief that a university tradition would grow better in new and quieter surroundings, led to a plan for permanent buildings just over the Straits of Johore, within Federation territory but only 20 miles from Singapore. That splendid prospect of a new home has, however, steadily receded and its attraction has faded.

COST OF MOVING

Delays in the acquisition of the new site postponed one building scheme until October, 1953. Meanwhile the university had doubled in size and struck deeper roots in Singapore. Its tradition inevitably grew without waiting another decade for new surroundings. Simultaneously the cost of moving, estimated at £17m. instead of the £3,500,000 assumed in 1949, terrified Governments faced with declining revenues.

Then second thoughts arose about the intrinsic wisdom of removal. Re-examination of the Singapore sites disclosed ample room for expansion, architectural plans for which are well advanced. For some faculties the Johore site was quite unattractive.

"Withdrawal" is especially inappropriate in Malaya. The university freshman, sheltered in his home life and rarely much travelled, generally knows much too little of his own country. If when he graduates he is to be equipped to carry on administration, politics, and cultural traditions in an autonomous Malaya he must have contact with current affairs, not shelter from them.

These arguments against the original siting plan themselves suggest a solution by ultimate division and, after full examination by representatives of the Government and the university, resolutions have been adopted by both legislatures confirming both the intention to develop jointly in Singapore and the Federation but emphasizing the need to retain a single university for the present.

The decisions now taken give the university confidence to embark on further growth, including residential facilities suitable for real collegiate life. For the present, growth will take place in the framework of a single institution, probably with a subordinate body in Kuala Lumpur. No fully independent institution is likely there for many years; but these arrangements have the political significance that they relate the highest education to both the main streams of Malayan activity, rather than attempting a forced centralization and unification.

NEW U.S. ARMY COMMAND

FROM OUR OWN CORRESPONDENT

WASHINGTON, Oct. 17.

The War Department announced this week-end that it is to establish a new continental Army command which will be responsible for all ground defences in the United States, including anti-aircraft. In charge of the new

NEW AIRPORT AT DAR-ES-SALAAM

SECOND OF THREE MAJOR SCHEMES

FROM OUR AERONAUTICAL CORRESPONDENT

DAR-ES-SALAAM, Oct. 17

Mr. Lennox-Boyd, Secretary of State for the Colonies, a former Minister of Transport and Civil Aviation, and Sir Edward Twining, Governor of Tanganyika, yesterday opened Dar-es-Salaam's new international airport, eight miles from the centre of the capital, by making the first landing in a Percival Prince aircraft owned by the Government of Tanganyika.

This fine airfield will replace the airport on the Kilwa Road, which, after 26 years' use has been outgrown and will ultimately become the site of a housing estate. The new airport will be used by scheduled services of East African Airways, Central African Airways, British Overseas Airways, and Sabena Belgian Airlines, and by charter companies.

The opening was attended by many Europeans, Africans, and Asians, and by the Sultan and Sultana of Zanzibar. The Governor of Tanganyika described the airport as the second of three major schemes for improving the communications of Dar-es-Salaam. The first was the new road from the capital to Morogoro, which links Dar-es-Salaam with the trunk road system of Africa. The third is the provision of three deep water berths in the harbour, the construction of which is well advanced. Mr. Lennox-Boyd unveiled a plaque at the entrance to the new airport terminal building.

VALLEYS FILLED IN

The airport covers thousands of acres of what was formerly typical African bush country. Wild life stubbornly contested the progress of construction until the last possible moment. The main runway, 6,800ft. long, has been made strong enough for use by any size of aircraft likely to use it for some years ahead, including the Bristol Britannia, Comet, and Super Constellation.

Before runways could be built three valleys had to be filled in and 25ft. of filling material placed in the deepest of these after its marshy bed had been excavated. Over 200 ant hills were removed. Altogether, nearly 1,500,000 cubic yards of soil was moved in the preparation of the airfield, which has an excellent terminal building, night flying facilities, meteorological section, and comprehensive radio aids.

Vampire jet fighters of the R.A.F. Middle East Air Force demonstrated formation aerobatics during a flying display after the opening. Dar-es-Salaam is 24 hours by air from London.

BROADCAST CONFESSION BY CONGRESSMAN

MYTHICAL MISSION "BEHIND LINES"

SALT LAKE CITY, Oct. 17.—A member of the United States House of Representatives broke down during a television broadcast last night as he confessed that he had never been a "cloak and dagger" agent behind the enemy lines.

Electors had long believed that Mr. Douglas Stringfellow, Republican member for Utah, now campaigning for re-election next month, had served in the war with the intelligence agency known as the Office of Strategic Services. They had been told that he helped to kidnap a German scientist, Otto Hahn,

HOME SECRETARY

MAJ. LLOYD-GEORGE'S APPOINTMENT

In addition to the senior appointments listed above, the following junior appointments are also announced from 10, Downing Street:—

Parliamentary Secretary, Ministry of Agriculture and Fisheries	EARL ST. ALDWYN vice LORD CARRINGTON
Parliamentary Under-Secretary for the Colonies	LORD LLOYD
Parliamentary Under-Secretary for Commonwealth Relations	A. D. DODDS-PARKER, ESQ., M.P., vice J. G. FOSTER, ESQ., Q.C., M.P., resigned
Parliamentary Secretary, Ministry of Defence	LORD CARRINGTON
Parliamentary Secretary, Ministry of Education	D. F. VOSPER, ESQ., M.P., vice K. W. M. PICKTHORN, ESQ., M.P., resigned
Parliamentary Under-Secretaries of State for Foreign Affairs ..	R. H. TURTON, ESQ., M.P. AND LORD JOHN HOPE, M.P.
Parliamentary Under-Secretary for Home Department	LORD MANCROFT, vice LORD LLOYD
Parliamentary Secretary, Ministry of Housing and Local Government	W. F. DEEDES, ESQ., M.P.
Parliamentary Secretary, Ministry of Pensions and National Insurance	E. MARPLES, ESQ., M.P., vice R. TURTON, ESQ., M.P.
Parliamentary Under-Secretary of State and Financial Secretary, War Office ..	FITZROY H. MACLEAN, ESQ., M.P., vice J. R. H. HUTCHISON, ESQ., M.P., resigned
A Lord-in-Waiting ..	LORD FAIRFAX OF CAMERON

It is also announced from 10, Downing Street:—

Mr. Heathcoat Amory will be both Minister of Food and Minister of Agriculture and Fisheries. The functions of the Ministry of Food have now been reduced to a point at which they no longer require the full-time attention of a separate Minister. The Ministry of Agriculture and Fisheries and the Ministry of Food are therefore to be amalgamated to form a new department concerned with the provision and distribution of food, whether from home or abroad.

During this process of amalgamation, which may occupy about six months, Mr. Heathcoat Amory will hold both portfolios; and, in the discharge of his responsibilities as Minister of Food, he will have the assistance of Dr. Charles Hill as Parliamentary Secretary. When the amalgamation has been completed, the main duties of the two offices will be combined in a single Ministerial post, the responsibilities now discharged by the Minister of Food in relation to Scotland being then transferred to the Secretary of State for Scotland.

Lord Munster, as Minister without Portfolio, will assist Lord Salisbury in dealing with Government business in the House of Lords, the announcement concludes.

MAJOR CHANGES DEFERRED

INTERIM MEASURES

BY OUR POLITICAL CORRESPONDENT

The Government will have something of a new look when Parliament re-assembles to-morrow—after a recess of 11 weeks—but the Ministerial changes announced to-day scarcely constitute the major reconstruction of the Government which its supporters had looked for this autumn.

Although a few important changes are made in the Cabinet, with a much wider reshuffle in the junior posts, this is evidently another interim reconstruction. Sir Winston Churchill clearly feels himself able to continue in office for some months longer and the changes now made are designed to improve and strengthen his administration for the rest of their term.

In the meantime, as had been confidently expected, Mr. Eden remains at the Foreign Office and Mr. Butler will continue as Chancellor of the Exchequer. There had been suggestions that Mr. Eden might now leave the Foreign Office to devote himself more to home affairs, in preparation for the wider

responsibilities that will fall upon him whenever Sir Winston Churchill decides to relinquish the office of Prime Minister.

Mr. Eden evidently prefers to continue his work at the Foreign Office during the interim period. Since he has made so notable a contribution to smoothing out international affairs during the past year all his colleagues and most Conservatives will approve the decision which keeps him at the Foreign Office, particularly at this juncture.

Nobody has wished to see Mr. Butler move from the Treasury. He has been pursuing financial and economic policies which take time to work out and his colleagues wait hopefully for the Chancellor to introduce, next year, his fourth Budget.

Sir Walter Monckton also continues in office, as Minister of Labour and National Service. His health is said to have improved, and suggestions that he intends to remain in office only until the present industrial troubles have subsided are being discounted.

One of the most interesting of the new appointments is that of Mr. Harold Macmillan to be Minister of Defence. He succeeds Lord Alexander, who has discharged the duties of Minister of Defence with distinction through a difficult and formative period in western defence arrangements. He had made it known that he wished to be relieved of these responsibilities when it was convenient to the Prime Minister.

Mr. Macmillan has been mainly responsible for the drive imparted to the Government's house building programme, and now that this has made such progress it was plain that his ability would soon command employment elsewhere in the Government. It has been generally assumed that when Mr. Eden leaves the Foreign Office Mr. Macmillan will become the new Foreign Secretary. Now he has taken on a major new task in defence planning and coordinating the activities of the Service Ministries, which he will now represent in the Cabinet.

NEW VISCOUNTS

Lord Simonds, who is 72, has resigned the office of Lord Chancellor and is succeeded on the Woolsack by Sir David Maxwell Fyfe, who leaves the Home Office to become Lord Chancellor at the relatively early age of 53.

Sir David Maxwell Fyfe—who, like Lord Simonds, is created a viscount—has rendered distinguished service to the Government. It has fallen to him to undertake many tasks—including the piloting of the Television Bill through the Commons—outside his ordinary sphere of work. As Home Secretary he received £4,000 a year. As Lord Chancellor his salary will be £12,000 a year, of which £4,000 is paid to the Lord Chancellor in his capacity as Speaker of the House of Lords.

Lord Simonds, who has been a vigorous and lively occupant of the Woolsack, resigned that office to make way for the appointment of a younger man. As a Lord of Appeal in Ordinary he will receive £9,000 a year.

Major Gwilym Lloyd-George, who has been Minister of Food since 1951, receives high preferment by his appointment at the age of 59 to be Home Secretary and Minister for Welsh Affairs. As the son of a famous father his appointment to be Minister of Welsh Affairs, in particular, should be well received in the Principality.

IN CABINET AT 46

Another change in the Cabinet is the appointment of Sir David Eccles to succeed Miss Horsbrugh as Minister of Education. Miss Horsbrugh, who has resigned from the Government, was the first Conservative woman Cabinet Minister. She now becomes a Dame Grand Cross of the British Empire and she is the first woman to hold both this rank and that of a Privy Councillor.

Sir David Eccles, who achieves Cabinet rank at the age of 50, played an outstanding part in the organization of the Coronation.

The appointment of Mr. Duncan Sandys, son-in-law of the Prime Minister, to be Minister of Housing and Local Government at the age of 46 makes him the second youngest member of the Cabinet. The youngest is Mr. Thorneycroft, President of the Board of Trade.

The other Cabinet change is the preference to that rank of Mr. Osbert Peake, the Minister of Pensions and National Insurance.

The size of the Cabinet—with 18 Ministers—remains unchanged. The new appointments reduce the average age of members of the Cabinet by about two and a half years.

Sir Lionel Heald, who has wished for some time to be relieved of the office of Attorney-General, is succeeded by Sir Reginald Manningham-Buller, who had worked with him as Solicitor-General since 1951. The new Attorney-General is 49. Mr. Hylton-Foster, Q.C., who has been appointed Solicitor-General, is the same age.

The salary of the Attorney-General is £10,000 a year and that of the Solicitor-General £7,000.

In all, 24 Ministers are involved in the Government changes and in the far-reaching overhaul of junior offices promotion has been given to many younger men.

** Exchange of letters between Lord Simonds and the Prime Minister, page 3; pictures, page 12.

formation will be General Dahlquist, now head of the Army field forces. The new group will be responsible for the development of new weapons and equipment.

This development is part of the policy of Mr. Stevens, the Secretary of the Army, to reorganize his department on a more efficient basis. It will relieve some of the burdens on the Army Chief of Staff by limiting the number of commanders reporting directly to him. The services of the supply command have also been regrouped under a newly created deputy Chief of Staff, Logistics, Lieutenant-General Palmer.

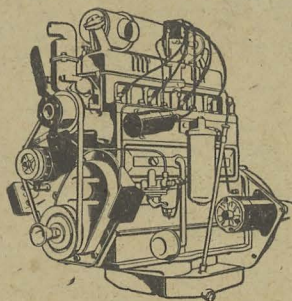
and thus wrecked Nazi efforts to perfect the atomic bomb.

In his broadcast he said: "I fell into a trap which in part had been laid by my own glib tongue. I became a prisoner of my own making. . . . I was never an O.S.S. agent. I never participated in any secret behind-the-lines mission for our Government. I never captured Otto Hahn or any other German physicist."

Mr. Stringfellow said he had already told officials of the party that, if they wished, he would willingly step aside to permit them to choose another candidate.—*Reuter*.

The Heart of the new Sunbeam Mk. III

The superb 80 b.h.p. engine of 2267 c.c. capacity, now with a new cylinder head, redesigned ports, larger inlet valves, manifold hotspot, and a compression ratio of 7.5 to 1.



MK III



157

MINUTE SHEET

14A

I visited Sir Frank Newsam yesterday and spent rather more than an hour with him. We discussed the following matters:

(2) Horseferry Road.

I explained our accommodation problems on the lines of the note at 141a on SF.50/32/18, a copy of which I left with Newsam to study. He told me that he certainly hoped that we should be able to get into the new building, but he agreed that the cover problem was an important issue and that it would be highly undesirable for us to become involved in any wrangles on the merits of building further expensive structures for civil servants. In this connection, he said that he was doubtful whether the Government would be prepared to go ahead with the Horseferry Road project for at least another year on financial grounds, and commented that, from his knowledge of the damage effects of atomic and hydrogen bombs, it seemed to him that the 'keep' was already an out-of-date conception.

SF 50/32/18

As to our own problem of being housed in one building, Newsam showed a very ready understanding of our present difficulties and said that he felt that there were cogent security and efficiency grounds for ending our present arrangements as soon as possible.

My impression is that his line will be that M.I.5 should be housed in Horseferry Road if the cover scheme, which involves the inclusion of various overt branches in the new building, is adequate; but in the event that there are to be further delays he will press for the solution of our problem by securing for us adequate accommodation in one building by the readjustment of existing government accommodation.

(3) War Planning.

Newsam told me that he thought that, in view of the damage effects of atomic and hydrogen bombs, government war planning would have to be based on the assumption that departments would be widely dispersed from London.

(1) He said that he would like me to go round and discuss emergency measures with himself and the Home Secretary and suggested that I might do so after my return from U.S.A.

(2) In connection with our own war planning measures he told me that he thought it very important that really experienced security officers should be posted as security advisers to Regions so that local security questions could be settled on the spot.

Newsam also said that he thought it might be necessary before long to confer with the T.U.C. on measures to be taken against Communists in official positions in Trade Unions in the event of war.

D.G. D. G. White.
15.9.54.

30614
17-9-54

[OVER

SF 50 24-4 (see)

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Receipt for TOP SECRET Document.

To be signed by the recipient and returned immediately to:—

Box 357, G.P.O., LONDON, E.C.1.

TOP SECRET Document ~~Package~~ No. SF. 50-24-101/Sect/H.P.G.

Dated... 6.9.54......

Sect:..... Secretariat.

Held D9
Noted RI, H.P.
27.9.54

Despatched to:—..... S.L.O. Australia......

Date..... 15.9.54......

RECEIVED the above:

Date.....

Signature..... *J. Cameron*.....

Checked with DG. in draft.

TOP SECRET PERSONAL

13a

SF. 50-24-101/Sect/H.P.G.

P.F. 516.

6th September, 1954.

My dear Derek,

Would you please refer to the last paragraph of your letter P.F. 516 dated 23rd August, 1954.

In the United Kingdom, the Director General of the Security Service has no contact with the Leader of the Opposition. If information comes into the possession of the Service which the Director General considers should be passed to the Leader of the Opposition, he submits it for transmission by the Government in office (i.e. to the Home Secretary). It would not be in accordance with constitutional convention or the Security Service charter for the Director General directly to advise any political authority on security matters other than Her Majesty's Government.

Yours ever

Peter Goodwyn

H. P. Goodwyn.
Secretariat.

6th September, 1954.

D.I.A. Hamblen, Esq., S.L.O. Australia.

Extract from letter from S.L.O. Australia, dated
23.8.54, reference PF.516.

Subject: Dr.Evatt's accusations against A.S.I.O.

4. Although the situation at home is different and our Security Service is happily not dragged into politics in the way now being painfully endured by the A.S.I.O., I should be glad to know the scope of our relationship in practice - if any - with the Leader of the Opposition.

(Original filed on PETROV's file).

129

Secretariat.

Reference para. 4 of S.L.O. Australia's letter attached, I have spoken to the D.G. who would like you to reply on the following lines:

The Director General of the Security Service has no contact with the Leader of the Opposition. If information comes into the possession of the Service, which the D.G. feels should be passed to the Leader of the Opposition it is passed through the present government.

D.G. would like to see your letter before despatch.

I suggest that these papers should be filed on PETROV's file, but I have made an extract of para.4 of S.L.O's letter for SF.50/24/101 which I hold.

D.G. Secretary.

2.9.54.

WR.

Secretariat.

Reference para. 4 of S.L.O. Australia's
letter attached, D.G. would be grateful if
you would rep

~~F. M. 19~~
D.D.G. } to see
Rout. 1719

Reference.....

11a

Note.

I visited Sir Frank Newsam at his request on 26.8.54.

Newsam asked me my opinion on the new anti-Communist legislation in America and what I thought was behind it. He said that he was a little concerned that American legislation might lead to demands from British back-benchers for similar legislation here. I said that, so far as I could judge, the American action was a political manoeuvre by the Democrats in preparation for the coming elections. They had been criticised by the Republicans for leniency towards Communism during the period of their administration and this was a way of showing the country that they were prepared to take extreme measures against Communists providing these were legal. I then said that I knew that Mr. Hoover objected to legislation of this kind, sharing my view that it makes the task of supervising Communists far more difficult.

Newsam said he would be grateful if I would take the opportunity of my coming visit to the States to find out as much as I could about it. He felt that we should prepare ourselves very carefully in order to answer any similar demands that might be made here.

D. G.

D. G. White.

31.8.54.

MINUTE SHEET

10a

Note.

I visited Sir Frank Newsam on 11th June and had half an hour's discussion with him in a very relaxed mood.

I told him of progress on the question of cuts in expenditure and that the Directors of Intelligence were to meet on 15.6.54 to discuss the report on departments' estimates. I understood that the report recommended that no cuts should be made against the Security Service. The report would in due course be coming before the P.U.S. Committee and Newsam asked for an opportunity to go through it with me before the Committee meets.

I then explained to Newsam - as I had already explained to the Home Secretary - the demands which are now being made on us by Commonwealth, and even foreign Security Services, for help and advice. I told him of developments in New Zealand, of the urgent request from the Prime Minister of Pakistan, of my conversations with Ismay, of the appointment of an S.I.A. in the Colonial Office and of my visit to Germany.

A little to my surprise he warmly endorsed this line of development, as the Home Secretary had also done, and stopped to praise the efficiency of the Service and the way in which security is handled in this country. He thought it was our manifest duty to do all in our power to spread British thought on these matters as widely as possible through the Commonwealth countries and to our friends in N.A.T.O.

I then said that it was difficult to do this without spending a certain amount of money. I was not, however, coming to him for any special help in this respect at the moment.

We then reverted to the question of the amount of information about the Security Service, its organisation and work, which it was necessary for him to have in view of the relationship which now exists between the Home Office and the Security Service. He told me that he had wondered whether he needed someone corresponding to the Head of P.U.S.D., Foreign Office, and in this connection had thought of Philip Allen, but had come to conclusion that it would not be right for the Home Office to interfere to anything like this extent with an organisation which he believed to be thoroughly efficient. I said that I much appreciated this, and hoped that he realised that I was ready to answer any questions he might wish to put to me, and I added that I was willing to reveal to him, or to Allen, rather more detail than I had in the past. To this Newsam said that he did not think this necessary or, indeed, desirable. I had been given the job of running the Service and he did not wish to know more than I felt it right to tell him.

D.G.
14.6.54.

D.G. White.

[OVER

MINUTE SHEET

9a

I called on Sir Frank Newsam this morning and showed him the draft of my paper in answer to the Treasury's call for financial cuts. I explained that the matter was being handled in the first instance through the J.I.C. machinery but that it might possibly go to the Permanent Under Secretaries Committee of which he is a member.

Newsam studied the paper and said that he thought that it dealt well with the subject and that he felt it was well nigh impossible for me to offer any financial sacrifices since the work of the Security Service was performed for other departments and could be cut down only with their agreement. So far as the Home Office is concerned, he will advise the Home Secretary not to accept any further sacrifices on the home front. He has already agreed to a slight diminution of the service we are giving on naturalisation cases but he is not prepared to agree to any further economies. He made it clear, however, that he was not the final arbiter in the matter but was expressing simply the Home Office point of view. Indeed, he believed that if the matter went to the present government they would be more likely to accept cuts on the home than on the overseas front.

I then explained that I was not proposing to consult either Lloyd or Liesching at this stage but was making the point in my paper that if cuts in our overseas representation were to be made they could not be made without consultation with the Colonial Office and Commonwealth Relations Office. Newsam agreed that this covered their interests sufficiently at this stage. He then told me that he had put in his own statement on economies and I gathered that this was a totally non-possimus document.

I also spoke to Newsam about the Horseferry Road project on the lines of the note provided by A. He said that he would be ready to play his part when he received a letter from me on the subject.

D.G. D.G. White.

17.5.54.

(NUNN MAY's application for passport also discussed - noted on PF. 66949).

SF. 50/24/122

to B.
F.O.

SF. 50/32/18

to A.

Reference.....

A
9

D.G.

At the moment our entire income is received from the Foreign Office, to whom we send a quarterly statement showing our expenditure under broad headings.

In May each year we send a cheque returning our unexpended balance for the previous financial year.

Mr. Trend of the Treasury is, of course, kept au fait with the situation during the year and is sent a copy of the letter which goes to the Foreign Office showing how the financial year ended.

The Accounts are audited in detail every quarter by Mr. A.S.H. Dicker, Fellow and Member of the Council of the Institute of Chartered Accountants. He was appointed in November 1940 by the Director General with the approval of Sir Edward Bridges.

F.O.
5.4.54.

L. Constant

Draft Letter to

Approved by

Date

No. of Copies

Our Ref.

For Signature by

Their Ref.

Date

Despatched on

D.S.

In the Autumn of 1931 the Secret Service Committee decided that the Intelligence Services, then in New Scotland Yard, should be removed to M.I.5.

In October 1931, therefore, the personnel engaged in investigating Communist and Fascist Activities were transferred to this Department.

Grants were made from the Metropolitan Police Funds and from Home Office Funds in order to cover the cost of running the transferred organisation.

In the case of the Metropolitan Police Fund the grant was £2,800 p.a. and remained constant from October 1931 until it ceased in March 1940.

The Home Office grant started at £8,200 p.a. (including grants to Chief Constables). This grant, however, varied and an annual estimate was submitted by us to the Home Secretary.

The Home Office grant continued until March 1941, when Sir Alexander Maxwell wrote saying that he could see no good reason for maintaining this financial arrangement.

Thereafter we received our full grant from the Treasury through the Foreign Office.

A statement of expenditure was sent to the Home Office at the end of each financial year accounting for the previous year's grant.

FO.
2.4.54.

h.c.

MINUTE SHEET

D.D.G. } to see.
 B. }
 1/4

79

I visited Sir Frank Newsam today to seek his agreement to the draft answer to the Head of the C.I.A. on his constitutional queries. Newsam agreed with the letter but suggested two additions. The first was to reinforce the comments on a special enquiry by adding that, if one were made, the fact of its having been made would also be a secret. The second was a reinforcement of the statement that Parliament does not interfere with the Secret Services. Newsam suggested that this should run as follows:

"Although Parliament votes the annual sums, expenditures is not subject to scrutiny either by the watchdog of Parliament, i.e. the Controller and Auditor General or by the Public Accounts Committee which is a Select Committee of the House of Commons whose duty it is to ensure that money voted by Parliament is spent solely for purposes prescribed by Parliament and in most efficient manner. Parliament has never asserted its right to question expenditure of Secret Service funds and if any Minister were questioned on the functions and scope of the Secret Services he would either disclaim knowledge or refuse to answer on grounds of public interest." Certainly no member of either Service would be summoned before a committee of Parliament nor would he be allowed to appear if he were so summoned."

I said that the only doubt I had about making these additions would be that they would go beyond what seemed safe having regard to the fact that a debate in Congress was pending.

I then asked Newsam whether he felt he was being kept sufficiently informed about the organisation and activities of the Security Service. He said that he felt he must know sufficient about our financial expenditure to enable him to (a) play his part on the P.U.S. Committee which sits on estimates for the Secret Services at the end of each year, and (b) advise the Home Secretary as to whether or not he should sign a certificate that the money granted had been expended as prescribed on Secret Service activities. This had to be done about March each year.

With regard to (a) I said that I presumed that this would be covered if I made him a general statement under the appropriate headings of our financial estimates at some time prior to the holding of the P.U.S. committee. He agreed with this. With regard to (b) I said that I had no knowledge of any practice on these lines at the moment, and I presumed that it was to be a new practice and that he might wish to discuss it with Bridges. He said that he intended to do so.

For the rest, Newsam seemed satisfied that he was being properly informed of our activities by myself and Hollis on the occasions of our fairly

/frequent ...

[OVER

frequent visits on routine business. He said that he would like to be kept in touch with the broad developments of our work, particularly where these developments affected internal security in the U.K.

To my suggestion that he might visit this office and meet some of the senior men he replied that it would ^{not} be wise to involve himself too closely with the Security Service. He said that the press might notice his well-known figure entering our portals. For the same reason he did not think that the Home Secretary ought to come at all frequently and that such briefing as I gave to the Home Secretary should take place at the Home Office. If he wished to meet my senior men I should occasionally take one of them with me. I told Newsam that the Home Secretary expected me to see him once a month.

Finally, I left with Newsam a copy of the paper on the Security Service and the colonies, but I did not have a chance to explain it or to discuss it with him.

D.G.

 D.G. White.

30.3.54.

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66

Sir Edward Bridges' Committee of Permanent Secretaries on Intelligence Expenditure.

.....

M.I.5.

24. In the light of the additional commitments by M.I.5 for defence security overseas, particularly as regards British Guiana, we consider that the estimated increase of £30,000 over the outturn for 1953/54 is very modest. We recommend the approval of the proposed increases in staff of about 50, but suggest that departments which make applications for vetting should be asked to consider very carefully whether all their applications are really justified.

25. We also recommend that sympathetic consideration be given to requests from M.I.5 for additional funds in 1954/55 to meet any extra commitments in the Colonial Empire. In the long run such expenditure may well reflect a net saving to H.M.G.

.....

Estimate of the total expenditure of the Intelligence Organisation.

[in £000]

SECRET VOTE DEPARTMENTS.

	Secret Vote		Open Vote		Total		Increase or Decrease.
	<u>53/54</u>	<u>54/55</u>	<u>53/54</u>	<u>54/55</u>	<u>53/54</u>	<u>54/55</u>	
1. S.I.S.	3,550	3,600	2,100	1,910	5,650	5,510	- 140
2. M.I.5.	710	768	268	261	978	1,029	+ 150
3. I.R.D.	200	260	105	105	305	365	+ 60
4. Min. of Defence	5	5	5	5	10	10	-
<u>Sub Total:</u>	<u>4,465</u>	<u>4,633</u>					

TOP SECRET

60

TOP SECRET

DIRECTOR-GENERAL'S
CIRCULAR.

SF. 50-24-48.

No. 4/52.

To be seen by:

27th October, 1952.

ALL OFFICERS.

FUNCTIONS OF THE SECURITY SERVICE

1. A copy of the revised Directive to the Director-General of the Security Service

is circulated herewith for information and guidance.

2. The Directive notified in Director-General's Circular 7/46 is withdrawn.

Percy Sillitoe
DIRECTOR-GENERAL,
SECURITY SERVICE.

TOP SECRET

*DS/mt
16/5*

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ACT 1958 JANUARY 2024

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NOTE ON MY INTERVIEW WITH SIR DAVID MAXWELL
FYFE, THE HOME SECRETARY, ON MONDAY, MARCH
3rd, 1952.

1. I was with the Home Secretary for nearly one and a half hours, 10.30 a.m. until 11.50 a.m. He was alone when I arrived and he received me with great courtesy and friendliness. He said that he wanted me to know he was not responsible for the decision by which the Security Service is now made responsible to the Home Secretary. He had received instructions from the Prime Minister to this effect and he had therefore asked to see me in order to discuss how his new responsibilities should be carried out. Before I began however he wished me to know that he regarded himself as "deputising for the Prime Minister" in his responsibility for the Security Service.

2. I began by giving the Home Secretary some back history. I told him that I myself had not had anything to do with the Prime Minister's Directive, which I had brought to show him, which had been drafted and agreed before I entered upon my appointment as Director General of the Security Service. I had therefore not been concerned personally in the decision by which the Security Service was made responsible through its Director General to the Prime Minister. With this preface I would like to assure him that I entirely and willingly accepted the decision made by Mr. Churchill and that my staff and I would give to the Home Secretary the same loyalty which we had always done our best to show towards the Prime Minister. Sir David expressed great satisfaction with these remarks. He said that it was no more than he had expected to hear from us, but it was very pleasant to have it said to him personally on this occasion.

3. I said that I thought he might be interested to learn of the three principal points I made to the late Prime Minister when he asked for my views on the recommendations contained in paragraph 42 of Sir Norman Brook's Report:

a) a principal objection had been our interdepartmental status and functions, which he would find described in the aide-memoire I had brought for him. I referred in this connection to the stipulation made by Sir Norman Brook himself in the paragraph of his Report already quoted, that if our responsibility were to be transferred from the Prime Minister to the Home Secretary it "would not affect the direct relations maintained between the Security Service and the many other Departments which it serves or advises. Nor would it mean that the Security Service would in any way become a part of the Home Office". I said that this condition was of great importance and pointed out to him some of the ill consequences which would follow if Sir Norman Brook's stipulation were forgotten and any attempt were made to canalize the interdepartmental actions of the Security Service through the Home Office. The Home Secretary said he entirely agreed and that he wished the present arrangements for interdepartmental action to be continued for the future. He said that if any attempt were made, such as I had described, to forego Brook's stipulation, the only effect would be that he would receive a quantity of "fait accompli" recommendations made by the Security Service and canalized through government machinery in such a way that he could do nothing but indicate his approval.

b) I had been accustomed to confide in the Prime Minister certain delicate matters which came to the notice of the

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Security Service from time to time and which concerned the personal affairs of Ministers. I referred, without mentioning names, to the case of a Minister's son who had become involved with certain people under investigation by the Security Service and who had given information to these people in return for some kind of reward. On this occasion I had consulted the late Prime Minister to ask whether he would like to speak to the Minister himself or whether he wished me to talk to him about his son. I referred also to paragraphs 5 and 6 of the late Prime Minister's Directive whereby we might refuse to give information to a Minister without the Prime Minister's authority. I said that there had been occasions in the past when I had used this authority and said to a Minister that if he wanted to know more than I felt able to tell him he must take the matter up with the Prime Minister. I wondered whether the Home Secretary would be in as strong a position as the Prime Minister in a situation of that kind. Sir David said that he recognised the need for me still to have access to the Prime Minister on these delicate issues.

- c) that to bring the Security Service into this new relationship with the Home Secretary, and hence with the Home Office, might give rise to the cry of "Secret Police", in reference to the attachment of security services in totalitarian states to their Ministers of the Interior. I thought I should point out to him that this charge might be used against the present Government when his ministerial responsibility for the Security Service became known to the public.

Despite the foregoing, I repeated that I was not questioning the decision by the present Government to accept the recommendations made by Sir Norman Brook in paragraph 42 of his report.

4. I next gave to the Home Secretary the aide-memoire, of which a copy is filed at 2a. He read it carefully and with interest, giving me another opportunity to elaborate on the need for my direct access to the Permanent Under Secretary of any Government Department in whose affairs we found ourselves concerned. The Home Secretary asked how this direct access might best be guaranteed under the new regime, and I answered that it would depend on the instructions he gave to his Permanent Under Secretary. Sir David replied that he would be asking Sir Frank Newsam to come in at a later stage in our conversation when he would repeat to him his statement to me that he (the Home Secretary) was "deputising for the Prime Minister" in taking on ministerial responsibility for the Security Service, and that the existing scope of the Security Service, as described in the late Prime Minister's Directive, was to be maintained.

I said it was also essential that I should have access to him as and when I thought fit in the interests of the Security Service. To this the Home Secretary readily agreed, repeating that he did not want reference by the Security Service to himself to become entangled in "government machinery". I told him how the late Prime Minister had decided that the case of Boris Davison and similar cases must be brought to his personal attention.

As well as the aide-memoire, we discussed in detail the late Prime Minister's Directive and the memorandum on Security Service personnel. As regards the last document, the Home Secretary was interested to know the names of my principal

/officers.....

officers and was anxious to visit Leconfield House at an early opportunity. I have arranged with Sir Frank Newsam to choose a day next week when the Home Secretary can visit us for a small cocktail party.

When Newsam joined us for about the last twenty minutes of our interview, the Home Secretary repeated to him his principle of "deputising for the Prime Minister" and said that the very satisfactory arrangements which had obtained in the past would continue and that, although he was now the Minister responsible, the Security Service, as in the terms of the Brook report, would in no sense become part and parcel of the Home Office. He emphasised that I should have the right of access to him whenever I thought fit. Newsam raised the question of the Home Secretary's parliamentary responsibilities for the Security Service and seemed doubtful whether Sir David was indeed prepared to speak for us in the House. His Minister replied that he was undoubtedly responsible for us in Parliament but it did not follow that he would be obliged to give any considerable information in answer to questions which might be addressed to him on the subject of our activities. He thought in many cases he would have to say that it was "not in the public interest" to reply to such and such a question. Newsam also raised the question of departmental relationships of the Security Service and the special interests of such departments as the Commonwealth Relations Office and the Colonial Office. I repeated to him the account of our interdepartmental responsibilities, which I had already given to the Home Secretary, and Newsam fully accepted the situation.

I mentioned to the Home Secretary and Sir Frank Newsam that the late Prime Minister's Directive would require amendment.

Sir Frank Newsam then took me to his office where we had a very friendly chat on generalities and at no time did he challenge the desirability or otherwise of my carrying on with his Minister as I had done in the past with the late Prime Minister. Rather did he seem to accept the position and obviously appeared ready to help as and when the occasion arises.

P.S.

D.G.

4.3.52.

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3rd March, 1952.

Dear Newsam.

I am sending you ^{2a} herewith
copies of the papers which I gave
to the Home Secretary this morning
and which I failed inadvertently
to hand to you also before I left.

Yours Sincerely,
PERCY SILLITOE

Sir Frank Newsam,
KCB, KBE, CVO, MC,
HOME OFFICE.

Enc.

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the S.L.O. Central Africa visits the Union of South Africa;
in India and Ceylon we are directly represented;

[Redacted]

The total estimated expenditure for the Security Service
for the financial year, 1952/3, is £636,000. The accounts
are audited by an outside accountant who is a member of the
Council of the Institute of Chartered Accountants and who
has been approved by Sir Edward Bridges. They are sub-
mitted to a member of the Treasury responsible for the
handling of Secret Service funds.

Appended is a Directive given to the Director General
by the late Prime Minister on April 20th, 1946.

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DIRECTIVE TO THE DIRECTOR-GENERAL,
SECURITY SERVICE.

1. In your appointment as Director-General of the Security Service you will be responsible to the Prime Minister, to whom you will have the right of direct access. It will be your responsibility to keep the Prime Minister constantly informed of subversive activities likely to endanger the security of the State.
2. The Security Service is part of the Defence Forces of the country and has no concern with the enforcement of the criminal law. Its task is the Defence of the Realm as a whole, from external and internal dangers arising from attempts at espionage and sabotage, or from actions of persons and organisations, whether directed from within or without the country, which may be judged to be subversive of the security of the State. In consultation with the Colonial Office you will be responsible for similar work in Colonial and other British territories overseas.
3. You will take special care to ensure that the work of the Security Service is strictly limited to what is necessary for the purposes of this task, and that you are at all times fully aware of the extent of its activities. It should be your aim to clear as soon as possible, the records of the Security Service of any matter which is not required for the fulfilment of its responsibilities as defined in paragraph 2 above.
4. It is essential that the Security Service should be kept absolutely free from any political bias or influence and nothing should be done that might lend colour to any suggestion that it is concerned with the interests of any particular section of the community, or with any other matter than the Defence of the Realm as a whole. You will impress on your staff that they have no connection whatever with any matters of a Party political character and that they must be scrupulous to avoid any action which could be so misconstrued.
5. No enquiry is to be carried out on behalf of any Government Department unless you are satisfied that an important public interest bearing on the Defence of the Realm, as defined in paragraph 2, is at stake. In any case of doubt you should refer to the Prime Minister.
6. You and your staff will maintain the well-established convention whereby Ministers do not concern themselves with the detailed information which may be obtained by the Security Service in particular cases, but are furnished with such information only as may be necessary for the determination of any issue on which their guidance is sought.
7. You will be subject to the Directions of the Secretary of State for the Home Department in all questions concerning the use of "special facilities" in the discharge of your responsibilities, and you will report to him in cases where your investigations show that action should be taken.
8. You will, of course, consult with other Departments when questions are raised affecting their responsibilities. For

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example, on matters affecting the Foreign Office or the responsibilities of S.I.S., no action should be taken, except after consultation with the Foreign Secretary.

9.

(i) The Security Service is responsible for the collation and appreciation, for the purposes of Government, of all intelligence bearing upon espionage or subversive movements aimed at the Empire; the collation and appreciation of information bearing on espionage or subversive movements affecting British interests other than Defence of the Realm is the responsibility of S.I.S. It should be an obligation upon each Department to pass on without delay to the other whatever intelligence comes its way from whatsoever source bearing upon the other's responsibility. Even at the stage when intelligence amounts to no more than suspicion, the information should be passed, at a level that will be determined by the circumstances, to the responsible Department. Each side should give access to any accredited officers from the other to records relevant to the information passed, and should use every means open to it to comply with requests for supplementary information.

(iii) The Security Service should continue to be responsible for obtaining "counter-intelligence" in the Empire by the means used in the past.

(iv) To ensure that its essential needs secure due consideration, the Security Service should have contact with the Government Code and Cypher School on a prescribed working level; and, failing satisfaction, the Director-General should have the right to present its case to the controlling body of Signals Intelligence (the "Sigint" Board).

(initialled) C.R.A.
20.4.46.

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AIDE MEMOIRE ON THE SECURITY SERVICE.

The Home Secretary will no doubt wish to be advised of the general nature and functions of the organisation for which he is now accepting Ministerial responsibility.

1) Functions of the Security Service as aspects of national defence.

Home Secretary's
The former Prime Minister's directive describes the Security Service as "part of the defence forces of the country" and its functions are certainly very closely connected with the wider problems of national defence. Indeed, at the back of all its varied functions, whether they be the specialised functions of B. Division (i.e. *the 2 main investigation branches* collecting intelligence, assessing case histories and looking for spies) or the protective security functions of C. Division (i.e. vetting, departmental and munitions security, travel control and counter-sabotage), the broad purpose is the same, viz. the protection of our national and international defence secrets.

Moreover, if in the last resort such functions have to be justified to the British public, this would surely have to be done upon the grounds of national defence.

2) The Security Service as central security authority.

The Security Service has grown up during the last forty years to become the central security authority for the U.K. and, more indirectly, for the Commonwealth as a whole. The factors which have brought this about are inherent in the nature of security intelligence work. This calls for the collection of central security records which must be as comprehensive as possible and for the planning and execution of security measures based upon specialised experience and knowledge. While the

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executive responsibility for security remains with each Department of State within its respective sphere, all can and do apply to the central security authority for specialised advice and aid.

3) The Security Service as an interdepartmental body.

It follows from the above that the Security Service is an interdepartmental body transacting business with each and all the major Departments of State.

While the Home Secretary will already know of the special relationship existing between the Security Service and the Home Office, he may not be aware of the extent to which it ties in with certain other departments. Thus, by reason of its predominantly defence functions and outlook it naturally occupies a special relationship to the Service Departments, the Ministry of Defence and the Ministry of Supply. Through its representative on the Joint Intelligence Committee it takes a full share in advising the Chiefs of Staff upon intelligence and security issues. Since the establishment of formal procedures for purging all confidential posts in the Civil Service of unreliable elements, it works very closely with the establishment branch of the Treasury, to which department also it accounts direct for its finances. In consultation with the Colonial Office the Security Service advises all British colonial administrations on their security problems, and in consultation with the Commonwealth Relations Office it performs similar functions on the invitation of the Governments of the Commonwealth countries. By reason of its own numerous relations with foreign security authorities, and by reason of the increasingly close connection between security issues and those of foreign policy, ties between the Security Service and the Foreign Office are now extremely close.

4) The Security Service overseas.

One third of the total strength of the Security Service is now employed overseas. As with its functions in the U.K., the functions of the Security Service overseas fall naturally into the context of Imperial Defence. Thus, its major commitments are undertaken in the two strategic defence areas of the Middle and Far East. In each of these the Security Service is responsible for the maintenance of a theatre security organisation, staffed partly by its own established personnel and partly by attached serving officers of the three fighting services. The two organisations in question are known as Security Intelligence Middle East (S.I.M.E.) and Security Intelligence Far East (S.I.F.E.) and they are responsible in each instance to the local defence committee. In addition to S.I.M.E. and S.I.F.E. the Security Service maintains Security Liaison Officers in all the principal colonies.

The role of the Security Service in relation to the Commonwealth is best illustrated by the following facts. At the invitation of their Governments, the Security Service maintains liaison officers in, or in close contact with, all the Dominions. It has sent missions to Australia, where a completely new security organisation was set up, to South Africa and to New Zealand to advise on security problems. There have also been two biennial Security Conferences in London convened by the last Prime Minister and attended by representatives of the security authorities of all Commonwealth countries.

5) Security Service relations with foreign security authorities.

In recognition of the fact that security intelligence work knows no frontiers and that the subjects of study are indivisible, the Security Service has, for the last decade, developed increasingly close co-operation with allied

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foreign security authorities. In Europe this has tended to follow the pattern of our regional defence treaties and there is a Security Service representative on the international security committees of both Western Union and N.A.T.O. A special relationship exists with the security authorities of the U.S.A. and there is a Security Liaison Officer in Washington D.C.

March 1952.

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1. MATERIAL.

On 1st February 1952 the total officer strength of the Security Service numbered 159, of whom 41 were employed overseas. (A number of officers seconded from the Armed Services is also employed among the overseas stations). Of another 42 men employed 35 were scientific, executive, clerical and specialist staff, and 7 were paper-keepers etc. Women staff numbered 439 at home, of whom 153 were employed in the Registry; plus 111 overseas, of whom 64 were home-based and 37 locally employed. The greater part of the Headquarters Staff is at Leconfield House, Curzon Street, but these premises are not large enough and in the autumn of 1951 additional quarters were taken at No. 3 Hanover Square, which now house the Overseas Division and a part of C. Division. Planning since 1950 has been based on the prospect of joint accommodation with M.I.6, but although the new building project was strongly supported by Sir Norman Brook (para. 28 of his Report of March, 1951) its completion within the next few years seems very doubtful. The distribution of the overseas establishments is described below.

The total estimated expenditure for the Security Service for the financial year, 1952/3, is £636,000.

2. FUNCTIONS.

The present functions of the Security Service are described in a Directive given to the Director General by the late Prime Minister on April 20th, 1946:

1. In your appointment as Director General of the Security Service you will be responsible to the Prime Minister, to whom you will have the right of direct access. It will be your responsibility to keep the Prime Minister constantly informed of subversive activities likely to endanger the security of the State.
2. The Security Service is part of the Defence Forces of the country and has no concern with the enforcement of the criminal law. Its task is the Defence of the Realm as a whole, from external and internal dangers arising from attempts at espionage and sabotage, or from actions of persons and organisations, whether directed from within or without the country, which may be judged to be subversive of the security of the State. In consultation with the Colonial Office you will be responsible for similar work in Colonial and other British territories overseas.
3. You will take special care to ensure that the work of the Security Service is strictly limited to what is necessary for the purposes of this task, and that you are at all times fully aware of the extent of its activities. It should be your aim to clear as soon as possible, the records of the Security Service of any matter which is not required for the fulfilment of its responsibilities as defined in paragraph 2 above.
4. It is essential that the Security Service should be kept absolutely free from any political bias or influence and nothing should be done that might lend colour to any suggestion that it is concerned with the interests of any particular section of the community, or with any other matter than the Defence of the Realm as a whole. You will impress on your staff that they have no connection whatever with any matters of a Party political character and that they must be scrupulous

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to avoid any action which could be so misconstrued.

5. No enquiry is to be carried out on behalf of any Government Department unless you are satisfied that an important public interest bearing on the Defence of the Realm, as defined in paragraph 2, is at stake. In any case of doubt you should refer to the Prime Minister.

6. You and your staff will maintain the well-established convention whereby Ministers do not concern themselves with the detailed information which may be obtained by the Security Service in particular cases, but are furnished with such information only as may be necessary for the determination of any issue on which their guidance is sought.

7. You will be subject to the Directions of the Secretary of State for the Home Department in all questions concerning the use of "special facilities" in the discharge of your responsibilities, and you will report to him in cases where your investigations show that action should be taken.

8. You will, of course, consult with other Departments when questions are raised affecting their responsibilities. For example, on matters affecting the Foreign Office or the responsibilities of S.I.S., no action should be taken, except after consultation with the Foreign Secretary.

9.

(i) The Security Service is responsible for the collation and appreciation, for the purposes of Government, of all intelligence bearing upon espionage or subversive movements aimed at the Empire; the collation and appreciation of information bearing on espionage or subversive movements affecting British interests other than Defence of the Realm is the responsibility of S.I.S. It should be an obligation upon each Department to pass on without delay to the other whatever intelligence comes its way from whatsoever source bearing upon the other's responsibility. Even at the stage when intelligence amounts to no more than suspicion, the information should be passed, at a level that will be determined by the circumstances, to the responsible Department. Each side should give access to any accredited officers from the other to records relevant to the information passed, and should use every means open to it to comply with requests for supplementary information.

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(iii) The Security Service should continue to be responsible for obtaining "counter-intelligence" in the Empire by the

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means used in the past.

(iv) To ensure that its essential needs secure due consideration, the Security Service should have contact with the Government Code and Cypher School on a prescribed working level; and, failing satisfaction, the Director General should have the right to present its case to the controlling body of Signals Intelligence (the "Sigint" Board).

3. COMPOSITION.

The Security Service is organised in four divisions:

- (i) A. Division controls establishments and administration, including technical and scientific services. This division controls the Registry in which all the Security Service records are indexed and maintained.
- (ii) B., the investigation and intelligence division, consists of four groups:

B.1, which deals with subversive organisations, is responsible:

- (a) for the investigation and recording of the British Communist Party, its organisation, membership, activities and connections;
- (b) for the collection and collation of intelligence on the strategy and tactics of the international Communist movement.

Arising from this work, the same group has the responsibility for assessing the evidence of Communist Party membership or associations in the large variety of individual cases on which the Security Service gives advice.

B.2, which deals with Russian and Satellite espionage, is responsible:

- (a) for operational counter-espionage in the United Kingdom;
- (b) for the collection and collation of intelligence on the Russian and Satellite espionage services, their organisation, membership, operations and techniques.

B.4 provides ancillary services for B.1 and B.2 investigations. It also carries out two interdepartmental responsibilities of the Security Service:

- (b) the reception, rehabilitation and resettlement of all defectors brought to the United Kingdom.

B.5, the Watchers group, carries out surveillance and special enquiries for B.1 and B.2.

It must be noted that B. Division, besides obtaining intelligence from its own sources, is to a considerable degree dependent upon outside departments with which it maintains continuous working relations: e.g. the General Post Office, Government Communications Headquarters, M.I.6 and the Police Forces.

- (iii) C. is the protective security division and its first task is to define what needs protection. Secondly it is concerned

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with protective policy and the practical measures for implementing it; and thirdly with the education of people in the need for security. To carry out these duties, C. Division is continuously engaged in interdepartmental action by committee, visit and correspondence. The division consists of three groups:

C.1 handles vetting and security reports on naturalisation cases and a large variety of departmental security questions. Vetting figures at present exceed 5000 cases a week. This group represents the Security Service at both interdepartmental and international security discussions.

C.2 deals with munitions security and counter-sabotage and speaks for the Security Service at a variety of interdepartmental discussions and committees. It is closely linked with the Ministry of Supply on whose behalf it visits and advises on security measures at research and development outstations. It carries out similar work at Admiralty outstations and at commercial firms which are to be given classified contracts by the production departments.

C.4 is responsible for travel control and for the organisation and training of port and travel control units which will be stationed at all passenger ports and airfields in the event of war.

- (iv) The Overseas Division, in collaboration with A., B. and C. Divisions, is responsible for the administration and policy of the Security Service overseas, and for the provision of advice and assistance wherever it may be required by British defence interests overseas. The overseas division therefore maintains a regular liaison in London with the Service departments, the Foreign Office, the Commonwealth Relations Office, the Colonial Office. The two major overseas establishments are Security Intelligence Middle East and Security Intelligence Far East.

Both S.I.M.E. and S.I.F.E. are full members of the regional Joint Intelligence Committee through which information is sent for the use of the British Defence Co-ordination Committees, Middle East and Far East. S.I.M.E.'s representation covers Egypt, the Canal Zone, Cyprus, the Lebanon and Iraq. Under S.I.F.E. there is representation in Singapore, the Federation of Malaya, Hong Kong and Burma. The Security Service is represented independently in Malta; Gibraltar; in East Africa at Nairobi; in Central Africa at Salisbury; in West Africa at Accra and Lagos; and in the West Indies at Jamaica and Trinidad. With regard to the Commonwealth countries: our Security Liaison Officer at Washington pays regular visits to Canada; the S.L.O. Australia, stationed at Melbourne, assists the Australian Security Intelligence Organisation and visits New Zealand; the S.L.O. Central Africa visits the Union of South Africa; in India and Ceylon we are directly represented;

- (v) In support of the Director General and Deputy Director General there are staff sections as follows:

- (1) The Secretariat co-ordinates Security Service contributions to the Joint Intelligence Committee and to certain other committees attended by the Director General, the Deputy Director General and Directors. The Security Service is

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represented at Directors' meetings of the Joint Intelligence Committee by the Director General; at Deputy Directors' by the Deputy Director General; and at Deputy Directors' (Organisation and Security) by the Director of C. Division, who is also Chairman of the J.I.C. Security Sub-Committee.

- (2) The Security Legal Branch deals with legal questions arising from Security Service investigations and from policy issues. S.L.B. is also responsible for the preparation of the Security Service War Book and represents the Service on various sub-committees of the Defence (Transitional) Committee. It is charged with the investigation of leakages of information whenever these are undertaken by the Security Service on behalf of departments and it is concerned with various aspects of the Defence Notices issued by the Admiralty, War Office, Air Ministry and Press Committee. S.L.B. is in charge of Room O55, War Office, which is the contact point where members of the public visit or correspond with members of the Security Service. Finally, S.L.B. investigates such illicit arms traffic with the United Kingdom as may have an intelligence interest, and serves on interdepartmental committees dealing with this subject.
- (3) The Police Liaison Section maintains good relations with the Police Forces of the United Kingdom in support of the large variety of correspondence carried on by other parts of the office. It is responsible for organising courses for Police officers at Security Service headquarters and for visits and lectures by Security Service officers to Police Forces in the provinces.
- (4) The Finance Section is directly responsible to the Director General. The accounts are audited by an outside accountant who is a member of the Council of the Institute of Chartered Accountants. They are submitted to a member of the Treasury responsible for the handling of Secret Service funds.

Copied to POL F 50-24-87

Note.

On Thursday, February 21st 1952, I was called to an interview with Sir Edward Bridges at which he informed me that the recommendation in paragraph 42⁺ of Sir Norman Brook's Report of Enquiry on "The Secret Intelligence and Security Services" of 1951 was now to be implemented. The ministerial responsibility for the Security Service now rested therefore with the Home Secretary instead of the Prime Minister and consequent rearrangements would have to be made.

D.G.

1.3.52.

N.B. ⁺ An extract of para. 42 is attached.

Extract from the Report of Enquiry by Sir Norman Brook on
"The Secret Intelligence and Security Services".

.....

42. For both S.I.S. and G.C.H.Q. C. is responsible to the Foreign Secretary. I see no reason to change this arrangement.

The Director of the Security Service is at present responsible directly to the Prime Minister. This results from a Report on the Security Service submitted by Sir Findlater Stewart in 1945 (dated 27th November, 1945), which recommended that, as this service is concerned to ensure "the defence of the Realm", it should be responsible to the Prime Minister pending the appointment of a separate Minister of Defence. I believe that Sir Findlater Stewart exaggerated the "defence" aspects of the Security Service and was mistaken in regarding it as an integral part of the defence organisation. In practice, the Security Service has little to do with those aspects of "the defence of the Realm" with which the Minister of Defence is concerned. And the arrangement by which the Security Service is directly responsible to the Prime Minister is now justified mainly by the fact that it enhances the status of the Service. I see no reason why this Service should enhance its prestige at the expense of the Prime Minister. And I see some positive disadvantages in this arrangement. First, it draws special attention to the failures and mistakes of the Service, which are bound to occur from time to time: it is a disadvantage that the Prime Minister should be drawn, directly and immediately, into Parliamentary discussion of these. Secondly, the Prime Minister cannot be expected himself to exercise any effective supervision over the work of the Service, and he has in his Secretariat no one who could do so on his behalf. Thirdly, it is wrong that the Prime Minister should be expected to champion the Security Service in any dispute or conflict of interests with other Ministers in which it may become involved. In such matters the Prime Minister should remain disinterested, so that in the last resort he can resolve differences between his Ministerial colleagues. This is all the more necessary if, as Sir Findlater Stewart assumed, there is risk that the work of the Security Service may throw up conflicts between military and civil interests.

In practice the functions of the Security Service are much more closely allied to those of the Home Office, which has the ultimate constitutional responsibility for "defending the Realm" against subversive activities and for preserving law and order. I recommend that the Security Service should in future be responsible to the Home Secretary, in the same way as S.I.S. is responsible to the Foreign Secretary. This would not affect the direct relations maintained between the Security Service and the many other Departments which it serves or advises. Nor would it mean that the Security Service would in any sense become a part of the Home Office. It would, of course, carry with it the consequence that the Permanent Under-Secretary of State, Home Office, would have the responsibility of advising the Treasury on the annual budget of the Security Service. I believe that it would be helpful to the Director-General of the Security Service to be able to turn to a senior Permanent Secretary for advice and assistance on the policy

aspects of his work and on his relations with other Government Departments: and that he would receive from the permanent head of the Home Office support and guidance which the Prime Minister's Secretariat is not in a position to give. Incidentally, I believe that this relationship would also have a healthy influence in keeping before the minds of the senior officials in the Home Office their essential duty of countering subversive activities as part of the fundamental responsibility of the Home Office for preserving law and order.

The Prime Minister's personal contacts with the Director-General of the Security Service need not be wholly interrupted as a result of this change in Ministerial responsibility. The Prime Minister would doubtless continue to send for the head of the Security Service from time to time, as he would send for the head of S.I.S., to discuss the general state of their work and particular matters which might be of specially close concern to him. And on matters of supreme importance or delicacy the heads of these two Services should always be able, at their initiative, to arrange a personal interview with the Prime Minister.

