Gays and Lesbians in Foreign Affair Agencies
P.O. Box 18774, Washington, DC 20036
Tel: 202-332-1588 Email: glifaa@hotmail.com
www.glifaa.org

A 10th Anniversary Retrospective

Gays and Lesbians

in

Foreign Affairs Agencies

1992 - 2002

Preamble

"...I wish the American people would keep in mind the fact that a security risk does not have to be a member of the Communist Party or even of a Communist-front organization. It is not only conceivable but highly probable that many security risks are loyal Americans; however, something in their background represents a potential possibility that they might succumb to conflicting emotions to the detriment of national security…The most flagrant example is the homosexual who is subject to the most effective blackmail. It is an established fact that Russia makes a practice of keeping a list of sex perverts in enemy countries and the core of Hitler's espionage was based on intimidation of these unfortunate people.

Despite this fact, however, the Under Secretary of State recently testified that 91 sex perverts had been located and fired from the Department of State. For this, the Department must be commended. But have they gone far enough? Newspaper accounts quote Senate testimony indicating there are 400 more in the State Department and 4,000 in the [federal] government. Where are they? Who hired them? Do we have a cell of these perverts hiding around government? Why are they not ferreted out and dismissed? Does the Department of State have access to information in the files of the Washington police department? …It is time to bring this homosexual problem into the open and recognize the problem for what it is."

—Rep. Cliff Clevenger (R-OH), ***Congressional Record,*** March 29-April 24, 1950. From remarks on the floor of the House of Representatives, concerning the report on "Employment of Homosexuals and other Sex Perverts in Government" published by the Senate Committee on Expenditures in the Executive Departments. According to excerpts of the report, 121 employees at the State Department resigned or were dismissed following allegations of homosexuality between January 1, 1947 and November 1, 1950.

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Today probably few young FSOs [foreign service officers] recognize the name of Robert Walter Scott McLeod, the State Department's former chief security officer who, following his appointment by John Foster Dulles in early 1953, created a police state atmosphere of fear in the department and the foreign service with his quest for security risks, subversives, communists and homosexuals.... The roots of Scott McLeod's awesome power over the lives and careers of State employees are found in two presidential executive orders. The first, signed by President Harry Truman in 1947 during a time of heightened concern about the communist threat, established loyalty programs for government employees and directed a "loyalty investigation" for all job candidates in the executive branch. Truman's loyalty criteria were narrowly defined as criminal acts and membership in proscribed political organizations. At the height of McCarthyism in 1953, President Dwight D. Eisenhower's Executive Order 10450 added "sexual perversion" to the reasons federal employees could be fired. This and the other notorious provisions having little to do with loyalty stood as U.S. law for more than 40 years until President Clinton replaced them [in 1995].... By 1957, McLeod claimed that under his tenure since 1953, two hundred and thirteen (213) people had left the Department after being charged with "sexual perversion." It is a matter of conjecture just how many others left during McLeod's tenure and earlier.

(From "The Issue of Sexual Preference," by Richard Gilbert, Foreign Service Journal, November 1996)

The History of GLIFAA

In celebrating GLIFAA's 10th Anniversary, it is hard to imagine that as recently as a decade ago, in the same spirit of McCarthyism, employees could still have their security clearance denied or revoked—effectively ending their careers—simply for being homosexual. Today, there are more than 300 members and associates of GLIFAA, employees of U.S. foreign affairs agencies who are open about their sexual orientation and out in the workplace, as well as numerous others who are affiliated with GLIFAA and benefit from its advocacy and achievements, services and successes.

In 1992, the climate in the U.S Department of State was markedly different from today. Most gay and lesbian employees stayed in the closet, fearful of losing their jobs, though a few were proudly open, contributing gay and lesbian members of the foreign affairs community. Diplomatic Security (DS) regularly targeted gay foreign service officers through criminal investigations, alleging that homosexuality could be a basis for blackmail, thus presenting a security threat to the U.S. government. Indeed, it was exactly that climate of persistent, blatant discrimination and targeting that led to GLIFAA's creation.

GLIFAA was born in the living room of David Buss and David Larson on March 8, 1992, over brunch. The couple invited several other State Department and USAID employees who, like Buss, were under criminal investigation by DS because of allegations they were homosexual. Those attending, who would become GLIFAA's "founding fathers," were Buss and Larson, Bryan Dalton, Danny Hall, Richard Hoagland, Jan Krc, Eric Nelson and John Schneider. According to Buss, it was through informal networks and "referrals" from AFSA, the American Foreign Service Association, that GLIFAA's founders got to know one another. After being targeted and in some cases terrorized by DS, he said "we quickly came to the conclusion that we might best overturn homophobic policies such as the security investigations by uniting."

GLIFAA's Roots: DS and Discrimination

It is hard to estimate how many criminal investigations the office of Diplomatic Security completed against gay and lesbian employees before GLIFAA was created. David Buss recounts that in the spring of 1988, after returning from an assignment in the Seychelles, he learned that DS was conducting a criminal

investigation of him because of a report from an embassy colleague that Buss was involved in a homosexual relationship. "I was absolutely incensed that something very personal to me was deemed to be within the purview of DS to investigate," he said, "and furthermore that it was considered subject to a criminal investigation." Immediately, he consulted with AFSA and Washington, DC, gay rights activist Frank Kameny, an authority on gay employment issues and security clearances. Both provided helpful guidance on how to proceed—and survive—the investigation. Buss also encouraged AFSA to suggest that anyone else facing a similar investigation should contact him so they might benefit from his experience. At that time, Buss said he did not know any other foreign service officers who had been through this kind of an investigation. Yet many had.

Karl Olson was the subject of two DS criminal investigations—one, in 1987, resulting from a report that he subscribed to New York's ***Village Voice*** newspaper. Another, in 1989, consisted of what Olson called a "fishing expedition" in which allegations were made that he was blackmailed, based on alleged homosexual activity, into committing visa fraud while on assignment in Colombia. "Since I had no relationship at all in Colombia, this was nonsense," said Olson, "and to this day I have no idea what was supposedly expected. I am convinced, however, that DS would not have gone so far to investigate an allegation of heterosexual misconduct without having analyzed the basis of the allegation." Ultimately, the cases against Olson were dropped, and through a Freedom of Information Act request, he learned that anti-gay prejudice was at the root of all the allegations.

Bryan Dalton noted that his 1991 DS investigation began because he was reportedly "seen with a man at post." When he returned to Washington for language training in 1992, Dalton received a call from DS saying they needed to talk with him to "update" his security clearance, a reason which was fabricated. Instead, said Dalton, "I was told I was a security risk and was being investigated for 'fitness of service.' It was terrifying and I didn't know what to do, but I did know enough to ask for a lawyer." Dalton went to AFSA and found helpful and receptive people, who connected him with other officers facing DS scrutiny and with Frank Kameny. "At the time, I had friends who knew what was happening and were sympathetic but they didn't know how to help," Dalton explained. "It took others facing the same situation to help me find resources and solutions."

Numerous others endured persistent bigotry and injury. Jan Krc, originally a member of the U.S. Information Agency (USIA), shared his story in the ***Foreign Service Journal*** (July 1992) detailing a prolonged and deplorable series of investigations by USIA's Office of Security—twice resulting in his termination. Krc appealed the decision to the Foreign Service Grievance Board and ultimately to U.S. District Court. Meanwhile, he applied to the Foreign Service of the Department of State, passed his exams, and underwent another invasive security clearance process by Diplomatic Security—including two polygraph tests in connection with the USIA charges. Krc received his clearance and joined the State Department as a junior FSO in 1993. But in the interim, he and other employees found an important source of support in the gatherings that would eventually become GLIFAA.

"I am really excited and enthusiastic about being back in Washington to be a part of GLIFAA again. GLIFAA's very existence will always be very important and special to me. In March of 1992, I was shocked upon my return to Washington from the Dominican Republic to discover that someone had sent DS a letter, and I was being investigated as an "alleged homosexual." (How could I be an "alleged homosexual," when everyone at post, including the person who wrote the letter, knew my partner there?) The AFSA attorney was quite astonished as well, and referred me to David Buss and Bryan Dalton. We decided to invite others to talk about this situation and other problems we had each faced. Eight of us got together the next week at the home of Davids Buss and Larson, and this group then decided to hold that first eventful meeting."

GLIFAA Newsletter, November 1995
- President Danny Hall.

[Editor's Note: After Diplomatic Security interviewed Hall, and traveled to Dallas to confirm that Hall's mother "knew about" her son's homosexuality, Hall said he never heard anything else from DS.]

Clearances and Closets: Gay Life in the Foreign Service

By Jan Krc
Foreign Service Journal, July 1992

The invasion of Czechoslovakia by half a million Soviet troops was the most significant experience of my childhood. My family emigrated to the United States, and I developed a keen interest in international affairs. This interest and my desire to give something back to my adopted country turned my attention to public service. After finishing graduate school, I joined the foreign service in September 1982. This is what I had always wanted to do. It still is. My first offer came from USIA [the U.S. Information Agency, now a part of the State Department] and I accepted it for practical as well as a sentimental reason: I was gay and mistakenly assumed that a press-and-culture operation would be a more tolerant setting than the State Department. I also wished to honor my grandfather who, charged with listening to the Voice of America, spent the 1950s in a Communist concentration camp.

Much to the surprise of most of my classmates, we all got the assignments we wanted. I tested out of Serbo-Croatian in seven months and was eagerly on my way to Belgrade. Part of Eastern Europe, but not the Soviet Bloc, Yugoslavia then had excellent relations with the United States. I had a successful tour of duty there, evidenced by my superiors' evaluations of my performance. On the way to my next assignment in Capetown, South Africa, I was to stop for three weeks in Washington for consular training and consultations.

I "Confess" A few days before my departure for South Africa, I was called in for a "routine security debriefing" concerning my Belgrade assignment. I cooperated fully with what turned into a nine-hour interrogation. Foolishly, I allowed the two officials from the USIA Office of Security to cajole me out of securing legal representation. The was a fatal mistake, since it allowed them to lie to me about the fraternization policy in Yugoslavia and to misrepresent what I had told them about my personal life. I believe that their interest in me stemmed from a CIA report that I was gay—information that the CIA had received from me years earlier during a campus recruitment interview. Since my homosexuality had never come up during my foreign service security check, USIA now seemed determined to have me sign a "confession." …

I was told to go ahead and get my shots for Africa. Although shaken by this encounter, I firmly believed that my candor and cooperation had been proper. I was determined to prove that I was not subject to blackmail (and therefore not a security risk) and that I was a loyal and honest employee. I took this position

against the advice of those who argued that with Security, one should never be forthcoming on sexual matters.

It was the summer of 1984, and despite the Orwellian date, I assumed that times had changed. I discovered the extent of my naivete when, without explanation, my assignment to Capetown was canceled. For weeks on end, I waited for something to happen.

Double Standard Six weeks after the security interrogation, I received a letter from the USIA director of personnel that proposed to terminate my foreign service appointment based on alleged misconduct that demonstrated "insubordination, irresponsibility, poor judgment, and lack of discretion." The specific charge of insubordination was based on alleged violations of agency instructions prohibiting sexual relations with Communist country nationals. The letter also informed me of my right to a pre-termination hearing before the Foreign Service Grievance Board.

I was stunned at first and could only believe the charge was a terrible mistake. After all, my Serbo-Croatian teacher was a Yugoslav national who had recently married a USIA foreign service officer, and I knew of other foreign service officers who had married Yugoslavs. The office of Security did not bother to show the personnel director the actual fraternization policy for Yugoslavia; the office merely assured her that it was the same as for the Soviet Union. I held a number of meetings with the director of personnel, at which I produced the text of the policy and a half dozen signed statements from unmarried FSOs who had recently served in Yugoslavia and never been told that sex with local nationals was prohibited. At the meetings, she revoked the proposed termination and assured me that, based on my performance thus far, I would be tenured. She also encouraged me to take an immediate overseas assignment and get on with my career.

My faith in the ultimate fairness of the system restored, I looked forward to my new assignment in the Philippines. Unfortunately, I had not counted on the deep-seated homophobia and bureaucratic doggedness of the USIA Office of Security. Once they leveled their charge against me, no amount of evidence and no review process could persuade them to see the matter differently.

They advised Personnel that they would not approve ***any*** foreign service assignment for me. Consequently in January 1985 I received a second letter of termination from the director of personnel. This termination, unlike the first, was supposedly not disciplinary or performance-based, but rather a result of Security's determination that my "homosexuality would make [me] an extremely likely target for hostile intelligence approaches."

Going to the Courts Realizing that I could not settle this dispute quietly inside the agency as I preferred, and determined to clear my name of the misconduct charge implicit in the overseas clearance revocation, I turned to the outside world for help. The American Civil Liberties Union (ACLU) and I, though volunteer attorneys at Covington and Burling, filed a grievance against the U.S. Information Agency.

After two years of intensive wrangling, the Foreign Service Grievance Board made its decision. The board found my termination to be invalid since Security's action was "arbitrary and capricious and contrary to agency regulations." It directed the agency to reinstate me in the foreign service, clean up the files, and remove the blanket restriction regarding overseas assignments.

Nevertheless, the Office of Security persuaded the agency to ignore this directive and take the case to U.S. District Court. Once on the outside, the agency chose not to argue the facts of the case, but rather to dispute the board's and the court's jurisdiction to hear the case. [As of the printing of this article] agency attorneys, at great expense to the taxpayer, are fighting to make Security's actions absolutely unreviewable.

I find this position frightening and even un-American. Simply put, it means that whenever the Office of Security invokes "national security" it can deprive any government employee of due process rights. It was precisely such unfettered power that drove my parents to flee Czechoslovakia.

My hope is soon the U.S. Foreign Service will find better uses for its resources than eliminating from its ranks loyal and talented foreign service officers who happen to be gay.

A Defining Moment: The March Meetings

The meeting on March 8 provided a critical mass at a critical moment. Out of the shared injustices and the realization that each person was no longer alone in his experience, "we felt joy for finding common minds and a sense of solidarity," Bryan Dalton explained. "We were galvanized by the meeting instead of driven into fear." According to David Buss, by the time of the brunch, each of the participants knew other gay employees within the foreign affairs community and therefore made plans to invite them to a bigger organizational meeting just a few days later at Dalton's home.

About fifteen people gathered on March 13, 1992, to talk about forming a group for gay employees. Members recalled that despite the reassurance of having found colleagues in similar situations, there was still a palpable feeling of fear at the meeting and even at subsequent meetings. Older foreign service officers were timid about affiliating with the group, and many attendees were angry about the persecution that they had endured. One member recalled the real concern that some had about creating the organization: "In some of the early GLIFAA meetings, someone had an elaborate proposal about how people would be censured if they outed someone in the group, including different punishments, depending on whether it was accidental or intentional. This was voted down. Another discussion was about the fear that DS might send a 'plant' to see just who attended the meetings, and what we would do if that happened. That speculation ended when a DS agent joined the group as a member."

Although it would be several weeks until the group arrived at a consensus on a name and drafted bylaws and policies, the need for and the interest in creating such an organization was firmly established at that first meeting. Notwithstanding the potential ramifications of creating a group like GLIFAA, one founding member explained, "it was just a few meetings before we began to feel real enthusiasm and the confidence that what we were doing was right."

Most people found their way to the early meetings through the participants' informal networks. Because there were a number of members who were quite cautious about attending or having their names on a membership roster, the GLIFAA founders always treated the list with great care. As one explained, "Many, particularly more senior employees, never attended meetings, but made sure to learn what we were discussing, who we were meeting with, and in some instances guiding us along." Additionally, many early members had a network of friends and contacts that were kept informed but who themselves were reluctant or unable to attend, because they were uncomfortable or posted overseas.

Early members recalled that some employees had previously tried unsuccessfully to organize a gay employee organization, but several factors suddenly converged in 1992 to make such a group sustainable. Said one, "The personalities involved were strong and were roused to make change. Among them, David Buss was incredibly well-informed, driven and politically astute. Diplomatic Security was changing internally, and there was new leadership in the government. Furthermore, American society was changing, it was more open, and more talented people were being recognized as gay."

Participation in early meetings ranged from about 14 to 30 people. Philip Katner, one of the first civil service members of GLIFAA, said he learned of GLIFAA's creation by word of mouth and attended that first meeting following the brunch. By that point, Katner said he had received the security clearance that DS had postponed for a year, having "uncovered homosexual activity in my past." He explained, "I felt that since the government now knew about my sexuality—not to mention my family, friends and work colleagues—there was no use in hiding it."

Organizing for Change: Ending DS Practice

After the bylaws for GLIFAA were drafted (with the help of John Long, John Sandage, Steve Honley and others), the membership elected its first board members. David Buss was a natural first president, for his leadership, vision, political savvy, and organization. Other groundbreakers joining him as the first board members included John Wiecking, Richard Hoagland, Jan Krc and Eric Nelson. Buss recounted, "Among our first priorities was sensitizing individuals in senior management to the criminal characterization we had up to then endured and to offer to work with them to change discriminatory and outmoded policies," primarily DS's policy of denying or impeding the issuance of clearances—and conducting criminal investigations—based on homosexual orientation alone. Subsequently, Buss, other board members and their successors met with State Department officials, including the Inspector General, Assistant Secretaries and a series of Directors General (the head of State Department personnel) to educate them about the discriminatory practices that still existed.

"We were fortunate, as it later became clear, in the Secretary's choice of Tony Quainton as the Assistant Secretary of Diplomatic Security," recounted John Long, who served as Vice President for Policy and Partnership in the mid-1990s. "But not knowing that at first, we set about to use his confirmation hearing in 1993 as a means of effecting change to the existing DS policy." GLIFAA was also able to capitalize on a growing internal split in DS: are gays always a security risk or does it depend? It became clear to management that the policy was based on false premises—namely, that being gay was a security risk—and therefore was unsustainable. The problem was that no one wanted to challenge the policy from within.

Long had worked as a Pearson Fellow in the Office of former Senator Paul Simon (D-IL), who was at that time a member of the Senate Committee on Foreign Relations. "Once we learned of Assistant Secretary Quainton's upcoming hearing, I phoned the Senator's office and asked if he would be willing to pose the question during Quainton's confirmation hearing about his views on DS's then-policy," Long explained. "When that happened, Quainton replied that he could not believe that 'that old chestnut' still existed. He stated unequivocally that he would end this practice once confirmed. And he did." Once he was in office, Assistant Secretary Quainton told GLIFAA members that if they were aware of a case that violated the new policy he had instituted, they should bring that to his personal attention.

The Department revised its policy on security clearances on December 2, 1992. In a memo to Undersecretary for Management Genta Hawkins Holmes on December 10, 1992, which elaborated the policy for Diplomatic Security, Quainton wrote, "No longer will our investigative staff in the field offices, where virtually all background and update investigations are conducted, pursue issues of sexual conduct. Any allegations of potentially exploitable conduct will now be referred to headquarters for review by the Special Investigations Branch." The policy was reiterated when President Bill Clinton signed Executive Order 12968 on August 2, 1995, barring discrimination based on sexual orientation, and specifically stating that sexual orientation shall not be a disqualifying factor in access to classified information and, subsequently, the security clearance process. Section 3.1(c) of the Executive Order specifically states, "The United States Government does not discriminate on the basis of race, color, religion, sex, national origin, disability, or sexual orientation in granting access to classified information."

Creating a Space of Their Own

From the beginning, GLIFAA members have endeavored to increase the group's visibility and create a space so that gay and lesbian employees could be out in the workplace without fear of backlash. The effect for many, especially in the early years, was liberating. Within a few weeks of establishing the organization and convening subcommittees in the early 1990s, GLIFAA members focused on increasing the visibility of the group—and the visibility of gay and lesbian employees in general. Katner explained, "I remember we got public notices circulated throughout the State Department, which took some debating within the public outreach committee before we agreed to be that 'out' and

'public.' We still feared possible repercussions. Looking back, it was a bold step to so quickly make ourselves publicly known. In fact, just this year I learned from a co-committee member that he was on the committee to ensure I didn't get too bold with my outreach."

GLIFAA members also maintained close links with Federal GLOBE (Gays, Lesbians, and Bisexuals of the Federal Government), founded in 1992 by Len Hirsch (Smithsonian Institution), Kitti Durham (Federal Aviation Administration) and others. GLIFAA members regularly attended GLOBE's initial meetings, which often drew several hundred people. The GLIFAA-GLOBE alliance early on benefited both organizations. "The goals of both groups in 1992 were pretty much the same as they are today," said Buss, "equal treatment to that of our heterosexual colleagues."

The difference was the scope of GLIFAA's Partnership Committee which, according to Buss, "tangled with a list of accommodations very similar to those that remain unfulfilled on management's desk today—passports, visa assistance, medical care, guaranteed evacuation, insurance, inclusion on travel authorizations. This is the one area where the foreign affairs agencies' constituencies differ significantly from issues on other GLOBE organizations' priorities lists."

Still, the ability to coalesce with colleagues across the federal government on professional and personal levels was invaluable. GLIFAA helped created a social atmosphere unlike anything that had existed for gays in the foreign affairs community and provided a link to GLOBE and the larger GLBT (gay, lesbian, bisexual and transgender) community that was gaining visibility nationally. One member noted, "The specter of AIDS, the birth of ACT-UP, the possibility of a more socially progressive president being elected in 1992, the increasingly stronger voices of the National Gay and Lesbian Defense Fund, Human Rights Campaign, and others led to a period of strong camaraderie in the 1990s for the larger community, and also, I felt, within our own microcosm."

For many members, external changes in society provided momentum for GLIFAA and GLOBE members to push for internal changes in the federal institutions and be proud of being out in the workplace. GLOBE and GLIFAA members marched together in the Washington, DC, Gay Pride parades in the early 1990s and to this day. The March on Washington in 1993 particularly galvanized participation in the groups. "Everyone was energized and focused," recalled one GLIFAA member. "In GLIFAA, we were mostly white males

from State, but we were sensitive to diversity, attempting to recruit women, minorities and individuals from other foreign-affairs-related agencies and maintaining contacts with gays and lesbians in other agencies." Reflecting changes occurring throughout America society, GLIFAA's and GLOBE's early efforts built on members' sense that they had been ignored and victimized long enough and engendered a feeling of belonging among their growing membership.

Reformulating the Non-Discrimination Policy

After laboring to end the discriminatory practices of Diplomatic Security, GLIFAA aimed to secure a civil rights policy statement of non-discrimination on the basis of sexual orientation from the State Department. Under the Clinton Administration, most federal agencies, including USAID, reissued non-discrimination statements that included sexual orientation. However, despite multiple requests from GLIFAA, the State Department initially declined to revise its statement.

John Long explained that when meetings with management were unsuccessful, GLIFAA members sought other channels. "Out of frustration, we went to representatives on the Hill, to Rep. Barney Frank [D-MA], Rep. Howard Berman [D-CA], who was then the Chairman of State's authorizing subcommittee, and once again to Senator Simon's office. After the Hill intervened with key officials and AFSA, management very quickly decided they wanted to see a statement adopted," Long said. GLIFAA representatives subsequently worked with American Foreign Service Association (AFSA) president Al LaPorta, who offered unfailing support of GLIFAA's issues, to revise the weak non-discrimination text that management had proposed to adopt.

Together, GLIFAA and AFSA worked to institute language that was consistent with the U.S. Code Title VII civil rights language outlawing discrimination based on race, ethnic origin, sex or other legally-protected characteristics. Long explained that GLIFAA proposed adding "or on the basis of sexual orientation" to the State Department's existing policy. Ultimately, representatives of GLIFAA and AFSA met with the Department's Undersecretary for Management Richard Moose and about 20 senior officials to discuss the non-discrimination policy. Long recounted, "We explained why we wanted the language we had requested, and that while we understood that it wouldn't change the language of Title VII for other purposes, it would become part of that policy's reiteration in the Department's regulations." After considerable

discussion, the Undersecretary said he agreed with GLIFAA's position, would see that it was incorporated into the State Department's regulations and statement of non-discrimination, and would ask Secretary Warren Christopher to issue the amended statement under his name.

On April 22, 1994, Secretary Christopher issued a two-sentence "Statement of Policy with Respect to Non-Discrimination" that read: "The Department of State is committed to equal opportunity and fair and equitable treatment for all. The Department shall not discriminate among its employees or candidates for employment on the basis of race, color, national origin, sex, religion, disability, or sexual orientation." Because it was not widely promulgated, issued only in a simple one paragraph cable a few weeks later (May 3, 1994), many Department employees were not aware that this change had been made. It was, however, a critical sign of the Department's growing commitment to non-discrimination.

The Middle Years: Increasing Presence, Continued Advocacy

With solid successes in changing discriminatory practices and polices at the State Department, GLIFAA had achieved a high level of respect by the mid-1990s. But paradoxically, its very success in persuading the State Department to add sexual orientation to its equal employment policy and to humanize its security clearance procedures left the organization somewhat adrift for a short time. Although the group's membership (then nearly 70) continued to grow, there were fewer members in Washington to continue to carry the torch or even to celebrate GLIFAA's achievements.

Steve Honley, who was GLIFAA President in 1994-95, recalled that GLIFAA remained visible, advertising its meetings both on the State Department's internal TV channel (B-Net) and, for the first time, in the ***Washington Blade***, DC's gay newspaper. However with most of GLIFAA's founding fathers overseas, he said that it was difficult to establish agreement among remaining members about what the organization should do next. "Some members with partners advocated asking State to offer zero- or low-cost benefits for partners such as photo IDs, access to post facilities, and eligibility for employment," Honley said. "But the consensus was that such proposals would be dead on arrival, and it would therefore be more prudent to wait for a more favorable political climate."

CHUCK SEIFERT
(March 22, 1951 - November 18, 1995)

Charles Seifert served GLIFAA as the organization's Secretary/Treasurer from 1994-95. He was born in Romeo, Michigan. After earning a bachelor's degree from Michigan State University, Chuck earned two graduate degrees, in English and linguistics, at the University of Michigan. He then moved to Venezuela, where he taught English as a foreign language at Simon Bolivar University in Caracas. In 1984, he moved to Washington, where he taught until he entered the Foreign Service as an English language officer with the USIA. He was posted in Lome, Togo, and San Jose, Costa Rica, before returning to his final posting in Washington. Chuck died of an AIDS-related illness at the Washington Hospice.

For a while, fewer and fewer members attended meetings and activities. "I knew it was going to be a difficult year for the organization," Honley said, "but I was proud of how we progressed and felt that what GLIFAA was doing was important and should be maintained, even if it meant just a few of us were active and keeping the group's name visible." The low point came in June 1995 when Honley and Chuck Siefert, the group's secretary-treasurer, were the only two members to march in the Gay Pride Parade for GLIFAA. Honley recalls pushing Siefert in a wheelchair along the parade route instead of carrying the organization's banner; Siefert died of AIDS complications the following November.

Despite the small active membership at that time, GLIFAA's leadership continued to push for equal protections for gay and lesbian employees, meeting with management, AFSA representatives and others to state the case for continued change. According to Robert Hansen, president in 1996-97, GLIFAA's main objective in the mid-1990s was to increase the comfort level and security of gay and lesbian employees in foreign affairs. "We worked at giving people more confidence about coming out and providing support structures to help," Hansen said.

GLIFAA sponsored a variety of panels and roundtables to address issues important to gay and lesbian employees and reach out to straight colleagues.

GLIFAA invited Sherman Funk, the Department's former Inspector General who was active in PFLAG (Parents and Friends of Lesbians and Gays), to speak with members and straight colleagues in an open meeting. In April 1996, GLIFAA's "Out at State" Roundtable brought together GLIFAA members and high ranking managers to discuss current policy and remaining concerns of gay and lesbian employees. GLIFAA also sponsored a panel of foreign embassy representatives who talked about partner benefits for gay employees offered by their governments. GLIFFA members met with Diplomatic Security, first to discuss a case of alleged discrimination and second to ask for a public pledge of non-discrimination. Hansen recalled, "They agreed, with the proviso that they expected us to be out in the workplace to 'deter any counter-intelligence efforts to compromise us.'"

Although the sexual orientation non-discrimination policies of State and USAID were then in place, they were still untested. Hansen explained, "There was not yet a government-wide policy, and quite a few employees were still reluctant to be known as gay because they were fearful of running into problems on the job." Numerous gay and lesbian employees continued to leave the foreign service because, in spite of the official policy, they still encountered discrimination and there was still no reliable way of getting a fair hearing.

Out At State

On April 17, 1996, GLIFAA reached another milestone when it sponsored a roundtable discussion between GLIFAA members and management entitled "Out at State." This was GLIFAA's first meeting open to all foreign affairs employees, as well as the group's first meeting at the Department. Participating in the discussion were Frank Almaguer, USAID; [representatives from the State Department's Personnel and Diplomatic Security Bureaus]; and Deidre Davis, State/EEO. GLIFAA member Bob Hansen served as moderator...

More than 50 people attended the meeting. Each panel member made an opening statement and all expressed appreciation for the chance to meet with GLIFAA. Almaguer, referring to AID Administrator Brian Atwood's 1993 non-discrimination order, stated that AID addressed the issue of sexual orientation within the fundamental premise of treating all employees with fairness and equality. USAID, he said, understood that diversity encompassed more than just the basic legal definition. "The Agency will not tolerate any discrimination on the basis of sexual orientation," he said

DAS Davis told the group that State/EEO stands "a partner with GLIFAA and with all the Department's gay and lesbian employees."... She then explained her office's policy for handling complaints of discrimination on the basis of sexual orientation. Sexual orientation is not included as a category in federal non-discrimination legislation, so EEO would handle allegations of such discrimination in the same way it handles cases of sexual harassment. First it would seek a private discussion with the employees involved and the EEO staff, then would follow up with mediation between the employees and management. The goal is to resolve the matter informally since there is no formal appeals process. She noted that there are no cases of alleged sexual orientation discrimination pending at present...

Members commended the public statements of all management participants and asked how it might be possible to better inform employees of the current non-discrimination policies. There was a suggestion to revise the current EEO diversity course at the Foreign Service Institute, which all Department managers will be required to take starting this summer. GLIFAA officers promised to follow up with DAS Davis and FSI management....

—"Out at State" by David DiGiovanna (GLIFAA Vice President), GLIFAA Newsletter May 1996

A New Complaint Process, Greater Visibility

GLIFAA hard worked to build contacts with others in the Department to educate management and other employees and to make the group and its cause more prominent. Hansen served as GLIFAA's representative to the EEO Council organized by Deidre Davis, the Deputy Assistant Secretary for Equal Employment Opportunity and Civil Rights (EEOCR). The Council brought together GLIFAA, Blacks in Government, the Women's Political Caucus, and representatives of the Hispanic and Asian/Pacific employee organizations to address issues of diversity and discrimination in the Department. The Council met with Secretary Madeleine Albright in 1997 to discuss the status of underrepresented groups in the Department. Recognizing the value of diversity in the workplace, Albright issued a "Statement on Equal Employment Opportunity and Diversity" on March 22, 1997.

March 22, 1997

TO MY COLLEAGUES IN THE DEPARTMENT OF STATE
STATEMENT ON EQUAL EMPLOYMENT OPPORTUNITY AND DIVERSITY

The most valuable resource of the Department of State is its employees. Each individual, whether Foreign Service or Civil Service, rightly deserves equal employment opportunity. However, history tells us that equal employment opportunity, like foreign policy, doesn't just happen. Therefore, I want to express my strongest commitment to the principle of equal employment opportunity. Achieving true equality of opportunity for all employees requires sensitivity, skill, self-awareness and flexibility.

The Department of State is committed to equal employment opportunity, as well as fair and equitable treatment for all. The Department shall not discriminate among its employees or applicants for employment on the basis of race, color, national origin, sex, religion, age, disability, or sexual orientation. No employee or applicant for employment should be subjected to any form of reprisal because of his or her participation in protected EEO activity.

The Office of Equal Employment Opportunity and Civil Rights is empowered to provide appropriate redress when EEO violations occur. However, management officials at all levels must share this commitment and the responsibility for enforcing federal equal employment opportunity (EEO) laws and ensuring fair and equitable management practices.

The Department has made major efforts to create an environment free from discrimination and abundant in opportunity for all employees. We must continue to work together to eliminate any barriers to advancement or imbalance of opportunities in the workplace, whether perceived or real…

Signed,
Madeleine K. Albright

Meanwhile, EEOCR's Davis became a tireless ally of GLIFAA and central to the adoption of a complaint process for resolution of sexual orientation discrimination cases. GLIFAA worked with Davis, EEOCR staff, and AFSA attorney Sharon Pap to develop a complaint process parallel to that outlined for Title VII protected groups. This addition to the Department's EEO regulations, "Grievance Procedures for Sexual Orientation Complaints," was published on December 19, 1997, including discrimination on the basis of sexual orientation as legitimate grounds for filing an EEO complaint.

The complaint process is now codified in the Foreign Affairs Manual (FAM), which delineates all internal State Department regulations. Unfortunately, since discrimination based on sexual orientation is not included in federal civil rights law, the State Department remains limited in terms of what relief can be provided to a complainant. If an employee were found guilty of such discrimination, the State EEOCR office would be unable to impose a financial penalty and there is no appeal to the federal EEO commission. Nonetheless, Davis's contributions helped GLIFAA achieve one of its goals, the institution of a grievance process with significant symbolic and practical value to gay and lesbian employees. GLIFAA honored Davis for her early commitment to gay and lesbian concerns at a luncheon.

GLIFAA's relationship with the EEOCR office laid the groundwork for policy as well as symbolic shifts in the Department, including the introduction of the first Gay Pride Month celebration at the State Department in June 1998. GLIFAA sponsored a public recital and provided information about the organization and gay and lesbian issues, increasing the visibility of GLIFAA and its role as a resource for the State Department. The event took place just a week after the presidential Executive Order 13087 was issued, establishing "a uniform policy for the Federal Government to prohibit discrimination based on sexual orientation in the federal civilian workforce and stat[ing] that policy for the first time in an Executive Order of the President." The policy amended the 1969 Executive Order that specified the list of categories for which discrimination is prohibited in federal employment, but more importantly continued to reinforce the slowly changing environment in which GLIFAA operated as it continued to push for equal recognition and rights.

"With our new banner in hand, GLIFAA members joined hundreds of marchers in the Washington Gay and Lesbian Pride March that took place on June 7, 1998. Although perhaps not as fetching as some of the floats on parade, our intrepid group marched the entire route, cheered by onlookers (some of whom were also GLIFAA members). On June 12, we definitely made history when the Lesbian and Gay Chorus of Washington gave a lunchtime recital in the Department of State cafeteria. After a brief introduction by GLIFAA President Jim Theis and welcoming remarks by Deirdre Davis, Deputy Assistant Secretary for Equal Employment Opportunity and Civil Rights, the 40-plus members of the chorus moved into high gear. Over the sounds of clattering cutlery and cash registers, the chorus covered the musical spectrum from classical works by gay American composer Samuel Barber to music from South African and Native American traditions. Perhaps the most moving aspect of the program were the brief remarks by Jill Strachan, the group's manager. Reminiscing about her life as the child of a Foreign Service officer, she said, 'It feels a little odd to be singing here in the State Department cafeteria, the very place where my parents would bring me for a treat after my inoculations.' Throughout the concert, GLIFAA staffed a table where other Department employees took advantage of the opportunity to ask questions about our organization and to pick up information about lesbian and gay issues.... Our month-long exhibit in the Department library celebrated the achievements of lesbian and gay Americans in public service, the arts, sports, and culture."

GLIFAA Newsletter, July 1998
– Vice President for Outreach Mitchell Cohn.

GLIFAA's Push for Partner Benefits: The Member of Household (MOH) Guidance

Through members' perseverance with State Department management, AFSA, and the Hill, GLIFAA had established its credibility and competence on policies relative to non-discrimination based on sexual orientation. But partnership issues remained particularly difficult. GLIFAA's first domestic partner benefits proposal was submitted to the Department in May 1996 by President Danny Hall and John Long, Vice President for Partnership. At that time, however, the American Foreign Service Association (AFSA) refused to support the proposal and instead told the Department that it would take "no position on the merits of the proposal." Although GLIFAA is an officially recognized employee organization in the State Department, Department management will not negotiate employment issues with any group other than the unions. Without AFSA's active support, the 1996 proposal went nowhere and was abandoned. Instead, GLIFAA directed its efforts toward other areas, such as the EEO complaint process for discrimination based on sexual orientation.

"The three original major goals of GLIFAA were: putting an end to any linkage between sexual orientation and security clearances, obtaining a statement of non-discrimination based on sexual orientation from the Department, and securing partnership benefits. Having succeeded in accomplishing the first two goals, it is now time to begin to develop a strategy for partnership benefits. Let me note at the outset that we expect this will be an uphill battle which will not be won in the short term."

Vice President for Policy and Partnership John Long.
GLIFAA Newsletter, November 1995

GLIFAA was about to revive the domestic partnership proposal when President Clinton nominated openly gay philanthropist James Hormel as U.S. Ambassador to Luxembourg in November 1997. With the ensuing political controversy over that appointment, GLIFAA board members decided to wait for the dust to settle, concerned that an active push for partnership benefits might be detrimental to the Hormel nomination and possibly hurt both objectives. Following Ambassador Hormel's recess appointment in June 1999, GLIFAA brought its partnership issues back to the table, and on September 23, 1999, submitted a "Proposal to Include Partners of Gay and Lesbian Employees as Eligible Family Members" to the Department.

The 1999 partnership memorandum argued for including the non-traditional families of gay and lesbian employees as "eligible family members," or EFMs, consistent with the State Department's strong management commitment to diversity. The memorandum argued that State would join over 2,800 private sector, municipal and academic employers, as well as a number of foreign governments with close ties to the United States, that already offered full do-

mestic partner benefits. Noting that increasing numbers of new foreign service officers openly identified as gay or lesbian, and were often choosing to take their partners overseas (both U.S. citizens and foreign nationals), the memorandum argued that domestic partners should be brought into the fold of EFM status to ensure that the Department and Chiefs of Mission were not constrained in carrying out foreign policy.

As long as the families of gay and lesbian employees serving abroad lack official status and the formal protections that accompany it, the memo stated, they remain exposed to arbitrary interference and harassment (or worse) at the hands of host governments and can be potential targets of retaliation for U.S. policies that displease host governments. Accordingly, the memorandum outlined the following benefits, privileges and immunities that spouses of married heterosexual employees enjoy, but that are not available to the partners of gay and lesbian employees:

- Diplomatic privileges and immunities
- Diplomatic passports and Department assistance in securing diplomatic visas from foreign governments
- Danger post visitation travel
- Emergency and bereavement travel
- Emergency evacuation
- Travel to and from posts, including Home Leave and Rest and Recuperation Travel
- Travel for an attendant to accompany an ill or young family member
- Separate Maintenance Allowance
- Use of commissary facilities abroad
- Use of APO/FPO facilities
- Medical evacuation
- Inclusion of partners in family size calculations for the purpose of COLA and pay benefits calculations
- Inclusion of partners in calculation of family size for purpose of calculating weight limits for shipment of personal effects
- The Federal Employees' Health Benefits Program
- The Foreign Service Retirement System
- The Civil Service Retirement System.

By outlining these areas, the memorandum made clear to management the inequities faced by gay and lesbian civil service and foreign service employees. Around the same time, AFSA learned about the Department's September 21, 1999, response to a cable from the U.S. Embassy in Moscow requesting guidance on domestic partnership benefits. Having studied GLIFAA's new partnership proposal, and concerned about the restrictive instructions issued in the Department's response to Embassy Moscow, AFSA decided to support the GLIFAA request, recommending the adoption of thirteen specific domestic partner accommodations from GLIFAA's list of examples above.

On November 9, 1999, AFSA sent out a cable entitled "Accommodations for Unmarried Domestic Partners," asking its membership for their opinions on the union's proposal to urge management to extend these thirteen benefits to same- and opposite-sex unmarried partners of Foreign Service employees. AFSA noted that the Foreign Service must treat its existing employees fairly and compete for the best future employees with other sectors of the American economy. To further both objectives, the AFSA board argued that State must reduce barriers which employees with unmarried domestic partners face while stationed abroad. AFSA recognized that long-term committed relationships with unmarried domestic partners are a reality of our society, and that such relationships increasingly have access to the same social and economic support systems as do married people.

The thirteen proposals put forth by AFSA included securing visas and identification badges; inclusion in mission warden systems, emergency evacuation plans and emergency family notification services; training at the National Foreign Affairs Training Center (NFATC); use of the pouch for personal mail; use of post medical facilities at cost; opportunity for part time employment; access to the FLO and CLO; access to contract fares at no cost to the US government; listing of partners in mission telephone books; and official invitations to mission events. AFSA suggested that these thirteen benefits be made available when an employee met the conditions of the following definition of a domestic partnership: 1) the individuals have been each other's sole domestic partner for at least six months and intend to remain so indefinitely, 2) are at least eighteen years of age, unmarried, and mentally competent to consent to contract, and 3) are jointly responsible for each other's common welfare and financial obligations.

In a subsequent cable of November 23, 1999, "Unmarried Domestic Partners," AFSA reported that it had received a then-record 452 responses, three times as many responses as any previous AFSA survey had generated. Furthermore, 85% of the respondents supported the initiative. With this demon-

stration of strong grass-roots support, AFSA President Marshall Adair wrote to the Undersecretary for Management encouraging the State Department to endorse the thirteen measures and requesting that the Department amend its regulations regarding cohabitation with foreign nationals (same or opposite sex). The AFSA letter argued that the State Department needed to bring its personnel policies in line with those of the American private sector, especially as it seeks to attract, motivate, and retain top talent. The State Department considered the proposal for more than a year. GLIFAA board President Bryan Dalton, Vice President for Partnership Manish Mishra, Vice President for Outreach Chris Lamora, and Secretary/Treasurer Brook Hefright worked closely with AFSA to provide information and encouragement to Department management throughout the process. John Naland, then Vice President of AFSA, and Charlie Duncan, Secretary Albright's liaison to the White House, also provided important support during this period.

On December 26, 2000, the Department issued guidance entitled "Reaffirming Existing Practices: Assisting Members of DOS Households Accompanying Employees Overseas." The title recognized the ad hoc support that some overseas missions had provided to members of employees' households outside the immediate family. For the first time, however, Chiefs of Mission now had written guidance from the Department describing a uniform worldwide policy to provide certain accommodations to previously unrecognized household members of mission employees. The new designation, "Member of Household," (MOH) includes unmarried partners without regard to sexual orientation, aging parents and other relatives or adult children "who fall outside the Department's current legal and statutory definition of family member." The Department decided not to include six of the items AFSA proposed: identification badges, inclusion of MOHs in emergency evacuations, training, access to the diplomatic pouch, access to the medical unit, and access to USG contract fares. The full text of the State Department's MOH guidance, with the proposed benefits that survived the process, immediately follows this section.

Despite its relatively limited scope, the new MOH policy has had a tremendously positive effect on the lives of GLIFAA members serving overseas and accompanied by partners. The Embassy in Berlin worked with the German Ministry of Foreign Affairs to create a standard written procedure for granting long-term residency permits to domestic partners. In eastern Europe, employees have reported good MOH support at posts from Warsaw to Bratislava to Sofia. Around the world, with the encouragement of GLIFAA members, posts in countries such as Morocco, Cape Verde, Israel and Japan have institutionalized local procedures to implement the MOH guidance. One member said that her post in Mozambique has been very supportive to her and her partner, providing access to all the MOH benefits, including assistance seeking employment at post. "As a result, she's happy and working and we feel like we're an integral part of the Embassy community." Implementation of the MOH guidance has not been consistent worldwide, however. In some cases a given post has balked at changing its policies. In those instances, the Department has made clear its commitment to the MOH guidance.

UNCLASSIFIED TELEGRAM
December 26, 2000

To:	ALL DIPLOMATIC AND CONSULAR POSTS
Origin:	PER
From:	SECSTATE WASHDC (STATE 242724)
Subject:	REAFFIRMING EXISTING PRACTICES: ASSISTING MEMBERS OF DOS HOUSEHOLDS ACCOMPANYING EMPLOYEES OVERSEAS

1. I have spoken about the "War for Talent" we are fighting to recruit and retain the best people for our Department. Given the difficulties of a career involving frequent relocation and service overseas under hardship conditions, we need to do all we can, to the full extent of the law, to ensure that we support all of our employees in keeping their households intact.

2. The State Department today—like many businesses and non-governmental organizations—assigns employees overseas whose households include not only spouses and dependent children, but also unmarried partners, aging parents, other relatives or adult children, who fall outside the Department's current legal and statutory definition of family member.

3. Under current legislation, certain privileges and allowances may only be extended to family members. This is the law and we need to keep closely following it. But as of today, I ask all Chiefs of Mission to ensure that, in compliance with current legislation, State Department practices are fairly and equitably applied in a consistent manner to all Members of the Households (MOH) of State Department employees assigned to our missions abroad. Here I refer to those individuals who have accompanied the employee overseas and who the employee has declared to the Chief of Mission (COM) are a part of his/her household and who will reside at post with the employee.

4. I believe COMs and their staffs must assist MOHs, while they are part of employee households, in the following ways:

- All missions will provide MOHs with assistance in obtaining appropriate residency permits and travel visas in accordance with local law.
- All U.S. citizen MOHs shall be included in the mission warden system.
- Employees shall be encouraged to complete emergency locator cards for all MOHs.
- If an MOH can legally work in the respective country (including having any necessary work permits), they shall be considered for PIT, PSC, PSA and FSN positions as appropriate for their citizenship.
- MOHs shall have access to CLO and FLO sponsored activities and programming within existing policy and regulations.
- MOHs shall, with their permission and at the employee's request, be included in post telephone and address listings.
- COMs and their staffs may include MOHs in all events officially sanctioned by post on the same basis as family members.
- Recognizing that cultural differences may mean that an American employee's household may not necessarily mirror households in foreign countries, COMs shall work to ensure that the official American community environment is as welcoming as possible.

5. This policy means additional responsibilities for employees as well: Employees will ensure that their MOHs comply with all laws, regulations and policies affecting the official American community. Employees shall be responsible for ensuring that the post is informed of all individuals whom they declare to be Members of their Households using the check-in procedures or other means established by post.

6. Until further clarification is issued, MOHs shall be considered members of family for the purpose of anti-nepotism regulations in 3 FAM 142.

7. In implementing these measures, the Department reminds posts of the non-discrimination policies outlined in 3 FAH-1 H-1500, and expects posts to ensure that all employees have the opportunity to take advantage of these measures, if the employees so desire.

8. This cable does not supersede Eligible Family Member or veteran preference guidelines in hiring. All MOH initiatives should be carried out in accordance with applicable law and State Department regulations.

9. Employees must report all foreign national MOHs to HR/CDA as required by 3 FAM 4100 (employee marriage, equivalent bonds, and cohabitation).

10. Should unforeseen limitations on current Eligible Family Members' benefits and arrangements result from the above, the Chief of Mission will protect such benefits and arrangements.

TALBOTT

Reaching State's Sister Agency: USAID

Representing about 20 percent of the GLIFAA membership today, USAID foreign and civil service employees have participated in GLIFAA's activities and activism from the beginning. Rebecca Maestri recounted when she first learned about the organization: "Philip Katner invited me to a meeting not long after I joined USAID and not long after I came out. At the time I knew little about the policy issues of GLIFAA and was simply seeking ways to network with other gay and lesbian employees." Soon after, Maestri joined Katner and others for an informal brown bag lunch for gay employees of State and USAID, the first of which began in 1995-96, and included GLIFAA members and non-GLIFAA members alike.

The lunches offered an informal environment for gay and lesbian employees to meet socially and network professionally, and they were an important connection for many civil service employees who had not connected with GLIFAA or GLOBE previously. For several years, Maestri maintained a growing electronic mailing list of about 25 gay and lesbian employees, known as the "lunch bunch," who would meet for lunch monthly and stay connected on social and professional matters via e-mail. When USAID moved out of the Main State building and into the Ronald Reagan Building in 1998, this network expanded to include employees in the Commerce Department and other agencies in the Federal Triangle area in downtown Washington. More critically, the "lunch bunch" became an important resource for new gay and lesbian employees at USAID who had not yet heard about GLIFAA because of USAID's physical separation from Main State and their inability to access information about GLIFAA through the same internal channels.

Ultimately this linkage through Maestri and others provided the foundation for formally reconnecting numerous new and long-time USAID employees with the group, beginning in 1999-2000. Ajit Joshi, who joined the Agency in 1998, said he was eager to a find a group of peers that could provide support during his transition to being out in the workplace. He heard about GLIFAA from members of USAID's "lunch bunch," who suggested he attend an event or meeting. "I decided to seek out GLIFAA to meet other foreign affairs professionals who had successfully come to terms with their sexual identity while making great strides in their career," he said. Joshi became more and more involved in GLIFAA activities over the next year, taking great interest in promoting equal rights for gay employees. In October 2000, he became the first GLIFAA board member from USAID as the Vice President for Partner-

ship. Joshi's involvement in the group mobilized other USAID employees to become more involved in the group and expand GLIFAA's presence.

The last two years have seen GLIFAA's visibility and the activism of gay and lesbian employees increase dramatically at the Agency. After the announcement of the Member of Household (MOH) policy at the State Department, USAID employees Joshi, Maestri and Doug Brandi successfully worked with the receptive Director of Human Resources Marilyn Marton to ensure that USAID issued its own version of the MOH guidance. Thanks to their efforts, USAID reiterated this policy on May 10, 2001, five months after State set the policy for all foreign affairs agencies. GLIFAA members also collaborated with USAID's Office of Equal Employment Opportunity Programs (EEO) to issue a diversity statement that included sexual orientation in its policy of non-discrimination. On June 6, 2001, Administrator Andrew Natsios issued an Equal Employment Opportunity statement that explicitly included sexual orientation.

On the heels of this policy, USAID celebrated its first Gay Pride Month in June 2001, sponsoring a panel on "Gay and Lesbian Rights in the International Context" and advertising all GLIFAA Pride Month events through public announcements and prominent rainbow colored posters. Through the efforts of Erin Krasik at USAID and GLIFAA Vice President Damon Wilson at State, USAID formally and finally recognized the presence and contributions of gay and lesbian employees in the Agency. A long-time USAID employee commented that in his 20 years of service, seeing the Gay Pride posters that June made him feel, for the first time, a valued member and employee of USAID.

With the increased visibility of gay and lesbian issues, Joshi and Krasik were jointly recognized by EEO and USAID's Administrator in October 2001 with Equal Employment Opportunity Awards in recognition of their achievements to promote diversity in the workforce. In doing so, USAID, at the highest levels, officially endorsed a policy of diversity that included sexual orientation and that recognized GLIFAA's efforts as a critical component in promoting inclusion and equality in the Agency. "USAID has supported my personal and human rights convictions that GLBT employees merit the same rights, privileges, and responsibilities as their heterosexual counterparts," said Joshi. "I feel incredibly lucky to have a safe and supportive workplace in which I have been comfortable with not only coming out, but being recognized as a credible voice on incorporating GLBT concerns into personnel policies and procedures."

June 6, 2001
USAID/General Notice

ADMINISTRATOR

SUBJECT: Equal Employment Opportunity Policy

The mission of the United States Agency for International Development is to work with other nations to help develop opportunities that raise the quality of human life around the world. Given that our work is about people, and the systems by which their lives can be made better, it is appropriate that we ensure that our own employees are afforded a fair opportunity to develop themselves, and to contribute fully to the achievement of the USAID mission.

To that end, USAID will be guided in our human resources management practices by policies that are designed to elicit the best from our employees. Not only do we seek the most qualified persons to perform our tasks, but we also seek to acquire a workforce that is representative of the American people. This principle is based in law, and it is the right thing to do.

President Bush has stated: "Diversity represents one of our greatest strengths, and we must strive to ensure that all Americans have the opportunity to reach their full potential." Similarly, all managers and supervisors at this Agency must work to develop the human resources for which they are responsible, to provide challenging assignments in an equitable manner, and to assure that employees performing high caliber work are recognized for their contributions.

Our purpose as an Agency is best served by a diverse workforce that is free of discrimination on the bases of race, color, national origin, religion, sex, sexual orientation, age, and disability. Where workplace disputes arise, consistent with my management principles, I will expect management to be involved and to be creative in working to address employee concerns, to increase the prospect of constructive resolutions, and to decrease the divisiveness that such disputes engender.

While we must meet the specific requirements of Federal laws and regulations that require nondiscrimination and that govern affirmative employment practices, I believe that we have a shared interest in managing our workforce in an equitable manner. It will serve the United States' interests to have a talented, diverse workforce engaged in meeting the development challenges around the world.

I have asked the Office of Equal Opportunity Programs to keep me advised regarding progress and problems in this area. I expect Agency management at all levels to be proactive in addressing equal employment opportunity issues. I intend to do so, but it is the responsibility of us all.

Signed, Andrew S. Natsios

The Women of GLIFAA

...Although many male gay officers may no longer be content to hide in the diplomatic closet, it's not so true of their gay sisters. As in the United States in general, lesbians are less open in the workplace about their sexual preference than are male homosexuals—and that bodes doubly true in the still overwhelmingly male, heterosexual world of the foreign service. One lesbian FSO [foreign service officer], who requested anonymity, said most gay female employees she knows find GLIFAA somewhat sexist. "My friends won't join GLIFAA," she says, pointing out members of its all-male leadership are publicly open about their sexual preference. "They say it only addresses male issues and turns a blind eye to the situation of gay women." One recent meeting drew 50 men and only four women, said the woman, who is a GLIFAA member.

Unlike gay men, lesbian FSOs find themselves in a more complicated political climate. Many who already feel discriminated against because of gender are unwilling to risk additional bias due to sexual preference. "Most lesbians think it's too difficult a lifestyle to live overseas with a partner," noted the FSO, although her own long-term partner has agreed to travel with her to post. Indeed, gay women are usually more private about their sexual preference than are male homosexuals. Only one of the handful of lesbian FS employees contacted for this piece agreed to be interviewed, and only if her name was not published.

—*Foreign Service Journal*, November 1996, "The Issue of Sexual Preference" by Richard Gilbert

Five years after the ***Foreign Service Journal*** ran its article declaring, "Male gay FSOs finding more acceptance, fairness; Lesbians still closeted," the same declaration can be made about the foreign affairs agencies—among both civil and foreign service employees—and about GLIFAA. Over the past few years, the participation and visibility of lesbians in the organization have increased, especially with the presence of new lesbian employees who have reached out to other women. In general, however, many lesbians and bisexual women prefer to remain private about their personal lives, especially if posted overseas in closed or sexist cultures.

In many countries, the homosexual male environment is more visible than that for females, so it is easier for gay men to build a support network, make friends and meet people, said one GLIFAA female member. "By contrast the women's scene requires 'unearthing,'" she said, which can be difficult or frustrating at best—and patently unsafe in some traditional societies where women already have second-class status and lesbians live in jeopardy. The result is that the choice to be out for some lesbians can be extremely isolating overseas if they do not find support in the Embassy or local society and cannot locate a lesbian community; instead some prefer not to accept that risk at all.

Even in the civil service or in Washington, many lesbian employees seem to prefer to keep a low profile. Women, who already encounter a glass ceiling or discrimination in the workplace, and especially those who are untenured, may choose to keep their personal life out of the office and seek support and connections with the lesbian community elsewhere. Like the gay males in the early years who knew about GLIFAA from friends, but chose not to be members, lesbians in foreign affairs are often still concerned about discrimination in promotions and job security and may be interested in the work of GLIFAA but unwilling to affiliate, at least for now.

To some degree this is changing. Today women comprise about 10 percent of GLIFAA's membership list and for the first time in 2001, two women, Erin Krasik and Angela Martin, were elected to the GLIFAA board. Both have worked hard to increase the participation of lesbian members in GLIFAA and their mere presence on the board sends an important message. "I found that the women have come out of the GLIFAA closet once we were able to constitute a critical mass in the group," said Krasik. "No one likes to be the token, and I know for a fact that several GLIFAA women who previously turned away from the organization have found it easier, as have I, to make room for ourselves and other women when our sisters are around." Just as important, she said, when people feel they are welcomed and there is room in an organization for them, they are more willing to commit themselves to the goals of that group.

Many female GLIFAA members agreed that while the group has always welcomed lesbians into the organization, sometimes it is important for the appeal for women members to come from another lesbian. Others called for greater outreach, information, and expanded employee awareness about GLIFAA as a resource. "Only by raising our visibility and being an example will we get more women involved," explained member Meridith Wolnick. "We need to build our community like the men have, set up the support network, and welcome each other with open arms."

Those Who Left

Reprinted in the GLIFAA Newsletter, June 2001

The following is a letter of resignation from the Foreign Service from former GLIFAA Vice President for Partnership Manish Mishra. Manish will start graduate studies in comparative religion at Harvard Divinity School this fall. The GLIFAA Board is sad to lose a dedicated and thoughtful colleague, and we wish Manish and his partner the very best.

Gretchen Welch
Director General, Acting
U.S. Department of State
Washington D.C. 20520

Dear Acting Director General Welch:

It is with regret that I tender my resignation from the U.S. Foreign Service effective Monday, June 18, 2001. While my tenure with the Foreign Service has been personally meaningful, I now intend to pursue opportunities outside the U.S. government.

As you are aware, I have been an outspoken advocate of issues affecting gay and lesbian officers. While the Department has made laudable strides on this front during the last year, the fact is that it simply is not doing enough. Whereas the private sector increasingly recognizes domestic partners as an integral part of an employees' family, the Department continues to treat domestic partners as something less than full-fledged family members. The Department's approach to this issue not only bucks the private sector trend, but heaps insult on top of the continuous financial injury that gay and lesbian employees face by denying the humanity of our committed relationships. When private sector employers are willing to do better, there is little incentive to remain in government service…

At a time when the Foreign Service is actively competing against the private sector for the recruitment and retention of the best and brightest, such treatment of employees is anachronistic. It typifies "old school" Foreign Service thinking that assumes that junior and mid-career employees will put up with such abuse because they have no choice. Wrong. The reality of the new economy is that it is fluid and dynamic, and that we all have options….

I tender this resignation with great regret —working for the Foreign Service had been my "dream career" since junior high school. But the fact that this is my dream career cannot compensate for …the fact that my life partner is treated like a second-class citizen, and that I have faced undue financial hardship in paying out-of-pocket for his Foreign Service-related travel and medical expenses.

…It has been a great honor to represent my country and to uphold and advocate the values inherent in our constitution and way of life. I would have been very happy to continue doing so for several more years, perhaps until retirement, if the realities outlined above were different. I thank you, and the Department, for the opportunity of having lived my life's dream, however imperfect that dream turned out to be.

Sincerely,
Manish K. Mishra

The Future of GLIFAA

The only guide we have to contemplating our future is our past. Just as the climate in 1992 was markedly different from today, the climate ten years in the future holds the promise of similar changes. Ten years ago, employees could still have their security clearances denied or revoked simply for being homosexual. Today, the State Department offers benefits to our domestic partners under the Member of Household (MOH) policy. There are still obstacles, and many employees each year still decide that the hardships for gays and lesbians in the foreign affairs agencies are too great to bear. Yet as hard as it may be to believe today, perhaps in 2012 we will enjoy full benefits for our domestic partners, including health and pension benefits and the status of Eligible Family Member (EFM).

Tom Gallagher was the first foreign service officer to come out publicly in 1973. Gallagher, a panelist at a gay activism conference, was interviewed by the ***Washington Post*** about the conference and being a gay employee in the federal government. In a 1992 article in the ***Foreign Service Journal***, Gallagher explained that he left the foreign service in 1976, concerned that his career would be limited. He returned in 1994, not long after GLIFAA's founding, surprised at the changes he encountered. "There is a different atmosphere now," he told the ***Journal.*** "It's amazing to me that GLIFAA concerns itself with issues like benefits for gay partners. Such a thought never occurred to be when I was fighting just for the right to work for the federal government."

GLIFAA's focus will inevitably shift in the future. In the near term, we will continue to press for greater recognition of ourselves and our partners within the foreign affairs community, including consistent application of the MOH policy. During this last year, GLIFAA members overseas have reported differences in the way missions have interpreted the guidance; a few have had difficulties obtaining visas for their partners. "The differences between my two last posts highlight the arbitrary nature in how management deals with gay/lesbian issues," says member Ava Rodgers, presently posted overseas. "If you're lucky and get a good management team or other gays and lesbians at post, then things may be okay. But this shouldn't be a matter of luck." Some gay and lesbian employees requesting MOH accommodations have even had to deal with a backlash and fear of retribution from supervisors who are hostile to the policy. GLIFAA must continue to ensure that the policies we have fought for are fully understood, implemented and followed.

Visibility will continue to be important, and so we must continue to conduct events that raise our visibility, like our annual Pride celebrations and diplomatic receptions, brown bag lunches and round table meetings, educational and informational panels, professional networking opportunities, and our monthly social events. GLIFAA must work harder to connect with underrepresented groups in our membership—women, minorities, and members of the Foreign Agricultural Service, the Foreign Commercial Service, and the increasing number of federal agencies with personnel stationed abroad. And we must be relevant to a diverse community within our agencies, continuing to educate management and our colleagues and reaching out to new constituencies, such as new and prospective employees, gay and lesbian students interested in international affairs, and straight co-workers and allies.

"The old way of doing things won't work anymore for the State Department," says Bryan Dalton. "Young people today are out in college or graduate school, and they are appalled at the thought of going back into the closet when they enter the work force, of having no benefits, of being unequal. I was concerned [when I was president] about educating this generation too much about the past for fear that they feel they have to trim their sails and change their behavior in order to advance in the organization," he recalls. "It is society, State and GLIFAA that must continue to change and we have to be part of that process."

There is also more that the foreign affairs agencies can do in recognition of our families, so GLIFAA will continue to push for expanded domestic partner benefits. In seeking health insurance and pension benefits for our partners, topics outside the purview of the State Department, we will need to work with Federal GLOBE and other allies to advance those causes.

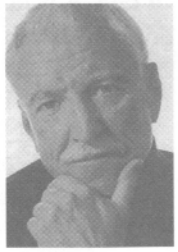
It often seems that progress moves at a snail's pace. Especially for those working in the trenches, it may seem at times that there is a complete lack of progress. But it is truly remarkable to look at our history over the course of ten short years and contemplate how far we have come. GLIFAA's first president David Buss notes, "Before GLIFAA, few people were aware of the special attention homosexuals received from diplomatic security; frankly, few people stopped to think about the plight of a colleague in a committed relationship whose significant other qualified for none of the benefits EFM's have always taken for granted. Our most significant achievement may be simply that there now exists a greater conscience among our colleagues."

"We are no longer sitting in dignified silence, but have come out and told our stories in a dignified manner," Buss says. We are, after all, in the diplomatic corps, and I'd like to think that we made it possible to boldly announce ourselves but without losing anyone's respect in the process."

In fact, it is nearly impossible to look at the timeline in this folio and not be convinced that we are living in times of historic change. There is no turning back. We will achieve our goals. The only question is how soon.

Biographies of Distinguished Current and Former Gay and Lesbian Officials in the U.S. Department of State and U.S. Agency for International Development

JAMES C. HORMEL
U.S. Ambassador to Luxembourg
2000-2002



On June 4, 1999, James C. Hormel was granted a recess appointment to be Ambassador to Luxembourg. Mr. Hormel was originally nominated in October 1997, and re-nominated on January 6, 1999. The first openly gay U.S. Ambassador in history, Mr. Hormel was sworn in by Secretary of State Madeleine Albright on June 29, 1999.

Mr. Hormel has devoted his life to the advocacy of basic human rights, social justice, and the well being of all individuals. In the course of 30 years of working with top business, government, and academic leaders, he has sought to create, fund, and initiate major programs addressing these concerns and to involve others in public service. He is recognized nationally for his ability to bring together people of different backgrounds and perspectives to form bridge-building coalitions based upon shared values and mutual interests.

Mr. Hormel is Chairman of Equidex, Inc., a San Francisco firm that manages his and his family's investment and philanthropic activities. He is an alumnus of Swarthmore College, where he has been as a member of the Board of Managers since 1988 and where he recently established a faculty chair in Social Justice. He received his JD degree from the University of Chicago Law School, where he subsequently was Assistant Dean and Dean of Students. From 1987 to 1990, he was a member of the Visiting Committee of the Law School, and from 1991 to 1994, he was Chair of the Committee. In 1986, he established the James C. Hormel Public Service Program at the Law School to encourage law students to go into public service.

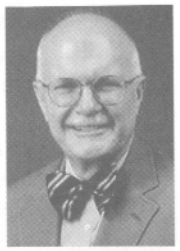
Mr. Hormel is a founding director of The City Club of San Francisco, created to bring together community leaders of diverse backgrounds. He also is a member of the Board of Directors of the San Francisco Chamber of Commerce. In 1999, he was elected to the Board of Trustees of the World Affairs Council of Northern California. Mr. Hormel served as Alternate Representative of the United States Delegation to the 51st United Nations General Assembly. He also was a Member of the United States Delegation to the 51st UN Human Rights Commission that met in Geneva, Switzerland, in early 1995. In 1995 and again in 1997, he served on the Western States Regional Selection Panel for the President's Commission on White

House Fellowships. In 1995, he participated in the President's Conference on the Pacific Rim, and the following year he was a member of Mayor Willie Brown's Economic Summit in San Francisco.

During the last decade, Mr. Hormel has assisted in creating the structure and programs for several community service organizations. He has been instrumental in developing resources for direct service organizations such as the San Francisco AIDS Foundation, Project Open Hand, AIDS Emergency Fund, and Shanti Project, which serve the HIV and AIDS community in San Francisco. At the national level, Mr. Hormel is a member of the Board of Directors of American Foundations for AIDS Research and the Human Rights Campaign Foundation. He is an honorary or advisory member of several other boards, both locally and nationally. In April of 1996, the New Main Library opened in San Francisco. The library includes the Gay and Lesbian Center, which is named after Mr. Hormel in recognition of his contributions to its establishment. The Center is the first of its kind in a public facility and houses the largest collection of gay and lesbian literature and history in the world.

Mr. Hormel's dedication to public service also is reflected in his political activities. In 1992, he was a member of the Democratic Platform Committee and was a Clinton delegate to the Democratic National Convention in New York, and in 1996, he returned as Delegate to the Democratic National Convention in Chicago. He was a member of the Host Committee for the 1984 Convention in San Francisco. He lives with his partner, Timothy Wu.

A. PETER BURLEIGH
U.S. Ambassador to Sri Lanka and
the Republic of the Maldives
1995-1997



Peter Burleigh served as Deputy Representative of the United States to the United Nations from August 1997 until December 1999. He was Chargé of the Mission from September 1998 to August 1999. Ambassador Burleigh represented the United States in the Security Council, the General Assembly, and at other major Untied Nations bodies. During his period in charge, the Security Council considered the Iraq, Kosovo, and East Timor crises, along with many African issues.

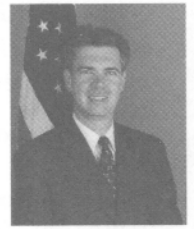
Immediately prior to his New York post, Mr. Burleigh served as the U.S. Ambassador to Sri Lanka and the Republic of the Maldives (1995-1997). He has held senior positions at the State Department including: Principal Deputy Assistant Secretary of State for Personnel (1992-1995), Coordinator of the Office of Counter-Terrorism, with the rank of Ambassador (1991-1992), Principal Deputy Assistant Secretary of State for Intelligence and Research (1989-1991); and Deputy Assistant Secretary of State, Bureau of Near Eastern and South Asian Affairs (1987-1989), with primary reposnsibilities for the Persian Gulf region. From 1985-1987, he headed the State Department office responsible for Iran and Iraq and, earlier in his career, he was deputy director for Saudi Arabia and the Gulf emirates. He has served in United States embassies in Nepal, Bahrain, and India, as well as Sri Lanka.

Mr. Burleigh was born in Los Angeles, California, on March 7, 1942, and graduated form Hollywood High School. He received his undergraduate degree from Colgate University in 1963, majoring in anthropology and sociology. He served in the Peace Corps (1963-1965) in Nepal, doing community development work in the far west of that country. He is fluent in Bengali, Hindi, Nepali, and Sinhalese.

Ambassador Burleigh joined the Foreign Service of the United States in 1967, after spending a year as a Fulbright scholar in Nepal. He is a member of the Asia Society, the American Academy of Diplomacy, and the American Foreign Service Association. He retired after 33 years service in August 2000. In October 2000, he was awarded the Secretary of State's Distinguished Service Medal, and in December 2000, he was designated for a Presidential Distinguished Service Award by President Clinton.

Now resident in Fort Lauderdale, Florida, in retirement, Burleigh has involved himself in local Democratic Party politics, Everglades restoration work, and the study of tropical gardening and Spanish.

MICHAEL GUEST
U.S. Ambassador to Romania
2001-present



Michael Guest, the first openly gay career foreign service officer to be appointed U.S. Ambassador, was sworn in on September 18, 2001, by Secretary of State Colin Powell, who also recognized Guest's partner, Alex Nevarez. Mr. Guest took up his duties as the new U.S. Ambassador to Romania on September 24, 2001. A 20-year career veteran of the U.S. diplomatic service, Mr. Guest has specialized in European affairs. His expertise is concentrated on security policy, including NATO, and on strengthening civic society and the rule of law.

Mr. Guest joined the Foreign Service in 1981 and was posted to the U.S. Consulate General in Hong Kong shortly thereafter. From 1983 to 1985, he worked on political-military issues in the Office of European Security and Political Affairs, serving for part of that period as a member of the U.S. delegation to arms control negotiations with the then-Soviet Union. He was posted to the U.S. Embassy in Moscow as a Political Officer in 1987, returning to Washington in 1989 to take up new duties as Deputy Director for Political Affairs in the Office of European Security and Political Affairs. In that capacity he exercised responsibility for political discussions at NATO; organized U.S. participation in the then-Conference on Security and Cooperation in Europe (CSCE); and was a member of the U.S. delegation to the "Two-plus-Four" talks which eventually gave rise to Germany's reunification. In 1991, he was assigned to the U.S. Embassy in Paris, France as Deputy Political Counselor. He later served (1996-99) as Deputy Chief of Mission at the U.S. Embassy in Prague in the Czech Republic, working with the host government on many of the same issues that are current in Romania.

Before coming to Bucharest, Mr. Guest served as Acting Assistant Secretary for Legislative Affairs at the Department of State from January through May 2001. In that capacity, he was responsible for managing, on a day-to-day basis, the Department of State's dialogue with Congress on foreign policy issues. He served previously in the Bureau of Legislative Affairs as Principal Deputy Assistant Secretary since May 1999. Mr. Guest also has served as Assistant Press Secretary at the White House (1985-86) and, from 1994-96, as Deputy Executive Secretary of the Department.

Mr. Guest holds a Master's Degree in Foreign Affairs from the University of Virginia (Charlottesville, Virginia) and a Bachelor of Arts Degree in History and Political Science from Furman University (Greenville, South Carolina). Before joining the Foreign Service, he also pursued postgraduate studies in international economics at the University of Toulouse in Toulouse, France. Mr. Guest is 44 years old and is accompanied at post by his partner, Alex Nevarez.

CHRISTOPHER J. HOH
Deputy Chief of Mission
Embassy Sarajevo (Bosnia)



Christopher J. Hoh serves as Deputy Chief of Mission, the number two position, at the U.S. Embassy in Sarajevo, Bosnia, where he has been since August 2000. A career member of the U.S. Foreign Service, Mr. Hoh was previously Deputy Director of the U.S. State Department Office for South Central Europe, serving as its acting director during much of the Kosovo crisis in 1998 and 1999. He has been assigned to Bonn, Germany (1991-94); the United Nations in New York (1987-89); and Lima, Peru (1984-86). He also served in the State Department Operations Center (1996-97), the Inter-national Organizations Bureau in Washington (1986-87), and as a civilian peacekeeping observer in Egypt's Sinai desert (1989-91). His UN-related jobs have taken him to more than a dozen countries in Africa, Asia, and Europe for consultations on political, economic, and human rights issues

Mr. Hoh is a native of Reading, Pennsylvania. He attended Georgetown University's School of Foreign Service, receiving a Bachelor's degree in international relations, law and organization. Before joining the diplomatic service, he worked in the UN Secretariat's NGO liaison office and on its oral history program. He also helped organize a variety of student model United Nations Conferences, serving as Secretary General of the National College Model UN in 1983.

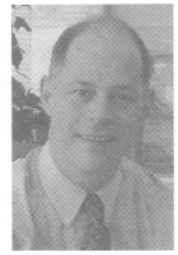
Mr. Hoh speaks German, Spanish, and some Bosnian. He and his partner make their home in Arlington, Virginia, where his hobbies include gardening and choral music. He is a published composer and a member of the Board of Directors of the Alexandria Choral Society.

GREGORY S. SLOTTA
Deputy Chief of Mission
Embassy Algiers (Algeria)

Gregory Slotta arrived in Algiers in September 2001 to serve as Deputy Chief of Mission at the U.S. Embassy. His prior assignments include service as a Special Assistant to Secretary of State James Baker (1989-90), and overseas assignments in Georgetown, Guyana; the Hague, Netherlands; Rio de Janeiro, Brazil; Minsk, Belarus and Skopje, Macedonia. Mr. Slotta speaks Spanish, Portuguese, Russian, Macedonian, Dutch and French. He is single.

Born on June 30, 1959, in Madison, Wisconsin, Mr.Slotta holds a Bachelor of Arts degree from the University of Oregon in International Relations. Prior to joining the Foreign Service in 1984, he pursued post-graduate studies in Broadcast Journalism and International Relations at the University of Southern California in Los Angeles.

DENNY ROBERTSON
USAID/Romania
Mission Director



Denny Robertson joined USAID in 1983 as an International Development Intern and moved up through the ranks to his present position as USAID/Romania Mission Director. A Michigan native, after completing his undergraduate work in Natural Resources at the University of Michigan, Mr. Robertson joined the Peace Corps as a Community Development Officer in the Philippines, and then attended Michigan State University for graduate work in Community Development.

Mr. Robertson began his career in USAID as an openly gay employee, but his interest in GLBT rights was sparked while serving in South Africa during the days of the apartheid regime. One of the most prominent groups fighting the battle against apartheid, the gay community was recognized as an important civil rights constituency in South Africa, as repressed as other minorities in that country.

Mr. Robertson credits his ability to succeed as an openly gay officer to the mentoring from his supervisors that made sexual orientation a professional non-issue. His colleagues in USAID/South Africa were especially attuned to the dynamics of their host country and demonstrated a commitment to gay and lesbian issues that equaled their commitment to the anti-Apartheid movement. Among his mentors, Mr. Robertson lauds Carlos Pascual, now U.S. Ambassador to Ukraine, as one of the earliest people he encountered who typified diversity values inclusive of gay and lesbian issues in the workplace.

While serving in Thailand, Mr. Robertson met his partner, a citizen of the Philippines. Confronting the realities of Foreign Service life and the potential obstacles to their relationship, they decided to go overseas together. The support and sacrifice of his partner, an engineer by profession, allowed Mr. Robertson to successfully maintain his relationship and his career.

Mr. Robertson looks forward to the full integration of gay and lesbian issues and nondiscrimination policies into USAID's core working values and believes that domestic partnership benefits are essential to USAID's ability to retain employees. Mr. Robertson has resolved to be a role model for young employees because in his early career he found that many extraordinary gay and lesbian officers were not open about their lives. His advice to junior officers: to join the Foreign Service and know that being open about one's sexual orientation is not a detriment to one's career.



REBECCA MAESTRI
Regional Director
USAID Bureau for Asia and the Near East

Rebecca Maestri joined USAID in 1990, after almost a decade on Capitol Hill in the offices of Senator Alfonse D'Amato, Representative Connie Mack, and the Commission on Security and Cooperation in Europe (the Helsinki Commission). Ms. Maestri also worked as a special assistant with Robert Wray Associates, a law practice specializing in international trade and finance, and with the Center for Privatization to support programs to promote divestment of government-owned enterprises in over 50 developing countries.

At USAID, Ms. Maestri has put her international finance experience to work in both the Bureau for Europe and Eurasia, where she has managed programs to improve financial sector development and economic reform, and since 1999 in the Bureau for Asia and the Near East, where she is directing programs to respond to countries affected by the Asian financial crisis of the late 1990s.

Ms. Maestri's activities outside the office in the gay and lesbian community are equally important to her, and as significant. She has been a member of GLIFAA since the early 1990s and provided quiet guidance in GLIFAA's proposals leading up to the issuance of the Member of Household Guidance in 2000 at the Department of State and 2001 at USAID. Her contributions to GLIFAA are duly informed by her political and policy savvy and her substantial work in the Log Cabin Republicans. Ms. Maestri is an active and influential member of the Virginia chapter and national organization of the Log Cabin Republicans to help promote full inclusion of gays and lesbians in the Republican Party and in national political processes.

Ms. Maestri was the only female member of the "Austin 12" group of gays and Log Cabin members who met with then-governor George W. Bush during his presidential campaign to speak with him about issues important to the gay and lesbian community. At the press conference following the session, President Bush was quoted as saying, "I am a better man for this meeting." Ms. Maestri's forthright manner and commitment to inclusiveness are seasoned by her political acumen and good judgment, making her respected and listened to by even her more conservative colleagues. The April 2002 issue of ***The Advocate*** appropriately noted, "Don't be surprised if Rebecca Maestri is the first out lesbian appointed to a position by President Bush."

Ms. Maestri is a native of Syracuse, New York, and graduated from Skidmore College in 1979 with a Bachelor of Arts in government. She and her partner live in Northern Virginia.

GLIFAA Board Members

FISCAL YEAR	PRESIDENT	SECRETARY/TREASURER	VICE PRESIDENT FOR OUTREACH	VICE PRESIDENT FOR POLICY AND PARTNERSHIP	
	President	Records, Finance and Elections	Public Affairs and Outreach	Policy Issues and External Liaison	Partnership
1992	(F) David M. Buss	(C) John C. Wiecking	(F) Richard E. Hoagland	(U) Jan Krc	(F) Eric Nelson
1993	(F) David M. Buss	(C) John C. Wiecking	(P) David W. Larson	(U) Jan Krc	(P) Jene Thomas
1994	(C) Edward C. Pope	(F) Steven Alan Honley	(F) Edward Johns *	(U) Jan Krc	(F) Drew Mann
Change in By-Laws	President	Records, Finance and Elections	Public Affairs and External Liaison	Policy and Partnership	
1995	(F) Steven Alan Honley	(U) Charles Seifert **	(C) Jeff Austin	(C) Stan Hall	
1996	(F) Danny Hall	(F) Ted Osius	(F) John F. Guerra *	(F) John Long *	
1997	(C) Robert W. Hansen	(F) David DiGiovanna	(F) John F. Guerra *	(F) James P. Theis	
1998	(F) James P. Theis	(F) Russel Brown	(F) Mitchell A. Cohn	(F) Karl Olson	
1999	(F) Bryan Dalton	(F) Russel Brown	(F) Robert Heater	(F) David DiGiovanna	
2000	(F) Bryan Dalton	(F) Brook E. Hefright	(F) Christopher Lamora	(F) Manish Mishra *	
2001	(F) Brook E. Hefright	(C) Joshua Black	(C) Damon Wilson	(A) Ajit Joshi	
2002	(F) James P. Theis	(A) Angela Martin	(A) Erin Krasik	(A) Ajit Joshi	

(A) U.S. Agency for International Development (USAID)
(C) State Department Civil Service
(F) State Department Foreign Service
(P) Domestic Partner of one of the above
(U) USIA Foreign Service (now part of State)
* Retired / Resigned
** Deceased

GLIFAA Timeline

DATE	EVENT
1778	Lieutenant Gotthold Frederick Enslin is dismissed from the military after being found in bed with another soldier, making him the first known person discharged from the U.S. Army for homosexuality.
1919	The military revises the Articles of War to make sodomy a felony. The same year a sting operation conducted at the naval station in Newport, RI, leads to the arrest of 20 sailors on morals charges.
1943	The military issues regulations barring gay men and lesbians from serving in the armed forces on the basis of their sexual behavior.
1950	According to a Senate committee report, 121 State Department employees resigned or were dismissed following allegations of homosexuality from January 1, 1947 through November 1, 1950. The report concludes that homosexuality is contrary to the "moral fiber" of the nation, leading to more mass firings of government workers suspected of being gay.
1953	President Dwight Eisenhower issues Executive Order 10450, adding "sexual perversion" to the reasons federal employees could be fired.
1957	Robert McLeod, the State Department's chief security officer, claims that under his tenure (since 1953), 213 people left the Department after being charged with "sexual perversion."
1957	The Crittenden Report, a 639-page summary of an investigation undertaken by the Navy, says there is "no sound basis" for barring gays from the military as a security risk. The report goes so far as to conclude that "there is some information to indicate that homosexuals are quite good security risks." The military suppresses the report for nearly two decades.
1960-63	The State Department fires 185 gay employees during this four-year period.
1969	A police raid on the Stonewall Inn in New York City in the wee hours of June 28 leads to four days of battle between police and angry gays and lesbians. The riots mark the birth of the modern gay movement.
1971	Frank Kameny, who was fired in 1957 from his federal government job for being gay, becomes the first openly gay person to run for Congress.
1973	Tom Gallagher becomes the first Foreign Service Officer to come out publicly.
1974	The first federal bill banning job discrimination based on sexual orientation is introduced.
1975	Air Force sergeant Leonard Matlovich sues the military for reinstatement after being discharged because he is gay. Eventually, a federal judge orders his reinstatement, but Matlovich accepts a settlement of $160,000 to end the case. The lawsuit is the first in a series of discharges challenged by gay and lesbian personnel.
1978	The Civil Service Reform Act of 1978 lists sexual orientation discrimination in federal employment as a prohibited personnel practice.
1981	June 5 - A report on five cases of what would come to be known as AIDS appeared in the "Morbidity and Mortality Weekly Report" of the Centers for Disease Control.

1983	Facing an investigation by the House Ethics Committee over his relationship with a 17year-old male page, Democratic representative Gerry Studds of Massachusetts admits that he is gay.
1985	April - HIV, the virus that causes AIDS, is isolated in France and the United States.
1986	June - The U.S. Supreme Court, by a 5-4 vote, upholds Georgia's sodomy law in Bowers v. Hardwick.
1987	In response to a reporter who asks if he is gay, Democratic representative Barney Frank of Massachusetts answers, "Yes. So what?"
1988	October 11 - First National Coming Out Day, commemorating the first anniversary of the 1987 March on Washington for Lesbian and Gay Rights.
1989	Denmark allows same-sex couples to register their relationships.
1990	April 23 - President Bush invites national gay and lesbian organizations to a signing ceremony for the Hate Crimes Statistics Act.
1990	November - President Bush signs the Family Unity and Employment Opportunity Act, removing the "sexual deviation" clause used since the McCarthy era to exclude gays and lesbians from entering the country or becoming naturalized citizens.
1992	March 8 - Gays and Lesbians in Foreign Affairs Agencies (GLIFAA) founded by eight gay State Department, USAID, and USIA members gathered at David Buss and David Larson's house.
1992	March 13 - First GLIFAA organizational meeting held by larger group at Bryan Dalton's house.
1992	Federal GLOBE (Gays, Lesbians, and Bisexuals of the Federal Government), an umbrella group with chapters in most departments and agencies of the federal government, is founded.
1992	July - The Foreign Service Journal publishes a seven-page article, "Gays in the Foreign Service: Debunking the Security Myth."
1992	August 10 - A USAID General Notice on "Equal Opportunity Policies and Operational Guidance" includes sexual orientation in its "goal of a diverse workplace free of discrimination."
1992	December 2 - Department of State Director General Genta Hawkins-Holmes issues statement that "sexual orientation does not constitute a basis for denial of employment or security clearance."
1993	At the very start of his first term, President Clinton seeks to lift the ban on gay service personnel. The uproar in Congress is so strong that he is forced to back down. "Don't ask, don't tell" is crafted as a compromise and backed by Joint Chiefs of Staff Chairman Colin Powell. It becomes policy on July 19.
1993	February 26 - GLIFAA's first newsletter is published. The newsletter will be issued quarterly until October 2000, when it evolves into a monthly publication.
1993	April 25 - GLIFAA members participate in the March on Washington for Gay and Lesbian Civil Rights.
1993	June - GLIFAA members march in Washington's Pride March for the first time behind their own banner.

1993	August - The Department of State's announcement of its annual Foreign Service examination, to be offered November 13, includes sexual orientation in its equal opportunity statement for the first time.
1993	August 5 - The Senate unanimously confirms Bruce Lehman as assistant secretary in the Commerce Department and Commissioner of Patents and Trademarks. Lehman's is the second openly gay executive nomination to be confirmed by the Senate, closely following that of Roberta Achtenberg as an assistant secretary in the Department of Housing and Urban Affairs (by a 58-31 vote).
1993	October - Congress passes the Hate Crimes Sentencing Enhancement Act, stiffening sentences for federal hate crimes including those targeting gays.
1994	March - The Immigration and Naturalization Service grants asylum to a persecuted gay man from Mexico, the first time the INS has ever granted asylum on the basis of sexual orientation (asylum had been granted in some earlier cases by courts hearing appeals of INS asylum refusals).
1994	April 22 - Secretary of State Warren Christopher signs a revised nondiscrimination policy for all Department of State employees protecting employees and applicants for employment from unfair treatment or discrimination based on sexual orientation.
1994	Wisconsin representative Steve Gunderson becomes the first GOP congressman to come out. In 1996, GOP representative Jim Kolbe of Arizona follows suit.
1994	Army colonel Margareth Cammermeyer is ordered reinstated in the National Guard by a federal court. Cammermeyer, who served in Vietnam as a nurse and won a Bronze Star, becomes the subject of a television movie.
1995	June - The first Department-wide Gay, Lesbian and Bisexual Awareness Month is held at the Department of Commerce.
1995	August 7 - President Clinton issues an executive order barring discrimination based on sexual orientation in the granting of security clearances.
1995	November 16 - Canada extends some spousal benefits to gay federal employees, including benefits related to foreign assignments.
1996	The Senate votes on the Employment Non-Discrimination Act (ENDA), a bill to ban antigay job bias. The measure fails by a single vote, 50-49.
1996	A Hawaii court rules that the state has not proved that it has a "compelling interest" for banning gay marriage. Concern over the case leads Congress to overwhelmingly pass the Defense of Marriage Act (DOMA).
1996	March 8 - The Department of State recognizes GLIFAA as an official employee organization under 6 FAM 1767.
1996	April 17 - GLIFAA hosts a roundtable discussion between GLIFAA members and management, entitled "Out at State." USAID, DG, DS, and EEO are all represented at the Deputy Assistant Secretary level.
1996	May 15 - The AFSA governing board votes to pass GLIFAA's first domestic partnership benefits proposal to management with the comment, "AFSA takes no position on the merits of the proposal." The proposal subsequently dies, not to be resurrected until 1999.

1996	May 20 - In a 6-3 decision, the U.S. Supreme Court declares Colorado's anti-gay Amendment Two (which would have banned local jurisdictions from enacting protections on the basis of sexual orientation) unconstitutional.
1996	April 30 - "Ellen" comes out on the popular television comedy series.
1996	August - The Department of Commerce issues a non-discrimination policy that prohibits discrimination based on sexual orientation.
1996	November - The Foreign Service Journal publishes a 10-page cover story, "Focus on Discrimination in the FS: The Issue of Sexual Preference."
1997	March 22 - Secretary of State Madeleine Albright issues a non-discrimination statement that includes sexual orientation (in line with the policy established by her predecessor) and a simultaneous statement on the Prevention of Sexual Harassment in the Workplace.
1997	June - GLIFAA establishes its own web site.
1997	November - President Clinton nominates philanthropist James Hormel as U.S. ambassador to Luxembourg. The Senate GOP leadership holds up the nomination for 20 months because Hormel is gay.
1997	December 19 - State Department publishes "Grievance Procedures for Sexual Orientation Complaints," a process championed by GLIFAA President Bob Hansen.
1998	April 14 - GLIFAA hosts a round-table discussion at State with representatives from the Swedish, Danish, Canadian, and Australian Embassies in Washington to discuss partnership issues.
1998	May 28 - President Clinton signs an executive order banning anti-gay discrimination in federal civilian service.
1998	June 12 - GLIFAA sponsors a performance by the Lesbian and Gay Chorus of Washington in the State Department cafeteria as June Pride Month is celebrated for the first time at the Department.
1998	October - Openly gay University of Wyoming student Matthew Shepard is murdered, sparking spontaneous vigils and demonstrations across the country.
1998	October - GLIFAA organizes first annual Reel Affirmations film fest group movie outing.
1998	November 3 - Voters in Alaska and Hawaii approve measures to block same-sex marriages. As a result, the Hawaii case is dismissed as moot the following year.
1998	November 3 - Tammy Baldwin, a Wisconsin Democrat, becomes the first openly lesbian or gay candidate elected to the House as a non-incumbent.
1999	January 19 - President Clinton becomes the first president to mention gay and lesbian issues in the State of the Union address.
1999	January - GLIFAA holds its first annual retreat.
1999	January-April - Three GLIFAA members submit Foreign Service Residence and Dependency Reports (OF-126 forms) to request addition of partners as employees' dependents. All three are rejected on the grounds that the relationships in question did not fit the regulations.
1999	The Vermont Supreme Court rules that the state must grant gay and lesbian couples the same rights as married couples.

1999	April 30 - GLIFAA holds its first annual reception for the diplomatic community.
1999	May 21 - GLIFAA is chosen to chair the Equal Employment Advisory Council (in its final year of existence, as mandated by the Palmer and Thompson consent decrees).
1999	June 1 - Denmark grants all the benefits of marriage to same-sex couples in registered partnerships.
1999	June 29 - Secretary of State Madeleine Albright swears in James Hormel as U.S. ambassador to Luxembourg, the first openly gay U.S. ambassador.
2000	February 14 - Rep. Jerrold Nadler introduces the "Permanent Partners Immigration Act," which would permit U.S. citizens to sponsor their foreign partners for immigration to the United States. As of February 2002, the bill had 88 co-sponsors.
2000	April - Millennium March on Washington for Lesbian and Gay Equality.
2000	June 1 - Civil unions become legal in Vermont, granting all the benefits of marriage to same-sex couples. Official recognition of Vermont civil unions by other jurisdictions is largely untested.
2000	September - GLIFAA launches an improved web site at www.glifaa.org.
2000	October 15 - GLIFAA's newsletter becomes a monthly publication.
2000	November 16 - GLIFAA hosts its second annual reception for the diplomatic community, drawing 90 people.
2000	December 26 - The Department of State issues "Member of Household" guidance, reminding Chiefs of Mission overseas that all persons residing with mission employees (specifically including domestic partners) are part of the mission community, that missions must assist MOHs with visa and residency issues, and that MOHs are to be included in mission events that include other family members.
2001	January 15 - The Army drops its plan to dismiss openly gay Arizona state representative Steve May from the Army Reserve after May agrees not to reenlist when his term as a reservist ends.
2001	January 20 - Mary Cheney, the openly lesbian daughter of Vice President Dick Cheney, attends her father's and President George W. Bush's inauguration with her partner, Heather Poe.
2001	May 11 - Portugal creates "registered partnerships," with all the benefits of marriage except for adoption and immigration rights.
2001	May 18 - Paris elects openly gay Bertrand Delanoe as mayor.
2001	April 1 - The Netherlands becomes the first country to legalize same-sex marriage.
2001	April 9 - President Bush appoints Scott Evertz as director of the White House Office of National AIDS Policy, making Evertz Bush's first openly gay appointee and the first gay person to head the AIDS office.
2001	May 2 - Anthony Romero, a 35-year-old gay Latino, is named executive director of the American Civil Liberties Union.
2001	May 10 - USAID issues its own Member of Household policy, in line with the December 26 State Department guidance.

2001	June 1 - The White House declines to issue a gay pride proclamation, as it had done under President Clinton, saying, "The president believes every person should be treated with dignity and respect, but he does not believe in politicizing people's sexual orientation."
2001	June - GLIFAA at USAID celebrates June Pride Month at the Ronald Reagan Building for the first time.
2001	June 6 - USAID Administrator Andrew Natsios reissues an Equal Employment Opportunity Policy, explicitly promoting "a diverse workforce that is free of discrimination on the basis of race, color, national origin, religion, sex, sexual orientation or disability."
2001	June 15 - Openly gay Klaus Wowereit is selected as interim mayor of Berlin. In October, citizens overwhelmingly elect him to a full five-year term.
2001	June 21 - Romania decriminalizes gay sex, in part to increase its chances of being accepted into the European Union.
2001	June 29 - U.S. surgeon general David Satcher says there is no evidence that sexual orientation can be changed.
2001	August 1 - Germany creates "life partnerships," granting same-sex couples all the benefits of marriage except for adoption.
2001	September 18 - Secretary of State Colin Powell swears in openly gay career foreign service officer Michael Guest as Ambassador to Romania. Guest's partner, Alex Nevarez, who will accompany him to post, is recognized at the ceremony by the Secretary.
2001	October 11 - New York governor George Pataki issues an executive order granting the surviving partners of gay and lesbian victims of the September 11 World Trade Center attacks benefits, equal to those of heterosexual victims' spouses, from the state's Crime Victims Board.
2002	January 1 - Finland institutes same-sex unions, granting couples all the benefits of marriage except for adoption.
2002	February - GLIFAA produces a brochure, "Sexual Orientation and the State Department: Answers to Frequently Asked Questions," which is included in the initial package of materials given to incoming junior officer classes, along with a GLIFAA-produced Domestic Partner Benefit chart.
2002	May 10 - GLIFAA celebrates its 10th anniversary with a diplomatic reception at the DACOR Bacon House.

GLIFAA would like to thank the following members and contributors for their support of this Retrospective and of GLIFAA's 10th Anniversary.

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David Ponsar and Terry Anderson
John Wiecking

Special thanks go to Ajit Joshi for his support, writing and editing; the editorial expertise of Steve Honley; Bob Gilchrist and Maria Gaycheck for their input and support; Melody Crallie for the design; and all the GLIFAA members who generously offered to share their stories to make this Retrospective possible.