

arrangements to take the commission to court, shortly after learning that he was one of those whose employment was to be terminated. The department pointed out that neither of the FSO 4s had been a voting member of the promotions board, but the court nonetheless found in Millard's favour. As events turned out, the possibility of reinstating Millard did not arise, because he left the department in July for other employment, but the department did change its procedures to ensure that all who were involved in decisions about promotions should be of a higher grade than the candidates.

The process was also made more open. In April 1970, the under-secretary informed SCEAND that the names of the members of promotions boards, and their findings, would be made known to the employees affected. A similar principle would apply to performance appraisals. Hitherto, supervisors were expected to discuss employees' progress with staff reporting to them, but the contents of the resultant reports were not shared. Employees now would be shown the reports, and would have the opportunity to record their comments.⁴⁷

Another troubling aspect of personnel management, policy on security clearances, was affected by the passage in 1969 of an omnibus bill amending the criminal code, introduced by Trudeau in 1967 when he was minister of justice. One result of this legislation was that homosexual relations between consenting adults ceased to be offenses under the code. An important reason for denying security clearances to homosexuals because of

susceptibility to blackmail therefore was removed, but sexual orientation remained a consideration in the investigations required for such clearances. When it reported in 1969, the Royal Commission on Security, created by the Pearson government three years earlier after several embarrassments involving the handling of security issues, recommended that such problems be dealt with individually, but also made some suggestions that implied continued difficulties for employees of External Affairs. In particular, the commission proposed that "homosexuals should not normally be granted clearance to higher levels, . . . and should certainly not be posted to sensitive positions overseas."⁴⁸ Although this position was more rigid than that followed by this time in External Affairs, it was not without its supporters there. Officers of the Security and Intelligence Directorate (later the Security Service) of the Royal Canadian Mounted Police also continued to take an interest in sexual orientation when carrying out investigations related to security clearance, and there were still instances in which it provided grounds for the department to deny clearance.⁴⁹

Also affected by decisions taken outside the department was the structure of the foreign service. To meet the requirements of collective bargaining, the government had begun in 1963 to devise a new classification system, which by the end of 1971 encompassed the foreign service officer category, one of the last to be converted. The new standard was devised by the Treasury Board in consultation with the Departments of External Affairs

41. D'Arcy Jenish, Money to Burn: Trudeau, Mulroney, and the Bankruptcy of Canada (Toronto: Stoddart, 1996), pp. 32-33.
42. Donald J. Savoie, The Politics of Public Spending in Canada (Toronto: University of Toronto Press, 1990), pp. 212, 344, and passim.
43. On Trudeau and patronage, see Jeffrey Simpson, Spoils of Power: The Politics of Patronage (Toronto: Collins, 1988), pp. 331-35.
44. Royal Commission on the Status of Women in Canada, Report . . . (Ottawa: Information Canada, 1970; reprinted Ottawa: Minister of Supply and Services, 1977), p. 109. Bird's account of the commission's work is in Florence Bird, Anne Francis: An Autobiography (Toronto: Clarke, Irwin, 1974), pp. 262-318. Anne Francis was the name Bird used for her journalism.
45. Margaret K. Weiers, Envoys Extraordinary: Women of the Canadian Foreign Service (Toronto: Dundurn Press, 1995), pp. 113-14.
46. See N. E. S. Griffiths, Penelope's Web: Some Perceptions of Women in European and Canadian Society (Toronto: Oxford University Press, 1976), pp. 209-25, and, on resistance to change in the public service generally, Nicole Morgan, The Equality Game: Women in the Federal Public Service (1908-1987) (Ottawa: Canadian Advisory Council on the Status of Women, 1988), pp. 25-38.
47. HC, SCEAND, Minutes of Proceedings and Evidence, no. 21, April 7, 1970, pp. 19-21; also Globe and Mail, January 12, 1970, "Foreign Service Officer says he was Judged by his Competitors," and "The Millard Case," Professional Association of Foreign Service Officers, Aide Memoire (January 1970).
48. Royal Commission on Security, Report . . . (Abridged) June 1969 (Ottawa: Information Canada, 1969), p. 36.
49. John Sawatsky, Men in the Shadows: The RCMP Security Service (Toronto: Doubleday, 1980), p. 195; Daniel J. Robinson and David Kimmel, "The Queer Career of Homosexual Security Vetting in Cold War Canada," Canadian Historical Review 75, no. 3 (September 1994): 343; Liza Linklater, "Sexual Orientation and the Public Service: The Changing Workplace," Bout de papier 15, no. 2 (Summer 1998): 27; Gary Kinsman and Patrizia Gentile, with the assistance of Heidi McDonell and Mary Mahood-Greer, "In the Interests of the State": The Anti-gay, Anti-lesbian National Security Campaign in Canada: A Preliminary Research Report (Sudbury: Laurentian University, 1998), pp. 13, 91-94, 103-104.