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June 2010

Summative Evaluation of the Labour-Management Partnerships Program

Final Report
June 2010

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Final Report

*Evaluation Directorate
Strategic Policy and Research Branch
Human Resources and Skills Development Canada*

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List of abbreviations

CIRA	Canadian Industrial Relations Association
DRS	Dispute Resolution Services
FETCO	Federally Regulated Employers - Transportation and Communications
FMCS	Federal Mediation and Conciliation Service
G-7	Group of Seven (G-7)
HRSDC	Human Resource and Skills Development Canada
HRPAO	Human Resources Professional Association of Ontario
LMPP	Labour-Management Partnerships Program
OECD	Organization for Economic Cooperation and Development
SSHRC	Social Science and Humanities Research Council

Executive Summary

The Labour-Management Partnerships Program

The Labour-Management Partnerships Program (LMPP) is a contribution program designed to encourage effective labour-management relations in the workplace and at the sectoral level by providing funding assistance for joint projects by unions and employers that explore new ways of working, and of working together. Individual projects are normally funded up to a maximum of \$100,000 for a period of up to two years. Projects funded under the LMPP can be categorized into three groups: workplace projects, conference projects and research projects. The LMPP is administered centrally by the Dispute Resolution Services (DRS) section of the Federal Mediation and Conciliation Service (FMCS) at Human Resource and Skills Development Canada (HRSDC). The annual budget for the program was \$1.6 million between 2005 and 2009. It decreased to \$1.2 million in 2009/2010. During the time period covered under this evaluation (the 2003/04 to 2007/08 fiscal years), 56 projects were approved for funding of which 53 were completed and 3 are still active.

Purpose of the Evaluation

This summative evaluation is designed to review the relevance, effectiveness, economy and efficiency of the LMPP. The LMPP has twice been evaluated: a formative evaluation in 1998 and a summative evaluation in 2004.

Methodology

The evaluation methodology included the collection and triangulation of multiple lines of evidence. More specifically, the methodology included:

- A detailed document and literature review.
- Interviews with 27 key informants including 11 representatives from the Federal Mediation and Conciliation Services (FMCS) of Human Resources and Skills Development Canada, as well as other experts in the field of labour-management (10 experts and 6 representatives of business organizations).
- Analysis of 36 funded LMPP projects, including a review of project materials (e.g. proposals, final reports) and interviews with 64 union, management and other representatives associated with the projects.
- Interviews with the representatives of 10 of the 13 organization who applied for funding which were rejected or withdrawn by the applicant during the period covered by the evaluation.
- Interviews with representatives of 40 organizations which are potential LMPP clients but have never applied for LMPP funding (non-participants).

Strength of this evaluation methodology is related to triangulation of multiple lines of evidence and relatively larger sample sizes for interviews and case studies. The main limitation of the methodology is related to possible respondent biases as most target groups were directly involved with the LMPP. Several strategies were employed to mitigate the level of potential respondent bias.

Key Findings and Conclusions

The key conclusions that arise from the summative evaluation of the Labour-Management Partnerships Program are as follows:

- 1. The objectives of the LMPP are consistent with departmental strategic outcomes and government-wide priorities.** The document and literature review shows clear linkages between the objectives of the LMPP and the Department's major strategic outcome focused on building "*Safe, fair and productive workplaces and cooperative workplace relations*", the Preamble of the Canada Labour Code which states that the Parliament of Canada will provide "*...support to labour and management in their cooperative efforts to develop good relations and constructive collective bargaining practices, and deems the development of good industrial relations to be in the best interests of Canada...*", and the Speeches from the Throne in 2004 and 2008 which highlighted the federal government's commitment to *building a strong and competitive Canadian labour force*. In addition, among the HRSDC representatives who provided an opinion, 83% believed the LMPP is consistent with government-wide priorities, 78% with departmental strategic outcomes, and 67% with departmental priorities.
- 2. There is a need for the LMPP in Canada.** The results of the evaluation indicate that Canada experiences higher levels of labour disputes than other developed countries and these labour disputes can have significant economic and social impacts. In addition, most stakeholders view the current labour-management situation in Canada as relatively difficult, believe that the federal government should be involved in promoting cooperative labour-management relations, and recommend the LMPP as an appropriate tool for achieving that.
- 3. The LMPP complements rather than duplicates other federal and provincial government programs.** The LMPP complements other programs in Canada, which share similar objectives, by working to build cooperation and partnerships between employees and employers using distinct intervention strategies. While other programs provide services such as training, workshops, and access to mediation specialists, the LMPP provides direct funding to enable organizations to pilot and practice their innovative ideas in the workplace.
- 4. The LMPP has been successful in encouraging the development of innovative labour-management practices by supporting a variety of research, workplace and conference-related projects.** LMPP projects have been successful in achieving these objectives and most have had or are expected to have an impact in supporting the development of more effective labour-management relations in the workplace. The success of the projects can be attributed to key factors such as strong leadership

and commitment from both union and management, an ability to engage a wide range of stakeholders, effective planning, adoption of innovative approaches to address significant issues, and the quality of products and services produced, as well as the access to funding by small and medium sized enterprises.

5. **Awareness of best practices and of project results outside of organizations involved in the projects appears to be limited despite reported dissemination efforts.** While most project representatives reported that significant or very significant efforts have been devoted to communicating results to other workplaces, the perception of most key informants (not being directly involved in projects) was completely opposite. Awareness of project results appears low outside of the funded organizations with the vast majority of non-participants not being aware of any LMPP project results. Factors viewed as impeding broader dissemination outside the organization include the perception that the level of interest would be low because the issues are too situation-specific or the results are not readily transferable, as well as a lack of resources or existing communication channels that can be utilized.
6. **Progress has not been made on the intended outcomes of increasing awareness and utilization of the LMPP, increasing the number and quality of applications, or expanding the client base.** The number of funding applications received by the Program decreased during the evaluation period, while the percentage of applications rejected increased. As a result, LMPP program expenditures totalled only about one-fourth of the program budget of \$1.6 million during the last two fiscal years (i.e., 2006/07 and 2007/08) covered by the evaluation. Factors constraining the progress may include low awareness of the LMPP, increasing concern amongst past applicants that applications will not be approved, hesitancy of staff in the field to promote the program and limited experience of many organizations in developing funding applications. While application rates have been low, the strong interest in the Program expressed by many non-participants indicates that there is a significant latent demand for funding.
7. **Most stakeholders indicated LMPP project impacts are sustainable over the medium to long term after project completion.** Documentary evidence was not available to support the perception on the sustainability of project impacts. None of the project final reports provides evidence or assessments on the extent to which the project final results will be sustainable in the long run. Nevertheless, when asked during the interviews, most case study participants and key informants felt that project impacts are sustainable over the medium to long term after project completion.
8. **The contribution of the LMPP projects in improving industrial relations in Canada is acknowledged by key informants and representatives of funded projects. However, the modest budget and comparatively small number of projects supported by LMPP, as well as the diverse nature of intended outcomes of projects, makes it difficult to attribute national and sectoral changes in labour-management understanding, co-operation and industrial relations to the LMPP.** The contribution of the LMPP projects in improved industrial relations in Canada and in many other areas of labour-management relations has been reported by a majority of the LMPP project participants. However, the LMPP is only one of many

factors which influence labour-management understanding and cooperation and the stability of industrial relations in Canada. Other factors which have a significant impact include economic conditions (e.g. the economic downturn has affected jobs and income security for employees of many industries), effects of global competition in domestic markets, union density, decentralized structure of labour organization and collective bargaining, and historical relationships. It is therefore difficult to attribute nation-wide changes to the LMPP.

9. **While there are opportunities for improvement, the overall design of the delivery structure is appropriate to achieve the intended results.** Stakeholders are generally satisfied with the delivery structure, specifically highlighting ready access to an HRSDC program analyst, the feedback provided to applicants, and the clear reporting requirements. Areas of concern focused on the length of time required to approve applications, unclear funding criteria, inadequate technology and tools for applications and reporting, and unclear eligibility requirements.
10. **There are several shortcomings associated with the Performance Measurement Strategy.** More specifically, the program activities and intended outcomes are not well defined in the program logic model or Performance Measurement Strategy, some indicators are repetitive, data is not always available, and some indicators are not very relevant to or representative of the actual types of outcomes intended by the Program and supported projects. In addition, no formal indicators have been established to track efficiency of the delivery structure.

Recommendations

The key recommendations arising from the above findings and conclusions are as follows:

1. **The Labour Program should monitor more closely LMPP funded proponents' efforts to disseminate the results of their projects and the outcomes of their dissemination strategy as well as the use of project results beyond the immediate project partners.** Effective dissemination of project results and best practices combined with follow-up to assess the adoption and use of project results is a key element of success for conference and research projects and for transferring the results of workplace-based projects to other workplaces. Project proponents are responsible for disseminating the results of their own projects as part of the funding agreement. Ensuring efforts are devoted to broader dissemination and adoption of best practices identified through the funded projects has potential for increasing the effectiveness of the LMPP overall and raising awareness of the program.
2. **The Labour Program should clarify project and proponent eligibility criteria and the funding priorities.** This will ensure greater consistency in projects selection and recommendation for funding. Consideration should be given to removing the restriction excluding repeat users from funding if proposed projects are innovative and meet the eligibility criteria.

- 3. A formal marketing and communication strategy should be developed and implemented to increase awareness of the Program among the targeted groups.** The objectives of the strategy would be to promote the program beyond past and current project proponents to support projects from a broader range of organizations, and to clearly communicate eligibility criteria and funding priorities to potential applicants. A key part to marketing the program would be to develop a strong campaign amongst the regional mediators who work with members of the target group.
- 4. The application and reporting process and tools should be formally reviewed to streamline the process and make it more user-friendly.** The objectives of the review would be to standardize the process to improve transparency and streamline both the review and preparation of applications. As part of this review, consideration should be given to making the application process more user-friendly.
- 5. With input from Evaluation staff, the LMPP logic model, performance measurement strategy, and associated indicators should be revised to better reflect actual activities and intended outcomes.** Evaluation staff should work with Program staff to better define program activities, outputs and intended outcomes and update the program logic model. Based on the revised logic model, a new Performance Measurement Strategy should be developed which incorporates performance indicators which are distinct, measurable and relevant to the activities, intended outcomes and implementation. As part of this process, indicators should be developed to assess the efficiency of program delivery. To reflect the updated Performance Measurement Strategy, the LMPP should also revise the reporting requirements for contribution agreements to ensure that proponents collect and submit the necessary data.

Management Response

Introduction

This Labour Program management response provides the opportunity to respond to the recommendations. It provides information on improvements already taken and outlines plans for further action. It should be noted that Labour-Management Partnerships Program (LMPP) was the subject of Strategic Review in 2009. In accordance with the results of this review, the Government of Canada reduced the overall LMPP budget to bring it in line with historical spending patterns and focused its efforts on preventive mediation for organizations that are facing particularly challenging collective agreement negotiations and that could benefit from third-party support. The annual budget for the program was \$1.6 million between 2005 and 2009. As a result of the Strategic Review, it was further decreased to \$400,000 for the 2010/2011 annual budget. As part of its preventive mediation program, the Federal Mediation and Conciliation Service (FMCS) will be providing third party support as required.

The Labour Program acknowledges the contribution of this summative evaluation and its value to program policy development. The Labour Program also notes that in its key findings and conclusions this evaluation provides clear evidence that the LMPP is meeting many of its goals:

1. The objectives of the LMPP are consistent with departmental strategic outcomes and government-wide priorities.
2. There is a need for the LMPP in Canada.
3. The LMPP complements rather than duplicates other federal and provincial government programs.
4. The LMPP has been successful in encouraging the development of innovative labour-management practices by supporting a variety of research, workplace and conference-related projects.

Recommendations

- 1. The Labour Program should monitor more closely LMPP funded projects proponents' efforts to disseminate the results of their projects and the outcomes of their dissemination strategy as well as the use of project results beyond the immediate project partners.** Effective dissemination of project results and best practices combined with follow-up to assess the adoption and use of project results is a key element of success for conference and research projects and for transferring the results of workplace-based projects to other workplaces. Project proponents are responsible for disseminating the results of their own projects as part of the funding agreement. Ensuring efforts are devoted to broader dissemination and adoption of

best practices identified through the funded projects has potential for increasing the effectiveness of the LMPP overall and raising awareness of the program.

The Labour Program agrees with this recommendation. The more effective the dissemination of LMPP projects the greater the effectiveness of the program in encouraging labour-management co-operation.

There is no doubt that one way to amplify the value of LMPP projects is to ensure that as many employers and unions as possible are aware of LMPP projects and their results, so that they have an opportunity to be aware of project findings and apply them to their own situation, if appropriate.

Since the 2004 evaluation, the Labour Program has added to its LMPP contribution agreements, when appropriate, a provision providing that the recipient has a positive duty to disseminate the results of their project as widely as possible.

Several LMPP projects are put in the spotlight every two years at the Federal Mediation and Conciliation Service client conference which provides an audience of some 300 union and employer representatives.

Also project proponents are encouraged to tell their story in human resources and industrial relations publications as well as at industrial relations conferences.

Actions taken

- In June 2010, HRSDC's Corporate Planning and Accountability Directorate provided assistance to the Labour Program in planning and facilitating a risk self-assessment session and documenting risks and mitigation strategies for the program in relation to the renewal of the Terms and Conditions which will expire March 31, 2011.

For some components of the program, funding recipients are required to disseminate the results of their projects. Participants noted that given that the dissemination takes place after the project is complete, the lack of capacity or tools increases a risk that dissemination may not occur. As a mitigation strategy they recommended:

1. Requesting more comprehensive dissemination strategies from program recipients and considering the results in subsequent assessments;
2. Making dissemination a condition for final payment, where appropriate.

Actions planned

In addition to continuing with actions above, the Labour Program will also:

- Market LMPP's services and project outcomes through various venues e.g. HRPAAO (Human Resources Professional Association of Ontario), Canadian Industrial Relations Association conferences, and internal publications (Workplace Gazette)

- Include in future agreements (when appropriate) a clause that would require union participants to share projects outcomes with other unionized members when attending central body conferences, i.e. Canadian Labour Congress. The same would apply to employers who belong to employer associations i.e. FETCO (Federally Regulated Employers - Transportation and Communications)
 - Incorporate concrete measures in the contribution agreement to Implement dissemination of project results as widely possible – i.e. hold back 10% until dissemination as described in the contribution agreement, has been completed.
- 2. The Labour Program should clarify project and proponent eligibility criteria and the funding priorities.** This will ensure greater consistency in projects selection and recommendation for funding. Consideration should be given to removing the restriction excluding repeat users from funding if proposed projects are innovative and meet the eligibility criteria.

The Labour Program agrees with this recommendation. The terms and conditions of the program are to be renewed by April 1, 2011. In view of the new direction to be taken as a result of the Strategic Review, the Labour Program will revise the eligibility requirements to ensure that they are consistent with the LMPP's new funding priorities.

Actions taken

- The restriction excluding repeat users from funding has been removed as of December 31, 2009.

Action planned

- The terms and conditions of the program are to be renewed by April 1, 2011. The eligibility requirements will be revised to ensure that they are consistent with the LMPP's new funding priorities.
- 3. A formal marketing and communication strategy should be developed and implemented to increase awareness of the Program among the targeted groups.** The objectives of the strategy would be to promote the program beyond past and current project proponents to support projects from a broader range of organizations, and to clearly communicate eligibility criteria and funding priorities to potential applicants. A key part to marketing the program would be to develop a strong campaign amongst the regional mediators who work with members of the target group.

The Labour Program agrees with this recommendation.

Actions taken

- A formal marketing and communication strategy was developed to increase awareness of the Program among the targeted groups. This strategy was re-examined in light of the results of the Strategic Review and major stakeholders have been contacted to inform them of the new direction that the LMPP is taking.
- The LMPP internet page is being updated to reflect the types of projects and stakeholders that LMPP's gives priority too. Specifically, the Labour Program has changed who can apply as follows "The program supports projects from employers and unions, who fall under the jurisdiction of the *Canada Labour Code*, which promote innovative workplace practices and cooperative approaches with a view to build and maintain constructive working relationships. Projects are submitted jointly by unions and employers"
- The Labour Program has also emphasized the LMPP's main focus with the following: "A focus effort on preventive mediation for organizations that are facing particularly challenging collective agreement negotiations and that could benefit from third-party support."

Action planned

- The mediators working for the Federal Mediation and Conciliation Service will inform unions and employers under the *Canada Labour Code* that LMPP funding is there to help fund joint labour-management workplace initiatives. They will also provide information on the LMPP's new focus on building labour-management relationships.
- 4. The application and reporting process and tools should be formally reviewed to streamline the process and make it more user-friendly.** The objectives of the review would be to standardize the process to improve transparency and streamline both the review and preparation of applications. As part of this review, consideration should be given to making the application process more user-friendly.

The Labour Program agrees that its application process should be streamlined to make it more user-friendly and less complex.

Actions planned

- The project selection criteria will be revised to capture indicators which reflect the nature of labour relationships between the parties at the beginning of the project (e.g. information sharing, collaboration and/or co-management). The success of the project will be based, in part, on whether or not the parties have attained the level of collaboration that the project was intended to achieve. The criteria will also be reviewed to ensure that they are consistent with the LMPP's new focus.

- The Labour Program will continue to provide an officer to work with all applicants to assist them in completing the application for funding.
 - The funding threshold will be reviewed during the renewal of the terms and conditions of the program – current terms and conditions expire March 31, 2011. The funding threshold will also be examined in light of the reduction to the LMPP funding overall as a result of the Strategic Review.
 - The Labour Program will endeavour to streamline the process through the DG Committee on Grants and Contributions.
- 5. With input from Evaluation staff, the LMPP logic model, performance measurement strategy, and associated indicators should be revised to better reflect actual activities and intended outcomes.** Evaluation staff should work with Program staff to better define program activities, outputs and intended outcomes and update the program logic model. Based on the revised logic model, a new Performance Measurement Strategy should be developed which incorporates performance indicators which are distinct, measurable and relevant to the activities, intended outcomes and implementation. As part of this process, indicators should be developed to assess the efficiency of program delivery. To reflect the updated Performance Measurement Strategy, the LMPP should also revise the reporting requirements for contribution agreements to ensure that proponents collect and submit the necessary data.

The Labour Program agrees with this recommendation.

Actions planned

- The logic model and performance measurement indicators for the program will be updated as part of the process of renewing the terms and conditions of the program as well as to bring them into line with the new direction that resulted from the Strategic Review exercise. Current terms and conditions expire March 31, 2011.

1. Introduction and Context

This report is structured under 5 chapters. The first chapter provides a description of the LMPP, the second outlines the methodology and evaluation questions. Chapter 3 describes the key findings grouped by evaluation question. Chapter 4 summarizes the key conclusions of the evaluation while Chapter 5 presents recommendations for consideration by HRSDC.

1.1 Description of the Program

The key characteristics of the LMPP are outlined in this section in terms of its background, objectives, mandate and rationale, target groups, program delivery, funding, projects approved and logic model.

1. Background

The LMPP is a contribution program designed to encourage effective labour-management relations in the workplace and at the sectoral level by providing funding assistance for joint projects by unions and employers that explore new ways of working, and of working together. The LMPP supports initiatives aimed at promoting productive, innovative workplaces; fairer, more accessible workplaces; and improved labour-management relations.

Projects funded under the LMPP can be categorized into three groups: workplace projects, conference projects and research projects. Examples of expected outputs from workplace projects could include, establishment of a labour-management committee where ongoing issues can be addressed; the joint development of a harassment policy for the workplace; a jointly developed grievance procedure; joint, interest-based, bargaining training. Information products can include new work methods, printed material and videos or DVDs. Research studies, conferences and seminars, contribute goal-oriented results through joint work and/or meetings which create new understanding or appreciation for the ultimate goal of labour-management cooperation. In addition, the dissemination of best practices material (which is a stated requirement for project participants) encourages the sharing of lessons learned.

2. Objectives

The objectives of the LMPP are to promote and develop co-operative labour-management relations and constructive collective bargaining practices throughout Canada. These objectives support the Minister of Labour's mandate to promote co-operative labour-management relations and the peaceful settlement of labour disputes, as well as the skills and learning agendas of HRSDC and the Government of Canada.

3. Mandate and Rationale

The LMPP supports the Minister of Labour's statutory mandate of promoting the establishment and maintenance of co-operative labour-management relations and constructive collective bargaining practices, as outlined in the Preamble to the Canada Labour Code, Part 1. - "...the Parliament of Canada desires to continue and extend its support to labour and management in their cooperative efforts to develop good relations and constructive collective bargaining practices, and deems the development of good industrial relations to be in the best interest of Canada in ensuring a just share of the fruits of progress to all...". The LMPP is one mechanism that is used by the Labour Program of HRSDC to meet this objective. The LMPP encourages (and assists) unions and employers to try joint approaches in resolving industrial relations issues, finding and developing new ways of managing human resources, and facilitating workplace change.

4. Target Groups

Unions and employers in workplaces operating under the jurisdiction of the Canada Labour Code are eligible for funding with priority, followed by provincially-regulated workplaces. Projects must be submitted jointly by unions and employers or by organizations representative of the interests of both labour and management. Federally-regulated workplaces such as air transportation, long-shoring, grain handling, telecommunications, banking, and international and interprovincial road and rail transportation fall under the Canada Labour Code.

Unions and employers in provincially-regulated workplaces may also be eligible for funding, if the proposed project addresses significant sectoral, regional or national issues. Labour or employer-only applications are not normally eligible for funding unless the applicants are prepared, as an integral part of their project, to promote dialogue between labour and management. Applications are accepted from labour-management organizations, non-profit organizations and research-oriented organizations for projects involving conferences and research. Funds are not available for activities that represent the ongoing operations or business plan of an organization, or business start-ups. In many cases, a project has at least two co-applicants, one representing the labour body and one representing the management body.

5. Program Delivery and Activities

The LMPP is administered centrally by the Dispute Resolution Services (DRS) section of the Federal Mediation and Conciliation Service (FMCS). Of the total DRS staff complement of 15, approximately 3 FTEs are dedicated to delivery of the LMPP. DRS staff members work on the program part-time and involvement of staff in LMPP can be adjusted to meet program demand. Program information is available on the Internet; from regional offices of the Federal Mediation and Conciliation Service located in Halifax, Montreal, Ottawa, Toronto, Calgary and Vancouver; and from the national network of Service Canada Centres (SCCs).

Applications for funding are reviewed and assessed by a small group of Industrial Relations officers at NHQ. The officers guide applicants through the application process and ensure that all program requirements are met. Applications are subject to a review process which includes input from FMCS Regional Directors and Labour Program Directors-General, and to an approval process that includes senior management. The projects are assessed against specific criteria and priorities, which emphasize new learning and its application to joint development of new approaches to work and work-related issues. The program's criteria are designed to ensure that funded projects help to foster positive labour-management relations, and that they have the potential to produce practical results. Consideration is given to the soundness of the project plan for achieving the desired result(s), the nature of the approach to be used, the appropriateness of the time-frame and budget, the potential for sustainable project results, and the information, communication and dissemination plan.

6. Funding

The Terms and Conditions of the LMPP from April 1, 2005 to March 31, 2010 stipulated a budget of \$1.6 million per annum. This annual budget was reduced for 2009/2010 to \$1.2 million. Individual projects are normally funded up to a maximum of \$100,000 for a period of up to two years. However, these ceilings can be exceeded to a maximum of \$200,000 and to a maximum period of 3 years under exceptional circumstances (i.e. when the applicant can show that the project requires more than \$100,000 in funding in order to be successful and where the project would be of significant importance to the industrial relations community). LMPP contributes an amount up to, but not greater than 50% of the total cost of the project. The maximum level (stacking limit) of total government assistance (federal, provincial and municipal assistance for the same eligible expenditures) must not exceed 100% of eligible expenditures.

7. Project Approvals

During the time period covered by the evaluation, 56 LMPP projects were approved of which 53 have been completed and 3 are still active (Table 1). In addition, 9 applications for funding were rejected and 4 applications were withdrawn before they were decided upon.

Fiscal Year	Expenditures (\$1,000)	Number of Projects			
		Approved	Rejected	Withdrawn	Total
2003/04	\$1,044	20	-	1	21
2004/05	667	6	-	-	6
2005/06	1,280	20	1	-	21
2006/07	438	6	2	1	9
2007/08	374	4	6	2	12
Total	\$3,805	56*	9	4	69
* Of the 56 projects, 53 have been completed while the remaining 3 projects are active.					

8. Logic Model

Under the existing logic model, the program activities are defined to include:

- *Communication and promotional activities* (e.g. distribution of information, early discussion with prospective clients, and provision of guidance). The result of these activities leads to increased awareness and utilization of the program in the immediate term, and more and better quality applications, as well as an expanded client base over the intermediate term.
- *Administration and management of contribution funding*. Outputs include conferences, videos and DVDs, publications, and project monitoring and reporting documents. The immediate outcomes include more innovative labour-management practices across Canada leading, in turn, to more effective labour-management relations in the workplace and at the sectoral levels, and improved and more stable labour-management cooperation. Project monitoring and reporting enable the Program to meet its accountability requirements which include the smooth running, proper documentation and financial monitoring of each project.
- *Identification of best practices and project results*. Best practices and project results are disseminated through various media leading to increased awareness of project and program results in the immediate-term, and the use of project and program results in other workplaces in the intermediate term. The identified activities and intended immediate and intermediate outcomes support and lead through to the ultimate objectives (final outcomes) of the program, which are *improved labour-management understanding and co-operation and more stable industrial relations in Canada*.

1.2 Evaluation Context

The LMPP has twice been evaluated: a formative evaluation in 1998 and a summative evaluation in 2004. This summative evaluation was designed to address issues related to relevance and performance (i.e. achievement of expected immediate, intermediate, and long-term outcomes, as well as efficiency and economy). The preliminary key evaluation issues, as outlined in the program's Results-Based Management and Accountability Framework, were as follows:

1. Relevance

- a) **Continued Need for Program** – *Assessment of the extent to which the program continues to address a demonstrable need and is responsive to the needs of Canadians;*
- b) **Alignment with Government Priorities** – *Assessment of the linkages between Program objectives and (i) federal government priorities and (ii) departmental strategic outcomes;*
- c) **Alignment with Federal Roles and Responsibilities** – *Assessment of the role and responsibilities for the federal government in delivering the program.*

2. Performance (effectiveness, efficiency and economy)

- a) **Achievement of Expected Outcomes** – *Assessment of progress toward expected outcomes (incl. immediate, intermediate and ultimate outcomes) with reference to performance targets and program reach, program design, including the linkage and contribution of outputs to outcomes;*
- b) **Demonstration of Efficiency and Economy** – *Assessment of resource utilization in relation to the production of outputs and progress toward expected outcomes.*

The evaluation covers LMPP projects funded between the 2003/04 and 2007/08 fiscal years. The evaluation field work was conducted between March 2009 and September 2009.

2. Evaluation Methodology

2.1 Evaluation Objective and Issues

The summative evaluation issues focus on the relevance of the LMPP to government priorities, program effectiveness, and economy and efficiency. The specific evaluation questions defined under each issue are presented in Table 2.

Table 2 LMPP Evaluation Issues and Questions	
Evaluation Issues	Evaluation Questions
Relevance	<ol style="list-style-type: none"> 1. Do the objectives of the LMPP continue to be consistent with departmental strategic outcomes and government-wide priorities? 2. Is there still a need to support and foster constructive working relationships between unions and employers? If yes, is the LMPP the right response to the issue of labour-management co-operation in the workplace? 3. Is the LMPP duplicating or complementing existing programs or initiatives?
Effectiveness	<ol style="list-style-type: none"> 4. Is the delivery structure appropriate to achieve the expected results? <ul style="list-style-type: none"> • Appropriateness of the assessment criteria • Effectiveness and efficiency of LMPP process 5. What are the key factors contributing to successful projects? What are the key obstacles to success? 6. To what extent has the LMPP achieved its expected short-term outcomes: <ul style="list-style-type: none"> • Increased awareness and utilization of the program • More innovative labour-management practices in the workplace across Canada • Increased awareness of project and program results 7. To what extent has the LMPP achieved its expected intermediate outcomes: <ul style="list-style-type: none"> • Increased number and quality of the applications received; expanded client base • More effective labour-management relations in the workplace and at the sectoral level • Use of project and program results in other workplaces 8. To what extent are project impacts sustainable after the end of the funding period? 9. To what extent has the LMPP reached its expected long-term outcomes Improved labour-management understanding and co-operation and more stable industrial relations in Canada
Economy and Efficiency	<ol style="list-style-type: none"> 10. To what extent is the LMPP efficient? Are there more efficient ways of delivering this program? 11. To what extent were the recommendations from the 2004 evaluation followed and the actions implemented? What were the results?

2.2 Data Collection

This project was undertaken in two phases. The first phase consisted of initial interviews, as well as a file and document review leading to development of a detailed Evaluation Methodology Report which outlined the research strategies and methodologies implemented

in the second phase of the project. The field research undertaken in the second phase of the project included:

1. Literature, Document and File Review

A detailed review of LMPP documents and files, as well as literature on labour-management relations relevant to the activities of the Program was conducted. More specifically:

- Previous LMPP evaluation reports (1998 and 2004), the program’s Results-Based Management and Accountability Framework, the Risk-Based Audit Framework for the LMPP and other LMPP policy and procedures documents.
- Files and documentation associated with LMPP funded projects between 2003/04 and 2007/08. Fifty-six funded projects, as well as nine rejected and five withdrawn applications were reviewed to identify their type, scope, outputs, budgets, and reason(s) for approval, rejection or withdrawal.
- Literature on labour-management relations and labour disputes in Canada to identify the need for the LMPP program. The literature review analyzed recent labour-dispute and work stoppage trends in Canada and compared the situation to other developed countries, examined potential socio-economic damage of labour conflicts to Canadian economy and society, and drew conclusions with regards to programs and services that can be most beneficial in building positive cooperation among employees and management.
- Documentation on programs in Canada that share the same or similar objective(s) with LMPP, as well as similar programs offered by governments in other countries. The results were used in analyzing whether the LMPP duplicates or complements other existing programs in Canada and whether alternative designs and delivery strategies should be considered.

2. Key Informant Interviews

As indicated in Table 3, 27 interviews were conducted with key informants including 11 representatives from FMCS, as well as other experts in the field of labour-management. These key informants included:

Table 3 Key Informants by Category		
Key Informants	Number Interviewed	Percentage
FMCS team responsible for the LMPP	3	11%
FMCS senior staff and regional managers	8	30%
Academics	10	37%
Business and labour associations	6	22%
Total	27	100%

Criteria and snowball sampling techniques¹ were utilized to select key informants for the interviews. The major criteria for selection included affiliation with and knowledge of the LMPP (in the case of FMCS staff members) and expertise in industrial and labour relations in Canada (in the case of academic representatives and business and labour associations). The sample included all identified potential respondents who met the selection criteria.

The list of 13 FMCS representatives was obtained from the LMPP Evaluation Working Group. Among the FMCS representatives, two declined to participate in the interview, and 11 of 13 were interviewed. A list of 89 potential interview participants from academia, and business and labour organizations was prepared based on consultations with the LMPP evaluation working group, other labour experts in the field, as well as online research. From the identified list of 89 potential interviewees, 16 interviews were conducted, yielding an 18% response rate. This group is referred to as other key informants in this report. The response rate of other key informants is low. In the report, results from all key informant interviews are normally reported as a whole, noting, where appropriate, diverging views among HRSDC and other key informants.

3. Case Studies

Analysis of 36 Case Studies (including 22 workplace, 9 conference and 5 research type projects) were conducted. It involved a review of project materials (e.g. project final reports on outputs and results, contribution agreements, project related research reports, publications, training manuals) and interviews with 64 representatives involved in the projects, including 21 union representatives, 15 management representatives, and 28 others (e.g. representatives of industry associations, university professors, film producers).

The case study sample included all 53 LMPP projects that were completed by the evaluation date. The selection criteria for representatives from these projects focused on their affiliation with and knowledge of the LMPP project. For workplace-type projects, at least one representative from both union and management were targeted. From the 53 projects, 64 representatives involved in 36 projects were interviewed yielding a 68% response rate.

4. Interviews of Representatives of Rejected or Withdrawn Applications

Interviews with 10 representatives of applications which were rejected (8 individuals associated with 6 applications) or withdrawn (2 individuals associated with 1 application) were conducted. The objectives of the interviews were to obtain feedback on application process, the levels of satisfaction with the LMPP and the need for the Program.

¹ In snowball sampling technique, the first identified person who meets the criteria for inclusion in the study is asked to recommend others, whom they believe also meet the criteria. This process is used again with the newly identified person and so on. This technique was used in the case studies to identify other project participants and/or beneficiaries who could provide additional input about a given project.

5. Interviews of Non-Participants

Interviews with representatives of 40 organizations that were potential LMPP clients but never applied for LMPP funding (referred to as non-participants) were conducted. Given that the number of program applications has declined considerably in recent years, non-participants were interviewed as part of this evaluation. A key objective of these interviews was to obtain input regarding the need for the Program. The sample of non-participants included representatives of federally regulated companies that fall under the program priority areas and provincially regulated companies that have unions, as well as members of the major unions in Canada. For companies, a major criterion for selection was the presence of unions in the company so they would have qualified for LMPP funding. As described in Table 4, the sample included 286 organizations from a cross-section of industries. The sample population of companies and unions was developed using various published directories for each industry. The sample was stratified to include representatives from federally and provincially regulated companies and associated unions. All interviews were administered via telephone with a senior company and/or union representative responsible for human resource management issues. Fifty-seven interviews were scheduled and 40 interviews were completed within the available timeframe (a 14% participation rate). The final sample of 40 participants included 27 representatives (68%) from federally regulated companies, 10 (25%) from provincially regulated companies, and 3 (8%) representatives of unions.

Table 4
Non-Participant Sample

Industry	Sample Size			Interviews
	Companies	Unions	Total	
Air Transportation	42	3	45	6
Long Shoring	22	3	25	5
Grain Handling	2	1	3	4
Telecommunications	29	1	30	4
Banking	14	0	14	0
Road Transportation	18	1	19	5
Rail Transportation	16	0	16	4
Mining	26	0	26	3
Retail	23	0	23	0
Energy Oil	17	0	17	2
Construction	5	1	6	0
Manufacturing	15	2	17	2
General	-	10	10	0
Public services	-	14	14	0
Other	21	0	21	5
Total	250	36	286	40

Interviews conducted with various stakeholder groups (key informants, funded project representatives through case studies, representatives from organizations whose application for funding was rejected or withdrawn, as well as non-participants) were administered via

telephone. Prior to the interviews, potential interviewees received a letter from HRSDC and a questionnaire to be used in the interviews. In addition to the aforementioned items, the non-participant interviewees received background information about the LMPP. Semi-structured questionnaires consisting of both quantitative rating scales, and qualitative open-ended questions were used. All questionnaires were tested in the field prior to being administered with the actual participants and revisions were made, where necessary, based on feedback from the LMPP evaluation project authority.

2.3 Data Analysis and Reporting

The data from each of the evaluation methodologies was summarized to address each of the relevant evaluation issues and questions. The data analysis strategy involved the triangulation of multiple lines of evidence by means of extracting the results from each line of inquiry that relate to each evaluation issue and cross validating the findings. As part of this methodology, the strengths and limitations of each line of inquiry were taken into consideration.

2.4 Data Reliability and Limitations

The main strategy to achieve high reliability of the findings has been the inclusion of *multiple lines of evidence* in the methodology. Interviews were conducted with a large sample of respondents who represent a broad range of LMPP stakeholders (representatives from organizations whose application for funding was accepted, rejected or withdrawn, program management, representatives of non-participating organizations, and labour-management experts working in the field). In addition, an extensive literature and document review was conducted. Each key finding reported and/or conclusion presented in this report has been triangulated and confirmed from two or more lines of evidence to ensure reliability. Second, *larger sample sizes* were targeted for all interviews to increase reliability and validity of findings. The key informant interview sample included almost all LMPP management and program delivery staff, as well as a cross-section of well-known labour-management experts in Canada. The case-study sample included a majority (68%) of the completed LMPP projects and the sample of rejected or withdrawn project applications covered 77% of the population.

Despite these steps, it is important to acknowledge certain limitations. The main limitation is the related potential for **respondent biases and reliance on opinions of participants**. It may be important for the next evaluation to ask respondents to provide indicators such as how frequently did meetings take place with the committee and management, how quickly were the problems solved, how many strategies were employed to deal with issues, etc. Many of the respondents are employed and/or direct beneficiaries of the LMPP, which can lead to possible biases in their responses. Several measures were taken to reduce the effect of respondent biases and validate interview results: (i) communicated the purpose of this evaluation, its design and methodology, and strict confidentiality of responses clearly to respondents; (ii) interviews were conducted by telephone by skilled interviewers; (iii) cross-checked answers from each sample of respondents with the other

groups for consistency and validation, and (iv) validated the findings of the interviews with the results of document and file reviews and the conclusions drawn from the review of case study documents (e.g. project proposals, final reports, outputs, research reports).

Two limitations associated with the interviews with non-participants should be noted:

- Prior to the interview, most non-participants were either not at all, or not very familiar, with the LMPP
- The sample did not include organizations and research institutions that may qualify for research and conference types of projects.

2.5 Project Challenges

During the process of conducting this evaluation, a number of challenges were encountered and several techniques were employed to overcome each challenge. The main challenges included:

- **Staff turnover.** As the scope of the evaluation covered projects funded since 2003, problems were sometimes encountered in finding individuals familiar with the projects. Some key staff members responsible for management and implementation of the funded projects were no longer working for the same organization. Interviews with staff members who were not as familiar with the project might have affected validity of the results. In order to minimize associated problems, interviews were only conducted with participants who closely worked on the projects.
- **Timing.** Interviews were scheduled during late July and August when the majority of the potential informants were on summer vacations or filling in for others who were away. The evaluation team made multiple attempts to interview each informant. Many of the interviews were conducted in September.
- **Interviews with the non-participants.** Problems were encountered reaching the non-participants as a great majority of the organizations contacted had no previous knowledge of the LMPP. Therefore, a very low participation rate resulted. For every seven non-participant contacted approximately one agreed to participate in the interview. The limited time available for evaluation, along with the low participation rate, resulted in a smaller sample size for non-participants which constrained the analyses that could be performed.
- **Characteristics of the types of projects supported.** Although all LMPP funded projects had an objective to promote labour-management relations, they significantly differed from each other with regards to scope, target groups, and the methods of intervention and implementation. It was a challenge to measure the multiple layers of outcomes generated by each project with diverse groups of stakeholders. Problems associated with applying the existing evaluation indicators to a highly diverse range of projects and outcomes were encountered. Therefore, existing indicators, do not always reflect the current program activities and intended outcomes. This challenge was addressed, to a certain degree, by creating a common evaluation framework.

3. Key Findings

This chapter summarizes the key findings of the evaluation gathered from the five lines of evidence, grouped by evaluation issue and question.

3.1 Relevance

This section explores the relevance of the LMPP in terms of its consistency with departmental and governmental priorities, the role of the LMPP and the effectiveness of its approach, and the extent to which the LMPP complements or duplicates other programs and initiatives.

Evaluation Question #1: Do the objectives of the LMPP continue to be consistent with departmental strategic outcomes and government-wide priorities?

The objectives of the Labour-Management Partnership Program (LMPP) are to *promote and develop co-operative labour-management relations and constructive workplace practices throughout Canada*. The ultimate outcome of the program is to achieve good labour-management understanding and cooperation and stable industrial relations. Key findings of the review regarding this evaluation question are as follows:

1. The objectives of the LMPP are consistent with departmental strategic outcomes and government-wide priorities.

More specifically, a review of literature demonstrates that the LMPP objectives are aligned with:

- The Canada Labour Code, which states that “*The Parliament of Canada desires to continue and extend its support to labour and management in their cooperative efforts to develop good relations and constructive collective bargaining practices, and deems the development of good industrial relations...[p.2]*”;²
- The Speeches from the Throne in 2004 and 2008 which highlighted the federal government’s commitment to building a strong and competitive Canadian labour force by stating “*Canada’s economy will only remain as strong as its workers and families. Our Government will strengthen Canada’s workforce for the future...*”;³ and
- Human Resources and Skills Development Canada’s (HRSDC) strategic “*Safe, fair and productive workplaces and cooperative workplace relations*” outcome. The HRSDC Report on Plans and Priorities for 2009 - 2010 highlighted this as one of five HRSDC strategic outcomes for 2008 and 2009. The report indicates the government’s commitment to build better workplace by stating “*Safe, fair, productive workplaces and cooperative workplace relations are central to the well-being of individual Canadians*”

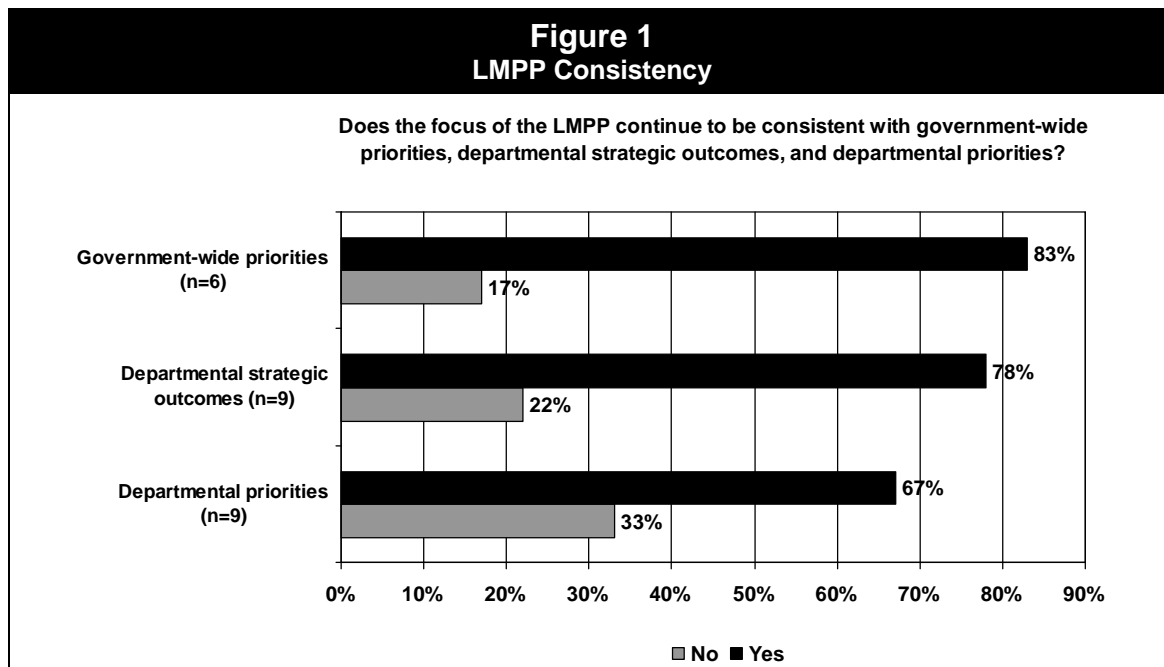
² Canada Labour Code. 2009. CHAPTER L-2, Published by the Minister of Justice.

³ Speech from The Throne The First Session Fortieth Parliament of Canada. 2008.11.19, vol. 143, p. 13.

and the economic prosperity of the country. The Department, through the Labour Program, develops and implements innovative policies and programs that respond to evolving workplace realities.”⁴ HRSDC has allocated approximately \$270 million a year to implement programs and policies to achieve this strategic outcome.⁵

2. Most HRSDC representatives agree that the LMPP objectives are consistent with departmental priorities and strategic outcomes, as well as government-wide priorities.

Of the 27 key informants, only the 11 HRSDC representatives were asked to comment on the LMPP’s consistency with departmental and government-wide priorities. Of the 11 HRSDC representatives, 6 expressed an opinion on consistency with government-wide priorities and 9 expressed opinions on consistency with departmental priorities and strategic outcomes. Among those who provided an opinion, 83% agree that the LMPP is consistent with government-wide priorities, 78% agree that it continues to be consistent with departmental strategic outcomes, and 67% agree that the LMPP is consistent with departmental priorities (Figure 1).



In particular, these respondents noted the role of the Program in promoting a safe, fair, productive and stable workplace and cited linkages to the Speech from the Throne as well as the Canada Labour Code. Those who noted inconsistencies highlighted a lack of clarity in the mandate of the LMPP, or expressed concerns regarding the scope of impacts resulting from projects (i.e. their perception that funded projects do not impact broad numbers of workplaces and therefore do not make a significant contribution to strategic outcomes and priorities).

⁴ Human Resources and Skills Development Canada, Reports on Plans and Priorities, 2009-2010.

⁵ Planned spending for 2009/2010 fiscal year as indicated in Human Resources and Skills Development Canada, Reports on Plans and Priorities, 2009-2010.

Evaluation Question #2: Is there still a need to support and foster constructive working relationships between unions and employers? If yes, is the LMPP the right response to the issue of labour-management co-operation in the workplace?

The key findings of the review regarding the need to support and foster constructive working relationships between unions and employers, as well as the appropriateness of the LMPP role in addressing such a need are as follows:

3. The incidence of labour disruptions in Canada and the significant impacts which can result highlight the need to support and foster more constructive working relationships between unions and employers.

A review of the literature on industrial relations in Canada and OECD countries indicates that:

- Canada has experienced comparatively high levels of person workdays not worked due to labour disputes. According to the International Labour Office, from 2003 to 2007, an average of approximately 236 labour disputes, strikes and lockouts occurred every year in Canada, an average of 126,000 employees were involved in strikes and disputes, and 3.4 million workdays were lost as a result.⁶ Although direct comparisons are difficult, the available research suggests that Canada experiences a higher level of workdays lost due to labour disputes than other developed countries. Canada ranked highest among the G-7 and second in Organization for Economic Cooperation and Development (OECD) countries for lost workdays due to strikes. More specifically, between 1997 and 2006, Canada has lost an average 186 workdays due to disputes per 1000 employees. The average number across OECD countries was 43 days.⁷ After adjusting Canadian work stoppages statistics to that of the USA, average Canadian employees experienced 1.33 times more workdays lost due to labour disputes than did employees in the USA for the period between 2000 and 2007.⁸
- The effects of labour strikes on the Canadian economy and society are significant. Labour disputes, strikes and lockouts tend to reduce economic output, corporate and government revenues, and employee earnings and spending power. They sometimes also lead to social unrest.⁹ The major economic impact for companies during strikes results from loss of sales.¹⁰
- Econometric estimates were used to assess the effects of work stoppages on net investments in Canada between 1967 and 1999. It was estimated that a 1% increase in the number of workers involved in work stoppages reduced net investments by 0.1%. In the construction sector, a 1% increase in the number of workers on strike reduced the level of investment by 3%. Labour disputes can also impact productivity. One study revealed a 2% to 12% loss of productivity due to employees working with less care and effort during the period of strike.

⁶ International Labour Office database on labour statistics.

⁷ Hale, D. 2007. International Comparison of Labour Disputes in 2005. *Economic and Labour Market Review* (1), 4.

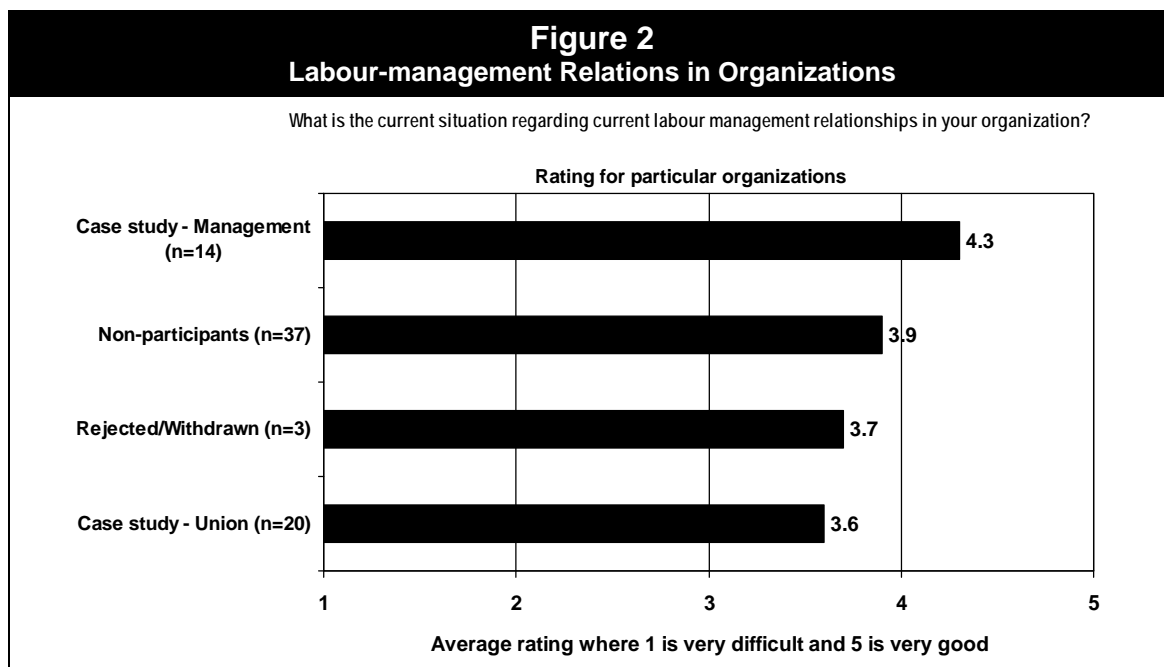
⁸ Annis P. 2008. Work stoppages in the federal private sector: Innovative solutions.

⁹ Akyeampong E.B. 2001. Time lost due to industrial disputes. *Perspectives on labour and income* (2), Volume 8.

¹⁰ Annis P. 2008. Work stoppages in the federal private sector: Innovative solutions.

4. The current state of labour-management relations in Canada is viewed by many stakeholders as difficult or strained.

Various stakeholders were asked to rate the current labour-management relations on a five-point scale where 1 is very difficult, 3 is neither good nor difficult and 5 is very good. Participants who represented LMPP target organizations¹¹ provided ratings for their particular organizations while others, such as key informants and HRSDC representatives, rated the labour-management situation in Canada overall.¹² The responses of those representing LMPP target organizations, including non-participants, representatives of rejected or withdrawn applications and case study participants (divided into management and union), are shown in Figure 2.



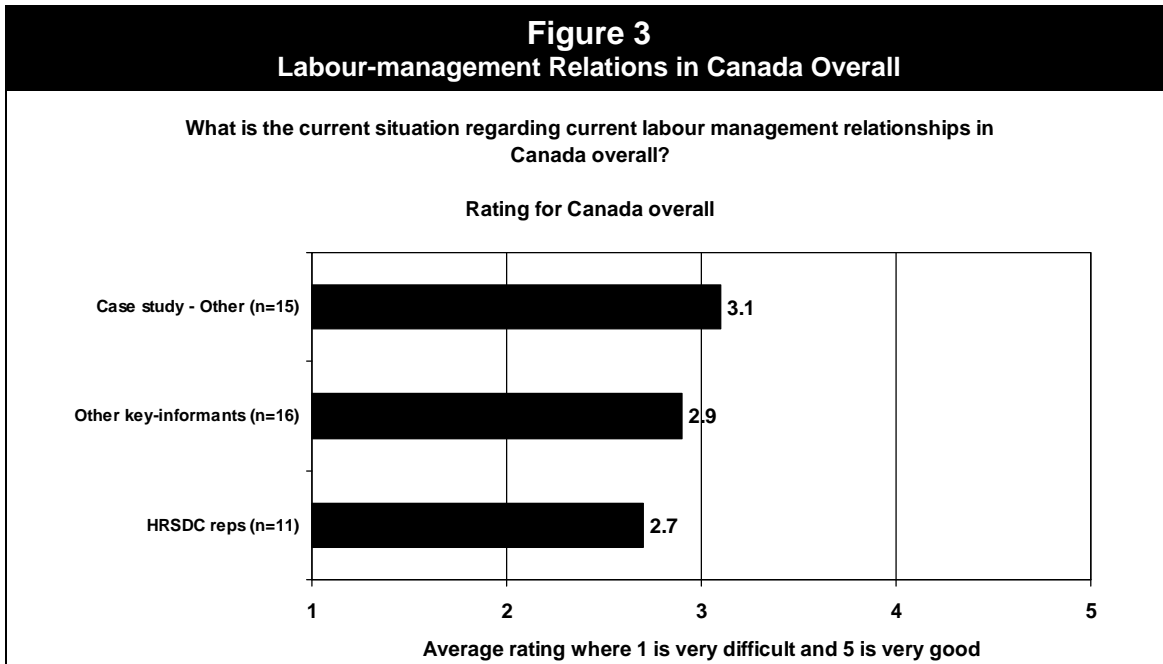
As indicated in the Figure 2 above, representatives of particular organizations (LMPP project participants and non-participants) who provided a rating for their unique organizations tended to have a relatively positive opinion about the current labour-management relations. Amongst these groups, the average ratings ranged from 3.6 amongst union members to 4.3 amongst managers.

Comments with respect to labour-management relations in Canada overall tended to be less positive (Figure 3).

Average ratings ranged from 2.7 amongst HRSDC representatives to 3.1 amongst case representatives (3.1) not answering for a particular organization.

¹¹ Organizations that had unions and were eligible for LMPP funding.

¹² As described in the methodology section, other case study participants included university professors, film producers and various experts in the field who had participated in LMPP funded research and conference type projects and did not represent LMPP target organizations. Therefore, they provided a rating for the labour-management situation in Canada overall.



According to the key informants, labour-management relationships in Canada have been negatively impacted by poor cooperation, conflict and a high level of distrust between unions and businesses; contentious issues related to wages, benefits and income security; and the on-going effects of increasing global competition, as well as the current economic downturn.

5. Both the literature review and opinions of key informants and other stakeholders suggest that the LMPP is the right type of response to the issue of labour-management co-operation.

Past research indicates that programming which prevents labour disputes, opens lines of communication between employees and management, and creates a constructive and cooperative work environment and culture, tends to have the greatest effect in reducing the level of labour strikes and stoppages. In 2009, for example, the Government of Canada released a study on the causes and impacts of works stoppages in Canada.¹³ The study by Peter Annis analyzed trends in work stoppages in Canada, made comparisons with other developed countries, and developed recommendations and conclusions to consider.¹⁴ The author recommended that the federal government initiate a “surge” of new and innovative initiatives to radically transform ‘old-style’ labour relations by utilizing modern dispute resolution techniques to meet the challenges of industrial relations. The most important step in this process is to build mature and sophisticated relationships with the stakeholders and establish a joint leadership structure which represents all stakeholders in labour-management relations. The second important point is

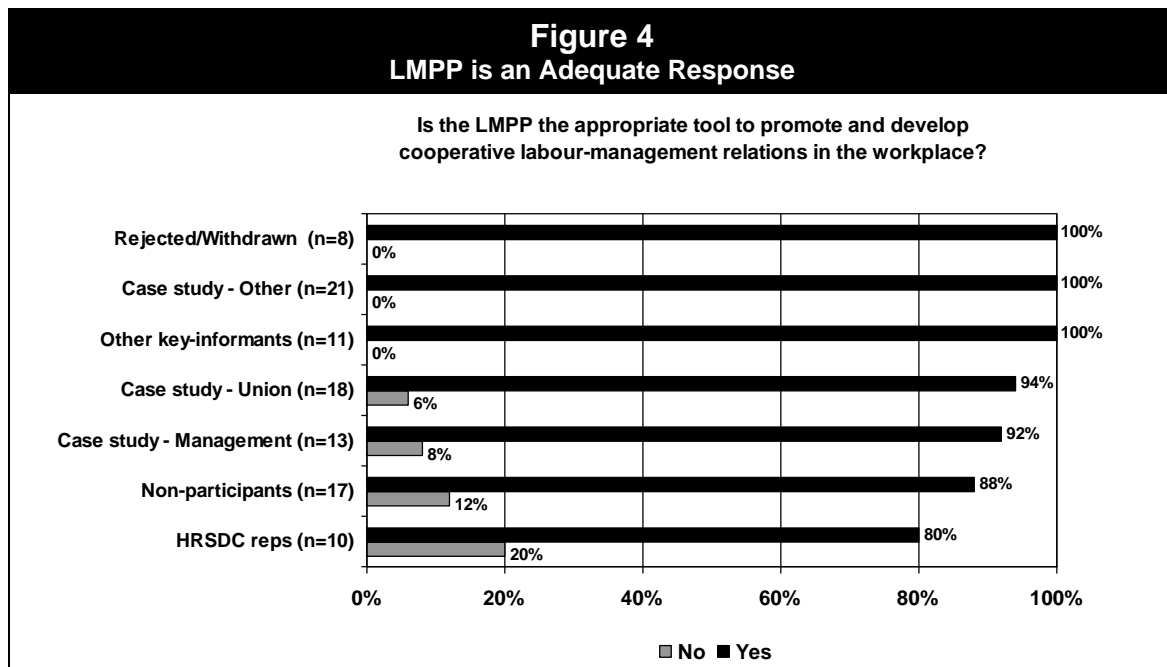
¹³ <http://news.gc.ca/web/article-eng.do?crtr.sj1D=&mthd=advSrch&crtr.mnthndVI=7&nid=434579&crtr.dpt1D=&crtr.tp1D=&crtr.lc1D=&crtr.yrStrtVI=2008&crtr.kw=labour%2Bissues&crtr.dyStrtVI=26&crtr.aud1D=&crtr.mnthStrtVI=2&crtr.yrndVI=2009&crtr.dyndVI=17>

¹⁴ Annis P. 2008. Work stoppages in the federal private sector: Innovative solutions.

the expansion, improvement and marketing of the preventative mediation services tailored to the specific needs of each region and different sectors.

HRSDC representatives and other stakeholder were asked whether the LMPP is an appropriate tool to promote cooperative labour-management relations. Of those who expressed an opinion, all of the representatives of rejected or withdrawn project applications, other key informants, and other case study representatives, 94% (17) of union representatives, 92% (12) of management representatives, 88% (15) of non-participants, and 80% (8) of HRSDC representatives indicated that, “Yes”, the LMPP is an appropriate tool to promote cooperative labour-management relations (Figure 4).

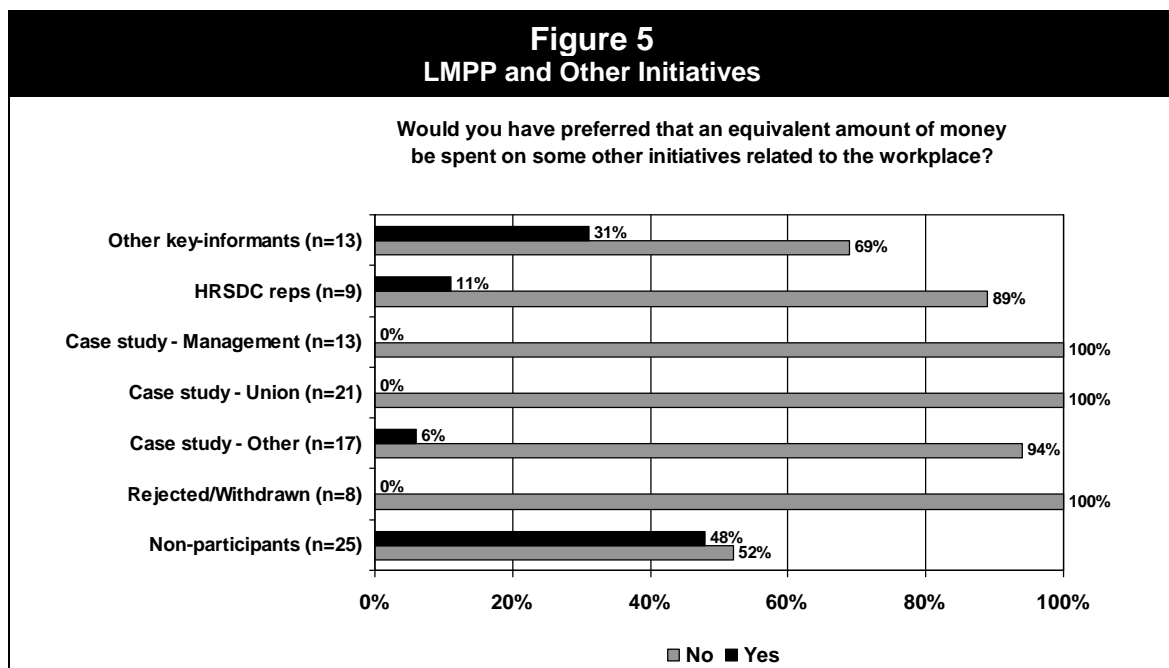
According to stakeholders who responded positively, the LMPP is the right response to the current labour-management situation because it brings participants together to pursue common objectives, encourages productive and cooperative interaction between union and management, supports projects which would likely not otherwise be able to proceed, and demonstrates that the federal government is committed to constructive bargaining practices and labour-management relations.



When asked if they would prefer an equivalent amount of money be spent on other initiatives, among the stakeholders who provided an opinion, all representatives from the rejected or withdrawn project applications and cases studies union and management, 94% (16) of other case study representatives, 89% (8) of HRSDC staff members, 69% (9) of other key informants, and 52% (13) of non-participants prefer the money **not** be spent elsewhere (Figure 5). Non-participants (48% or 12) and key informants (31% or 4) who reported they would prefer the LMPP money to be spent on other initiatives highlighted several alternative options. They suggest directing the LMPP funding towards enhancing other services (including mediation and conciliation) offered by HRSDC (in particular, improved staffing, training and salaries for the HRSDC employees), supporting broader

nation-wide educational campaigns around labour-management issues; and, enhancing implementation of labour laws and legislation.

The research also asked non-participants and representatives of applications which were rejected or withdrawn to comment if they knew about more effective methods to promote labour-management relations. Only 8 of the non-participants and 2 of rejected or withdrawn applications representatives felt familiar enough with issues and options to provide an opinion. Among those who did, none of the representatives of rejected or withdrawn applications but some non-participants (7) suggested other methods. More specifically, these non-participants suggested organizing conferences on bargaining practices, promoting case studies of successful labour-management cooperation examples, organizing timely provision of mediation and arbitration services, promoting approaches to interest based bargaining, and introducing legislation that changes labour relations from being provincially regulated to federally regulated.



Evaluation Question #3: Is the LMPP duplicating or complementing existing programs or initiatives?

Key findings regarding the extent to which the LMPP duplicates and/or complements other initiatives and programs in Canada are as follows:

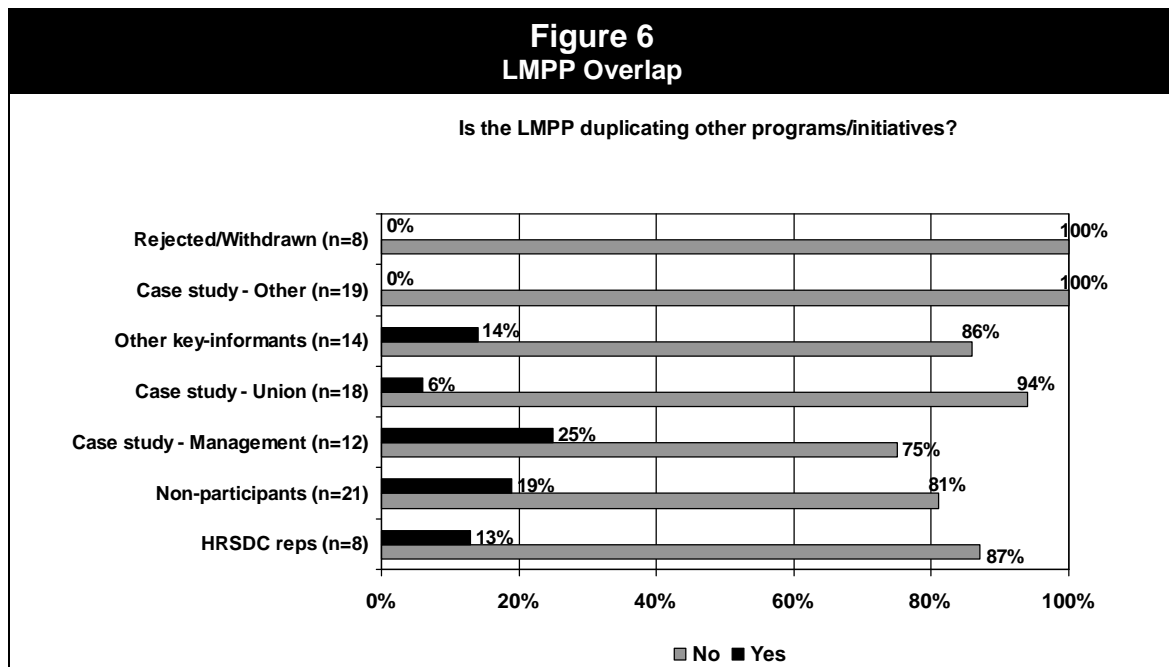
6. There are federal and provincial government programs in Canada that share objectives similar to those of the LMPP.

The federal government’s Preventive Mediation Program, the Workplace Effectiveness Program in Alberta, and the Preventive Mediation Program in Newfoundland and Labrador are among programs that focus on building cooperative labour-management relationships and preventing workplace disputes. Programs such as the Dispute Resolution Service delivered through FMCS that focuses on resolving labour-disputes also share objectives

with the LMPP, particularly with respect to building conflict-free work environments and cooperative labour-management relations. Other programs such as the Workplace Skills Initiative that focuses on building employee skills and capacities, also indirectly relate to the LMPP.

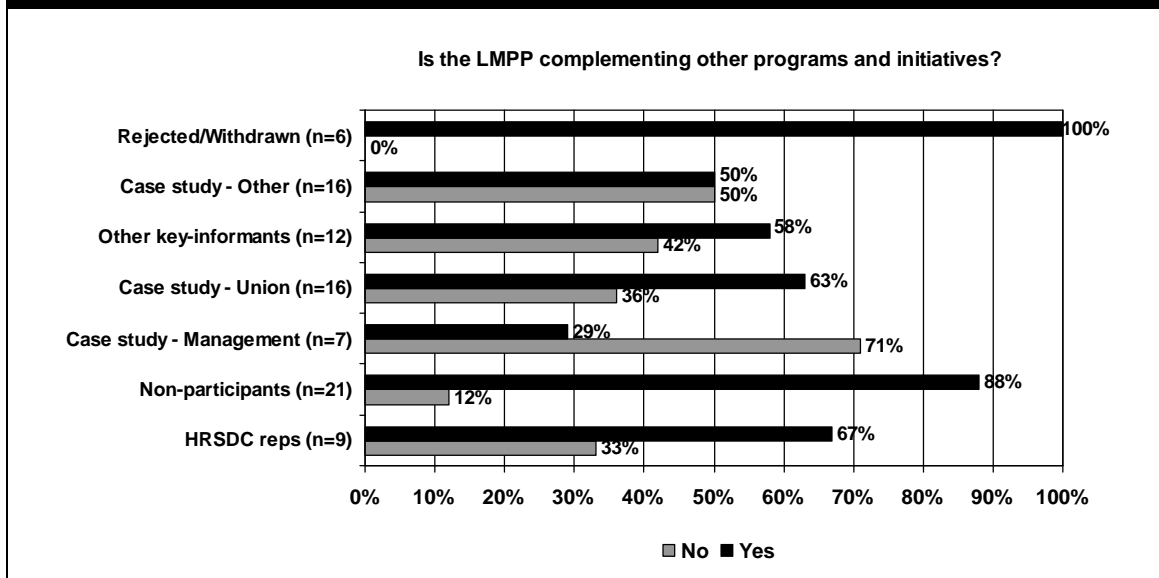
7. The LMPP is viewed as complementing rather than duplicating other federal and provincial government programs.

Stakeholders were asked whether the LMPP duplicates other initiatives and programs in Canada. Of those who provided an opinion, most see no duplication (Figure 6). The percentage of stakeholders who perceived duplication ranged from 0% of other case study participants and of rejected or withdrawn project applications representatives to 25% (3) of management representatives interviewed as part of case studies. The participants who perceived duplication highlighted two other initiatives which the LMPP may overlap: the Social Science and Humanities Research Council (SSHRC), which provides grants for research projects, and activities implemented by HRSDC Mediation and Conciliation Services.



Most stakeholders believe the LMPP complements other similar programs. When asked, the percentage who view the LMPP as complementing the other programs ranged from 100% (6) of rejected or withdrawn project applications representatives, 88% (18) of non-participants, 67% (6) of HRSDC representatives, 63% (10) of union case study representatives, 58% (7) of other key informants, and 50% (8) of other case study participants to a low of 29% (2) of management representatives involved in case studies (Figure 7).

**Figure 7
LMPP is Complementary**



The stakeholders reported that the LMPP complements other initiatives including Mediation and Dispute Resolution Services offered by HRSDC, grant programs offered by SSHRC, various initiatives of the Canadian Standards Association, Lancaster House programs, various other provincial and private sector programs on labour relations, and interest-based bargaining programs. According to the stakeholders, the LMPP complements other programs by working to build cooperation and partnerships between employees and employers using distinct intervention strategies. While other programs provide services such as training, workshops, and access to mediation specialists, the LMPP provides direct funding to enable organizations to implement and practice their innovative ideas in the workplace. The results of the literature review confirm that the LMPP shares similar objectives with other programs in Canada but employs different intervention strategies and has other targets.

3.2 Performance - Effectiveness

This section presents evidence to answer evaluation questions related to effectiveness of the LMPP service delivery process, and the extent to which the LMPP has been successful in achieving its expected short, intermediate and long-term outcomes.

Evaluation Question #4: Is the delivery structure appropriate to achieve the expected results?

Key findings of the review regarding the appropriateness of the delivery structure are as follows:

1. While there are opportunities for improvement, the overall design of the delivery structure is appropriate to achieve the intended results.

Various groups were asked to rate their satisfaction with the LMPP service delivery process on a scale of 1 to 5, where 1 is not at all satisfied, 3 is neither satisfied or dissatisfied, and 5 is very satisfied. As indicated in Table 5, the stakeholders are satisfied with the overall delivery structure with average ratings varying from 3.3 amongst the rejected or withdrawn projects applications representatives to 4.3 amongst the management case study representatives.

Table 5 LMPP Service Delivery Rating						
LMPP Service Delivery Areas	Key Informants		Case Study Reps			Rejected or Withdrawn Applications (n=10)
	HRSDC (n=11)	Other (n=16)	Mgmt (n=15)	Union (n=21)	Other (n=28)	
Overall Rating of LMPP Service Delivery Process	3.0	3.8	4.3	4.1	4.0	3.3
Ratings of Particular Aspects of the Delivery Process (where 1 is not at all satisfied and 5 is very satisfied)						
Access to an HRSDC Program Analyst	3.7	4.0	4.6	4.2	4.3	3.9
Clarity Around Reporting Requirements	3.5	4.3	3.8	4.2	4.3	3.6
Feedback to the Client regarding the Application	3.7	4.4	3.6	4.0	3.9	3.2
Availability and Clarity of Information on the LMPP and How To Apply	2.6	3.6	4.7	4.3	4.1	3.6
Eligibility Requirements	2.5	3.0	4.8	3.9	3.6	3.1
Program Application and Reporting Technology and Associated Tools	2.0	3.8	3.4	4.3	3.8	-
LMPP Funding Criteria	2.6	2.7	4.3	3.9	3.8	3.1
Time to Approve Application	2.3	3.6	2.8	3.9	3.6	2.9

When asked to rate their level of satisfaction with particular aspects of the delivery structure, the stakeholders were again generally satisfied. As demonstrated in the table above, HRSDC employees tended to be less satisfied (overall rating of 3.0) with LMPP service delivery than other key informants. The findings indicate that the HRSDC representatives are more likely to recognize certain issues associated with aspects of the service delivery process. In particular, HRSDC representatives highlighted issues associated with the availability and clarity of information on the LMPP and how to apply, the eligibility requirements, the program application, reporting technology and associated tools, and the LMPP funding criteria, as well as the length of time to approve the applications. Among the stakeholder groups, case study participants usually reported higher levels of satisfaction with the LMPP service delivery process.

Stakeholder groups provided examples and justifications for each LMPP service delivery area rated. From comments provided, areas of concern that were identified tended to focus on the length of time required to approve applications (e.g. in a few instances, unexpected delays increased project costs or negatively impacted the project results), funding criteria (e.g. criteria should be more clearly defined, communicated and broadened to support a wide range of activities), use of technology and tools for applications and reporting (e.g. existing application and reporting tools are considered lengthy, not very user-friendly, and not amenable to electronic submission), and eligibility requirements (e.g. viewed as not clear and, as stated, not necessarily consistent with the actual decisions). Particular strengths associated with the existing service delivery process included ready access to an HRSDC program analyst, the feedback provided to applicants, and clear reporting requirements.

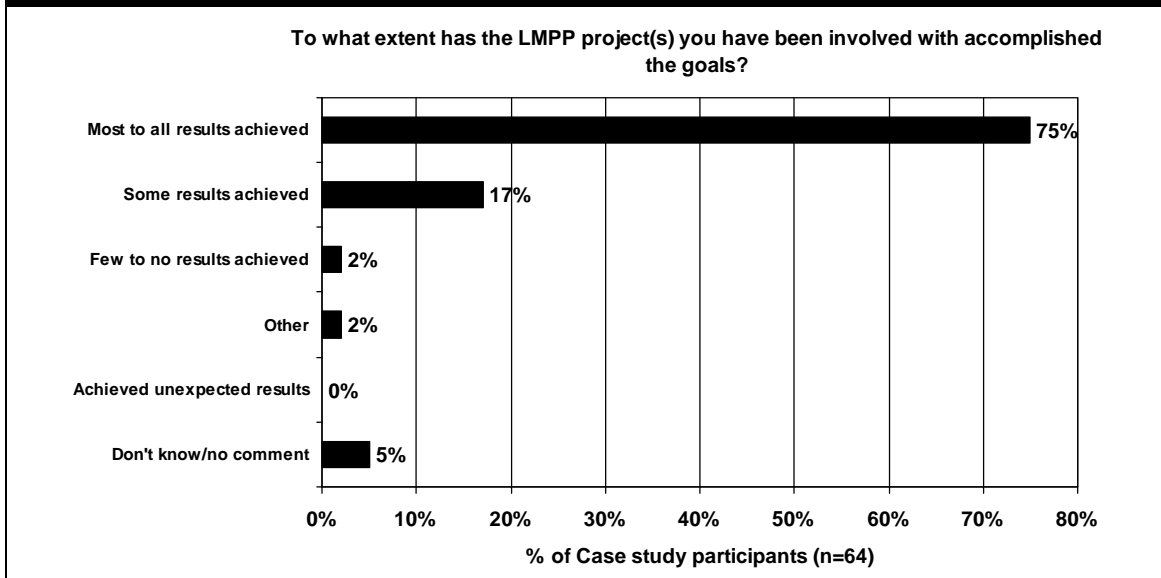
Evaluation Question #5: What are the key factors contributing to successful projects? What are the key obstacles to success?

Key findings of the review regarding the factors contributing to and constraining the success of the LMPP are as follows:

2. The success of projects in achieving their objectives can be attributed to a range of key factors.

Three-quarters (75%) of representatives involved in the projects selected for case studies indicated that most to all of the intended results of the project were achieved while 17% indicated that some but not all results were achieved (Figure 8). Representatives of research, conference and workplace type projects, as well as management, union and other project representatives reported similar results regarding the achievement of project goals. Achievement of objectives tends to increase with the level of funding provided. More than 85% of the representatives of projects with a funding amount more than \$85,000 reported that ‘most to all results were achieved. The percentage was 77% for representatives of the LMPP projects with funding amounts between \$45,000 and \$85,000 and 70% for representatives who received less than \$45,000.

Figure 8
LMPP Achievement of Goals



Some of the key factors specifically identified as contributing to the success of these projects include:

- Strong leadership from both union and management and strong commitment to both the project and addressing the associated issues. Many documents, as well as case study participants highlighted a strong desire and commitment of the union and management to solve relationship problems and improve cooperation as one of the major factors affecting project's success.
- Ability to engage a wide range of stakeholders (employees, management and other experts) and create an open environment for discussion and communication.
- Effective planning combined with the use of strategic, innovative approaches to address significant issues.
- Quality of the products and services generated by the projects.
- Effectiveness of LMPP staff in selecting appropriate projects, monitoring project activities, and coordinating activities with other available services.

3. Project, proponent, and program-specific factors can each serve as potential obstacles to success.

Project-specific factors hindering success and identified in interviews with key informants as negatively impacting certain projects included limited stakeholder involvement; a lack of communication with other staff in the proponent organization regarding intended project objectives, outputs and outcomes; absence of a sound plan and strategy for sustaining results much beyond completion of the project; and a failure to disseminate the results to a larger audience.

Examples of proponent-specific factors that hindered success and impacted some projects included the presence of long-standing conflicts and mutual distrust between management and labour, staff turnover during the project, as well as limited organizational capacity to apply for funding, and to develop and implement the initiatives once funding is obtained.

Project success can also be dependent upon program specific factors such as how successful the program is in attracting proposals that can be developed into successful projects. Program-specific factors, identified by various stakeholders, which may have served as an obstacle to attracting such proposals included a lack of clarity regarding funding criteria, low awareness of the LMPP among business and employee groups, and the narrow scope of the program.

Evaluation Question #6: To what extent has the LMPP achieved its expected short-term outcomes?

The LMPP logic model lists three short-term outcomes that the program intended to achieve: increased awareness and utilization of the program; more innovative labour-management practices in the workplace across Canada; and increased awareness of project and program results. Key findings of the review regarding the extent to which the LMPP has been successful in achieving expected short-term outcomes are as follows:

4. The LMPP has been successful in encouraging the development of innovative labour-management practices by supporting a variety of research, workplace and conference-related projects.

LMPP funded projects focused on the development of innovative labour-management practices and strengthening partnerships in Canada. Of the 53 projects implemented during the time covered by the evaluation, there were 14 conferences, workshops and discussion projects, 12 research-related projects, and 27 workplace-type projects:

- Conferences, workshops, and discussions were held on various issues of labour-management relationships and brought together different types of stakeholders;
- Research related projects investigated the Canada Labour Code to find out how it facilitated worker-employer relationships, evaluated disability management practices of various organizations, and developed and disseminated various innovative materials such as handbooks, Canadian National Standards, codes of practice, and educational programs pertaining to different areas of labour-management practices; and
- Workplace type projects supported building or strengthening of workplace partnerships in individual businesses and various industries. Among others, workplace-type projects aimed to:
 - develop better workplace practices,
 - strengthen mutually beneficial labour-management relationships,
 - deliver training and workshops to staff members and management,
 - evaluate current practice of performance management,

- reduce the level of workplace injuries and disorders,
- support families of persons who died from workplace injury,
- understand structure of workplace conflict,
- have access to an online disability management support system, and
- set up worker-employer working groups and steering committees.

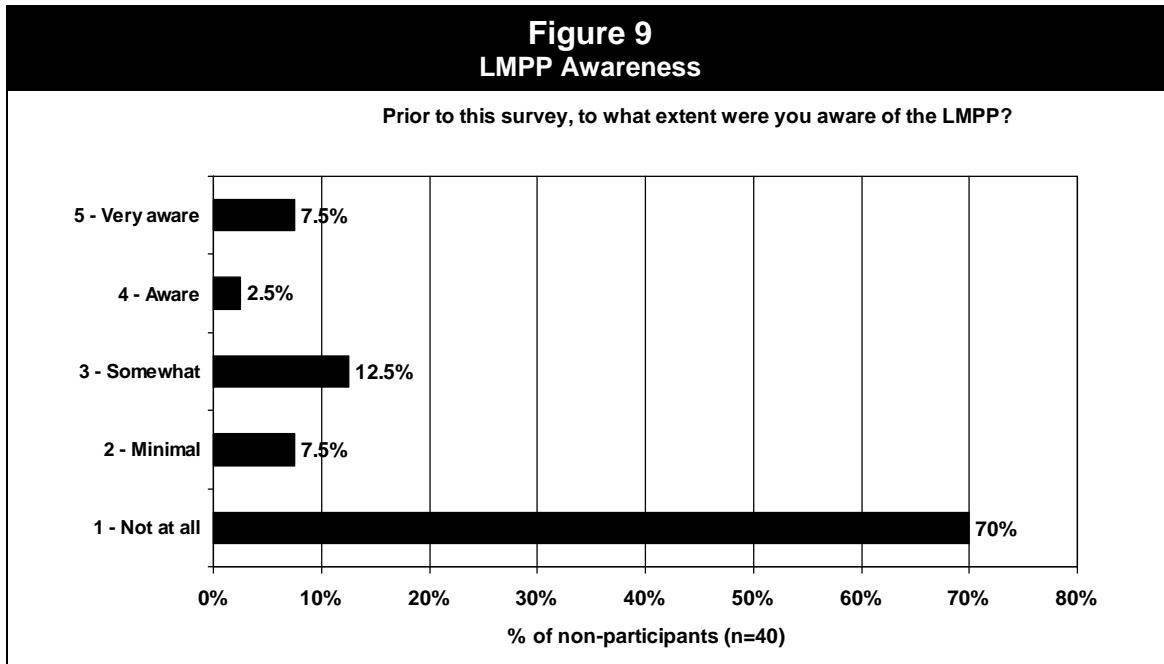
Labour-management relations is a dynamic evolving process and includes different stages of development. These stages may include information sharing, consultations, negotiations, participation in decision making, cooperation, collaboration and co-management between employees and management. The analysis demonstrated that workplace type projects could directly impact on various stages while research and conference projects tend to have less direct effect on labour relations.

5. Projects have been implemented across Canada.

In terms of the location of the proponent organizations, Ontario accounted for 30% of all completed projects, Quebec for 28%, and British Columbia for an additional 21%. Organizations located in Alberta implemented five (9%) projects, and partners in Nova Scotia, Saskatchewan and Manitoba implemented one project each. The apparent over-representation of Ontario and Quebec could stem from the fact that a higher proportion of national organizations most commonly applying for LMPP are located in these two provinces. Of the 53 projects implemented during the time covered by the evaluation, 18 focused on specific work places, 24 focused on national issues and 11 focused on issues specific to particular sectors and industries.

6. However, less progress has been made in terms of increasing awareness and utilization of the LMPP.

Awareness of the program and the funded projects remains low, with 70% of non-participants unaware of the program (Figure 9). Among all who had provided an opinion only 7.5% rated their awareness as 5 (very aware) on a scale of 1 to 5, where 1 is not at all aware, 3 is moderately aware and 5 is very aware (this figure overstates general awareness as those who are familiar with the Program are also those most likely to agree to be interviewed).



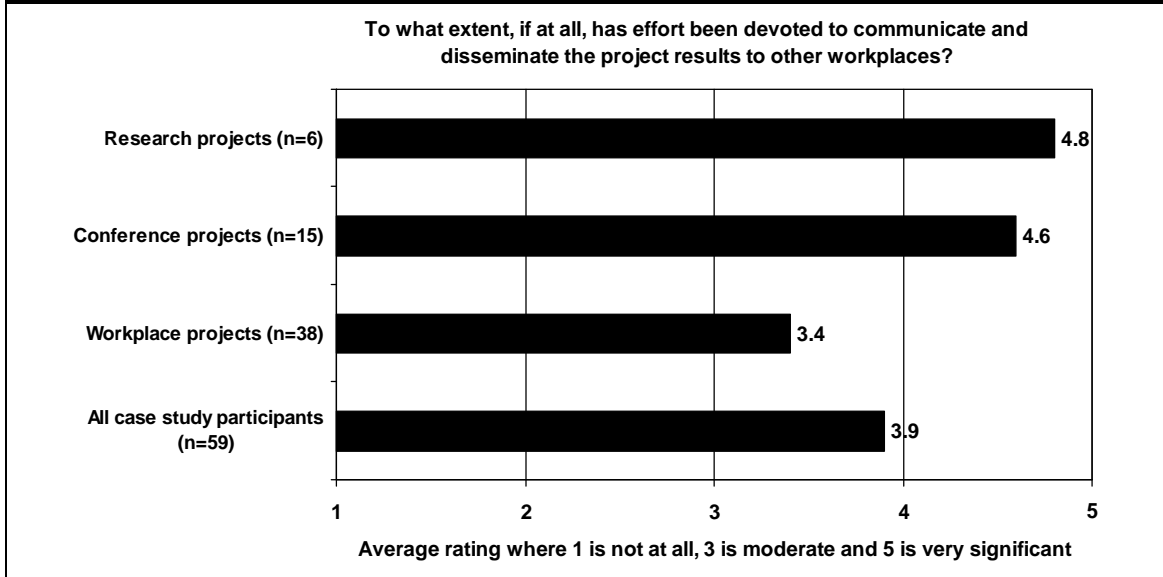
Non-participants who reported any awareness of the program in Figure 9 indicated that they learned of the LMPP through:

- HRSDC promotional activities. Four non-participants reported that they learned about the LMPP through HRSDC promotional activities including information on the LMPP webpage and printed articles.
- Previous contacts and experience. Four non-participants mentioned their previous contacts with the LMPP program through their work and/or professional experience.
- Friends and colleagues. Three participants reported that they have heard about the LMPP through their colleagues or friends.

7. Awareness of the project results tends to be low outside of organizations directly involved in the project.

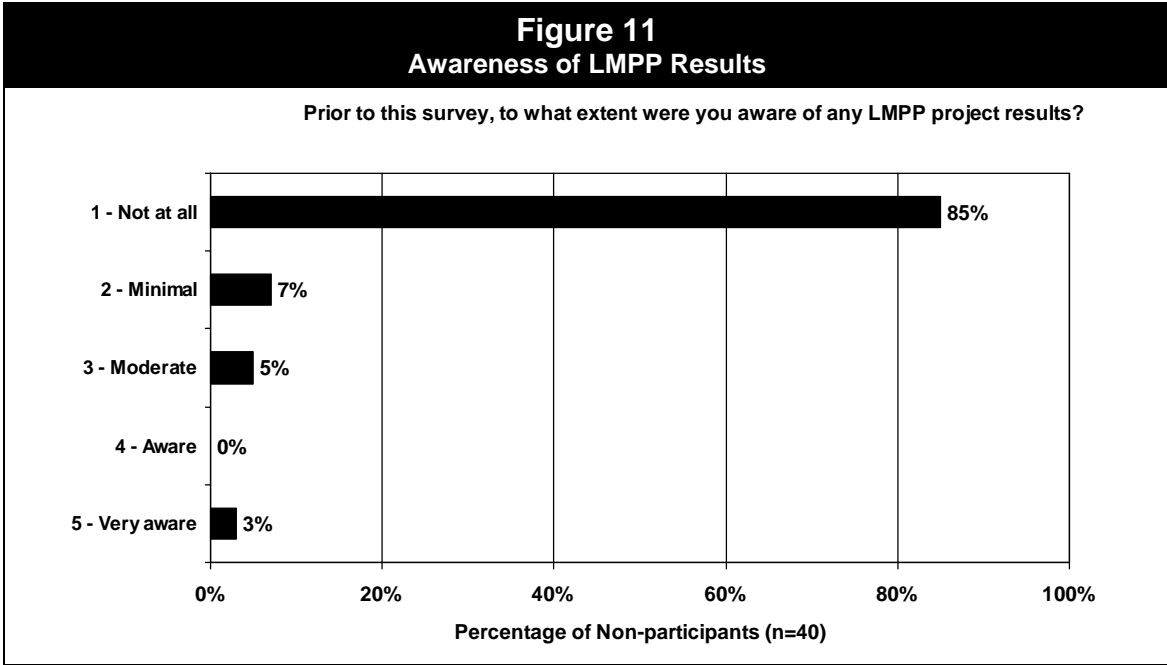
Most projects (40 of the 53 projects completed during the term of the evaluation) included plans to disseminate the results of their projects. Case study representatives were asked to rate the efforts dedicated to communicating the results of their projects using a scale of 1 to 5, where 1 is no effort at all, 3 is a moderate effort and 5 is a very significant effort. The average rating for all case study participants was 3.9 (Figure 10). Participants of research (4.8) and conference (4.6) type projects were more likely to report a significant effort than were representatives of workplace (3.4) projects.

Figure 10
Results Dissemination

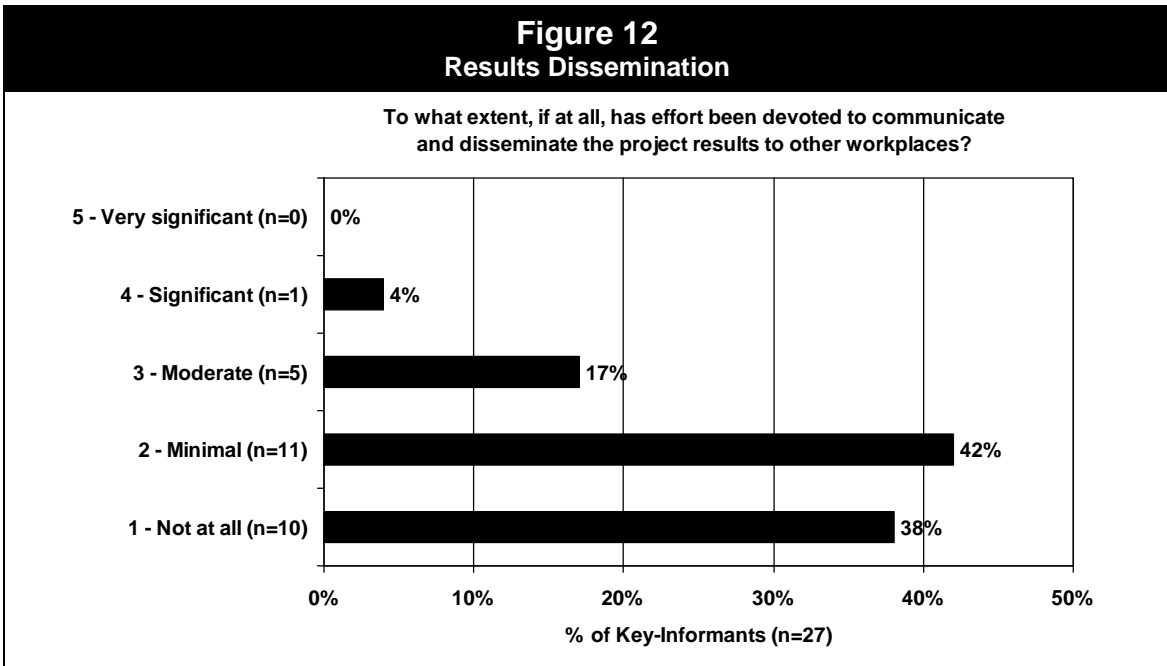


Dissemination strategies included distributing conference materials and publications, presenting at conferences, creating online web pages and resources, producing video materials and handbooks, creating national standards, feeding into revisions to legislation, using internal channels to reach employees and union members associated with the organization, participating in personal and professional networking, publishing research papers and articles, and contributing to media articles.

Despite these actions, awareness appears low with few of those interviewed being aware of projects in which they were not directly involved. For example, in Figure 9, while 30% of the non-participants were familiar with the LMPP, only 15% were at all aware of the results of any LMPP project (7% minimal, 5% moderate and 3% very aware) (Figure 11). Those non-participants who were aware of the results of a project typically became aware through unions in which they are a member or by participating in a conference (one non-participant attended a conference organized by CIRA and funded by the LMPP, while another non-participant attended a conference organized by FMCS where the information about the LMPP was circulated).



The perception of most key informants (80%) is that little to no effort has been devoted to communicating and disseminating the project results to other workplaces, i. e. a rating of a 1 and 2 on a scale of 1 to 5, where 1 is no effort at all, 3 is a moderate effort, and 5 is a very significant effort (Figure 12). Key informants were asked to rate the extent to which effort has been devoted to communicate and disseminate project results to other workplaces. The average rating provided by HRSDC representatives was 2.1 while other key informants provided an average rating of 1.7.



For 10 of the 22 workplace-related projects reviewed as case studies, the primary emphasis for communication was internal with comparatively little emphasis placed on reaching outside the organization.

Factors which may constrain communication outside the organization vary from project to project but most commonly include the perception that the level of interest would be low because the issues are too situation-specific or the results are not readily transferable, as well as a lack of resources or existing communication channels that can be utilized. In some cases, there may also be a desire to keep the results for themselves and not share them with organizations against which they may be competing.

Evaluation Question #7: To what extent has the LMPP achieved its expected intermediate outcomes?

The LMPP logic model describes three intermediate outcomes: increased number and quality of the applications received and expanded client base; making use of project and program results in other workplaces; and more effective labour-management relations at workplaces and sectoral level. Key findings of the review regarding the extent to which the LMPP has been successful in achieving expected intermediate-term outcomes are as follows:

8. A strong set of indicators performance is not available to assess the impacts, particularly the intermediate-term impacts, of the programs.

The program's Results-Based Management and Accountability Framework contains a logic model and a Performance Measurement Strategy which defines a small number of indicators related to activities, outputs, immediate outcomes, intermediate outcomes and final outcomes. Concerns associated with the existing indicators include that the program activities and intended outcomes are not defined well and the indicators for measuring those activities and outcomes tend to be repetitive (the same indicator is used multiple times), data is not always available or has not been collected, and they are not very relevant to or representative of the actual types of outcomes intended by the projects.

9. The LMPP has not been successful in achieving its intended intermediate-term outcome of increasing the number and quality of applications received.

The number of funding applications decreased during the evaluation period, while the percentage of applications rejected increased. Twenty-one applications were submitted for approval in 2003/04, 6 in 2004/05, and 21 in 2005/06. The number of applications submitted declined to 9 in 2006/07 and 12 in 2007/08. The number of applications received was affected by difficulties in attracting new applicants in the absence of aggressive promotion, as well as by fewer referrals from FMCS mediators and conciliation officers who became less willing to promote the program because of concerns that applications might not be approved. The number of applications which were rejected, which is one indicator of quality, increased from 0 in 2003/04 and 2004/05, to 1 in 2005/06, 2 in 2006/07 and 6 in 2007/08 (2 more were withdrawn, meaning that only 4 of the 12 applications in 2007/08 resulted in funded projects).

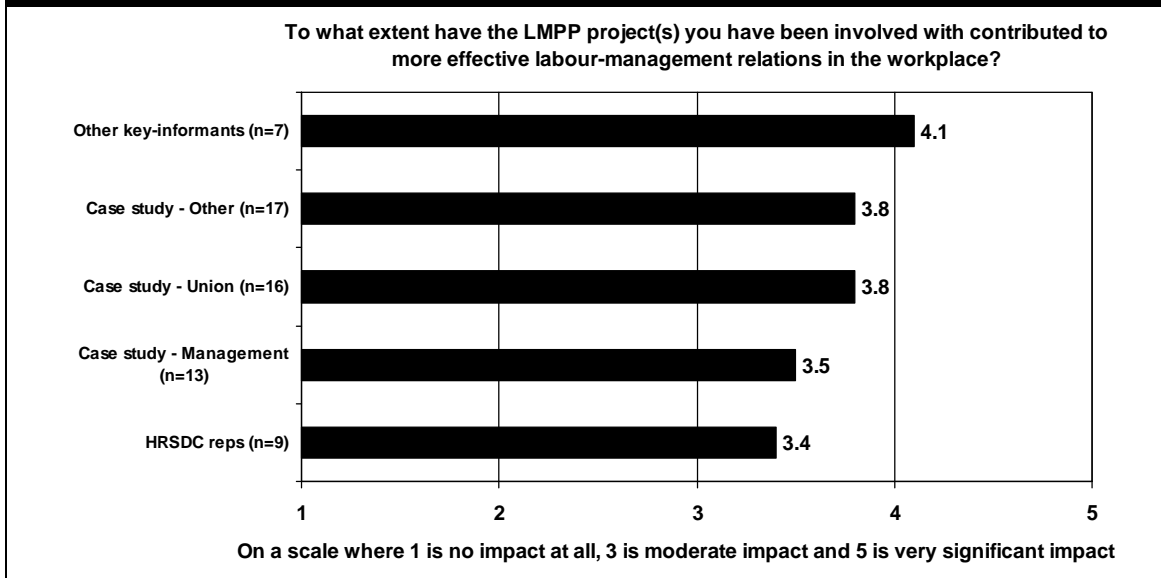
The priority of the LMPP is to fund joint applications submitted by unions and employers that fall under the jurisdiction of the Canada Labour Code (federal private sector). Concerns associated with this priority include that no specific targets were set with respect to this priority, so it is not possible to comment as to whether expectations have been met. Of the 22 projects proposed by associations of workers or of employers (9), businesses (9), or unions (4) (Table 6), most are workplace-based projects. The workplace-based projects implemented by other types of proponents are aimed at either improving labour-management relations in particular organizations (e.g., improving labour-management relationship between unionized support staff in a university through a customized, personalized workplace learning experience; assessing and improving general psychological health of employees and management, managed by an employee and manager working group) or have objectives to create new knowledge around labour-management issues in Canada.

Type of Recipient	Number of Completed Projects	% of Total
National NGOs	15	28%
Associations of workers or of employers	9	17%
Businesses, bodies incorporated or unincorporated	9	17%
NGOs with a focus to encourage employment	4	8%
Unions	4	8%
Public degree-granting universities	3	6%
Municipal governments and agencies	2	4%
Local community, charitable, voluntary org.	2	4%
Provincial NGOs	2	4%
Public sector	2	4%
Aboriginal not-for-profit groups	1	2%
Total	53	100%

10. The LMPP has made progress in supporting the development of more effective labour-management relations in the workplace.

When key informants and case study participants were asked to rate the extent to which the LMPP has had an impact in creating more effective labour-management relations in the workplace on a scale of 1 to 5, where 1 is no impact at all, 3 is a moderate impact, and 5 is a very significant impact, the key informants provided an average rating of 3.8 while case study participants provided an average rating of 3.7 (Figure 13). Within the key informants, the average ratings provided by HRSDC representatives tended to be somewhat lower than those provided by other key informants. Within the case study participants, the average ratings were generally consistent across management, union and other representatives.

Figure 13
LMPP Effect in Workplace Relations



All case study projects reviewed achieved results that supported more effective labour-management relations in the workplace. Workplace projects tended to have the most immediate impact in that they are based in the workplace itself. Of the 22 workplace-type projects reviewed, **all** have had an impact on particular organizations. Examples of results and impacts that LMPP workplace-type projects achieved included:

- better workplace practices (e.g. more inclusive-decision making, increased dialogue, regular meetings, establishment of worker-employer working groups and steering committees);
- strengthened mutually beneficial labour-management relationships (e.g. building trust and a positive culture of cooperation and mutual understanding);
- the delivery of training and workshops to staff members and management (e.g. training on workplace harassment, effective negotiations, better communication);
- evaluation of performance management practices;
- reductions in the level of workplace injuries and disorders (e.g. through ergonomic changes, new safety techniques and procedures);
- support for families of persons who died from workplace injury, better understanding of the structure of workplace conflict, implementation of culturally sensitive conflict resolution techniques (e.g. Aboriginal elder mediation); and
- access to an online disability management support system.

Conference projects usually involve dissemination of information to key decision-makers or stakeholders who are expected to apply the knowledge in the workplace. As such, the impacts on the workplace tend to be less direct, more difficult to measure, and take

longer to occur. Of the 10 conference type projects reviewed (project outputs and/or conducted interviews), two have already had a significant impact on a particular workplace and six are expected to generate impacts as knowledge is implemented in the workplace. More specifically, two conferences have already helped improve workplace culture and understanding between union and management, reduced staff turnover, improved grassroots problem-solving and facilitated better collective agreements. The six conferences are expected to increase knowledge and the flow of information regarding key issues such as how to handle a maturing workforce, incorporate better strategies to handle emerging issues in the labour force, as well as tackle workplace discrimination.

The conferences were well attended (for example, the conference on the maturing workforce was attended by 168 union and management representatives; a conference on reforming industrial relations was attended by 63 participants; a conference on employee health and safety was attended by 140 union representatives, management representatives and scholars; and a conference on emerging issues in industrial relations was attended by 200 union, management and government representatives) and well received (for example, 99% of attendees at the conference on the maturing workforce reported it was successful in addressing the issues, and 76% of attendees at the conference on emerging issues in industrial relations rated it as successful in achieving objectives).

Research projects involved expanding the body of knowledge on particular issues. As such, they can have a broad and significant impact to the extent that they address relevant issues, the outputs are successfully disseminated to key decision-makers or feed into further research where required, and the results influence decisions, initiatives and actions taken in the workplace. Although they can be significant, the impacts of research on the workplace tend to be less direct, more difficult to measure (users are often not known to the researchers and there is usually no provision in projects for researchers to follow-up with potential users) and take longer to occur. Of the seven research projects reviewed, six had significant potential to positively impact the workplaces by making knowledge available to participants that ranged from management and union to government representatives.

Key outputs from these research projects included:

- A web page that contains information on best practice workplace cooperation;
- A research report and other publications which provided guidance on how to handle the problems associated with workplace stress (e.g. preventing mental health problems at work);
- A standard code (the Canadian Code of Practice for Disability Management) accompanied with a tool on how to audit disability management policies which are designed to enable organizations to develop better disability policies and procedures (the materials have been used in training 20 auditors);
- An educational curriculum on workplace disability prevention (e.g. the curriculum includes training materials, and instructions on teaching disability prevention in the workplace);

- A research report which provided guidance on how to manage labour relations in Aboriginal communities (including recommendations for policy makers);
- The Canadian National Standard on Occupational Health and Safety Management which is designed to assist organizations maintain employee health and safety;
- A detailed research report on pattern of female participation in the construction industry; and
- A report evaluating the Canada Labour Code Legislative Review (e.g. outcomes of participatory legislative review conducted in 1998 and 1999) which provides recommendations for future legislative reviews.

11. LMPP projects, particularly research and conference projects, are designed to generate impacts at the national or sectoral level.

Of the 36 projects from which one or more representatives were interviewed, 10 (27%) focused strictly on organizational outcomes and did not have plans and strategies to generate impacts at the sectoral and/or national level. Twenty-six projects (72%) were targeted at producing outcomes on a national and/or sectoral scale. Amongst the projects reviewed, all research type projects and 80% of conference projects had strategies to produce national and/or sectoral levels of impact while only 36% for workplace related projects did so. As such, while workplace based projects tend to have the most immediate impacts in a workplace, they are less likely to influence multiple workplaces. Examples of projects intended to generate outcomes at the national level included conferences that involved representatives from all industries, research papers that generated knowledge to be utilized by all labour-management professionals, and web pages and other materials that targeted building skills and capacity of all stakeholders. Examples of projects focused on the sector level included a training video produced for employees of the automobile industry, an ergonomic handbook created for preventing work-related musculo-skeletal disorders in the clothing industry, and recommendations to reduce the physical and economic harms related to the immersion of workers (workers falling overboard into water) in the tug and barge industry.

12. The extent to which the project and program results have been used in other workplaces is dependant upon the extent to which the results have been distributed to other resources.

Interviews with case study participants as well as reviews of the relevant documentation revealed evidence on the utilization of project results beyond the immediate project stakeholders. Two research projects have served as the basis for implementing national policies and standards (i.e. the Canadian National Standard on Occupational Health and Safety Management has been accepted as a national standard and the tools developed as part of the Code of Practice for Disability Management have been utilized extensively). The workplace harassment video originally prepared for one organization has been shown to employees across the automobile industry in Canada and in several international conferences. The results of the Vulnerable Workers and Public Policy project have been utilized by the governments of Newfoundland and Quebec's Commission on Labour

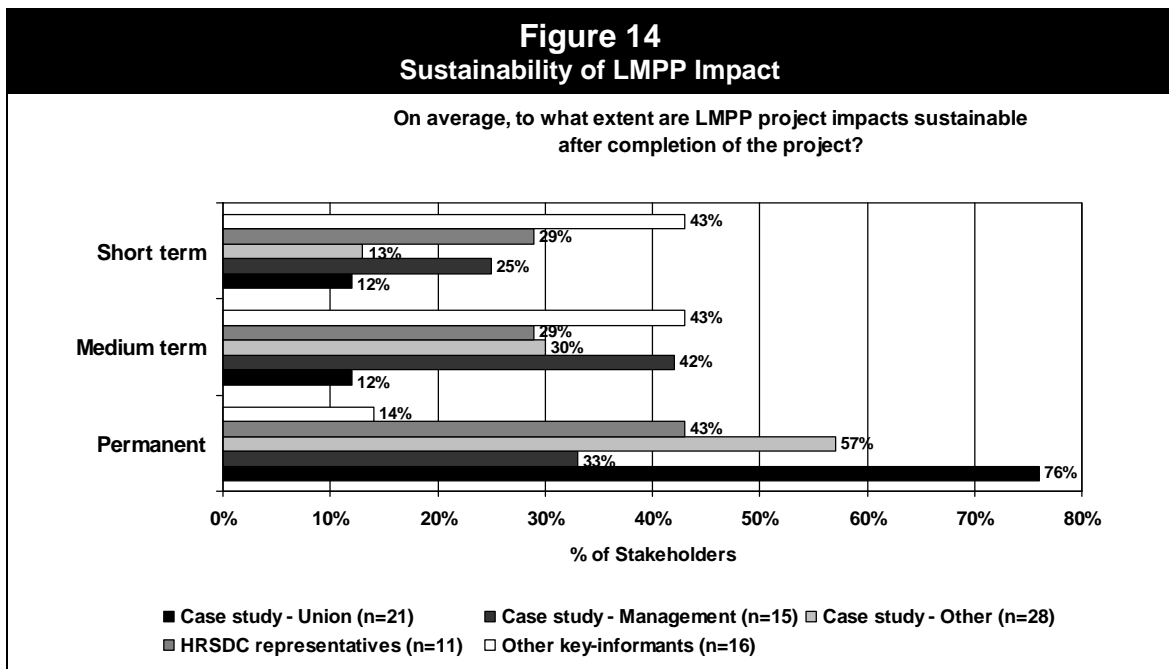
Standards in developing anti-poverty strategies. Finally, the results of the project on preventing workers falling overboard into water in the BC tug and barge industry have been used by the fishing industry and Transport Canada Coast Guard.

Evaluation Question #8: To what extent are project impacts sustainable after the end of the funding period?

Key findings of the review regarding the sustainability of the LMPP project impacts are as follows:

13. Most stakeholders indicated project impacts are sustainable over the medium to long term after project completion.

The review of the case study documents (e.g. project proposals, final reports) provides limited evidence with regards to sustainability of the impact generated from the projects. In particular, the LMPP application form does not require organizations to report on the sustainability of their project results. Consequently, none of the project final reports provides evidence or assessments on the extent to which the project final results will be sustainable in the long run. Nevertheless, during the interviews with case study participants and key informants, the extent to which they felt the results of their projects were sustainable was explored.



As illustrated in Figure 14, most LMPP project participants and key informants indicated project impacts are sustainable over the medium to long term after project completion. HRSDC representatives, case study union representatives and case study other representatives' assessment of more permanent impacts was higher as compared to that of other key informants and case study management representatives.

The types of impacts which are expected to be sustained over this time period include:

- Better communication, understanding and respect between employees and management (e.g. an employee code of conduct was revised to include respect; both employees and management report that the level of trust has improved and a more respectful culture has been facilitated);
- Improvements to workplace processes and procedures (e.g. changes in disability policies, safety and health manuals, more inclusive decision-making process, increased dialogue and more regular meetings);
- Further development of skills and capacity (e.g. provision of training on workplace harassment, effective negotiations, better communications, problems solving); and
- Development of national policies, standards and legislation (e.g. the Canadian Code of Practice for Disability Management and the Canadian National Standard on Occupational Health and Safety Management).

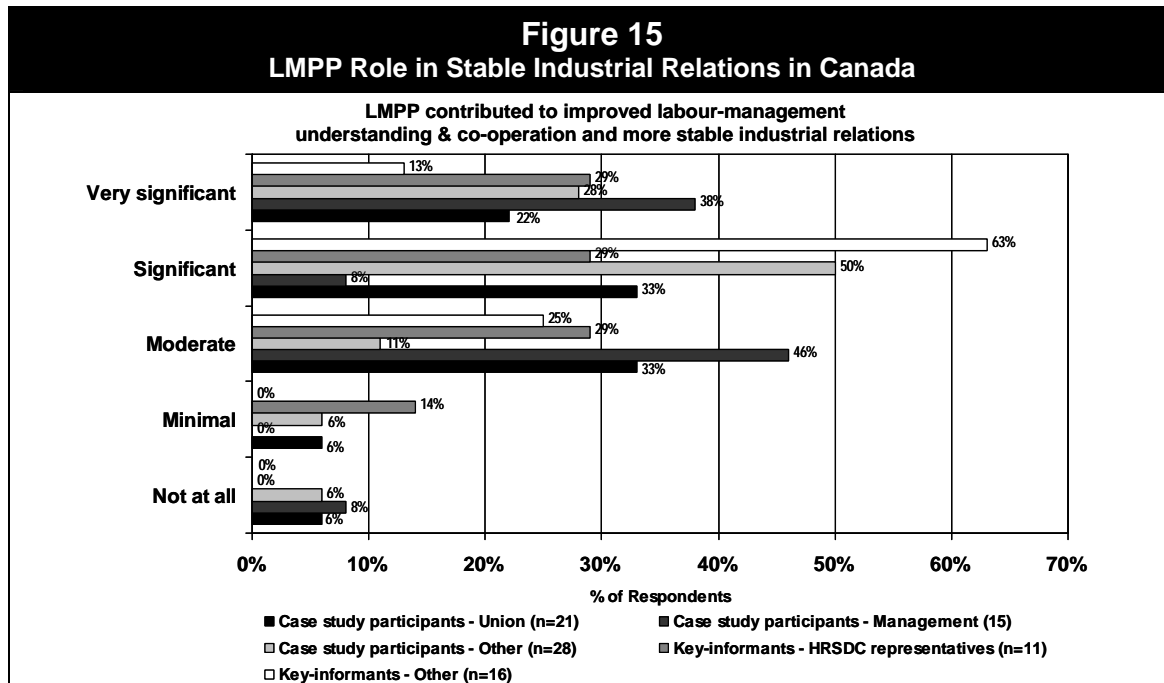
Some of the factors which may constrain the effectiveness of the projects in making lasting changes include difficulties in transferring the knowledge gained or results to key target groups (e.g. one project built elders capacity as mediators to resolve conflicts but were not able to fully utilize their skills; another project trained staff members skills on respectful communication but did not follow-up to ensure the skills were implemented at the workplace), turnover in key staff (e.g. staff turnover resulted in loss of capacity and skills and reduced the sustainability of the results), the nature of certain projects (certain projects produced short-term outcomes but did not have adequate plans and resources to maintain the results; for example, a joint steering committee stopped functioning because there was no funding available after completion of the project), and a lack of resources to implement and lack of commitment to the project. While turnover can be a constraint, it was also noted that dissemination can occur as some individuals may carry the success of the projects with them to other workplaces.

Evaluation Question #9: To what extent has the LMPP reached its expected long-term outcomes of improved labour-management understanding and co-operation and more stable industrial relations in Canada?

As illustrated in the LMPP logic model, the ultimate outcome of the program is to improve labour-management understanding and cooperation and create more stable industrial relations in Canada. Key findings of the review regarding the extent to which the LMPP has been successful in achieving expected long-term outcomes are as follows:

14. The contribution of the LMPP projects in improving industrial relations in Canada is acknowledged by key informants and representatives of funded projects. However, the modest budget and comparatively small number of projects supported by LMPP, as well as the diverse nature of intended outcomes of projects and other intervening (exogenous) factor, makes it difficult to attribute national and sectoral changes in labour-management understanding, co-operation and industrial relations to the LMPP.

While only a limited number of projects are supported, these projects are viewed by both representatives involved in the projects (i.e. case study participants) and key informants as improving labour-management understanding and cooperation and contributing to more stable industrial relations in Canada. As illustrated in Figure 15, among those who provided an opinion, the majority of key informants and case study participants believe that the LMPP has had a significant or very significant impact in terms of improving labour-management cooperation and contributing to more stable industrial relations in Canada.



Participants noted that any initiative that facilitates cooperation between labour and management will eventually contribute to improved industrial relations overall. Furthermore, the LMPP helps to solve the labour-management issues at the grassroots level. When the problems are being solved at the grassroots level, they do not escalate to grievance and arbitration.

To obtain their perceptions on the progress made, key informants and case study participants were asked to rate a range of potential impacts that could be generated by LMPP projects using a scale of 1 to 5, where 1 is no impact at all, 3 is a moderate impact, and 5 is a very significant impact. Table 7 below summarizes average ratings provided by the key stakeholders. Highest ratings were reported in areas such as producing more effective methods to settle disputes, greater information sharing and more frequent meetings between union and management, and more innovative labour-management practices in the workplace. Within the key informants, the average ratings provided by HRSDC representatives were lower than those provided by other key informants. Within the case study participants, the average ratings were generally consistent across management, union and other representatives.

Table 7
LMPP Impact Rating

LMPP expected impact areas	Key Informants		Case Study Participants		
	HRSDC (n=11)	Other (n=16)	Mgmt. (n=15)	Union (n=21)	Other (n=28)
Greater information sharing and more frequent meetings between representatives of labour and management	3.7	3.9	3.8	4.1	3.5
More effective methods to settle disputes	3.1	3.8	4.0	4.0	3.9
More innovative labour-management practices in the workplace	3.2	3.8	3.6	3.7	3.8
More effective methods to renew collective agreements	3.1	4.0	3.4	3.8	3.6
Increased the body of knowledge regarding labour-management relationships	3.1	3.6	3.5	3.7	3.6
Reduced number of grievances and work stoppages	2.6	3.5	3.9	3.5	3.6
Improved performance of employees	2.8	3.8	4.3	3.3	3.6
Improved productivity of employees	2.9	3.8	3.3	3.4	3.6

The case study participants and the key informants provided rationale for their ratings and highlighted ways in which the projects have contributed to each of these types of impacts. The findings are summarized below:

- *Greater information sharing and more frequent meetings between union and management.* The LMPP funded projects resulted in more regular communication and information sharing between employees and management and facilitated the decisions being made at the grassroots levels (e.g. participation in joint steering and decision-making committees). It also helped to build trust between employees and management (e.g. employees felt their opinion is being considered in making decisions, management felt employees are more motivated to implement their duties and responsibilities).
- *More effective labour-management relations in the workplace.* The LMPP projects contributed to more effective labour-management relations by facilitating joint labour-management cooperation and helping to open lines of communication between employees and management. The projects fostered creativity, introduced new techniques and different ways of doing things and helped to build trust between union and management.
- *More effective methods to settle disputes.* The LMPP projects helped project participants to settle disputes at the grassroots level and prevent disagreements from becoming big problems by opening lines of communication between employees and management (e.g. employees were more motivated to communicate their concerns to management; management was much more enthusiastic in focusing on employee problems).
- *More innovative labour-management practices.* The workplace processes – the ways people interact and decisions are made – changed and became more innovative (e.g. use of culturally sensitive communication methods, best practice decision-making techniques, new knowledge and tools).

- *More effective methods to renew collective agreements.* Improved attitudes, better communication and dialogue, and higher levels of trust may help to reduce the amount of time required between management and union to reach collective agreements.
- *Increased body of knowledge regarding labour-management relations.* Research and conference projects investigated different areas of labour-management relations and produced a number of publications and research reports. To the extent that this knowledge is applied, the expanded body of knowledge will continue to contribute to improved labour-management relations over time.
- *Reducing number of grievances and work stoppages.* It is anticipated advances in grassroots problem-solving, as well as the building of mutual trust and stronger relationships between management and employees will be reflected in fewer grievances and work stoppages than would have otherwise occurred.
- *Improving the performance of employees.* The LMPP projects helped to improve performance of employees by increasing their job satisfaction and reducing workplace injury and disability rates. A number of LMPP projects focused on reduction of workplace injury and prevention of disability at the organizational, industry and national levels.
- *Improving productivity of employees.* Key informants and case study participants linked lower levels of workplace injury and increased job satisfaction to improved productivity.

The LMPP is only one of many factors which influence labour-management understanding and cooperation and the stability of industrial relations in Canada. The modest budget and comparatively small number of projects supported by LMPP, as well as the diverse nature of intended outcomes of projects, makes it difficult to attribute national and sectoral changes in labour disruptions and labour-management relations in general to the LMPP. Other factors which have a significant impact include economic conditions (e.g. the economic downturn has affected jobs and income security for employees of many industries), effects of global competition in domestic markets, union density, decentralized structure of labour organization and collective bargaining, and historical relationships.

However, it should be noted that from the analysis of OECD data there have been improvements in the reported number of labour strikes in Canada, as well as the average number of workdays lost due to labour disputes during the period covered by this evaluation. Over the past five years (2003 to 2007), the number of strikes and lockouts averaged 236 annually (as compared to 368 in the previous five year period of 1998 to 2002). A similar downward trend was noted in the UK and US over the same period. The average number of workdays lost due to strikes per thousand employees in the last five years in Canada has averaged 170 days (as compared to 189 in the previous five year period).¹⁵

¹⁵ International Labour Office database on labour statistics.

3.3 Economy and Efficiency

This section reviews the findings regarding the economy and efficiency of the design and delivery of the LMPP and explores the extent to which the recommendations from the 2004 evaluation were incorporated in program delivery.

Evaluation Question #10: To what extent is the LMPP efficient? Are there more efficient ways of delivering this program?

Key findings of the review regarding the efficiency of the LMPP service delivery process are as follows:

1. While the Performance Measurement Strategy contains indicators which track LMPP outputs and outcomes, no other indicators have been established against which the efficiency of the LMPP can be measured.

Potentially, a variety of different types of measures could be used to assess efficiency such as resource requirements (e.g. level of staffing), throughput (e.g. the number of applications processed and approved and average funding per project), leverage (dollars invested in projects from other sources for every dollar contributed by the program), utilization of funds (e.g. percent of the program budget which is expended), benchmarking (e.g. comparing administration costs per project or as percent of funding over time and to other programs), and efficiency ratings provided by clients and key informants. The results of the evaluation indicate that:

- A flexible structure is in place to enable staffing to be adjusted to meet program demand. Of the 11 staff members in the Dispute Resolution Services (DRS) section of the Federal Mediation and Conciliation Service (FMCS) one senior program officer worked solely on LMPP during the time period covered by the evaluation. Other employees of FMCS provided support as required depending upon the workload. The extent of involvement and level of resources associated with the additional support have not been tracked and therefore are not included in the overhead cost shown.
- As a result of a decline in the number of applications reviewed, approval rates, and level of funding approved and disbursed, overhead costs have been spread over fewer projects and less funding than would otherwise have been the case (Table 8). During the last two fiscal years (i.e. 2006/07 and 2007/08) of the evaluation period, LMPP program expenditures have only been about one-fourth of the program budget of \$1.6 million.

**Table 8
LMPP Efficiency**

Fiscal Year	Program Expenditures (\$1,000)	Overhead Cost * (\$1,000)	Ratio
2003/04	\$1,044	85	0.08
2004/05	667	85	0.13
2005/06	1,280	85	0.07
2006/07	438	85	0.19
2007/08	374	85	0.23
Total	\$3,805	425	0.11
Minimum possible efficiency ratio	1600	85	0.05

* Overhead cost only include one dedicated LMPP officer as it was not possible to obtain an estimate for the occasional additional support provided by other FMCS staff on LMPP.

- The average number of LMPP projects funded each year decreased by one-half from about 20 per year during the period from 1997/98 to 2002/03 to an average of 11 projects per year during the current evaluation period (i.e. from 2003/04 to 2007/08). In the 2003/04, 2004/05, and 2005/06 fiscal years, 95% to 100% of all submitted projects were approved for funding. The number declined significantly to the 67% in 2006/07 fiscal year and to 33% in 2007/08 fiscal year. It should be noted that lower project approval rates tend to make the system less efficient from a processing perspective in that applicant time (spent preparing applications) and program staff time (spent reviewing and processing those applications) do not result in projects which are implemented.
- The average funding per project has not increased. Increasing the average size of projects is one strategy to spread overhead costs over a larger funding base.
- Under the existing guidelines, at least one dollar has to be contributed from other sources (i.e. the program covers a maximum of 50% of project costs) for every dollar provided by the Program. According to project data provided by HRSDC, the projects actually obtained approximately \$1.54 in support from other sources for every dollar provided by the LMPP. Other sources of support include cash contributions from the proponent organization (\$0.36 for every dollar provided by the Program); in-kind contributions from the organization (\$0.25), union cash and in kind contributions (\$0.15), private sector cash and in-kind contributions (\$0.18), municipal government cash and in-kind contribution (\$0.03), non profit sector in kind and cash contributions (\$0.46) and provincial government cash contributions (\$0.11).
- Stakeholders are generally satisfied with the service delivery although some concerns were expressed about the length of time required to approve applications, clarity of the funding and eligibility criteria, and the potential to make greater use of technology and tools for applications and reporting.

Evaluation Question #11: Are there more efficient ways of delivering this program?

2. Although the LMPP can be considered efficient on some of the dimensions outlined above, there are still opportunities to further improve efficiency in program delivery.

More specifically, program efficiency could benefit from:

- Strengthening promotional activities to increase awareness of the LMPP and maintaining a broad definition of eligible projects and proponents to ensure that the available budget is effectively utilized.
 - Clarifying the application process by more formally defining eligibility and assessment criteria.
 - Making the application process more user-friendly.
 - Increasing the average funding provided per project by raising the standard maximum of \$100,000 or increasing awareness of the maximum threshold of \$200,000 over three years.
- 3. The review of similar programs outside of Canada identified examples of possible best practices which could be considered to improve delivery of the program.**

From a review of descriptions of similar programs implemented by governments in other countries, there are two programs similar to the LMPP: the Promoting Labour-Management Cooperation Through Funding Support Program (Labour-Management Grants Program) delivered by the US Federal Mediation and Conciliation Service, and the Support for Labour-Management Cooperation Program in South Korea. Potential best practices that could be considered for integration into the design of the LMPP include:

- Assigning regional and local mediators to each funded workplace project to facilitate project implementation.
- Involving representatives of target groups in the application review process.
- Allocating additional funding to representatives of successful projects to promote the results among the larger community (e.g., through participating at the conferences, organizing workshops).
- Incorporating additional measures to encourage representatives of rejected projects to submit further applications.

Evaluation Question #12: To what extent were the recommendations from the 2004 evaluation followed and the actions implemented? What were the results?

The 2004 Summative Evaluation Report outlined a series of recommendations for improvement. Key findings of the review regarding the extent to which the previous recommendations have been implemented are as follows:

4. Progress has been made in reducing the number of repeat users.

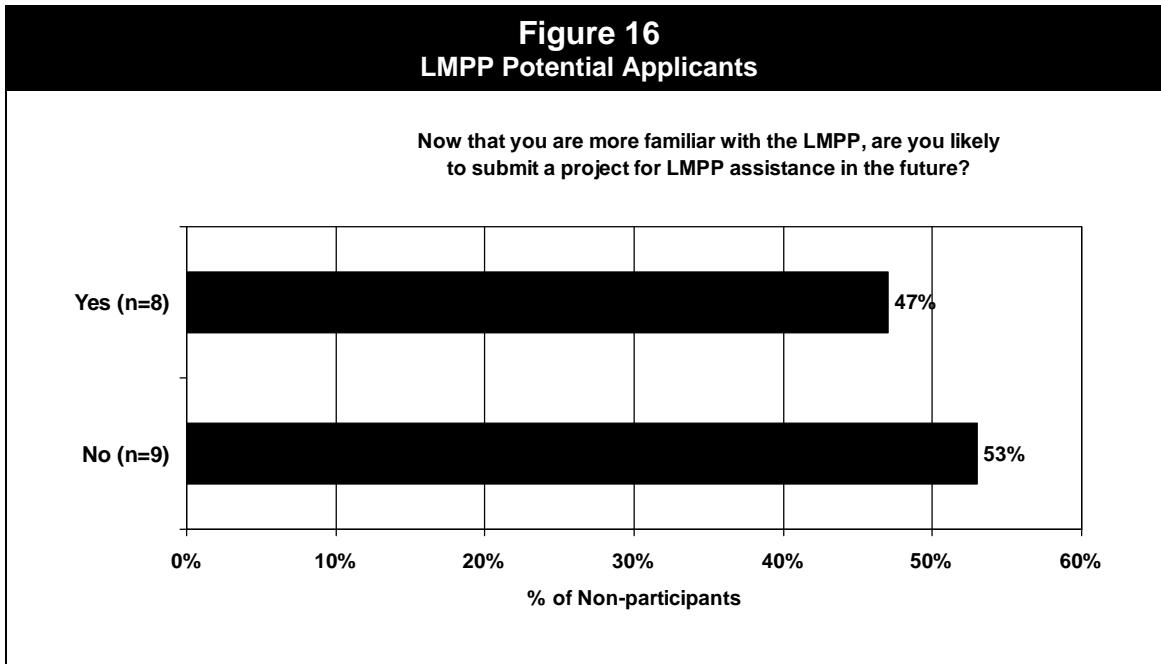
Since 2006, the LMPP has declined funding for repeat or duplicate projects (particularly funding for annual conferences), choosing to focus on innovative and pilot projects. However, it should be noted that some FMCS representatives and other key informants did not agree with this recommendation, noting that projects proposed by repeat users often warrant funding as they address real issues and contribute to program objectives.

5. Some progress has been made in increasing sustainability of LMPP project impacts.

Towards this end, the LMPP has placed a greater emphasis on workplace-related projects with a greater potential for sustainable impacts. Nearly one-half of the case study participants interviewed anticipated that the impacts generated from projects would be sustained over the longer-term. Sustainability has been created in different forms including: making changes in policies and procedures which will continue to effect the organizational relations in long run (e.g. new staff performance review procedures, harassment policies, codes of ethics); building organizational capacity and staff members skills which will be utilized (e.g. respectful culture, employee and management ability to communicate and understand); creating knowledge and tools that will be utilized (e.g. handbooks, guidelines, research reports, publications and manuals created by different projects will continue to be utilized), and making changes in national policies that will affect many other organizations (e.g. Canadian Code of Practice for Disability Management, curriculum on workplace disability prevention, Canadian National Standard on Occupational Health and Safety Management).

6. There has not been an increase in the number and quality of applications received or an expansion in the client base.

The number of applications decreased while the percentage of applications rejected has increased. Some of the factors constraining the progress made include low awareness of the LMPP amongst non-applicants, increasing concern that applications will not be approved amongst past applicants, the limited experience of many organizations in developing funding applications and the considerable time required particularly for those who are new to the process. The strong interest in the program amongst many of the non-participants indicates that there is continuing demand for the funding. As shown in Figure 16, almost one-half (47%) of the non-participants report that they would be interested in submitting an application. Those who were not interested most commonly said that they have good labour-management relations and that there are no outstanding issues.

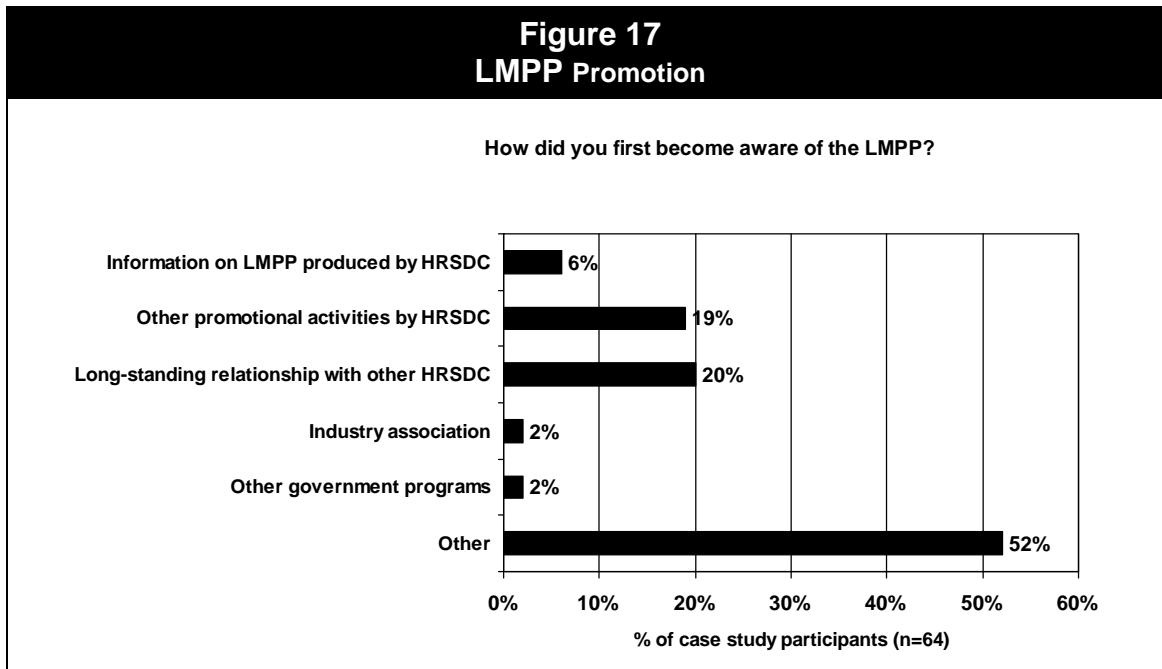


7. While there was an increase in the level of marketing early in the term of the evaluation, this was not sustained.

As reported in program documentation, the LMPP administration *implemented “a number of concrete steps to market the program more extensively and to disseminate project results more widely. The LMPP has increased its communication and promotion activities, reviewed its promotional literature and promoted an internet web-site that provides information and online application capability. In addition, senior management and mediators and conciliation officers have been actively promoting the program... [p.5]”* However, the efforts were not sustained and, in fact, mediators and conciliation officers have become more hesitant to promote the LMPP to potential applicants because of the perceived risk that applications would not be approved. Few of the case study participants and program non-participants, and proponents of rejected or withdrawn applications became aware of the program through promotional materials or the website. Most stakeholders became aware of the LMPP through a long standing relationship with HRSDC or industry associations, as well as through personal and professional referrals (Figure 17). Participants who reported a response of ‘other’ were asked to specify through what other methods they learned about the LMPP. Participants most commonly cited the following:

- *Professional and personal referrals.* Nine case study participants reported that they became aware of the LMPP program because someone referred them to the program. Many referrals came from the unions and organizations that had already participated in the LMPP program.
- *Previous contacts and experience.* Four participants mentioned their previous contacts with the LMPP program through their work and/or professional experience.
- *Conciliation and mediation services.* Three participants became aware of the LMPP program from mediators and dispute resolution service employees. Mediators informed

them about the LMPP during the mediation, dispute resolution or collective bargaining process.



8. Greater efforts have been undertaken by proponents and HRSDC to disseminate the results of projects but further work is required.

Currently, primary responsibility for the disseminating the results lies with the project proponents. To encourage dissemination of project results at the national and industry levels, applications must now have plans to disseminate the results. Implementation of these plans are not formally monitored or reported upon. Over 60% of the case study participants reported that ‘significant’ or ‘very significant’ efforts have been devoted to communicating the project results within a larger community using a range of strategies including participating in conferences, disseminating results to union and company members through internal channels, communicating through personal channels and networking, using the internet and other online resources, and publishing research papers, publications and articles. However, interviews with non-participants indicate that awareness of the programs, projects, and outputs remains low.

9. The number of projects approved and funded has declined over the period covered by the evaluation, limiting the utilization of the LMPP.

The previous evaluation recommended an increase in the maximum funding available as part of a strategy to increase utilization of the program. However, the recommendation has not been adequately addressed. During the time period covered by the evaluation, 56 LMPP projects were approved of which 53 have been completed and 3 are still active (Table 1). In addition, 9 applications for funding were rejected and 4 applications were withdrawn before they were decided upon. Although the maximum threshold of funding is \$200,000 over three years under exceptional circumstances, no projects received more than \$100,000.

4. *Summary of Key Findings and Conclusions*

The key conclusions that arise from the review of the Labour-Management Partnerships Program are as follows:

- 1. The objectives of the LMPP are consistent with departmental strategic outcomes and government-wide priorities.** The document and literature review shows clear linkages between the objectives of the LMPP and the Department's major strategic outcome focused on building "*Safe, fair and productive workplaces and cooperative workplace relations*", the Preamble of the Canada Labour Code which states that the Parliament of Canada will provide "*...support to labour and management in their cooperative efforts to develop good relations and constructive collective bargaining practices, and deems the development of good industrial relations to be in the best interests of Canada...*", and the Speeches from the Throne in 2004 and 2008 which highlighted the federal government's commitment to building a strong and competitive Canadian labour force. In addition, among the HRSDC representatives who provided an opinion, 83% believed the LMPP is consistent with government-wide priorities, 78% with departmental strategic outcomes, and 67% with departmental priorities.
- 2. There is a need for the LMPP in Canada.** The results of the evaluation indicate that Canada experiences higher levels of labour disputes than other developed countries and these labour disputes can have significant economic and social impacts. In addition, most stakeholders view the current state of labour-management relations in Canada as difficult or strained, believe that the federal government should be involved in promoting cooperative labour-management relations, and recommend the LMPP as an appropriate tool for achieving that.
- 3. The LMPP complements rather than duplicates other federal and provincial government programs.** The LMPP complements other programs in Canada, which share similar objectives, by working to build cooperation and partnerships between employees and employers using distinct intervention strategies. While other programs provide services such as training, workshops, and access to mediation specialists, the LMPP provides direct funding to enable organizations to pilot and practice their innovative ideas in the workplace.
- 4. The LMPP has been successful in encouraging the development of innovative labour-management practices by supporting a variety of research, workplace and conference-related projects.** LMPP projects have been successful in achieving these objectives and most have had or are expected to have an impact in supporting the development of more effective labour-management relations in the workplace. The success of the projects can be attributed to key factors such as strong leadership and commitment from both union and management, an ability to engage a wide range of stakeholders, effective planning, adoption of innovative approaches to address

significant issues, and the quality of products and services produced, as well as the access to funding by small and medium sized enterprises.

- 5. Awareness of best practices and of project results outside of organizations involved in the projects appears to be limited despite reported dissemination efforts.** While most project representatives reported that significant or very significant efforts have been devoted to communicating results to other workplaces, the perception of most key informants (not being directly involved in projects) was completely opposite. Awareness of project results appears low outside the organizations with the vast majority of non-participants not being aware of any LMPP project results. Factors viewed as impeding broader dissemination outside the organization include the perception that the level of interest would be low because the issues are too situation-specific or the results are not readily transferable, as well as a lack of resources or existing communication channels that can be utilized.
- 6. Progress has not been made on the intended outcomes of increasing awareness and utilization of the LMPP, increasing the number and quality of applications, or expanding the client base.** The number of funding applications received by the Program decreased during the evaluation period, while the percentage of applications rejected increased. As a result, LMPP program expenditures totalled only about one-fourth of the program budget of \$1.6 million during the last two fiscal years (i.e., 2006/07 and 2007/08) covered by the evaluation. Factors constraining the progress may include low awareness of the LMPP, increasing concern amongst past applicants that applications will not be approved, hesitancy of staff in the field to promote the program and limited experience of many organizations in developing funding applications. While application rates have been low, the strong interest in the Program expressed by many non-participants indicates that there is a significant latent demand for funding.
- 7. Most stakeholders indicated LMPP project impacts are sustainable over the medium to long term after project completion.** Documentary evidence was not available to support the perception on the sustainability of project impacts. None of the project final reports provides evidence or assessments on the extent to which the project final results will be sustainable in the long run. Nevertheless, when asked during the interviews, most case study participants and key informants felt that project impacts are sustainable over the medium to long term after project completion.
- 8. The contribution of the LMPP projects in improving industrial relations in Canada is acknowledged by key informants and representatives of funded projects. However, the modest budget and comparatively small number of projects supported by LMPP, as well as the diverse nature of intended outcomes of projects, makes it difficult to attribute national and sectoral changes in labour-management understanding, co-operation and industrial relations to the LMPP.** The contribution of the LMPP projects in improved industrial relations in Canada and in many other areas of labour-management relations has been reported by a majority of the LMPP project participants. However, the LMPP is only one of many factors which influence labour-management understanding and cooperation and the stability of industrial relations in Canada. Other factors which have a significant impact

include economic conditions (e.g. the economic downturn has affected jobs and income security for employees of many industries), effects of global competition in domestic markets, union density, decentralized structure of labour organization and collective bargaining, and historical relationships. It is therefore difficult to attribute national and sectoral changes to the LMPP.

- 9. While there are opportunities for improvement, the overall design of the delivery structure is appropriate to achieve the intended results.** Stakeholders are generally satisfied with the delivery structure, specifically highlighting ready access to an HRSDC program analyst, the feedback provided to applicants, and the clear reporting requirements. Areas of concern focused on the length of time required to approve applications, unclear funding criteria, inadequate technology and tools for applications and reporting, and unclear eligibility requirements.
- 10. There are several shortcomings associated with the Performance Measurement Strategy.** More specifically, the program activities and intended outcomes are not well defined in the program logic model or Performance Measurement Strategy, some indicators are repetitive, data is not always available, and some indicators are not very relevant to or representative of the actual types of outcomes intended by the Program and supported projects. In addition, no formal indicators have been established to track efficiency of the delivery structure.

5. Recommendations

The key recommendations arising from the review of the Labour-Management Partnerships Program are as follows:

- 1. The Labour Program should monitor more closely LMPP funded proponents' efforts to disseminate the results of their projects and the outcomes of their dissemination strategy as well as the use of project results beyond the immediate project partners.**

Effective dissemination of project results and best practices combined with follow-up to assess the adoption and use of project results is a key element of success for conference and research projects and for transferring the results of workplace-based projects to other workplaces. Project proponents are responsible for disseminating the results of their own projects as part of the funding agreement. While the emphasis on dissemination has increased, the results of the evaluation indicate that awareness remains low. Ensuring efforts are devoted to broader dissemination and adoption of best practices identified through the funded projects has potential for increasing the effectiveness of the LMPP overall and raising awareness of the program.

- 2. The Labour Program should clarify project and proponent eligibility criteria and the funding priorities.**

Over the past few years, there has been a movement towards placing greater emphasis on funding workplace-based projects versus conferences and research projects while project applications, selection and recommendation for funding continued to be entertained for all the different types of projects. The apparent inconsistency in funding priorities has impacted negatively the level of applications and interest in the program. Clarifying eligibility criteria and funding priorities will ensure greater consistency in project selection and recommendation for funding.

Consideration should be given to removing the restriction excluding repeat users from funding if proposed projects are innovative and meet the eligibility criteria. There are concerns about repeat users, particularly to the extent that their projects may not be incremental (the projects would have proceeded as planned even in the absence of LMPP funding). However, repeat users may still warrant funding to the extent that their projects address real issues, contribute to program objectives, and would not occur (or occur with the same scope or timing) in the absence of LMPP funding. One strategy which has been employed by other Programs is to enable past users to reapply for funding for similar projects but only on a declining percentage basis.

- 3. A formal marketing and communication strategy should be developed and implemented to increase awareness of the Program among the targeted groups.**

The objectives of the strategy would be to promote the program beyond past and current project proponents to support projects from a broader range of organizations, and to clearly communicate eligibility criteria and funding priorities to potential applicants.

A key part to marketing the program would be to develop a strong campaign amongst the regional mediators who work with members of the target group. Activities under strategy may include outlining objectives, primary and secondary targets, key messaging and communication vehicles. Communication vehicles could include an updated website, print materials (e.g. brochures and newsletters), publications (e.g. best practices), attending key events, strengthening relationships with FMCS mediators and conciliation officers, as well as with key organizations (e.g. industry associations, labour groups) who serve as an important referral source.

4. The application process and tools should be formally reviewed to streamline the process and make it more user-friendly.

The objectives of the review would be to standardize the process to improve transparency and streamline both the review and preparation of applications, which will shorten approval times and reduce the time commitments for both reviewers and those preparing the applications. As part of this review, consideration should be given to:

- Tailoring the selection criteria to reflect that labour-management relations is a dynamic process which includes different stages of development. By considering the different stages of labour relations, the process may be better able to assess the potential of the project to provide practical final results.
- Making the application process more user-friendly by providing further direction, facilitating submissions of online applications and reporting, further standardizing the information to be provided in applications, and more clearly communicating the assessment criteria. Developing a guide that clearly describes project assessment criteria and indicators would reduce the costs associated with program administration and increase sustainability of the program results.
- Clearly defining priorities. The current Terms and Conditions indicate that the program priority is to fund joint applications by union and employers from federal private sector. The LMPP needs to clarify expectations and establish clear targets in order track the program success in meeting these expectations.

5. With input from Evaluation staff, the LMPP logic model and performance measurement strategy and associated indicators should be revised to better reflect actual activities and intended outcomes.

To address the concerns with the Performance Measurement Strategy:

- Evaluation staff should work with Program staff to better define program activities, outputs and intended outcomes and update the program logic model. Based on the revised logic model, a new Performance Measurement Strategy should be developed which incorporates performance indicators which are distinct, measurable and relevant to activities or intended outcomes. As part of this process, formal indicators should be developed to assess program implementation and efficiency.

- The Performance Measurement Strategy should consider that work stoppage and productivity rates are ultimate outcomes and should not be a short-term evaluation criterion. The focus should be put on evaluating labour-management relations at the workplace level.
- The LMPP should also revise the reporting requirements for contribution agreements to reflect the updated Performance Measurement Strategy and ensure that proponents collect and submit the necessary data.