



**INFORMAL CONFLICT MANAGEMENT SYSTEM
EVALUATION
Final Report**

May 2010

**Evaluation Division
Strategic Planning and Performance Management**



TABLE OF CONTENTS

EXECUTIVE SUMMARY	i
1. INTRODUCTION.....	1
1.1. Purpose of the Evaluation	1
1.2. Evaluation Methodology.....	2
1.3. Challenges and Limitations.....	3
1.4. Structure of the Report.....	6
2. OVERVIEW OF THE INFORMAL CONFLICT MANAGEMENT SYSTEM.....	7
2.1. History.....	7
2.2. Mission and Activities	8
2.3. Program Activities	9
2.4. Key Principles.....	10
2.5. Intended Beneficiaries	11
2.6. Program Delivery Structure	12
2.7. Program Budget and Resources	12
3. MAJOR FINDINGS	13
3.1. Relevance	13
3.2. Awareness of Informal Conflict Management System Services	20
3.3. Sources of Assistance in Dealing with Conflict	22
3.4. Use of and Satisfaction with Informal Conflict Management System Activities.....	24
3.5. Impacts of Informal Conflict Management System Activities	30
3.6. Relationship with Partners	35
3.7. Efficiency and Economy.....	38
3.8. Opportunities for Improvement	40
4. CONCLUSIONS	47
5. RECOMMENDATIONS AND MANAGEMENT RESPONSE.....	51

APPENDIX A : Questionnaires and Interview Guides	55
APPENDIX B : Program Logic Model	83
APPENDIX C : Cross-Tabulation of Results by Characteristics of the Respondents	91
APPENDIX D : Profile of the Employees Assessing Services.....	95

ACRONYMS

DLSU	Departmental Legal Services Unit
Department	Department of Justice Canada
EAP	Employee Assistance Program
HQ	Headquarters
HR	Human Resources
HRSDC	Human Resources and Skills Development Canada
ICMS	Informal Conflict Management System
JAG	Joint Advisory Group
LA	Legal Group
NCR	National Capital Region
OICMW	Office for Integrity and Conflict Management in the Workplace
PS	Public Service
PSES	Public Service Employee Survey
PSLRA	Public Service Labour Relations Act

EXECUTIVE SUMMARY

1. Informal Conflict Management System

In 2006, the Department of Justice (Department) implemented the Informal Conflict Management System (ICMS) program, which is designed to prevent and resolve workplace conflict. The mission of ICMS is to achieve a workplace culture in which all staff, in all roles and at all levels, have the commitment, the skills and the resources to work collaboratively to seek early resolution of conflicts in a constructive and creative manner. ICMS focuses on both addressing systemic causes of conflict as well as individual instances of workplace conflict. This mission is facilitated by the core activities of the ICMS, including: information sessions, conflict management training, service delivery, communications, and networking and partnering. In the intermediate term, it is expected that these activities will increase accessibility and use of conflict management services and better enable managers and employees to apply a range of alternative methods to successfully manage conflict as it arises. Over the longer term, it is expected that the ICMS will facilitate a shifting towards a collaborative workplace culture that is more open to and effective in resolving conflict.

2. Purpose and Structure of the Evaluation

The purpose of this evaluation is to conduct a national evaluation of the ICMS in the Department that focuses on the shorter-term results of the ICMS. The evaluation methodology included a survey of 276 Justice employees, interviews with key informants including senior management overseeing the program and 10 ICMS partners from a cross-section of units within the Department, a document review, a literature review, and interviews with seven representatives of similar ICMS programs in other federal government departments.

3. Relevance

There is a strong need for the ICMS and it fulfills a legitimate and necessary role for the government.

Addressing workplace conflict is in public interest to the extent that it reduces the direct costs associated with conflict and formal conflict resolution (such as replacement costs for employees, or salary costs for employees on paid leave while in conflict), and the indirect costs such as time wasted in conflict and the reduced quality of decisions made by people in conflict.

The employees and ICMS partners recognized the need 1) for a confidential and neutral place to resolve conflicts; 2) for training opportunities designed to increase knowledge of informal ways of managing conflict; and 3) to equip employees with better tools to improve their skills and abilities in conflict resolution.

The program represents a legitimate and necessary role for the government given the potential impact on operations and its consistency with departmental strategic outcomes as well as federal government priorities and commitments to resolving matters in the workplace fairly, credibly and efficiently.

4. Achievement of Expected Outcomes

While some progress has been made, overall awareness and use of the ICMS services and activities within the Department remain relatively low and ICMS partners have not been fully engaged.

Moderate progress has been made in enhancing awareness, accessibility and usage of conflict management services. Those employees who did participate in ICMS activities reported that the information they received from ICMS had somewhat of an impact in educating them regarding where to go for assistance when facing a conflict and enhancing their knowledge and awareness of alternative ways to manage conflict. In turn, the employees are better prepared to manage or resolve conflicts in the workplace. The impact is greater for clients who have used conflict management services or participated in training sessions than for those who simply attended an information session.

Even amongst ICMS partners who are very familiar with the program, most reported that their involvement with the departmental program had been very limited. The partners who were

interviewed tended to be very familiar with the program (most commonly as a result of their past involvement in the Joint Advisory Group). However, while most had interacted with the Office for Integrity and Conflict Management in the Workplace (OICMW) staff, promoted the programs to others and/or referred people to the ICMS services at some time in the past, they also noted that the level of interaction and their role in promoting the program was very minor.

One of the factors affecting the involvement and dedication of these partners is that, while most saw a strong need for the program, they also reported that it had been moderately successful to date in meeting that need. They pointed to the relatively small size and limited resources associated with the program, with some indicating that they had hoped it would have a higher profile and be able to provide more hands-on services and training than has been delivered to date.

It is unreasonable to have expected that a significant shift towards a collaborative workplace culture that is more open and effective in resolving conflict to have occurred given the size of the Department and the comparatively small size and scope of the program.

Some progress has been made towards achieving the ultimate outcome of the program, i.e., a collaborative workplace culture that is more open and effective in resolving conflict. The results of the evaluation indicate that, amongst those respondents surveyed, almost one in four has participated in ICMS services and most of them have reported at least some change in terms of increasing their awareness and knowledge with respect to conflict management.

However, given the size of the Department and the comparatively small size and scope of the program, it is unreasonable to have expected that a significant shift would have occurred. Achieving real cultural change is a long-term process. The ICMS has a budget of about \$300,000 and the equivalent of approximately 1.1 full-time staff, including the Director who works part-time on the program in addition to her other responsibilities in the OICMW. These individuals, in effect, serve approximately 4,500 employees across Canada. In comparison to similar programs in other federal government departments, the Department's ICMS is smaller and the most recently established.

Key informants stated that in their view, it is likely that some further progress will be made by ICMS to facilitate the shift toward collaborative workplace culture. However, in order to achieve greater impact in changing the culture of the workplace and the way employees deal with

conflict, enhancements to the program would need to be made. In particular, more funding would be required to increase capacity and extend the services delivered.

5. Efficiency and Economy

The ICMS program is a relatively inexpensive program that can represent a very cost-effective strategy. The evaluation has identified potential opportunities to further enhance the efficiency and economy of the ICMS.

To the extent that it contributes to significant time and costs savings associated with conflict, an ICMS program can be a very cost-effective strategy for an organization. The findings from the literature review conducted as part of this evaluation indicate that using alternate forms of informal conflict management services can result in savings with respect to time and costs and be more cost effective than formal conflict management mechanisms.

Factors that contribute to the cost effectiveness of the ICMS include opportunities for sharing resources, the well-structured nature of the program, and the extent to which it complements rather than duplicates other conflict resolution mechanisms. The restructuring of ICMS into the OICMW resulted in some economies of scale with respect to sharing of resources, overheads and messaging; it has also enhanced communication between the various functions. As an alternate process that can be more impartial, less rigid, timelier and more oriented toward conversation and compromise, the ICMS complements rather than duplicates other conflict resolution mechanisms.

The major concerns expressed by key informants with respect to cost effectiveness relate more to the need to increase the overall budget than to how the budget is being utilized. There is a common view that not enough resources are allocated to training, promotion of the program and outreach activities in the regions. In addition, the program could benefit from having conflict resolution practitioners on staff and investing more resources in developing relationships with key partners from management, labour relations and the bargaining units.

Nine factors were identified as key to the success of an ICMS program. These include having strong support from senior management, a clearly defined role for the ICMS, strong relationships with others involved in conflict resolution, being seen by employees as a neutral body, enjoying a high level of awareness, providing easy access, delivering quality services, incorporating a strong training component, and being well integrated into the organization.

There is some room for improvement with respect to each of these factors. More specifically, there is a need to raise the program's profile and improve employee perceptions regarding the ICMS relationships with partners, including other conflict management groups in the Department, improve accessibility particularly for employees outside of the National Capital Region, further improve the services provided to clients, expand the resources dedicated to training, and better signal support of the program by senior management. One important issue to be considered is whether conflict resolution practitioners are placed within the ICMS Office. Currently, external professionals are hired on an as-needed basis; however, in-house practitioners are common in the ICMS of other federal departments and there are advantages and disadvantages associated with each approach which the ICMS can consider.

Given that the ICMS is designed to complement rather than replace other conflict management mechanisms, there are no real alternatives to it. The ICMS satisfies the requirement introduced in section 207 of the *Public Service Labour Relations Act*, which requires each Deputy Head to establish an ICMS, in consultation with bargaining agents.

1. INTRODUCTION

1.1. Purpose of the Evaluation

The purpose of this study is to conduct a national evaluation of the Department of Justice’s Informal Conflict Management System (ICMS). The evaluation assesses the short-term results of the ICMS Implementation/Process including, but not limited to, whether:

- the activities have been implemented as intended;
- the ICMS has been administered efficiently and cost effectively;
- improvements are required;
- the program is well targeted and reaching the intended beneficiaries; and
- the short-term intended results have been achieved.

The evaluation questions are grouped under three issues including relevance, achievement of expected outcomes, and efficiency and economy. A list of the specific evaluation questions under each evaluation issue is provided in the table below.

Evaluation Issues	
Relevance	<ul style="list-style-type: none">• Does the program area or activity continue to serve the public interest? Is there a legitimate and necessary role for government in this program area or activity?
Achievement of Expected Outcomes	<ul style="list-style-type: none">• How effective has ICMS been in enhancing knowledge of where to obtain conflict management services? To what extent has there been enhanced accessibility and usage of conflict management services?• How effective has ICMS been in enhancing awareness of alternative ways to manage conflict? To what extent have these alternative ways of managing conflict been applied?• How effective has the ICMS been in working with partners to increase recognition of their roles and their visible dedication to sustaining the progress of the ICMS?• To date, how successful has the program been in shifting toward a collaborative workplace culture that is more open to and effective in resolving conflict? What further progress is the program likely to achieve over the next three to five years?

Evaluation Issues	
Economy and Efficiency	<ul style="list-style-type: none"> • Is the design and operation of the ICMS program cost effective? Are the resources used efficiently? • What improvements could be made to program design or delivery? What alternatives exist to ICMS?

1.2. Evaluation Methodology

The evaluation methodology consisted of surveys and interviews as well as a document and literature review, as described below.

- **An on-line survey for departmental employees.** An e-mail letter, in both official languages, was distributed to approximately 4,500 departmental employees across Canada via *JustInfo*, inviting them to participate in an anonymous on-line survey. The purpose of the on-line survey was to obtain information on awareness, use and impacts of the services delivered by the ICMS. Two hundred and seventy-six respondents completed the on-line survey, representing a response rate of about 6%.
- **Interviews with senior ICMS management overseeing the program.** The purpose of these interviews was to obtain a further description of how various elements of the program have been implemented as well as receive input on program relevance, achievement of expected outcomes, and economy and efficiency.
- **Interviews with 10 ICMS Partners** from a cross-section of units within the Department, including Labour Relations, Strategic Planning and Performance Management, Computing Science and Aboriginal Law. A breakdown of those interviewed by region is provided below.

	Headquarters	Alberta	Ontario	Quebec	Atlantic
Number of Partners	4	2	2	1	1

The purpose of these interviews was to obtain input regarding the relationships between ICMS and these partners including the roles of the partners in the program, the progress made towards achievement of the expected outcomes, and the opportunities for improvement. For the purpose of this report, the term key informant is used when the responses of ICMS partners and ICMS senior managers are reported together.

- **Literature review.** The purpose of this review was to obtain information regarding the need for the program, including whether it represents a legitimate and necessary role for

government as well as best practices which may represent potential improvements to program design and delivery.

- **Interviews with representatives of similar ICMS programs in seven other federal government departments.** The purpose of these interviews was to obtain comparable data on the programs delivered by other federal government departments as well as identify best practices that could represent potential improvements to program design and delivery.

Questionnaires and interview guides are provided in Appendix A.

1.3. Challenges and Limitations

Three challenges and limitations that should be considered when reviewing the evaluation results are the incomplete data available on the services delivered, the limited data available on program delivery costs, and the potential non-response error associated with the employee survey. The impacts of these challenges and the steps taken to mitigate them include:

- **Incomplete data collected by the program.** The ICMS reported data on the numbers of direct services delivered but noted that not all interactions were recorded; therefore, the figures under-represent the true activity levels. Furthermore, data has not been collected on the numbers of training and awareness sessions staged or the number of participants involved in those sessions. As a result, there is no clear measure of the reach of the program. To respond to this limitation, the evaluation included questions about usage of services in the employee interviews and activity levels in the program representative interviews.
- **Limited data available on program delivery costs.** The program provided information on program budgets and staffing levels. However, the merger of the ICMS into the Office for Integrity and Conflict Management in the Workplace (OICMW) resulted in the sharing of resources and consequently, data is not available on the level of resources (human and financial) allocated to various program activities, thereby making it more difficult to assess program economy and efficiency. To respond to this limitation, qualitative questions on program efficiency were included in the key informant interviews. In addition, the available data on staff levels, program budgets and direct services delivered was used to compare the Department's ICMS to similar programs in other federal government departments.
- **Potential non-response error in the survey of Justice employees.** Given the self-selected nature of the survey and a response rate of 6%, there is concern that the characteristics of the respondents may be different from those who did not. The table below compares the

characteristics of those who responded to the survey to the total population of departmental employees as reported in the March 31, 2008 Department Demographic Profile. To assess the nature of the potential non-response error, the characteristics of the respondents were compared to the overall profile of the Department’s employees.

As indicated below, employees from the National Capital Region (NCR) were over-represented in the employee survey while members of the Law Group (LA) appear to be under-represented, although this may be a function of differences in how the job classifications were interpreted. Aboriginal peoples were over-represented while members of visible minorities groups were somewhat under-represented.

Table 1: Comparison of the Characteristics of Department of Justice Employees Responding to the Survey with those of All Employees

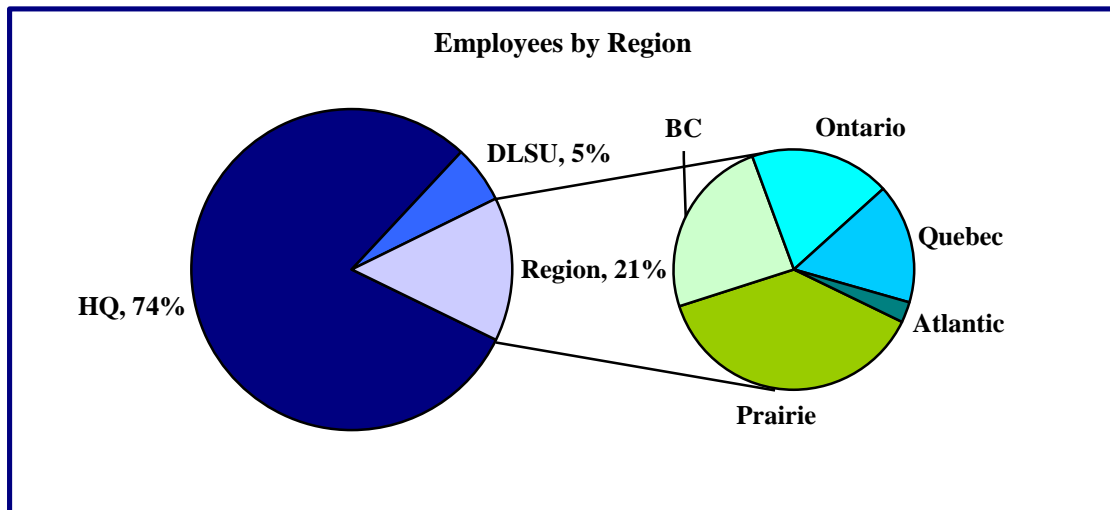
Profile	Categories	Survey Respondents		Employee Population ¹	
		Number	Percent	Employed	Percent
Area of Work	Regional Offices	58	21%	2,014	43%
	National Capital Region	203	74%	2,682	57%
	Departmental Legal Services Unit (DLSU)	15	5%	N/A	N/A
	Total	276	100%	4,696	100%
Gender	Female	195	71%	3,170	67%
	Male	79	29%	1,526	33%
	Total	276	100%	4,696	100%
Employment Equity Designated Groups	Visible Minorities	22	8%	547	12%
	Aboriginal Peoples	29	11%	156	3%
	Persons with Disabilities	14	5%	238	5%
	Total	65	24%	941	20%
Job Classification	Administration and Foreign Service	27	10%	878	19%
	Technical/Operational	35	13%	314	7%
	Administrative Support	51	19%	853	18%
	Executive	12	4%	38	1%
	Scientific and Professional	43	16%	102	2%
	LA (Law Group)	72	27%	2,511	53%

¹ Departmental Demographic Profile (2008) Thirteen Edition

Profile	Categories	Survey Respondents		Employee Population ¹	
		Number	Percent	Employed	Percent
	Other ²	29	11%	n/a	n/a
	Total	269	100%	4,696	100%
	Yes	52	19%	N/A	N/A
Are you in management?	No	217	78%	N/A	N/A
	Other ³	7	3%	N/A	N/A
	Total	276	100%	4,696	100%

The comparative response rates tended to be higher amongst employees in the NCR, which is where most of the program services have been delivered. Twenty-one percent of respondents were based in the British Columbia, Ontario, Quebec, Atlantic Canada and the Prairie Regional Offices.

Figure 1: Response Rate of the ICMS Survey



² Eleven percent of employees reported being in other categories, including Economics and Social Sciences Services (9 respondents), Human Resources (3), Information Services (3), Personnel (4), Economics, Sociology, and Statistics (2), Computer Systems Administration (2), Communications (1), Library Science (1), Professional Development Counselor (1), Paralegal (1), Accounting (1), and IT (1).

³ The remaining 3% who were categorized as “other” included employees who reported they are a former manager who is no longer in management, a functional manager for a national team, a person who is in a mixed position (part technical and part management), a lower level supervisor, and someone attached to an HR team.

It is expected that those who were familiar with the ICMS and had used the services would be more likely to respond. As such, the survey results overstate the use of ICMS services and likely overstate awareness of the program. To respond to this limitation, the survey results were (1) cross-tabulated by respondent characteristics and (2) compared to available information on the numbers of services provided to assess how the non-response error may have affected results for particular questions. This is further described in the Major Findings chapter (Chapter 3).

1.4. Structure of the Report

This document is divided into four chapters:

- Chapter 2 provides a description of the objectives, activities, delivery structure and budget of the ICMS.
- Chapter 3 provides an overview of the major findings of the evaluation.
- Chapter 4 summarizes the major conclusions arising from the evaluation.
- Chapter 5 presents the recommendations and management response.

2. OVERVIEW OF THE INFORMAL CONFLICT MANAGEMENT SYSTEM

This chapter provides an overview of the ICMS in terms of its history, mission and mandate, target groups, delivery structure, program logic model, budget and activities to date.

2.1. History

Passed in 2003, the *Public Service Labour Relations Act* (PSLRA) is designed to modernize human resource management in the Public Service of Canada and to encourage a more collaborative approach to labour-management relations. Under Section 207 of the PSLRA:

Subject to any policies established by the employer or any directives issued by it, every Deputy Head in the core public administration must, in consultation with bargaining agents representing employees in the portion of the core public administration for which he or she is deputy head, establish an informal conflict management system and inform the employees in that portion of its availability.

In response to Section 207, the Department created an ICMS Design Team to recommend the best approach to take in the establishment of an ICMS. Following their recommendations, the ICMS Office was established to disseminate knowledge about the provision and availability of workplace conflict resolution services for managers and employees.

In the spring of 2006, the Joint Advisory Group (JAG) was established to provide support and guidance to the Senior ICMS Officer and National ICMS Coordinator in the performance of their duties. The JAG was structured to include broad representation from members of the Department who have significant experience and knowledge of issues arising from conflict and conflict resolution. The membership included bargaining agent representatives, labour relations officials, senior and middle managers, Departmental Legal Services Units (DLSUs) and regional representatives. While no longer in existence, the JAG played a key role during the initial phases of the ICMS.

In October 2006, the Department began the development of a business plan and results framework for ICMS. The business plan outlined the mission, mandate, objectives and planned activities of ICMS. For each objective, the plan also identified a results statement and possible measurement strategies.

In April 2008, the functions of the ICMS Office were merged into the newly created Office for Integrity and Conflict Management in the Workplace (OICMW). In addition to the ICMS, the OICMW also has responsibilities related to ethics, disclosure protection, harassment complaints and political activities of employees.

2.2. Mission and Activities

The mission of the Department's ICMS is to achieve a workplace culture in which all staff, in all roles and at all levels, have the commitment, the skills and the resources to work collaboratively to seek early resolution of conflicts in a constructive and creative manner. ICMS focuses on both addressing systemic causes of conflict as well as individual instances of workplace conflict.

The core activities of the ICMS include:

- *Information sessions.* ICMS regularly offers information sessions and makes presentations to committees such as the Senior Management Board, HR.Com, National Labour-Management Consultative Committee, and the National Policy Health and Safety Committee, as well as to various working groups and staff meetings. Through these sessions, participants become more aware of the range of ICMS services, how to obtain and use ICMS services, and the potential benefits.
- *Conflict management training.* ICMS stages one- and two-day training sessions to develop skills and knowledge in conflict management. This training was developed in partnership with the Professional Development Directorate and the Dispute Prevention and Resolution Services in the Department.
- *Service delivery.* The priority for the ICMS is to provide support and guidance to both managers and employees when they are faced with workplace conflict. The program provides departmental staff with various options to deal with conflict such as: coaching, discussion, facilitation, group intervention, mediation, negotiation and workplace assessment.
- *Communications.* ICMS has developed some promotional materials and maintains an internal Website accessible to departmental employees.

- *Networking and Partnering.* In order to share information on the evolution of ICMS and to facilitate collaboration among various groups, the ICMS shares information with partners within the Department. This information is intended to give partners an opportunity to better understand their potential role and responsibilities in supporting a sustainable ICMS program.

In the shorter term, it is expected that these activities will increase both accessibility to and use of conflict management services and better enable managers and employees to apply techniques and alternative methods to successfully manage workplace conflict as it arises. Over the longer term, it is expected that the ICMS will facilitate a shifting towards a collaborative workplace culture that is more open to and effective in resolving conflict. Appendix B provides details of the Program Logic Model.

2.3. Program Activities

The following chart provides a summary of the number of people and groups who were assisted in 2007-08 and 2008-09 including, where available, the gender, language, region and types of services provided. It should be noted that the data from 2008-09 is for a partial year only (up until October 2009).

Table 2: Profile of People and Groups Assisted in 2007-08 to 2009-10

Characteristic	2007-08	2008-09	2009-10												
Number of Visits	88 people in 55 visits	41 people	49 people												
Gender	<table border="1"> <tr><td>Female</td><td>36</td></tr> <tr><td>Male</td><td>18</td></tr> <tr><td>Group</td><td>1</td></tr> </table>	Female	36	Male	18	Group	1	<table border="1"> <tr><td>Female</td><td>21</td></tr> <tr><td>Male</td><td>5</td></tr> <tr><td>Other</td><td>15</td></tr> </table>	Female	21	Male	5	Other	15	N/A
Female	36														
Male	18														
Group	1														
Female	21														
Male	5														
Other	15														
Language	<table border="1"> <tr><td>English</td><td>27</td></tr> <tr><td>French</td><td>28</td></tr> </table>	English	27	French	28	N/A	N/A								
English	27														
French	28														
Frequency	2 people and 1 group visited more than 5 times	N/A	N/A												
Region	44 in the NCR and 11 in the regions	13 in the NCR and 13 in the regions	28 in the NCR and 21 in the regions												
Service Hours	93 hours in visits and 14 hours by telephone	N/A	N/A												

Characteristic	2007-08	2008-09	2009-10																						
Type of Service	<table border="1"> <tr><td>Discussion</td><td>73%</td></tr> <tr><td>Mediation</td><td>13%</td></tr> <tr><td>Facilitation</td><td>6%</td></tr> <tr><td>Other</td><td>8%</td></tr> </table>	Discussion	73%	Mediation	13%	Facilitation	6%	Other	8%	N/A	<table border="1"> <tr><td>Discussion</td><td>40%</td></tr> <tr><td>Group Interventions</td><td>14%</td></tr> <tr><td>Workplace Assessment</td><td>9%</td></tr> <tr><td>Coaching</td><td>9%</td></tr> <tr><td>Negotiation</td><td>6%</td></tr> <tr><td>Mediation</td><td>3%</td></tr> <tr><td>Other</td><td>20%</td></tr> </table>	Discussion	40%	Group Interventions	14%	Workplace Assessment	9%	Coaching	9%	Negotiation	6%	Mediation	3%	Other	20%
Discussion	73%																								
Mediation	13%																								
Facilitation	6%																								
Other	8%																								
Discussion	40%																								
Group Interventions	14%																								
Workplace Assessment	9%																								
Coaching	9%																								
Negotiation	6%																								
Mediation	3%																								
Other	20%																								
Service Provider	<table border="1"> <tr><td>ICMS</td><td>67%</td></tr> <tr><td>PS Labour</td><td>13%</td></tr> <tr><td>External</td><td>2%</td></tr> </table>	ICMS	67%	PS Labour	13%	External	2%	N/A	N/A																
ICMS	67%																								
PS Labour	13%																								
External	2%																								
Referral Sources	<table border="1"> <tr><td>Manager</td><td>36%</td></tr> <tr><td>HR</td><td>16%</td></tr> <tr><td>Union</td><td>11%</td></tr> <tr><td>Individual</td><td>10%</td></tr> <tr><td>Other</td><td>2%</td></tr> </table>	Manager	36%	HR	16%	Union	11%	Individual	10%	Other	2%	N/A	N/A												
Manager	36%																								
HR	16%																								
Union	11%																								
Individual	10%																								
Other	2%																								

According to the program coordinator, these figures considerably understate the level of program activity in that not all visits or other interactions are recorded. No data is available on the number of information sessions or training sessions staged or the number of participants in those sessions.

2.4. Key Principles

In fulfilling its mandate, the ICMS places great importance on maintaining confidentiality, impartiality and neutrality and aims to assure staff that they are at no risk for retaliation or reprisal should they seek its assistance. The key principles upon which the structure and services of the ICMS were designed include:

- Consultation with all stakeholders;
- Voluntary;
- Flexibility;
- Accessibility;
- Accompaniment and representation;

- Confidentiality;
- Impartiality and neutrality;
- No retaliation or reprisal;
- Respect of collective agreements, statutory and workplace rights; and
- Identification of a Senior ICMS Officer, reporting directly to the Assistant Deputy Minister.

ICMS introduces a systematic approach to preventing conflict escalation by managing and resolving conflicts in the workplace quickly and constructively. It supports a culture of effective conflict management that emphasizes honest discussion and collaborative problem solving between people who are involved in conflicts. The use of the system is voluntary and the supports are offered to staff in a flexible and accessible manner.

2.5. Intended Beneficiaries

The intended beneficiaries of the ICMS are defined as the Department overall, all employees including managers, and key partners.

Table 3: Beneficiaries of the ICM Program

Target Group	Benefits
Department	Over the longer term, the Department can benefit from reducing the impact of conflict in the workplace as a result of being more open to and effective in resolving conflict when it does occur.
Employees	Employees can benefit by becoming more knowledgeable about where to obtain conflict management services, having greater access to those services, learning alternate ways to manage conflict effectively within the workplace, and applying those ways in resolving conflict.
Managers	As employees themselves, managers can also benefit by becoming more knowledgeable about where to obtain conflict management services, having greater access to those services, learning ways to manage conflict effectively within the workplace, and applying them to resolve conflict. In addition, managers can benefit from having conflict within their workplace resolved earlier and more effectively and efficiently.
Key Partners	The ICMS Office can benefit potential partners such as the Human Resources and Professional Development Directorate and bargaining agents by helping them to coordinate and facilitate access and use of conflict management services.

2.6. Program Delivery Structure

The organization structure originally included the Senior ICMS Officer who reported to the Assistant Deputy Minister, the JAG and the ICMS staff. With the establishment of the OICMW, the responsibilities of the Senior ICMS Officer were merged with those of the National ICMS coordinator; the JAG is no longer in existence. Before incorporation into the OICMW, the ICMS had two full-time employees in addition to a senior officer who worked part-time for the program. Since 2008, the OICMW staff complement of six full-time equivalents (dedicated to all six programs, including ICMS) is comprised of a Director, senior officers and coordinators.

2.7. Program Budget and Resources

The operational requirements for the ICMS Office were forecasted to be approximately \$250,000 in 2007-08 and \$325,000 in 2008-09. The increase in the forecast primarily reflected an increase in staffing from two people to three as a result of the planned hiring of an ICMS Officer. The budget includes the salary for the ICMS staff as well as travel funds, the costs associated with the meetings held with the JAG, office maintenance and the costs of staging two annual conferences.

Table 4: ICMS Annual Operational Requirements Forecasts

Category	2007-08	2008-09
Salary	\$141,352	\$217,728
Office Maintenance	42,268	42,268
Travel	60,300	60,300
Training/Conferences	4,000	4,000
Total	\$247,920	\$324,296

3. MAJOR FINDINGS

This chapter reviews the findings of the evaluation of the ICMS in terms of relevance, awareness and use of ICMS services, achievement of expected outcomes, partnering, and efficiency and economy.

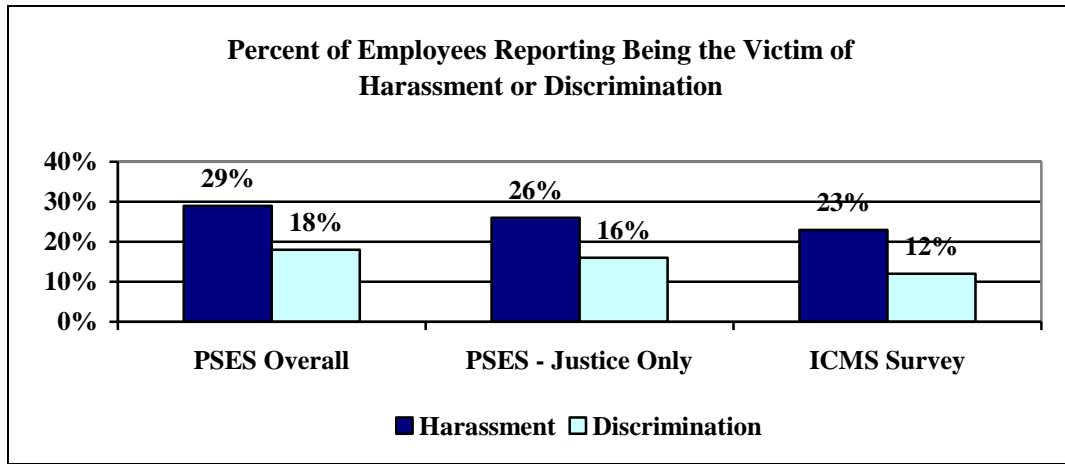
3.1. Relevance

The results of the evaluation demonstrate that workplace conflict exists in the Department. The need for the program is acknowledged by project partners and employees. Addressing such conflict is clearly in public interest. The program represents a legitimate and necessary role for the federal government given the potential negative impact workplace conflict can have on the efficient workings of federal government operations. The program is consistent with the departmental strategic outcomes as well as federal government commitments to resolve disputes in the workplace fairly, credibly and efficiently. More specifically, the findings of the evaluation regarding this issue are as follows:

As with many organizations, workplace conflict exists within the Department.

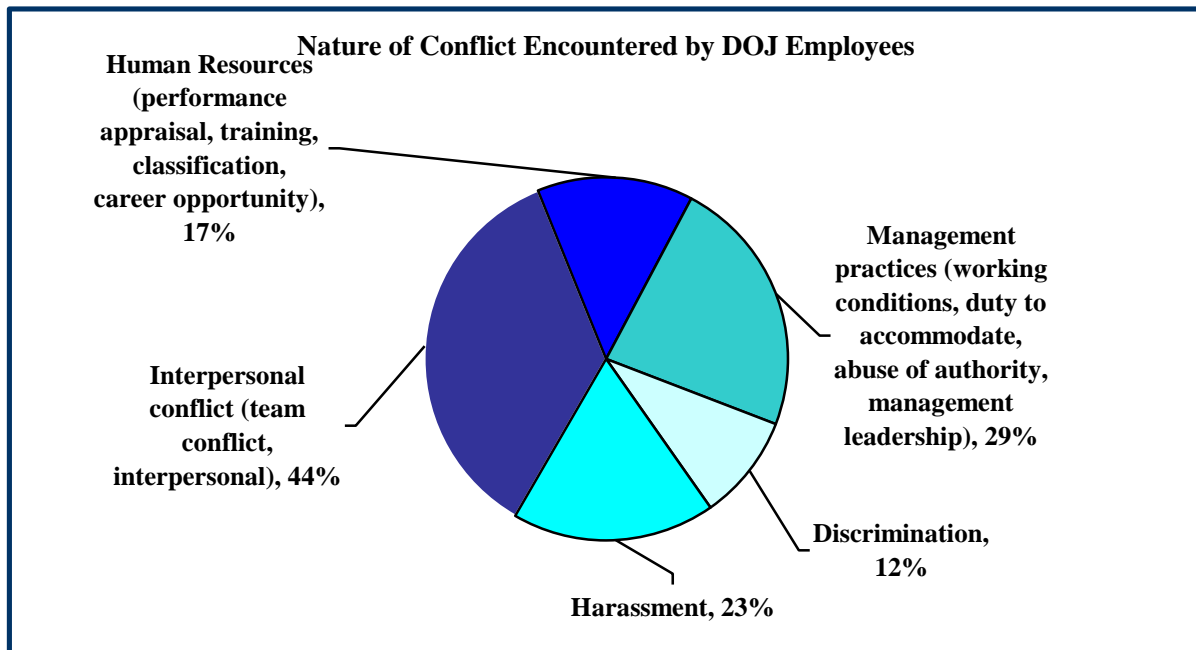
The Public Service Employee Survey (PSES) was designed to gauge employee opinion on a range of issues reflective of the health of the public service. Results from the 2008 PSES survey indicate that departmental employees may experience a range of workplace conflicts. For example, 26% of respondents reported being the victim of harassment while 16% reported being the victim of discrimination on the job within the past two years. The results are similar to those reported for the Public Service overall as well as those reported in the employee survey conducted as part of the ICMS evaluation, in which 23% of respondents reported being the victim of harassment while 12% reported being the victim of discrimination on the job within the past two years.

Figure 2: Victim of Harassment or Discrimination in PSES, Justice and ICMS Surveys



There are other types of conflict in addition to harassment and discrimination. In the ICMS survey, nearly two-thirds of the respondents (65%) reported encountering some type of conflict in the workplace. The types of conflict most commonly reported were interpersonal conflict or conflict amongst co-workers (44%), followed by conflict involving management practices (29%) and harassment (23%).

Figure 3: ICMS Survey: Nature of Conflict



It is in the public interest for government to implement strategies that will reduce the impact of conflict and the costs of formal conflict resolution.

Conflict in the workplace can have negative repercussions both on an organization and its people. Research has demonstrated that between 60% and 80% of all difficulties in organizations stem from relationships between employees, rather than deficits in individual employee's skill or motivation.⁴ The resolution of the difficulties that arise from employee relationships demands significant time and resources.

A successful ICMS is in the public interest to the extent that it reduces the direct costs associated with conflict and formal conflict resolution as well as the indirect costs of conflict in terms of its impact on the organization's efficiency and effectiveness. Examples of the direct costs of conflict include:

- Salary costs, payable to an employee granted paid leave while in conflict (e.g. sick leave) or payable to an employee upon termination of employment;
- Benefit costs allowable to employees on leave, including medical and dental plan eligibility, sick leave, disability insurance, and death benefits and life insurance;
- Transaction costs which may include travel and accommodation costs payable to employees engaged in a job search, career counselling, employee legal fees and/or relocation costs;
- Replacement costs for all employees who leave an organization as a result of conflict. According to one estimate⁵, replacement costs equal 150% of an employee's total compensation based on "lost productivity, recruiting fees, interviewing time, staffing, department salaries, orientation and retraining costs"⁶; and
- Legal costs where power-based solutions have resulted in a contested departure.

⁴ Dana, Daniel, "Managing Differences: How to Build Better Relationships at Work and Home" (2005, 4th ed.); Barbara J. Kreisman, "Insights into Employee Motivation, Commitment and Retention" (2002)

⁵ By the Raytheon Corporation, cited in Daniel Dana, "The Dana Measure of Financial Cost of Organizational Conflict", in "Resources for Managing Workplace Conflict", Mediation Training Institute International, www.mediationworks.com, accessed January 29, 2004

⁶ Ibid

In addition to these direct costs, there are significant intangible or indirect costs that are often overlooked by organizations but which have a direct impact on its “bottom line”. Such factors include:

- *Time wasted in conflict.* For example, it has been reported that a typical manager spends between 25% and 40% of his or her time dealing with workplace conflict, which is equivalent to one to two business days of every work week.⁷
- *Quality impacts.* The quality of decisions made by people who are engaged in a conflict may suffer, due to communication barriers and sub-optimal decision making.
- *Organizational design and organizational change costs.* To address systemic conflict, organizations may need to be restructured.
- *Productivity erosion.* Conflict impacts the morale not only of the people involved in the conflict but of other employees as well. This hidden cost can impact the overall “bottom line” of an organization.
- *Absenteeism.* Valid or false claims of illness where underlying conflict within the organization is the real reason for an absence.
- *Malfeasance/Nonfeasance.* In response to conflict, employees may fail to diligently discharge their duties or maliciously damage the property or vital interests of an organization.⁸

A conflict management program such as ICMS, which provides an informal process of addressing conflicts and structure that integrates an effective conflict management into an organization’s every day functions, can significantly improve the operations of that organization. The public, therefore, benefits from strategies that will increase the time and resources available to the Department to be used in developing law policy that helps ensure a fair, efficient and accessible justice system for all Canadians.

The need for ICMS services is widely recognized across the program partners and employees who participated in the evaluation.

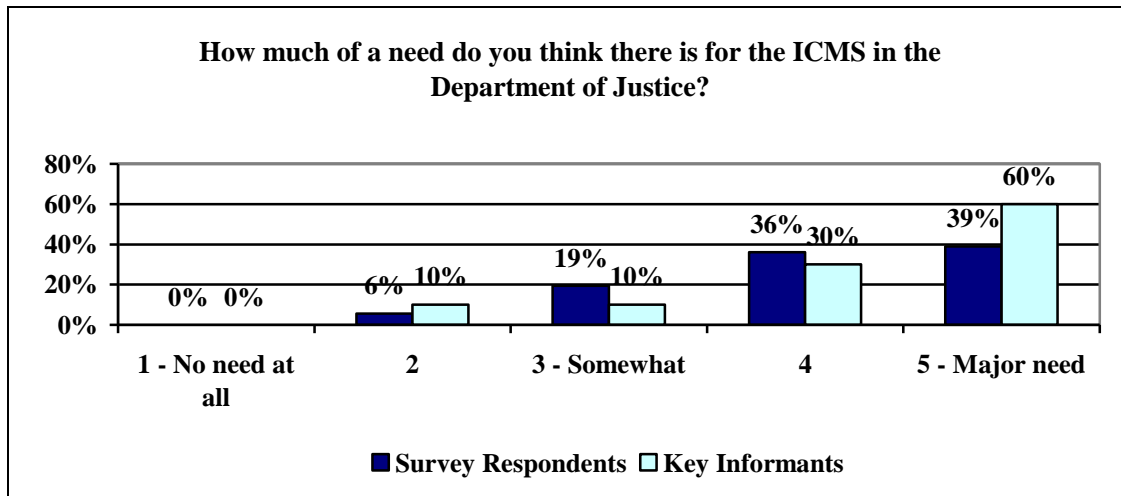
Almost all key informants (program partners) and survey respondents stated that there is at least somewhat of a need for the ICMS. The average rating given regarding the need ranged from 4.0 amongst respondents to 4.3 amongst key informants, on a scale of 1 to 5, where 1 is no need at

⁷ Washington Business Journal, May 2005.

⁸ Ibid

all and 5 is a significant need. All key informants thought there was a need for the program, along with 94% of respondents.

Figure 4: Need for ICMS Program



Certain sub-segments of the respondent population tend to perceive a greater need for the ICMS than do others. For example, respondents who received conflict management assistance from ICMS and Aboriginal peoples are more likely to perceive high need for the program, providing average ratings of 4.5 and 4.8 respectively. A summary of the employee survey, cross-tabulated by characteristics of the respondents, is provided in Appendix C.

The need for the program was attributed by respondents to the:

- need for a confidential and neutral place to resolve conflicts;
- need for training opportunities designed to increase knowledge of informal ways of managing conflict. In particular, there is a sense that managers are not trained to deal appropriately with sensitive issues and to take preventative measures to address conflict situations before the need to involve third party occurs; and
- need to equip employees with better tools to improve their skills and abilities in conflict resolution.

Key informants noted there is a need to increase awareness, among managers and employees, of the roles and responsibilities of all individuals in creating a respectful work environment. In addition, they noted the need for a neutral, confidential and impartial space to enhance

individuals and organizational capacity to deal with conflict in more positive, supportive and productive ways. In general, both respondents and key informants stated that learning about alternative ways to address conflict in a workplace will lead to improved workplace environment and productivity as well as quality of work life.

Respondents who did not see much need for the ICMS tended to be less familiar with the services available, did not personally see the need to use it, doubted about the changes that ICMS services could bring, or suggested that more traditional resources available to help employees deal with work conflict already meet the need.

The objectives of the ICMS are consistent with departmental strategic outcomes and federal priorities.

The objectives of the ICMS are aligned with departmental policies to create a workplace culture in which all staff, in all roles and at all levels, have the commitment, the skills and the resources to work collaboratively to seek early resolution of conflicts in a constructive and creative manner. This includes addressing systemic causes as well as individual instances of workplace conflict. The ICMS is a system that supports a culture of effective conflict management that emphasizes honest discussion and collaborative problem solving between people who are involved in conflicts. The System aims to achieve such workplace culture by:

- fostering a commitment to labour/management collaboration;
- establishing an environment in the workplace in which effective communication and collaborative problem solving is valued and rewarded;
- ensuring that the appropriate learning opportunities are available so that all employees have the necessary understanding and skills;
- coordinating a network of multiple access points and services so that the most effective support is available to provide the most appropriate assistance at the right time; and
- exploring and addressing systemic causes of conflict by welcoming good faith dissent and constructive criticism.

In addition to providing managers and employees with various options to deal with conflict issues (coaching, mediation, facilitation, etc.), ICMS offers training to develop conflict resolution skills and to build a common understanding for working through a wide array of conflict situations.

The primary mandate of the ICMS in the Department is also aligned with the federal government's commitment to resolve matters in the workplace fairly, credibly and efficiently. The mandate of the ICMS for the Department is derived from section 207 of the PSLRA which directs that "every deputy head in the core public administration must...in consultation with bargaining agents...establish an informal conflict management system". This section of the legislation therefore introduced into the federal public service a new conflict management system intended to support the federal government's commitment to "fair, credible and efficient resolution of matters arising in the workplace". A review of literature demonstrates that the ICMS objectives and processes described above are aligned with various departmental and federal strategic outcomes and priorities. For example, it is consistent with:

- The values of the Department of Justice which state that "the Department's strength comes from all members of the organization, who are committed to working together on the basis on mutual trust, support and respect".
- The *Public Service Modernization Act*, which states that "the labour-management relationship in the public service will benefit significantly from more dialogue, and less confrontation, between the parties". The various measures are meant to "improve labour-management consultation at the departmental level and enable co-development of workplace improvements". This goal is reflected in the PSLRA, which aims to provide "better dialogue, joint problem solving, mutually agreed upon solutions and more effective collective bargaining".
- Dispute Prevention and Resolution Services which exist to "serve as a leading centre of dispute prevention and resolution (DPR) excellence within the Government of Canada and beyond". Their role is "to promote a greater understanding of DPR and assist in the integration of DPR into the policies, operations and practices of departments and agencies of the Government of Canada, Crown corporations, federal tribunals and administrative agencies, as well as federally constituted courts".
- The Department of Justice Human Resource Management Plan seeks "the conditions and infrastructure for a workplace that are fair, enabling, healthy and safe and a workplace that is productive, principled, sustainable and adaptable."
- The Treasury Board's 2001 *Policy on the Prevention and Resolution of Harassment in the Workplace* mandates the provision of mediation in all cases of harassment. This policy "promotes the prevention of harassment and focuses on the prompt resolution of harassment" thereby fostering a respectful workplace.

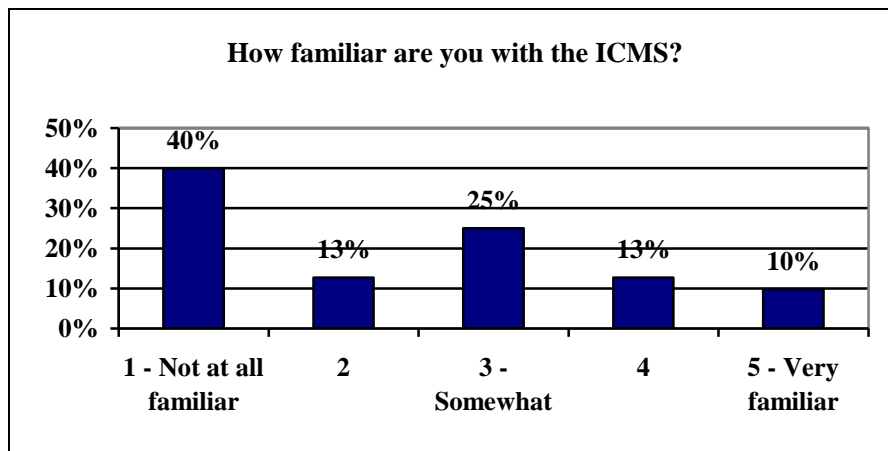
3.2. Awareness of Informal Conflict Management System Services

The results of the evaluation indicate that, while some progress has been made particularly amongst managers, various factors have served to constrain overall awareness of the ICMS services. The findings of the evaluation regarding awareness of ICMS services are as follows:

Although some progress had been made, overall familiarity with the ICMS services and activities within the Department remains relatively low.

Almost one-half of the respondents to the survey were at least somewhat familiar with the program. However, only 10% of respondents rated themselves as very familiar with the program while over half were not familiar at all (40%) or not very familiar (13%) with the type of services that ICMS provides, how these services can assist them in resolving existing or future conflicts, or what is the role and application of the services. The average rating on a scale of 1 to 5 where 1 is not at all familiar and 5 is very familiar, was 2.4 which is very low given the self-selected nature of the sample.

Figure 5: Familiarity with ICMS Program

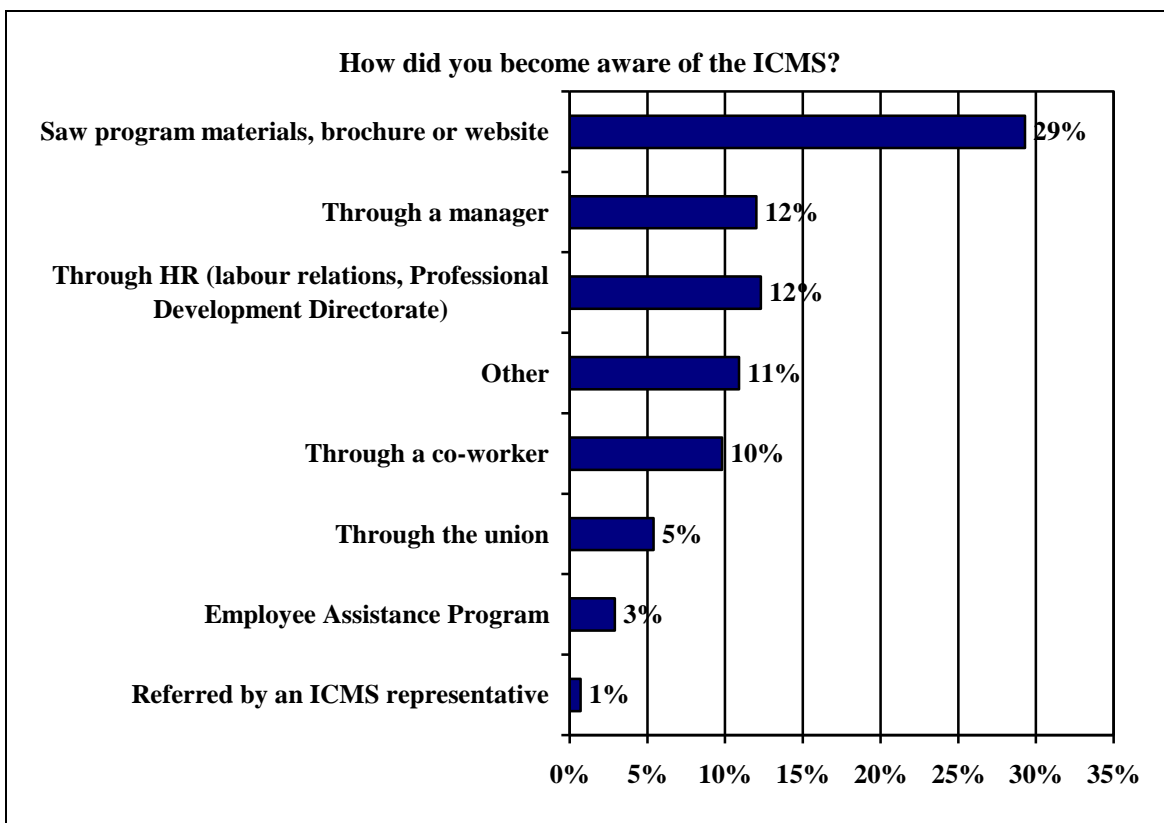


As expected, employees who reported they had attended awareness sessions and used the conflict management services provided by ICMS were more likely to be familiar with the program's activities and services, providing an average rating of 3.9.

The respondents were most likely to become aware of the ICMS through promotional materials.

Of those who were familiar with the program, 29% recalled first learning of the ICMS through promotional materials, including program materials, brochure or Website. Other commonly identified sources of awareness included referrals from managers, Human Resources (HR) representatives, a co-worker, the union, the Employee Assistance Program (EAP) or an ICMS representative.

Figure 6: Awareness of ICMS Program



Awareness of the program remains low.

When asked to rate the success of the program in increasing awareness of its services on a scale of 1 to 5, where 1 is not at all, 3 is somewhat and 5 is very successful, the average rating among key informants was 2.8. The existing level of awareness was attributed to various activities, including awareness sessions, ICMS services periodically being mentioned in bulletins sent out

to employees (although it was noted that many employees do not read those bulletins), and an ICMS Website which provides extensive information.

The ICMS has been somewhat more effective in creating awareness amongst managers than amongst other employees.

Key informants thought that managers were more likely to have been made aware of the ICMS but it was not clear to them that this information had trickled down to employees. The employee survey confirms that awareness is significantly higher amongst managers. The average familiarity rating was higher amongst respondents working in management (3.1) than amongst other respondents (2.2).

The low level of awareness can be attributed to a variety of factors:

- the confusion resulting from the name change which occurred with the creation of the OICMW;
- the decentralized nature of the Department which makes communication/awareness building difficult in general. It was suggested that it is much easier to create awareness of program within the NCR than in the regions. However, the results of the employee survey showed that awareness within Headquarters (HQ) is the same as that in the regions (average rating of 2.4);
- the relatively small size of the program (e.g. three staff members) and limited resources allocated to creating awareness;
- the absence of sustained efforts to create awareness. For example, there have been few training sessions staged since 2006 and no regional awareness sessions have been staged since 2006; and,
- the failure of partners to actively promote the program. The partners who were interviewed reported making very few referrals to the program. Several of the key informants who are in a position to refer employees and/or are involved in employee conflict processes specifically mentioned that they were never or very rarely asked about ICMS by employees.

3.3. Sources of Assistance in Dealing with Conflict

The results of the evaluation indicate that employees use a variety of mechanisms, with varying success, to deal with conflict in the workplace, as discussed below:

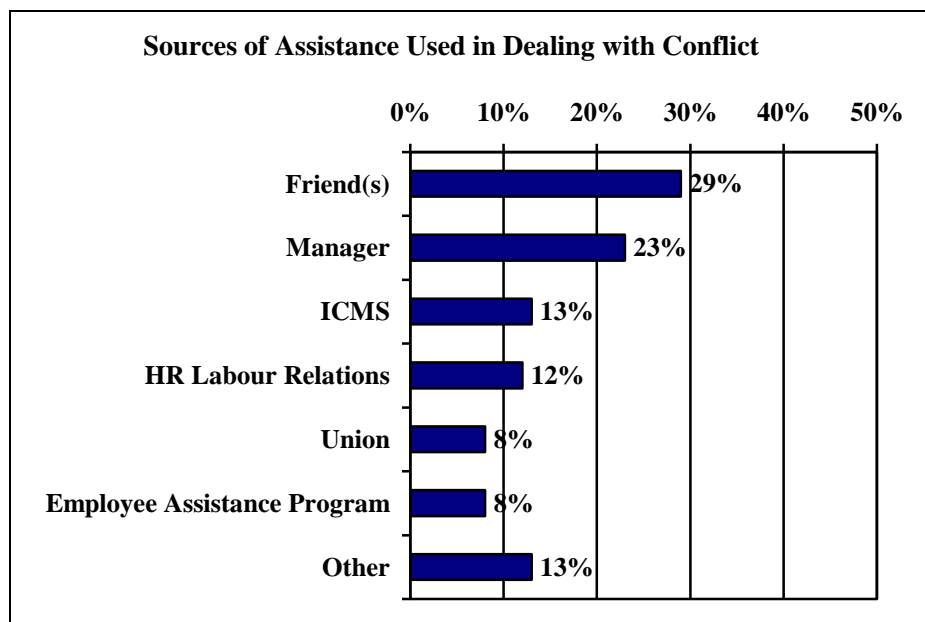
The majority of respondents who reported that they face conflict in the workplace usually attempt to deal with that conflict.

The results of the employee survey indicate that 65% of the respondents encountered some type of conflict in the workplace. Fifty-nine percent (59%) of the respondents (90% of whom had experienced conflict) attempted to deal with it. Those who did not attempt to deal with the conflict tended to feel that there is not a safe, neutral and confidential environment in the workplace to deal with these kinds of issues. Some feared reprisal from management/colleagues, expressed lack of faith in the system, or simply felt that it was “not worth it” to deal with a situation of conflict.

Respondents are more likely to turn to informal sources for assistance to deal with conflicts in the workplace.

In part because of the low awareness, key informants reported that employees are still much more likely to use more formal approaches and channels to resolve conflict than to take advantage of the services provided by the ICMS. In the survey, respondents most commonly reported receiving assistance from friends (29%) and managers (23%). In addition to the ICMS, more formal sources used by employees in dealing with conflict include HR Labour Relations, the union and the EAP.

Figure 7: Sources of Assistance



A wide range of ‘other’ sources were identified, including co-workers and colleagues, senior management (above the manager to whom they report), independent advisors, psychiatrist/mental health physician, external training/courses on interpersonal conflict management, and mentors.

When asked to rate the usefulness of the assistance received from the various sources in helping them resolve or manage conflict on a scale from 1 to 5, where 1 is not at all useful, 3 is somewhat useful, and 5 is very useful, the average rating was 3.4. When asked about the usefulness of the assistance they received, respondents highlighted:

- the *emotional and other support* gained by discussing the problem with a colleague, mentor, friend or other person;
- the importance of *one-on-one structured advice* and being able to discuss and obtain third party opinions regarding possible solutions to the conflict;
- the *formal step-by-step process* for dealing with the conflict and taking it forward to a specific authority (e.g. Director, HR, union, Human Rights Commission) that could take concrete action or create a strategy to resolve the conflict;
- the *mediated discussions and communication* with the mediator or someone who is trained in conflict management, helped to ascertain underlying issues or conflicting interests.

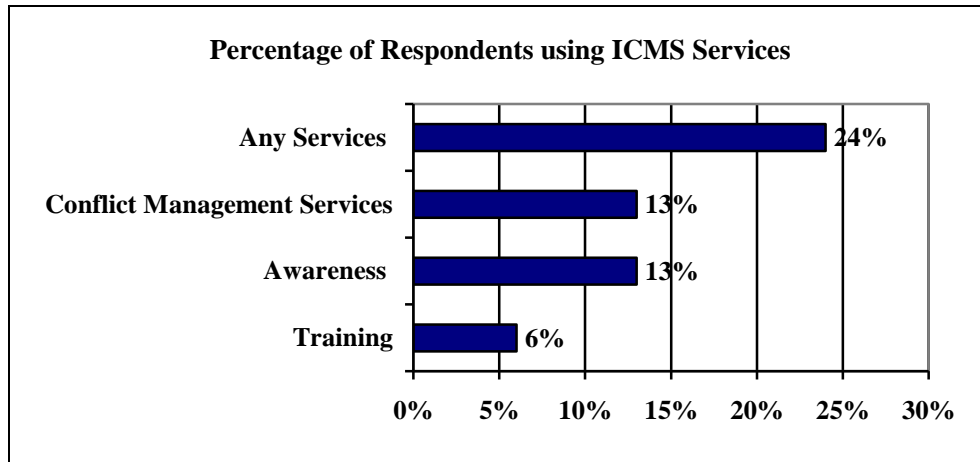
3.4. Use of and Satisfaction with Informal Conflict Management System Activities

The results of the evaluation demonstrate that moderate progress has been made in enhancing accessibility and usage of conflict management services, which is reflected in the comparatively small numbers of clients served and the limited role of the program in providing referrals to other resources. Those who have accessed conflict management services training and awareness sessions are generally satisfied with them. More specifically, the major findings of the evaluation regarding use of ICMS services are as follows:

Approximately one-quarter of employees surveyed participate in ICMS activities.

As indicated below, 13% of the respondents reported receiving conflict management services while 13% reported participating in awareness sessions and 6% reported participating in training sessions.

Figure 8: Respondents who used ICMS Services

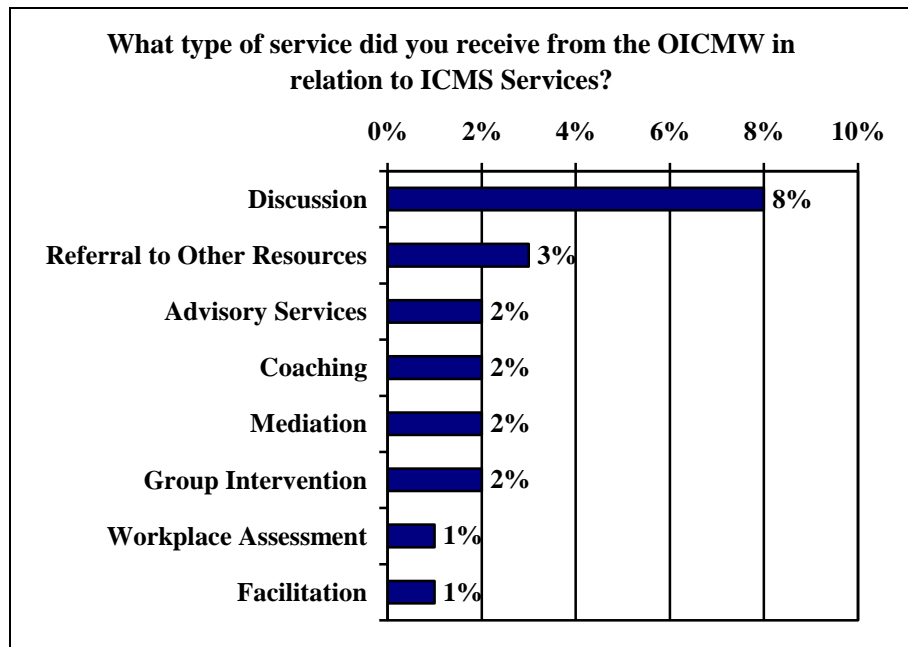


Conflict management services may encompass a wide range of activities such as discussion, coaching, negotiation, mediation, facilitation, group intervention, workplace assessment, advisory services and referrals. As was shown in Chapter 2, ICMS data indicates that 88 clients received conflict management services in 2007-08, 41 people were assisted in 2008-09, and 49 were assisted in 2009-10. However, it was noted that these figures underestimate the level of program activity in that not all visits and other interactions are recorded. Thirty-seven of the 276 employees surveyed (13%) reported they had received some form of conflict management services through the ICMS⁹.

The survey also collected data on the types of conflict management services received by the employees. The most commonly used ICMS services were discussions (reported by 8% of all respondents) and referrals to other resources (3%).

⁹ Approximately 6% of Justice employees participated in the survey but they account for 21% of the reported number of employees receiving conflict management services (calculated by dividing the 37 employees who reported receiving ICMS conflict management services by the 178 clients reported by the program as being served over the three years). This is likely the result of two factors: (1) employees who received services were more likely to participate in the survey; and (2) as suggested by the program, the reported number of clients served is lower than the actual level.

Figure 9: ICMS Services



The awareness sessions, which commonly are one to two hours in length, focus on informing participants about the program and its services. The ICMS reports are providing an average of five to seven information sessions per month. These sessions are not necessarily focused strictly on the ICMS but may encompass other aspects of the OICMW. The number of participants is commonly 15 to 20 but can range up to 75 and, in a few instances, to over 200. Most sessions have been held at HQ. There have been no regional sessions staged since 2006. Thirty-six (13%) of the employees surveyed reported they had participated in awareness sessions focused on the ICMS.

This training focuses on building competencies, skills and abilities. However, comparatively little emphasis has been placed on training activities since 2006 as the program estimates that only five training sessions have been staged with groups of 15 to 20 people (75 to 100 people trained in total). Seventeen (6%) of the employees surveyed reported that they had participated in training sessions related to the ICMS.

The characteristics of the employees who reported participating in each of the various types of activities are summarized in Appendix D. Employees who used conflict management services were more likely to work in HQ (78%), about half work in management positions, and 81% are female. Fourteen percent are Aboriginal peoples, 8% are visible minorities, and 8% are persons

with disabilities. Employees who participated in ICMS awareness sessions are likely to work in HQ (69%), in non-managerial positions (56%) and to be female (72%). Six percent are Aboriginal peoples and 8% are persons with disabilities. Employees who participated in training sessions tend to work in HQ (59%), are slightly less likely to work in management positions (59%), and more likely to be female (77%). About 12% are Aboriginal peoples and 6% are visible minorities, while another 6% are persons with disabilities.

The program plays a very limited role in directly referring clients to other conflict management services.

There are other resources available to departmental employees that provide services related to conflict management. These represent alternatives for employees as well as potential referral targets for the ICMS. More specifically, the ICMS may refer clients to:

- the EAP, if their issue is of a financial, personal, medical or psychological nature;
- the respective union, if the employee is looking for support to formulate a complaint or submit a grievance; or
- HR labour relations, if the manager is considering imposing disciplinary measures.

In some offices, workplace well-being programs, such as stress management courses, are available. The ICMS can also refer clients to outside resources in the event a conflict situation arises that is beyond the resolution capacity of the Department's ICMS.

While this opportunity exists, the evaluation has found that the number of referrals provided is low. In the survey, only 3% of the respondents (8 people) reported being referred to other sources.

Employees who used the ICMS conflict management services tended to be somewhat satisfied with those services.

When asked to rate their satisfaction with ICMS services that they have received so far on a scale from 1 to 5, where 1 is not at all satisfied, 3 is somewhat satisfied, and 5 is very satisfied, the average rating was 3.0. Those who were satisfied said that:

- the one-on-one sessions provided guidance and the possible solutions for a specific conflict they were facing;

- the information they received was clear, informative and comprehensive;
- the ICMS provided a neutral space for employees to discuss the conflict situation with an experienced advisor;
- the group discussions provided an opportunity to talk with other colleagues, learn about their experiences, build confidence and receive emotional support as well as help to deal with the sense of isolation; and
- the services instilled confidence that conflict can be solved without formal process and with little consequences, helped to reduce their feeling of isolation and helplessness, and provided assistance to resolve conflict in a respectful manner.

The respondents who were less satisfied identified a range of reasons such as:

- there was no resolution to the issue;
- they perceived the environment as accusatory (one respondent mentioned the fear of repercussions and negative effects on those who bring up the issues);
- the integrity of those seeking advice was questioned;
- there was limited expertise available to address more complex conflict issues;
- their telephone calls or e-mails were not returned; and
- they described the program as not being visible or accessible enough, particularly in the regions.

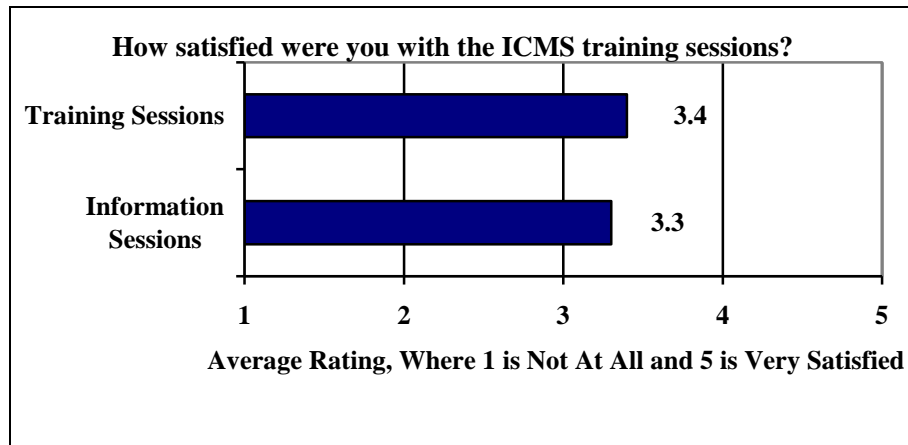
It should be noted that ICMS conflict management services are often used in concert with other sources of assistance. Respondents who used conflict management services indicated that they have also obtained help from their friends (51%), HR (48%) and their managers (35%). Some have also approached the union and the EAP (28% and 24% respectively).

The ICMS training sessions and awareness sessions were generally well received, particularly in terms of enabling employees to develop the skills needed to resolve workplace conflicts on their own without having to engage in more formal systems.

Of 276 employees who were surveyed, 36 reported that they participated in a one- or two-hour information sessions and 17 reported participating in a one- or two-day training sessions. Eight employees participated in both. When asked to rate their satisfaction with the sessions,

employees who participated in the training sessions provided an average rating of 3.4 while those who participated in the information sessions provided an average rating of 3.3.

Figure 10: Satisfaction with ICMS Training Sessions



Respondents reported that the training helped them develop the skills needed to resolve workplace conflicts on their own without having to engage in more formal systems. When asked to identify the most useful aspects of the training, the participants most commonly identified the examples and demonstrations of possible conflict situations and the strategies to deal with them. Other information considered particularly useful was training on interpersonal relationships and emotion management. In particular, understanding how interpersonal skills help deal with conflict, understanding the effect culture has on conflict, and respecting how an individual thinks, feels and sees things differently in a situation were identified by the respondents. Role-playing was also considered helpful in understanding other perspectives.

The respondents who were less satisfied noted that more practical exercises were needed along with theoretical training, more information should have been provided on the variety of possible workplace conflict scenarios, and the session failed to help employees recognize their own accountability in a conflict situation.

With respect to the awareness sessions, respondents indicated that the information received was particularly useful in educating them about the existence of the ICMS, its roles and responsibilities, other resources that may be available, and how to contact them. The awareness sessions do provide some information about ICMS conflict management services and the importance of a respectful and healthy work environment. However, as would be expected, little

impact was reported in terms of supporting employees in managing or resolving particular conflicts.

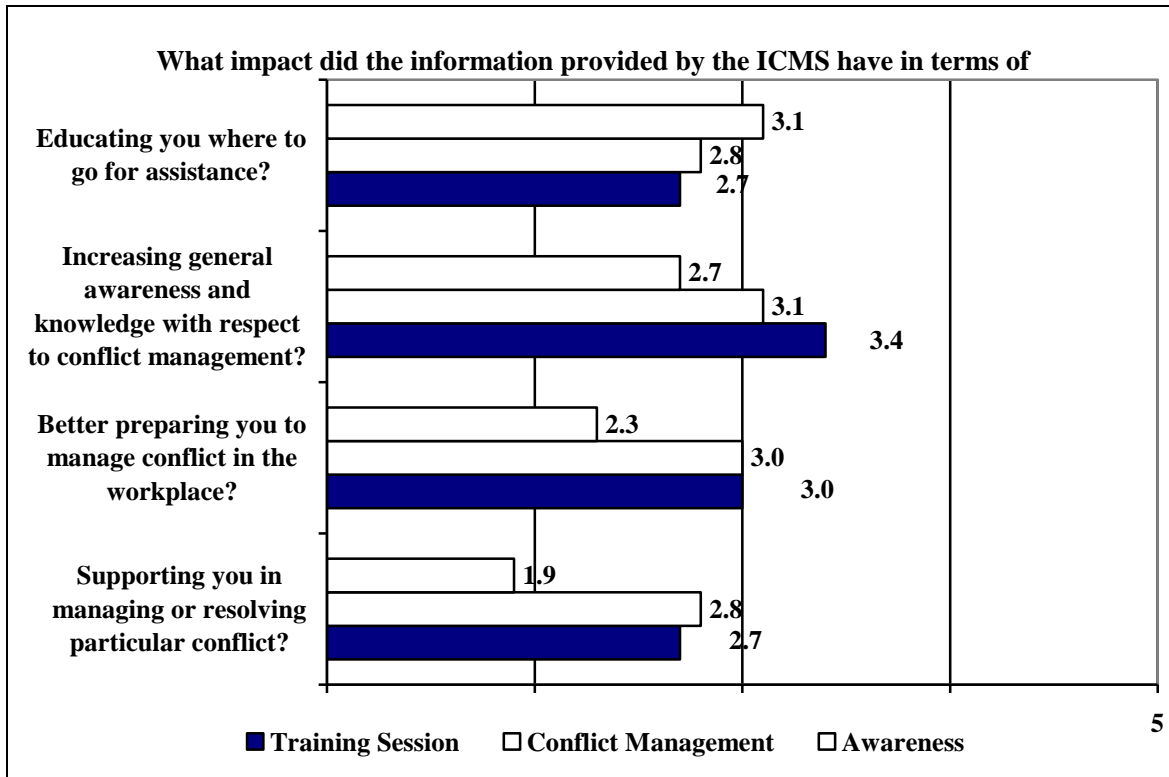
3.5. Impacts of Informal Conflict Management System Activities

The results of the evaluation demonstrate that the conflict management services and the training are the program components which have the greatest impact in terms of enhancing knowledge and awareness of alternative ways to manage conflict which, in turn, better prepare employees to manage conflict in the workplace and can be applied to support them in managing or resolving particular conflicts. However, the small numbers of people served directly or trained constrains the overall impact. Although some progress has been made, it is unreasonable to have expected that a significant shift towards a collaborative workplace culture would have occurred given the size of the Department and the comparatively small size and scope of the program. More specifically, the major findings of the evaluation regarding the impacts of ICMS activities are as follows:

Assessment of the impact of ICMS activities by respondents

The respondents who had participated in ICMS activities were asked to rate the impact in terms of educating them regarding where to go for assistance, increasing their general awareness and knowledge of conflict management, better preparing them to manage conflict in the workplace, and supporting them in managing or resolving particular conflicts on a scale of 1 to 5, where 1 is no impact at all and 5 is major impact. The results were then analyzed to determine the average ratings provided by those who had participated in training sessions, conflict management services and awareness sessions and are presented in the chart below:

Figure 11: Impact of ICMS Information



The results highlight the relationship between particular activities and impacts. In comparison to the other types of activities, information sessions tend to have the greatest impact in terms of educating participants regarding where to go for assistance. Training sessions tend to have the greatest impact in increasing their general awareness and knowledge of conflict management. Both training sessions and conflict management services better prepare them to manage conflict in the workplace. Of the three types of activities, conflict management services tend to have the greatest impact in terms of supporting employees in managing or resolving particular conflicts.

Of the 276 respondents who participated in the survey, four indicated a major impact (a rating of 5) in terms of increasing their general knowledge of conflict management; one indicated a major impact in terms of preparing them to manage conflict in the workplace; and two indicated a major impact in terms of supporting them in managing or resolving particular conflicts.

The ratings provided by the key informants were similar, viewing the ICMS as somewhat successful in enhancing awareness of alternative ways of managing conflict (average rating of 2.9 on a scale of 1 to 5 where 1 is not at all, 3 is somewhat and 5 is very successful). They noted

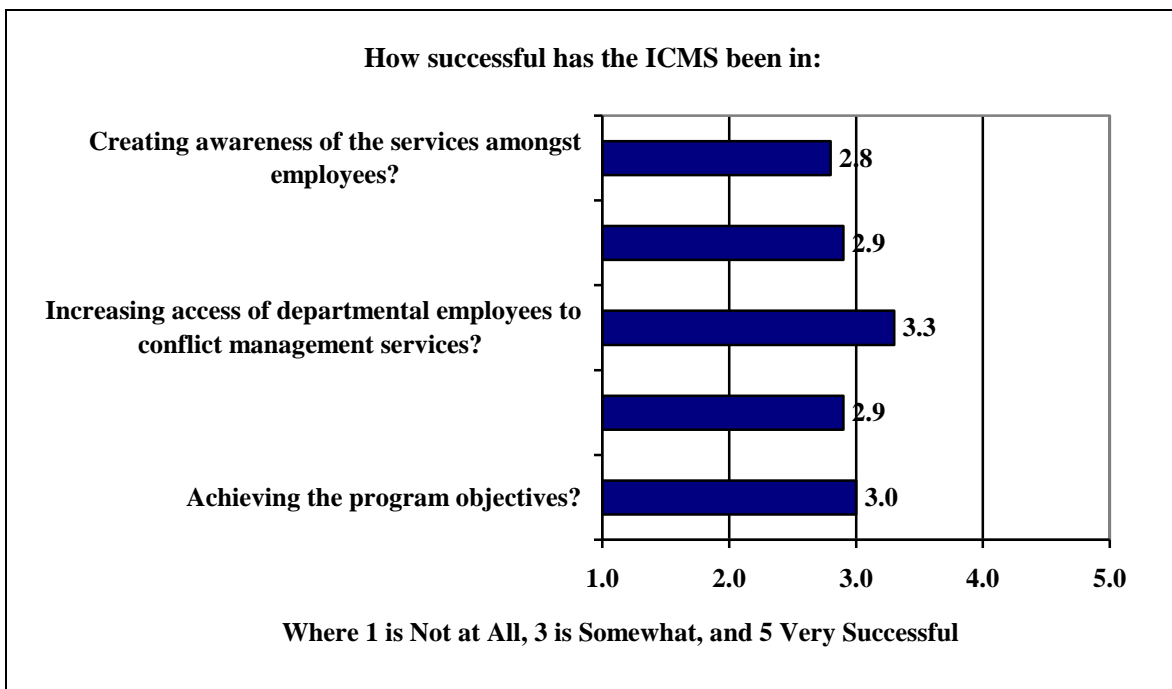
that activities such as awareness sessions, information bulletins and “lunch and learn” events have had a positive impact to encourage employees to consider alternative strategies for conflict resolution or to use ICMS services to learn about alternative ways in managing conflict.

However, while training has the potential to have a significant impact in terms of knowledge transfer which can support employees in managing and resolving conflict, the overall impact is limited by the small number of training sessions held. Similarly, although conflict management services can prepare employees to manage conflict in the workplace and support them in managing or resolving particular conflicts, only a small percentage of those employees experiencing conflict have utilized those services.

Assessment of the impact of ICMS services by partners.

Many of the partners see a strong need for the program (average rating of 4.3). However, as indicated by the ratings summarized in the chart below, many of them also state that the ICMS has made moderate progress towards achieving its objectives and intended outcomes. Several of those interviewed specifically identified that this is one of the main reasons why they have not taken a more active role with respect to promoting the program in their offices.

Figure 12: Success of ICMS Program



Assessment of the impact of ICMS services by key informants

When asked what they saw as the major objectives of the program, the key informants tended to focus on specific roles and activities. More specifically, they identified:

- Acting as a resource for managing conflict; a place that individuals could go to receive information on resources, tools and advice;
- Providing an alternative to the more formal grievance system, and acting as a service to prevent conflict from escalating;
- Acting as an informal, collaborative, and neutral third party to help in the resolution of conflict;
- Providing services to help manage and resolve conflicts quickly and in the lower levels of the organization; and
- Providing training to develop conflict resolution abilities of employees and managers.

Key informants rated the ICMS as somewhat successful in reaching these objectives (average rating of 3.0). They pointed to the relatively small size (few staff) and limited resources associated with the program, with some indicating that they had hoped it would have a higher profile and be able to provide more hands-on services and training than have been delivered.

While they have not been particularly active in promoting the program, the key informants still identified some potential advantages of the ICMS relative to other alternatives. These included:

- *Neutrality.* One perceived advantage of the ICMS is that it is impartial, so it does not have the same vested interests that other parties may have.
- *Escalation prevention.* When people are open to discussion and are willing to compromise, then ICMS is preferable to the formal grievance process because it can prevent situations from escalating. The ICMS mechanism may result in less antagonism among the parties involved, and greater satisfaction with the end result.
- *Personal growth.* It was reported by program partners that the ICMS process could also represent the opportunity for personal growth among the parties involved in conflict because they can experience and consider alternative conflict management strategies.

- *Delivery Advantages.* Some other advantages of the ICMS are that it may be less expensive than other means of conflict resolution, there is easy access (in Ottawa), and it is less lengthy than the formal grievance process.

Some progress has been made towards the ultimate outcome (five-year) of shifting towards a collaborative workplace culture that is more open and effective in resolving conflict.

When asked to rate progress made in shifting the culture (on a scale of 1 to 5 where 1 is not at all successful and 5 is very successful), key informants provided an average rating of 2.8. The results of the employee survey confirm that some progress has been made. For example, as previously discussed, almost one in four (24%) employees participated in ICMS activities and most reported at least some change in terms of increasing their awareness and knowledge with respect to conflict management.

However, it is unreasonable to have expected that a significant shift would have occurred because of the level of resources allocated to the program. The ICMS has a budget of \$324,296 and overall the OICMW has six full-time employees spread across its six functions including ICMS, Values and Ethics Code, Disclosure, Workplace Wellbeing, Political Activity, and Harassment. Before ICMS became incorporated into the OICMW, the program had two full-time employees with a senior officer who worked less than half the time for the program. In the new OICMW, none of the staff is dedicated to ICMS activities, but if we estimate that two of the six full-time staff work on it, these individuals in effect serve 4,849 Justice employees spread across Canada. Estimates provided by ICMS management suggest that actually four employees have roles related to ICMS: the Director (30% of time devoted to ICMS activities), two senior officers (each with 25% of their time), and a coordinator (30% of time on ICMS) which adds up to an equivalent of 1.1 full-time positions.

Of the seven ICMS programs reviewed as part of this evaluation (see table below), none has fewer staff members associated with their ICMS and none (even those with large ICMS Offices) serves a larger number of employees per staff member. The number of employees per ICMS staff at Justice Canada (2,425) is significantly higher than in other departments with similar employee levels, including Citizenship and Immigration Canada (918) and Statistics Canada (904). The Department's program is also the newest among those reviewed.

Table 5: Characteristics of Other ICMS Programs

Department	Number of Department Employees	Number of ICMS Staff	Employees/ICMS Staff
Veterans Affairs	3,992	3	1,330
Justice	4,849	2	2,425
Citizenship and Immigration Canada	4,590	5	918
Statistics Canada	5,426	6	904
Agriculture and Agri-Food Canada	6,388	11	581
HRSDC	25,277	15	1,685
Canada Revenue Agency	40,316	23	1,753

The larger ICMS Offices not only benefit from more staff overall but also from access to more specialized resources. For example, an important difference between the Department’s ICMS and that of other departments is with respect to the availability of conflict resolution practitioners, including conflict resolution practitioners, conflict resolution officers, and mediators on site. As an illustration, Citizenship and Immigration Canada, which is similar in size to the Department, has three practitioners. The Department of Justice has no conflict resolution practitioners.

The realization of a more collaborative workplace culture that is more open and effective in resolving conflict would require significant enhancements to the program.

Key informants stated that some further progress will be made by ICMS in facilitating the shift toward collaborative workplace culture (providing an average rating of 3.2, on a scale of 1 to 5 where 1 is no further progress, 3 is some progress and 5 is major progress). However, in order to achieve greater impact in changing the culture of the workplace and how employees deal with the conflict, enhancements to the program would need to be made. In particular, more funding is needed to increase capacity and extend the services delivered. Further discussion of key success factors and opportunities for improvement is included in the section on opportunities for improvement.

3.6. Relationship with Partners

The program design was built on the expectation that representatives from management, HR, unions, and regional offices as well as others with expertise in conflict management would play an important role in sustaining the progress of the ICMS through activities such as promoting the program to others and referring people to ICMS services. The results of the evaluation indicate

that although ICMS partners who were interviewed tend to be very familiar with the ICMS themselves, they have not been very active in promoting the program in their units or with other departmental employees with whom they work.

Key informants tend to be familiar with the ICMS as a result of their involvement in the JAG.

On average, the key informants rated their familiarity with the ICMS at 4.6 on a scale of 1 to 5 where 1 is not at all familiar and 5 is very familiar. Five of the 10 ICMS partners who were interviewed had been involved in the JAG where they played an important advisory role to the Senior ICMS Officer and the National Coordinator with respect to major decisions concerning the operation and improvement of the ICMS. While they still tended to rate their familiarity with the ICMS as high, it should be noted that most of these representatives have not been very active with respect to the program since the JAG was disbanded.

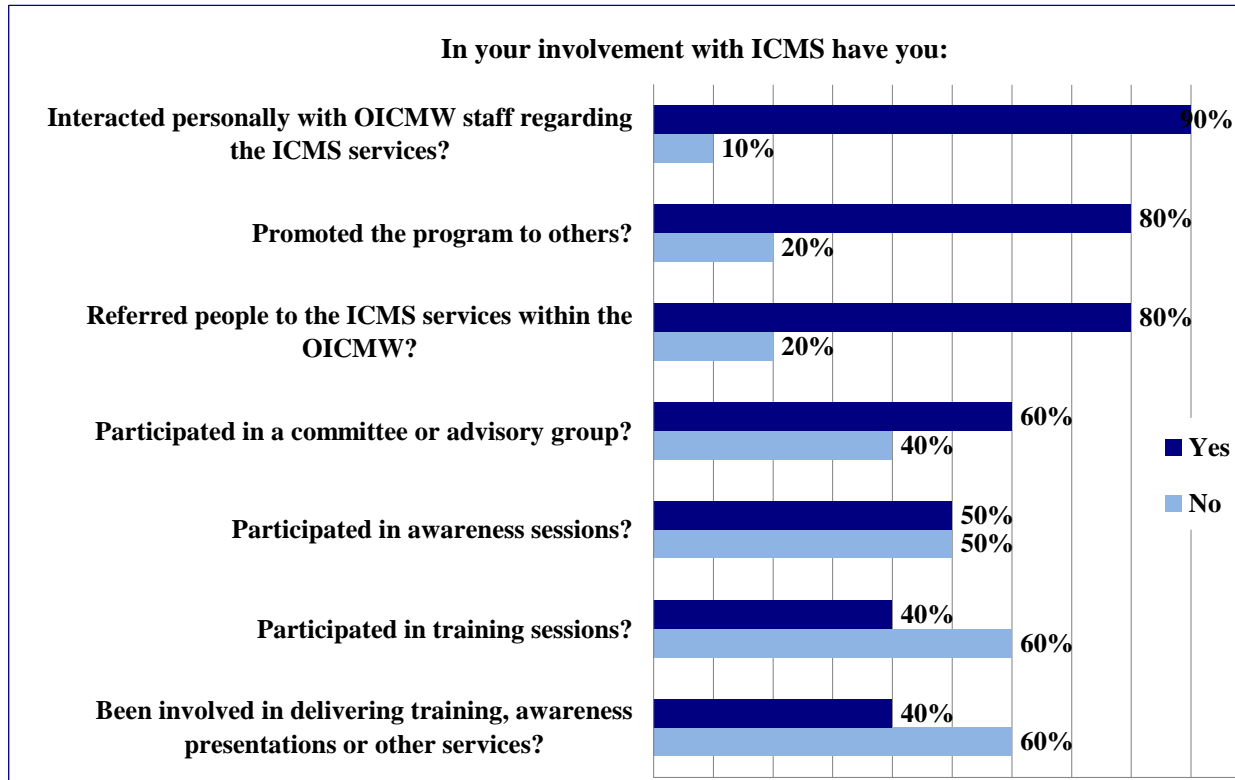
The ICMS has not developed a strong working relationship with partners.

Despite their personal familiarity with the program, most ICMS partners felt that the program has not developed strong relationships with key partners. When asked to rate the success of the ICMS in developing those relationships on a scale of 1 to 5, where 1 is not at all successful, 3 is somewhat successful and 5 is very successful, the average rating was 2.9. Most felt that the ICMS had placed a low priority on cultivating relationships with potential referral sources. The key informants recommended that the ICMS take a more active role in strengthening relationships with partners and promoting the program more widely.

Even those who are very familiar with the program generally felt that their own involvement in the ICMS was very limited.

Although most of the ICMS partners had interacted with OICMW staff, promoted the programs to others and/or referred people to the ICMS services (as indicated in the chart below), they also noted that the level of interaction and their role in promoting the program were very minor. For example, rather than regular, consistent involvement, they indicated that they had interacted with the staff once or twice or had referred one or two people to the program.

Figure 13: Partners' Involvement with ICMS



Fewer partners reported participating in training sessions. Even amongst those who are likely most familiar with the program, the involvement of the partners can be characterized as sporadic at best. These partners do not play an active role in promoting the program to others in their unit or in undertaking any other activities in support of the ICMS.

3.7. Efficiency and Economy

By its nature, an ICMS tends to be a cost-effective strategy. The only significant concerns expressed with respect to its cost effectiveness are that not enough resources are allocated for certain activities. More specifically, the major findings with respect to efficiency and economy are as follows:

To the extent that it contributes to significant time and costs savings associated with conflict, an ICMS program can be a very cost-effective strategy for an organization.

Conflict in the workplace costs organizations billions of dollars every year. According to one study,¹⁰ employees in the United States spend 2.8 hours per week dealing with conflict, which equates to approximately \$359 billion in paid hours in 2008¹¹. Similarly, the average employee in the United Kingdom also spends over two hours per week dealing with conflict, which indicates that 370 million working days were lost in that year, at a cost to British employers of more than £24 billion¹². It has been suggested that “unresolved conflict represents the largest reducible cost in many businesses, yet it remains largely unrecognized”.¹³

Analysis of the literature indicated that the use of alternate dispute resolution mechanisms can result in savings with respect to time and costs. According to studies of the United States government, cost savings of \$3,500 to \$10,000 can be realized, on average, for cases that are mediated as compared to those that rely on a formal grievance process.¹⁴ Organizations that have developed “collaborative conflict management systems report significant litigation cost savings: Brown and Root reported an 80% reduction in outside litigation costs. Motorola reported a 75% reduction over a period of six years. NCR reported a 50% reduction and a drop of pending

¹⁰ “Workplace Conflict and How Business Can Harness it to Thrive”, CPP Global Human Capital Report, July 2008.

¹¹ Based on average hourly earnings of \$17.95, seasonally adjusted, non-farm workers. Bureau of Labour Statistics, May 2008.

¹² “Fight, Flight or Face It? Celebrating the Effective Management of Conflict at Work.” OPP = International Business Psychology Consultancy.

¹³ Dana, Daniel (1999) “Measuring the Financial Cost of Organizational Conflict.” MTI Publications and Slaikev, K. and Hasson, R. (1998). Controlling the Cost of Conflict. Jossey-Bass

¹⁴ U.S. General Services Administration and Department of Treasury/Internal Revenue Service, Department of Defence and Department of Housing and Urban Development.

lawsuits from 263 in 1984 to 28 in 1993.”¹⁵ Also, alternate dispute resolutions processes are between 10 and 15 times faster than traditional mediation processes.¹⁶

Informal conflict management services are more cost-effective relative to formal conflict management mechanisms. For example, a report summarizing the findings of an evaluation of the Canadian Transportation Agency Mediation Pilot Project for the years 2000-2003 demonstrated that the average cost of mediation for the organization was \$7,041¹⁷. This cost is relatively low when compared to adjudication costs, which can range from \$16,360 for the majority of adjudications without a public hearing to \$45,720 for an above average adjudication without a public hearing.

An evaluation of the Ontario Mandatory Mediation Program¹⁸ provided compelling evidence that mandatory mediations led to significant reductions in the time taken to dispose of cases and in costs to litigants. Mandatory mediations also resulted in about 40% of cases being settled earlier in the litigation process.

The relatively low budget allocated to the ICMS has had an impact on the cost effectiveness of the program.

The Department’s ICMS is a low-budget program relative to that of other federal government departments included in the study. Factors that contribute to the cost effectiveness of the ICMS include:

- The re-structuring of ICMS into the OICMW resulted in some economies of scale with respect to sharing of resources, overheads and messaging. It has also enhanced communication between the various functions.
- The program is considered well structured given its objectives (55% of key informants agreed that it is well restructured while only 9% did not). There is general agreement that the three pillars underlying the ICMS are appropriate and consistent with its objectives. The three pillars are services (being able to answer the needs every time there is a conflict); commitment (ensuring there are enough resources to promote ICMS and provide training/outreach); and priorities (ensuring that the system meets the priorities of the Department and government).

¹⁵ Ford, John, *Workplace Conflict: Facts and Figures*, [online] Mediate.com Accessed at CCR International

¹⁶ Ibid.

¹⁷ Includes salary and benefits, facility, travel and accommodation costs.

¹⁸ Evaluation of the Ontario Mandatory Mediation Program – the First 23 Months

- The ICMS complements rather than duplicates other conflict resolution mechanisms. It provides an alternate process that can be more impartial, less rigid, more timely and oriented toward conversation and compromise. The ICMS can also help the other programs by raising awareness about different ways of approaching workplace conflict.

The major concerns expressed by key informants with respect to cost effectiveness relate more to the size of the overall budget rather than to how the existing budget is utilized. As mentioned previously, the OICMW has six employees spread across six functions including ICMS. One person is not solely dedicated to the work of the ICMS, and overall it is estimated that the equivalent of two full-time employees work on the program. This includes a Director who works part-time on the program; none of these employees is a conflict resolution practitioner. Furthermore, there is a common view that insufficient resources are available for training, promotion of the program, and outreach activities to the regions. In addition, it was suggested that more resources need to be invested in developing relationships with key partners from management, labour relations and the bargaining units. By increasing the budget, the program would be better placed to meet its objectives, thereby increasing its overall cost effectiveness.

3.8. Opportunities for Improvement

Based on feedback provided by key informants, employees and representatives of similar programs as well as on a review of best practices, nine key factors were identified that have an impact on the success of an ICMS program. The importance of each factor is highlighted below:

Demonstrable support from senior management

Support from senior management can set the tone for the degree to which an ICMS service is welcomed by a department. If there is a clear and consistent demonstration from senior management that informal conflict management is a priority, it will increase the likelihood that key parties in the Department will be open to collaboration. The importance of this factor was confirmed by representatives of other government ICMS who identified departmental and senior management support as key in a successful ICMS. In the Department, several key informants stated that the success of the ICMS was constrained because it lacked adequate support at senior levels.

Improved visibility and awareness of the program

Without a clear understanding of what is involved in ICMS services, there will be limited uptake. Overall awareness of the ICMS in the Department is not very high. Among the employees surveyed for the evaluation, 41% were not at all familiar with the ICMS while 10% of respondents were very familiar. The emphasis on creating awareness of the program appears to have declined over time. In addition, some confusion has resulted with the name change that occurred with the creation of the OICMW. This lack of awareness is amplified outside the NCR. Since 2007, no awareness sessions have been held in the regions. As a result, there was a trend among key informants from the regions to be less positive overall in their views of the ICMS program and its success. Furthermore, some representatives from the NCR voiced concerns about whether regions were as well connected to the ICMS process.

A clearly defined role for the ICMS

Particularly when there are multiple conflict resolution options in a workplace, the role, responsibilities and the range of services available through an ICMS need to be very well defined; people need to understand its advantages, and the nature of the services they will receive if they choose that approach. Furthermore, when stakeholders understand the role of the ICMS and its advantages, they are more likely to support it informally through referral and participation in its activities. Although most key informants are able to define the objectives of the ICMS, they questioned the program's priorities as well as the role of key informants in the program. Similarly, respondents echoed this concern as they had difficulty in understanding ICMS services, the benefits of these services and their difference from other conflict management options.

Strong relationships with others involved in conflict resolution

The support of other conflict resolution groups is important for program success. Inevitably, the activities of the ICMS will interact with those of the union or labour relations; if ICMS is supported by these groups, it can promote a more open and collaborative orientation to resolving conflict situations when they arise. Despite their own familiarity with the program, most program partners reported that the program has not been very successful in developing relationships with them. Even those who are very familiar with the program generally described their own involvement as being very limited.

Perceived neutrality among employees

Employees must be assured that the services provided through the ICMS are neutral and confidential. Sometimes employees may perceive that unions or labour relations have a vested interest in particular outcomes in a conflict situation. Since the ICMS is specifically designed to represent a neutral third party in conflict resolution, the violation of this principle could be extremely detrimental to all parties.

Not only must an ICMS be neutral but it must also be perceived as being neutral by prospective users and partners. Some employees clearly perceive it as pro-employer and fear retaliation or reprisal. To assess the relative positioning of the ICMS, respondents were asked to rate the extent to which they agree (on a scale of 1 to 5, where 1 is not at all agree, 3 somewhat agree and 5 is strongly agree) with a series of statements. As indicated below, respondents were most likely to agree that the services were respectful of collective agreements, statutory and workplace rights, and somewhat less likely to state that the services were neutral and flexible. Respondents were then cross-tabulated into two groups: those who indicated they were likely to use the service in the future and those who considered themselves unlikely. The results clearly demonstrate that the perceptions of the ICMS will have a major influence on the future demand for services.

Table 6: ICMS Principles

To what extent do you agree that the ICMS is:	Likely to use services	Unlikely to use services	All Employees
Accessible	3.9	2.4	3.0
Neutral and impartial	4.2	2.3	3.2
Confidential	4.2	2.7	3.5
Flexible in services provided	4.0	2.5	3.1
Prohibitive of retaliation or reprisal	4.4	2.4	3.5
Respectful of collective agreements statutory and workplace rights	4.2	3.1	3.8

Some respondents also noted that the prominent, visible location of the ICMS Office diminished both their anonymity and the likelihood they would use the service.

Ease of access to service.

As identified by the Treasury Board of Canada Secretariat (2008)¹⁹, it is important to establish multiple points of contact in order to allow employees to readily identify and access a knowledgeable and appropriate individual who can be trusted for advice about the informal conflict management services available to them. Employees in the NCR have the greatest access to ICMS, but even members of the Department in the NCR find it difficult to easily access the services. Access is available by telephone and email, but receiving this type of service in such impersonal ways may not be efficient or effective. Several respondents and key stakeholders reported that responses to their inquiries were not received or came too late to be relevant and useful. Furthermore, the ICMS has not managed to visit the regions recently, although visits are planned for spring 2010.

High service quality

Conflicts are difficult for most people to manage. When people do attempt to address them, having knowledgeable staff with strong interpersonal skills is critical to resolving the conflict and to the overall success of the program. In addition, administrative staff who are well trained and have the knowledge to direct inquires to the appropriate individual or resources are also very important. Service quality is heightened when the services of experts in particular areas of conflict resolution, such as mediation, can be called upon.

Poor quality service can result in the escalation of conflict, parties' dissatisfaction with resolutions, and a poor reputation for the ICMS services. The importance of this factor was confirmed by representatives from other federal government departments ICMS who identified that having staff with the right combination of skills and attributes is key to the functioning of a successful ICMS. In the Department, key informants expressed concern about the quality of service from the ICMS relating to a perceived lack of experience in conflict resolution among those in the Office. Respondents reported that they are somewhat satisfied with the ICMS services they have received. However, some expressed concerns about the process and the outcome of the service, suggesting some opportunities for improvement.

Some ways to improve service quality would be to support expansion of the staff with more practitioners and further development of staff capabilities as demand for services increases. A greater number of staff would allow responses to inquiries in a more timely fashion, and more

¹⁹ Treasury Board of Canada Secretariat (2008). Guide to Key Elements of an ICMS in the Core Public Administration. Retrieved March 2010, <http://www.tbs-sct.gc.ca/gui/confgui03-eng.asp>

attention paid to training would help bring people who are more specialized into the Office. When outside conflict resolution practitioners are used, they should also be adequately screened. Increased staffing will help address the access issue because of the greater availability of assistance.

A common issue in the development of any organizational conflict management system is whether to use conflict resolution practitioners who are either internal or external to the organization. An internal mediator is an employee of an organization who has a primary role in the organization unrelated to conflict management, but has been trained in mediation and possibly other conflict resolution strategies. When conflict situations arise, he/she may be called upon to provide assistance. An external mediator is not employed by an organization and is typically a conflict resolution professional that comes in when conflict situations arise. Some factors to take into account when deciding to use internal or external practitioners are the²⁰:

- **Size of the organization:** With small organizations, conflict situations may not arise frequently enough to warrant the use of a person devoted to the task. It may be more appropriate for a small organization to use external mediators that can be hired on an as-needed basis.
- **Skill of the mediator:** With external conflict professionals, the level of expertise may be better assured because their skills are continually in use. In contrast, internal mediators may not regularly practice their skills, compromising their ability to provide useful services to employees in conflict when they are called upon. But an internal mediator will be much more knowledgeable about the organization, which may be advantageous.
- **Neutrality.** To avoid perceived bias or conflict of interest, using an external conflict resolution facilitator is preferred. However, activities could be undertaken to increase the actual and perceived impartiality of an internal conflict resolution facilitator.
- **Cost.** Depending on the frequency of conflict, continually hiring an external conflict professional may be too costly, and an internal resource may be more suitable.

As some members of the Department do not perceive the ICMS as being neutral, using practitioners who are also employees is likely not the preferred option and could exacerbate the issue. Using external conflict resolution professionals is the current approach, but many of the other federal departments have conflict resolution practitioners in their offices. What is not clear

²⁰ Advisory Conciliation and Arbitration Service. Mediation: An Employer's Guide. Retrieved April 16, 2010 from <http://www.acas.org.uk/CHttpHandler.ashx?id=949&p=0>

is whether these practitioners are indeed internal employees who have been trained to play that role, or professionals who work within their ICMS Offices.

There is an alternative which combines elements of an internal and external conflict resolution practitioner. This strategy would involve hiring a conflict resolution professional from outside of the organization to become the in-house mediator employed by the organization. However, this individual would have no other role than his work in the ICMS Office, and ideally he would be housed with other conflict resolution staff. With this type of arrangement, an organization can take advantage of an employee who has knowledge of organizational culture and rules but has specialized expertise in conflict resolution, and is far enough removed from the Department to maintain neutrality because of the absence of a role in other aspects of the organization.²¹

If the cost of an in-house mediator is prohibitive or does not make sense given the level of demand, there are other options as well. In the United States, almost every federal government department has its own Alternative Dispute Resolution program with its own practitioners or shares mediators through a Shared Neutrals Program.^{22,23} In the Shared Neutrals Program, there is a group of conflict resolution practitioners who are federal employees who have been trained in conflict resolution and are shared among the departments. They are assigned to conflict situations outside their departments to maintain impartiality. This makes sense for departments that do not experience conflict situations with sufficient frequency to warrant a full-time person. The shared arrangement may allow for the expertise needed in a conflict resolution practitioner but also minimize the cost associated with it.

A strong training component

Informal conflict management aims in part to prevent the escalation of conflict. One way this can happen is if all staff is trained in interpersonal skills and methods of managing conflict at an early stage. With good training, people can feel more confident and may be more likely to address conflict as it occurs. This preventative approach also ensures that managers and employees assume a shared responsibility to contribute to a workplace culture that is

²¹ Over time, some may perceive this individual as losing his impartiality, but the fact that he works solely on conflict resolution and outside of any other work groups should minimize this perception. Any perceptions of a lack of impartiality would certainly be less with such an individual compared to an employee who is trained in mediation but has other roles in the organization.

²² Travis, M. (2007). Resolved: using mediation to settle conflicts: communicators' skills lend themselves to managing professional mediation between internal or external groups. *Communication World* (July-Aug). Retrieved April 16, 2010 from http://findarticles.com/p/articles/mi_m4422/is_4_24/ai_n21026744/

²³ Oklahoma State Government. Retrieved April 16, 2010 from <http://www.oklahoma.feb.gov/adr>

collaborative in addressing conflict. The CPP Global Capital Report (2008)²⁴ and the Treasury Board of Canada Secretariat (2008)²⁵ both identify training as an ICMS best practice because the training of managers and employees helps them develop the skills to manage conflict, facilitates the quick resolution of issues in the workplace, and fosters individual responsibility to address conflict situations.

Despite the potential impact of training in supporting employees in managing conflict, the overall impact has been limited in the Department. Only five training sessions have occurred in the Department's ICMS since its inception in 2006. Key stakeholders and respondents recommended that more resources be provided for training; a few respondents suggested making such training mandatory.

Highly integrated into the organization

When an ICMS is well integrated into an organization, it is in a much stronger position to change the philosophy and approach to conflict. Managing conflict effectively is important to all aspects of an organization, from human resources to financial management. At this time, there is some anecdotal evidence of the integration of the ICMS into the Department. In interviews, several representatives provided descriptions of situations in which conflicts had moved between the formal system and the informal system. This required coordination because of specific time limits surrounding the submission of grievances. The low profile of the program suggests that much more work is required to more fully integrate ICMS across the Department.

²⁴ CPP. (2008). Global Human Capital Report: Workplace Conflict and How Businesses can Harness it to Thrive. Retrieved March 2010 from https://www.cpp.com/Pdfs/PPP_Global_Human_Capital_Report_Workplace_Conflict.pdf

²⁵ Treasury Board of Canada Secretariat (2008). Guide to Key Elements of an ICMS in the Core Public Administration. Retrieved March 2010 from <http://www.tbs-sct.gc.ca/gui/conflgui03-eng.asp>

4. CONCLUSIONS

The major conclusions arising from the evaluation are as follows:

There is a strong need for the program, which is recognized by both project partners and employees.

The average rating given regarding the need ranged from 4.0 amongst respondents to 4.3 amongst key informants, on a scale of 1 to 5, where 1 is no need at all and 5 is a significant need. Respondents attributed the need for the program to the increased incidence of interpersonal conflicts at the workplace; the need for a confidential and neutral place to resolve conflicts; the need for training opportunities designed to increase knowledge of informal ways of managing conflict; and the need to equip employees with better tools to improve their skills and abilities in conflict resolution.

There is a legitimate and necessary role for government in this program area.

The results of the evaluation demonstrate that workplace conflict exists in the Department and that addressing such conflicts is in public interest to the extent. ICMS can reduce the direct costs associated with conflict and formal conflict resolution and the indirect costs associated with time wasted in and the reduced quality of decisions made by people in conflict. The program is consistent with departmental strategic outcomes as well as federal government priorities and commitments to resolving matters in the workplace fairly, credibly and efficiently.

Although some progress had been made, overall awareness and use of the ICMS services and activities within the Department remain relatively low.

Almost one-half of the respondents were at least somewhat familiar with the program. However, many were not at all familiar, or had very little awareness of program services. About a quarter of the 276 respondents had participated in ICMS activities, such as awareness sessions, conflict management services and training sessions. Three percent of the respondents (8 people) reported being referred to other sources.

Respondents report that the information they received from ICMS had somewhat of an impact.

Respondents report that the ICMS has had somewhat of an impact in educating them about where to find assistance when facing a conflict, and in enhancing their knowledge and awareness of alternative mechanisms to manage conflict. The impact of the program is greater among clients who have used conflict management services or have participated in training sessions than among those who simply attended an information session.

Partners have not been very active in supporting the activities of the progress of the ICMS.

However, even those who are very familiar with the program generally felt that their involvement was very limited. Although most partners had interacted with OICMW staff, promoted the programs to others and/or referred people to the ICMS services at some time in the past, they also noted that the level of interaction and their role in promoting the program were very minor. One of the factors affecting the dedication of these partners is that, while most see a strong need for the program, most also feel that the program has been moderately successful to date in meeting that need. They pointed to the relatively small size and limited resources associated with the program, with some indicating that they had hoped it would have a higher profile and be able to provide more hand-on services and training than has been delivered.

Although some progress has been made in shifting the Department towards a collaborative workplace culture, it is unreasonable to expect that a significant shift has occurred given the size of the Department and the comparatively small size and scope of the program.

Achieving real cultural change is a long-term process. ICMS has a modest budget and at most two full-time employees, who serve more than 4,500 employees across Canada. In comparison to similar programs in other federal government departments, the Department's ICMS is the newest and is among the smallest. Although key informants reported that some further progress will be made by ICMS, enhancements to the program would need to be made in order to achieve greater impact.

Operating data and comparable data are not available to assess the cost effectiveness of the ICMS program.

The ICMS is one of a series of functions delivered by the OICMW. It is not possible with the currently available data to determine the resources dedicated to the ICMS vis-à-vis other OICMW activities. The results of the evaluation indicate that the budget of the departmental

ICMS is low relative to that of other departments, restructuring of ICMS into the OICMW resulted in some economies of scale, the program is generally considered well structured given its objectives, and it complements rather than duplicates other conflict resolution mechanisms. Concerns with respect to cost effectiveness relate to the level of resources available to support the program. There is a common sentiment that not enough resources are allocated to training, promotion of the program, outreach activities to the regions, and partnership development.

There are nine key factors that determine the success of an ICMS.

Given that the ICMS is designed to complement rather than replace other conflict management mechanisms, there are no real alternatives to it. The ICMS satisfies the requirement introduced in section 207 of the PLSRA which requires each deputy head to establish, in consultation with bargaining agents, an ICMS. Based on the feedback provided by key informants, employees and representatives of similar programs as well as a review of best practices, nine key factors that can determine the success of an ICMS program were identified. These include: having strong support from senior management; a clearly defined role for the ICMS; strong relationships with others involved in conflict resolution; being seen by employees as a neutral body; enjoying a high level of awareness; providing easy access; delivering quality services; incorporating a strong training component; and being well integrated into the organization.

The capacity for the Department's ICMS to change and to fully implement these nine factors is dependent on the level of dedicated resources for the program; the development and implementation of a communication plan that clarifies roles and responsibilities of key stakeholders involved in conflict resolution in the workplace (both formal and informal); the provision of ICMS training to managers and employees; and the level of commitment among key stakeholders - senior managers, employees and partners - to finding effective ways to manage workplace conflict.

5. RECOMMENDATIONS AND MANAGEMENT RESPONSE

Some progress has been made in shifting the Department towards a collaborative workplace culture that is open and effective in resolving conflict. However, given the modest budget and the comparatively small size and scope of the ICMS, enhancement to the program needs to be made to achieve real cultural change.

Awareness of ICMS services

Although some progress had been made, overall awareness of the ICMS services and activities within the Department remains relatively low especially among employees. The evaluation noted that managers tend to be more knowledgeable about the program.

Moderate progress has been made in enhancing accessibility to and use of ICMS services. Employees reported having difficulty in understanding what ICMS services are, the benefits of these services, their distinction from other conflict management options, and how to access the services. A key message from the evaluation is that the ICMS services need the support of the senior management as well as involvement and participation of the ICMS partners. This support would improve the employees' perception of the neutrality and impartiality of the ICMS.

Recommendation 1: It is recommended that the Director of OICMW develop and implement a department-wide communications plan for the ICMS to increase awareness about the program and the services it offers among staff, managers and program partners.

Management Response:

Agreed. The OICMW will develop and implement a Communications Plan for the ICMS to increase awareness about the program and services offered to Justice employees and managers.

Need for training

The results of the evaluation demonstrate that workplace conflict exists in the Department. Informal conflict management training helps to prevent the escalation of conflict by providing

managers and staff with the appropriate interpersonal skills and methods of managing conflict. Ideally, employees will feel more confident and may be more likely to address conflict at an earlier stage. To date, the overall impact of the ICMS training to manage workplace conflict has been constrained by the low number of sessions that have been offered, particularly in the regions. There is a need for more training sessions as well as a broader range of topics than is currently available.

Recommendation 2: It is recommended that the Director of OICMW increase department-wide training for managers and staff about how to prevent, identify and manage workplace conflict.

Management Response:

Agreed. Currently, there is no training program within OICMW. Discussions are underway with the Professional Development Division and the Dispute Prevention and Resolution Division to develop an integrated training approach for ICMS. The OICMW will also include Staff Relations in these discussions.

Accessibility and quality service of ICMS services

Respondents who used the ICMS services tend to be somewhat satisfied with the services. Although employees in the NCR have greater access to ICMS services compared with other regions, they often report finding it difficult to access these services easily. The evaluation found that the ICMS Office had fewer staff compared with other federal departments with respect to the availability of conflict resolution practitioners, resolution officers and mediators.

Some also expressed concerns about the quality of service from the ICMS relating to a perceived lack of experience among ICMS staff in conflict resolution and responses to inquiries in a timely fashion. There is a need for more staff working in ICMS.

Recommendation 3: It is recommended that the Director of OICMW increase department-wide access to trained practitioners and knowledgeable staff working in/on behalf of the ICMS.

Management Response:

Agreed. The Evaluation Report is timely and provides an opportunity for the Director of OICMW and senior management to discuss the types of services and support that should be

offered within Justice and those that should be contracted out. This analysis will also be helpful in considering the size and structure of the ICMS team.

Role of partners

The ICMS program was developed with the expectation that representatives from management, HR, unions, regional offices and others with expertise in conflict management would play an important role in sustaining the progress of the ICMS through activities such as promoting the program to others and referring people to ICMS services. The results of the evaluation indicate that while ICMS partners tend to be very familiar with the ICMS, they have not been very active in promoting the program in their units or with other departmental employees.

Recommendation 4: It is recommended that the Director of OICMW seek opportunities to actively engage partners (i.e., HR, unions) in resolving conflict in the Department.

Management Response:

Agreed. OICMW absolutely recognizes that collaborative engagement with all partners is essential to the successful development and maturity of Justice ICMS.

Location of ICMS Office

Some respondents felt unsure about visiting the ICMS Office for fear of reprisals. They described the Office location as being too conspicuous – too open to the public view. There may be ways of providing the services in a more discrete manner, away from other departmental offices, so that people don't feel uneasy about going to the Office. If people feel unsure that their privacy will be protected, they may be more likely either to avoid the Office or to seek other more formal mechanisms to respond to their situation.

Recommendation 5: It is recommended that the Director of OICMW, in cooperation with partners, examine ways in which in-person ICMS services can be provided to employees and managers in a more discrete manner.

Management Response:

Agreed. The OICMW moved to a new location in the lower Atrium at East Memorial Building - 284 Wellington Street in October 2010. A smaller room is also available for ICMS Officers to meet privately with employees, including managers, as required.

APPENDIX A:
Questionnaires and Interview Guides

ICMS REPRESENTATIVES

Good morning/afternoon/evening. My name is _____. I am calling on behalf of-X Company. We are conducting an evaluation of the Informal Conflict Management System (ICMS) within the Department of Justice. As part of this process, we are conducting interviews with representatives who have been involved with the program. Do you have the time to answer several questions? The information we collect from you will be held confidential and will be reported only in summary form with the responses of other interviewed representatives

CONTACT INFORMATION

Name	
Position	
Directorate or Unit	
Phone Number	

A. INVOLVEMENT WITH THE ICMS

1. What has been your involvement in the ICMS?

- Provided leadership and management
- Promoted the program to others (How have you done that?)
_____)
- Delivered training sessions (full day or two day sessions)
- Delivered awareness sessions (usually 1 to 2 hour sessions)
- Provided conflict management services to employees and managers
- Other (_____)

Comments: _____

2. How long have you been involved with the ICMS?

_____ Months

3. Approximately how many hours do you spend on the ICMS in an average month?

_____ Hours

3a. On what activities do you spend the majority of your time with regards to the ICMS? _____

4. Was the ICMS implemented as planned?

- Yes No Don't know

4a. (if no) How did implementation vary from what was planned? _____

5. Were there any implementation issues or challenges that made the delivery process more difficult or less effective?

- Yes No Don't know

5a. (if yes) Please explain: _____

B. PROGRESS MADE BY THE ICMS

1. What do you see as the major objectives of the ICMS? _____

2. Based on your experience, on a scale of 1 to 5, where 1 is not at all successful and 5 is very successful, how successful do you think the ICMS has been in achieving these objectives?

No at all successful		Somewhat		Very successful	
1	2	3	4	5	N/A

2a. Why is that? _____

3. More specifically, on a scale of 1 to 5 where 1 is not at all successful, 3 is somewhat successful and 5 is very successful, how successful do you think the ICMS has been to date in:

		Rating of Impact					
		Not at all successful		Somewhat		Very successful	
		1	2	3	4	5	N/A
a	Developing relationships with key partners in the DOJ such as representatives of bargaining units, labour relations and the Professional Development Directorate?	1	2	3	4	5	N/A
What key steps have been taken to develop those relationships?							
b	Encouraging those partners to take an active role in supporting and promoting the ICMS?	1	2	3	4	5	N/A
Please explain							

		Rating of Impact					
		Not at all successful		Somewhat		Very successful	
		1	2	3	4	5	N/A
c	Creating awareness of the program amongst employees?	1	2	3	4	5	N/A
<p>What are the key steps through which awareness has been created?</p> <p>Are there particular groups, segments or regions where awareness tends to be significantly higher or lower?</p>							
d	Increasing access of DOJ employees to conflict management services?	1	2	3	4	5	N/A
<p>By whom and how are these services typically delivered?</p> <p>Does the ICMS regularly refer clients to other resources? (if so) To which resources?</p> <p>Over the past couple of years, has the demand for these services changed? If so, in what way?</p> <p>How does the demand compare to capacity in terms of the level of services that can be delivered?</p> <p>What are the plans going forward in terms of ensuring that conflict management services are available to all DOJ employees? In other words, how will the ICMS ensure that supply meets demand?</p> <p>Is the level of demand consistent with what was expected when the program was developed?</p>							

		Rating of Impact					
		Not at all successful		Somewhat		Very successful	
		1	2	3	4	5	N/A
e	Increasing the knowledge of employees with respect to alternative ways to manage conflict?	1	2	3	4	5	N/A
Do you see evidence that this knowledge is being applied? In what ways? What impacts have you seen?							
f	Facilitating a shift towards a collaborative workplace culture that is more open to and effective in resolving conflict?	1	2	3	4	5	N/A
What are some examples with respect to progress made?							

4. What other impacts and effects (positive or negative) have resulted from the ICMS? _____

5. What do you see as some of the barriers and challenges that may have impacted the progress made to date? _____

6. What do you see as the key factors that will determine how successful the program is going forward? _____

7. On a scale of 1 to 5, where 1 is no further progress, 3 is some progress and 5 is significant progress, how much further progress do you anticipate the ICMS will achieve in facilitating a shift towards a collaborative workplace culture that is more open to and effective in resolving conflict?

No further progress		Some progress		Very significant progress	
1	2	3	4	5	N/A

7a. Why is that? _____

C. NEED FOR THE PROGRAM AND RELATIONSHIP TO OTHER ALTERNATIVES

1. On a scale of 1 to 5, where 1 is no need at all, 3 is somewhat of a need, and 5 is a major need, how much of a need do you think there is for the ICMS?

No need at all		Somewhat		Major need	
1	2	3	4	5	N/A

1a. Why is that? _____

1b. Does the ICMS meet these needs? _____

2. Is the ICMS consistent with the departmental priorities of the DOJ and the priorities of the Government of Canada?

Departmental priorities of the DOJ:

- Yes No Other Don't know

Government of Canada:

- Yes No Other Don't know

2a. In what respects, if any, is the ICMS inconsistent with the current priorities? _____

2b. Are there particular documents or statements you recommend we review regarding departmental and/or government-wide priorities relevant to the activities of the ICMS? _____

3. Apart from the ICMS, what other options, mechanisms, resources and services are available to DOJ employees to help resolve conflicts? _____

3a. What do you see as the advantages or disadvantages of the ICMS relative to these other options? _____

3b. How did the development of the ICMS change how other resources related to conflict management are used? _____

3c. (if any identified) In what manner and to what extent does the ICMS complement or support these other options? _____

3d. In what respects is there overlap or duplication between the ICMS and these other options? _____

D. EFFECTIVENESS AND COST EFFECTIVENESS

1. Does the ICMS appear to be structured in such a way that it is likely to achieve its objectives?

- Yes No Don't know

1a. Why is that? _____

2. On a scale of 1 to 5, where 1 is not at all cost efficient, 3 is somewhat cost efficient, and 5 is very cost efficient, how cost efficient would you say the ICMS is?

No at all cost efficient			Somewhat			Very cost efficient	
1	2	3	4	5	N/A		

2a. Why is that? _____

3. How could the cost efficiency of the ICMS be improved? _____

4. Is the allocation of resources consistent with the program priorities (is the budget being spent in the right area)? _____

5. Is the overall budget for this service appropriate?

- Yes No Don't know

5a. (if no) What changes would you make? _____

5b. (if the budget should be increased or decreased) In what specific expenditures areas should the budget be increased or decreased?_____

5c. What impact would this have on the services?_____

6. What are the key characteristics to making a service like the ICMS work well and cost effectively?_____

7. What recommendations do you have to improve design and delivery of the services (e.g. to better reach employees, enhance the role of partners in program delivery, improve the effectiveness of training, enhance the services provided, better coordinate activities with other resources, etc.)?_____

8. In your opinion, are there alternative approaches, structures, delivery options or strategies that may achieve the intended results more effectively or efficiently?_____

9. Do you have any final comments or recommendations regarding the ICMS? _____

10. Do you have any recommendations regarding specific representatives or organizations that we should be sure to include as part of our interviews on the ICMS? _____

THANK YOU FOR YOUR PARTICIPATION

DOJ EMPLOYEES

X Company has been engaged by the Department of Justice (DOJ) Evaluation Division to conduct a national evaluation of the Informal Conflict Management System (ICMS) within the Office for Integrity and Conflict Management in the Workplace (OICMW).

An important source of information to support this evaluation is a survey of Justice employees regarding their level of knowledge about the ICMS. More specifically, the purpose of the survey is to understand the extent to which employees are familiar with the ICMS and its services. Your participation in this survey will help guide the future development of ICMS services.

Your participation in this survey is voluntary and anonymous. You may withdraw at any time. The survey should take approximately 15-20 minutes to complete. Please note that any information collected in this survey will be held confidential and will be reported only in summary form with the responses of other interviewed representatives. No attempt will be made to identify individuals.

We appreciate the time you take to complete this survey. Be assured that this information will be used to strengthen the capacity of the DOJ to be a “conflict-confident” organization.

Should you have any concerns or questions about the survey, please feel free to contact: xxxx

A. DEALING WITH CONFLICT IN THE WORKPLACE

1. Have you ever encountered conflict in your workplace since 2006?

- Yes No Don't know

(If no, skip to section B)

2. (If yes) What was the nature of the conflict you encountered? (Check all that apply?)

- Interpersonal conflict (team conflict, interpersonal)
- Human Resources (performance appraisal, training, classification, career opportunity)
- Management practices (working conditions, duty to accommodate, abuse of authority, management leadership)
- Discrimination
- Harassment
- Other (please specify _____)

3. Did you attempt to deal with the conflict?

- Yes No Don't know

3a. (If no) **Why is that?** _____

(If no, skip to section B)

4. (If yes) **In attempting to deal with the conflict, did you receive any assistance from:**

- Your union
- Office for Integrity and Conflict Management in the Workplace (OICMW)
- HR Labour Relations
- Friend(s)
- Your manager
- The Employee Assistance Program
- Other (please specify _____)

4a. (if received assistance from the ICMS) **What type of service did you receive from the OICMW in relation to the ICMS services** (check all that apply)?

- Discussion
- Coaching
- Negotiation
- Mediation
- Facilitation
- Group Intervention
- Workplace assessment
- Other (please specify _____)

5. **On a scale of 1 to 5, where 1 is not at all useful, 3 is somewhat useful and 5 is very useful, how useful was the assistance you received from these sources in helping you to resolve or manage your conflict?**

No at all useful			Somewhat			Very useful	
1	2	3	4	5	N/A		

5a. **Why is that?** _____

B. FAMILIARITY AND THE USE OF SERVICES

1. On a scale of 1 to 5, where 1 is not at all familiar, 3 is somewhat familiar and 5 is very familiar, how familiar are you with the ICMS?

No at all familiar		Somewhat		Very familiar	
1	2	3	4	5	N/A

Comments: _____

(If not at all familiar, skip to section D)

1a. How did you become aware of the ICMS (check all that apply)?

- Saw program materials, brochure or website
- Through a manager
- Through the union
- Through a co-worker
- Through HR (labour relations, Professional Development Directorate)
- Referred by an ICMS representative
- Attended an awareness/training seminar or program focused on the ICMS
- Employee Assistance Program
- Other (please specify _____)

2. Have you:

	Yes	No	Don't know
Attended a one to two-hour awareness seminar on the ICMS?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Attended a one to two-day training session on developing skills and knowledge in conflict management put on by the ICMS?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Received advisory services from the ICMS?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Received a referral to other resources from the ICMS?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

(If you haven't received services or participated in any awareness sessions or training, skip to section C)

3. On a scale of 1 to 5, where 1 is not at all satisfied, 3 is somewhat satisfied and 5 is very satisfied, how satisfied are you in your experience with the ICMS?

No at all satisfied		Somewhat		Very satisfied	
1	2	3	4	5	N/A

3a. Why is that? _____

4. What information and assistance was particularly useful to you? _____

5. How could the information and assistance provided be improved? _____

6. On a scale of 1 to 5, where 1 is no need at all, 3 is somewhat of a need, and 5 is a major need, how much of a need do you think there is for the ICMS in DOJ?

No need at all		Somewhat		Major need	
1	2	3	4	5	N/A or don't know

6a. Why is that? _____

7. On a scale of 1 to 5 where 1 is no impact at all, 3 is somewhat of an impact, and 5 is a major impact, what impact did the information or assistance provided by the ICMS have in terms of:

		Rating of Impact					
		Not impact at all		Somewhat		Major impact	
		1	2	3	4	5	N/A
a	Increasing your general awareness and knowledge with respect to conflict management?	1	2	3	4	5	N/A
b	Better preparing you to manage conflict in the workplace?	1	2	3	4	5	N/A
c	Supporting you in managing or resolving a particular conflict?	1	2	3	4	5	N/A
d	Educating you on where to go for assistance?	1	2	3	4	5	N/A

8. What other impacts (positive or negative) did the information or services have? _____

C. ALTERNATIVES

1. We are trying to establish how the ICMS is perceived by Department of Justice employees. On a scale of 1 to 5, where 1 is not at all, 3 is somewhat and 5 is strongly:

To what extent would you agree that the ICMS services are:		Rating of Impact					
		Not at all		Somewhat agree		Strongly agree	
		1	2	3	4	5	N/A
a	Accessible?	1	2	3	4	5	N/A
b	Neutral and impartial? (for example, the program is not viewed as aligned with or supporting any side or position such as management, unions etc.)	1	2	3	4	5	N/A
c	Confidential?	1	2	3	4	5	N/A
d	Flexible in the services they provide?	1	2	3	4	5	N/A

To what extent would you agree that the ICMS services are:		Rating of Impact					
		Not at all		Somewhat agree		Strongly agree	
		1	2	3	4	5	N/A
e	Prohibitive of retaliation or reprisal? (e.g. does not support any form of intimidation, retaliation, or harassment used against an employee for making a complaint)	1	2	3	4	5	N/A
f	Respectful of collective agreements, statutory and workplace rights?	1	2	3	4	5	N/A

2. In the future, if you are attempting to deal with a conflict in the workplace, how likely is it that you will use the ICMS services of the OICMW?

- Not at all likely
- Not very likely
- Somewhat likely
- Very likely
- Definitely would

2a. Why is that? _____

D. DESCRIPTION OF THE RESPONDENT

1. Where do you work?

- Region (Please specify _____)
- HQ
- DLSU

2. What is your job classification?

- Administration and Foreign Service
- Technical
- Operational
- Administrative Support
- Executive
- Scientific and Professional
- LA
- Other (Please specify _____)

3. Are you in management?

- Yes
- No
- Other (_____)

4. Are you:

- Female
- Male

5. Are you:

- A member of a visible minority group?
- An Aboriginal person?
- A person with a disability?

THANK YOU FOR YOUR PARTICIPATION

PARTNERS

Good morning/afternoon/evening. My name is _____ and I am calling on behalf of X Company. We are conducting an evaluation on the Informal Conflict Management System (ICMS) within the Office for Integrity and Conflict Management in the Workplace (OICMW), at the Department of Justice. As part of this process, we are conducting interviews with representatives of Groups such as Labour Relations, the Professional Development Directorate and Bargaining units with whom the services might work. Do you have the time to answer several questions? The information we collect from you will be held confidential and will be reported only in summary form with the responses of other interviewed representatives.

CONTACT INFORMATION

Name	
Position	
Directorate or Bargaining Unit	
Phone Number	

A. INVOLVEMENT WITH THE ICMS

1. On a scale of 1 to 5, where 1 is not at all familiar, 3 is somewhat familiar and 5 very familiar, how familiar are you with the ICMS?

No at all familiar		Somewhat		Very familiar	
1	2	3	4	5	N/A

Comments: _____

(If not at all, confirm and then end the interview)

2. We would like to find out more about your involvement with respect to the ICMS. Have you:

- Referred people to the ICMS services within the OICMW?
- Participated in a committee or advisory group (Which committee?)_____)
- Promoted the program to others (How have you done that?)

- Participated in training sessions (full day or two day sessions)
- Participated in awareness sessions (usually 1 to 2 hour sessions)
- Interacted personally with OICMW staff regarding the ICMS services
- Been involved in delivering training, awareness presentations or other services associated with the services
- Other (_____)

Comments: _____

3. In what other ways have you or other members of your unit been involved or helped to support the ICMS? _____

B. PROGRESS MADE BY THE ICMS

1. What do you see as the major objectives of the ICMS? _____

2. Based on your experience, on a scale of 1 to 5, where 1 is not at all successful and 5 is very successful, how successful do you think the ICMS has been in achieving these objectives?

No at all successful			Somewhat		Very successful	
1	2	3	4	5	N/A	

2a. Why is that? _____

3. More specifically, on a scale of 1 to 5 where 1 is not at all successful, 3 is somewhat successful and 5 is very successful, how successful do you think the ICMS has been to date in:

		Rating of Impact					
		Not at all successful		Somewhat		Very successful	
		1	2	3	4	5	N/A
a	Creating awareness of the services amongst employees?	1	2	3	4	5	N/A
To what do you attribute that?							
b	Developing relationships with key partners in the DOJ such as your unit?	1	2	3	4	5	N/A
Why is that?							
Are there opportunities to develop or improve relationships and if so, how?							
c	Increasing access of DOJ employees to conflict management services?	1	2	3	4	5	N/A
To what do you attribute that?							

		Rating of Impact					
		Not at all successful		Somewhat		Very successful	
		1	2	3	4	5	N/A
d	Increasing the knowledge of employees with respect to alternative ways to manage conflict?	1	2	3	4	5	N/A
<p>To what do you attribute that?</p> <p>Do you see evidence that this knowledge is being applied? In what ways? What impacts have you seen?</p>							
e	Facilitating a shift towards a collaborative workplace culture that is more open to and effective in resolving conflict?	1	2	3	4	5	N/A
<p>Why is that?</p>							

4. What other impacts and effects (positive or negative) have resulted from the ICMS? _____

5. What do you see as some of the barriers and challenges that may have impacted the progress made to date? _____

6. What do you see as the key factors that will determine how successful the service is going forward? _____

7. On a scale of 1 to 5, where 1 is no further progress, 3 is some progress and 5 is very significant progress, how much further progress do you anticipate the ICMS services within the OICMW will achieve in facilitating a shift towards a collaborative workplace culture that is more open to and effective in resolving conflict?

No further progress		Some progress		Very significant progress	
1	2	3	4	5	N/A

7a. Why is that? _____

C. NEED FOR THE PROGRAM AND RELATIONSHIP TO OTHER ALTERNATIVES

1. On a scale of 1 to 5, where 1 is no need at all, 3 is somewhat of a need, and 5 is a major need, how much of a need do you think there is for the ICMS?

No need at all		Somewhat		Major need	
1	2	3	4	5	N/A or don't know

1a. Why is that? _____

2. What other options, mechanisms, resources and services are available to DOJ employees to help resolve conflicts? _____

2a. What do you see as the advantages or disadvantages of the ICMS relative to these other options? _____

2b. How did the development of the ICMS change how other resources related to conflict management are used? _____

2c. (if any identified) In what manner and to what extent does the ICMS complement or support these other options? _____

2d. In what respects is there overlap or duplication between the ICMS and these other options? _____

D. EFFECTIVENESS AND COST-EFFECTIVENESS

1. Does the ICMS appear to be structured in such a way that it is likely to achieve its objectives?

- Yes No Don't know

1a. Why is that? _____

2. What recommendations do you have to improve design and delivery of the services? (e.g. to better reach employees, enhance the role of partners in program delivery, improve the effectiveness of training, enhance the services provided, better coordinate activities with other resources, etc.) _____

3. In your opinion, are there alternative approaches, structures, delivery options or strategies that may achieve the intended results more effectively or efficiently? _____

4. Do you have any final comments or recommendations regarding the ICMS? _____

5. Do you have any recommendations regarding specific representatives or organizations that we should be sure to include as part of our interviews on the ICMS? _____

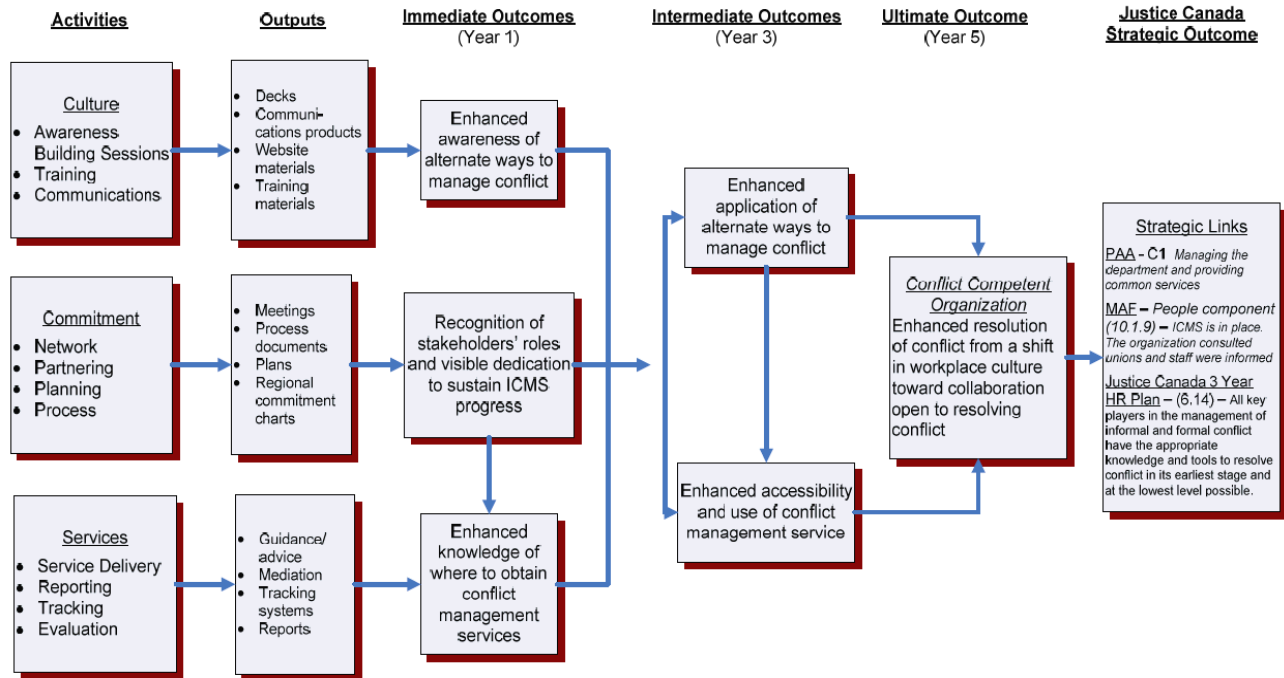
THANK YOU FOR YOUR PARTICIPATION

**APPENDIX B:
Program Logic Model**

Program Logic Model

The program logic model outlines the activities, outputs and intended outcomes of the ICMS. The results were expected to be achieved over a five-year period, from 2007-2008 to 2012-2013.

ICMS Logic Model



The activities, outputs and intended outcomes are further described below.

1. Activities

The activities of the ICMS are organized according to the key 'supporting pillars' of Culture, Commitment and Services.

Culture

- **AWARENESS BUILDING SESSIONS** - With a view to promoting and raising awareness of ICMS. ICMS regularly carries out information sessions and presentations to committees such as the Senior Management Board, the HR.Com, the National Labour-Management

Consultative Committee, and the National Occupational Health and Safety Committee, as well as to various working groups and staff meetings.

- **TRAINING** – Formal one- and two-day training sessions are held to develop skills and knowledge in conflict management. Training was developed as a partnership with organizations such as the Professional Development Directorate and the Dispute Prevention and Resolution Services of DOJ.
- **COMMUNICATIONS** – ICMS prepares and implements a Communications Plan. A Web site has been developed and is accessible at http://jusnet.justice.gc.ca/mgmt_gestion_e/who_we_are/oicmw.htm.

Commitment

- **NETWORK AND PARTNERING** – In order to share information on the evolution of ICMS, particularly within the regions, a network of partners for ICMS was created to facilitate collaboration between various groups. Originally, ICMS officials also met regularly with partners through the Joint Advisory Group to discuss best approaches to achieving central agency policy objectives and the Deputy Minister accountability for ICMS.
- **PLANNING** – In consultation with partners, ICMS officials developed and implemented a Business Plan.
- **PROCESS** – ICMS officials regularly review and develop processes supporting the integration of ICMS within the Department. For example, ICMS is part of the Department's Human Resources Management (HRM) Plan.

Services

- **SERVICE DELIVERY** - The number one priority is to provide support and guidance to all managers and employees who turn to the Office for assistance when faced with workplace conflict. In 2007-2008, 88 employees sought advice from the Office. Many of the situations were resolved through an informal discussion. For those cases that are not resolved informally, a mediator or another outside source may be brought in to manage the conflict.
- **REPORTING** – ICMS Office reports to the Deputy Minister and Canada Public Service Agency (CPSA).

- **TRACKING** - A tracking system that captures all activities related to ICMS and interventions was developed which can be used to provide detailed information to all DOJ employees as well as to the CPSA.
- **EVALUATION** - In preparation for future evaluations of the ICMS, the responsible Senior Officer, in collaboration with the Evaluation Division, began developing an evaluation framework. The purpose of the framework was to build on the results, activities and data collection methods identified in the ICMS Business Plan Results Framework and to include an ICMS logic model.

2. Outputs

Outputs typically include direct products or services stemming from the activities of an organization, policy, program or initiative, and usually within the control of the organization itself. In the case of ICMS, outputs for culture include training materials, presentation decks and communications materials, as well as those posted on the ICMS Website. With respect to commitment, the key outputs are completed meetings with labour representatives, as well as with internal partners such as Human Resources. Each meeting focuses on agendas dedicated to internal collaboration among partners, as well as the development of plans, process documents and commitment charts that define key responsibilities/accountabilities.

3. Immediate Outcomes

Immediate outcomes are usually directly attributable to a policy, program or initiative's outputs. In terms of time frame and level, these are short-term outcomes and are often at the level of an increase in awareness of a target population. Each pillar contributes to promoting knowledge of ICMS services. Within the direct influence of ICMS is the imparting of information to recipients and partners that enables them to be fully aware of the range of ICMS services, as well as their potential benefits. Recipients, therefore, become more aware of the techniques and alternative ways of managing conflict which they can use in the workplace when conflict naturally occurs from time to time. Knowledge of ICMS also permits recipients to better understand how to obtain and use ICMS services to further support their efforts at conflict management. Finally, better knowledge gives partners an opportunity to know their potential role and responsibilities in supporting the sustainability of the ICMS program.

4. Intermediate Outcomes

Intermediate outcomes are typically expected to logically occur once one or more immediate outcomes have been achieved. In terms of time frame and level, these are medium-term outcomes and are often at the change of behaviour level among a target population. From the immediate outcome (knowledge), two key impacts are achieved. Armed with knowledge and support from ICMS, department managers and employees (potential recipients of ICMS services) will, firstly, be better able to apply techniques and alternative methods to successfully manage conflict as it arises. Secondly, ICMS will have encouraged and supported employees in freely obtaining ICMS services when needed based on a sound understanding of how these services can be of benefit.

5. Ultimate Outcomes

The ultimate outcomes are the highest-level outcome that can be reasonably attributed to a policy, program or initiative in causal manner, and is the consequence of one or more intermediate outcomes having been achieved. These outcomes usually represent the *raison d'être* of a policy, program or initiative. They are long-term outcomes that represent a change of state of a target population. From the intermediate outcomes, a culture of workplace collaboration will be developed where conflict can be respected and more easily resolved. Employees and managers will have an improved ability to resolve conflict on their own through the knowledge and techniques they have incorporated into day-to-day practice as conflict arises. However, they will have no hesitancy to access ICMS Services when they determine from a sound understanding of ICMS services that these services are needed for their particular conflict management circumstance.

6. Strategic Outcome

Ultimate outcomes of individual programs, policies or initiatives contribute to the higher-level departmental strategic outcomes. The strategic outcome under the Program Activity Architecture (PAA) is: Managing the Department and providing common services. Other source documents elaborate on the outcomes desired by the Department with respect to ICMS. The People Component of the MAF identifies the following indicator of performance: ICMS is in place; the organization consulted unions, and staff were informed.

The HRM Plan for Justice Canada provides the most in depth elaboration of a desired departmental outcome for ICMS comparable to the Ultimate Outcome in the logic model as

follows: All key players in the management of informal and formal conflict have the appropriate knowledge and tools to resolve conflict in its earliest stage and at the lowest level possible.

APPENDIX C:
Cross-Tabulation of Results by Characteristics of the Respondents

Cross-Tabulation of Results by Characteristics of the Respondents

	Area of Work			Management		Gender		Designated Groups				Assistance from ICMS
	HQ	Region	DLSU	Yes	No	Male	Female	Visible Minorities	Person with Disabilities	Aboriginal Peoples	Others	Yes
Total interviewees	203	58	15	51	215	79	195	22	14	29	211	37
% of Total Respondents who Encountered Conflict and Attempted to Deal with Conflict												
Encountered conflict in workplace	58%	81%	87%	82%	60%	58%	67%	59%	71%	76%	63%	100%
Attempted to deal with conflict	54%	71%	87%	82%	54%	51%	63%	50%	64%	69%	59%	100%
% of Total Respondents Obtaining Assistance in Dealing with Conflict from Various Sources												
Friends	27%	33%	33%	37%	26%	22%	31%	32%	21%	34%	28%	51%
Manager	24%	22%	20%	39%	20%	20%	25%	9%	29%	45%	21%	35%
HR Labour Relations	12%	12%	7%	37%	6%	10%	12%	5%	21%	17%	11%	35%
Union	6%	9%	27%	2%	9%	8%	8%	14%	14%	17%	6%	27%
Employee Assistance Program	8%	5%	13%	8%	8%	3%	10%	9%	-	14%	7%	24%
% of Total Respondents Aware of and Using Conflict Management Services												
<i>Familiarity with the ICMS (on a scale of 1 to 5, where 1 is not at all familiar, 3 is somewhat familiar and 5 is very familiar, how familiar are you with the ICMS?)</i>												
Average rating regarding awareness (where 1 is not at all and 5 is very aware)	2.4	2.4	2.5	3.1	2.2	2.4	2.4	2.4	2.8	2.3	2.4	3.8
% of total respondents at all familiar with the ICMS (rating of 2 or more)	60%	62%	53%	84%	55%	67%	57%	64%	71%	52%	60%	100%
Use of and Satisfaction with ICMS Conflict Management Services												
% Using ICMS	14%	14%	-	35%	8%	9%	15%	14%	21%	17%	12%	100%
Satisfaction with the ICMS services received (where 1 is not at all satisfied, 3 is somewhat, and 5 is very satisfied)	3.1	2.2	-	3.7	2.5	2.7	3.0	2.3	3.0	2.5	3.1	3.0
Participation in ICMS Awareness and Training Sessions (of total respondents)												
Participated in awareness sessions	12%	16%	13%	31%	9%	13%	13%	-	21%	7%	15%	38%
Participated in training sessions	5%	9%	13%	12%	5%	5%	7%	5%	7%	7%	6%	22%
Satisfaction with ICMS training and awareness (where 1 is not at all and 5 is very satisfied)	3.6	3.3	2.0	3.3	3.5	3.1	3.5	4.0	4.0	2.7	3.4	3.6

	Area of Work			Management		Gender		Designated Groups				Assistance from ICMS
	HQ	Region	DLSU	Yes	No	Male	Female	Visible Minorities	Person with Disabilities	Aboriginal Peoples	Others	Yes
<i>On a scale of 1 to 5 where 1 is no impact at all, 3 is somewhat of an impact, and 5 is a major impact, what impact did the information or assistance provided by the ICMS have in terms of:</i>												
Increasing general awareness and knowledge with respect to conflict management	3.2	2.9	2.0	3.0	3.0	2.6	3.2	3.0	4.0	2.2	3.0	3.2
Better preparing you to manage conflict in the workplace	2.9	2.7	1.7	2.7	2.8	2.1	3.0	3.0	3.0	2.7	2.7	3.0
Supporting you in managing or resolving a conflict	2.8	1.9	1.7	2.6	2.4	2.2	2.6	4.0	3.7	1.3	2.4	2.8
Educating you on where to go for assistance	3.2	2.3	1.0	2.8	2.7	3.1	2.7	3.5	4.3	2.0	2.7	2.7
Perceptions of ICMS and Expectation regarding Future Use amongst those at all Familiar with ICMS												
Total number of respondents aware of ICMS	122	36	8	43	118	53	112	14	10	15	127	37
<i>To what extent would you agree that the ICMS services are (where 1 is not at all, 3 is somewhat and 5 is strongly agree):</i>												
Accessible	3.4	2.0	2.0	3.3	2.9	2.8	3.1	2.1	3.3	2.5	3.1	3.1
Neutral and impartial	3.3	2.7	2.0	3.4	3.0	3.3	3.0	3.2	3.7	2.8	3.1	3.0
Confidential	3.7	2.9	2.2	3.6	3.4	3.4	3.5	3.5	4.0	3.3	3.4	3.7
Flexible in services provided	3.4	2.5	2.0	3.1	3.2	3.2	3.1	2.5	3.6	3.1	3.1	3.2
Prohibitive of retaliation or reprisal	3.7	3.1	2.1	3.5	3.5	3.5	3.4	3.2	3.9	2.7	3.5	3.4
Respectful of collective agreements, statutory and workplace rights	4.0	3.4	2.5	4.0	3.7	3.7	3.8	3.3	4.6	3.7	3.8	3.9
Need for Program (Where 1 is no need at all, 3 is somewhat, and 5 is major need)	4.1	3.9	3.0	4.1	3.9	3.7	4.1	3.0	4.0	4.8	3.9	4.5
<i>In the future, if you are attempting to deal with a conflict in the workplace, how likely is it that you will use the ICMS services of the OICMW? (as % of those aware of the ICMS)</i>												
Definitely would	4%	2%	-	10%	2%	4%	4%	5%	7%	-	4%	8%
Very likely	13%	3%	7%	20%	9%	11%	11%	5%	21%	10%	11%	24%
Somewhat likely	22%	26%	7%	35%	20%	27%	21%	32%	29%	21%	21%	30%
Not very likely	13%	19%	7%	14%	14%	17%	13%	18%	21%	10%	14%	19%
Not at all likely	4%	12%	47%	8%	7%	10%	7%	9%	-	17%	7%	16%

APPENDIX D:
Profile of the Employees Assessing Services

Profile of the Employees Assessing Services

Profile	Categories	Total Surveyed		Conflict Management		Awareness Session		Training Session	
		Frequencies	Percent	Frequencies	Percent	Frequencies	Percent	Frequencies	Percent
Language	English	222	80%	31	84%	32	89%	16	94%
	French	54	20%	6	16%	4	11%	1	6%
	Total	276	100%	37	100%	36	100%	17	100%
Area of work	Region	58	21%	8	22%	9	25%	5	29%
	HQ	203	74%	29	78%	25	69%	10	59%
	DLSU	15	5%	-	-	2	6%	2	12%
	Total	276	100%	37	100%	36	100%	17	100%
Job Classification	Administration and Foreign Service	27	10%	3	8%	2	6%	1	6%
	Technical/Operational	35	13%	3	8%-	2	6%	2	12%-
	Admin. Support	51	19%	6	16%	8	22%	3	18%
	Executive	12	4%	5	14%	4	11%	1	6%
	Scientific and Professional	43	16%	6	16%	5	14%	2	12%
	LA	72	27%	9	24%	12	33%	4	24%
	Other	29	11%	5	13%	3	8%	4	24%
Total	269	100%	37	100%	36	100%	17	100%	
Management	Yes	52	19%	18	49%	16	44%	6	35%
	No	217	78%	18	49%	20	56%	10	59%
	Other	7	3%	2	3%	-	-	1	6%
	Total	276	100%	37	100%	36	100%	17	100%
Gender	Female	195	71%	30	81%	26	72%	13	77%
	Male	79	29%	7	19%	10	28%	4	24%
	Total	276	100%	37	100%	36	100%	17	100%
Employment Equity Designated Groups	Visible Minorities	22	8%	3	8%	-	-	1	6%
	Aboriginal Peoples	29	11%	5	14%	2	6%	2	12%
	Persons with Disabilities	14	5%	3	8%	3	8%	1	6%

