A Pilot Project on Interest Based Negotiation Within the Royal Canadian Mounted Police

By

Jennifer Strachan
B.S.Sc., University of Ottawa, 1987

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" The greatest good you can do for others is not just show your riches, but to reveal to them their own. " **Benjamin Disraeli.**

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Abstract

In May 1999, the National Coordinator for the Royal Canadian Mounted Police (RCMP) Alternative Dispute Resolution (ADR) Program initiated a pilot project at the Kelowna RCMP Detachment with the assistance of the RCMP Learning and Development Branch, Ottawa. The focus of the project was to train every employee at the detachment in interest based negotiation, which is the entry level of communication and problem solving in the ADR process. The National Coordinator sought to determine whether interest based negotiation skills would affect employee behavior and conflict levels within the Kelowna detachment. This paper explores employees perceptions of the interest based negotiation course and whether, or not, these skills are utilized by detachment employees. This paper seeks to understand the reasons behind acceptance or non-acceptance of interest based negotiation as viewed through employee experiences. Based on the employee's views and perceptions recommendations for future interest based negotiation training courses are provided.

Chapter One

Introduction

"A not so small miracle is happening. No, it's not on 42nd street in New York. It's within the RCMP. They are the first police force to turn to Appropriate Dispute Resolution as a primary means of addressing internal conflicts and grievances. For an organization steeped in command and control practices and attitudes, governed by rigid rules and a highly stratified hierarchy that concentrates power in central managers, this is indeed a miracle." **Judge Barry Stuart, Yukon Territorial Court (PDG 1997:1)**

The Royal Canadian Mounted Police (RCMP) has gone through immense changes over the last three decades. Some of this change has been caused by external factors such as advancements in technology, sophistication of crime, an expanding population, an increase in the costs of policing and a decrease in the availability of funding. Internal changes include a desire to change the antiquated ways of doing business, a desire to deal with mismanaged and overburdened budgets that result in less opportunity for employee movement and promotion, minimal salary increases and, finally, to realign the organization. This realignment has caused a reduction in the population at the higher ranks indirectly affecting promotional opportunities. The demographic problems are further exacerbated due to the large number of employees who were hired in the baby boomer years creating competition for these limited promotions. This increase in both internal and external pressures has occurred at a fast pace causing greater organizational changes then ever before in the RCMP. The areas which have been affected the most have been promotions, relocation of employees (transfers), discipline, performance

evaluation, abuse of sick leave, organizational structures and processes, budgets, learning and development, and technology.

The immense size of the area for which the RCMP is responsible causes delays and difficulties in implementing processes and systems to deal with these changes. For example, when email technology was introduced, a systemic method of implementation was not followed. Many small town detachments did not have access to the email technology and therefore received important communiqués by the slower method of mail or facsimile. The employees felt disadvantaged compared with their peers in the larger centers who were able to communicate electronically and receive information instantaneously. Unfortunately, the problem is not as simple as they may imagine. These employees cannot fathom the multiple organizational systems that must be accessed in order to receive approval to purchase, transport and install the appropriate computer systems. The conflict surrounding computerization and electronic communication will continue to spiral due to a lack of budget to ensure continuous and timely training. These officers will probably have to self-train in the computer technology of the installed system and therefore will likely not utilize the computer, or its programs, to their best advantage.

In the 1990s' the RCMP began a process of consultative talks on many important topics. The goal of these talks was to encourage employee participation in the future direction of the organization. These talks continued over the decade in various divisions. The efforts were well intentioned and positive. Although some of the results of these talks were implemented (the creation of the missions, visions and values of the organization), the overall lack of results discouraged employees.

A good example of this problem was evident in the results of the 1998 Human Resources Alignment initiative project which was conducted in the provinces and territories across Canada. The purpose of these talks was to continue where the consultative talks left off but with a focus on human resources. Various focus groups were created, representative of all levels of employees. In western Canada, 599 employees from British Columbia and the Yukon participated in 51 sessions. Human resources issues such as promotions, transfers, training, abnormal amounts of absenteeism and the rank structure were some of the topics of these discussions. In addition to many innovative and impressive ideas, there was the unanimous message from the members that the failure of management to consider these ideas would result in their unwillingness to participate in similar future endeavors.

> It cannot be stressed enough that our recent history involving studies, reviews and related processes has not established a healthy degree of credibility with our employees. The level of enthusiasm in the participants from both divisions (BC and the Yukon) is indicative of the perception of the need to get our house in order, rebuilt trust between all levels, and address issues in an open, timely and effective manner. (Human Resources Needs Analysis Report 1999: 1)

In summary, it is not just the amount of changes the membership has undergone but their disillusionment with the slow pace of implementation of appropriate systems to manage these changes.

However, the RCMP is not alone in its resistance to this external and internal organizational change, authors Costantino and Merchant explored this trend in their book Designing Conflict Management Systems:

> As organizations restructure and social stresses escalate, conflict in the workplace is on the rise. Whether in response to organizational goals such

as resolving disputes with customers and clients, systemic problems in hiring and promotion practices, or interpersonal issues between managers, employees, and co-workers, business and government agencies are finding it increasingly more productive – and more cost-effective – to be proactive in designing systems to manage conflict. (1996, taken from book cover)

In 1995, the RCMP began to explore options to its current practices for dealing with conflict within the organization. Beginning with the existing grievance process, set out in the legislated document (The RCMP Act), those involved in this project found that there was a common belief from the grassroots employee up to and including the highest-ranking member of the RCMP, Commissioner Phil Murray, that the system was over burdened and the disputants had to endure protracted proceedings. This was evident in Commissioner Murray's statement "In the past we haven't been renowned for talking with each other, and many of our processes, including the formal grievance and discipline system, have left us drowning in paper and sometimes despair." (Murray – Let's Talk: 2)

Jennifer Lynch, Q.C., who, beginning in 1988, acted as Vice Chairperson and later the Chairperson of the RCMP External Review Committee (ERC), a second level quasi-judicial appeal body within the grievance process, played an important role in this evaluation. The Senior Executive Committee requested that Ms. Lynch study the current grievance system and suggest ideas on the possibilities of a less formal system. She knew all too well from her experiences on the ERC that there was a need to design and implement a collaborative conflict management system within the RCMP. " In 1995 within the RCMP there was a growing dissatisfaction with the existing adjudicated formal grievance and discipline system, and widespread recognition that it was not adequately addressing the present-day needs of the Force." (PDG, Volume I 1997: 14)

In May of 1995, with the appropriate stakeholders at the table, a collaborative effort commenced and the Alternative Dispute Resolution (ADR) National Steering Committee was created. From the onset, the ADR steering committee embraced an interest-based approach as its core principal to ensure the involvement and exploration of the interests of all stakeholders. The entry level of the ADR program is interest-based negotiation with a focus on solving disputes at the lowest level as a way of promoting healthy interaction amongst employees.

In 1997, the RCMP invited Gordon B. Sloan to create a workshop on interest-based negotiation skills for the purpose of training employees in the use of this dispute resolution tool. In May 1999, the national ADR advisor requested the RCMP Learning and Development Branch set up a pilot site to test the effectiveness of ADR. Kelowna was chosen as an appropriate site. Benchmarking focus group sessions were conducted at the detachment to determine the organizational climate before conducting the training. Included in this benchmarking were managerial and executive practices, visions and strategies, training and education, rewards and recognitions, and performance goals and feedback. Focus group measurement will take place again one year after the training has taken place and at the two year period to determine any change in conflict within the detachment. Following the focus group meetings, a series of three-day trainings in interest based negotiation for all members began in April 1999 and ended in December of that same year.

The purpose of this research project is to determine whether the employees of the Kelowna RCMP detachment are actually utilizing interest based negotiation as a dispute resolution tool. Through the perceptions obtained from the employees, this paper will

focus on the reasons why negotiation techniques are being used, or not, within the detachment.

Overview

Chapter Two begins by giving the reader a brief explanation of the RCMP and a functional overview of the RCMP ADR program. A critique of the creation of the Interest Based Negotiation Workshop, designed by Gordon B. Sloan will be included in addition to a brief review of the training standards and syllabus of the course.

Chapter Three contains a literature review that will include the theory behind the RCMP's interest-based negotiation course, including the implication of power imbalances. Next, Morton Deutsch and Peter Senge's thoughts on cooperation versus competition will be studied. At a time when the RCMP is striving to increase morale, the chapter will end appropriately with thoughts on three levels of trust needed to maintain cooperation.

Chapter Four describes the methodology used in this study. The methodology utilized was a balance of both ethnographic and statistical research techniques with the results focusing on common themes that were evident during the participant' interviews. Any bias that had an effect on determining the common themes from within the respondents' comments will also be discussed. I will explain how the research was planned, conducted and the results. The chapter will conclude with reflection on the results.

Chapter Five will focus on summary of the study and any implications and recommendations that evolve from the research results.

Chapter Six will end with future study considerations and closing remarks.

Chapter Two

The Journey towards ADR in the RCMP

"Blessed are the Peacemakers for they shall be called children of god" **Matthew 5:9**

The History and the Structure

The RCMP is a federal police force that derives its mandate and organizational role from a legislative document called The RCMP Act. The nation wide organization is composed of peace officers working in fourteen divisions (representing all provinces and territories) and a national headquarters located in Ottawa, Ontario. There are 14, 477 regular member (sworn peace officers), 2,040 civilian members and 3,472 public service employees. The total amalgamated employee population of the RCMP is 19,898. By legislation the RCMP is not permitted to unionize, however, the membership is represented by elected Divisional Staff Relation Representatives (DSRR) whom act as a voice for the civilian and regular membership to upper management. A number of public service unions (primarily the Public Service Alliance Commission) represent public service employees.

The rank structure of the RCMP (Table 2.1) is a reflection of a paramilitary organization with a rank and file hierarchy. Since its inception in 1873, the RCMP has followed a "command and control" model with each rank answering to the next level. In the past, the commissioned officers attained a certain level of respect reflective of their counterparts in the military. In the last ten years, these customs have diminished in the

RCMP. This in itself is indicative of the organizational shift away from its original

military hierarchy.

Table 2.1

The RCMP Rank Structure

Commissioned Officers (Upper Management)
Commissioner
Deputy Commissioner
Assistant Commissioner
Chief Superintendent
Superintendent
Inspector

Non-Commissioned Officers (Middle Management and down)
Staff Sergeant
Sergeant
Corporal
Constable

Peace officers in the RCMP begin their career at the RCMP training academy "Depot", located in Regina, Saskatchewan. In the past, most RCMP employees' lives were a succession of physical relocations, known as "transfers". For a large part of the RCMP's history, promotions were often obtained by accepting transfers to isolated communities that were difficult to staff due to a lack of amenities such as schools, hospitals, dentists and necessities such as groceries. RCMP employees often work alone with no help available for hundreds of miles. Prior to 1994, RCMP employees who accepted transfers to isolated postings often did so and were rewarded with promotion. Today in the RCMP, some of these long-tenure members are still employed within the organization.

Prior to 1994, a member's promotion was primarily based on an averaging of his/hers performance evaluations over a period of time. Based on the evaluation, scored by his/her supervisor, a percentile was given and that member would be placed on a list to compete with others before a promotion board. A promotion board would also consider the member's seniority and prior transfers.

In 1994 following a critical review of the promotional system by the Auditor General of Canada, the RCMP chose to create a new promotion process for the non commissioned officer ranks. In particular, the Auditor General found that "supervisors often lack the training and guidelines they need to apply the performance standards consistently when evaluating their employees" (Pony Express: Digging through the parking lot in personnel: 6). Further, it was found that the measurement standards were ambiguous and needed greater clarity to assist in the determination of which members would best be promoted to the next rank. The RCMP Research and Development branch, which is composed of civilian members with backgrounds in education and psychology, began re evaluating the

promotion process. Every two years qualified members would write an exam based on policies and legal facts, and then partake in an interview board composed of three members of a higher rank. Among the uniform ranks there was a concern that academics, who knew nothing about policing, would be creating exams that would have great impact on their future within the organization. In particular, the senior uniformed members, who had operated under the past practices already mentioned, did not appreciate the change.

By the third exam in 1998, it was decided that Research Branch, in consultation with members chosen from the target rank, would create a job simulation exam that measured the RCMP core competencies (Appendix "A"). This current exam, worth fifty percent of the overall mark, focused on measuring managerial and leadership skills, in contrast to the previous two exams that measured knowledge pertaining to polices and law. Much like a written resume, the Performance Report for Promotion (PRP), was a report that measured the eight core competencies. In the PRP, each member is required to describe two situations in which a core competency was demonstrated. Trained boards, within each province, composed of peers from the next rank level scored the report. The final mark composed of the exam and PRP score would be added to an eligibility list within the province that ranked from the highest score to the lowest. When a promotional position was open, the list is consulted in a top down fashion in order to determine which member was next in line for promotion. The process is extremely competitive with high numbers of eligible candidates competing for limited promotions. Implementation of exams, particularly for those members who had not written exams in many years or who were extremely close to promotion under the old promotional system, was a serious blow to morale within the organization. With relatively low requirements for minimal years of

service needed for entry to the promotion process (seven years), it was not surprising to observe the effects on senior members when a much junior member was promoted above them. It was no longer the member who had strong relations with his/her manager who received promotion. Employees who had worked in isolated and hardship postings were no longer rewarded with promotion. In this new process, the employee who was successful at exam writing and oral and written structured resume won the promotional position.

The immense change in demographics reflecting promotions in the RCMP is one of the greatest internal challenges facing the organization today. The following table (table 2.2) shows the low percentages of members in British Columbia ("E" Division) promoted from constable to corporal since the inception of the process in 1994. Although the numbers of promotions were higher for 1998/2000 due to attrition, the statistics still suggest how difficult it is to win a promotion.

Table 2.1

"E" Division Constable to Corporal Promotion Process Statistics			
Exam Cycle	Cst's Eligible to write	Actual Promotions	Percentage
Cycle I 94/96	1341	151	11%
Cycle II 96/98	1505	172	11%
Cycle III 98/00	1533	299	19 %

In the 1999 human resources alignment talks, the focus group participants emphasized that the membership feel that promotion to the next rank is the only way to be recognized within the RCMP (Human Resources Needs Analysis Report, 1999). As a result of these

talks, human resources now accepted the need to create alternatives to the promotion process for employee recognition.
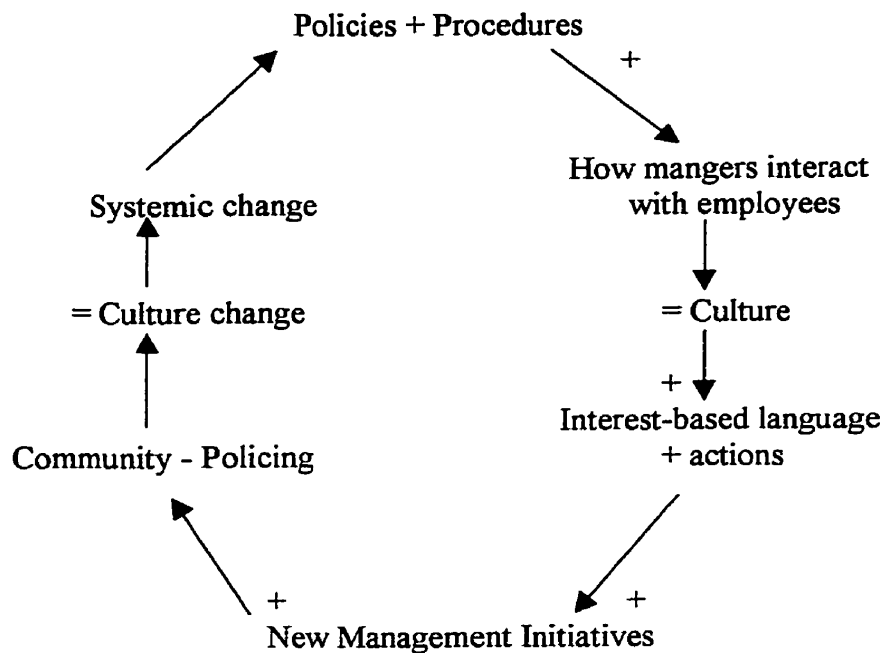
The commissioned officers promotion process consists of two structured interview boards as well as three written exams based on the RCMP core competencies. The Governor General of Canada appoints commissioned officers in the RCMP and they are considered the upper management in the organization. In total, there are currently 404 commissioned officers in the RCMP, representing 3% of the organizational population.

The Changing Dynamics of the RCMP

In the last decade of the century, a new culture was envisioned for the RCMP (figure 2.1). This vision centered on focusing on the employee needs, instead of the collective needs of the institution. Indeed a comprehensive explanation of this trend is as follows:

> In February 1996, the Director of Personnel released a document entitled *"People" The Foundation for Change in the RCMP*. This document, which received wide circulation throughout the organization, was intended to raise awareness amongst line management and the HR community, of the need to recognize the growing importance of managing the people side of change and implementing effective career development strategies in a supportive and continuous learning environment. In essence, the *People* document was developed as a point of departure to support the organization in its quest for creating a shared vision, fostering an enabling and continuous learning environment and, loosening up the organizational structures and systems in preparation for change. (Pony Express: Digging through the parking lot, 1996: 2)

Figure 2.1 This new RCMP culture cycle was perceived in the following manner:

Policies + Procedures

How mangers interact with employees

Systemic change

= Culture change

= Culture

Interest-based language + actions

Community - Policing

New Management Initiatives

Shared Leadership, Mission, Vision, Values, CAPRA, Continuous Learning
(PDG Volume 1, 1997: 9)

In 1995 to 1996, moving away from the historic command and control culture of the RCMP, implementation of the Shared Leadership Vision session talks took place. The purpose of these sessions was to establish the RCMP Mission, Vision and Values statement (Appendix " B") through a consultative process between senior management and the membership nation wide. In addition, the RCMP core values were also created during the Shared Leadership Vision sessions. These core values are as follows: individual safety; well being; and development through integrity; honesty; professionalism; compassion; respect; and, accountability.

In order to develop the shared leadership vision, the RCMP adopted a philosophy that emphasized learning organizations and continuing development of employees. Some of the foundations of the shared leadership program are:

- Be accountable and efficient through shared decision-making;

- Ensure a healthy work environment that encourages team building, open communication and mutual respect;

- The employees of the RCMP are committed to our communities through mutual problem solving; and

- In the spirit of shared leadership and recognizing all employees as our greatest asset, we commit to:

  - open, honest and bilateral communication;
  - training that is timely, specific to the needs and relevant to job requirements;
  - effective and efficient management of human resources through consultation; and
  - teamwork and empowerment at all levels.

(RCMP Shared Leadership Vision; Policy on Implementation of Employees Continuous Development Program)

The philosophies of shared leadership are reflective of a vision discussed one year earlier on the need to create an Alternative Dispute Resolution (ADR) Program (Appendix "C"). By the positive interest based language used in the foundations, it could be suggested that the ADR discussions had a positive influence on the RCMP's future. A cumulative study had been conducted reflecting on the number of grievances initiated annually force wide. The results obtained were from 1990 to 1994 inclusive. The results were indicating that, on average, one in every thirteen employee files a grievance annually (table 2.3).

In addition, a needs assessment was conducted with a wide number of employees participating. Among the results of this assessment was the finding "that there was

lengthy delays; there was a lack of impartiality; a lack of communication; a lack of

information about the process; and, a lack of communication skills among the

participants" (Crocker 1999: 10).

Table 2.3
Rates of Level 1 Grievances (1990 - 1994) per Division

	DIVISIONS															
	A	**B**	**C**	**D**	**E**	**F**	**G**	**H**	**J**	**K**	**L**	**M**	**O**	**Dpt**	**HQ**	**Avr. Total**
Average Number of Members*	789	602	1225	1039	4637	1248	262	865	661	2603	138	139	1690	428	2603	18268
Average Number of Grievances Initiated (includes RPAs)	66	65	300	74	139	29	19	62	41	81	5	7	65	13	483	1449
Average Ratio	1:12	1:09	1:04	1:14	1:33	1:43	1:14	1:14	1:16	1:32	1:28	1:20	1"26	1:33	1:5**	1:13
Average Number of Grievances Continued Through Level 1(exc. RPAs)	20	29	292	31	87	10	8	50	26	50	4	3	48	11	358	1030
Average Ratio	1:40	1:21	1:04	1:34	1:53	1:125	1:33	1:17	1:25	1:52	1:30	1:46	1:35	1:39	NA	1:18

* The numbers in this row reflect established as opposed to actual numbers of members; however, Headquarters notes that the differences between the two are not so great as to affect these calculations.

** The figures for Headquarters are misleading as they include all grievances having to do with policies that are sent to Headquarters.

The trends noted following the initial compilation of these statistics have further increased, particularly those related to transfers and the promotion system. However, there are some positive outcomes. Since the creation of the new promotion system in 1994, the number of grievances in British Columbia has grown from 139 in 1994 (table 2.3) to approximately 1500 in 1998. The Promotion Report for Promotion in the cycle three-promotion process accounts for 1200 of the 1500 grievances indicating employees' conflicts arising out of this part of the promotion system. The Chief Superintendent of Human Resources, who oversees the promotion process in British Columbia, dealt with approximately 900 of these grievances by creating an informal option, called informal redress, available to the member instead of reliance on continuing further with the formal grievance system. Never before in the history of the RCMP, has an informal redress such as this, been created for such a large number of employees. It was reflective of the ideology of the ADR program. That ideology was to strive to find alternate means, rather than the formal process, in dealing with inter organizational disputes.

The importance of informal resolution can be understood when considering the duration and cost of the grievance system. On average, the duration of a grievance can be anywhere from two to five years depending on the number of levels the grievance progresses through. In 1994, an average grievance cost the organization $3,000.00.

Employees' as well as management, benefit from informal resolution considering they may obtain results faster, have input into the ADR agreement and benefit from the excess money that may be saved. This obvious over use and difficulty in the formal grievance system was recognized in the needs assessment:

There was widespread recognition among management, DSRR's and members that the formal grievance and discipline systems were not adequately addressing the needs of the Force. The adversarial nature of these proceedings created *win-lose* scenarios, negatively impacting on personal and organizational relationships. They are lengthy, time-consuming, frustrating, costly, paper-driven exercises. (RCMP: Revitalizing Culture, Motivating People: 22)

With the results of the needs assessment gathered and produced, the necessity for action was evident. In May 1995, a group of stakeholders began discussions surrounding the possible creation of an ADR system that would be an alternative outside the formal grievance system for everyone. Involved in the initial discussions were: Jennifer Lynch QC (Chairperson of the RCMP External Review Committee); Commissioner Phil Murray; Staff Sergeant Reg Trowell (of the DSRR National Executive Committee); and the DSRR (employee representative) members of the Internal Affairs Committee. All parties signed a Terms of Reference document in May of 1995 and the RCMP ADR program was officially created.

Shortly thereafter, a national ADR steering committee was created to oversee the initial commencement of the program. This original steering committee was composed of an external chair, three members of senior management, three DSSR members and two observers. This committee grew in membership as the committee mandate expanded to include human resources, training, ethics and finance as well as the hiring of an ADR advisor who chairs the committee. The original ADR project had seven objectives: improve moral; repair strained relationships; strengthen teamwork; contribute to cultural renewal; improve efficiency and effectiveness of the dispute resolution system; and reduce costs. (Crocker 1999: 4)

Three pilot projects were commenced to develop, implement and test individual ADR systems. These three projects ran in the Lower Mainland of British Columbia ("E" Division) from January 15 to 17, 1996; National Headquarters in Ottawa from January 24 to 26, 1996 and Nova Scotia ("H" Division) participated in the Ottawa Headquarters workshop. Each pilot project involved the creation of a divisional ADR steering committee composed of, on average, 30 people from varied employee backgrounds. A unique aspect of the RCMP ADR program is that each province has created its own dispute resolution system with guiding principles based on an interest-based foundation. For example, under the ADR program umbrella, British Columbia has created a discipline review committee composed of the provincial ADR coordinator, an RCMP lawyer and a DSSR to represent the best interests of the member under discipline. This discipline review committee will research the particular infraction and then work together to create a discipline package reflective of past case law involving RCMP members in similar situations. Ultimately, the highest-ranking RCMP officer (the Commanding Officer) of British Columbia has the final approval ensuring that all legal and ethical ramifications are considered. After the commanding officer's approval, the discipline package is offered to the implicated member. If employees feel they would fare better in the formal discipline system they then have the right to refuse the package and follow through with the formal system. In British Columbia, since November 1998, thirty-four employees have participated in this alterative system and only four refused the offered discipline package and continued with the formal system. Once started, the formal system can take on average two years to process in comparison to the informal process, which averages a four-month completion rate.

Another interesting program, influenced by the ADR program in British Columbia, is the use of interest based negotiation and mediation for resolution in public complaints against members. By bringing the RCMP officer and the complainant together, the ADR coordinator hopes to create a joint problem solving process for public complaints. In the past, the complainant would enter into a lengthy investigative process, which was equally difficult for the member. In addition to shortening the process, ADR allows both parties satisfaction in knowing they contributed to the solution.

Today, each province has an ADR program with a provincial ADR coordinator. This coordinator schedules negotiation and mediation courses, monitors ongoing mediations in the province and plays an advisory role in all aspects of organizational conflict, (harassment, discipline, long term sick leave studies, etc.). The cultural and gender implications are an important part of the ADR program therefore as often as possible the ADR coordinator seeks members from diverse groups to participate in the negotiation and mediation training.

In conclusion, a National ADR Advisor Office exists in Ottawa to support and provide guidance and assistance to each provincial ADR coordinator. This advisor facilitates communication and feedback between coordinators and acts as "keeper of the flame" to ensure the effective and continuous evolving of the ADR program within the RCMP. The ADR advisor roles also ensures ongoing evaluation and management of the program including training, policy changes, communication on ADR availability nationally to the membership and identifying constructive interventions where the program or parts of it may assist.

The Evolution of the RCMP Interest-Based Negotiation Course

The Interest Based Negotiation (IBN) course was the first crucial step to the entire ADR program. In reality, IBN was the premise upon which the entire program is created. This entry-level workshop not only provided the participant insight into the ADR program but also encouraged healthy non-positional practices within the workplace. One of the most important steps the national steering committee took was in creating a national training plan in November 1996, to address the timely and efficient roll out of negotiation and mediation skills training nation wide. One of the goals of this plan was to ensure consistency among the divisions in their training programs.

By January of 1997, with the national steering committee in place and the three pilot projects progressing, the next logical step was to begin implementation of national training standards. Up to this point, each of the three provincial pilot projects had utilized different local negotiation trainers to conduct their interest based negotiation training for the project participants. The national ADR steering committee supplied three guidelines to the provincial pilot project committees to follow in relation to their interest based negotiation training. The prospective trainer was to design a three-day course for a mixed group of employees. The course theme was to reflect the "principled negotiation" approach based on the Harvard Negotiation Model. The practitioners were also encouraged to incorporate the book Getting To Yes 1991, by Roger Fisher and William Ury, in the preparation of their course and include it as resource material for the course participants. The ideology behind the pilot projects was to empower each division in creating their own ADR vision reflective of the divisional difference. However, it was

recognized that there must be some consistency and a starting point at which each ADR coordinator could begin.

In January 1997, the RCMP held a national training standards workshop with the goal of addressing the concern of consistency. Present at that workshop was the chairperson of the ADR steering committee, the director of the RCMP training branch and five service providers who had been involved in the training during the pilot projects. In order to realize the goal of maintaining consistency, the following seven strategies were adopted:

- To introduce a large section of the Force to the theory and methodology of approaching conflict in an interest-based (rather than positional) manner;
- To encourage the use of principals learned in day-to-day interaction;
- To ensure consistency nationally;
- To ensure appropriate representation from all regions in the ADR related training;
- To train eight percent of the Force in ADR techniques;
- To provide training in advanced mediation for some members; and
- To lay the groundwork for successful continuation of ADR training. (Crocker: 12)

An important focus of the workshop was that the training would deal with practical and effective skills; not content-based training, which was indicative of the old RCMP training philosophy. In addition to integrating these IBN skills into the workplace, the focus of this skills training was reflective of the new culture of empowering the membership to act in partnership with their clients as well as one another. The RCMP Learning and Development branch envisioned implementing programs that were timely, progressive and relevant to their employees. IBN was consistent with this vision.

The course training standards included the following criteria for practitioners to consider: provide potential learners with an introduction to the history and theory of interest-based negotiation; practical skills in a negotiation approach to dealing with management and co

worker disputes; and, a simplified negotiation tool which could be applied daily in assisting with disputes.

The course would be delivered to an average of twenty-four participants over a three-day period consisting of eight-hour sessions each day. Instructing in groups of two with four additional coaches was encouraged. The Learning and Development branch felt these coaches would bring their expertise and experiences to the training. Having such coaches provided participants with varied feedback during both the role-play and the class theory sessions. Coaches could also assist in evaluating employees during the role-play exercises which eliminated the need for formal testing. Course delivery was to include such methods as information delivery, context specific role-play, instructor demonstration and exploration.

Coaches would have knowledge of the course and its philosophies and be willing to actively assess the participants after each role-play situation. Feedback regarding each role-play would be encouraged from both the participants and the coaches.

A training syllabus was also created and included the following minimum standards:

- content and implementation of the ADR project;
- preparing for negotiation;
- continuum/spectrum of options;
- conflict resolution methodology;
- distinguishing negotiation from mediation;
- seven key elements to negotiation;
- communication skills including listening/hearing, questioning, influencing, reflection;
- restating/paraphrasing/reframing, verbal and non-verbal clues;
- communication style, barriers, feedback; and,
- dealing with difficult negotiation tactics. (RCMP; Revitalizing Culture, Motivating People: 175)

With a desire to develop an alternative teaching delivery method, other than the traditional method of classroom interaction, the RCMP Learning and Development branch considered web-based training for the RCMP IBN course in 1998. The idea was to integrate the theoretical aspect of the course, equating to the first day of training, into a pre course package that would be accessible by computer. This is one of the topics considered in the research discussed in chapter four in the paper.

Gordon B. Sloan had already designed an IBN course for the British Columbia pilot project that was reflective of the training syllabus mentioned above. Eventually, all other divisions across Canada adopted this IBN course. The workbook directly reflects the syllabus and is composed of eighteen pages of theory and information. In addition, there is a table of contents, four pages of worksheets, a glossary of terminology, a bibliography and lined paper for note taking. There are also handouts for two role-plays situations that are reflective of actual scenarios that transpired in British Columbia. During the interactive exercises, the participants follow the suggested process to effect a suitable interest based negotiation with the other party.

Although only provided in British Columbia ("E" Division), each course participant also received a pocket size card listing the negotiation process for use when he/she enters into a negotiation whether they are in the workplace or while outside the office. The workshop presenters explain that participants will not necessarily memorize and use the entire process (figure 2.2), but will utilize those parts that best suit their needs. The IBN process is adaptable to a range of situations they may encounter.

With a desire to encourage in-house training, Gordon Sloan has also created a "train the trainer" course. The intention of the course is to provide instructional techniques to RCMP employees who will the train others in the organization in the interest based negotiation process.

Figure 2.2 NEGOTIATIONS: A SIMPLE MODEL OF A STAGED PROCESS

PREPARATION

- Be mindful of existing levels of agreement.
- Determine what you need to know (and already may know) about the other.
- Anticipate the other's approach
- Ask whether any third parties need to be involved.
- Establish the relative importance of relationship and outcomes.
- Decide where and when to meet.

STAGE I – INTRODUCTION AND ESTABLISHMENT OF EXPECTATIONS

- Establish the need to negotiate.
- Discuss whatever ground rules may be needed.
- Set a positive, future focused tone.
- Express area in which there is already substantial agreement.
- Address the other's communication and conflict styles.
- Get commitment to proceed.

STAGE II – DISCUSSION AND DEFINITION OF THE ISSUES (S)

- Give an un-positional statement of the issue (s) as you see it.
- Invite a similar response and listen carefully.
- Verbally recognize interests as they arise.
- Try to limit questions to those which clarify information.
- Fractionalize (break) the issue into more manageable parts.
- Summarize what both have said, emphasize common issues.
- Frame the issue (s).

STAGE III – IDENTIFYING AND REVEALING INTERESTS

- Ask probing and clarifying questions.
- Test hypothesis about the other's interest.
- Give affirmation and acknowledgement to the other's interests.
- Make your interests known.
- Remain un-positional.
- Formulate a neutral goal statement.

STAGE IV – GENERATING OPTIONS AND SOLUTIONS

- Summarize areas of present agreement.
- Consider suggesting an "easy fix".
- Keep in mind areas of interest that must be met.
- Consider brainstorming and other forms of "listening".
- List objective criteria against which options can be measured.
- Seek solutions to maximize mutual gain and meet joint goals.
- List and evaluate options and select fair, agreeable solutions.
- Reality test solutions by raising hypotheticals. (Used with permission from Gordon B. Sloan)

Chapter Three

Literature Review

"Information is the fundamental asset in negotiation" **Steven P. Cohen**

The Theory Behind Interest Based Negotiation

Roger Fisher and William Ury, of the Harvard Negotiation Project, at one time specialized in the field of dispute resolution together at Harvard University in Cambridge Massachusetts. Their theories of interest-based, or "principled" negotiation, as presented in their book titled Getting To Yes (1991), provided the basis for the IBN course for the RCMP and other Canadian organizations. This theory is based on four distinct principals.

Principal One: Separate the People from the Problem.

It is natural for human beings to bring their preconceived notions into negotiations. This included such things as our morals, beliefs, past experiences and personal perceptions. The goal is to develop an awareness of these idiosyncrasies and ensure they do not control our actions. Fisher and Ury theorize that every negotiator has two kinds of interests: an interest in the substance of the negotiation and an interest in the relationship between the parties (p. 19).

It is possible for the relationship between the two parties, to become entangled with the problem. However, if each party in the negotiation is able to understand the situation as the other side sees it, this will increase their success in reaching a suitable outcome.

Perception of each other's situation is important, or as Fisher and Ury state "putting yourself in their shoes" (p. 23). This ability to understand the other party will not only increase the likelihood of healthy negotiating but could ultimately lead to generating better options and greater mutual gain. Fisher and Ury stress that understanding the other party's point of view does not necessarily mean you will agree with it, simply that it will create understanding of the merits involved in the situation and lead to the creation of better options.

Communication is the key to successfully separating the person from the problem. Through discussion of each other's perceptions and the use of active listening, one can accomplish this task. The implications of culture and the effect it can have on one's perception are very important in this stage of negotiation. Face saving (p.28) encourages making proposals consistent with each parties values and allows for trust and respect to be established in the negotiation. "Face saving involves reconciling an agreement with principle and with the self-image of the negotiators. Its importance should not be underestimated" (p. 29).

One of the most difficult problems a negotiator will encounter is the expression of emotions. Awareness and understanding of one's own emotions is as important as understanding those of the other party. Instead of dismissing the importance of emotional content, Fisher and Ury theorize that exploring and discussing emotion, albeit in a positive manner, is important to the negotiation. The sharing of emotions may lead to greater understanding of the parties concerns, needs and interests. Depending on the level of emotion, a cooling off period may be necessary. It is incumbent on the two parties to deal with the emotions in order to focusing on the real issues.

Principal Two: Focus on Interests, not Positions.

Fisher and Ury's theory focuses on the difference between positions and interests and the need to discover what issues are fueling them. For example, two people disagree over who should get the last orange left in the refrigerator. Each has taken the position that they need the orange for their own personal use. Interests are characterized by needs, desires, concerns, hopes and fears and are the motivating drive behind decisions. If the two parties can look past their positions and determine their interests, they may be able to generate suitable options. In the case of the orange, one person needs the rind and the other needs the juice. Behind the positions lay the interests, which in this case are compatible. In summary, each party has a position about which they negotiate. Their interests are what caused them to decide upon that position (p. 41).

The need to identify interests is obvious but accomplishing the task may not be as easy. In some cases, we may not realize even our own interests if we are so entrenched in our position. Fisher and Ury suggest that this journey of discovery need to begin with asking why we need something or why not. It is important to know what fuels the desire to win the negotiation and ultimately get what it is we want. It is necessary to explore what impact the outcome will have on each party's interests.

It is likely that both sides will have multiple interests, ultimately some will be met, and others may not. Still, some interests will be discarded as unimportant, once positions are relaxed and options for mutual gain are generated.

If human needs are involved in the negotiation, the interests will be more fiercely presented (p. 48). Examples of powerful human needs include countries negotiating

over humanitarian assistance to a couple negotiating a divorce settlement. In comparison, these two examples seem much different in terms of human needs. However, if the perception of the parties involved is one of great need and importance there is just as much likelihood for both negotiations to be plagued with positional attitudes. Therefore the desire of the divorcing couple to meet their needs could be as strong as the negotiating countries. If the parties can meet the interests of these needs first, then success will be more likely. It is important for negotiators to be cognizant of this before, during and at the conclusion of the negotiation. Even if one important human need is met, such as food supplies for the countries negotiating about humanitarian assistance, there may not exist the same urgency to deal with any of the other needs on the table. The goal for each party is to explore which needs are determining the positions. If these needs are negotiable, it may be wise and productive to agree on them even if it is at the expense of other less critical needs. This can be an important strategy for either party in the negotiation.

The only way each party will identify their issues is by exploring them before and during the negotiation by way of communication. Sometimes, just by each party discussing what brings them to the table, a clear understanding of what the issues truly are is possible. The main issue of the conflict may even change or become better understood for each person involved. It may not be an easy negotiation, particularly when discussing human needs, however neither party will generate an appropriate solution unless all interests are on the table.

Lastly, Fisher and Ury suggest, "be hard on the problem and soft on the people" (p. 54). It is important to impress on the other party that it is the problem of the diverging

interests that is being attacked, not them. Being hard on the problem, not the person is one strategy to assist in focusing on the interests, which may open the door to a non-positional negotiation. If one party becomes defensive or untrustworthy, they will likely take on a positional strategy in the negotiation and reject any options generated that do not address their positions. "It is the combination of support and attack which works; either alone is likely to be insufficient" (p. 55).

Principal Three: Invent Options for Mutual Gain

Fisher and Ury discuss four methods to assist in creating viable options.

First, it is necessary to separate inventing options from the act of judging them. Invent first, decide later (p. 60). It is advantageous to concentrate energy on creating as many options as possible by staying focused on the positive. Judgment can diminish imagination and hinder the creative juices from flowing. Many negotiators call this creative imagination "brainstorming". The focus is to define the purpose of the brainstorm idea and keep in mind that there are no suggestions too wild to suggest. By recording all the suggestions further options can be generated once both parties have had time to discuss and evaluate them.

Secondly, it may be helpful to broaden the options on the table rather than look for a single solution (p. 65). Other viable outcomes may be missed if the parties narrow their focus and attempt to find an individual outcome. Further, each party has the potential to develop various options they may use as a negotiation tool later in the process. Having various solutions will result in a better negotiation for both parties.

Third, look for mutual gain (p. 70). By exploring interests through conversation, it is possible to find some that are shared. The goal is to find solutions to satisfy as many common interests as possible. These common interests will defiantly take some exploration. It may take discussion to realize that a shared interest can be a solution. The results of shared interests should be viewed as a positive sign and should be a focus of the negotiation.

Different interests as well can be an advantage and may lead to mutual gain. Consider the example given earlier about the two people wanting the same orange. Although they both had different interests, these interests could still lead the parties to a creative agreement that will please them both. In these differences lies the potential for a bargain that is advantageous to both sides. The objective is to look for items that are low cost to one party and high benefit to the other, and vice versa (p. 75). The worth of an interest to the one party may be of little value to the other. Through communication the parties can explore the contentious, as well as their less important interests, and include the latter in the final agreement. These less important interests can by used as a lever to negotiate other interests that may be of greater contention to both sides. The only method to determine these interests is by exploring these needs and their value. It is important to use these bargaining tools for mutual gain.

Lastly, make their decision easy (p. 76). By combining all of the above points, the negotiator is ready to confront the other party with a suggestion that will be as painless as possible. This is particularly applicable when the negotiating representative is acting on behalf of a greater party, as it will eliminate the need to interrupt the negotiations to seek advice or approval. By making their decision easy, Fisher and Ury theorize they will be

more likely to agree to the suggested options. If the agreement is lengthy and convoluted, it may be necessary for the negotiating party to consult with the remainder of the represented group. It is easier to deal with one person instead of many. This could be a factor when dealing in commercial or business orientated negotiations. The negotiator will better understand the interests if dealing with one representative instead of an entity. Keep in mind that the agreement should be fair, honest, legal and honorable and it is advisable to prepare by considering precedent (p. 78). It is worthwhile to draft a copy of the proposal onto paper. If the one party is in need of further fine-tuning the other will have a partial agreement based on both parties input into the negotiation. An agreement will likely not be far off.

Principal Four: Insist on Using Objective Criteria.

Fisher and Ury theorize that relying on objective criteria will lead to a final solution based on facts and objective standards instead of threats or positions. The authors encourage that using standards of fairness, efficiency or scientific merit will most likely create a final package accepted by all. Utilizing objective criteria encourages discussion and exploration of suitable outcomes. Relying on a joint search for objective criteria, instead of positional behaviors or actions, will assist in strengthening the relationship and create a long lasting agreement.

Before entering the negotiation, parties can develop their own objective criteria. Again, Fisher and Ury relate back to the importance of preparation. The parties should reflect on acceptable standards relating to their situation and then determine how they may apply these standards in their case. Of course, objective criteria should not only be

independent of each side's will, but should be legitimate and practical (P. 85). It should apply to both parties' needs.

Next, to ensure these acceptable standards are adopted it is necessary to establish fair procedures to resolve possibly conflicting interests. Fisher and Ury describe this as "one cuts, and the other chooses" procedure (P. 87). These procedures could include such methods as sharing in the decision, allowing an expert third party to decide, random drawing, taking turns, and so on. It is logical that each party will produce viable and desirable choices, particularly as they will each be affected by the outcomes. Determining procedural guidelines in advance will ensure each party's understanding of the importance of the options they will suggest.

In relation to appropriate presentation, Fisher and Ury emphasize that it is important to frame each issue on the table, as a joint search for objective criteria (P. 88). Framing an issue is paraphrasing each issue and obtaining agreement from the other party that the statements are in fact correct. It is imperative that both parties have divulged all interests before framing the issues.

Before agreeing on procedures and standards, it is necessary that both parties understand them. Each standard should be fair, equitable and based on principles. Either party in the negotiation could employ these standards as a lever in an inequitable manner. To eliminate this possibility both parties must be cognizant of the implications of the standards.

It may also be wise to consult with an expert in a particular field (p. 69). Consultation with an expert will ensure the agreement is consistent with the applicable standards of the

field of their expertise. This, in turn, will assist in both party's acceptance of the agreement. It will also ensure that neither party is disadvantaged when faced with situation where they do not possess the credentials to make an educated decision.

The Issue of Power Imbalance

In any process, it is possible that a power imbalance exists between the negotiating parties. Canadian conflict resolution sociologists define power as "the capacity of one party to produce intended and foreseen effects on others" (Paul G. Swindle 1989). When considering the issue of power imbalance, particularly in a command and control atmosphere such as the RCMP, Fisher and Ury stress the need to avoid exerting and yielding to pressure. Pressure is reflected in many forms: guilt, threats, bribes or even in a positional attitude (p. 91). If either party senses the existence of pressure, it is prudent to explore this assumption further before finalizing any agreement. If one party is uncertain why a standard is needed, it is important that they explore this lack of understanding. By requesting an explanation of the objective criteria for the standard, the party may be able to determine whether pressure tactics are being engaged. If the other party has no response or becomes positional in their request, the authors suggest the party search for any rationale objective criteria that will allow understanding for the set request; otherwise, make a decision based on the facts presented in the negotiation. As discussed previously, some of the most contentious issues between employees and management in the RCMP involve limited resources such as transfers, promotions and training. In negotiations over these resources the party of a higher rank, who has control of the resource budget, may have no room to negotiate. This decision by the manager may be seen as a power imbalance by the employee, but in reality relates strictly to the

lack of availability of the resources. This then could be a perceived power imbalance. However, whether perceived, or actual, power differences are realistic in any hierarchical organization. This is not indicative of simply a policing organization; it could be an educational facility, a hospital or a business. It is the misconceptions that surround these power imbalances that can damage the negotiation.

Zander explored the issue of developing and exercising power in his book Making Groups Effective (1994). Often, management will execute decisions based not on his/her needs but those of the organization. This is true for the RCMP and is reflective of a clause in the RCMP Act that states that although the organization will take the needs of all employees into consideration, the collective needs of the organization allow management to put the needs of the RCMP first. Zander warns that managers may believe that by meeting his or her own needs then they are likely meeting the needs of the organization. In the RCMP, there is a perception that even though policy is created to provide guidance, managers may chose whether, when and how to apply these policies. According to Zander, it is possible for a manager to execute a decision, not withstanding any policies that may exist, that is more reflective of his/her power interest rather than the needs of the organization.

The history of power imbalance in the RCMP, based on command and control and hierarchical structures, and its implications for interest-based negotiations is included in the course curriculum. This is consistently a contentious topic among the participants in the IBN training and is discussed during the first day of the course. A course participant may suggest that if an employee approaches a manager to negotiate a need that due to resource levels cannot be met at this time, then a power inequality exists. This perceived

power imbalance could increase the possibility of participant's skepticism in the ability to rely on the use of any ADR processes. Participants are focused on the importance of separating the person from the problem and understanding that not all issues are negotiable. There will always be legitimate reasons why power is asserted properly and fairly.

When possible, analysis should precede any negotiation from international conflict involving heavily escalated relationships to workplace disputes. Fisher and Ury encourage researching the best possible outcome to the negotiation. They coin this establishing BATNA, or the negotiators Best Alternative to a Negotiated Agreement (p. 99). By preparing and researching possible outcomes, and then determining which would be most desirable, the negotiator can end the process when he/she has obtained their BATNA. The use of BATNA is to know when to withdraw from the negotiations because the alternative to proceeding is better than the likely outcome. Having a BATNA also helps the party identify just what type of solution will address their interests. The research may entail examining RCMP policies, detachment standing orders or researching precedent set with other RCMP members in similar circumstances. By entering into the negotiation with realistic expectations based on available resources, the negotiator is prepared to generate options that will be acceptable to the other party.

Particularly in situations where power issues are likely to surface, preparation should also include knowing both parties level of authority and ability to approve any final agreements. A party's lack of authority to render decisions may necessitate opening the negotiation to a third party who possesses decision-making authority. If postponement of the negotiation process in the final stages takes place, in order to verify with

appropriate managers who possess decision-making authority, it could affect the positive outcomes of the process. Participating in negotiations without adequate decision making authority, or without disclosing one's limited authority, creates a lack of trust and confidence that can seriously affect the negotiation.

Lastly, considering sources of power in advance will allow for planning appropriate negotiation tactics. For example, in a negotiation involving monetary implications, if Party A is aware of the limit of the Party B's spending authority, it will be possible to determine the greatest value for the BATNA. If Party A intends to negotiate an amount greater than this spending limit, it would then be necessary to request the attendance of a third party that has greater spending authority then Party B.

In negotiation, it is equally important to explore the WATNA (Worst Alternative to a Negotiated Agreement). In understanding the BATNA and WATNA, the negotiator is protected against making an agreement they should reject and will assist them in making the most of their assets leading to the creation of an agreement that satisfies their interests Fisher and Ury p. 97).

From Competitiveness to Cooperation

It is evident that some employees in the RCMP question whether power imbalances are a deterrent to interest based negotiation, in reality the problem may lie deeper. Power may appear to be the issue, however, it is the underlying competitive atmosphere that has been created by human resources issues within the RCMP. In particular, when considering the high percentage of employees vying for limited resources (promotions, transfers and training), it is understandable how power struggles have emerged and high levels of

competition have evolved. One would argue that in any workplace there exists competitiveness, however, the RCMP is unique in that the ramifications of the lack of resources affects all aspects of the employees' lives. For example, the location of the employees' postings affects their partners' ability to find employment, their dependents' opportunity for adequate education, access to medical facilities, opportunities to be with extended family. Within the RCMP, due to budget limitations, if Human Resources consider the employee to be suitably posted, he/she will remain in that location. Complicated by the dissatisfaction of the member's immediate family, it is understandable how the desire for a transfer can lead to competition, which can inevitably lead to conflict if the employee is unsuccessful in obtaining a lateral transfer or a promotion that results in a transfer.

In Conflict, Cooperation and Justice (1994), the authors explore theories of social psychologist, Morton Deutsch. Deutsch theorized that conflicts are driven by three motives: competition or success at the expense of others, cooperation or success or failure together, and individualism or striving for success while ignoring the needs of others (Deutsch 1960).

In relation to the limited resources in the RCMP, the reaction to conflict is frequently a combination of both competitive and individualistic motives. Although this is certainly not indicative of all conflict situations, when the resources involved are precious and have great effect on the employee's life often the situation can result in competitiveness or individualism. The application of power and authority can result in a settlement, accepted by the employee. However, the employee's interests are not fully addressed and

so there will be lingering dissatisfaction and the possibility of a tarnished relationship. (Deutsch 1960). Settlement, in itself, can be caused by an imbalance in power.

In negotiation, when there is successful resolution, the two parties' motives combine within the process. The two parties compete during the implementations of the terms of the agreement and cooperate in the overall outcome (Bunker, Rubin and Associates, 1995). As already stated, there is an over-abundance of competition within the RCMP. What then can be done to equalize cooperation and competition within the organization?

Deutsch theorized that promoting interdependence could lead an organization plagued by competition to a more cooperative atmosphere. The need for ownership of the organization by all employees was important. This could be achieved through strong leadership and ongoing education programs. It is important to ensure that the internal systems effecting authority reflect joint values. If these internal systems are seen as biased cooperation will not be realized. It is necessary to be responsive to employees' needs through communication and the request for feedback. Lastly, there is a need to encourage networking within the organization (Deutsch 1949). The RCMP's shared leadership talks in 1995, at which the mission, vision and values of the organization were created, are a good example of creating interdependence with a goal of greater cooperation and a sense of ownership of the organization. The employees voiced opinions and participated in creating their missions, visions and values, and this was an important step in fostering cooperation within the organization. Prior to the last twenty years, the shared leadership talks would never have occurred within the RCMP culture.

Peter Senge, a theorist in the field of management innovations, also reflects on the importance of balance between competitive and cooperative motives in his book The Dance of Change (1999). There is a new understanding of the power of executive leadership, including an appreciation for the difference between compliance and commitment. The word compliance suggests the application of power. Likely, an employee will comply with an order, whether they wish to, or not. Compliance can also lead to a competitive behavior if resources are low and employees feel they lack inclusion in the decision making process. In a culture such as this, entering into negotiations may seem futile to the employee. The word commitment, however suggests inclusion, leading to agreement and dedication of an employee. The after effects can lead to higher productivity and cooperation among employees (Senge 1999).

In The Dance of Change (1999), Emily Breuner cites the business case history of the credit card company Visa. In a cooperative way each individual bank that is part of the VISA Corporation, issues credit cards and statement payments. VISA simply acts as a facilitator of all the participating banks. Each banking partner has a part to play allowing for autonomy and equal ownership in the corporation. Although there exists a hierarchy of regional, national and international organizations, there is approval by the membership in each level. There exists a highly cooperative nature to this organization due to the inclusiveness of its practices. There are rules and structures that foster cooperation, and the size of the credit network ultimately creates positive effects for all (Breuner 1999).

An important point in this scenario, that relates to the RCMP's difficulties with cooperation and power, is the resource of money. Granted, if the corporation was mismanaged and lacked trust among its partners then no amount of money could alleviate

these problems. However, money is one resource that if managed properly, can eliminate conflicts that may ultimately lead to competitiveness. Exploring a powerful company like VISA could very well be a good example of a cooperative company but could just as well be an example of a corporation that exemplifies healthy cooperation due to its wealth.

The Importance of Trust

There is an ongoing debate among social science theorists whether cooperation can exist in an organization that lacks trust amongst its employees. It seems logical that neither cooperation nor trust are static, nor are they linear. Cooperation and trust are both ever changing and can differ from one employee to the next. Among theorists, the meaning of trust and what it signifies varies. From a sociological perspective for this study " trust is a mode of behavior that allows individuals to interact in a cooperative, reciprocal fashion in order to supply material wants, meet social needs, such as companionship and status, and establish an individual identity in a large society" (Susskind and Field, 1996, p. 79).

On a broader scale, "institutional trust develops when individuals must generalize their personal trust to large organizations made up of individuals with whom they have low familiarity, low interdependence, and low continuity of interactions" (Bunker, Rubin and Associates, 1995 p. 137). Once institutional trust is established, maintenance is of the utmost importance. Examples of ways to maintain this trust are: ensuring an openness of the organizational systems to all employees; ensure objectivity in authorities handling of disputes; and ensuring the administrative handling of the institution is fair and equitable to all employees (Tyler, 1990).

Due to the multidimensional approach to trust, Bunker and Lewicki in <u>Conflict</u>

<u>Cooperation, and Justice</u> (1995) develop three types of trust that could apply to personal

relationships yet also bridge into business relationships. The three types of trust, as

presented in table 3.1, are sequential and influential on one another.

Table 3.1   Three Levels of Trust

Level One **Calculus-Based Trust**	Trust is an ongoing, market-orientated, economic calculation whose values are derived by comparing the outcomes resulting from creating and sustaining the relationship to the costs of severing it. Deterrence is a factor due to the implications of ending the relationship.
Level Two **Knowledge-Based Trust**	Trust is based on information rather than deterrence. The ability to know the other individual and predict how they will react. As long as the party's decisions remain constant, the trust will last. This ability to predict behavior develops over repeated interactions through communication.
Level Three **Identification-Based Trust**	Trust is based on full internalization of the others' desires and intentions. The parties effectively understand and agree with each other's needs and their mutual understanding is developed to a point that both parties can act independently for one another.

(Source: Bunker, Rubin and Associates 1995)

In the past, the description of calculus-based trust was reflective of the old way of doing

business between employee and human resources in the RCMP. In the command and

control atmosphere, comparing the outcomes of a situation and how they may affect the

relationship was common. An employee's feeling that he must do as he was ordered is a

form of obligation that is not unusual within chain of command systems. Take the

example given in chapter two, of the police officer who, under the old promotion process,

knew transferring to an isolated post would result in a promotion. Not only did he/she

know this agreement to accept an isolated posting would assist the organization in filling

a difficult position and would result in promotion, but the employee could also fear if he/she were to refuse they would not be offered any further transfers or promotions.

Ultimately the parties involved in the relationship, when faced with a request such as the example above in which trust is a factor, must consider four important outcomes:

- Benefits from staying in the relationship: what would the employee gain by accepting the request, now, and in the future.
- Benefits from cheating on the relationship: what would transpire if the employee cheated and would he/she benefit from this action. What loss or punishment could the employee experience if discovered?
- Costs of staying in the relationship: what will be the result of accepting the request and in the future what cost will the outcomes have on the relationship.
- Costs of breaking the relationship: what would transpire if the employee ended the relationship based on rejection of the request. (Source: Williamson 1981)

In the example of the unwanted assignment, the possible costs associated with breaking the relationship include unemployment, and therefore the employee is likely to resist the request. If the employee disagrees with the request, and decides to follow through based on their fear of the costs involved with breaking the relationship, he/she sill likely rely on corrective measures such as the grievance system to seek redress. In a command and control atmosphere then, it is likely that the level of trust between the employee and the executive management will be negatively affected. Ultimately, however, the organizational goal is to attain the highest possible level of trust.

Some of the organizational culture changes discussed in chapter two of this paper include: attempts at better communication between executive management and the membership, transparency of the senior executive counsel, shared leadership talks, employee participation on the promotion exams questions, and participative talks on matters such as the new ADR program and human resources alignment. Over the decade,

all these examples of management changes suggest an organizational goal of attaining knowledge-based trust.

Knowledge- based trust is a higher level of trust and develops over a longer period, and will be achieved through experiences and data gathering. The better we know each other, the more accurately we are able to predict how we will respond to various situations. The greater the trust based on knowledge, the less likelihood of collapse when faced with an incident of inconsistent behavior. In this context, it is understood that although there will always be disappointments, the higher level of trust and the commitment will be greater and will ensure cooperation through good times and bad. The challenge is building and maintaining the knowledge based trust.

Identification-based trust is based on a full internalization of the other's desires and intentions (Lewiki and Bunker, 1995). On the level of identification-based trust the involved parties have endorsed and accepted their common needs. Their understanding of each other has developed to a point where they can effectively act or make decisions for one another. Trust is on such a high level that there exists no need to monitor the other's behavior when acting for each other. Some of the steps needed to establish this level of trust are shared values, collective identity, collocation and creation of joint products and goals (Shapiro et al, 1992).

Although identification-based trust is exemplified in personal relationship more often than business relationships, activities undertaken to obtain this level of trust are essential in both types of relationships. It can be theorized, based on initiatives created during the last decade, that the RCMP has attempted to reach a higher level of trust with its

employees. For example, the establishment of the shared mission, vision and values could be viewed as an attempt to endorse collaborative needs and expectations while encouraging transparency. Another example is the ongoing alignment initiative, which includes implementing employee input and feedback. In addition, community-policing initiatives were an example of joint products and goals and goals to serve the community better while working in partnership.

Employees and management within the RCMP need to accept that trust involves predictability, consistency as well as forgiveness. Genuine trust allows room for mistakes (Susskind and Field, 1996 p. 80). The movement from calculus-based trust toward identification-based trust will hopefully alleviate the negative perception some employees' feel towards the human resources sections and will encourage a collaborative rather than an individualistic atmosphere. Executive management faces the challenge of the continual creation of employee inclusiveness where appropriate, while maintaining autonomy over those decisions that necessitate experience and leadership.

Although the RCMP has taken documented steps in an attempt to increase cooperation and trust, time will be an important variable in improving the system. Maintaining trust will be an ongoing necessity to accomplish organizational harmony. Peter Senge thoughts in his book The Dance of Change (1999), place the challenges in perspective when he states:

> "If everyone is focused only on what they can get in exchange for what
> they give, there will be no mutuality and willingness to undertake the risks
> required for deep learning. On the other hand, if people are connected by
> a common sense of purpose and core values, the networked world may
> indeed encourage the type of flexibility that has long eluded traditional
> hierarchical organizations." (p. 334)

Chapter Four

Research Methodology

"This report, by its very length, defends itself against the risk of being read".
Sir Winston Churchill

The Study

In this study, I set out to determine, whether the employees at the Kelowna RCMP

detachment were engaging in interest-based negotiation techniques. Although all RCMP

training courses collect feedback by way of quantitative questionnaires at the end of each

course taught, it is unusual to return to the workplace and collect data from employees

after an extended period. It was this type of summative evaluation that I sought to

accomplish.

This research developed from a pilot project study initiated by the National ADR office

in Ottawa. In early 1999, the RCMP Learning and Development branch was asked by the

National ADR Office to assess the effectiveness of IBN training. It was decided that one

way to determine this would be to train an entire workplace in IBN and then assess any

change in the working relationships of the employees. Kelowna was chosen from all

detachments Canada wide for a variety of reasons: the demographic profile which

included a good representation of RCMP employees; the medium size of the detachment

at 204 employees; suitable facilities on site; an average amount of workplace conflict;

and, agreement of the Detachment Commander to support the project over the three-

month process. Learning and Development worked with the "E" Division ADR

coordinator to establish focus groups and plan the training courses. S/Sgt Van Otterloo, the "E" Division ADR coordinator oversaw the logistical and practical side of the project while Deborah Doherty, an education specialist from the RCMP Learning and Development branch , organized and led the focus groups meetings.

The focus groups were composed of volunteers who responded to an interdepartmental computer message requesting assistance in providing feedback for a study on the effectiveness of IBN training. In order to ensure an accurate reflection of the detachment, the employee membership was divided into four divisions (table 4.1).

Table 4.1

Focus Group	Description
Junior Constables	Regular members, less than seven years of service. Working in a front line policing capacity
Senior Constables	Regular members, more than seven years experience, all participants working on a non uniform serious crime section
Public Servants, Municipal Employees	Varied service, working as support staff or in a joint program e.g.) Crime stoppers and Community Policing/Victim Services. Unionized and under provincial/municipal contracts.
NCOs (mangers) and Officers	Regular members, more than seven years service and in a managerial role. In charge of a section and/or supervising other employees.

The focus groups met in March 1999, and completed a questionnaire based on learning organization practice profile that dealt mainly with the knowledge and perceptions of

conflict in the workplace. This questionnaire included the employee's thoughts and understanding of alternative dispute resolution processes and its appropriate utilization within the organization. I only mention this focus group study to describe the method by which the participants for this study were chosen. This data sought to determine the knowledge level and opinions of conflict in the workplace before commencing the IBN course. The results, according to the measurement tool designed for the data, indicated employees felt their workplace was not overly affected by conflict.

For consistency and due to time implications, I randomly chose three names from each of the four focus groups. I only had access to last name and rank therefore I did not factor gender significance into this study. My initial contact with each respondent, to enquire whether they would be interested in partaking in the study, was through computerized mail. Shortly thereafter the respondents received a letter of consent (Appendix "D") and a questionnaire (Appendix "E") by electronic mail, and two weeks later I visited the Kelowna RCMP detachment to meet individually with each respondent.

Due to the limited amount of time since the respondents had completed the IBN course, I decided to narrow the scope of my study to the simple facts of whether the employee is utilizing IBN processes. My reasoning was that if employees had only recently participated in the IBN course, they might not have had enough opportunity to use IBN process. In order to allow the participants to voice their opinions, I employed a qualitative research method with a small amount of quantitative research to ensure an accurate measure of opinions was included.

To develop the questionnaire, I consulted with S/Sgt Bill Van Otterloo and Deborah Doherty as well as various trainers and coaches who had participated in the IBN training in Kelowna. All questions were open-ended to provide respondents with an opportunity to express their thoughts and opinions. Some close-ended questions were also included to provide some statistical measurement to ensure commonality amongst the respondents' views. The questionnaire (Appendix "E") consisted of ten questions and the intention was to allow the respondent to think of further discussion that could take place in the interview process. The duration of the taped interviews was approximately forty minutes. These interviews were crucial to my understanding the context of the questionnaire responses. Having the opportunity to ask the respondent what the context of their vocabulary was assisted in full understanding of their opinions. This data deals not only with the employee's thoughts on how this course may benefit them and others but most importantly allowed the respondents a voice in possible improvements to the IBN course.

Action Research

The basis for the methodology used in this study is action research theory. Action research consists of six processes ensuring both the participation of the respondents and the researcher in a constant and continual feedback process. The principles of this type of research are to look, to think, and to act. Each stage of the process flows together in a spiral model, to explore specific perceptions and values held by the participants in relation to their usage of IBN. This style of research is a positive step in studying a training program as it provides employees an opportunity to provide feedback for the benefit of others. Organizational based action research is a collaborative approach to feedback, which enables change in the processes and systems within RCMP Learning and

Development programs. The action research process, which incorporates looking (observation), thinking (planning and reflection) and acting (action) as it relates to this study (table 4.2), is set out on the following page.

I completed an ethical review according to Royal Roads University policy, and I took all necessary steps to ensure that the respondents were treated fairly and ethically. I explained the issue of confidentiality in the letter of informed consent as well as verbally at the commencement of each interview. In addition, I obtained permission from each respondent before including any personal quotes in this paper.

In closing, I do bring bias to this study due to my involvement in the RCMP as a regular member and as IBN coach. As most of the data results are qualitative, my bias may be present in my interpretation of the themes as expressed by the respondents and from observations during the IBN courses in which I participated.

Table 4.2

Observation	I participated in the second IBN training session in Kelowna on May 26 to May 28, 1999. I acted as a coach for many of the courses and was able to observe the atmosphere within the detachment surrounding the project.
Reflection	I developed my questionnaire in the reflection stage. The questionnaire was based on my observations and interaction with course participants, instructors, coaches, the ADR coordinator and Learning & Development.
Planning	In consultation with my paper supervisor and sponsor, final approval was obtained in the planning stage. Next, it was necessary to determine who would participate in the research and how interviews would be conducted.
Action	The questionnaire data were collected and the taped interviews completed at the Kelowna RCMP Detachment. Two of the participants had transferred to other area of British Columbia and it was necessary to contact them by phone to establish return of the questionnaires and clarification of any questions.
Observation	The data from the questionnaires, interviews, and comments made in conversation between the course participants and myself were compiled and analyzed for noticeable themes.
Reflection	The comments and idea's generated by the respondents will be provided to all ADR coordinators across Canada. These coordinators are responsible for organizing the IBN and Mediators course. Learning & Development will also reflect on these outcomes when returning to Kelowna for further follow up relating to their summative evaluation.

Chapter Five

Their Say

"To be humble to superiors is duty, to equals is courtesy, and to inferiors is nobleness"
Ben Franklin.

As a researcher, I was fortunate to have the opportunity to partake in the second IBN training session at Kelowna Detachment on May 26 to 28, 1999. In addition to completing this IBN course I acted as a coach for many of the remaining courses, which allowed me to engage in informative discussions with course participants, other coaches and instructors. During this time, I completed a RCMP mediator-training course as well as a coaching seminar, gaining a greater knowledge of interest-based approaches to disputes. I also had access to post course critiques that were completed, voluntarily, by Kelowna detachment IBN course participants.

There was misinformation and misunderstanding surrounding the reason why the National ADR Office choose Kelowna for the IBN training pilot project. This was evident from my discussions with participants in Kelowna. In reality, Kelowna was chosen instead of a number of other detachments that had also expressed interest in the pilot project. However, some Kelowna employees felt that the detachment commander was fulfilling a personal agenda by volunteering the detachment as a test site and this was viewed as a political move to further his career. This incorrect assumption lead to a perception among some employees that IBN was simply a tool implemented by upper management to quell discontent among the membership. In the last five years, with a boom in population, Kelowna Detachment has become one of the busiest in British

Columbia. Unfortunately, the detachment manpower has not mirrored the population growth resulting in a lack of sufficient numbers of officers and staff to do the job. The employees constantly do more with less. In order to have members attend the course, the front line police shifts ran short of personnel causing friction between management and employees.

During discussions with employees, they advised me of the frustration felt by some of the members. Members who had refused to attend the course were advised by their supervisors that there was no choice involved in whether one wanted to attend or not. They felt this response by management was in no way interest based, or consultative. Some entered the first day of the IBN course with extremely negative attitudes. The trainers felt it difficult to teach skills when some of the participants were not open to learning from the moment they began the course. Pleasantly enough, many left the course feeling that they had learnt a great deal.

"No matter how negative they were when they went in, I don't think anyone left without learning something" (Respondent 2)

"Some of the original members who were negative at first had good things to say after the course" (Respondent 1)

Due to this advance knowledge, I decided to keep my study group manageable and small in order to affect the fewest employees as possible. However, I chose both to utilize both a questionnaire and an interview to ensure I had a full understanding of all responses. In addition, I had learned a great deal from participating, and coaching was well as listening to feedback from trainers and other coaches. This process of gathering data through

various means allowed for triangulation of the data, increasing greater validation. The ability to crosscheck the data assists in greater confidence in the results. This, by no means, suggests that there may not be error due to bias in my interpretation, simply that there were numerous means to determine attitudes and opinions of the respondents.

Sixteen employees from the focus groups volunteered to participate in my study. There was an even amount of employees represented from each work group although there was no data collected from the two executive managers due to their unavailability. Fourteen employees completed the questionnaire; however, two had transferred to other detachments therefore were not interviewed in person. Two other employees did not respond to the questionnaire nor were they interviewed. Three junior constables, four senior constables, three police managers, one municipal manager and two municipal employees participated in this study. The municipal employees are not police officers.

Questionnaire and Interview Results

A great deal of rich data was taken from the written questionnaire and provided insight into themes to be expanded on within the oral interview. The oral interview did not introduce any new questions but simply expanded on the ideas expressed by respondents within the questionnaire. Although many of the respondents provided comments to the open ended questions, a great deal of important information was discovered in the oral interview, which proved to be an important part of the study. The remainder of the chapter will review each questionnaire question and focus on the information provided by the respondents. A complete table of the questions and results from the questionnaire and interview can be found in Appendix "F" and "G". This review of the questionnaire data

results will be followed by a break down of the themes that were further explored in the interview.

Table 5.0 – Population Data

How many months since you attended the IBN course?	• 0 to 3 months: 1 employee • 3 to 6 months: 6 employees • 6 to 9 months: 7 employees
Number of years working in the RCMP?	• 0 to 7 years: 4 employees • 7 to 15 years: 4 employees • 15 to 30 years: 6 employees

This population information shows a limited amount of time has passed since respondents completed the course. This will directly affect data relating to usage of IBN. Based on the question relating to time employed with the RCMP, participants reflected an even spread of newer and longer serving employees.

Table 5.1 – Employee Usage of IBN

Q.1 Have you had occasion to use all or parts of the IBN process?	• Yes: 12 employees • No, but may in the future: 2 employees • No, will never use IBN: 0 employees

The amount of employees who indicated their application of the IBN process was surprisingly high and should be considered a success. Particularly considering the short

amount of time since the respondents had completed the IBN course. The two employees who had not used IBN worked on the plain-clothes units in Kelowna and although they used similar techniques in interviewing/interrogations, they have not consciously used IBN with co-workers. I discussed this comment with each of them during the interview and they indicated that, in general within the RCMP these plain clothes units have: better resources due to community expectation regarding serious crimes; all day shift or afternoon work; increased opportunity for overtime pay due to calling in member to investigate serious crime scenes after hours, and, the opportunity to work with the best investigators as the competition is high to obtain these jobs and management will usually choose those members who have proven themselves through hard work. These sections do not have high rates of absenteeism as the employees love their work and want to be there and do not face the hardship of shift work. According to the two respondents the likelihood of internal conflict on the plain-clothes section is extremely rare. If an employee wants something their manager will have the resources to support the request. The ability to take time off is not an issue. Both of these members advised if they were to return to a uniform general duty function, they would review their IBN workbook and familiarize themselves with the process again.

Table 5.2 Data on IBN usage

Q.2) How many times since the course have you used IBN techniques?	• 1 to 5 times: 8 employees • 6 to 10 times: 2 employees • Over 10 times: 4 employees
Q.2a) Where did you use IBN?	• Home only: 2 employees • Work only: 5 employees • Both home and work: 5 employees
Q.2b) Were you satisfied with the result?	• Yes: 10 employees • No: 0 employees • Both, depends on negotiation: 2 employees
Q.2c) Unsatisfied comments: • Sometimes it was difficult to maintain focus when negotiating with a supervisor who had bouts of superiority and "my way or the highway" attitude.	**Satisfied Comments:** • Better means of communication and less confrontation with family members • Acceptable resolution achieved, time efficient and less stressful • Better organization, facilitated getting to the issue right from the start • More rational approach to problem solving

The comment regarding manager attitude was a re occurring theme in the study. The manager in this case was at the middle management level on a uniformed general duty function. The respondents who mentioned these middle managers did not indicate what was under negotiation. The respondents who indicated success in using IBN within their homes with other family members suggested that this could contribute to healthier

employees. Any skill that allows for better communication with family can have positive

effects on that employee's work place as he/she is arriving at work with less stress and

worries. IBN was seen as a proactive skill that could benefit employees anywhere and

this was a positive outcome of receiving the training.

Table 5. 3 Data relating to non-usage of IBN

Q.3) Why have you not used IBN or parts of the IBN process?	- Have not been in a situation, since the training, to invoke IBN - Assumed a negative outcome with certain managers due to things like lack of resources - In some cases, the other party does not know the process or play be the rules - Power imbalances and control tactics by supervisors - Process was too laborious to set up and see it through, too busy

Again there are indications of certain themes developing. Due to lack of resources, some

respondents felt that if they were to approach a manager to negotiate they would likely

not succeed; therefore no further consideration was given. In addition, respondents added

that some managers suggested that their decisions were final and were not open to

negotiation. These evolving themes will be expanded upon later in this chapter.

Table 5.4 Difficulty in application

Q.4) Have you experienced any difficulty in applying IBN in the workplace?	• Yes: 7 employees • No: 7 employees
Q.4a) What do you feel the reason was for this difficulty?	• Budget, manpower shortages and politics destroy ability to negotiate • Middle management (General Duty) resistant to change, unsupportive of IBN training program, allow poor working environments to perpetuate, too busy to negotiate • Supervisors (General Duty) have mindset that their decision goes without considering others viewpoints • Too many dinosaurs • Too much reliance on chain of command • Others were unfamiliar with process • Resource levels too low, employees too stressed out and too busy to find time to negotiate • Employees pick and choose which managers to negotiate with; it becomes known which are accepting and who is not.

Lack of resources was a re occurring response to this question suggesting that if it appears there is no hope due to budget constraints, the employee will not attempt any discussion with managers. There is again an indication of difficulty with some general duty supervisors and middle managers. It is important to add that this is not indicative of

all middle managers in Kelowna; however, this appeared to be the group that was most

often mentioned in the questionnaire.

Table 5.5 Use of the IBN process

Q.5) In relation to the IBN process, have you utilized:	- The whole process: 0 employees - Just certain stages: 7 respondents - Both, depends on situation: 7 employees - None of the process: 0 employees

The data can be misleading in this question, as it appears as if none of the respondents

utilized the entire IBN process. However, it is important to note that seven employees

advised that at times they used either the entire process, or just certain stages depending

on whether the situation warranted it.

Table 5.6 The need for IBN in the RCMP

Q.6) Do you feel there is a need for the IBN course in the RCMP?	• Yes: 13 employees • No: 1 employee
Q.6a) Why or why not?	• Will assist in dealing with morale problems if member are taught to deal with their interests/issues • Promotes spending time listening to employees and creating alternate ways to solve problems • Better communication with internal and external clients • Needed to encourage/train managers to be accountable to employees • Managers need to listen to employees' views and opinions.

The only respondent who felt there was no need for the IBN course was a municipal employee who had over ten years experience. The respondent felt that hierarchy would always be present in the RCMP and the power imbalance involved would prevent employees from using IBN. I want to note that the respondent did change the response to this question during the interview. I will discuss this situation further on in this chapter. The employees unanimously concurred that these skills were long overdue and could assist in creating a healthier atmosphere in the workplace.

Table 5.7 Training candidates for the future

Q.7) Who needs this IBN training?	• All employees: 10 employees • All managers/ senior constables: 1 employee • Entry level (training academy or initial entry): 4 employees
Other, please explain:	• Mandatory for all Human Resource Units, too costly to train all employees • Employees who have a deficiency to correct • Twelve respondents felt that IBN should be given at an entry level into the RCMP for both police officers and civilian employees

One of the respondents chose two answer options for this question. She felt all employees should receive IBN training; however, she also felt that entry-level employees including police recruits and new public service employees would benefit from IBN training.

Respondents gave the following suggestions on who should receive this training:

• All employees working in grievance units, internal affairs, staffing & personnel (any employees dealing with promotions or transfers);
• Any unit overseeing employees on long term sick leave (Health Services employees, Members Assistance Plan coordinators);
• Any employee who displays deficiency (poor management skills, inter office conflict);
• Any employee wishing to enhance performance;
• Any managers who deal with poor performers or difficult employees; and,
• All newly appointed managers who will be supervising employees.

Table 5.8 Changes in Office Atmosphere

Q. 8) Any improvement in the office atmosphere?	• Yes: 3 employees • No: 11 employees
Why?	**Why not?**
• Noticed increase in employees requesting managers to spend time discussing important issues • Have seen some success using IBN with managers but there are a select few • Those who have experienced positive outcomes after using IBN successfully, feel there has been a change in atmosphere	• Middle management resistant to change and do not support IBN • Have not noticed any change and probably too early to tell • Some employees who felt forced to take the course will not use IBN • The large issue effecting moral go beyond inter office conflict and relate directly to lack of resources
Q.9) Have you observed others using IBN in the workplace?	• Yes: 8 employees • No: 6 employees

The data relating to improvements in office atmosphere indicates that there can be positive results felt by employees who are successful in negotiating a need with a manager. Those respondents who were successful felt that the work atmosphere had improved. It is unknown, however, if they may have felt differently if they were not successful in their negotiation. Six stated they felt that it was too soon to determine any positive or negative changes however; one respondent noted that unless the process was respected and accepted by all managers, IBN would likely not be used.

The last question on the questionnaire was an open-ended question seeking any further thoughts or ideas the respondents. Many reiterated the need for IBN training and

acceptance by management. Some of the excerpts of direct quotes taken from the respondents tell the story as follows:

- *"IBN and others skills like this will bring the RCMP into the next century. The benefits of this type of training are awesome. Hopefully upper management will use IBN."*

- *"I have been able to use IBN more and more with volunteers I work with, often involving difficult personal issues. We are making progress."*

- *"Managers have now started to open doors, they do not always follow through but at least they are listening."*

- *"All employees need this training; if only the managers receive it then the field will not be equal."*

- *"Those people genuinely committed to improving the workplace will use IBN and ADR."*

- *"Although it may be too early to say, I think this is a step in the right direction."*

- *"This IBN training project should have been better explained to the detachment, many felt it was merely a management decision and this caused negativity, some may never use it because of that."*

- *"Communication is terrible; maybe this will improve things."*

- *"We need managers who know how to manage people and do so in a fair and unbiased manner. From a practical sense there are not always sufficient opportunities to implement it (IBN) with manpower shortages, members are more concerned with just getting through the shift."*

Common Themes

In summarizing the results from both the questionnaire and interview data, I have compiled the most notable themes found in the employee's responses and separated them into two categories. First, I have identified those identified problems relating specifically to the IBN course and project itself. These include: implementing the IBN pilot project; the necessity of the IBN course; which employees should receive this training; and, the respondents advise for those involved in organizing the IBN courses. Secondly, I have identified the organizational problems that could have an impact on whether employees will use IBN. These organizational problems include: communication and inclusiveness; trust in management; and, organizational crisis. Where appropriate, I used actual quotations from the written and oral transcripts, after receiving permission from the participant. The identity of the respondent will remain confidential.

Problems with the IBN Pilot Project

The Implementation of the IBN Pilot Project

Nine (64%) of the respondents felt that a majority of employees felt forced to take this training program. There was not enough communication surrounding the reasons why the National ADR Office chose Kelowna for this pilot project and what the study hoped

to accomplish. There was little or no consultation on whether the membership wanted their workplace considered for this pilot project. The general feeling among employees was that Kelowna was too busy for such an endeavor.

"Some felt forced to go on the course which left the workplace short handed." (Respondent 6).

"This course should have been offered first to those of us who did really want it. They could have then done some negotiating with those that were skeptical. This would have been more positive than just being told to go." (Respondent 1).

"With shortages, this really wasn't a good time to do training in Kelowna." (Respondent7).

" I think it was a good thing we all had to take it." (Respondent 8).

Is IBN training necessary in the RCMP?

Prior to the interviews, thirteen (93%) of the respondents in the questionnaire felt there was a continuing need for IBN in the workplace. During the interview, the only person who had not valued IBN in response to the questionnaire changed her response. She realized there had been a few times in her career when IBN may have made the difference in creating a situation where there would have been an increased feeling of control over the outcome. In her situation, the conflict was lengthy and the respondent remembers being very upset and disillusioned with the results. After the conflict was finished she recalls feeling as if she was not heard or acknowledged by the other party. This employee was not heard in the final decision. Twelve respondents (86%) have

attempted the IBN technique since participating in the course with ten respondents (71%)

fully satisfied with the results. In the interview process, 100 % of the respondents felt

that IBN training was a necessity in the RCMP. Eight of the respondents (57%) stated

that if the benefits of IBN were used within an employee's home life and created better

relationships with family, then the results would likely have a positive effect on their

workplace as well.

"I strongly believe there is a need for IBN or any courses/programs that provide

communication skills for our members." (Respondent 12).

"Learning IBN processes is good for external and internal clients as well as in your

family life. Better relationships at home will make a happier employee in the

workplace." (Respondent 3).

"Any process that may better equip us to communicate more effectively with our

supervisors, colleagues, spouses, children, clients, etc. is a step in the right direction."

(Respondent 11).

"Getting the IBN course here was a good thing, we needed this a long time ago."

(Respondent 8).

Who should receive IBN training?

In the questionnaire, a majority of the respondents felt all employees should be eligible

for IBN training if they want it. In a desire to explore further why two respondents

opposed the idea of recruits receiving IBN training in Depot the reasons given were: that

the recruits would show up for work too cocky and not willing to take direction, and, that they may misuse the IBN process. All other employees

"Start IBN in depot, give them more tools to work with. In the past we did not have practical training like IBN." (Respondent 3).

"I think this course is good for all employees, but particularly at depot to teach the young officers for the future." (Respondent 2).

"If they teach IBN at depot, the recruits could end up at detachment and seem cartoon like in their actions." (Respondent 5).

The additional ideas on who should receive the IBN training were noteworthy and may indicate which employees the ADR coordinators may wish to seek out proactively to offer IBN training. Some of the feedback quotes were as follows:

"IBN has big potential for dealing with poor performers, which is one of our biggest problems." (Respondent 3).

"In the future, I would definitely try to use IBN as a manager. By listening and allowing both sides to get their point across shows support for your employees. That equals good management." (Respondent 4).

"If you 're looking at getting the most bang for your buck, train the managers. They have to be made aware that their employees have needs." (Respondent 9).

How could you improve the IBN course?

Within the interview three respondents (21%) felt the theory on the first day could have been accomplished in half a day; the remaining fourteen (79 %) felt three days of instruction was necessary and adequate. One hundred percent stated that it is necessary to have the entire course presented by an instructor. Respondents felt that by providing the IBN theory on paper format or computer to the employees in advance would not ensure understanding of the course content. There is a definite need for a human facilitator.

One respondent felt interactive computer use would provide additional cases that an interested employee could refer to at any time. The respondent felt this website information could be accessed not only by employees who have completed the IBN course but those who may wish to learn more about IBN processes and their possible usage within the workplace. In addition, the respondent felt that there was further need for the ADR coordinator to follow up with participants after the completion of the course. Perhaps this could be accomplished by having projects or cases created and available to the employee for further reinforcement. An example given of a means to achieve this would be including scenarios on line that employees could access.

The overall feedback from the respondents regarding the IBN course was very positive with few recommendations for change. Suggestions for improvement are included in chapter six. Definitely the most important aspect identified by the study was to ensure participants are willing to participate and interested in the IBN course.

Organizational Problems

Communication / Inclusiveness

All fourteen respondents indicated that communication, particularly between units, was an issue within the detachment and the RCMP as a whole. Management at all levels neglects to inform employees of future decisions or solicit feedback on ideas regarding implementation of possible changes within the detachment or the RCMP. It was felt by all questioned that if there is a deficiency in communication and inclusiveness, then employees will lack the faith and trust in using IBN with their managers. All respondents stated that IBN was a good communication tool to resolve disputes, yet did not feel management was modeling these same techniques when it came to inclusiveness in decisions and explaining the reasons they were made. Some examples that were given included: training programs (IBN); schedule changes; unit projects; building changes within the detachment; and, how money will be spent within the different sections in the detachment.

"Managers must provide feedback to the membership, there is a need for information surrounding decisions, not necessarily input into the decisions, but why they made it." (Respondent 3).

"Management has to be more proactive in involving membership in the processes, we need more praise, more encouragement and direction". (Respondent 7).

"Upper managements doors are usually open now, there is a lot more listening then was going on sixteen years ago" (Respondent 2)

The respondents identified that these two issues were not as evident on the plain-clothes units where morale tends to be better and the work is much more manageable. However, every respondent felt a need to improve communication between general duty (front line policing) employees and managers. Seven of the respondents had trouble establishing a negotiation with a majority of the respondents citing lack of manager commitment to the process of IBN. Another important point was that a large part of the problem arises because managers do not create time to meet and communicate with their employees due to lack of manpower. Four of the respondents felt this was simply an excuse by management, and that if managers realized how important IBN processes were in allowing their employees to be heard, then they would make the time.

"Communication is lacking with the front line General Duty managers and the members, although some are good, others won't put in the time to listen to their employees, often its just lip service because resources are low and its so hectic. " (Respondent 8).

"I feel we would see more interest based negotiation practiced if the detachment was less busy, employees are tired" (Respondent 1).

"There is a need to see positive results (success in using IBN), if you are always shut down it is hard to be a believer. " (Respondent 4).

"When decisions are made by management without any consulting or feedback from employees you think, so much for IBN. " (Respondent 6).

"IBN can open up lines of communication and make communicating healthier. " (Respondent 1).

Another notable point brought up by 8 respondents in the interviews, when discussing the difficulties faced by employees attempting to use IBN in the workplace, is that some RCMP structures can damage communication and impede inclusiveness. Some of the examples of these structures were: hierarchy; chain of command difficulties; civilian and police officer differences, and, the policies that guide contentious issues like absenteeism. Of the eight respondents who mentioned this concern three were non-police employees. In the written questionnaire, oral interviews and post course critiques, members indicated that there is still some need for command and control supervisory tactics. For example, command and control is essential when a supervisor and members respond to an emergency and there is a need for one person to manage the scene and make decisions that could affect life and death. However, it was stated by one of the respondents during the interview that if the same supervisor has a good relationship with his/her members in the office, there is a greater likelihood that he/she will command greater respect when in the emergency role. The supervisor can build positive relationships with employees by listening to their needs and concerns.

"Structures get in the way of communication and the functions of any office in the RCMP, things like different pay levels, different titles for both officers and civilian employees and different unions can keep employees from talking and sharing." (Respondent 2).

"Some supervisors are still of the mindset that their word goes without consideration for where the other person is coming from." (Respondent 14).

"By bringing in courses like IBN someone has realized that if we are going to be progressive, as we say we are, we have to bring in some management and communication

tools that will carry us forward because we can't stay stuck in that command and control way of doing business." (Respondent 3).

"*There are structures in the RCMP that impede communication. For example, our medical structure and the inability to question employees on long term sick leave for fear of being accused of harassment.*" (Respondent 10).

Lack of Trust in Management

The second noticeable theme was lack of trust in management. Ten of the respondents (75%) stated they noticed managers exhibiting a lack of acceptance in the IBN process within the detachment. All of the respondents, including the non-police respondents, noted this lack of acceptance among general duty police managers. There seems to be reluctance among some senior members/mangers to accept the idea of negotiating conflict relating to their decisions.

"*I can think of a few times I attempted IBN with a supervisor on items that were negotiable, they mocked it. The reason I know it was negotiable was that I ended up having to go above their heads and got what I asked for in the first place.*" (Respondent 1).

"*Members are more apt to enter into the process with someone they trust, confidentiality and past experience with a supervisor is big, if the trust isn't there you're not going to be as open to discussing things.*" (Respondent 8).

"*Some managers mocked IBN and were patronizing if you attempted to use it.*" (Respondent 10).

"I was in a roundtable discussion and used IBN to present what I needed, I walked away with more than I asked for, it was the first time ever and very positive." (Respondent 3).

In addition to some manager's apparent lack of acceptance of negotiating, all of the respondents added that a manager's personality would influence his willingness or lack of receptiveness to negotiating, regardless of his/her rank. Some respondents added that they felt it is difficult to instill changes in ways of doing business into employees who have worked under an opposing ideology for an extended period.

"Having a lot of service doesn't necessarily mean old school, some are still forward thinking and willing to accept change" (Respondent 9).

"Rank structure can be there. Rank needs to have an open mind and realize I have an opinion, a brain and maybe my suggestions are good and could actually make their job easier down the road." (Respondent 2).

"The old school attitude is "do it my way or hit the highway", they are angry at the old system and are getting even for the way it was for them." (Respondent 1).

"Hierarchy can discourage IBN but I think it often really depends on the manager and their personality." (Respondent 4).

There are some dinosaurs, with good personalities, who are open to IBN."
(Respondent 2).

"It is a members personality that is important, not his rank." (Respondent 1).

"Power and rank in IBN is not an issue, the problem is personality." (Respondent 7).

Knowing a supervisor's personality and acceptance to enter discussions with his/her employees has lead to the membership knowing who to approach, and who not too. Nine respondents (64%) mentioned this point.

" *Some who are open minded will get a lot out of IBN and this will cause better relationships, others will shut you down right away, you get to know who they are.* " (Respondent 4).

"You know who to approach for fair exchange, all you want is an opportunity to be heard." (Respondent 3).

"At times, I can imagine what the results will be so I think, why bother." (Respondent 4).

"This was an excellent course which made sense to me, but I will still pick and choose who the other party will be in the negotiation depending on their resistance to change." (Respondent 8).

Lastly, 7 respondents (50 %) indicated a need for management to be truthful and to advise the employee if there is no room to negotiate. They suggest that managers and supervisors provide this information in a clear and frank manner. While employees would be disappointed to leave a negotiation without it is a greater disappointment to enter into negotiations if the manager is already aware it is non-negotiable topic.

"Be realistic, as well as honest and frank, if something is non negotiable don't provide lip service. Just tell me why and do it in a respectful way." (Respondent 5).

"It is important that upper management does not use techniques such as IBN if they simply want to appear flexible. Sometimes its better to tell it like it is." (Respondent 10).

"The onus is on the employee to be assertive. If the answer is no, try again next year. Not everything is negotiable." (Respondent 7).

The Organization is in Crisis

Eight respondents (57%) felt the RCMP's current state of disarray often deters employees from entering into a negotiation. Usually, these are negotiations involving resources due to limited availability and therefore they do not foresee achieving any resolution. Respondents gave examples of these situations: lack of manpower; lack of budget; minimal transfers and promotions, and, an increase in members taking long-term sick leave. Often, any desire by the employee to negotiate needs involving these resources, will be refused. The difficulties associated with lack of resources are most obvious on the front line, general duty policing function. If the resources are not available, the only alternative managers have is to say no. This issue would be alleviated if there were a change in the availability and distribution of resources in the future.

"There is a big manpower shortage, we are understaffed everywhere in the RCMP. It is often hard to negotiate in times like these." (Respondent 5).

"There are members I worked with on general duty who were pretty stressed out, who have now entered into an administration or plain clothes position and are completely different people. They are way more approachable for these techniques then I ever thought they would be." (Respondent 8).

"In this fast paced environment the general duty supervisors won't put in the time for IBN with employees. It is hectic and resources are low." (Respondent 6).

"Moral is hurt by things like long term sick leave, lack of manpower resulting in being overworked. Relationships are not good." (Respondent 2).

"Resource levels are too low, everyone is stressed out and too busy to set aside time to negotiate." (Respondent 1).

Chapter Six

Study Recommendations

"It is better to be prepared for an opportunity and not have one than to have an opportunity and not be prepared." **Whitney Young Jr.**

The richness and depth of the information provided by the respondents in the questionnaire and interviews was impressive. Particularly within the interviews, I felt a strong similarity between organizational problems expressed by the respondents compared to those I have read about in the 1999 human resources needs analysis report. The commonality between these data, relating to systemic problems within the RCMP caused by lack of resources, shows the overwhelming negative effect mismanagement has had on the entire organization. Unfortunately, this mismanagement has hurt the organization's greatest resource, its employees. Based on this common theme identified by respondents', a future focus within the RCMP should be responsible and proactive strategic planning of the management of budgets and resource levels.

Those organizational problems, with a focus on local management at Kelowna detachment, will be reviewed. The chapter will end with a list of recommendations compiled from respondent feedback during gathering of information.

Research Hypothesis

At the beginning of this research project, I hypothesized that within Kelowna detachment interest-based negotiations, as a dispute resolution tool would be underutilized. I felt the primary cause for this lack of usage would be employee perception that the historical

culture of the RCMP hierarchical structure would not facilitate interest-based negotiation practices. In addition, the organizational culture change needed to accept and understand these processes, would be too slow. The outcomes would be lack of management modeling the skill, and employee misconception on what is negotiable.

Research Implications

The high level of indicated usage of IBN by employees was a positive sign and was greater than I expected. However, the participants identified some managers' lack of reception to change which seems to prove, to some extent, the need for management acceptance. Management must respect employees' desire to adopt ADR practices. If this need is not met, some employees, when faced with disrespect or mocking of their use of IBN, may abandon the process all together.

Only time will tell if these dispute resolution skills will create positive changes in the future culture within the RCMP. The general attitude received from the respondents is that over time, if the younger generation of employees are taught and encouraged to use collaborative techniques such as IBN, that positive behavioral change could evolve. There is a need to begin treating our coworkers with the same respect that we strive to provide to our clients under the community policing ideology. Employee relationships could improve if skills such as IBN are taught, respected and modeled. All of the younger respondents suggested they would rely on communication skills such as IBN in their future careers as managers. These responses are very positive when considering the possibility of future behavioral changes.

IBN Course Recommendations

These recommendations are derived from the feedback obtained during the written questionnaire, the interviews, from discussion while coaching various IBN courses and from the post course critiques submitted anonymously by employees.

1. Provincial ADR coordinators should determine if their local justice institution or community college would recognize this IBN course. As a well-known and respected Mediator designed the RCMP IBN course, it may be given validity throughout the country. Presenting a certificate from the justice institute or college will not only encourage buy in, but may increase incentive in continuous learning by members in the dispute resolution field if they decide to complete other courses in the conflict resolution field. Provincial ADR coordinators should encourage those members who show skill and interest to apply for the mediator's course or provide information on other training and education opportunities.

2. Employees should be encouraged to take the IBN course as part of a learning plan to create better managers and supervisors. However, it should be given as an opportunity, not in a mandatory fashion. Perhaps if it were part of the promotion/supervisor courses, given upon promotion, it would be proactive rather than reactive learning.

3. There is a great deal of information given in a short period. Although a majority of respondents encouraged maintaining a three-day timetable, they felt there should be increased interaction and role-play to sustain the interest of the course participants. Human interaction between both participants and instructors/coaches is important.

4. There is need for an actual interactive video that the trainers could run intermittently during instructing of the four stages. This video should be reflective of conflict situations in the RCMP.

5. There is a need for continued reinforcement of the IBN process once the employee complete the course. Scenarios or cases should be created as this will allow additional practice for those employees who express interested in developing IBN skills. An interactive computer program or web site should be created to facilitate this developmental need.

6. Non-uniform employees suggested creating a scenario that related to their job. Some respondents felt role-plays only reflected the relationship between supervisors and managers in a uniform role. Perhaps additional role-play scenarios could be developed reflective of different job descriptions within the RCMP.

7. The pocket size cards showing the IBN process are a plus and should be given out on each course. These cards can be tucked away in a notebook or desk for future use.

8. Based on the negative atmosphere displayed by some employees relating to the misunderstanding surrounding the pilot project in Kelowna, IBN training could have be given outside the workplace. In a situation where the training is given to a unit or detachment where moderate conflict exists, consideration could be given to holding the course at a neutral location.

9. IBN trainers/coaches should be aware of the course participants to whom they will be presenting. Consideration should be given to the role-play themes they intend to

communicate during the course. During the Kelowna IBN courses trainers and coaches presented role-play scenarios that were non-negotiable requests given the Kelowna detachment's resource difficulties. The situations used in these role-plays could cause unrealistic levels of expectation among employees.

10. Trainers should not suggest that this IBN process is going to solve all the RCMP's problems. Trainer/coaches need to stay focused on the reality that not all issues are negotiable.

Organizational Recommendations

Both the participants and I realize the challenges of implementing organizational changes. However great these challenges may seem, it is important to recognize them and realize, with a change in culture and most importantly over time that these issues of trust, communication and organizational realignment will improve. These organizational recommendations are developed from the themes that emerged from the written questionnaires, interviews, coaching the IBN course, and from the post course critiques.

- **Improvement of Trust:** Respondent feedback suggests that some managers' disrespect of IBN processes and lack of acceptance of change is evident in the workplace. This behavior by some of the managers has damaged trust levels among employees and managers. Trust grows in small, incremental steps and takes commitment from all employees. Employees should have the opportunity to provide constructive feedback to managers who misuse or mock the process including the effect the manager's attitude has upon their morale. Employees should focus on their IBN processes by separating the person from the problem.

- **Communication Strategy:** respondents expressed a desire for inclusiveness concerning management decisions. Based on the responses there should be an increase in communication between departmental sections within the detachment, which may lead to greater cooperation due to shared knowledge. During the interviews one employee suggested that an inter-detachment meeting including representatives from all sections, could provide appropriate feedback on important decisions or plans. All employees should become assertive in expressing their desire for improvement in communication. Without feedback to management, there will be no opportunity for change. Recently, there has been a change in upper management and this is an opportunity to suggest changes relating to detachment communication strategies.

- **Organizational Strategy:** Since this study began in January 2000, the RCMP has negotiated an excellent budgetary package including a substantial salary increase for all members. Through responsible budgetary spending, and the adaptation of comptrollership, the possibility of successfully dealing with some of the fiscal resource issues is realistic. As already stated, the amount of negative employee feedback pertaining to the long term effects caused by resource problems, should be a warning sign for executive management. Throughout this paper, I have discussed many progressive steps taken by executive management over the previous ten years. These steps have sown the seeds of a promising future providing the resource levels continue to balance with the global needs of the organization, and then continue to reflect an increase in funding if needed over the next decade.

Chapter Seven

Conclusion

"Leave a good name in case you return". **Kenyan Folk Saying.**

The beginning of the new millennium is an exciting time in history for the RCMP.

During the last decade, the organization has progressed through some challenging times.

Although this conflict has taken a toll on employee morale, it has motivated executive

management to focus on proactive systemic changes. One of the most significant is the

commitment to developing the RCMP into a "Learning Organization" by valuing growth,

learning, self-improvement and personal development.

The IBN course is a small step in the learning journey, but one that seeks to begin the

building of ADR principals such as positive communication, self-empowerment, respect,

and employee flexibility and control when affected by conflict resolution in the

workplace.

The participants in this project unanimously identified their belief in the need for this

training now, and in the future of the RCMP. The journey will be long and it may take a

generation of employees to recognize the value of IBN and alternative dispute resolution

processes as a positive and accepted way of doing business. However, there is promise

that these communication strategies will act as support systems in realizing the following

long-term organizational needs. First, there is a need for a shift from competitive to

cooperative behavior in the organization. Second, the organization needs to reclaim and

reestablish lost trust. Lastly, there is a need to redesign the present hierarchy in the

RCMP to reflect the employees' need for managers with good leadership skills and the ability to maintain open communication void of any ineffective application of power.

One last recommendation this project would suggest is the need for future research on processes within the ADR program. The innovative champions of the implementation of the ADR program have merely begun the process. In the programs' infancy, there will be constant need for study, feedback and then change in a cyclical and continual process. IBN and the ADR program must evolve with the culture as the organization faces new challenges that will affect levels of conflict among employees. The respondents expressed satisfaction in their ability to provide feedback and felt this type of action-based research provided them an opportunity to have their say.

By providing this report to the National ADR office, divisional coordinators and the RCMP Learning and Development branch, perhaps the outcomes of this action-based research will benefit other employees in the organization. The overall positive feedback gathered from the Kelowna detachment employees indicates the necessity of the IBN course. Hopefully these positive results will ensure continuation of the IBN course, maintaining the future of conflict management in the RCMP.

It only seems justified to conclude this paper with one of the many meaningful quotes I heard during my conversations with Kelowna RCMP employees. In the words of a seasoned member, who by all accounts has witnessed great change over a lengthy career, " *I believe it's time for communication skills like IBN, it's unique that we are going to start listening to each other.* "

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APPENDIX "A"

RCMP CORE COMPETENCIES

Leadership

- Attracts and mobilizes energies and talents to work towards shared objectives that are in the best interests of the organization, the people comprising it, and the people serving it.

- Encourages partnerships. Inspires others, by example, to perform to the highest standards in accordance with the RCMP mission, vision, values and commitments.

- Sets, and/or involves others in setting goals that are, challenging, realistic and measurable.

- Actively participates with and/or empowers other individuals and teams to accomplish goals and objectives. Assesses and manages risk.

- Makes, and/or inspires other to make, innovative and responsible decisions.

- Accepts responsibility for outcomes and is accountable.

- Promotes the ongoing review of policies and practices to ensure continued consistency with the RCMP mission, vision, values and commitments.

- Establishes and maintains relationships and atmospheres of truest and respect.

- Recognizes contributions and successes.

- Proactively seeks to improve the work environment and the quality of service delivery.

Planning and Organization

- Analyses, plans, implements, evaluates and adjusts goals, objectives and/or courses of action to meet needs in a challenging environment.

- Practices responsible risk management.

- Sets priorities, makes decisions and takes necessary courses of action, based on multiple demands and available human, financial and material resource.

- Evaluates processes and outcomes to ensure continuous improvement in service delivery.

Personal Effectiveness and Flexibility

- Adjusts behavior to the demands of the work environment in order to remain productive through periods of transition, ambiguity, uncertainty and stress.

- Persistently strives for excellence even in difficult situations.

- Adapts behavior to changing circumstances in order to reach a goal or to address diverse and changing client/community needs.

- Demonstrates perseverance and a willingness to perform beyond the normal range of job expectations and requirements, when necessary.

- Takes initiative and enthusiastically strives to do an outstanding job.

Continuous Learning

- Continuously identifies areas that need improvement in terms of self and organizational development in order to enhance service delivery and accomplish personal and organizational goals.

- Develops and maintains awareness of internal and external trends, programs and issues as they relate to service delivery and personal and organizational goals.

- Addresses learning requirements by: independently keeping abreast of research and new directions, reading, seeking appropriate experiences, training, course work, community involvement, and other means.

- Shares information and techniques and applies them to daily work.

Communication

- Presents issues and information, orally and in writing, in a clear and credible manner.

- Tailors communication to intended audiences and uses appropriate tools and strategies to convey information.

- Listens to, understands and values other perspectives and modifies approach to ensure understanding and/or achieve results.

- Responds to and uses appropriate non-verbal communication

- Exercises open, honest and bilateral communication and projects a professional image.

Interpersonal Skills

- Interacts sensitively and respectfully with all individuals and groups to develop mutual understanding and productive relationships to enhance quality service delivery.

- Demonstrates compassion

- Coaches, mentors and works effectively in teams and in partnerships.

- Identifies and resolves issues through consultation, negotiation and consensus building and/or other appropriate processes.

Thinking Skills

- Works with others to identify needs and conceptualize issues in diverse, dynamic or complex circumstances, giving consideration to client/community, organization, and employee interests.

- Acquires and analyses appropriate information and considers alternative strategies to achieve objectives.

- Assesses risk, develops innovative solutions, and evaluates potential outcomes of various actions before making decisions.

- Establishes priorities, makes decisions and takes actions that are consistent with the RCMP Missions, Vision, Values and commitments.

- Assesses outcomes in consultation with client/community.

- Applies sound, ethical reasoning in all situations.

Client-Centered Service

- Identifies clients and their needs. Establishes and maintains partnerships.

- Provides clients with opportunities for active participation and consultation on decisions that are relevant to their needs and concerns, while balancing competing interests.

- Accepts responsibility for quality service delivery.

- Seeks innovative approaches for improvement based on client feedback.

- Responds to client/community needs in a manner consistent with the RCMP Mission, Visions, Values and Commitments, RCMP Service Standards, and the philosophy of community policing.

APPENDIX " B"

RCMP MISSION, VISION and VALUES

MISSION:

The Royal Canadian Mounted Police is Canada's national police service. Proud of our traditions and confident in meeting future challenges, we commit to preserve the peace, uphold the law and provide quality service in partnership with our communities.

VISION - We will:

- Be a progressive, proactive and innovative organization

- Provide the highest quality service thorough dynamic leadership, education and technology in partnership with the diverse communities we serve

- Be accountable and efficient through shared decision-making

- Ensure a healthy work environment that encourages ream building, open communication and mutual respect

- Promote safe communities

- Demonstrate leadership in the pursuit of excellence

CORE VALUES OF THE RCMP:

Recognizes the dedication of all employees, we will create and maintain an environment of individual safety, well-being and development. We are guided by:

- Integrity

- Honesty

- Professionalism

- Compassion

- Respect

- Accountability

APPENDIX "C"

Timeline of the ADR Journey

May, 1995	ADR Program Terms of Reference signed. ADR National Steering Committee formed.
June, 1995 to June 1996	Phase I roll out of ADR program. Pilot projects commenced in BC, Ontario and Nova Scotia.
Sept 1995	First official communiqué introducing the proposed ADR program released by Commissioner Murray in a Commissioner's Broadcast.
1995 to 1996	Project Renewal/Shared Leadership talks. Development of the Mission, Visions and Values after 1200 town hall meeting held with employees Canada wide.
Feb & March 1996	The first publication of the ADR process distributed Canada wide in "ADR Facts" a Pony Express article and "Lets Talk" an ADR Guide.
Oct 1996 to Oct 1997	Phase II involved Canada wide program roll out due to success of Phase I.
Nov 1996	National training plan developed for future creation and development of the ADR program courses including interest based negotiation and mediation. Projected needs for training, budget and time frame.
Jan 1997	National training standards workshop attended by service providers and Learning and Development employees to develop a training syllabus for the interest based negotiation and mediation course.
1997	Gordon Sloan's mediators and interest based negotiation course workshop adapted for force wide training.
Oct 1997 to present	Phase III National ADR office and coordinator created as the "keeper of the flame".
May 1999 to Dec 1999	Interest based negotiation pilot project held at Kelowna detachment. All employees, both police and civilian trained in IBN.

APPENDIX "D"

Letter of Informed Consent

Project Title: Evaluating the application of interest based negotiation as a dispute resolution tool:The Royal Canadian Mounted Police Interest Based Negotiation (IBN) Pilot Project (Kelowna, British Columbia)

Project Sponsor: Royal Canadian Mounted Police – Learning and Development Branch

Project Leader: Jennifer Strachan

Purpose of the Project:

This project will be used as part of a graduate level program in Conflict Analysis and Management at Royal Roads University. The purpose of the project is to determine the degree to which interest-based negotiation has been used by members and other staff in the Kelowna RCMP Detachment as a dispute resolution tool. The project will hopefully result in recommendations to the National Learning and Development Branch, the National ADR Office and divisional ADR Coordinators Canada wide responsible for implementing IBN courses in their divisions. These recommendations will be based on the information obtained from the IBN trained employee from the Kelowna RCMP Detachment.
Information gathered through this project will also be useful for other agencies (Corrections Canada, The Canadian Military, Canadian Pacific Corporation, Revenue Canada) that are currently researching and developing IBN courses.

Procedures for Participants

The aim of the project is to determine, from your experiences since attending in the IBN course, whether you have considered using this dispute resolution tool or would consider using it in the future. The researcher hopes to determine why this tool has or hasn't been used, what parts of the process have been utilized, where IBN was used and whether it was successful. If you are not using IBN after training has been completed the researcher would like to explore why. This will be accomplished through an introductory questionnaire followed by a face-to-face interview to ensure context of questions and responses are fully explored and understood. The researcher will be conducting all interviews.

Risks/Benefits

Your comments and thoughts will be the foundation of this research project and its recommendations therefore ensure you only express those ideas's that accurately reflect your opinions.
Participation in the project can lead to a better understanding by Learning and Development and divisional ADR Coordinators of how this IBN course may assist other

RCMP employees in the future by; recommending changes in relation to the course itself, determining for whom this course is best suited, exploring obstacles which may impede the usage of IBN and any other benefits which develop based on your comments.

Protection of Confidentiality

Your participation in the project is voluntary and you can withdraw from the project at any time. If you participate in the questionnaire and interview process, you can request that the researcher excludes anything you say from all reports or ask that it be included anonymously. The researcher will request your permission to include any direct quotes in the project report. In order to ensure accuracy, you will have an opportunity to review sections of the draft report where your reflections have been included.

Your signature below will indicate that you understand and agree to the terms of participation in this project. Please sign below and I will collect this letter along with your questionnaire when we meet in Kelowna.

Thank you for your assistance. I look forward to working with you.

Sincerely,

Jennifer Strachan

Please print Name: _____

Signature _____ Date _____

APPENDIX "E"

Interest Based Negotiation Course - Participant Questionnaire

Demographic Information

Please provide the following information for demographic purposes. All data will be confidential and individuals will not be identified within the results.

Name and Section: _____

How many months has it been since you attended the IBN course?:_____

Position Title or Classification: _____

Number of years in current position: _____

Number of years working for the R.C.M.P: _____

Please answer these questions as honestly and accurately as possible. If there are any questions you do not understand please answer them to your best ability and we can discuss them further when we meet in Kelowna. I hope to incorporate your thoughts and idea's together to come up with pertinent information for Learning and Development and the Alternative Dispute Resolution (ADR) Program.

1. Have you had occasion to use all or parts of the IBN process? **Yes __ or No __**

   If you answered "yes", please continue with question 2. If you answered "no" please go to answer 3.

2. Where (home, work, neighbors...)? _____

   How many times approximately _____

   Were you satisfied with the results? **Yes__ or No ___**

   Why or why not? _____

   _____

3. Why have you not used the IBN tool or parts of the process? _____

   _____

4. Have you experienced any difficulty applying IBN in the workplace? **Yes __ or No__**
If yes, what do you think the reason is? _____
_____
_____
_____

5. In relation to the IBN training, have you utilized...
_____ (a) the whole process (all four stages at once).
_____ (b) just certain stages.
_____ (c) both, depending on the circumstances of the situation.
_____ (d) None of the IBN process

6. Do you feel there is a need for the IBN course in the RCMP?
Why or why not? _____
_____

7. What level of employee do you feel this course is most suitable for?
___ (a) All employees
___ (b) Strictly managers and supervisors and Senior Constables
___ (c) Entry level (depot or initial entry for R/M, C/M, P/S)
_____ (d) Other (explain)

8. Have you noticed any improvement in the detachment environment since the IBN Course (i.e. reduced conflict, improved relations between various groups, improved moral, improved working relations in your work group/team)
Yes_ or No ___

Why?_____
_____

9. Have you observed other employees practicing IBN techniques in the workplace?
Yes ___ or No ___
Please add your comments as to why or why not? _____
_____

10. Please include any other thoughts relating to this study that focuses on whether IBN is utilized in Kelowna RCMP Detachment.
_____

APPENDIX "F"

Summary of Written Questionnaire Results:

	Question	Participant Response
	How many months since you attended the IBN Course.	• 0 to 3 months: 8 % • 3 to 6 months: 42% • 6 to 9 months: 50%
	Number of years working for the RCMP.	• 0 to 7 years: 21% • 7 to 15 years: 36% • 15 to 30 years: 43%
1	Have you had occasion to use all or parts of the IBN process?	• Yes: 86% • No, but may in the future: 14% • No, will never use this skill: 0%
2	Approximately how many times?	• 1 to 5 times: 58% • 6 to 10 times: 16% • Over 10 times: 25%
2a	Where did you use IBN?	• Home only: 28% • Work only: 36% • Both home and work: 36%
2b	Were you satisfied with your results?	• Yes: 76% • No: 0% • Both, depended on negotiation: 24%
2c	Comments on satisfaction.	• Better means of communication. • Acceptable resolution achieved. • Both parties fully understood. • Time efficient and less stressful. • Better organization. • Getting everyone's needs dealt with. • Less confrontation with family members. • Facilitated getting to the right issues and interests from the start. • Sometimes difficult to maintain focus when negotiating with a supervisor who have bouts of superiority • Calmer, more rational approach to problem solving. • Very dependent on personalities of persons involved in the negotiating.

	Question	Participant Response
3	Why have you not used IBN?	• Have not yet been in a situation, since training, to invoke IBN. • At times, does not seem applicable • In some cases, the other party does not know the process or play by the rules. • At times, I imagine what the results will be so I think, why bother • Problems and issues arose with others due to imbalance of power, they have the control • Process may be seen as laborious in setting it up and seeing it through.
4	Difficulty in applying IBN?	Yes: 50% No: 50%
4a	Comments on difficulty	• Others unfamiliar with process. • Middle management (General Duty) resistant to change. • Management (General Duty) not supportive of IBN training program. • Management (General Duty) allows poor working environment to perpetuate. • Middle managers too busy (General Duty) • Once knowing a manager's personality you will pick and chose who to use IBN with. • Resource levels too low, everyone stressed out and too busy to set aside time to negotiate. • Supervisors (General Duty) have mindset that their decision goes without considering other viewpoints. • Too many dinosaurs. • Too much reliance on chain of command practices. • Budget, manpower shortage and politics destroy ability to negotiate. • There is never enough time to negotiate properly.

	Question	Participants Response
5	In relation to the IBN process, Have you utilized:	• The whole process: 0% • Just certain stages: 50% • Both, depends on situation: 50% • None of the process: 0%
6	Do you feel there is a need for The IBN course in the RCMP?	• Yes: 93% • No: 7%
6a	Why or why not?	• There is a need for better communication skills • Promotes different ways to approach problems, there is a need for this in the RCMP. • Will help RCMP's large moral problems if members are taught to deal with issues/interests. • There is too much rank structure to prevent these skills from working. (Only "no" response) • Promotes more time spent on employees, management needs to do this to solve our issues. • Needed to encourage management accountability in using IBN processes at work. • Should be part of promotion course for managers. • Managers need to understand that there is a need to listen to their subordinates' views/opinions. • Assists in communication with internal and external clients.
7	Who needs this training?	• All employees: 71% • All mangers including Senior Constables: 7% • Entry Level (depot or initial entry): 14% • Other, please explain: * Mandatory course for employees in all Human Resource Units. Too costly to train everyone. * Only for certain employees who display deficiency or enhance performance for

		managers. * Three respondents indicated that all employees need this training, however they felt **strongly** that IBN training should be given at depot training academy for new recruits as well as to new employees.
8	Any improvement in the office atmosphere?	Yes: 25% No: 83%
8b	Explain, why or why not?	• Noticed members requesting more opportunity to talk about issues with managers. • Issues effecting moral go beyond inter office conflict e.g. manpower issues, poor budget, employees on long term sick leave. • Although there are ongoing incidents of managers refusing to hear employee concerns, have witnessed IBN successful in my office. • Better communication surrounding shift scheduling • Middle management resistant to change (general duty) • Middle management do not support IBN system (GD) • Due to having to take the course, some bad attitude about the course therefore those members will not use IBN. The course helped in some respect with the exception of those people. • Have managed to agree on two items of negotiation that led to improvement. • Some employees felt forced to go on IBN course, therefore caused some negativity. • Nothing noticed, however I work in a place where both my supervisors and coworkers are approachable. • Nothing positive or negative noticed. Do not think IBN would have that great of an influence on a workplace. • Two respondents have since moved but are beginning to utilize this skill in their new workplace, too early to tell.
9	Have you observed others using IBN?	• Yes: 58% • No: 42%

		Question	Participant Response
10		Other thoughts or comments?	- IBN and other skills like this will bring the RCMP into the next century. The benefits of this type of training are awesome. - It is important that upper management not use techniques such as IBN if they simply want to appear flexible. Sometimes it is better to" tell it like it is". - We need managers who know how to manage people and do so in a fair and unbiased manner. Until this time, I can't see how IBN will be routinely used. Many have become pessimistic and cynical due to numerous stressors. While IBN is idealistically very positive, from a practical sense there are not always sufficient opportunities to implement it with such manpower shortage, members are more concerned with just getting through the shift. - This IBN training project should have been better explained to the detachment, many felt it was merely a management decision and this caused negativity, some may never use it due to that. - I have personally used it more with clients in the field. - I have been able to use it more and more with volunteers I work with, often involving difficult personal issues. We are making progress. - Managers have now started to open doors, some are trying. - Communication is terrible; maybe this will improve the situation. - All employees need this training; if only the managers receive it then the field will not be equal. - Those people genuinely committed to improving the workplace will use IBN. - Although it may be too early to say, I think it is a step in the right direction.

APPENDIX "G"

Summary of Interview Results in addition to expanding on Questionnaire.

	Question	Participant Response
1	Is there greater confidence in employees to negotiate things they would not in the past?	• Yes: 64% • No: 14% • Unsure: 14%
2	Do you think communication between managers and employees has increased since the IBN.	• Yes: 57% • No: 14% • Unsure: 29%
3	Can the course be condensed into two days by providing the theory on computer or hand out?	• Yes: 14% • No: 86%