30 June 2008

To the Chairman and the Board of Directors of ICANN,

I have the great pleasure of submitting to you the fourth annual report of the Office of the Ombudsman.

The Office continues to receive complaints and contacts on a regular basis from members of the ICANN community. Dealing with these issues, and the associated case management remains the priority of my Office. The Office maintains its roles in outreach, involvement in peer Ombudsman activities, and research.

The ICANN Office of the Ombudsman continues to distinguish itself as a Centre of Excellence in online dispute resolution, Ombudsmanship, and over the past years, in Ombudsman evaluation.

This annual report will document those key activities.

Finally, I would like to express my continued appreciation to you, the members of the ICANN community and supporting organizations, and the ICANN staff for the continued cooperation and assistance provided during the past year.

With best regards,

Frank Fowlie
Ombudsman
2007-2008 was an active year for the Office of the Ombudsman. In this fiscal year the number of overall complaints or contacts reduced significantly; from 375 complaints or community contacts for assistance in the previous year, to 125 in this fiscal year. The difference in complaint volumes is directly related to the number of complaints previously received concerning Registerfly. In 2007 – 2008, the volume of jurisdictional issues examined by my office remained relatively consistent. My Office received and completed 21 jurisdictional investigations, and two jurisdictional files remained open as of June 30.

In 2007 – 2008 my Office was able to resolve all matters without having recourse to formal reporting to the Board of Directors and the community. I believe that this is a positive step for both the community and the organisation, and demonstrates that a facilitated approach towards conflict resolution may be effective at ICANN.


I attended three ICANN meetings, three Ombudsman conferences, an international conference on Online Dispute Resolution, several Ombudsman training sessions, and gave lectures at a number of universities and conferences. In June I chaired the 2008 International Forum on Online Dispute Resolution (www.odrforum2008.org). I participated in a total of 20 outreach or training events.

In May 2008 I submitted a doctoral dissertation to the Faculty of Law, La Trobe University, Melbourne. The research of this work dealt with developing evaluation blueprints for Ombudsman Offices, using the ICANN Office of the Ombudsman as the test case. I believe that the ICANN Office of the Ombudsman is the most evaluated ombudsman operation in existence. The results of these evaluations inform us that the Office is well formulated and functioning well.

I spent 150 days in travel status between Marina del Rey and other responsibilities. The majority of correspondence to my Office was responded to within the first 24 hours, or the first 48 hours if I was traveling. In 2007 – 2008, the Office of the Ombudsman operated without the services of an adjunct Ombudsman.

The annual report was delivered in six languages. Translation services were provided to complainants on four occasions. During the fiscal year the Office produced an Ombudsman process model, which remains before the Board of Directors for approval. The process model is attached to this annual report as a flow chart.

In 2007 – 2008 I have been pleased to note that ICANN, its staff, and volunteers, have taken steps to deal with potential conflicts on a proactive basis. During the year my Office has been contacted by members of the organisation in order to identify conflict to me; and to proactively explore methods, to bring members of the community in the dispute to my Office to resolve the matter at the lowest possible conflict temperature.

All of this was accomplished on time, and almost $70,000 under budget - as a sole practitioner office.
**OMBUDDSMAN ACTIVITIES**  Reception, Referral and Investigation of Complaints

The charts and graphs contained within this annual report provide information about the volume of contacts, the country of origin, the classification of the complaints, and resolutions.

The number of complaints within my jurisdiction (actions, decision, or inaction by the board, staff or supporting organisation) as a percentage of the whole is consistent with data I have been able to examine from other Ombudsman Offices.

**Outreach, Consumer Education and Peer Activities**

To my definition Outreach includes: speaking to groups, hospitality, training events, and peer Ombudsman activity. My overall goal with Outreach is three fold: to inform the ICANN community about the existence and activities of the Office of the Ombudsman; to professionalise the Office through continual learning activities; and to enforce a constant message amongst ICANN and stakeholder communities, government officials, users and stakeholders, and my peer Ombudsman community that this Office of the Ombudsman is deserving of its reputation as a “Centre of Excellence” for online dispute resolution, and Ombudsmanship generally. My overriding goal is that all would see the office as a center of excellence, where there was a preconceived idea of professionalism and good, fair service.

During FY 07-08 I have maintained membership in the Forum of Canadian Ombudsman, the United States Ombudsman Association, the International Ombudsman Association, the International Ombudsman Institute, and as a Fellow in the National Centre for Technology and Dispute Resolution. I have made presentations to individuals, organisations, conferences, and academic institutions; ranging from the International Ombudsman Association, to addressing faculty and graduate law students at Hong Kong University and in providing orientations to new ICANN employees.

In June I chaired the 2008 International Forum on Online Dispute Resolution (www.odrforum2008.org). This event brought together 130 delegates from 30 countries for a two day conference focused on the use of online technology as a tool in dispute resolution.

We were delighted, as a community of practice, to have a number of world leaders participate in the event: His Excellency, Dr. Jose Ramos Horta, President of Timor Leste participated by video broadcast; Her Excellency, Ambassador Patricia Durrant, retired United Nations Assistant Secretary General and United Nations Ombudsman; His Excellency Nelson Santos, Permanent Representative of East Timor to the United Nations; and Dr. Vinton Cerf, the inventor of the Internet who gave the keynote address.
We were also delighted to have 16 delegates from least developed and developing countries in attendance sponsored by the Canadian International Development Agency. This was an incredible growth experience for them, and some have already returned to their homelands and effected change. Ombudsman organisations from the Pacific Northwest area, including British Columbia, Manitoba, Saskatchewan, Alberta, Washington, and Oregon attended the Forum. A one day appended North West Ombudsman Group meeting was also held and included over 20 Ombudsman practitioners.

The Forum further acted as an educational opportunity. Learners from Royal Roads University – Bachelor of Justice Studies (4) and Pepperdine University – Masters in Conflict Resolution (1) were able to complete externship or practicum placements with their involvement in the Forum. We note with pleasure, that any residual funds from the Forum will be held by Royal Roads University, and provided as bursaries to Justice Studies Learners. (Please see blog post at http://odrforum2008.org/node/193) Royal Roads was a co-host of the Forum.

Finally, I note with great pleasure that the ICANN Office of the Ombudsman has worked with Royal Roads University, Victoria, British Columbia (Bachelor of Justice Studies) and Pepperdine University, Malibu, California (Masters of Conflict Resolution) to provide externship and practicum opportunities for their learners. During 2007 – 2008 learners from these universities participated in two ICANN Meetings and the 2008 International Forum on Online Dispute Resolution. Thank you Indu, Doug, Shanna, David, Collin, Eleanor, Leda, Chris, Thomas, Grace, and Marcia; I trust that you enjoyed your Ombudsman experience as much as we enjoyed having you participate!

The tables found within the Annual report outline the Outreach Activities in which I have participated.
Statement on Respectful Online Communication

The Statement on Respectful Online Communication was published in the 2006 – 2007 Annual Report. However, my Office has continued to receive complaints which, at their core, deal with the hurt feelings that may occur when members of the community feel that they have been the victim of dis-respectful communication. I am republishing the Statement to remind the community of positive ways of conducting online dialogue.

Drafted jointly and agreed to by consensus April 20, 2007 at the 5th International Forum on Online Dispute Resolution in Liverpool, England – held in collaboration with the United Nations Economic and Social Commission for Asia and the Pacific.

“While information and communications technologies (ICT) enable unprecedented interactions between individuals around the world, they also introduce some dynamics that can degrade dialogue.

ICT enables people to communicate immediately and anonymously, often without moderation, and in some circumstances this encourages behavior (such as threats or insults) that most individuals would never engage in face-to-face.

This behavior may make people feel unwelcome, disrespected, or harassed in their online interactions. Ultimately, individuals may be dissuaded by these dynamics from participating, which undermines the vibrancy of our global conversation.

As a result, we encourage individuals to:

• communicate online with respect
• listen carefully to others in order to understand their perspectives
• take responsibility for their words and actions
• keep criticism constructive
• respect diversity and be tolerant of differences

We embrace full and open communication and recognise the unique opportunity for expression in the online environment. We support freedom of speech and reject censorship. These principles are not intended to address what ideas can be expressed, but rather the tone with which communications take place.”

AMERICAN BAR ASSOCIATION INTERVIEWS ICANN OMBUDSDMAN

David B. Collier, Esq., co-editor in chief of Conflict Management, has interviewed the ICANN Ombudsman for an article published in the ABA’s Section on Litigation journal “Conflict Management”, Spring 2008 edition. The article, entitled “Internal Alternative Dispute Resolution at ICANN” may be found at this URL: http://icann.org/ombudsman/alternative-dispute-resolution-abaspring08.pdf.

The article contains the following observations concerning an Ombudsman report which is discussed in the Evaluation section of this annual report:

Report to the Board of Directors – File 06-317 is a 26 page report summarised as follows: Applicant sought to establish an At-Large Structure, which was rejected by the At-Large Advisory Committee (ALAC). The Ombudsman’s investigation lead him to believe that that applicant was treated in an unfair manner on both an individual and systemic basis through unreasonable delay, mistake of fact, negligence and a lack of adequate and appropriate reasons for denial. The report goes through a dispassionate and clinical analysis of the circumstances relying on the ICANN By-laws, the Code of Administrative Justice (2003), and Black’s Law dictionary. The report concludes with recommendations to the board of directors that were developed with ALAC to resolve the problem and prevent future occurrences.
<table>
<thead>
<tr>
<th>Evaluation Questions</th>
<th>Performance Indicators</th>
<th>Data Sources</th>
<th>Who Does</th>
<th>Ongoing</th>
<th>Formative</th>
<th>Summative</th>
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<tr>
<td><strong>Relevance</strong></td>
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<td>Is there an ongoing need for the Office of the Ombudsman?</td>
<td># of people using Ombudsman services (call centre, website, complaint form, etc)</td>
<td>Trend Analysis</td>
<td>Ombudsman</td>
<td>X</td>
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<td># and type of complaints</td>
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<td># and type of resolutions</td>
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<td># and type of media mentions that focus on the Office of the Ombudsman</td>
<td>ICANN Media Files</td>
<td>Communications</td>
<td>X</td>
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<td></td>
<td>% of complainants/community who agree there is a need for the Ombudsman</td>
<td>Consumer surveys</td>
<td>ICANN</td>
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<td></td>
<td>% of complainants/community who know of an alternative to resolving a complaint if Ombudsman did not exist</td>
<td>Consumer Surveys</td>
<td>ICANN</td>
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<td><strong>Management</strong></td>
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<tr>
<td>Is the Office of the Ombudsman resources sufficient to carry out its mandate?</td>
<td>Activities and outputs completed as planned</td>
<td>Analysis of planned vs. actual activities and outputs</td>
<td>Ombudsman</td>
<td>X</td>
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<td></td>
<td>Perception that Ombuds has sufficient resources</td>
<td>Interview Board, staff, Ombuds</td>
<td>Ombudsman, ICANN</td>
<td></td>
<td>X</td>
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<td></td>
<td>Inventory and backlog of Ombuds files</td>
<td>Trend analysis using Case management system</td>
<td>Ombudsman</td>
<td>X</td>
<td>X</td>
<td>X</td>
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<td><strong>Program Delivery</strong></td>
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<td>To what extent has the Ombudsman established effective working relationships?</td>
<td>With Staff, Board, Supporting Agencies, Registries, Registrars, and the ICANN community in general</td>
<td>Interviews with stakeholders</td>
<td>Ombudsman, ICANN</td>
<td></td>
<td>X</td>
<td>X</td>
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<tr>
<td>Is ICANN staff and Board dealing with identified issues in a timely manner?</td>
<td># of cases requiring staff or board intervention</td>
<td>Review Case Management system</td>
<td>Ombudsman</td>
<td></td>
<td>x</td>
<td>x</td>
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<tr>
<td>Has there been a change in behaviour on the part of ICANN or a complainant to avoid litigation?</td>
<td># of cases resolved by Ombudsman which could have gone to litigation</td>
<td>Review Case Management system</td>
<td>Ombudsman</td>
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<td>x</td>
<td>x</td>
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<td><strong>Cost effectiveness</strong></td>
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<tr>
<td>Has the Ombudsman been cost effective in delivering the program?</td>
<td>Savings as a result of bulk airfare purchases, prudent purchasing of equipment, etc</td>
<td>Review of financial data</td>
<td>Chief Financial Officer</td>
<td></td>
<td>X</td>
<td>X</td>
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<tr>
<td></td>
<td>Actual or potential improvements, efficiencies, or cost savings in ICANN program delivery or administration</td>
<td></td>
<td>Ombudsman</td>
<td></td>
<td>X</td>
<td>X</td>
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<tr>
<td>Are there cost effective alternatives?</td>
<td>Are there other models of Executive Ombudsman which ICANN could employ?</td>
<td>Research</td>
<td>Ombudsman</td>
<td></td>
<td>X</td>
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</table>
The table on page 8 is from the Office of the Ombudsman Results Based Management Accountability Framework or RMAF (http://icann.org/ombudsman/documents/rmaf-08feb05.pdf). It outlines evaluation questions and criteria which provide information about the Office’s operations. In 2007 – 2008 the Office completed its formative evaluation processes. These have been documented in a number of evaluations reported in the previous year. The highlighted questions and criteria in the table denote those questions which will be reported on this year. In the past three annual reports I have addressed the ongoing evaluation questions and criteria, and at this point in the evaluation cycle I believe that they no longer need to be addressed.

1. **Are resources sufficient for the Office of the Ombudsman to carry out its mandate?**

In March 2007 the One World Trust Report on ICANN Accountability and Transparency makes the following commentary on Ombudsman Resources:

The Ombudsman plays an important role within ICANN as an informal alternative dispute resolution mechanism. Since its formation, it has reduced the number of complaints handled through the formal complaint channels of the Reconsideration Committee. As the Ombudsman’s office continues to reach out to the community and raises awareness of the function within the ICANN community, there is the distinct possibility that the number of complaints it has to handle will increase. The office’s user group is the entire Internet community, yet it is currently staffed by a single full time Ombudsman and an adjunct Ombudsman that provides holiday cover. To ensure the continued effectiveness of the office, ICANN should continue to support the Ombudsman through the adjunct Ombudsman and also consider recruiting an additional full time member staff to provide administrative support to the office.

**Recommendation 4.3:** ICANN should consider strengthening the capacity of the Ombudsman’s office by recruiting full time administrative support for the Ombudsman.

In 2007 – 2008 the resources available to the Office of the Ombudsman were actually reduced by the organisation, and the Office operated without benefit of the assistance of the Adjunct Ombudsman, Mr. Herb Waye. Mr. Waye has been re-appointed for FY 2008 – 2009. However, this is operational support for complaint handling, and not administrative support.

In 2007 – 2008 financial resources provided to the Office of the Ombudsman to meet its mandate were sufficient.

2. **To what extent has the Ombudsman established effective working relationships?**

The Office of the Ombudsman establishes relationships in four spheres: the ICANN community; complainants; the ICANN organisation (board members and liaisons, staff, members of supporting organisations); and the peer community of ombudsmen, dispute resolution professionals, and academics. There is documented analysis of two of these spheres – the ICANN organisation, and the complainants. The others – the ICANN community and the peer community – are evidenced anecdotally.

In both 2007 and 2008 the Board of Directors engaged a consultant to conduct a “360 degree” review of the Office of the Ombudsman, and, inter alia, the development of relationships within the organisation. The results of the 2007 review have not been provided to the Office of the Ombudsman; however, feedback from the Board has been positive. The 2008 review will be shared with the Office of the Ombudsman.

Complainant relationships are well documented in the Client Survey and the Third Party Review of the Client Survey Results (http://icann.org/ombudsman/program.html).

Working relationships with the ICANN community appear to be well established. However, the Office of the
Ombudsman remains convinced that access to the Office of by the community during ICANN Meetings may be improved with the organisers providing easily found suitable office space available to the Ombudsman to meet with the community.

Peer relationships appear to be well established, and the Ombudsman remains active in several Ombudsman groups: the National Centre for Technology and Dispute Resolution, and the International Forum on Online Dispute Resolution.

3. Is the ICANN staff and Board dealing with identified issues in a timely manner?

In 2007 – 2008 none of the issues brought before the Office of the Ombudsman required that a formal report be prepared to the Board of Directors (see Bylaw V, Section 4.4). This indicates that issues brought to my attention have been resolved using alternative dispute resolution techniques, and in a timely manner. However, an issue from a previous year remains somewhat unattended to. The following is quoted from page 75 of the Independent Review of the ALAC, and the report may be found at http://icann.org/en/reviews/alac/final-draft-13jun08.pdf.

7.6 Ombudsman procedures

The WCL Review Team was made aware of two public reports published following investigations by the Ombudsman during late 2006 and early 2007. The first investigation followed an appeal against voting procedures, and the second related to the rejection of an application for ALS status.

In both cases the Ombudsman found that certain aspects of ALAC procedure were unsatisfactory and made several recommendations. In particular he stressed the need for the ALAC to act more uniformly and promptly regarding ALS applications. These recommendations resulted in a number of procedural changes and also some changes to the ICANN bylaws. Based on input from submitters, we believe these investigations and subsequent reports created a degree of tension between some members of the ALAC and the Ombudsman.

In addition, we have been unable to ascertain whether the second report has been closed, with all issues finalised. We note that the ICANN Board discussed this report during a teleconference in June 2007, however we have been unable to locate subsequent documentation.

**Recommendation**

If there are any outstanding issues relating to Ombudsman report 06-317, the Board should review all recommendations to ensure they have been resolved.

I note the recommendation made by the independent reviewers, and comment that ICANN has yet to respond to my recommendations made in February 2007. (See: http://icann.org/ombudsman/documents/report-15feb07.pdf) I am, however, aware that the applicant organisation has been approved as an ALS by the ALAC.

**My report at the Paris Meeting Public Forum stated:**

"Today, I want to discuss the need for an accountability loop between the role and function of the Ombudsman and the organisation it serves.

It is said that an Ombudsman is:

… an independent, objective investigator of people’s complaints against government agencies and other organisations, both public and private sectors. After a fair, thorough review, the ombudsman decides if the complaint is justified and makes recommendations to the organisation in order to resolve the problem.

United States Supreme Court Justice Louis Brandeis has said “Publicity is justly commended as a remedy for social and industrial diseases. Sunlight is said to be the best of disinfectants; electric light the most efficient policeman.”

In these two comments, one sees the basis of a relationship between the ombudsman, the organisation or the state. The ombudsman acts as the electric light through the recommendation reporting process. He shines light on the dark areas of systemic or individual unfairness. Once the light has illuminated issues which require redress, it becomes the responsibility of the organisation to act upon the ombudsman’s recommendations, or to reject them. Most ombudsman statutes provide a timeline by which the state or organisation must respond to
the ombudsman and provide information as to how the recommendations have been implemented to redress unfairness, or to provide reasons why the recommendations may not be practical.

This process of recommendation making, and reply from the entity which has been the subject of an ombudsman enquiry ensures to the community served by the entity and its ombudsman that issues of concern are fairly dealt with.

In February 2007, I made a set of 12 recommendations to the ICANN Board of Directors (http://icann.org/ombudsman/documents/report), outlining what I believed to be were important steps for systemic improvements, following a detailed enquiry regarding voting practices with the ALAC. I am disappointed that, as of June 3, 2008, my Office has not been informed as to what actions the Board or ALAC has taken to implement these recommendations. I am aware that one of recommendations has been implemented, as the applicant I viewed as being unfairly treated has been given status as an At Large Structure. Mr. Chairman, I do hope that ICANN will respond to my recommendations in due course.”

4. Has there been a change in behaviour on the part of ICANN or a complainant to avoid litigation?

The following is an excerpt from the Third Party Review of Client Survey Results (http://icann.org/ombudsman/documents/csr-commentary-jun07.pdf):

...had the Ombudsman not been available they would have made subsequent contact with a lawyer or initiated legal action. Responses to (question) 1.9 show that only four Users did contact an attorney and three initiated legal action. This equates to 66 percent reduction in contacts and initiations due to Ombudsman involvement. Extrapolating this information, assuming that it is representative for ALL Office Users, it is possible that the Office may have provided services that led as many as 66 parties to not contact an attorney or initiating legal action. ([85/387]*22=100 cases with the possibility of lawyer contact or legal action initiation. A two-thirds reduction from 100 possible cases results in 66 “redirections.”)

The results of question 1.9 point strongly to the likelihood that the Office of the Ombudsman creates significant value for ICANN and its community, especially registrars. With some additional effort and study, it would be possible to determine how much value is saved and/or created. This would offer the Office the ability to provide a cost benefit analysis to ICANN and the Community. This is a highly recommended course of action.

5. Has the Ombudsman been cost effective in delivering the program? – Actual or potential improvements, efficiencies, or cost savings in ICANN program delivery or administration?

The Office of the Ombudsman has acted on complaints, made referrals, provided self help information, and has made recommendations as part of the alternative dispute resolution (ADR) processes. These efforts, in the long run, provide for a more efficient overall operation by providing a professional ADR service which allows the staff, supporting organisations and the board to focus on their core work, rather than dispute resolution. The number of requests for reconsideration has dropped. The recommendations made by the Office of the Ombudsman provide for the lowering of conflict temperature, and the improvement of services or processes.

The flexibility of the Office to respond to issues, language, culture, and a range of conflict styles, combined with a wide spectrum view of conflict resolution means that the Office offers responsive, timely, and relevant solutions, at an early time frame, and while reducing antagonistic relationships between the parties. I cannot imagine that there could be a more efficient manner of delivering this service to the organisation and the community.

The Office of the Ombudsman adds to ICANN’s overall conflict management systems, which includes the Board Reconsideration Committee and the Independent Review Policy. Since the inception of the Office of the Ombudsman, the number of complaints made to the Reconsideration Committee has dropped dramatically, and only one matter has been escalated to the IRP, and that was in 2008.
2007-2008 Ombudsman Statistics Total Complaints: 127

MONTHLY COMPLAINTS

COMPLAINT TYPES

COMPLAINT RESOLUTIONS
2007-2008 Ombudsman Statistics Total Complaints: 127

Complaints by Geographic Location

- USA: 53.72% (65 complaints)
- UK & N. Ireland: 7.44% (9 complaints)
- Australia: 6.61% (8 complaints)
- Canada: 4.96% (6 complaints)
- Argentina, Costa Rica, France, Germany, India, Italy, Kazakhstan (Two complaints per country)
- Belgium, Bermuda, Brazil, Greece, Hungary, Israel, Kenya, Malta, Mexico, Moldova, Netherlands, Nicaragua, Panama, Poland, Portugal, South Africa, Sweden, Turkey (One complaint per country)
The Values of this office are:

**Respect for Diversity** The Office of the Ombudsman recognises and honours the fact that members of the ICANN community come from across the face of the globe. This diversity means that the Office of the Ombudsman will respect that different cultures view disputes and conflicts through different lenses. The Ombudsman will always be open to learning about cultural differences in responding to disputes and conflict.

**Excellence in Ombudsmanship** The Office of the Ombudsman will strive to be a leader for modeling and promoting fairness, equality, clarity, innovation, and by providing assistance to ICANN and the community in developing an awareness of the Ombudsman role. The Ombudsman will also strive to ensure that ICANN's Office of the Ombudsman is well regarded as an institution of excellence in the peer community, such as The Ombudsman Association, the United States Ombudsman Association, and the Forum of Canadian Ombudsmen. I wish to develop deeper relationships with Ombudsman in other regions of the world in the future to reflect the global nature of ICANN's constituency.

**Professionalism** The Ombudsman, in conducting his or her duties, will maintain and exemplify the highest standards of professional conduct, and respect for human dignity.

**Confidentiality** All parties, both within the community and ICANN, bringing information to the attention of the Ombudsman should feel assured that the information will be held in confidence, except when it is necessary to help resolve the complaint.

**Impartiality** In each and every situation, the Office of the Ombudsman will receive information from the community with no predisposed idea as to the outcome of the Alternative Dispute Resolution process, and without favouring any party in the process.

**Independence** The Office of the Ombudsman, in order to remain an impartial officer, will be independent of the normal ICANN structures.