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## Conflict Management Program (Alternative Dispute Resolution) Follow-up Evaluation

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Canada 

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## **Acronyms and Abbreviations**

ADM(HR-Civ)	Assistant Deputy Minister (Human Resources-Civilian)
ADR	Alternative Dispute Resolution
BP	Business Plan
CDA	Canadian Defence Academy
CF	Canadian Forces
CFGB	Canadian Forces Grievance Board
CMP	Chief Military Personnel
CRS	Chief Review Services
DCES	Directorate Civilian Executive Services
DDWB	Director Diversity and Well-Being
DGADR	Director General Alternative Dispute Resolution
DGCESP	Director General – Civilian Employment Strategies and Programmes
DGCFGA	Director General Canadian Forces Grievance Authority
DGLPD	Director General of Learning and Professional Development
DGLRC	Director General Labour Relations and Compensation
DGMC	Director General Military Careers
DHRD	Director Human Rights and Diversity
DLC	Defence Leadership Curriculum
DMC	Defence Management Committee
DND	Department of National Defence
DRC	Dispute Resolution Centre
EDCM	Executive Director Conflict Management
FMAS	Financial Managerial Accounting System
FY	Fiscal Year
HR	Human Resources
HRO	Human Resource Officers
L1s	Level Ones
NCM	Non-Commission Member
NCR	National Capital Region
NMSO	National Master Standing Offer
OGD	Other Government Department
OPI	Office of Primary Interest
SME	Subject Matter Expert
UIC	Unit Identification Code



## Results in Brief

In 2003, after two years of the first five years of funding for the Conflict Management Program (Alternative Dispute Resolution (ADR)), an external consulting firm—Coradix—was hired to do a formative evaluation to assess if the Conflict Management Program needed mid-course adjustment.

Coradix, in its final report, concluded that there were no particular risk areas that could affect the quality of delivered services. Coradix's 12 recommendations were to be considered as areas to fine-tune the Program and covered topics such as funding, partnership, capacity building, organizational alignment, training, management information systems and a costing model.

Chief Review Services (CRS) undertook a follow-up evaluation to provide an update on the implementation status of Coradix's recommendations. The scope of the evaluation also included the assessment of the governance of the Program under its current hierarchical context.

### Findings

The CRS evaluation identified the following areas that could help the Director General Alternative Dispute Resolution (DGADR) further assess the Program's effectiveness:

- As recommended by Coradix, DGADR did implement a basic on-line Management Information Tracking System, but this system no longer meets the full spectrum of the actual management and reporting requirement. DGADR needs to update its tracking and data collection system to take into account the new reporting requirements and operational needs.
- The DGADR needs to identify key outcome indicators to measure the Program's impact and success. The design of a logic model would be instrumental in this process.
- A costing model needs to be developed by DGADR to demonstrate that the Department of National Defence and the Canadian Forces (DND/CF) are receiving value for money.
- In terms of governance, DGADR is accountable to both CMP and ADM(HR-Civ) for the effective delivery of the ADR services. For unity of direction and to better reflect the shared accountability between CMP and ADM(HR-Civ), the DGADR business plan (BP) should be jointly approved by the two functional authorities.

### Overall Assessment

The results of the follow-up evaluation show that, for the most part, Coradix's recommendations are being implemented.

- 4 out of 12 of the Coradix recommendations have been implemented;
- 7 out of 12 of the Coradix recommendations are in progress; and
- 1 out of 12 of the Coradix recommendations has not been implemented.

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**Note:** For a more detailed list of CRS recommendations and management response, please refer to [Annex A](#)—Management Action Plan.

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## Introduction

### Background

The Conflict Management Program (ADR) was identified in the CRS work plan for fiscal year (FY) 2007/08. In 2003, at the request of DGADR, an external consulting firm “Coradix” was hired to do a formative evaluation to assess if the Conflict Management Program needed mid-course adjustment.

Coradix, in its “DND/CF Formative Evaluation of the Conflict Management Program Final Report,” concluded that: “The Conflict Management Program is already operating as a highly effective organization delivering high quality services and following many best practices. The evaluation team did not identify any risks areas that are critically impacting the quality of services delivered and many improvements are already being implemented. The recommendations presented in this report should be viewed as areas to focus in the future to augment what is already being done and to help the program further solidify its position as the leading provider of Alternative Dispute Resolution services in Canada.”<sup>1</sup>

### Objective

The objective of this follow-up evaluation is to provide CMP, ADM(HR-Civ) and DGADR with information on the implementation status of the recommendations made by Coradix in its final report.

### Scope

The scope of the follow-up evaluation includes:

- an analysis of the implementation status of the recommendations made by Coradix; and
- an analysis of the ADR program governance structure within the current hierarchical context.

### Methodology

The evaluation was conducted by CRS using in-house resources. The methodology consisted of a file and document review including data extraction from the Department’s database; an electronic survey of 45 key personnel comprised of Dispute Resolution Centre (DRC) Regional Managers, Coordinators, Regional Human Resources Directors, Managers and Labour Relations Officers; and 27 key informant interviews.

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<sup>1</sup> Coradix: DND/CF Formative Evaluation of the Conflict Management Program Final Report, 31 March 2004, p. 57.

## Program Description

### Purpose

The vision of the Conflict Management Program (ADR) is to foster “a work environment in which the organization and its people manage conflict through respectful dialogue, cooperation and mutual understanding.”<sup>2</sup>

### Overview

In August 1998, the Deputy Minister and the Chief of the Defence Staff stated that in order to improve working relationships and to provide an alternative to traditional recourse mechanisms, ADR processes would be implemented. Within the DND/CF context, “ADR is any process used to resolve disputes, other than the more formal, traditional or legal methods of resolving disputes such as: court adjudication; tribunals; the DND and the CF grievance processes; and the DND and the CF harassment complaint processes.”<sup>3</sup>

A Conflict Management Project was created and administered by the Executive Director Conflict Management (EDCM). Over the next two years, five pilot sites were established at Halifax, the National Capital Region (NCR), Borden, Winnipeg and Edmonton representing all Environmental Commands.<sup>4</sup> In 2000, two additional pilot sites were established at Valcartier and Esquimalt. In August 2001, approval was received for the Conflict Management Project to move from project to program status and the Conflict Management Program was established. The program was initially funded with \$30.7 million and given 68 person years annually from FY 2001/02 to FY 2005/06.<sup>5</sup> Today, the DRCs across the country are serving a total population of 165,508<sup>6</sup> including Regular Force, Primary Reserve Force and civilian employees. Also, the Conflict Management Program (ADR) continues to be funded from the CMP operating budget.

DGADR, formerly known as the EDCM, administers the program and provides services to CF members (Regular and Reserve), civilian employees of DND, members of the Canadian Cadet Organization, Officers of the Cadet Instructor Cadre, Canadian Rangers, Civilian Instructors and Canadian Forces Personnel Support Agency employees across the country.

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<sup>2</sup> Conflict management Program Annual Report 2006-2007, p. 1.

<sup>3</sup> DAOD 5046-0, Alternative Dispute Resolution.

<sup>4</sup> Environmental Commands refers to Maritime Command, Land Forces Command and Air Command, which are traditionally called the Navy, Army and Air Force.

<sup>5</sup> Coradix Evaluation Report 2004.

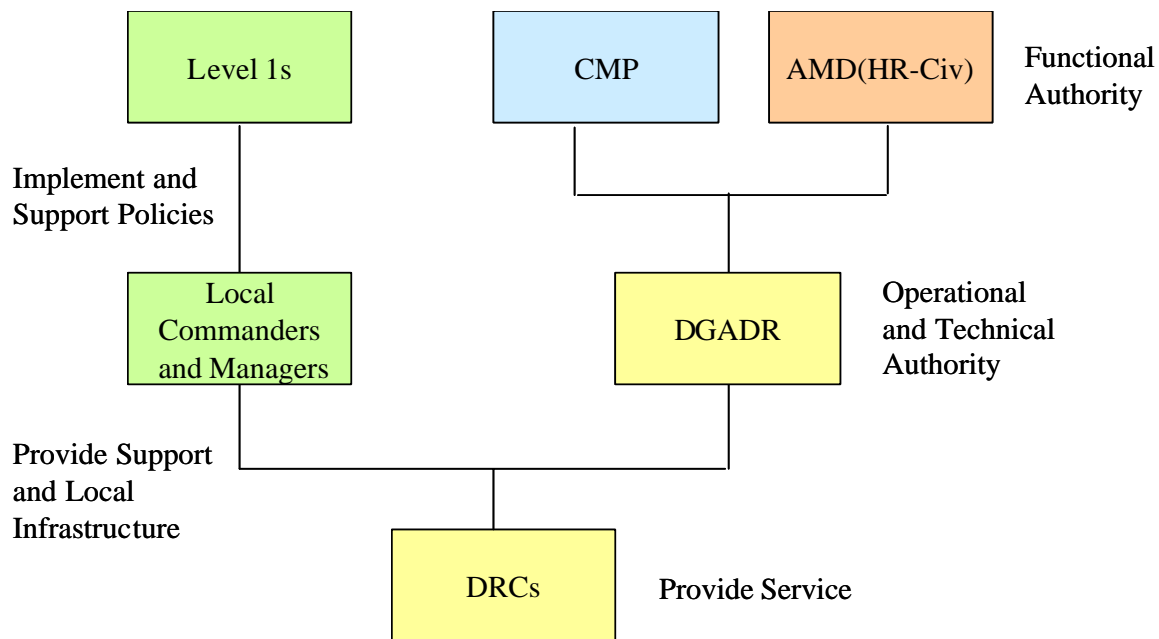
<sup>6</sup> Director Human Resources Information Management (DHRIM) as of 31 December 2008.



## Program Structure and Delivery

### Specific Authorities and Accountabilities

The Conflict Management Program (ADR) serves the entire civilian and military population of the DND/CF. Responsibility has been delegated to Level Ones (L1) to implement the policies governing the program (see Figure 1).



**Figure 1. ADR Program Structure.** The chain of command is responsible for the implementation and support of ADR policy throughout the formations, units and organizations of DND/CF. If a DRC is located on the base, it is the Base Commander's responsibility to provide the local infrastructure and to identify the ongoing support requirements through the annual BP.

### ADM(HR-Civ) and CMP

ADM(HR-Civ) and CMP share functional authority for the Conflict Management Program (ADR). As such, they are accountable for and have the authority to establish policies related to the Conflict Management Program for DND/CF. They are also accountable for delivering the service and monitoring the implementation of policies across the commands.

For service delivery of ADR, ADM(HR-Civ) and CMP have delegated the operational and technical authority to DGADR.

### Director General Alternative Dispute Resolution

DGADR is the manager of the Conflict Management Program (ADR) and reports to both ADM(HR-Civ) and CMP. In this role DGADR has the delegated operational and technical authority to direct and manage service delivery. The Headquarters staff is located in Ottawa, which conducts strategic planning, and program coordination,



establishes and monitors standards across all DRCs, provides training course design and standardization, and coordinates program management functions. DGADR also conducts the selection and training for all personnel employed within the DRCs.

### **Dispute Resolution Centre**

The DRCs through their Regions report operationally, functionally and technically to DGADR. Currently, there are 14 DRCs across the country in six regional offices:

- Atlantic (Halifax, Gagetown, Greenwood)
- Eastern (St-Jean, Valcartier)
- Central (Trenton, Borden, Kingston)
- National Capital (NCR, Petawawa)
- Western (Edmonton, Cold lake, Winnipeg)
- Pacific (Esquimalt)

The regional managers are located in Halifax, St-Jean, Trenton, the NCR, Edmonton and Esquimalt.

DGADR is in the process of moving from six regional operations to four by the end of FY 2008/09. Services to DND/CF employees and members are offered on a regional basis across the Commands. Regional DRCs serve various bases/wings/formations, Reserve Force, Cadet Units and Rangers. It is expected that all DRCs will support each other, where appropriate and necessary in the conduct of Conflict Management Program activities.

The DRC staff is comprised of both military (Regular and Reserve Force) and civilians. In general, each Regional DRC has a staff ranging approximately from five to ten employees. Under the new organizational structure, the Regional Manager ADR Services is responsible for the operation of all DRCs located in his/her Region and is the Conflict Management Advisor for his/her respective Environment. The Regional Manager reports to the DGADR Director of Operations (DGADR 2), and is responsive to the local chain of command for the provision of advice and information pertaining to conflict management.

The DRCs provide three distinct services in support of the Conflict Management Program's mission:

- Promotion of ADR,
- Training in ADR techniques, and
- Conducting interventions using specific ADR processes.

**Promotion of ADR.** Promotional activities include publications, presentations and briefings which help to:

- Orient DND/CF personnel to the organizational values regarding early resolution of workplace conflicts;
- Clarify roles and responsibilities of all parties using ADR processes;





- Increase awareness about the services provided by the DRCs and how they can be assessed; and
- Demystify ADR and increase its acceptance and use.

**ADR Training.** A variety of formal, integrated and tailored training courses are available for DND employees and CF members to increase their level of knowledge and skills in ADR as a leadership competency.

**ADR Interventions.** A number of ADR processes are available to resolve conflicts. The main services that are offered include:

- Consultations;
- Conflict coaching;
- Facilitation;
- Mediation;
- Group needs assessment; and
- Group intervention.



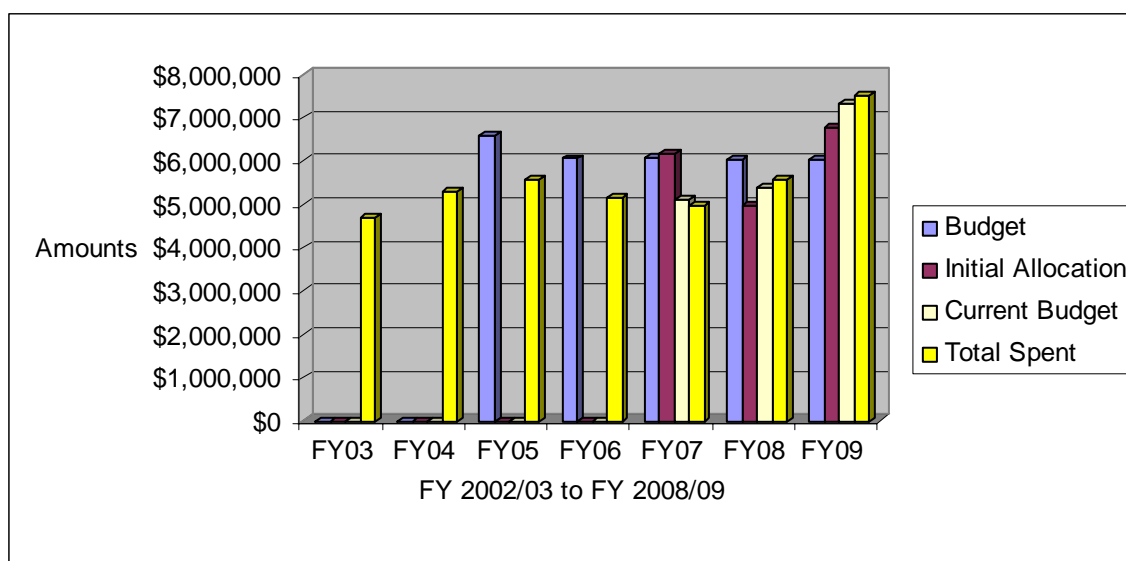
## Recommendations Status

### Funding

Coradix Recommendation 1: Maintain funding for the Conflict Management Program.

#### Measures taken (Recommendation 1: Funding)

In August 2001, the Conflict Management Program (ADR) was resourced with \$30.7 million and an annual allocation of 68 person years from FY 2001/02 to FY 2005/06.<sup>7</sup> The baseline funding for the period was approximately \$6.5 million annually with an envisaged steady-state allocation commencing in FY 2005/06 of \$6.6 million. Figure 2 summarizes budget spending according to data obtained from the Financial Managerial Accounting System (FMAS).



**Figure 2. Summary of Budget Spending from FY 2002/03 to FY 2008/09.**<sup>8</sup> This bar graph presents a breakdown of spending by budget, initial allocation, current budget and total spent. Note that historical data for budget FY 2002/03 and FY 2003/04 were not available.<sup>9</sup> The data table below presents the specific budget amounts spent per fiscal year.

	FY 2003 (\$)	FY 2004 (\$)	FY 2005 (\$)	FY 2006 (\$)	FY 2007 (\$)	FY 2008 (\$)	FY 2009 (\$)
Budget	0	0	6,600,000	6,055,000	6,084,000	6,044,000	6,023,000
Initial Allocation	0	0	0	0	6,180,000	4,951,000	6,759,313
Current Budget	0	0	0	0	5,106,450	5,401,086	7,326,766
<b>Total Spent</b>	<b>4,703,769</b>	<b>5,307,656</b>	<b>5,576,672</b>	<b>5,169,218</b>	<b>4,989,391</b>	<b>5,583,613</b>	<b>7,530,237</b>

**Table 1. Summary of Budget Spending from FY 2002/03 to FY 2008/09.**

<sup>7</sup> Coradix Evaluation Report, 2004, p. 4.

<sup>8</sup> Extracted data from FMAS \* Spending amount is the net Expenditures, Revenue and adjustment coded to the Dispute Resolution Cost Centre.

<sup>9</sup> Notional Budget upon DGADR Corporate Financial History.

DGADR has had a history of not spending the funds allotted. DGADR has had difficulties in filling vacancies partly due to the limited pool of qualified practitioners available at the time and therefore not generating sufficient level of activities to spend maximum allocated funds. From FY 2001/02 to FY 2003/04, DGADR (EDCM) has returned over \$1 million each year.<sup>10</sup> Since, the Conflict Management Program underspent its allotted funds, in FY 2005/06, the program received a reduced baseline funding. However, in FY 2007/08 the Conflict Management Program was able to spend 103 percent of the initial funds allotted.

The notional allocation for DGADR for FY 2008/09 was augmented by CMP as in-year adjustments to permit an increase of ten senior Non-Commissioned Members (NCM) (three-year contracts) commencing in September 2008 as well as approval in principle for costs associated with regional renewal/Conflict Management Advisor and the opening of two additional DRCs (Toronto and Bagotville). Accordingly, the DGADR BP estimates for FY 2009/10 were prepared to reflect these adjustments. The review of the BP by CMP staff supported in principle both the baseline and the costs associated with these activities (\$7.7 million and 98 person years).<sup>11</sup>

## **Status**

Recommendation 1: Funding (implemented)
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<sup>10</sup> Briefing Note (interview with COS on DGCMP FY 2004/05 Business Plan, p. 2/6, 18 August 2004).

<sup>11</sup> CMP Executive Analysis message and annexes, 9 January 2009.



## Partnership

Coradix Recommendation 2: Leverage internal partnerships to enhance dispute resolution processes within DND/CF.

Coradix Recommendation 12: Leverage the capability developed within DND/CF to assist other government departments with the implementation of ADR programs.

### Measures taken (Recommendation 2: Internal Partnerships)

In 2005, the Defence Management Committee (DMC) supported the creation of the Conflict Management Partners Forum. Co-chaired by CMP and ADM(HR-Civ), the Partners Forum brings together senior military and civilian leaders responsible for the various recourse mechanisms to explore ways to improve its effectiveness in solving work-related conflicts at the lowest level possible. The key strategy of the Partners Forum initiative is threefold:

- ADR must become the first option for dealing with conflicts;
- leadership competency and accountability in conflict management must be strengthened; and
- ADR promotion network must be strengthened.

Four working groups were established in 2008 in support of the strategy. While DGADR on its own does not have the authority to implement any of the action items or strategies mandated through DMC's approval of the Partners Forum Action Plan, it has a vested interest in guiding and encouraging the implementation of the strategy. Besides, in some cases, DGADR is taking a lead role in championing the work, such as the development of conflict management training for both military and civilian personnel.<sup>12</sup>

The working groups are mostly supported administratively by the DGADR staff. These groups are further divided by the following sub-grouping:

- **Formal Complaint Process Subject Matter Experts (SME)** is comprised of Director General Canadian Forces Grievance Authority (DGCFGA), Director General Labour Relations and Compensation (DGLRC), Canadian Forces Grievance Board (CFGB) and Director Diversity and Well-Being (DDWB)/Director Human Rights and Diversity (DHRD).
- **Learning and Professional Development SME** includes Canadian Defence Academy (CDA) and Director General of Learning and Professional Development (DGLPD) as these organizations are responsible for learning and professional development of both military and civilian personnel.
- **Career Management and Policy** is comprised of personnel from Director General Military Careers (DGMC), CMP, Director General – Civilian Employment Strategies and Programmes (DGCESP) and Directorate Civilian Executive Services (DCES). These functional experts are responsible for issuing direction that governs how performance is evaluated for military and civilian personnel.

<sup>12</sup> Memorandum 1180-1 (DGADR 3) 18 February 2008 DGADR PARTNER'S FORUM: THE WAY AHEAD.



- **Communications and Promotion** sub-group includes Public Affairs personnel from each of the L1 organizations responsible for communication policy and strategies.

DGADR has a Campaign Plan ([Annex B](#)) that has been presented to CMP and ADM(HR-Civ) in which ADR is the first consideration in time of conflict.

To sum up, there is a collegial approach to integrate ADR methods into the policies, programs, processes and behaviours.

## Internal Partnerships

DGADR recognizes the value of a collaborative approach in dealing with labour relations matters and is a member of the Union Management Consultation Committee (HR). DGADR has also re-activated the ADR Advisory Group and conducts Advisory Group meetings with the unions, bargaining agents and the Director Labour Relations and Operations to obtain union and civilian Human Resources (HR) management input. In addition, efforts are made by DRCs to work actively with all unions and Human Resource Officers (HRO) at the local levels.

The DRC and HRO survey indicates that in general unions support ADR at the national level but may not offer consistent support at the local levels. Therefore, work is required to build trust and collaborative approaches with the union representatives at the local level. Training of union officials particularly at the Shop Steward level is critical for better understanding and collaboration between the parties. It is highlighted that HROs use informal means in promoting and educating the managers, employees, and union representatives about the benefits and value of ADR.

Notably, the role of Associates has evolved since the inception of the Program. In the formative years of the program, the role of the Associate was basically to help people connect with the interest-based processes and to become more knowledgeable in ADR, and to augment the DRCs' capacity to conduct mediations during peak periods. Moreover, the DRCs have initiated the creation of a "DRC Associate Network" in their regions, which is comprised of employees, members, cadets and union officials in order to expand their outreach to a larger number of people across DND/CF. DRC Associates receive additional training from practitioners to enhance their understanding and abilities in informal conflict resolution. The Associates have evolved into more of a referral agent or champion, as well as adding coaching capacity to DGADR training events. As a result, DRC Associates increase the organizational capacity to resolve conflict informally. Thus, the contribution of the Associates is important to DGADR.

## Measures taken (Recommendation 12: External Partnership)

DGADR participates actively in the Federal Public Service in initiating discussions with other government departments (OGD) and foreign government organizations. DGADR is engaged with the Federal Informal Conflict Management System Network and is currently the co-chair of this Network.

Moreover, a number of DRCs have expressed interest in having Memorandum of Understanding with OGDs. The Canada Security Establishment is provided with training and intervention services and requests have been made to provide services to employees of Department of Foreign Affairs and International Trade. DRCs are also represented in various interdepartmental committees including Integrated Conflict Management Services and Federal Interest-Based Negotiation meetings on a regular basis.

However, sharing of ADR Practitioners with OGDs in peak periods may not be a viable option for the Conflict Management Program. “While other government departments have indicated interest in shared services, the DND experience to date has been that the competencies of practitioners from other departments differ significantly from those in DND, and are of limited usefulness. Thus, there are limited opportunities to work with quid pro quo arrangements with other departments to meet mutual needs.”<sup>13</sup>

DGADR works in collaboration with the Human Resource Management Modernization Branch of the Public Service Agency in matters such as the policy and development of instruments to acquire outside contractors. Additionally, DGADR liaises with his counterparts in Australia, New Zealand, United Kingdom and United States.

### **Status**

Recommendation 2: Internal partnerships (implemented) Recommendation 12: External partnerships (implemented)
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<sup>13</sup> DGADR Business Plan FY2009/10 – FY 2012/13, p. 5.



## Capacity Building

Coradix Recommendation 3: Fine-tune Human Resource strategies to encourage greater use of ADR by the military and to maximize efficiency of service delivery.

Coradix recommendation 5: Continue efforts to build a cohesive and high performing team within EDCM and the DRCs.

### Measures taken (Recommendation 3: Human Resource Strategies)

The DGADR human resources are distributed between the headquarters office, regions and DRCs. Each DRC is comprised of ADR practitioners and support staff. The ADR practitioners are responsible for conducting training and mediation while qualified coaches may be sought to assist in the role-plays.

Most interviewees provided positive feedback about the qualifications and skills of the ADR practitioners. It was recognized that DGADR has designed the program with a focus on bringing in qualified staff because the expertise and credibility of the program depends on the quality of its resources.

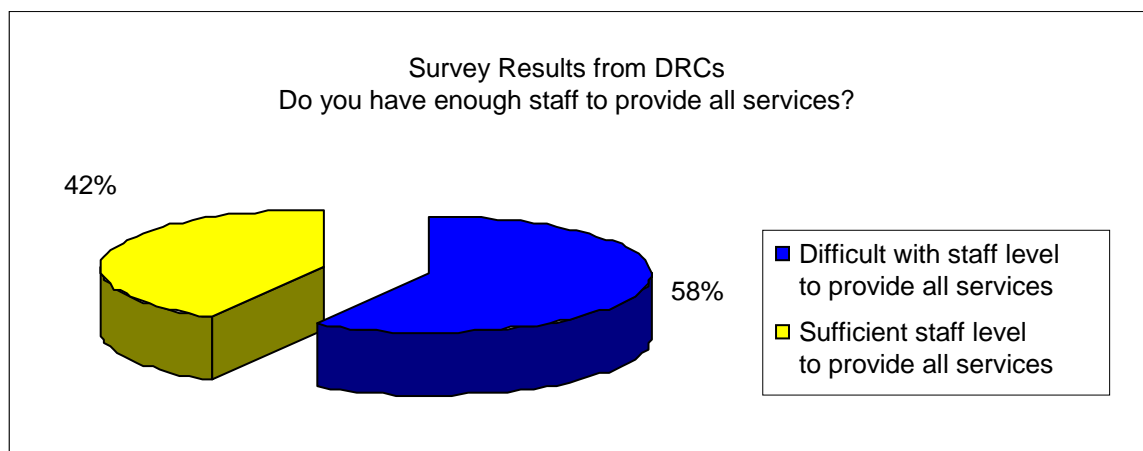
DGADR has recruited Reserve Force Commissioned Members and NCMs, both on a full-time and part-time basis which may increase over the next year. DGADR staff also works closely with the career managers to attract suitable military candidates and appoint them to suitable geographical location.

Up until December 2008, during periods of peak demand, the DRCs had the ability to augment their staff from a National Master Standing Offer (NMSO). There were mixed results from using contractors; many of them were good, but others had limited experience in working with the government and in particular the DND/CF culture and environment. DGADR had been working with PWGSC and OGDs to develop a new and comprehensive NMSO but this work collapsed due to the inability to develop a suitable contract mechanism that met both the needs of the departments and PWGSC's contracting parameters.

The majority of the DRCs believe that they are understaffed and, as a result, ADR intervention services are not always provided on a timely basis (see Figure 3). Failure to provide timely services may compound the issues and could lead to formal grievances. According to the survey results, the following challenges are faced by DRCs in providing ADR services with their existing staff levels:

- Increased workload;
- Integrated training creates pressure in meeting demands for intervention services;
- Service to clientele in remote locations;
- Support to other DRCs;
- Clients come in waves, creating pressure points; and
- Group needs assessments create complex workloads that can be difficult to plan for due to the number of participants.





**Figure 3. Survey Results from DRCs.** When asked whether they have enough staff to provide all services, seven DRCs reported that it was difficult to provide all services with current staff levels. Five indicated that staff levels were sufficient to provide all services.

Responding to conflict in a timely manner is recognized as being critical by the HROs and union representatives. Periods of delay may be experienced when conflict is being resolved through the ADR mediation process. A DRC officer may initially start the process but it could take long periods of delay before the parties actually get together due to the availability of ADR practitioners and scheduling issues.

### Measures taken (Recommendation 5: Building Performing Teams)

DGADR continues to build capacity within the regions and DRCs. Mentoring is actively pursued and promoted through Personal Learning Plans. In addition, DGADR has engaged all of its staff members in the development of its most recent strategic plan.

Complex mediation cases are normally administered by the DRCs' senior ADR practitioners who can best meet client needs while a very few select cases involving high profile personnel may be "flagged" by DRCs to DGADR's national office. Moreover, DGADR's Manager of Operations conducts visits to the Regions and DRCs to assist and monitor DRC and regional workloads and service standards while the Manager of ADR Services, as the functional authority, monitors the intervention, training and promotion policies and procedures for compliance and standardization.

In 2007, DGADR had its personnel's work descriptions revised and standards set across the regions and DRCs. Currently, the work descriptions are undergoing classification review. DGADR has also initiated a comprehensive learning plan program which is intended to maximize training opportunities for all DGADR staff members.

The comprehensive learning plans reflect both the anticipated work skills necessary for the job at hand and skills required for a broad range of opportunities. The DGADR Strategic Plan 2007-2008 is used as the baseline document for internal DGADR workforce.

### Status

Recommendation 3: Human Resources Strategy (in progress)

Recommendation 5: Building Performing Teams (in progress)



## Organization Alignment

Coradix Recommendation 4: Realign DRC resources to balance staff with the demand for services and to minimize any perception of conflict of interest.

### Measures taken (Recommendation 4: Realignment of DRC Resources)

In 2005, DGADR re-organized on a regional basis and is currently undergoing additional organizational realignment. The six regions are being reduced to four, namely: Eastern, Central, Western and NCR. The new structure features three military regional advisors with both geographic responsibilities and a responsibility to provide focused support to each of the three Environmental Commands: the army, navy and air force (refer to [Annex C](#)).

The civilian manager of the NCR will also have broad responsibilities for civilian personnel matters. The regional headquarters will focus on providing the necessary leadership and governance. The local DRC leadership will continue to deal with the three new Regional Managers and focus on the Environmental Commands to align client needs to service providers.

DGADR is also considering the expansion of DRCs to new locations such as Bagotville and Toronto. It is stated that:

“Bagotville shares many similarities with Cold Lake and yet the services have been provided on a part time basis from the DRC at Valcartier. Local discussions indicate that where there is DGADR presence on site, the demand for services would increase as members and employees would see and use ADR as a first default response.”<sup>14</sup>

Toronto and South Western Ontario are currently serviced from the DRC in Borden. DGADR plans to establish a DRC in Toronto with the focus on providing various services to South Western Ontario and the units in and around Toronto. Currently, DGADR is monitoring other locations such as Comox, Wainwright and Shilo to determine whether other DRCs are also warranted.<sup>15</sup>

A pilot project on Community Mediation Services was launched at Canadian Forces Base Petawawa with the intention of providing conflict management support to families of service personnel deployed in Afghanistan. This project will be evaluated to determine the applicability of such support across the CF.

<sup>14</sup> DGADR Business Plan FY 2009/10 – FY 2012/13, 29 August 2008, p. 11.

<sup>15</sup> Ibid.

Additionally, DGADR is examining its organization and competency profiles to ensure that the organization and resources are appropriately aligned to reflect changes with regards to the nature, volume and elements of the work assigned. DGADR expects that realignment of resources will allow for better management of DRCs within the regions while improving the relationship between environmental commands and the DRCs. DGADR and its staff will remain functionally responsible to CMP and ADM(HR-Civ) while improving responsiveness to both regional commanders and environmental commanders.

**Status**

Recommendation 4: Realignment of DRC Resources (in progress)



## Training

Coradix Recommendation 6: Enhance the training strategy to more fully support DND/CF's culture change objectives.

Coradix Recommendation 7: Use the criteria identified in the Training Effectiveness Study as a basis for developing a comprehensive training evaluation framework.

### Measures taken (Recommendation 6: Enhance Training Strategy)

Since the Coradix Formative Evaluation in 2004, the interest-based conflict resolution training offered by the DRCs has evolved and has now been refined. The training is based on best practices for adult learning and is interactive and practical.

There are various training opportunities available through DRCs for CF members and civilian employees, including standard, integrated and tailored courses.

As a result of the DMC decision in June 2006, the DGADR pursued opportunities to integrate conflict management components into existing civilian and military training courses.

DGADR has developed training packages for NCMs which are now integrated in their leadership training. The ADR training is integrated into NCM Professional Development, across all development levels.

DGADR is presently developing a program for officers' training during their development periods. Thus, ADR training is integrated within the military leadership context, but for the civilians, it remains voluntary except for civilians who are enrolled in the Defence Leadership Curriculum.

Leadership is also recognized as a key component for the cadet program. The DGADR supported the Canadian Cadet Movement by providing ADR services and assistance in the development of the Cadet Conflict Management System.

DGADR offers training to both military and civilian personnel jointly. The training modules are not developed specifically to deliver cross-cultural awareness between military and civilian cultures. However, the cross-cultural differences that are explored could extend beyond military and civilian cultures and may include conflict in the workplace due to age, race, religion or other characteristics.

The ADR training process is aimed at ensuring that the participants become aware of the "needs and interests" of other individuals. The training is intended to ensure that participants better understand the "interest-based" versus "rights-based" approach to conflict management.

The majority of the interviewees and survey respondents agree that ADR training fosters cross-cultural awareness.



A Joint Learning Program was also developed with the cooperation of the Union of National Defence Employees and the bargaining agents. This course allowed managers and union representatives to work together to impart ADR skills to employees and members and, at the same time, strengthen labour-management relations. However, due to challenges in the delivery of the program the course was discontinued.

DGADR is a learning organization and is continuously working towards improving and providing training programs for operational effectiveness and unit cohesion. Conflict management skills are being used in deployed operations.<sup>16</sup>

“This training was great. I used my training right away on tour. I feel that without the training, issues would have gotten out of hand....”

“...had many dealings with personnel from outside our Mission Support Squadron that did not have the benefit of this training. Their personalities provided a hostile working environment. It was very difficult to maintain cool and the situation could have blown up, causing a failure in the tour. However, through calm application of the processes learned, each case was dealt with without grave incidents.”

“ADR training was pivotal for the deployment. Given the small group in theatre and the close living proximity, the ability to recognize and engage discussions on potential issues with my staff proved a valuable resource.”

There has been a significant increase in personnel trained in ADR. The total CF members and civilian employees trained in FY 2006-2007 was 10,471 whereas in FY 2007/08 there were 14,002—an increase of 25 percent<sup>17</sup> (refer to [Annex D](#)).

### Measures taken (Recommendation 7: Training Effectiveness Study)

The “Training Effectiveness Study,” recommended by Coradix and developed by Lieutenant-Commander Gran-Ruaz as a basis for the design of a comprehensive training evaluation framework, was not pursued. However, DGADR has engaged the CDA standards cell in a validation study of the Resolving Conflict Effectively and Conflict Management for Leaders courses in the context of Officer Development Periods. Additionally, there are training-related questions in the forthcoming ADR survey.

### Status

Recommendation 6: Enhance Training Strategy (implemented)

Recommendation 7: Training Effectiveness Study (in progress)

<sup>16</sup> 8 Mission Support Squadron – Post Operation Report debriefing and Lessons Learned (6 May 2008).

<sup>17</sup> DGADR On-Line Data Collection.



## Management Information Systems

Coradix Recommendation 8: Complete the design and implementation of the new tracking system for interventions.

Coradix Recommendation 9: Create an integrated performance measurement framework.

Coradix Recommendation 10: Improve information management practices to accelerate learning and development.

### Measures taken (Recommendation 8: Tracking System)

Since the Coradix report, DGADR, in FY 2005/06, has implemented an on-line data collection system which primarily serves the corporate/strategic needs. This on-line data collection system has standardized the format of data gathering by the DRCs. At the business level, it is used in distinguishing the services offered such as training, intervention and promotional activities. Data collected by DRCs regarding ADR interventions allows analysis of a number of factors such as: type of interventions, parties in the process, language, rank of individuals and source or referral. The DRCs also collect data on mediation results, nature of issues, and evaluation of mediation process. Client feedback is also collected for qualitative analysis on services provided. Due to issues of security and confidentiality of information collected, the data collection system was not permitted to include information such as Unit Identification Codes (UIC) or any data that could identify an individual.

However, the electronic survey indicates that the tracking system no longer meets the local DRC requirements as it does not allow the DRCs to generate and produce tailored reports or access historical data. All DRC survey respondents agree that the DGADR tracking system is ineffective and requires to be updated.

Most key informants believe that the system:

- Is not user-friendly and information is difficult to retrieve;
- Does not allow DRCs to generate tailored reports;
- It is a data collection program and not a file management program;
- Needs to provide greater utility at the local level (case management system) and also allow certain data to filter through firewalls to fulfill national program requirements; and
- Some DRCs have designed their own systems using a spreadsheet for case file management and input specific data into DGADR system while others keep hard copy on file and refer to them when tailored reports are required.

Hence, even with realignment of DGADR, the new organizational structure will not have the capability to capture data by Environment or by the National Defence Headquarters L1 because the data is not captured by UIC. Therefore, updating the data collection system so that it reflects new reporting requirements and operational needs will help Regional Managers and SMEs present a reliable picture of their area of responsibility.

Although, DGADR initially developed a tracking system, it does not meet the full spectrum of the actual management and reporting requirement needs of the Conflict Management Program. This is an important issue which is also highlighted in the DGADR BP FY 2009/10–FY 2012/2013 and was supported by CMP staff.

### **Measures taken (Recommendation 9: Integrated Performance Measurement)**

Coradix highlighted the importance of DGADR creating an integrated performance measurement system with the collaboration and partnership of various groups responsible for the right-based processes to establish an integrated set of measures for success.

Although, DGADR emphasizes the resolution of conflict in workplace at the lowest level and to some extent collaborates with the rights-based processes, there are presently no integrated set of metrics for measuring the trends in type and cost of conflict at the various formal and informal levels. It is therefore challenging for the Conflict Management Program to measure its impact.

To measure the impact of the Conflict Management Program, the following may be used as potential key indicators:

- Cost savings to both organization and the parties;
- Time savings to both the organization and the parties;
- Reduction in costs and time spent in managing complaints;
- Participation rates of the parties in the ADR process;
- Participation satisfaction with the fairness of the ADR processes;
- Settlement rates;
- Quality of settlement in terms of durability, creativity, etc.;
- Time required to resolve disputes using ADR versus rights-based means of dispute resolution;
- Increase durability of outcomes;
- Reduced workplace conflicts;
- Reduced rates of dispute recurrence;
- Impact on dispute environment;
- Impact on relationships between parties; and
- Reduction of the number of grievances and harassment complaints.

DGADR needs to develop indicators of success for the program as a whole with a focus on outcomes (immediate, intermediate and long-term). It is essential to establish benchmarks against which to measure its impact and progress—a logic model could be helpful (see [Annex E](#)).

### **Measures taken (Recommendation 10: Management Practices)**

In collaboration with DRCs, the DGADR staff discuss and document issues pertaining to Standard Operating Procedures and share best practices. The Manager of Operations and his staff conduct visits to regions for guidance and required assistance.



In 2005, the Operations Manual and Guidelines were published. However, the electronic DRC survey and key stakeholder interviewees suggest that the manual needs to be updated to reflect new realities and requirements. Currently, directives and new policies are transmitted through electronic messaging by DGADR.

DGADR offers an internet and intranet website which provides information on ADR policies and guidelines, past publications, annual reports, frequently asked questions and other related links. The on-line mediation tools have not yet been sufficiently investigated to pursue on-line mediation.

The DRC survey respondents suggest that it would be valuable to provide additional data on the web with reference to the ADR success rates including intervention and mediation, stories, case studies and trends.

DGADR is currently exploring the most optimal use of technology in sharing information with staff, clients and stakeholders. Also, for sharing best practices, DGADR has increased its usage of conference calls between the national office, Regional Managers and operational staff.

### Status

Recommendation 8: Tracking System (in progress) Recommendation 9: Integrated Performance Measurement (in progress) Recommendation 10: Management Practices (in progress)
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### Recommendations

**Tracking System.** DGADR needs to update its tracking and data collection system to take into account the new reporting requirements and operational needs.

**(OPI: CMP and DGADR)**

**Performance Measurement.** DGADR should define measurable outcomes (immediate, intermediate and long term) against which the Program can assess its impact.

**(OPI: DGADR)**

## Costing Model

Coradix Recommendation 11: Develop a process and model that allows the program to demonstrate the full savings it is providing to DND/CF and to show the trends for use of ADR and rights-based processes.

### Measures taken (Recommendation 11: Costing Model)

Nil

## Literature Review

Workplace conflict and its related costs have been the focus of many studies. The article “Workplace Conflict and How Businesses can Harness it to Thrive (May 2008)”<sup>18</sup> provides analysis of workers’ attitudes about conflict. The authors surveyed 5,000 full-time employees in nine countries around Europe and the Americas (Belgium, Brazil, Denmark, France, Germany, Ireland, Netherlands, United Kingdom and United States) and suggest that poorly managed conflicts have a cost attached to it. On an average, an employee spends 2.1 hours a week dealing with conflict.

The fact that an average employee spends 2.1 hours a week dealing with conflicts is an eye opener for management, making them aware of the importance of dealing swiftly with conflicts and acquiring appropriate training and skills to deal with them.

The merit of the Program should not just be measured by the number of issues that can be resolved at the lowest level possible but also by reviewing against the overall number of grievances and harassment cases that are initiated and resolved each year. By implementing a rigorous cost conflict measurement system, DND/CF would need to establish good quality data on the numbers of grievances and harassment cases entering the system and being resolved.<sup>19</sup>

A review of literature suggests that conflict in the workplace can be considered an asset to the organization because it may be viewed as an opportunity for creativity, collaboration and improvement. However, it is considered to be a costly exercise if the conflict remains unresolved. The impact of conflict in the workplace may be distressing and harmful resulting in:

- grievances and litigation;
- employee turnover;
- lost of productivity;
- absenteeism;
- low morale;
- sick leave; and
- sabotage.

<sup>18</sup> CPP Global Human Capital Report, July 2008.

<sup>19</sup> Coradix Evaluation Report, 2004, p. 54.



DGADR should develop a costing model to demonstrate the value for money of the program and to be used as a comparison tool to indicate the cost-benefit of different approaches to conflict resolution.

### Status

Recommendation 11: Costing Model (not implemented)
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### Recommendation

**Costing/Saving Model.** Develop a costing model to demonstrate the value for money of the program and to be used as a comparison tool to indicate the cost-benefit of different approaches to conflict resolution. **(OPI: DGADR)**



## Governance

Review of the governance structure within the current hierarchical context.

The Conflict Management Program (ADR) is a mixed civilian and military initiative. The DGADR is functionally accountable to two L1s—CMP and ADM(HR-Civ)—for the effective delivery of ADR services. However, CMP has the responsibility for funding the Conflict Management Program (ADR) and the DGADR BP is negotiated with and approved by CMP only. For unity of direction and to better reflect the shared accountability between CMP and ADM(HR-Civ), it is recommended that the DGADR BP be jointly approved by the two functional authorities.

Feedback from the stakeholders confirms that, in general, under the current hierarchical context, the Conflict Management Program directive, policy, guidelines, delegation of authority, responsibility and accountability are clearly defined and understood.

Presently, DGADR is in the midst of restructuring its internal organizational structure. This initiative is expected to realign DGADR's regional hierarchy from six regions to four. The Regional Manager will have a new responsibility for Environments and is expected to be the operational SME. The roles and mandate for the new Regional Managers are under development and are being piloted for the Western Region, which includes DRCs for Winnipeg, Cold Lake, Esquimalt and Edmonton. The transition phase is expected to be in effect during FY 2009/10.

The DGADR also provides services to contract employees (for example: Commissionaires, Military Family Resource Centers, Specialist Contractors, family and community services); therefore, the governance surrounding the provisions of these services would need to be clarified.

## Recommendation

**Governance.** For unity of direction and to better reflect the shared accountability between CMP and ADM(HR-Civ) it is recommended that the DGADR BP be jointly approved by the two functional authorities. **(OPI: CMP and ADM(HR-Civ))**

## Summary of Findings

Serial	Coradix Recommendations	Status		
1	Maintain funding for the Conflict Management Program.	Implemented		
2	Leverage internal partnerships to enhance dispute resolution processes within DND/CF.	Implemented		
12	Leverage the capability developed within DND/CF to assist other government departments with the implementation of ADR programs.	Implemented		
3	Fine-tune Human Resource strategies to increase use of ADR by the military and to maximize efficiency of service delivery.		In progress	
5	Continue efforts to build a cohesive and high performing team within EDCM and the DRCs.		In progress	
4	Realign DRC resources to balance staff with the demand for services and to minimize any perception of conflict of interest.		In progress	
6	Enhance the training strategy to more fully support DND/CF's culture change objectives.	Implemented		
7	Use the criteria identified in the Training Effectiveness Study as a basis for developing a comprehensive training evaluation framework.		In progress	
8	Complete the design and implementation of the new tracking system for interventions.		In progress	
9	Create an integrated performance measurement framework.		In progress	
10	Improve information management practices to accelerate learning and development.		In progress	
11	Develop a process and model that allows the program to demonstrate the full savings they are providing to DND/CF and to show the trends for use of ADR and rights-based processes.			Not implemented
<b>Total</b>		<b>4</b>	<b>7</b>	<b>1</b>

**Table 2. Summary of Findings.** Of the 12 Coradix recommendations, four were implemented, seven are in progress and one has not been implemented.

## Annex A—Management Action Plan

### Management Information System

#### CRS Recommendation

1. **Tracking System.** DGADR needs to update its tracking and data collection system to take into account the new reporting requirements and operational needs.

#### Management Action

The requirement for an updated data collection system was articulated in the Business Plan for 2009/10, estimated at \$60,000, and supported by CMP staff review. The project to update the DGADR data collection system will be initiated as funding permits.

**OPI:** CMP and DGADR

**Target Completion Date:** March 2010

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#### CRS Recommendation

2. **Performance Management.** DGADR should define measurable outcomes (immediate, intermediate and long term) against which the Program can assess its impact.

#### Management Action

The nature of the ADR program makes quantifiable performance measures and a costing model demonstrating value for money very challenging to develop. True success will be achieved when the services of DGADR are no longer required, as all conflicts would be managed informally, as early as possible, and at the local level.

That said, DGADR will provide a framework identifying the strategic outcomes (immediate, intermediate and long term) of the program. In addition to these outcomes, DGADR will identify indicative measures to assess the program's impact, how data will be collected and reported on as well as projected targets to achieve for each identified outcome. As part of that plan DGADR is instituting a trial that will assess the efficacy and effectiveness of using mandatory informed consideration of ADR first in the CF grievance and other rights-based processes. Also DGADR intends to leverage various research surveys and studies that focus on effectiveness of ADR training, the effect on unit morale, etc. DGADR will continue to benchmark its performance and processes with both other government departments and other Ministries of Defence.

**OPI:** DGADR

**Target Completion Date:** March 2011

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ANNEX A

## Costing Model

### CRS Recommendation

3. **Costing/Saving Model.** Develop a costing model to demonstrate the value for money of the program and to be used as a comparison tool to indicate the cost-benefit of different approaches to conflict resolution.

### Management Action

DGADR will continue to explore the generic cost of conflict work (see comment at para 2). A DND/CF survey was launched in May 2009. The cost of conflict work done by DGADR will be made available to those responsible for other recourse mechanisms. DGADR will initiate a contract to have a model developed that compares the costs associated with the informal and formal conflict management processes and provides indications of cost savings that can be achieved through the informed consideration of ADR as the preferred first step in both the military and civilian grievances.

**OPI:** DGADR

**Target Completion Date:** March 2011

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## Governance

### CRS Recommendation

4. **Governance.** For unity of direction and to better reflect the shared accountability between CMP and ADM(HR-Civ) it is recommended that the DGADR BP be jointly approved by the two functional authorities.

### Management Action

CMP and ADM(HR-Civ) will jointly establish the priorities for DGADR to pursue during the business planning period. The BP submitted to CMP will reflect the agreed priorities. This can be implemented for the FY 2010/11 BP cycle.

**OPI:** CMP and ADM(HR-Civ)

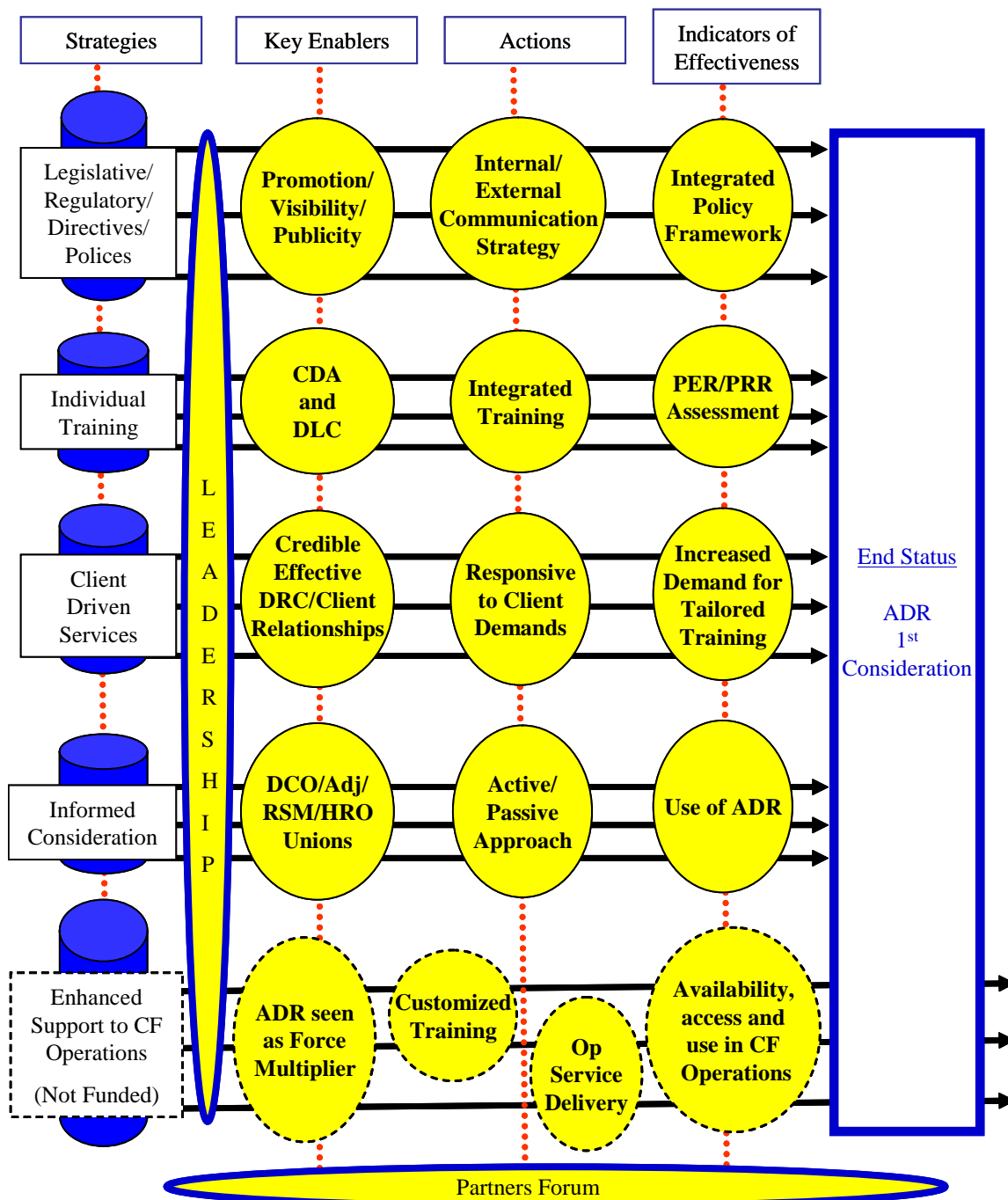
**Target Completion Date:** December 2009

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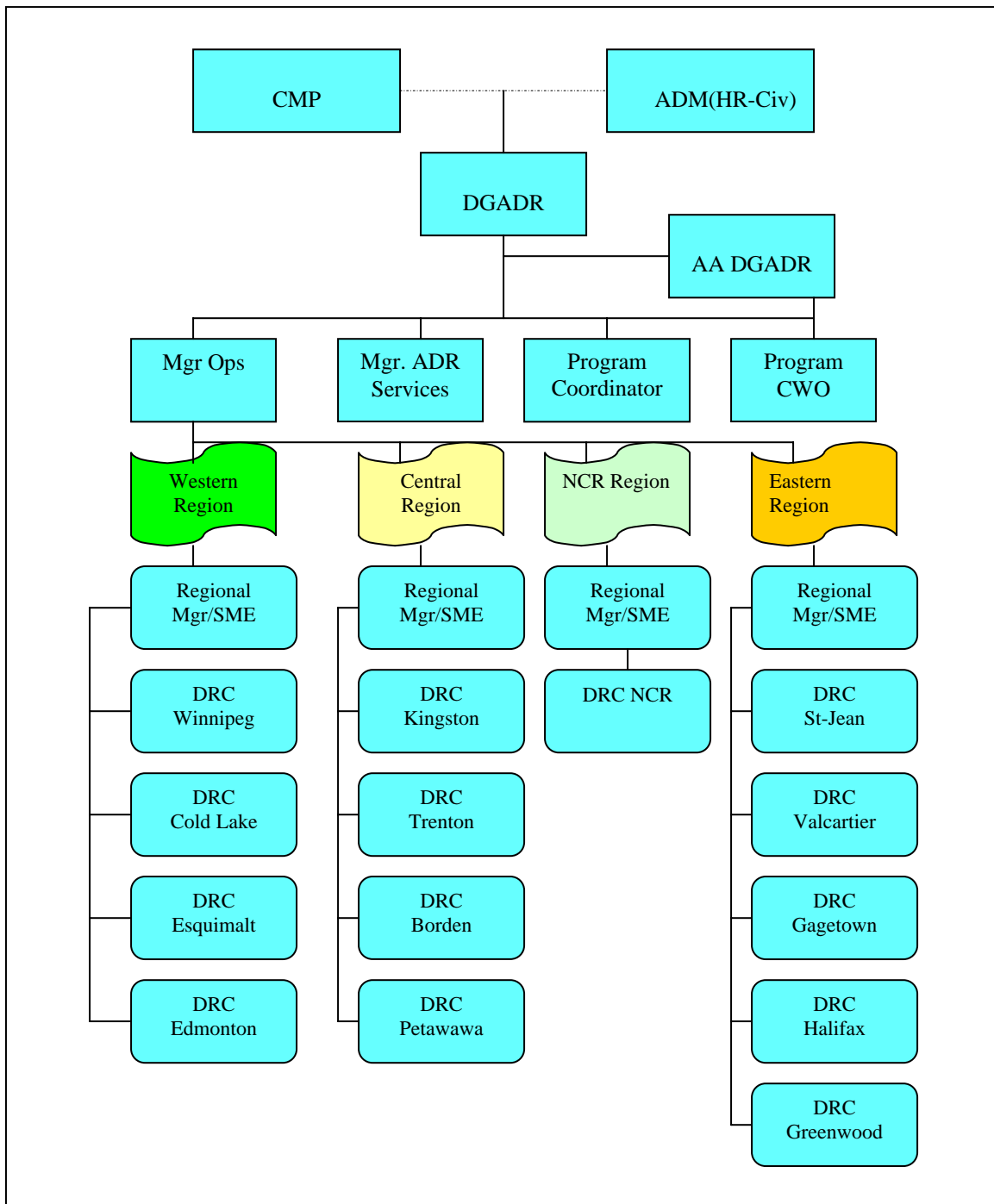


## Annex B—Integration of ADR into the Canadian Forces and the Department of National Defence



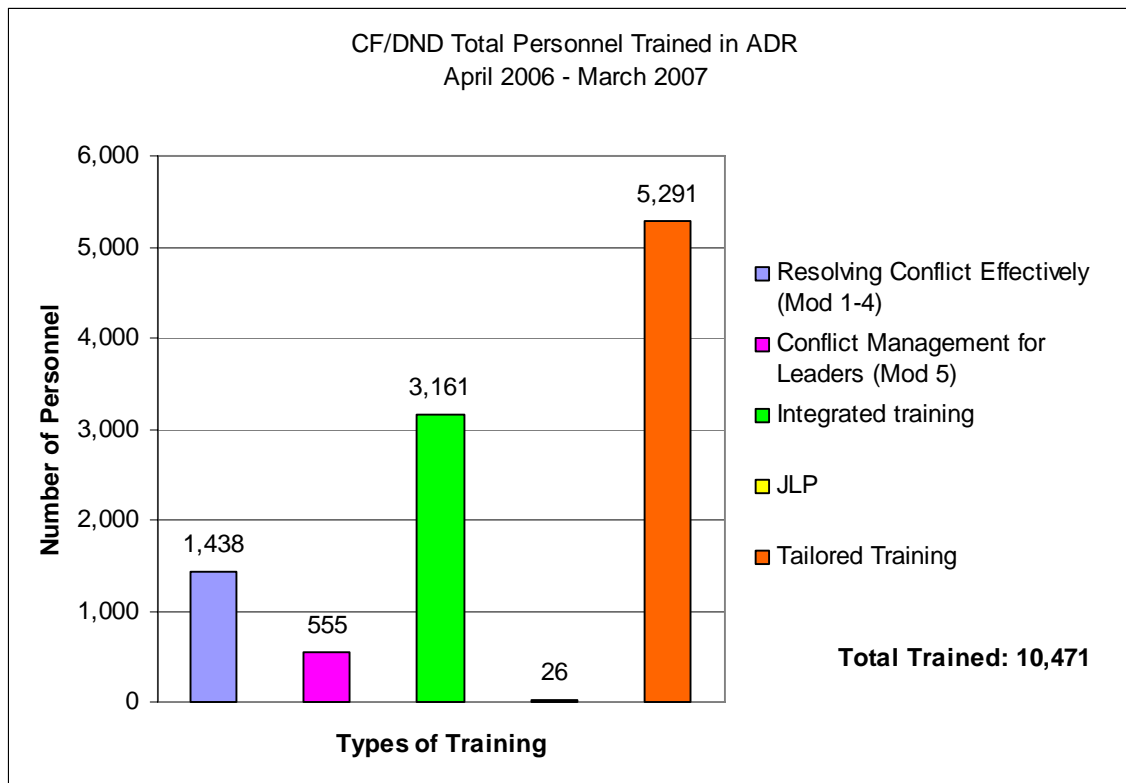
**Figure 4. Integration of ADR into the CF and DND.** The key strategy of the Partner's Forum initiative is to strengthen leadership competency and accountability in conflict management. This forum brings a collegial approach to integrate ADR methods into policies, program, processes and behaviours.

## Annex C—DGADR New Organizational Chart



**Figure 5. DGADR New Organizational Chart.** This unofficial DGADR organization chart depicts the new grouping of the DRCs into four regions. Each region is headed by a Regional Manager/SME and all four report to the Manager of Operations.

## Annex D—Personnel Trained in ADR

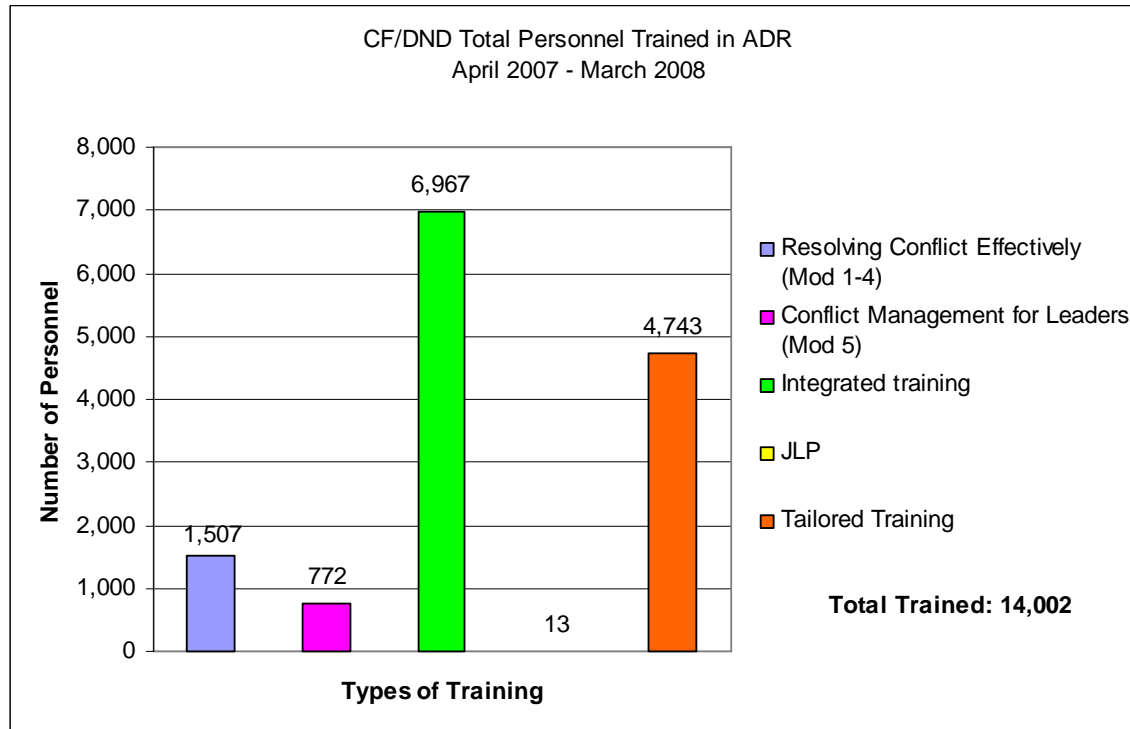


**Figure 6. CF/DND Total Personnel Trained in ADR from April 2006 to March 2007.** The total number of personnel trained in ADR from April 2006 to March 2007 is 10,471. The training modules and number of participants are broken down in the following table:

Types of Training – FY 2006/07	Number Trained
Resolving Conflict Effectively (Mod 1-4)	1,438
Conflict Management for Leaders (Mod 5)	555
Integrated training	3,161
JLP	26
Tailored Training	5,291
<b>TOTAL</b>	<b>10,471</b>

**Table 3. CF/DND Total Personnel Trained in ADR from April 2006 to March 2007.**

ANNEX D

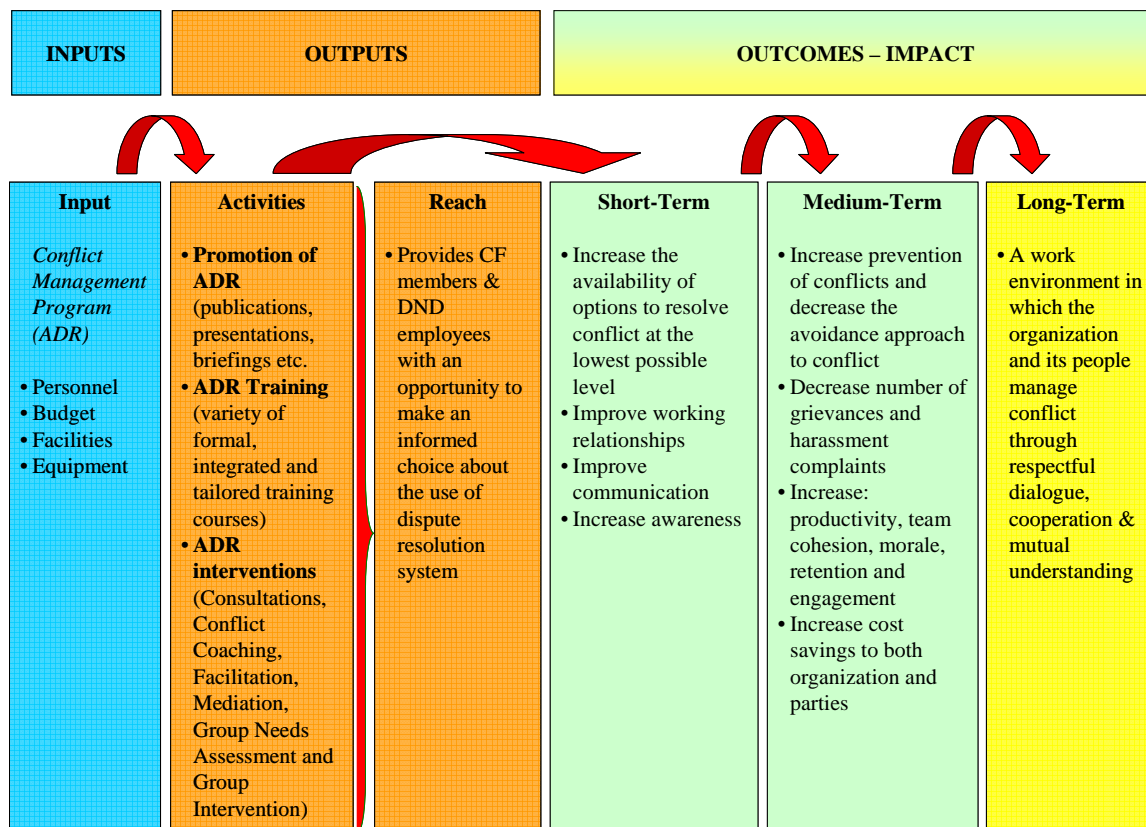


**Figure 7. CF/DND Total Personnel Trained in ADR from April 2007 to March 2008.** The total number of personnel trained in ADR from April 2007 to March 2008 is 14,002. The training modules and number of participants are broken down in the following table:

Types of Training – FY 2007/08	Number Trained
Resolving Conflict Effectively (Mod 1-4)	1,507
Conflict Management for Leaders (Mod 5)	772
Integrated training	6,967
JLP	13
Tailored Training	4,743
<b>TOTAL</b>	<b>14,002</b>

**Table 4. CF/DND Total Personnel Trained in ADR from April 2007 to March 2008.**

## Annex E—Conflict Management Program: Simplified ADR Logic Model



**Figure 8. Conflict Management Program: Simplified ADR Logic Model.** The logic model describes how activities undertaken produce a variety of outputs which, in turn, result in a chain of outcomes that are expected to occur.

In this proposed logic model, the Conflict Management Program (ADR), through its core activities of promotion of ADR, ADR training and ADR intervention, provides CF members and DND employees with an opportunity to make an informed choice about the use of the dispute resolution options. The desired long-term impact is the creation of a work environment in which the organization and its people manage conflict through respectful dialogue, cooperation and mutual understanding.