

Performance Measurement Framework Tool

Instrument Title:																			
Office of Primary Interest (OPI):	L2: Contact Information:																		
DMPPI Analyst:																			
Functional Authority (check all that apply):	<table style="margin: auto; border: none;"> <tr> <td>CMP</td> <td>DM</td> </tr> <tr> <td>CDS</td> <td>VCDS</td> </tr> </table>	CMP	DM	CDS	VCDS														
CMP	DM																		
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Application (check all that apply):	<p>officers and non-commissioned members of the CAF</p> <p>officers and non-commissioned members of the Regular Force (Reg F) and the Primary Reserve Force (P Res)</p> <p>officers and non-commissioned members of the CAF who act as managers or supervisors of DND employees</p> <p>public servant employees of DND</p> <p>public servant employees of DND who act as managers or supervisors of CAF members</p> <p>supplementary reserve</p> <p>COATs</p> <p>Canadian Rangers</p>																		
Domains of Work:																			
Instrument Type:																			
Functional Area:	<table style="width: 100%; border: none;"> <tr> <td>personnel selection</td> <td>pension</td> </tr> <tr> <td>recruiting</td> <td>professional development</td> </tr> <tr> <td>military personnel production planning</td> <td>career management</td> </tr> <tr> <td>military dress policy</td> <td>succession planning</td> </tr> <tr> <td>individual honours</td> <td>terms of service</td> </tr> <tr> <td>individual training and education</td> <td>compensation and benefits</td> </tr> <tr> <td>military occupational structure</td> <td>military health services</td> </tr> <tr> <td>morale and welfare</td> <td>military chaplaincy</td> </tr> <tr> <td>return to work</td> <td>other</td> </tr> </table>	personnel selection	pension	recruiting	professional development	military personnel production planning	career management	military dress policy	succession planning	individual honours	terms of service	individual training and education	compensation and benefits	military occupational structure	military health services	morale and welfare	military chaplaincy	return to work	other
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Forward Policy Plan (FPP) Priority:	Yes No																		
Programs Associated (if applicable):																			
PMF Advisor (PMAD) Signature:	Signature: Comments:																		
Date of Last Review:																			

1. Purpose

1.1 The purpose of this tool is to support policy developers in drafting a Performance Measurement Framework (PMF). It connects policies under the functional authority of the Chief of Military Personnel (CMP), as set out in *DAOD 1000-7* to the performance indicators linked to Core Responsibility 3 of the National Defence Departmental Results Report (DRR).

1.2 The PMF Tool also ensures that policy development within CMP complies with the Treasury Board of Canada Secretariat's *Directive on Results* (2016) and strengthens the requirements to report on and validate policy instrument results during the Watch It! phase of the *CHARGE! Approach Policy Playbook*.

1.3 A PMF is a practical, structured approach to understanding whether a policy instrument is achieving its intended results. It brings together a set of interconnected components to clearly describe how a policy instrument is expected to work. By making the causal linkages between inputs, activities, outputs, and outcomes explicit, a PMF provides the foundation for meaningful measurement.

1.4 A well-designed PMF also supports the ongoing monitoring of policy instrument performance, communication with senior leadership, cyclical policy instrument review schedules, future policy evaluation, and business continuity.

1.5 A PMF is NOT an ad hoc collection of metrics, nor is it a tool for managing individual performance. It is distinct from workforce performance management processes such as *Performance and Competency Evaluation (PaCE)* or *Public Service Performance Management (PSPM)*.

1.6 This tool is intended to be used in conjunction with the *CHARGE! COMPAS*. The steps outlined in the *CHARGE! COMPAS*, including Gender-based Analysis Plus (GBA Plus), support effective performance measurement by ensuring CMP policies consider multiple courses of action, associated risks, and the diverse experiences of Canadian Armed Forces members and employees of the Department of National Defence.

1.7 This tool is designed to be completed sequentially, as the policy instrument progresses through the policy development lifecycle. It may be necessary to revisit and update earlier steps to reflect changes in scope, design or implementation, as you advance in the policy development lifecycle and the instrument matures.

1.8 Part A of the PMF Tool is to be completed and reviewed by the PMF Advisor (PMAD) as part of the CHARGE! Endorsement brief. Part A includes:

- a. Strategy Map – Identifying** the problem being addressed and **connecting** policy initiatives to broader organizational context.
- b. Logic Model – Describing** the causal or logical relationships between inputs, activities, outputs, and outcomes of a given policy.
- c. Key Performance Questions (KPQs) – Framing** what leadership needs to know about policy success.

1.9 Part B of the PMF Tool is to be presented to the CHARGE! Committee approximately one year after instrument promulgation. Part B includes:

- a. Key Performance Indicators (KPIs) – Gathering** evidence to monitor performance over time.

Part A: To be completed and reviewed by the PMF Advisor (PMAD) as part of the CHARGE! Endorsement Brief.

2. Strategy Map

2.1 A strategy map provides a visual representation of how a policy instrument aligns with and supports an organization’s strategic objectives. It establishes the logical connections between the policy instrument and the successful implementation of high-level CMP strategic goals.

2.2 To begin building a PMF for your policy instrument, start by filling out the strategy map diagram. The strategy map ensures that you connect the high-level goals of your policy instrument and specific policy instrument initiatives in a way that is relevant to CMP.

2.3 Using the **Problem ID Statement** from ‘Step 1 - Identify the Issue’ of your **CHARGE! COMPAS**, summarize the specific problem(s) being encountered, without implying a solution. Your problem ID statement should be short and concise, approximately 1-2 sentences, and can be taken directly from your CHARGE! COMPAS.

2.4 A **goal** is a long-term, strategic statement that describes the desired end-state for the organization. Goals support the fulfillment of the organization’s mandate and reflect aspirational outcomes that extend beyond any single policy instrument. They are often shaped by multiple policies or instruments.

2.5 A **strategic effect** describes the intended strategic changes that result from achieving the broader organizational goal. They link the actions of a policy instrument to broader goals by explaining what must be true in operational or organizational terms as a result of the policy instrument initiatives.

2.6 **Policy instrument initiatives** are actionable statements that describe what the instrument will deliver or put into effect in support of broader organizational goals. They may also indicate who owns which actions/programs within a policy instrument. Policy instrument initiatives represent the elements most directly within control of the instrument.

Strategy Map:

Problem ID Statement

1-2 sentences summarizing the specific problem(s) being encountered, without implying a solution.

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Goal

Long-term strategic statement that describes the desired end state.

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Strategic Effect

Provides the rationale for the policy instrument by describing the strategic changes that result from achieving the goal.

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Policy Instrument Initiatives

Actionable statements that describe the activities undertaken by the instrument in connection to the goal and strategic effect.

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3. Logic Model

3.1 A logic model is a visual framework that explains how a policy instrument is intended to work. It shows how resources invested in the instrument are used to carry out activities, how those activities produce outputs, and how outputs contribute to outcomes that create organizational change. By making these linkages explicit, a logic model highlights the underlying assumptions about how policy developers expect change to occur and provides a foundation for systematic performance measurement.

3.2 Inputs are the financial, human, and material resources required to implement the policy instrument. This includes funding, personnel and expertise, systems, tools, or guidance, and oversight structures. Inputs are fully within the organization's control but do not produce results on their own.

3.3 Activities are the specific tasks or actions carried out using the available resources to put a policy instrument into effect. Examples include creating guidelines, delivering training, monitoring progress, engaging with stakeholders, or running outreach programs. Unlike inputs, activities represent the work performed, not the resources behind the task.

3.4 Outputs are direct, tangible products or services resulting from policy instrument activities. Examples include published rules or directives, guidance tools, training delivered, and briefings, reports, or communications issued. Outputs are within the organization's direct control and can usually be counted or verified. Producing outputs does NOT demonstrate effectiveness, it simply means that the activities and outputs of a policy instrument have been delivered.

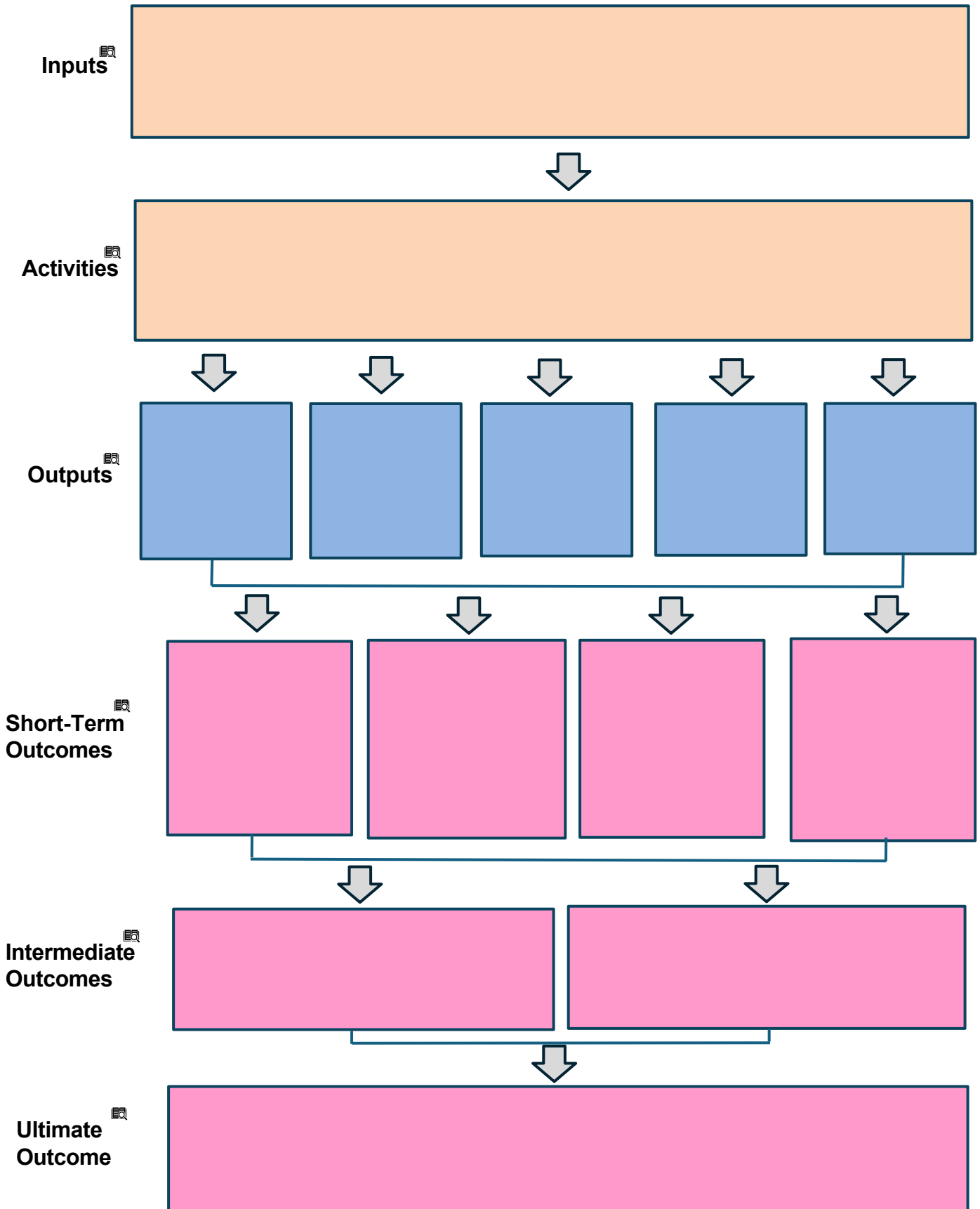
3.5 Outcomes describe the intended changes resulting from the policy instrument outputs. These changes may relate to behaviour, awareness, capacity, decision-making, or conditions. Outcomes are measured and must be supported by at least one key performance indicator. Outcomes are influenced by the policy instrument but not fully controlled by it. As outcomes move from 'short-term' to 'ultimate', attribution weakens and external factors play a greater role.

3.6 Within the [Departmental Results Report](#) (DRR), there are five core ultimate outcomes for CMP. At the highest level, all CMP policy instruments should support the delivery of at least one of the five core ultimate outcomes for CMP: i. Canadian Armed Forces is growing towards its end state of 101,500 personnel; ii. the health and well-being of the Defence Team is well supported; iii. the Defence Team reflects the values and diversity of Canadian society; iv. military families are supported and resilient; and v. youth in Canada are provided with experience and opportunities that enable a successful transition to adulthood. It is also possible for your instrument to have a different ultimate outcome, depending on the specific circumstances of your instrument, including a different authority.

3.7 Within a logic model, outcomes are categorized by timeframe:

- **Short-term outcomes** are the immediate changes that a policy instrument is expected to produce in knowledge, increased awareness, or improved access to a tool. These foundational shifts result directly from policy instrument outputs and are typically achievable within 1-3 years. There must be at least one key performance indicator associated with this outcome.
- **Intermediate outcomes** are medium-term changes in behaviour, decision-making, compliance, or the adoption of new practices. These shifts indicate that the policy instrument is being applied effectively and will generally emerge within 3-5 years. There must be at least one key performance indicator associated with this outcome.
- **Ultimate outcomes** are high-level CMP results that the policy instrument contributes to. They should support at least one of the five core CMP ultimate outcomes within the DRR, but may differ depending on the authority for the instrument.

Logic Model:



4. Key Performance Questions

4.1 KPQs are short, open-ended questions that identify the most critical aspects of policy instrument intent and intended outcomes. They focus on what matters most to understand success and they articulate what the organization needs to know to assess progress toward its strategic goals. Ultimately, KPQs translate the strategy map and logic model into focused lines of inquiry that guide the selection of meaningful KPIs.

4.2 KPQs shape the type of measurement required to produce relevant and useful evidence. Well-crafted KPQs can usually be answered with a small number of KPIs and should be designed to support decision making, rather than address every policy instrument initiative.

4.3 Here are a few tips on how to structure KPQs to get meaningful performance insight:

a. Make KPQs open-ended questions (to what extent, how well, why):

- Closed questions such as, “have we met our budget?” can be answered with a simple ‘yes’ or ‘no’, without inviting further examination. Open-ended questions such as, “how well are we managing our budget?” create space for interpretation and require evidence to support the answer.

b. Keep KPQs short and clear:

- A strong KPQ is short, clear and unambiguous. Each KPQ should only address a single issue. Sometimes, we inadvertently string a list of questions together, such as “How well are we managing our budget, allocating resources, and meeting staffing targets?”, which makes it hard to guide focused data collection. Language should be easy to understand and not contain any jargon.

c. Focus on the present or future:

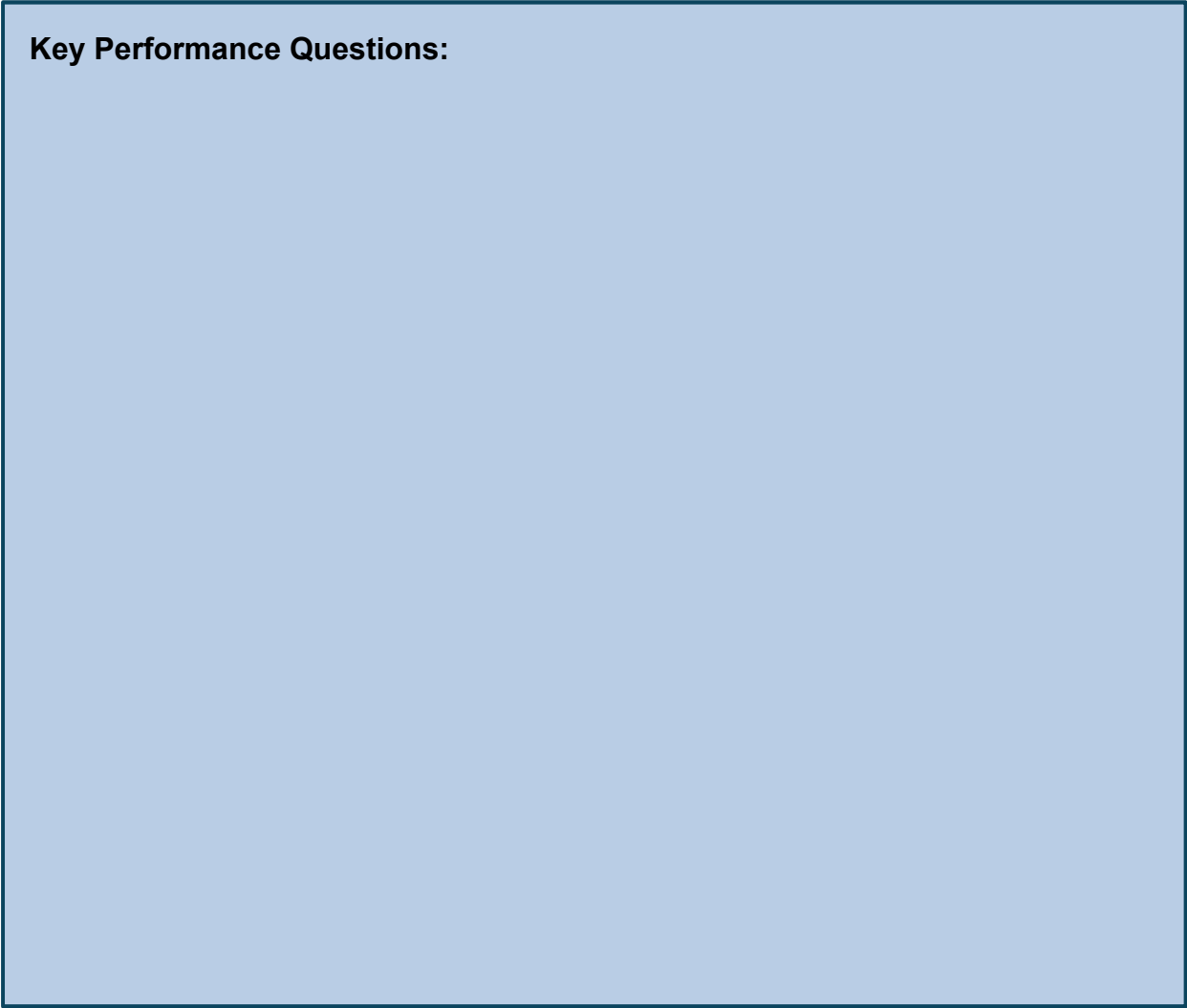
- KPQs should be framed in a way that addresses the present or future. For example, “to what extent are we increasing our production?” initiates a dialogue that allows us to understand what data and management information means for the future. Framing a forward-looking KPQ helps to ensure that we collect indicators that generate relevant and actionable insights.

4.4 Using your strategy map and logic model, begin by identifying the key components in your policy instrument that are critical to achieving its intended outcomes. Focus on what senior leadership needs to know in order to assess whether each component is working.

4.5 Using the list of policy instrument initiatives identified in your strategy map, start by converting each statement into a question. You may immediately start to recognize themes and be able to combine several questions together.

4.6 Next, examine the three categories of outcomes listed in your logic model and compare them to the questions crafted from the policy instrument initiatives. Look for common topics, themes, concerns, or leadership priorities that will be relevant to the delivery of the policy instrument. The similarities that you find between your strategy map and logic model outcomes point to major components in the instrument that require a KPQ.

Key Performance Questions:



Part B: To be completed and presented to the CHARGE! Committee round table, approximately 1 year after instrument promulgation.

5. Key Performance Indicators

5.1 KPIs provide the data used to monitor and evaluate policy instrument performance. KPIs are qualitative or quantitative measurements selected to help answer key performance questions and assess whether a policy instrument is progressing towards its intended outcomes.

5.2 KPIs should be directly linked to the outcomes identified in the logic model and be aligned with the KPQs they are intended to inform. KPIs can identify the key aspects of an issue and provide a better understanding of what the organization is doing well and what parts of the problem may be struggling.

5.3 Overall, having a suite of balanced indicators (qualitative and quantitative) is the most robust approach to performance measurement. A useful test when selecting an indicator is to ask:

- a. What measurable elements will provide clear evidence to answer this key performance question?
- b. How does this indicator show progress towards or achievement of the intended outcome?
- c. Does this indicator provide meaningful insight into whether the policy instrument is performing effectively or whether improvement is required?

5.4 Using your completed KPQs, begin by determining which indicator from the list of indicators provided in the Departmental Results Report relates best to your policy instrument outcomes. Every core CMP ultimate outcome has a correlated list of associated indicators that you can use. One of these KPIs can be used for your instrument's ultimate outcome, if applicable to your instrument.

5.5 Indicators for the rest of your identified KPQs can be a combination of new or existing indicators from the DRR. Your L2 may also have a list of KPIs for their activities/sub-activities levels that could apply to aspects of your policy instrument. Consult these resources first, before pursuing the development of new indicators.

5.6 When building new KPIs, consult the resources found in the References (Section 6, which includes: *COS CORP-5 Indicator Template* and *CDA Job Aid on Performance Indicators*).

KPQ:

KPIs:

KPQ:

KPIs:

KPQ:

KPIs:

KPQ:

KPIs:

6. References

Acts, Regulations, Central Agency Policies and Policy DAOD

- [DAOD 1000-7](#), *Policy Framework for Military Personnel Management*
- [DAOD 1000-9](#), *Policy Framework for Department of National Defence Employee Management*
- [DAOD 6500-0](#), *Data Management and Analytics*
- [Directive on Results](#), Treasury Board of Canada Secretariat

Other References

- [CAFMPI 05/22](#), *Chief of Military Personnel Policy Management Framework*
- [Departmental Plans for National Defence](#)
- [Departmental Results Report](#)
- [CHARGE! Approach Policy Playbook](#) (only accessible on the DWAN)
- [CHARGE! COMPAS](#) (only accessible on the DWAN)
- [Values and Ethics Code for the Public Sector](#)
- [The CAF Offer](#), Military Benefits Browser
- [Job Aid on Performance Indicator Development](#), Canadian Defence Academy