

Balanced Scorecard and Public Sector Performance in Nigeria: The Lagos State Experience

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Abstract

This study seeks to examine the impact of balanced scorecard on employees in the public sector. The effective performance in an organization demands a tactical measurement framework. This can only be achieved with the aid of a balanced scorecard technique as a measuring index. This method of measuring performance is applicable to both public and private sector organizations. The study relies on secondary data with content analysis of books, journals, internet source and other relevant materials. The study finds out that the use of balanced scorecard in the public sector organization improves the public service performance by; providing strategic management tool, translating the organization's mission and strategy into actionable activity that can be measured, enhancing decision making and accountability, promotes feedback mechanism, encouraging learning and promoting cooperation among the different segments of the public sector. It has been deployed in the health sector of Lagos state and certain level of performance has been achieved. The study also identifies that the usage of scorecard in the Lagos state civil service is faced with a lot of challenges amongst which are influence of political leadership, ineffective communication of clear objective of the respective ministries and absence of automation of record to articulate the feelings of the people on civil service performance. The study concludes by recommending that there should be a clarification of organization's objectives, constant training and meeting of the stakeholders on strategic mapping, and organization improving on the usage of information technology in data management. If these are done, it will go a long way to improve the public sector performance and consequently leads to effective and efficient service delivery thereby improving the standard of living of the people in Lagos state.

Keywords:

Public sector,
Performance, Scores
card, Service
delivery and
feedback.

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Background to the Study

The primary objective of the public service is the provision of security and social welfare to the satisfaction of her citizens. According to Ruzit, Azhar and Hasan (2012) the public sector are expected to be responsive and accountable not only to their departmental secretary, minister and parliament but also to client groups in the marketplace (the public which they serve). Service delivery to the public should adopt an effective and efficient approach. Governments around the world today are under pressure to control their costs and improve their services which is the debate of the New Public Management theory. In line with the new public management, the citizens are regarded as the customer while the public sector is the service provider, and the customers' satisfaction is regarded as the profit of the public sector.

As Ducker (1968) rightly put it that “what is our business is not determined by the producer, but by the consumer”. An organization is not defined by the company's name, statute, or its articles of incorporation but by the wants the consumer satisfies when they buy a product or a service. In order to achieve the desired goals an organization looks at both the quantitative and qualitative elements (Kabiru, 2011). For an effective and efficient performance of the public service, Hood (1991) in his New Public Management theory advocates the practice of performance management in the public service which is important in the strategic management of an organization (public service).

Performance management is enhanced by effective performance measurement which is an integral part of organization's strategic management. Organization in the practice of strategic management state their vision, mission and values in broad terms and are also concerned about technology, leadership, productivity, market standing, image, profitability (customers' satisfaction), financial resources and employees' satisfaction. Kaplan and Norton (2005) argued that organizations have a strong desirous plan for growth but few actualize them. They attributed the gap between ambition and performance to the breakdown in communication between strategy formulation and strategy implementation. In the public sector, most employees are unaware of or do not understand the organization strategy which possess a great challenge in performance measurement and performance management.

According to Pearson in Kabiru (2011), a scorecard is a management system (not only a measurement tool) that enables organizations to clarify their strategies, translate them into action, and provide meaningful feedback. It provides feedback around both the internal organizational processes and external outcomes in order to improve strategic performance and results. When fully deployed, the scorecard is intended to transform strategic planning from a separate top management exercise into the nerve center of an organization. The public service is an organization that is not profit oriented hence the performance management is based on both financial and non-financial indicators. A scorecard that emphasizes on both financial and non-financial indicators as key performance indicator in performance management is called balanced scorecard.

Statement of Problem

The crucial human resource management obstacles to effective and efficient management of employees towards sustained effective service delivery in the public sector, has raised concern among scholars and other stakeholders in the public service. For a sustainable effective service delivery to occur in an organization there must be an adequate performance measurement system available at all time in the life of the organization. The public sector's performance is a complex and multidimensional with various performance measurement system explored, these include; Benchmarking, Continuous Improvement, Management by Objectives (MBO), Quality Control Circle (QCC) and Key Performance Indicators (KPIs), Critical Success Factors (CSF) Activity-Based Costing/Management (ABC/M), Total Quality Management (TQM), Business Process Reengineering (BPR) and Balanced Scorecard (BSC) (Zakaria, 2011; Ruzita Kaveh Asiaei and Ruzita, 2014). Išoraitė (2008) however, maintained that balanced scorecard is a management system that transform the vision, strategy and create a feedback.

Over the years, public sector organizations have been facing the challenges of finding a standard performance measurement because the traditional instrument of financial accounting reporting does not actually show the valuation of the organization's non-financial (but intangible and intellectual) assets, especially in the public service (Kabiru, 2011). Managing organization's intangible assets such as customer relationships, innovative products and services, high-quality and responsive operating processes, and employee capabilities and skills can only be done through the use of non-financial measures. This is because these intangible assets could not be easily quantified in terms of financial or monetary values (Ruzit, Azhar and Hasan, 2012).

Visionary agenda for Lagos State is designed towards Africa's model megacity and global economic and financial hub that is safe, secure, functional and productive. It is a cosmopolitan city rated the 9th most populated city in the world with about 22 million populations and accounted for 60% of Nigeria industrial investment, foreign trade, and commercial activities, approximately 40% with GDP of \$150bn per annum (Fatile, Ogunlela, Akindele and Sanni,, 2019).

In the 1990s, the Lagos State Civil Service was apparently unproductive due to peculiarity of Nigeria federalism which includes lack of appropriate performance measurement technique. Since the present democratic dispensation, the new public management movement which is aimed at reinventing government has brought an increase in level of interest on improving performance measurement in government. Balance Score Card is a high-quality instrument in the framework of public organizations (Chang, Niven, Quilivan and Smith in Fatile, Ogunlela, Akindele and Sanni, 2019) This study seeks to examine the extent to which balance score card is used to improve the performance of public agency specifically in Lagos state civil service, Nigeria.

Objectives of the Study

The main objective of this study is to investigate the impact of balance scorecard as a performance management tool in improving the public service delivery in Lagos state civil service. Specific objectives include;

1. To examine how balance scorecard is developed in the public sector and its relations to performance
2. To interrogate the benefits of the utilization of balance score card in Lagos state civil service
3. To identify the challenges of balance score card in Lagos state civil service and proffer solution(s).

Research Questions

1. How is balance scorecard developed in the public sector and its relations to performance?
2. What are the benefits of the utilization of balanced scorecard in Lagos State civil service?
3. Does Lagos State Civil Service face challenges in the utilization of balanced scorecard in assessing its performance?

Conceptual Analysis

Civil Service: Civil service is a broad concept that can be viewed as an embodiment of civil servants that provide public services to members of the public. Civil service as an organization lies at the centre of Public Administration structure. It is the major instrument through which government; federal, state or local manage development (Olu-Adeyemi, 2009). In the word of Edosa (1994), civil service is that state institution responsible for the formulation and implementation of government policies and programmes. It should be noted however that the effect of public service bind on all the entire citizenry, as they render direct service to all and sundry, as opposed to the private sector that render services to only a few individual.

The civil service is seen a catalyst for any national development, implementing the community will, and the services provided by the state for its citizenry. It provides the required human and material resources needed to accelerate the growth and development of a nation. They are accountable for their own professional practice, for the professional practice of those under their supervision, and for their profession generally as part of their service to the society.

While on the other point of view, the service provided by the state is essentially 'public' in nature. The term sometimes refers to the fact that a service is offered to the general public, it sometimes highlights that a service has been assigned a specific role in the public interest, and it sometimes refers to the ownership or status of the entity providing the service. In the same vein, it also refers to specific requirements that are imposed by public authorities on the provider of the service in order to ensure that certain public interest objectives are met, for instance, in the matter of air, rail and road transport, and energy. These obligations can be applied at Community, national or regional level.

Performance: It is an accomplishment of a given task measured against preset known standards of accuracy, completeness, cost, and speed. In a contract, performance is deemed to be the fulfillment of an obligation, in a manner that releases the performer from all liabilities under the contract.

Performance is viewed as the implementation of an action or one's ability. Good performance is also related with achieving the quality, quantity, cooperation, dependability and creativity. Employees' performance is considered as the measures of the quality of human capital. Job performance becomes the most important focus of administrators and academicians because the performance level will deteriorate if the level of skill of employee are not measured (Osawe, 2015). Performance is an action that involves a lot of efforts aimed at achieving a purpose. Performance is measured on a given set of standard to determine how well or badly a duty or an activity is carried out.

Performance Measurement: It is a process of collecting, analyzing and reporting information regarding the performance of an individual, group or organization. It is an integral part of performance management. Neely (2002) define performance measurement as "the process of quantifying the efficiency and effectiveness of past actions", while Moullin (2002) argues that, it as "the process of evaluating how well organizations are managed and the value they deliver for customers and other stakeholders". Performance measurement deals specifically with performance measure which is the quantitative and qualitative indicators that is put in place to track the progress of an organizational strategy. Performance measurement asks the question of "how best can we track the progress of the strategy put in place in an organization".

Good performance measure covers a wide range of financial, customer, process and the people. It is the criterion whereby an organization determines its capability to prevail.

All process of measuring performance requires the use of statistical modeling to determine results. A full scope copy of the performance of an organization can never be obtained, as generally some of the parameters cannot be measured directly but must be estimated via indirect observation and as a complete set of records never delivers an assessment without compression to key figures. Several performance measurement systems are in use today, and each has its own group of supporters. For example, the Balanced Scorecard founded by Kaplan and Norton in 1992, Performance Prism by Neely in 2002, action-profit linkage (APL) by Epstein & Westbrook in 2001; and the host of others. However, the concern of this study is centered on the balanced scorecard as a tool of performance measurement

Balanced Scorecard: Scorecard is an assessment tool that is premised on a set of parameters which assesses or score the extent to which an organization performs their responsibilities. These parameters upon which the scorecard is based are derived from the mandate; vision mission statement of the organization. Scorecards are review and ratified at a specific interval according to the organization's need. It was originated by Robert Kaplan and David Norton as a performance measurement framework that added strategic non-financial performance measures to traditional financial metrics to give

managers and executives a more 'balanced' view of organizational performance. In a scorecard, key performance indicators (KPI) are identified which forms the assessment parameters. Specific marks or scores are attached to the performance indicators as an expected standard (maximum core). After performance assessment against the set objectives of the organization – department, the marks (scores) obtained are recorded as actual score of the organizations, departments or employees as the case may be. The Balanced Scorecard thus, translates mission and strategy into objectives and measures.

Generally, according to Kaplan and Norton (1996) scorecard is managed based on four different perspectives: financial, customers, internal business process and learning perspectives. These four perspectives may also be classified into two groups as financial and non-financial perspectives. In using scorecard as an assessments tool of an organization's performance management, Kaplan and Norton (1996) assert that the both financial and non-financial perspectives must be presented in a balanced form on the score card. A score card having all these financial and non-financial perspective present in a score card is called balanced scorecard. Ruzit, Azhar and Hasan, (2012) considered a scorecard “balanced” if it contains financial and non-financial measures, driver and outcome measures, tangible and intangible measure, and internal and external constituents. Niven (2003) describes a balance score card as a carefully selected set of quantifiable measures derived from an organization's strategy.

The balanced scorecard approach therefore allows managers to easily identify the aspects of the business they need to monitor more closely, and highlight the areas that need improvement. By taking a holistic approach, the balanced scorecard system also lets managers monitor what organizations-wide objectives have been met, and what is needed to achieve strategic goals. In balanced scorecard, managers waste less time monitoring and have an increased understanding of the steps needed to achieve their goals. Balanced Scorecard therefore is a management system that enables an organization to set, track, and achieve its key business strategies and objectives. After the business strategies are developed, they are deployed and tracked through the four Legs or perspectives. The "four perspective" approach of balanced scorecard used to identify what measures to use to track the implementation of strategy are:

- i. **Financial perspective:** encourages the identification of a few relevant high-level financial measures. In particular, designers were encouraged to choose measures that helped inform the answer to the question "How do we look to shareholders?" Examples: cash flow, sales growth, operating income, return on equity. This perspective looks at the financial driving performance.
- ii. **Customer perspective:** This is a market analysis that encourages the identification of measures that answer the question "What is important to our customers and stakeholders?" Examples: percent of sales from new products, on time delivery, share of important customers' purchases, ranking by important customers. This is also supported by Kaplan and Norton (2001) when they suggested that non-profit organizations (such as public service) should put customers at the top of their strategic maps. They also indicate that sponsors should be considered a strong stakeholder in the strategic plan, and need to be satisfied in order to ensure legitimacy and sustainability.

- iii. **Internal business processes perspective:** encourages the identification of measures that answer the question: What must we excel at? Examples: cycle time, unit cost, yield, new product introductions.
- iv. **Learning and growth perspective:** encourages the identification of measures that answer the question "How can we continue to improve, create value and innovate?" Examples: time to develop new generation of products, life cycle to product maturity, time to market versus competition. It answers questions that borders on training and development.

Kaplan and Norton (1996) argue that balanced scorecard helps organization to: translates organization's vision into operational goals; communicates the vision and link it to individual performance; plan business and index setting; effectively carryout feedback and learning, and adjusting the strategy accordingly.

Theoretical Framework

This study is under-pinned by the theory of new public management (NPM). This theory was formally conceptualized by Hood (1991). New Public Management points to the failures and inadequacies of public sector performance over time and the problems lying squarely in the nature and processes of public sector activity and traditional public administration. As a new paradigm in public administration, New Public Management theory is the transition from old traditional public administration theories to a managerial approach that is workable, practicable and result oriented. It places emphasis on efficiency, effectiveness, corporate governance, technological innovation and democratization. New Public Management theory is a relentless effort in the direction of greater cost reduction, transparency and accountability in resource allocation and performance management through the quality of service. NPM theory tends to apply market principle to governmental administration (Dibie 2014). The theory advocates; the needs to apply "proven" private sector management tools in the public sector; paradigm shift to greater competition in the public sector, and introduction of market disciplines and customer oriented public sector.

More so, the NPM theory laid emphasis on performance management (Explicit standards and measures of performance) with particular attention to the delivery of service to the public, management by objectives (MBO) that is goals and targets defined and measurable as indicators of success. This enhances accountability and efficiency of an organization. Public management theory came up with different concepts for performance and principles to achieve it (Hood, 1991). Consequently, Hood identified the principles as 'accountability and efficiency; reduction of public sector expenditure; improvement in resource use through labour discipline; flexibility in decision making; competition in the public sector through decentralization and emphasis on result and not procedure.

The main thrust of New Public Management theory is not with what to do but how to do it better. Performance has been the agenda for new way of doing business in the public sector and that involves paradigm shift towards entrepreneurial government (Osbourne

and Gaebler, 1993). The basic hypothesis hold that market oriented management of the public sector will lead to greater cost-efficiency and effectiveness for governments without having negative side-effects on other objectives and considerations. More so, its emphasis on performance management (Explicit standards and measures of performance) with particular attention to the delivery of service to the public, benchmark and Management by objectives (MBO) makes the theory relevance to this paper.

Research Method

The study relies on secondary data with content analysis of books, journals, internet source and other relevant materials.

How Balance Scorecard is Developed in the Public Sector in Relation to its Performance

The content of the Public Sector Scorecard (PSS) is usually developed on a workshop constituted by managers, staff, service users and other key stakeholders of an organization in line with the strategy need, mission-vision statement of the organization. The (PSS) has three phases as earlier stated – strategy mapping, service improvement and measurement and evaluation.

Strategy Mapping: The strategy map is a structural layout of the PSS. According to Kaplan and Norton (2001), a strategy map “describes how shareholder value is created from intangible assets”. However, with the PSS it can be defined more simply as “portraying the relationships between outcome, process, and capability elements” (Moullin, 2009). According to Moullin (2017), the strategy map is developed following a series of interactive workshops with senior managers, staff, service users and other stakeholders. These workshops would start by identifying the desired outcomes – strategic performance key outcome, service user, and financial outcomes. Workshop participants then consider the outputs that the various processes involved need to achieve in order to deliver the various outcomes. Following this, the group would be asked to identify the capability outputs that are needed to ensure that staff and processes are able to achieve the outcomes and process outputs required. These aspects might include effective team and partnership working, sufficient resources, supportive leadership, together with an organizational culture promoting innovation and learning rather than a target-obsessed blame culture.

The links between capabilities, processes and outcomes are then illustrated in a draft strategy map, which is reviewed at subsequent workshop. Risk factors will then be identified in a risk-management workshop and added to the draft strategy map by considering the reduction of a key risk as a desired outcome.

The processes by which risks are reduced, eliminated or mitigated are then reviewed, together with the risk-management culture (a capability element), and added to the strategy map. As Pidd (2012) points out, “there may well be some conflict between the strategic drivers (of the BSC) and any strategic thinking will need to balance differing claims and priorities”. This is important as most public sector organizations have a wide

variety of objectives and stakeholders (Moriarty and Kennedy, 2002; McAdam et al., 2005 cited in Moullin 2017). He also posits that the strategy map will be used as a quick act to examine the effectiveness of service delivery in achieving the required outcomes and how it can be improved. Also it highlights areas of duplication, processes that could be simplified or accelerated through better communication, and eliminating non-productive activities. It might also involve discussing how to develop a culture of improvement, innovation and learning rather than a blame culture.

Measurement and Evaluation - This phase begins by identifying possible performance measures for each element of the strategy map. All potential measures identified will be reviewed by considering data quality issues, and aiming to minimize potential unwanted or perverse effects. A filtering process then takes place to ensure that the measures chosen are cost-effective and can provide value for money to the organizations concerned. Performance measures do not necessarily need to be quantitative especially in the public service. Indeed, in many cases – particularly on some of the capability areas – more qualitative approaches are preferable. It is in this vein that Mounllin noted that “if improving partnership working is included in the strategy map, a summary of progress and people's perception on what has been achieved will be better than recording the number of meetings with different organizations or other irrelevant measures”.

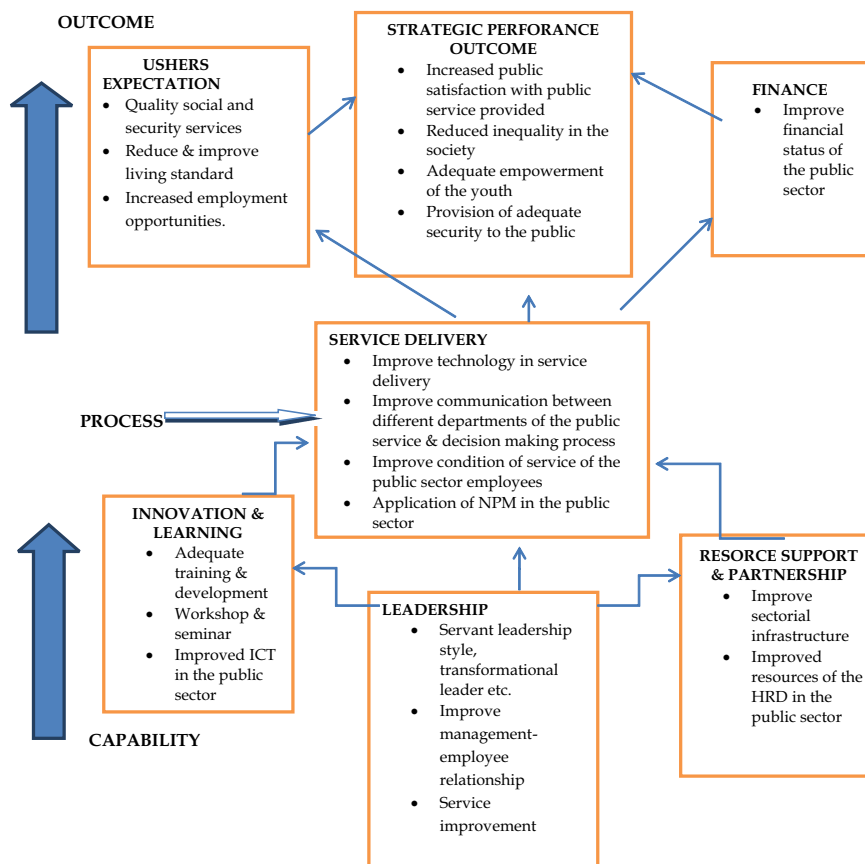
Analyzing and learning from performance measures provides insight into how well organizations are performing in the different areas of the strategy map. Completing the cycle Performance information is then used to revise the strategy map, identify further service improvements, and develop better performance measures – and so the cycle continues. Public sector organizations have frequent changes in strategy and it is important that the strategy map is a living document and that performance measures are aligned with a changing strategy (Johnston and Pongatichat, 2008). Figure 1 below is a diagram representing and a sample of strategic mapping in public sector balanced scorecard to ensure improvement in the service delivery.

The public sector organizations operate differently from their private sector counterpart, because their budgeting processes, regulatory and accountability system are different from each other. Consequently, priority objective would have been different too as the “financial” perspective (which is understandably the most important aspect of a profit oriented- private sector organizations) cannot be a bottom-line objective for public sector organizations, but rather may provide a constraint by limiting spending to budgeted amounts (Kaplan & Norton 1996).

On the part of public sector organizations, the focus is generally on social good and service to those in need (the public), rather than profit and shareholder value (Yeung and Connell, 2006; Euske, 2003 cited in Moullin, 2017). In this vein, to use balanced scorecard (BSC) in measuring performance in the public service will demands rearranging the scorecard to place customers (the public) at the top of the priority list as against the financial perspective being at the top in private sector organization.

Again, the public sector reforms have an impact on social and political dimensions, which are not accounted for in private sector frameworks (Cordella and Bonina, 2012). However, rather than adopt what is essentially a private sector model to fit all sectors, an alternative approach (model) was designed specifically for the public sector organizations which achieves similar benefits to those of the BSC in the private sector but within a non-profit culture – and this approach is what Moullin in 2017 termed the “Public Sector Scorecard”.

Figure 1: A sample of strategic mapping in public sector scorecard



Source: Moullin (2017), modified by the Authors to suit the study.

The figure 1 above is the mapping through the balance scorecard in the public sector. There are three perspectives in the diagram as identified by Moullin (2017), these are the outcome, the process and the capability. Balance scorecard in the public sector is an integrated service improvement and performance management framework for the public sectors organization. Moullin (2017) technically called the balance scorecard in the public sector “Public sector scorecard (PSS)” The PSS involves three perspectives in measuring performance in the public sector; capabilities, process and outcome perspectives.

Capabilities perspective: These are the bottom phase of the model. It is the organizations' culture and the resource based factors which needed to be address for processes to work effectively. Capabilities comprise what needs to be done to support staff and processes in delivering the required outcomes and outputs. This might include trained and motivated people, good partnership working and sufficient resources, together with a culture based on innovation and learning underpinned by effective and supportive leadership.

Processes Perspective: This is the main service that leads to outcomes. There is just one perspective for the processes element, namely, service delivery. Service delivery differs from planned service and policies as this is what is actually experienced by users and stakeholders. An effective process (service delivery) is as a result of good capabilities supported by transformational leadership. In likewise manner, good service delivery results to efficient outcome.

Outcomes Perspective: These include the key performance outcomes that the organization aims to achieve, those required by users and other key stakeholders, together with financial outcomes such as breaking-even, securing funding and offering value for money. The achievement of an expected outcome is as a result of effective service delivery.

The above perspectives of the public sector scorecard (PSS) differ from the four perspectives in the BSC – financial, customer, internal, and innovation learning and growth (Kaplan and Norton, 2001). Moullin (2017) argued that the addition of “key performance outcomes” at the top of the scorecard ensures that the main aims of public sector organizations (the public and social value they create) are prominent. Financial aspects are included while the customer perspective is replaced by the “service user and stakeholder” perspective. The PSS is a flexible framework and, as with the BSC, the names of the perspectives can be changed to suit the needs of the organization.

The outcome is what is expected from the performance of the civil service at the end of the day in terms of improved benefits and impart of public service performance on the people. The second section is the process: before you can have an improved service delivery that will benefit the people there must be improve technology, communication and improved condition of services of the personnel in the public sector.

The last one is the capability in terms of innovation and learning, good leadership and resource support and partnership. When have a well-organized Performance set in terms of Financial and non-financial it is easy to assess the public service performance though a balanced scorecard as we can observe from the diagram it can only lead to continuous improvement in service delivery and of utmost beneficial to the citizen.

Benefits of Balanced Scorecard in the Public Sector

Scorecard provides a strategic management tool to accomplish critical management processes. Its approach provides a clearer prescription as to what organization should actually measure and more information needed for effective and efficient performance of

the employees. It links organization's strategic objectives to budget, facilities strategic reviews and promotion of new strategic initiatives (Dahiru, Ijeoma and Kumshe, 2017). Balance scorecard approach ensures that organizations design key performance indicators for their various strategic objectives. This ensures that organizations are measuring what actually matters. The methodology of scorecard facilitates communication and understanding of organizational goals and strategy at all levels of the organization.

A balanced scorecard complements financial measures of past performance with measures of the drivers of future performance. The balanced scorecard emphasizes that financial and non-financial measures must be part of the information system for employees at all levels of the organization. The organization can become aligned and focused by using the scorecard to implement the long term strategy. This way the scorecard forms the basis for managing organizations during stable and turbulent times as presently experienced in the Nigerian public service.

A scorecard translates an organization's mission and strategy into a balanced set of integrated performance measures. It also mixes outcome measures, the lagging indicator with performance drivers, the leading indicator, because outcome measures without performance drivers do not communicate how the outcomes are to be achieved (Kaplan, 1996). Balanced scorecards are normally a key output from the strategy formulation process. In this vein, Prosatis (2010) argued that the balance scorecard provides management with a comprehensive picture of business operation and increases creativity and new ideas that induces best practices and methodology that cascade through the entire organization.

Scorecard in the public sector enhances participation of the staff and relevant stakeholders in decision making and setting of goals. Boge (2010) argued that organizations with a scorecard approach tend to report higher quality management information and gain increasing benefits from the way this information is used to guide management in decision making and operation. The study by Boge (2010) found out that a balanced scorecard removes biases, it is objective, and results oriented thereby making employees to be more focused on Key Performance Indicators. It enables an organization to make use of participants' knowledge and understanding of service delivery and to address the needs of these stakeholders. It also leads to more successful implementation since participants feel they have contributed to the process of service improvement rather than feel that change is imposed on them.

Lagos State Civil Service and Balance Scorecard

The Lagos state civil service is created alongside with the state. It made up of career civil servants headed by the Head of service appointed by the government. The civil service comprises of majorly civil servants from the ministries. Lagos state comprises of 53 MDAs, out of the MDAs are the 24 core ministries. Each ministry is headed by a commissioner assisted by the permanent secretary both appointed by the Governor of the state. These ministries are civil service department responsible for delivering of various

type of government service. The Lagos state civil service is headed and controlled by the Head of civil service which is the highest rank in the civil service, appointed by the Governor to oversee the leadership and direction of the civil service and maintain good image of the civil service.

Lagos state is focused on becoming one of the top mega cities in the world (LASG, 2010; Fatile, Ogunlela, Akindele & Sanni, 2019). Part of the strategies to support Lagos state to achieve its vision for the desired socio-economic growth and sustainable transformation is by developing a sound performance management mechanism that will ensure effective and efficient utilization of the state resources. Most of these strategies in the civil service are guided by the budgetary allocation of the state (LASG, 2010).

The evolution of the management of public administrations has led government agencies to the need to change their strategic approach. Public authorities have to pay more attention to the objectives of efficiency, effectiveness and economy. As a consequence of that, a growing number of public sector organizations, worldwide, are adopting the BSC for performance management (Barbara, Alberto & Francesco in Adejuwon, 2016). Balanced scorecard was initially developed for private sector enterprises; it was soon extended to public sector organizations. While the Balanced Scorecard was originally designed for commercial companies, the framework has found widespread use in the public sector. The Balanced scorecard is fast becoming an acceptable strategic performance management model which public organizations, that aspire to remain relevant in the emerging global economic cooperation, must adopt and adapt to quickly. The Civil Service operates in a complex and dynamic society (Ene, Ene & Tsegba, 2014). The provision of public service by civil servants in this dynamic and complex society has been a serious issue of debate, especially the measurement aspect of their performance. The balanced scorecard therefore has become a widely advocated management tool associated with "best practices". As a management tool, the balanced scorecard provides an enhancement to the traditional management planning and control system by looking beyond financial measures and considering nonfinancial measures (Khani & Ahmadi, 2012).

The balanced scorecard enables the civil service to develop a more comprehensive view of their operations and to better match all operating and investment activities to long- and short term strategic objectives. The balanced scorecard approach provides a clear prescription as to what the organization should measure in order to "balance" the implications in all the functional areas, arising out of the strategic intent. The Balanced Scorecard helps align key performance measures with strategy at all levels of an organization (Malgwi and Dahiru in Adejuwon, 2016).

In Lagos state, Fatile, Ogunlela, Akindele and Sanni (2019) conducted a study on improving public agency performance using balance score card in Lagos state internal revenue service. Their findings revealed that 65% variation in revenue agency performance can be attributed to the effectiveness and efficiency of their balance scorecard components. Their study focused relationship between the financial

perspectives of balance scorecard and the productivity of public agency, and also see how learning and development aid productivity in the public sector organization. They concluded in their study that apart from the financial perspective of the balance scorecard, other factors that should be considered in performance measurement and that could promote organizational strategic goals are learning productivity and efficiency in service delivery which should always be reexamined to meet the need of citizens' satisfaction.

The above position supports the argument of Madsen (2013) that balanced scorecard improve processes related to performance measurement, budgeting, and strategy, organizational politics, and changes, broader cultural and social trends and finally it increased focus on being 'balanced' and take into account more than just financial performance measures. Furthermore, it was agreed in the study conducted by Owolabi, Adetula and Taleatu (2018) that development and learning perspective does affect agency productivity positively which is in line with the research findings of Fatile, Ogunlela, Akindele and Sanni (2019) on learning and growth perspective on staff capability.

In the Lagos state ministry of health, Fabamwo (2017) argue that the important of balance scorecard has been demonstrated. He pointed out that balance scorecard presents data from each facility on the review of maternal and prenatal deaths, the use of this evidence to inform action plans, holding of review meetings, and the process of reporting relevant information from the notification of maternal and prenatal deaths within 24 hours to improve quality of health care in Lagos state. The State organized meeting to review the evidence and report from the scorecard. This meeting of stakeholders in the health sector of the state is to review the objective of the departments concerned; which good health care to the patients (both in-patients and out-patients) and the psychological satisfaction of the patients. The committee reviews the number of death cases, causes of death and the quality of the service providers.

In the Lagos state ministry of health, much emphasis is placed on the capabilities perspective of the balance scorecard strategy. This perspective places much importance on the learning, development and innovation aspect of the staff, good leadership support and effective people partnership with financial support. In realization of the important of developing capability of the staff as one of the benchmark of performance measurement in Lagos state ministry of health, Jide (2017) argues that training and development of the health personnel is a potent means towards effective health care delivery in the state; and also a basis of assessing performance.

Challenges of Using Scorecard in Lagos State Civil Service

As good as the use of scorecard is, its application in measuring performance in the civil service has met with a lot of challenges. Almost all the ministries in Lagos state have a clear strategic objective (in document) of what their respective ministries want to achieve (see Lagos state government compendium of sector/MDAs indicators, 2013). However, communicating in a clearer form down to the staff that will implement these strategies remains a challenge. Most staff especially the junior ones are in most cases not in tune with

the organization's main objectives. It was in this regard that Walle in Ruzit, Azhar and Hasan (2012) posits that the main problem of measuring public sector performance lies on a conceptual instead of measurement. It is a conceptual problem because in order to measure government and government performance, you first have to define government and agree on its objectives. Failure to communicate organization's objectives would render the measuring effort meaningless. Also, when conflicting and/or vague objectives is an essential feature of governing, measuring government performance will be merely a political exercise at best.

Another challenge here is the political leadership that interferes in the scorecard management. The challenge posed here is getting the stakeholders involved in the setting of the target and the standard for measurement. The public service especially in the developing countries, are faced with the problem of multiple span of control both from internal and external. They tend to have different masters (political god-father, political party, the tax payers, affiliated groups) whom they are answerable to.

One of the aspects of capability perspective of the balance scorecard is supportive leadership. SPARC – LAGS (2013) posit that one of the problems of monitoring Lagos state development plan is political leadership. With the uneconomic interference of the political leadership, performance management through balance scorecard will not yield the desired result due to conflicting interest between the administrators and the politicians. This was in support of Cordella and Bonina (2012) when they pointed out that bureaucrats often serve several masters which include services' users, services' payers, politicians and professional organizations. The consequence of serving different masters resulting in the bureaucrats often have several ends to achieve, i.e. they are often expected to increase both efficiency and equity when delivering services to the public (Dixon, 2002). This again poses problem on defining actual objective and measuring standard as the complexity of the objective becomes conflicting in most time in the Nigeria public service.

Furthermore, absence of automation to record and roll up result of performance in the civil service is another challenge of using scorecard in the public sector. Without a relevant and reliable data available, the use of scorecard in measuring performance in the public service will be a mirage. Effective performance management requires fact-based decision making and one of the first requirements is relevant and reliable data. With multiple perspectives data at hand, government agencies can show the outcomes and effects of their efforts as real as possible, and taxpayers can judge the agencies' accomplishments across a range of measures and decide whether they are getting the best possible service value for the tax they paid.

Conclusion and Recommendations

The usage of scorecard in performance measurement in the Lagos state is understandably controversial. Scorecard is an integral tool of performance management whether in the private or public sector organization. Balanced scorecard (BSC) has been used in the private sector for effective performance measurement. The BSC measures both financial and non-financial perspectives. The BSC puts the financial perspective at the top of the chart which makes it more of private or profit oriented sector origin while in the public sector organizations, the customers' satisfaction is of paramount.

The scorecard in the public sector is an effective framework for helping public sector organizations monitor and improve their services and focus on delivering desired outcomes. It does not stop at processes – it addresses risk management, organization culture and capability to ensure that staff and processes are supported in delivering the required outcomes. Finally, by measuring performance on outcome, process and capability elements, the PSS enables managers and others to identify where the organization is making progress. The analysis of the use of scorecards in an organization shows that it enables employees to clearly appreciate their role, and focus on delivery of performance-related measures which support organizational strategy. Clarity of role appears to have a positive influence on the achievement of the organization's business plan and excellence goals regarding the delivery of service

In Lagos state, the use of balance scorecard has been appreciated especially in such ministries as health and finance. However, the management of balance scorecard in Lagos state is faced with lots of challenges as influence of political leaders, lack of accurate data of the customers' satisfaction. To address these challenges facing the Lagos state in using balance scorecard study recommends the following; Political leaders should allow the bureaucrats to perform their job independently.

There should be a clear training program of the entire stakeholder on how to map out strategy. Strategy map will portray the relationships between outcome, process, and capability elements of the Public sector scorecard. This training program will equip the stakeholders on how to identify the desired outcomes – strategic performance key outcome, service user, stakeholder and financial outcomes. It gives the employees sense of belonging as they are part of the decision makers; which motivates them to improve their performance. Stakeholders should also constantly meet in form of workshop or seminar in their respective sector of the public service to define and determine their strategic objectives and the standard for measuring the employees' performance.

Finally, measurement of performance in the public sector relied heavily on data. Therefore, adequate information technology should be employed in this regard to have a good data base of responses and feeling of the citizens about the performance of the public service.

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