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Research article

Impact of performance measurement systems on effectiveness in Nigeria's public IT agencies: evidence from the Nigerian Communications Satellite Limited and the National Information Technology Development

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Abstract
This study examines the impact of performance measurement systems (PMS) on organizational effectiveness in Nigeria's public sector, with comparative evidence from Nigerian Communications Satellite Ltd (NIGCOMSAT) and National Information Technology Development Agency (NITDA). Amid growing emphasis on digital governance, accountability, and results-based management, PMS are increasingly central to public value creation, though their implementation in Nigeria has remained largely compliance-driven with limited outcome focus. Using a mixed-methods approach – combining a census survey, interviews, focus groups, and document analysis for NIGCOMSAT alongside secondary performance data for NITDA due to accessibility problem – the study evaluates PMS across strategic alignment, capacity building, and stakeholder value using a Balanced Scorecard framework. Internal validity is maintained through standardized constructs, triangulation, and validated data, enabling theory-informed comparison. Findings show that PMS effectiveness depends less on formal adoption and more on strategic integration, institutional learning, and stakeholder orientation. While NIGCOMSAT exhibits fragmented implementation and weak feedback mechanisms, NITDA demonstrates a more mature, outcome-driven system embedded in planning and stakeholder engagement, resulting in stronger performance outcomes. Anchored in Public Value Theory, the study concludes that PMS enhance effectiveness when used as tools for learning and decision-making rather than compliance, offering policy-relevant insights for strengthening governance and service delivery in Nigeria's ICT sector.

Keywords: Performance Measurement Systems (PMS), Organizational Effectiveness, Public Value Theory (PVT), Balanced Scorecard (BSC), Stakeholder value, Strategic alignment, Public sector, ICT agencies

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INTRODUCTION

Globally, contemporary public administration reforms increasingly emphasize digital governance, performance analytics, and results-oriented management as key enablers of transparency, efficiency, and evidence-based decision-making. Across developing countries, improving organizational performance and effectiveness remains central amid developmental challenges, fiscal constraints, and rising public expectations for accountability and measurable outcomes. Within this reform agenda, performance measurement systems (PMS) have emerged as important managerial instruments for enhancing service delivery, institutional effectiveness, and public value creation (Aig-Imoukhuede, Obasi, & Ochube, 2026).

In Nigeria, public sector reform initiatives inherited from British colonial governance (Ekpe, 2021) have promoted PMS adoption to strengthen accountability and improve organizational performance. Its adoption in the Nigerian public sector over time, however, emphasized compliance and spending control rather than results, value creation, or strategic impact, providing limited insight into the achievement of organizational objectives. The introduction of results-oriented reforms – initially influenced by New Public Management (NPM) and later complemented by governance and public value perspectives – marked a shift toward performance-driven systems. As Olaopa (2024) argues, such frameworks should guide decision-making, institutional learning, and service delivery improvement rather than merely serve reporting functions. Recent reforms under President Bola A. Tinubu (Nigerian President during the study in 2026) reinforce this orientation by linking institutional legitimacy to demonstrable performance outcomes monitored by the Central Results Delivery Coordination Unit (CRDCU), according to Punch Newspapers (2023). The implementation of these reforms has perhaps led to a few cabinet changes midway through the regime. Unfortunately, given the poor performance of key agencies in the public sector, including those in Nigeria's ICT sector, which contributed over 17% in 2024 according to the National Bureau of Statistics (2025), several questions arise regarding the extent to which PMS have translated into sustainable improvements in organizational effectiveness.

Despite the strong result-oriented shift of the current Nigerian government, PMS implementation in Nigeria faces persistent challenges, including weak institutional capacity, politicisation, limited data quality, and misalignment between indicators and organisational mandates. PMS are often assessed in terms of compliance rather than substantive performance improvement, raising concerns about their contribution to organisational effectiveness. Existing studies on PMS in Nigeria largely focus on single organisations and compliance-based evaluations, with limited analysis of their relationship with organisational effectiveness, while comparative sector-based studies, particularly within the ICT sector, remain scarce. By providing comparative empirical evidence from Nigerian Communications Satellite Ltd and National Information Technology Development Agency, this study addresses these gaps and contributes to a richer understanding of PMS impacts on multidimensional performance outcomes in Nigeria's public sector.

This study, therefore, evaluates the impact of PMS on organizational effectiveness in Nigeria using comparative evidence from Nigerian Communications Satellite Ltd (NIGCOMSAT) and National Information Technology Development Agency (NITDA). It examines PMS practices, assesses their effects using multidimensional indicators – strategic goal achievement, capacity

building, and stakeholder satisfaction – and compares outcomes using a Balanced Scorecard dimension-based evaluation model.

While both ICT institutions are under the Federal Ministry of Communications, Innovation and Digital Economy, they have distinct mandates. NIGCOMSAT combines public service obligations with commercial activities in satellite communication, while NITDA functions as a regulatory and developmental agency responsible for policy formulation, innovation, capacity development, and sectoral coordination (Federal Ministry of Communications, Innovation & Digital Economy, 2023).

By adopting a comparative approach, the study provides empirical insights into the conditions under which PMS contribute to organizational effectiveness, contributes to limited empirical research in Nigeria, offers comparative evidence across ICT agencies with different performance trajectories, and contextualises frameworks such as the Balanced Scorecard within Nigerian public administration. It also generates evidence-based insights for policy reform, supporting improved accountability, monitoring frameworks, and service delivery in technology-driven public institutions.

The contrast strengthens the study's relevance: in the past decade, NIGCOMSAT has faced operational challenges and delays in strategic initiatives (THISDAY, 2026), whereas NITDA has recorded stronger performance outcomes (Nigerian Communication Week, 2025), justifying comparative assessment of PMS effectiveness within the same sector.

LITERATURE REVIEW

Performance measurement is commonly defined as the systematic process of assessing the efficiency, effectiveness, and impact of government activities in achieving intended outcomes. In contemporary public administration literature, it provides the empirical basis for evaluating whether public institutions deliver results consistent with policy objectives and societal expectations. The Organisation for Economic Co-operation and Development (2023) emphasizes that performance information enables governments to assess programme results, improve service delivery, and strengthen transparency and accountability. Similarly, the World Bank (2025) explains that performance measurement systems enable institutions to assess development outcomes and track effectiveness using validated monitoring and evaluation evidence.

Recent governance frameworks highlight the centrality of performance information in results-based management. The United Nations Development Programme conceptualizes performance measurement as a structured process of collecting and analysing information to track progress toward programme objectives and support accountability, learning, and decision-making (UNDP, 2023). Likewise, the International Monetary Fund (2020) underscores that PMS link resources, activities, outputs, and outcomes, providing a basis for evaluating policy implementation and strengthening accountability.

Other scholars further conceptualize performance measurement as a strategic management instrument supporting organizational learning and evidence-based decision-making. Van-Dooren, Bouckaert, and Halligan (2026) describe it as the deliberate process of quantifying organizational performance through indicators for monitoring and accountability. Febriyanti et al. (2024) similarly view PMS as structured frameworks using measurable indicators to evaluate how effectively organizations achieve objectives. Chime (2025), considering the

multidimensional perspectives of performance measurement, defines PMS as "the systematic process of quantifying the efficiency and effectiveness of specific activities, actions, and outcomes of employees, teams, systems, and organizational components, which aim to provide objective metrics and insights that drive improvements and ensure alignment with the organization's strategic goals and vision."

Drawing on these definitions, six interrelated dimensions – operational efficiency (productivity, resource utilization, process optimization), employee performance (staff outputs, skills development, engagement), governance and compliance (adherence to legal and regulatory standards), financial management (budget adherence, cost-effectiveness, accountability), service delivery (quality, timeliness, user satisfaction), and strategic alignment (linkage of performance metrics to organizational goals) – is proposed for evaluating PMS in Nigerian public service agencies such as Nigerian Communications Satellite Ltd and National Information Technology Development Agency . These perspectives enable public institutions to evaluate performance, strengthen accountability, facilitate organizational learning, and ensure alignment with strategic objectives.

A growing body of empirical research suggests that performance measurement systems (PMS) contribute to public sector organizational effectiveness, particularly when they foster public value—through legitimacy, accountability, stakeholder satisfaction, and organizational learning—rather than merely ensuring compliance or narrow efficiency gains. This aligns with Public Value Theory (PVT), which posits that public sector performance should be assessed not only by organizational outcomes but also by the value created for citizens and stakeholders (Moore, 1995; Meynhardt et al., 2024).

Recent research highlights that the impact of PMS depends on how performance information is used within organizations. Van der Voet and Lerusse (2024) demonstrate that performance information shapes managerial and political decision-making, enabling prioritization of policy issues and more effective resource allocation, thereby strengthening organizational performance. PMS are most effective when they support learning, prioritization, and strategic judgment, reinforcing PVT's emphasis on informed decision-making and adaptive management.

Tran and Nguyen (2020), examining PMS, public accountability, and organizational performance in Vietnam using survey data from 214 managers analyzed through structural equation modeling (SmartPLS), find that public accountability fully mediates the relationship between PMS and organizational performance. This suggests that PMS improve outcomes primarily by strengthening accountability mechanisms, reinforcing the PVT argument that performance measurement enhances public value through transparency and legitimacy.

Extending the multidimensional perspective, Rahayu et al. (2022) examined relationships among the four Balanced Scorecard (BSC) perspectives and showed that internal processes, innovation and learning, financial results, and stakeholder dimensions interact to shape overall performance, highlighting that no single perspective sufficiently captures public sector value. A systematic review of BSC applications confirms its adaptation to public sector requirements, including accountability and strategy alignment.

Zeleke et al. (2023), using a mixed-methods approach with survey data from 475 respondents in Ethiopian NGOs, find that stakeholder engagement significantly influences organizational performance, highlighting that organizations achieve better outcomes when

stakeholders are actively involved in decision-making and accountability processes. These results emphasize participatory and accountable practices, suggesting that PMS can enhance effectiveness by facilitating stakeholder engagement and strategic alignment.

Nigeria-specific studies also reveal gaps in PMS implementation. Pillah (2023) argues that mechanisms such as the Annual Performance Evaluation Report (APER) are weak due to limited capacity, inadequate training, and resistance to change, undermining their effectiveness. Similarly, Uchenna and Okolie (2025), using survey data from 224 officers in Abuja and OLS regression analysis, find that performance planning has a positive and significant effect on employee productivity, while capacity-building initiatives have negative and insignificant effects, indicating implementation challenges.

Other international studies provide further support. Castelo and Gomes (2024) find that PMS serve as mechanisms for organizational reform, helping managers align performance processes with stakeholder needs and promote transparency. Johnsen et al. (2024) also demonstrate that PMS are most effective when integrated with strategic planning, enhancing decision-making, organizational learning, and adaptive management. Overall, these studies show that PMS enhance organizational effectiveness not merely as control mechanisms but when they facilitate accountability, learning, legitimacy, and stakeholder value creation. However, despite these advances, gaps remain.

As noted earlier, many of these studies are descriptive, single-case, or compliance-focused, with limited application of frameworks such as PVT. Comparative empirical studies within the ICT sector are also scarce, limiting understanding of how PMS influence effectiveness across agencies with different mandates. This study attempts to address these gaps.

Theoretical Perspectives and the Adapted PVT Framework

Several frameworks provide insights into PMS adoption and effectiveness, notably Institutional Theory, Agency Theory, Public Value Theory (PVT), and models like New Public Management (NPM) and the Balanced Scorecard (BSC). Institutional Theory posits that organizations are embedded in regulatory, normative, and cultural-cognitive environments that shape their practices (Osinubi, 2020). Performance measurement is thus influenced by external pressures: regulatory (laws, policies, mandates, etc.), normative (professional standards and sector expectations), and cultural-cognitive (shared beliefs about legitimacy). As Afiyah (2024) notes, agencies adopt PMS not only for efficiency but to signal compliance and legitimacy, and institutional complexity arising from competing demands further shapes PMS adoption and adaptation. Unfortunately, the theory offers limited insight into how PMS translate into outcomes.

Agency Theory explains monitoring and control within principal–agent relationships (Makanga et al., 2025), assuming divergent interests between principals (example, FMCIDE) and agents (. Van Dooren, NIGCOMSAT, NITDA). Here, PMS reduce information asymmetry, establish targets, and enhance accountability; however, its focus on efficiency and compliance may overlook broader societal and stakeholder outcomes (Ripoll & Breaugh, 2025).

The New Public Management (NPM) model promotes results-oriented management, performance targets, benchmarking, and output-based monitoring (Virani & van der Wal, 2023). Thus, PMS under NPM enhance efficiency, accountability, and service delivery, supporting data-driven decision-making and linking performance to resource allocation. In ICT agencies, PMS

enable monitoring of operational efficiency and digital service outcomes. However, critics argue that NPM's emphasis on quantitative metrics may neglect broader societal outcomes such as trust and long-term capacity development (Christensen & Lægreid, 2022).

The Balanced Scorecard (BSC) complements NPM by providing a multidimensional framework including financial outcomes, stakeholder satisfaction, internal processes, and learning and growth (Kumar et al., 2024). It supports strategic alignment and performance monitoring across financial and non-financial dimensions (Gomes & Azevedo, 2024; Benhadi & Bauer, 2025). In ICT agencies, BSC captures financial sustainability, service delivery, operational efficiency, and technological capability. However, it does not fully capture broader societal value.

Public Value Theory (PVT), our adopted theory, offers a more comprehensive lens. Proposed by Moore (1995), it asserts that public organizations create value by delivering services that meet citizens' expectations while ensuring accountability and legitimacy. Its core elements include public value creation, the authorizing environment, operational capacity, and strategic management. PMS, within PVT, function as tools for learning, adaptation, and accountability.

Recent studies confirm that public value is co-created with stakeholders (Acar, Steen, & Verschuere, 2023; Cohen & Karatzimas, 2025). Foundational works by Hatry (2006) and Behn (2003) emphasize performance measurement as a continuous process supporting managerial learning, while Kaplan and Norton's BSC demonstrates how strategy can be translated into measurable outcomes. Integrated with PVT, these perspectives show that performance measurement is both technical and strategic, supporting efficiency, accountability, and public value creation.

When applied to Nigerian ICT agencies such as NIGCOMSAT and NITDA, PVT captures the interplay between efficiency, stakeholder expectations, and social impact. These agencies operate under institutional pressures, resource constraints, technological change, and political accountability. Their performance must reflect not only efficiency but also broader goals such as digital inclusion, innovation, and citizen trust. Integrating Institutional and Agency theories, PVT provides a robust framework for analysing PMS. Institutional Theory explains adoption drivers, Agency Theory clarifies control mechanisms, and PVT situates both within a stakeholder-oriented framework emphasizing legitimacy and public impact. In summary, the study adopts Public Value Theory as the primary theoretical anchor, complemented by Institutional and Agency theories, to explain how PMS contribute to organizational effectiveness, stakeholder satisfaction, and public value creation in the Nigerian public sector.

RESEARCH METHOD AND MATERIALS

This study adopts a mixed-methods approach to evaluate performance measurement systems (PMS) and organizational effectiveness in Nigerian public service agencies, providing methodological flexibility and actionable insights. For Nigerian Communications Satellite Ltd, a census survey of all 272 employees across 25 departments and four locations was conducted, complemented by semi-structured interviews and focus group discussions with 10 key department heads, as well as document review of strategic plans, KPI reports, and policy manuals. The survey instrument included Likert-scale, open-ended, and closed-ended items capturing perceptions of PMS practices, strategic goal attainment, and stakeholder satisfaction.

Triangulation of survey, interview, and documentary evidence enhanced qualitative insight and contextual validation.

For National Information Technology Development Agency, restricted access precluded primary data collection; thus, data were derived from purposively selected institutional documents, including annual reports, KPI dashboards, management responses, and public performance assessments, enabling benchmarking against NIGCOMSAT across Balanced Scorecard dimensions. Although this asymmetry raises potential concerns regarding comparability and internal validity, these are mitigated through a rigorous, theory-driven design anchored in the Balanced Scorecard, with both cases assessed using identical constructs and standardized indicators. Triangulation in NIGCOMSAT enhances construct validity, while the use of validated secondary data for NITDA strengthens reliability, supporting analytical generalization while findings are interpreted as theory-informed comparisons rather than strict empirical equivalence.

Data collection instruments were developed from established PMS frameworks and validated through expert review and pilot testing ($\alpha = 0.8$). Quantitative data were analyzed using descriptive statistics and Pearson correlation, while qualitative data were analyzed thematically. Given the study's exploratory, theory-driven focus on associations rather than causality, more advanced modelling techniques were not required. Ethical protocols included informed consent, voluntary participation, confidentiality, and institutional approvals. Limitations such as response bias and restricted access were mitigated through census coverage, purposive selection, pilot testing, follow-ups, and triangulation.

RESULT PRESENTATION AND DISCUSSION

In Nigerian Communications Satellite Ltd, performance measurement systems (PMS) are formally established but weakly institutionalised. While 80% of respondents were aware of KPIs, only 40% were involved in their implementation, and 42% perceived them as effective or strategically aligned. Correlation analysis indicates a moderate positive relationship between KPI effectiveness and strategic alignment ($r = 0.519$), while qualitative findings attribute weak alignment to limited management commitment and weak feedback mechanisms.

In contrast, document-based evidence from National Information Technology Development Agency – including annual reports, KPI dashboards, management responses, and publicly validated performance assessments – reveals a more structured PMS environment. KPIs are clearly derived from strategic plans, regularly reviewed, and reinforced through institutional feedback systems, resulting in stronger strategic alignment. To ensure validity and comparability, all NITDA indicators were systematically mapped to the same PMS constructs and Balanced Scorecard dimensions used for NIGCOMSAT, ensuring consistent measurement logic.

Balanced Scorecard (BSC) implementation in NIGCOMSAT is uneven. Although 46.7% confirmed its use and 54.5% demonstrated awareness, only 33.4% considered it effective. However, inferential analysis shows a strong relationship between BSC implementation and integration of financial and non-financial measures ($r = 0.693$), indicating latent potential. By contrast, NITDA employs a customised, outcome-oriented PMS aligned with BSC principles, supported by regular reviews, adaptive indicators, and learning mechanisms that strengthen strategic execution and public value creation.

Training participation in NIGCOMSAT is moderate, but evaluation mechanisms are weak. Training effectiveness shows a strong relationship with organisational performance (r = 0.612), while attendance alone has limited impact, suggesting that relevance—not volume—drives outcomes. NITDA, however, integrates capacity development into its PMS cycle, linking training to strategic priorities and evaluating outcomes systematically. Stakeholder satisfaction in NIGCOMSAT stands at 45%, with weak expectation alignment (r = 0.357), a Net Promoter Score of 35%, and 40% utilisation, reflecting limited engagement. In contrast, NITDA demonstrates stronger stakeholder integration through structured feedback systems, consistent with Public Value Theory.

Findings show that PMS effectiveness depends more on organisational culture, feedback, and learning than on metrics alone. Nigerian Communications Satellite Ltd exhibits fragmented implementation and weak feedback, limiting performance gains, while National Information Technology Development Agency demonstrates strategic coherence and adaptive systems, yielding stronger outcomes. Despite reliance on document-based data for NITDA, validity and comparability are ensured through standardized Balanced Scorecard constructs, triangulation, and the use of institutionally validated evidence, supporting reliable and theory-driven comparative insights.

CONCLUSION

This study demonstrates that PMS effectiveness varies with implementation quality, institutional capacity, and strategic alignment. PMS contribute to organizational effectiveness when they operate as systems for learning, accountability, and decision-making rather than compliance. Findings reinforce Public Value Theory (PVT), showing that performance measurement supports stakeholder satisfaction, legitimacy, and capacity development. The study recommends strengthening KPI alignment, shifting from compliance-based to learning-oriented PMS, enhancing capacity and training effectiveness, improving data quality systems, promoting stakeholder engagement, institutionalizing Balanced Scorecard frameworks, and strengthening oversight through bodies such as the CRDCU in the Nigerian public sector.

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