

Federal Character Principle and Productivity: A Survey of Federal Civil Service in Nigeria

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Abstract

The study examined the effects of federal character principle on labour productivity in Nigeria's federal civil service. The foundation of Nigeria's quest for socioeconomic growth is the federal civil service. The target population consists of 217 civil servants purposively selected from federal ministries, parastatals and agencies in FCT. Structured questionnaire was designed and administered to the 217 respondents. The data was presented in simple percentages, frequency tables, pie charts, and the hypothesis was tested using chi-square statistics. From the analysis, it was revealed that the application of federal character principle on recruitment has a negative effect on productivity, most especially in federal ministries. The study further recommends that Nigerian civil service should imbibe the prescripts of Max Weber bureaucratic theory as regarding recruitment and global best practices that place preference on recruitment based on merit, technical competency and qualification in order to enhance productivity.

Keywords: federal character principle, civil service, productivity

Introduction

The federal character concept or quota system has been a part of the Nigerian Constitution since 1979. It aims to make sure that candidates chosen for positions in federal civil service organizations reflect the nation's variety in terms of language, ethnicity, religion, and geography (1979 Constitution of the Federal Republic of Nigeria). This explicitly stated in section 14 subsection 3 of the 1979 constitution that the composition of the government of the federation or any of its agencies and the conduct of its affairs shall be carried out in such a manner as to reflect the federal character of Nigeria and the need to promote national unity ... or other sectional group in that government or any other of its agencies. Notably, recruitment of public officials as well as the military and paramilitary with the use of federal character principles, otherwise known as quota system, seems quite challenging, as there are often difficulties associated in maintaining balance between meritocracy and quota system. This makes public institutions contend with

issues of discipline, morale, general efficiency, production, and service delivery in their organizations, thereby leading to negative effects on their existence.

The civil service is at the core of Nigeria's public administration structure, as it is the primary tool used by the government, whether military or civilian administration in managing growth in the public sector (Olu-Adeyemi, 2009). Notably, civil workers are expected by law and professional orientation to be apolitical and loyal to the current government (Anazodo, Okoye & Chukwuemeka 2012; Kolawole 2008). The apolitical nature of civil servants, allowed them to work until retirement age without worrying about political whims or the constant turnover of the administration. The sole restriction in this regard is a person's choice to retire, quit, or be disengaged as a result of disciplinary actions brought about by misconduct or another perceived act of omission or commission. In other words, civil servants do not actively engage in politics until they quit, disengage or retire from the service. Notably, the nature of the public service sector is seen as a service-based system with merit-based hiring, job stability, and timely advancement in ways that properly reward service and talent. This provided the state with a class of loyal and diligent permanent non-political officials who serve as the backbone of Public Administration (Basu, 2004). Apart from its strategic consultative role in policy creation, the civil service is the pivotal institution in Nigeria, as it drives policy execution. Also, it is responsible for providing the important commodities and services that act as a catalyst for economic growth in both the public and private sectors.

The premise supporting the practice of human resources management (HRM) has been noted as being that people are the organization's essential resource and that service delivery and organizational performance heavily depend on them (Armstrong, 2009). Therefore, HR will have a significant impact on service delivery provided a suitable range of HR policies and processes are designed and efficiently executed. However, to Guest, Michie, Conway, and Sheenah (2003), there are two reasons why human resource management, service delivery, and worker productivity are related. The first is that one of the most potent pillars of competitive advantage is the efficient use of human resources. The adoption of a certain set of practices, or a distinctive combination of practices is required for the effective deployment of human resources, according to the second argument. Additionally, Guest et al. (2003) emphasize that it is possible that HR management will be more successful, if it complements each organization's business plan.

It has been asserted that efficient management of human resources results in a greater ability to find and keep motivated workers who are competent (Schuler &

Macmillan, 1984). They see increased profitability, high productivity, improved service delivery, minimal employee turnover, lower production costs, high product quality, and quicker acceptance and implementation of business strategy as advantages of having the proper workers who are motivated to succeed. This synergy is however defeated by the use of the federal character principle or the quota system in hiring for the federal civil service.

The Federal Character Commission was established to address the paradox that the British colonial master had created by bringing together individuals from various sociocultural backgrounds. Regrettably, by endorsing mediocrity above meritocracy, it has so far caused additional issues. It is unfair and inappropriate to adhere to the Federal Character Principle in a circumstance when merit is sacrificed for state of origin. The Commission also aims to promote unity among all Nigerians, but if, in the name of the Federal Character Principle and promotion of unity, a less qualified and less experienced person is given authority over a more qualified and experienced person, it will actually increase state loyalty and undermine national unity. Buttressing, Oyovbaire cited in Akinwale, (2014) states that the Federal Character Principle has made meritocracy impotent, worthless, and unwelcome and encouraged mediocrity in positions of authority. This, places the country at a disadvantage position, as it results in underdevelopment, a divided society, low productivity, corruption, and bad governance.

Against this background, the study intends to examine the impacts of federal character principles on manpower utilization and productivity in the Nigerian federal civil service.

However, the following hypothesis was stated to guide the study:

Ho: The application of federal character principle in the recruitment of civil servant in federal civil service has no appreciable impact on labour productivity.

Hi: The application of federal character principle in the recruitment of civil servants has a positive effect on productivity in federal civil service.

The paper is divided into various sections. The first section dwells on the introduction, the second section focuses on the review of related literature wherein subsections created that focus on the concept of federal character principles, civil service, manpower utilization, productivity, section three deals on the methodology, while section four dwells on the analysis and discussion. Lastly, section five, concluded and make recommendations.

Review of Related Literature

Federal Character Principle

As a means of assuring and ending marginalization, Nigeria and the majority of other African nations figure out how to establish appropriate and fair distribution of employment throughout all facets of the country. The federal character idea, which obviously originated from the Constitutional Drafting Committee (CDC) in the 1970s when two groups—the realist and ostrich—formed, is the most significant tactics Nigeria has so far adopted (Okolo, 2014). While the group with the ostrich postures accepts that even though marginalization exists, a provision is not needed and instead claims that the existing constitution is sufficient, the realist believes that provisions are necessary to ensure adequate representation and prevent predominance of one state over another in employment distribution (Okolo, 2014).

According to Asaju and Egberi (2015), the federal character principle is both a reaction and a system; it is a constructive response to right historical wrongs in the conduct of the federal civil service and to take advantage of the great diversity of the nation. It is also a response to practices that prioritize egotistical and local interests over the good of the country. The federal character idea was established as a policy instrument for fair distribution of positions, economic resources, and natural resources for the benefit of the populace (Okorie & Greg, 2013). The federal character principle refers to Nigerian citizens' specific desire to uphold and advance national loyalty, unity, and harmony (Aderonke, 2013).

Although, meritocracy is sacrificed for mediocrity under the Federal character premise, as government employment and admission to colleges and universities are no longer determined on merit. When all factors are considered, the percentage based on merit is lower, to the detriment of individuals qualified, knowledgeable, and capable, thus, sensitive positions are filled by people lacking technical expertise. The Federal Republic of Nigeria shall be a state based on social justice, according to sections 14(1) of the Constitution from 1979 and Section 14(1) of the Constitution from 1999. Quotas govern admission to federal unity schools and institutions of higher education. In his evaluation of the federal character principle from a merit standpoint, Bodunrin (2003) claims that it is ineffective.

To effectively use labor and increase productivity, meritocracy should be rigidly enforced in areas that are strategically significant to the economy. It is important to dissuade people from worrying that one region of the country will dominate every position available. The claim that one region of the country would dominate the

others if merit were used is unpersuasive because every state is free to develop its citizens, and the failure of one state to do so should not be used as justification for applying a federal character standard to employment, admission to institutions of higher learning, or political position. Therefore, the governing principle should be meritocracy.

Benefits and Drawbacks of federal character principle

The desire in giving every Nigerian citizen sense of belonging as well as promotion of national unity, national loyalty irrespective of the existence of diverse religious, cultural and ethnic feelings among the citizens and the need to foster as well as harness to the growth of the country, create the concept of federal character principles. As opined by Osman (2014), federal character principle is aimed at re-addressing the unequal structure as well as ethnic dominance in the governance of the country for national integration. Notably, it is beneficial to the Nigerian nation, as it protects the right of minority groups and as well, assist the less privileged in the society by a way of ensuring fair distribution of resources among various ethnic, cultural as well as religious groups. Federal character principle according to Chukwuma (2014), provide equal formula for distributing socioeconomic service and infrastructural facilities; provides means through which inequality can be addressed; ensures fair intake into federal universities; guarantees that no one section of the society unduly dominates the elective or appointive positions; provides equal access into armed force, the police, protect the interest of minority ethnic groups, ensures even distribution in the recruitment of personnel into federal civil service, guarantees the corporate existence of Nigeria and has put out the agitation for centralizing power.

As a means of ensuring equitable distribution of socioeconomic services, amenities, and infrastructure facilities, it offers an equitable formula, it offers strategies and methods for addressing imbalances, whether they are genuine or fictitious, it is employed in the provision of amenities and infrastructural facilities. Buttressing, Azeibe (2012) opined that it benefits the nation, as it guarantees proper allocation of amenities, employment and national project across the country. It ensures fair admission into federal universities, it gives all Nigerian citizens, regardless of background, equal access to the police, the military, and other government agencies. Politically, the federal character principle guarantees that no one group of the population unfairly controls elective or appointed positions.

The federal character concept provides a fair distribution of civil employees during the hiring process for the federal civil service. It is used in the National Youth

Service Corp. deployment of graduates from postsecondary institutions. Through the help of the Federal Accounts Allocation Committee, it is used in resource allocation (FAAC). Additionally, it has preserved Nigeria's corporate life and assisted in quelling centripetal agitations. Although, federal character principle lay more emphasis on ethnic equity while solving the challenges and fears of marginalizing any segment of the Nigeria society, as noted by Gberevbie (2010), its policies are capable of stabilizing the developmental need of the country. It ensures national integration, as there is subordination of institutions and cultural values to the dictates of the central authority. Osaghae as cited Okeke, Nnamani and Akajife (nd.) states that the application of federal character principle is of utmost necessity and inevitable in plural society like Nigeria, as it assists in strengthening national stability by reducing ethnic politics and as well, makes it complex for ethnic chauvinists to seize power and subdue other ethnic groups. However, Ayode cited in Onimisi, take a contrary perspective on federal character principle, as it is considered self-discriminatory in that, subjecting recruitment as well as promotion on the basis of federal character abuses meritocracy and is considered ill-treatment certain section.

Notably, the application of federal character principle in Nigeria is faced with issues like ethnocentrism, elitism, mediocrity and mutual suspicion (Cornelius & Esheya, 2013). It is believed that federal character principle is manipulative and directed toward satisfying the interest of the capitalist ruling class in the society at the expense of the less privilege as well as the minority groups whose inequality, it aimed to addressed. As noted, this medium is being used by elitist class in placing their cronies in federal parastatals, agencies as well as institutions for their political interest and work against the preconceived objectives of these institutions where they are employed. Also, federal character principle promotes mediocrity in public institution, as it contributes toward inefficiency in the public sector. Buttressing, Utume (2003) opined that there is genuine fear that employees whose recruitment into public section is done by the provisions of federal character have the tendency of acting like political representatives without paying due attention to their duties. In other words, federal character principle encourages incompetence and mediocrity in the public institutions. Also, it is seen as an inconsistent balancing of the quota system and the merit principle. Rather than fulfilling its purpose for which it was established, it encourages ethnicity and generates corruption. It has a variety of effects on the federal civil service's morale, discipline, and general efficacy and efficiency. Furthermore, due to the need for representation from every aspect of the Nigerian state, it has also resulted in an excessively large cabinet, thereby resulting in wastage of resources. It discourages well talented individuals in manning

sensitive and strategic position in the public sector, thus, resulting in low productivity, with its negative impact on national growth.

The federal character concept, which favors mediocrity above meritocracy, has actually produced more issues than it strives to fix. This can be demonstrated when people are hired despite their lack of education and experience because of their faith or locality, or when a job is granted to an expatriate on contract with the understanding that they will receive as much training as feasible. In most cases, a more competent individual who is not from the same place ends up being the boss of a less qualified person because of where he or she came from. For example, in the educational system, children from some states in the nation are admitted into the unity schools with low scores while applicants from other states in the nation are admitted with very good marks in an effort to adhere to the federal character principle or quota system. Additionally, some candidates from a few states in Nigeria are frequently given admission to federally funded colleges (with very low tuition prices) despite having less qualification than candidates from other states in the nation.

Civil Service

The civil service is the body of men and women employed in a civil capacity and on non-political career basis by the federal and state governments primarily to render and effect government decisions and implementation (Ipinlaiye, 2001). Such career officers obtain their appointment from civil service commission, and exercise power of delegating duties and responsibilities to ministries, department and agencies of government in accordance with laid down rules. The civil service is a perfect example of Max Weber's rationality wherein the existence of rational elements in the service acts as a vital tool against personal or arbitrary use of power. The civil service plays important role in public administration system. These roles according to Ishaq (2014) include: translating into tangible action the policies of political bodies. In other words, it acts as a major instrument through which all aspect of the society is being regulated and managed by the government. Notably, various kinds of licences, permits, approvals and the likes are obtainable by institutions in the society through the civil service. Thus, the performance of civil service, determines the extent to which a nation will progress socially, economically and politically. Also, civil servants contribute in formulating policies as a result of their wealth of experiences, knowledge as well as information. Buttressing, a former head of service of the federation Grey Longe, states that
... permanent secretary who is worth his position is knowledgeable, experienced and so familiar with the civil service organization which exists to advise the

minister and implement approved policies and programmes that when he makes submission to the minister they are in such a form that they can be approved completely or with minor amendment (Ishaq, 2014).

Lastly, the civil service plays an important role in ensuring continuity of governments' policies and programmes, as there are frequent changes in governance as a result of coup as well as periodic elections. Notably, the activities of the civil service in Nigeria are carried out by federal ministries, headed by a minister, and by extension parastatals. Observably, the ministries take responsibility of the government owned corporations (parastatals), which include universities (Education), National Broadcasting Commission and Nigerian National Petroleum Corporation and so on. While, the other parastatals (like Independent National Electoral Commission, the Economic and Financial Crimes Commission and the Federal Civil Service Commission) are managed through the office of the presidency.

Although, the unification of the governmental structure, occasioned by the amalgamation of the Northern and Southern protectorate in 1914 marked the birth of civil service in Nigeria, its foundation in Nigeria, is traceable to the colonial era, established by the British government, 1861 (Olowu et al., cited in Briggs, 2007). Notably, there were three categories in the civil service up till 1988 within the framework of 17 points Unified Grading and Salary Structure. These level structure as indicated by Olowu cited in Briggs (2007) include: junior staff (from level 01-06), senior staff (from level 07-12) and management staff (from level 13-17). However, subsequent reforms in 1988, led to the establishment of the fourth level known as directorate cadre (from level 15-17)

Productivity

Productivity is concerned with how well an organization utilizes its resources in achieving set objectives. In other words, it is generally seen as a measure of the amount of output generated per unit of input. Pritchard as cited in Linna, Pekkola, Ukko and Melkas (2010) view productivity in terms of techno-economic approach (which views it as an efficiency measure, that is out/input); as a combination of efficiency and effectiveness relatively in terms of output/input plus output/goal; a wide approach that contains everything that makes an organisation function better. Unarguably, productivity in the public sector is very crucial to the development of a nation, as the sector is seen as a major employer of labour, and provider of vital

services to the economy (business services as well as social services directly affecting cost of inputs and labour quality), and a consumer of tax resources. Notably, productivity is a function of several elements like management support, committed personnel at all levels, a performance measurement system, employee training, reward structures, community involvement and feedback to correction of budget-management decisions (Linna et al., 2010).

Emphasis on productivity on service oriented organization is should be made on quality (Sahay, 2005), rather than relying its measure solely on quantitative terms (emphasizing more production), as according to Van Looy, Gemmel, Desmet, Van Dierdonck and Serneels (1998), such emphasis is capable of increasing defectives as well as poor quality services. Thus, in ascertaining the quality of the end result of the service process, the question arises as to what the outcome of service will be like? This relates to technical quality. Also, there is the question of how well the service is carried out? this laying emphasis on functional quality. Although, productivity in public sector are always evaluated in terms of labour productivity, as opined by Linna et al., (2010), consideration should be made on multifactor productivity measure because challenges inherent in the interpretation of single factor productivity is that it attributes all increases in efficiency to one factor, even though the increased production may have been partly or even completely due to changes in other factors. However, a major concern to public administrator in public sector organization in terms of productivity should be whether their efforts lead to positive changes in the lives of citizens or produce other results they were designed to bring about, instead of focusing on departments' activities as well as its outcomes. This should be the concern of federal civil service in terms of productivity.

Federal Character Principle and Productivity

The new public management, places emphasis on hiring and promoting people based on their merit, giving managers more autonomy ("letting managers manage") with accompanying accountability, performance-based remuneration, and ongoing skill development and improvement. Additionally, there is a focus on performance measurement, with a focus on public service delivery in particular. Productivity, stability, morale, integrating the formal and informal facets of the company, maximizing employee potential, and values provided to society are some of the indicators or factors of an organization's performance. Effectiveness in the federal civil service can in some ways be gauged by how well it meets the needs and aspirations of the society in which it exists and performs its duties. Only in a

competitive environment where hiring decisions are made based on qualifications rather than geography can all these things be accomplished.

Notably, in a competitive environment where employees are recruited for the purpose of achieving organizations' objectives, there is effective service delivery as well as service quality which in turn results in higher productivity, contrary in most public establishments, where most personnel are redundant and more are hired according to quota systems or federal character principles without consideration on merit, productivity becomes low, which eventually lead to poor organizational performance. The application of the Federal Character principle in the recruitment of staffs in the Nigerian Civil Service has resulted in the recruitment/employment of incompetent hands or less qualified and even unqualified personnel, having little or no experience needed to achieve organizational goals. Buttressing, Suleiman cited in Mafos (2015) opined that the application of federal character principle in recruitment results in poor performance of public sectors in Nigeria, as there exist a lot of incompetent and to some extent illiterates staff in the sector.

Observably, in the Nigerian public sector, majority of employees merely take salaries without contributing to the organization. Eventually, this leads to low productivity and poor organizational performance, as most individuals are hired without the necessary knowledge, skill, or ability. More so, in organizations wherein employees do not adhere to the rules, regulations, and established standards there will be poor performance and low levels of productivity, this will have an impact on the development and growth of the organization and, indirectly, the entire nation.

Empirical Review

Briggs (2007) conducted a study on the challenges of recruiting in the Nigerian federal public service, using a stratified random sampling method with a sample of 190 respondents from five federal ministries divided into four major grade level groups. He named FCP and the service commission's lack of independence as the main issues hampering recruiting in the Nigerian federal civil service. Due to these issues, the recruitment process did not effectively utilize job descriptions and normal personnel standards, especially at the lowest category of grade levels.

Igbokwe-Ibeto, Agbodike and Anazodo (2015) examine the application of federal character principle and its implication on service delivery in Nigerian federal civil service. Multi-stage sampling was used in selecting the sample. Data collected were analyzed using descriptive statistics in ascertaining the mean and standard

deviation, in addition, hypotheses were tested using Chi-square statistical tool. Findings from the study indicates a relationship between federal character principle and employees' service delivery as well as poor attitude to work in Nigerian federal civil service.

Similarly, Gberevbie and Ibietan (2013) examine federal character principles and administrative effectiveness in Nigerian public service for sustainable development within 1999-2012. The study employed secondary data and findings reveals that the application of FCP's in the Nigerian public sector tends to promote unethical behavior among public servants and limit merit in the hiring and promotion of employees. Therefore, it was concluded that the government evaluates the FCP's implementation through the enforcement of merit-based public service reform initiatives that can energize human capacity and governmental institutions for sustainable development if Nigeria's public service is to fulfill its mandate of facilitating sustainable development.

Despite the fact that numerous studies on the subject of FCP in the Nigerian public service have been carried out. The impact of FCP on productivity and labor force utilization has received little attention from academics. This explains why this study is considered important and timely because it will close a gap in the literature.

Theoretical Framework

The study anchors on Bureaucratic Theory propounded by Max Weber, although, the term (bureaucracy) was coined by Frenchman named M. de Gournay. It is considered to be a major aspect in the rationalization of the modern world and is seen as the most essential of all social processes. Accordingly, it is seen as the most rational and most efficient form of organization, as it involves control on the basis of knowledge, a clearly defined sphere of competency, operating based on analyzable rules and with precision, speed, consistency, availability of records, continuity, unity, rigorous coordination as well as minimal interpersonal conflict, personnel and material cost (Weber, cited in Sapru, 2013). Generally, bureaucracy anchors on hierarchical form of authority, division of labour and specialization of duty, as well as impersonal detachment.

It is an ideal form of management which emphasizes on rules, regulation, authority and technical qualification as the basis upon which individual are selected into public as well as private institutions. Notably, the "merit system of operation" or "merit and qualification rule" is one of the foundational principles upon which this bureaucracy theory is built, along with other fundamental ideas. The theory states

that there should be basic requirements for all positions in any bureaucratic institution. Using the justification that "bureaucratic administration entails primarily the exercise of control on the basis of knowledge," Weber supported this component. As a public administrative management theory, it upholds professionalism, effectiveness, and efficiency in any organization where it is used, whether they are public (civil service) or private organizations.

Generally, bureaucratically structured government is currently the most common form of public administration around the world to which, the Nigerian Civil Service is not an exception, as it is structured along this form of public administration. Notably, an organization that upholds professionalism, efficiency, and effectiveness is one in which employees are hired on basis of meritocracy or that applies the principle of merit and qualification rule. In other words, for any organization to be efficient and effective, its recruitment must take place through tenders, exams or diplomas, which requires that candidates have specialized training. Although, bureaucratic organizations are ideally structured to be orderly, fair and to a large extent proficient, its application in Nigerian civil service is fraught with negative reactions.

As opined, the aforementioned principle stands in contrast to the politicized Nigerian civil service, wherein applicants are chosen based on a number of political criteria, which promotes inefficiency, ineffective service delivery, and most importantly, a lack of professionalism. Thus, patronage politics, cronyism, manipulation of the federal character principle, ethnic sentiment, spoil systems, and the fact that the major administrative functionaries are numerous allies of the party or the men in power are some issues found in the use of this criteria.

Methodology

The study adopts cross-sectional survey, an aspect of quasi-experimental research design, as it attempts to examine the complexities existing among the variables at a specific period of time. The target population of the study constitutes civil servants in Federal ministries, parastatals and agencies in Federal Capital Territory, Nigeria. However, this population will be difficult and may be too cumbersome to study, as reports indicate the existence of 185 ministries, parastatals and agencies (Sunday Punch, 2017). Hence, the study purposively selects 217 civil servants from the rank of senior staff (Grade level 07-12) in federal ministries, parastatals and agencies in FCT. This category of employees was selected as they were considered to provide the required information due to their experience on the job as well as their length of service in the respective ministries, agencies and parastatals.

Structured questionnaire was carefully designed and administered to 217 senior civil servants and 200 copies were retrieved and considered useful for the study.

The researcher had the opportunity to introduce the subject and persuade the respondents to complete the questionnaire by giving them the questionnaire directly. Responses were statistically evaluated using pie charts, frequency tables and basic percentages and Chi-square. As a decision rule, the null hypothesis (Ho) is accepted and the alternative hypothesis (Hi) is rejected if the computed value of 2 Chi-square is less than the critical value of 2 Chi-square at the level of significance of 5%. The opposite is true, though, if the calculated value of the chi-square at the selected level of significance is higher than the critical value. The discrepancy between the estimated value and table value determines whether a hypothesis is accepted or rejected. You can determine table value with the aid of the significant level. The chi-square test of hypothesis was performed using the Statistical Programme for Social Sciences (SPSS).

Presentation of Data

Table 4.1 Questionnaire administration

S/ N	Institution	Distributed	Percentage	Received	Percentage	Useful	Percentage
1	Ministry	136	63	128	59	125	58
2	Parastatals	63	29	60	28	58	27
3	Agencies	18	8	18	8	17	8
	Total	217	100	206	95	200	93

A total number of 200 respondents provided the data used for this analysis as depicted in the table above. This 200 number of responses was gotten after the distribution of 217 questionnaires to 3 categories of public institutions (ministries, parastatals and agencies) situated in Abuja.

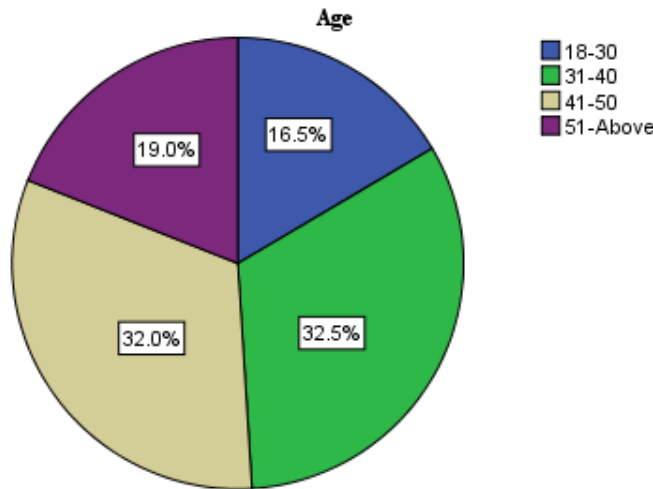
Table 4.2: Age of the respondents

Age	Frequency	Percentage
18-30	33	16.5
31-40	65	32.5

41-50	64	32.0
51-Above	38	19.0
Total	200	100.0

Source: Field Survey 2021.

A pie chart can also be used to graphically represent:



According to the table and pie chart above, 33 respondents (or16.5%) are between the ages of 18 and 30; 65 respondents (or 32.5%) ; 64 respondents (32.0%) and 38 respondents (or 19%) are between the age of 41 to 50. The remaining respondents (or 38(19%) are between the ages of 51 and over. This indicates that the majority of responses are between the ages of 31 and 40.

Test of Hypothesis

H₀: The application of federal character principle in the recruitment of civil servants has a negative effect on productivity on federal civil service.

H_i: The application of federal character principle in the recruitment of civil servants has a positive effect on productivity in federal civil service.

Cross Tabulation

Institution * Application of Federal Character principle in the recruitment of federal civil servants has a negative effect on service delivery in federal civil service

			Application of Federal Character principle in the recruitment of federal civil servants has a negative effect on productivity	
			Yes	No
Institution	Ministries	Count	113	15
		Expected Count	105.6	22.4
	Parastatals	Count	48	20
		Expected Count	56.1	11.9
	Agencies	Count	4	0
		Expected Count	3.3	.7
Total	Count		165	35
	Expected Count		165.0	35.0

Chi-Square Tests

	Value	Df	Asymp. Sig. (2-sided)
Pearson Chi-Square	8.495 ^a	2	.005
Likelihood Ratio	10.614	2	.005
Linear-by-Linear Association	5.613	1	.018
N of Valid Cases	200		

a. 2 cells (33.3%) have expected count less than 5. The minimum expected count is .70.

The degree of freedom for chi-square tabulated is given as (r - 1)

Where r = number of rows = 3

Df = (r - 1) = 3 - 1

Df = 2

Chi-square level of significance is assumed to be 0.05 (5%). Therefore, chi-square tabulated (χ^2) is given as 8.495. On the basis of this, $\chi^2(2, N = 200) = 8.495$, $p = .005$ the study therefore accepts the null hypothesis and rejects the alternative hypothesis and concludes that the application of federal character principle in the recruitment of civil servants has a negative effect on productivity.

Discussion of Findings

From the responses obtained from respondents in the course of this study and the hypothesis tested, it shows that the application of federal character principle in the recruitment of civil servants has a negative effect on productivity which has created room for recruitment of incompetent persons into the civil service, thereby making the system unproductive and at the same time inhibiting national growth and development. The result found in this study is in agreement with the observation of Tonye (2010) and Oghator (2009) who state that the application of federal character principle allows for Ethno-regional patronage and their clients to misappropriate public resources without making meaningful contributions to the development of the nation. Similarly, the findings in this study is supported by Igbokwe-Ibetu, Agbodike and Anazodo (2015) who averred that the application of federal character principle results in employees' service delivery as well as poor attitude poor attitude to work in Nigerian federal civil service.

Conclusion and Recommendations

With the Weberian prescriptions of the ideal bureaucratic theory underlying the foundation for this study, it is posited that for governments to operate the most efficient and effective administrative organization that would be beneficial to all, its recruitment policy into the federal civil service should be unfettered. It should also be capable of absorbing the best qualified, technically competent, disciplined and committed personnel that would in turn help government to achieve the goals of governance and administration. It was concluded from the findings of this study that Nigerian civil service is faced with poor recruitment policy which have affected productivity in civil service. In view of the literature review and findings of this study, it is clear that the ball now lies solely on federal government to make amendments to federal character principle as regards recruitment of workers. However, To achieve productivity and development in the Nigerian federal civil service and the nation in general, the study recommends that Nigerian civil service should imbibe the prescripts of Max Weber bureaucratic theory as regards recruitment and global best practices that place preference on recruitment based on merit, technical competency and qualification. Furthermore, to achieve better employee productivity in the Nigerian federal civil service, it is imperative to re-examine the reliability and validity of the application of federal character principle.

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