



UNIVERSITI PUTRA MALAYSIA

**DISPARITY IN EMPLOYMENT DISTRIBUTION AND IMPLEMENTATION
OF FEDERAL CHARACTER POLICY IN THE NIGERIAN CIVIL SERVICE**

ONIMISI TIMOTHY

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By

ONIMISI TIMOTHY

**Thesis Submitted to the School of Graduate Studies, Universiti Putra Malaysia,
in Fulfilment of the Requirements for the Degree of Doctor of Philosophy**

September 2019

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DEDICATION

This thesis is dedicated to the Unquenchable God for this favors, wisdom, blessings, and guidance. And to Late Mrs. Elizabeth Isioma Onimisi, who God called to His banquet during my studies, Mummy continue to rest in peace...Amen



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Abstract of thesis presented to the Senate of Universiti Putra Malaysia in Fulfilment
of the requirement for the degree of Doctor of Philosophy

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September 2019

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The Nigerian civil service is a colonial creation whose activities were geared towards colonialist interests. Thus, employment distribution in the civil service was lopsidedly structured for that purpose. Regrettably, the lopsidedness and disparity in employment distribution continued even after Nigeria's independence. Apparently disturbed with the disparity, the Nigerian government enacted the Federal Character Policy (FCP) as captured in Section 153, Sub-section 1c of the constitution of the Federal Republic of Nigeria. The policy was enacted to ensure equality in employment distribution in the country's civil service. Unfortunately, the implementation of the Federal Character Policy appears to be ineffective because disparity still characterizes employment distribution in the Nigerian civil service. The ineffectiveness in the implementation of the policy has led to the rivalry, call for secession, disharmony, and discontent among the citizens. It is against this backdrop that this study sought to investigate reasons for the ineffective implementation of the Federal Character Policy which was enacted to ensure equal employment distribution in the Nigerian Civil Service. As well as the causes of persistent disparity in the employment distribution in the Nigerian civil service and the strategies that can ensure the implementation of the Federal Character Policy in the Nigerian civil service. A qualitative case study approach was used in this study as it helps to understand a complex social phenomenon and it captures the essential aspect of an issue from the perspective of the study's core informants. The study adopted purposive sampling in selecting the 24 key informants which were drawn from principal staff of the Employment and Appointment Units of the Federal Civil Service Commission, principal staff from the Monitoring and Enforcement Department of the Federal Character Commission, Academicians (with expertise in public policy), Non-Governmental Organizations (NGOs), Serving Civil Servants (Employed) / Applicants (Unemployed/Grassroots), and Job Search Industries (Recruitment Agencies) to ensure wider representation. Pilot interviews were initially carried out, before an in-depth interview with all the informants. This was followed

up with content analysis and analysis of collected data. The research found that disparity continues to ravage the employment distribution in the Nigerian civil service because of political influence, conflict of interest and ethnic bias. Other important findings related to the reasons for the ineffective implementation of the Federal Character Policy in the Nigerian civil service were enforcement challenges, traps in the implementation of the Federal Character Policy, the personal interest of policy implementers and corruption. However, the study found that the implementation of the policy can be achieved through an all-inclusive implementation strategy, the establishment of a Federal Character Tribunal and application of sanctions to policy defaulters. Finally, the study provided valuable insight into the employment distribution disparity in the Nigerian civil service and causes of the ineffective in the implementation of the Federal Character Policy, as well as strategies that will ensure implementation of the policy.



Abstrak tesis yang dikemukakan kepada Senat Universiti Putra Malaysia sebagai memenuhi keperluan untuk ijazah Doktor Falsafah

**KETIDAKSAMAAN DALAM AGIHAN PEKERJAAN DAN PELAKSANAAN
DASAR KARAKTER PERSEKUTUAN DALAM PERKHIDMATAN AWAM
NIGERIA**

Oleh

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September 2019

Pengerusi : Profesor Madya Ku Hasnita Ku Samsu, PhD
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Perkhidmatan awam Nigeria adalah ciptaan kolonial yang kegiatannya ditujukan untuk memenuhi kepentingan kolonialis. Akibatnya, agihan pekerjaan dalam perkhidmatan awam adalah tidak sekata. Malangnya, ketimpangan dan ketidaksamaan dalam agihan pekerjaan masih berterusan walaupun selepas kemerdekaan Nigeria. Terganggu dengan ketidaksamaan ini, kerajaan Nigeria telah menggubal Dasar Karakter Persekutuan (FCP) seperti yang terkandung dalam Seksyen 153, Sub-seksyen 1c Perlembagaan Republik Persekutuan Nigeria. Dasar ini digubal untuk memastikan kesamarataan bagi agihan pekerjaan dalam perkhidmatan awam negara. Malangnya, pelaksanaan Dasar Karakter Persekutuan kelihatan tidak berkesan kerana ketidaksamaan masih menjadi ciri dalam agihan pekerjaan dalam perkhidmatan awam Nigeria. Ketidakeberkesanan pelaksanaan dasar ini telah mencetuskan persaingan, panggilan untuk pemisahan, ketidakharmonian, dan ketidakpuasan dalam kalangan rakyat. Atas dasar latar belakang inilah kajian ini dijalankan untuk menyiasat sebab-sebab pelaksanaan Dasar Karakter Persekutuan tidak berkesan, yang digubal untuk memastikan agihan pekerjaan yang sama rata dalam Perkhidmatan Awam Nigeria, serta punca-punca ketidaksamaan yang berterusan dalam agihan pekerjaan dan strategi yang dapat memastikan pelaksanaan Dasar Karakter Persekutuan dalam perkhidmatan awam Nigeria. Pendekatan kajian kes kualitatif digunakan dalam kajian ini kerana ia membantu memahami fenomena sosial yang rumit dan dapat menggarap aspek penting satu-satu isu dari perspektif informan teras kajian. Kajian ini menggunakan pensampelan bertujuan dalam memilih 24 orang informan utama daripada kakitangan utama Unit Pekerjaan dan Pelantikan Suruhanjaya Perkhidmatan Awam Persekutuan, kakitangan utama dari Jabatan Pemantauan dan Penguatkuasaan Suruhanjaya Karakter Persekutuan, ahli akademik (dengan kepakaran dalam dasar awam), pertubuhan bukan kerajaan (NGO), kakitangan awam yang masih berkhidmat (bekerja) / pemohon (menganggur / akar umbi), dan industri mencari pekerjaan (agensi pengambilan pekerja) untuk

memastikan perwakilan yang lebih meluas. Temu bual rintis telah dijalankan terlebih dahulu sebelum temu bual mendalam dilakukan dengan semua informan. Ini diikuti dengan analisis kandungan dan analisis data yang dikumpul. Penyelidikan ini mendapati bahawa ketidaksamaan terus membinasakan agihan pekerjaan dalam perkhidmatan awam Nigeria akibat pengaruh politik, konflik kepentingan, dan bias etnik. Dapatan penting lain yang berkaitan dengan sebab pelaksanaan Dasar Karakter Persekutuan yang tidak berkesan dalam perkhidmatan awam Nigeria adalah cabaran penguatkuasaan, perangkap dalam pelaksanaan Dasar Karakter Persekutuan, kepentingan pelaksana dasar, dan rasuah. Walau bagaimanapun, kajian ini mendapati bahawa pelaksanaan dasar boleh dicapai menerusi pelaksanaan strategi inklusif menyeluruh, penubuhan Tribunal Karakter Persekutuan, dan penggunaan sekatan terhadap perosak dasar. Akhir sekali, kajian ini memberikan pandangan yang berharga tentang ketidaksamaan agihan pekerjaan dalam perkhidmatan awam Nigeria dan penyebab pelaksanaan Dasar Karakter Persekutuan yang tidak berkesan serta strategi yang akan memastikan pelaksanaan dasar.

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God bless you all...Amen. TO GOD BE THE GLORY!!!

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LIST OF ABBREVIATIONS

CDC	Constitutional Drafting Committee
EEA	Employment Equity Act
FCCN	Federal Character Commission of Nigeria
FCSC	Federal Civil Service Commission of Nigeria
FCT	Federal Capital Territory of Nigeria
FCP	Federal Character Principles
IMT	Inter-ministerial Team
HSF	Head of Service of the Federation
MDA	Ministries, Departments and Agencies
NSPSR	National Strategy for Public Service Reforms
SGF	Secretary to the Government

CHAPTER 1

INTRODUCTION

1.1 Background of the Study

The civil service is an important component of any government. It is an essential administrative element of the government and occupies a vital position in the political system of any country. As a non-temporary administrative arm of the government, the civil service carries out different government policies (Rao, 2013; Anazodo, Okoye, & Chukwuemeka, 2012). The civil service represents an expanding crop of manpower needed to carry out the policies and functions of the modern government. The World Bank's Administrative and Civil Service Reform Report see the staff of the civil service as major employees of the central government who carry out administrative functions on behalf of the state (Evans, 2008). They are the employees chosen to act in various ministries, parastatals, and departments, but they are not holders of political appointment of any kind.

The name of the civil service across the world varies from one country to another. In the United Kingdom, the employees of the national government are often called the Crown (civil service). In the United States of America, they are referred to as Civil Service, while in India they are officially referred to as the Imperial Civil Service. In Canada they are called the Public Service of Canada, in Ghana, they are referred to as the Ghanaian Civil Service and in Nigeria, and they are called the Civil Service (Burra, 2010; Smith, 1995). In spite of the differences in its name around the world, the civil service remains a critical agency in the sustainable socio-political development of these countries. The role the civil service plays in the corporate existence of any government is comparable to the role played by the military and the courts in any nation (Mosher, 1959). This is further shown in the experience of East Asian countries where the vital contributions of the civil service in fostering the developmental aspiration of the government cannot be overemphasized.

The civil service in several Africa countries was a creation of the colonialists. For instance, the Ghanaian Civil Service was established by the British Imperial Policy with the aim of maintaining law and order, collecting taxes and exploiting the rich natural resources of the Gold Coast (HCSRG, 2016). During the colonial period in Kenya, the civil service structure was formulated to implement policies under the broad guidance of the colonial masters who mainly sought to secure their interest in the natural resources of the land (Oyugi, 2015). In Zimbabwe, the Civil Service was formed to champion the cause of the British colonialists through racially determined administrative systems and separate social amenities for whites and blacks (Makumbe, 1998). According to Mulikita (2012), the Republic of Zambia Civil Service was established by the colonialists with the mandate to maintain law and order in the colony and to help in the extraction of natural resources from the region and then deliver such resources to the metropolitan colonists.

The Nigerian experience was not different from that of other African countries. The civil service was an instrument used by the British administrators to champion their interests. The administrators lopsidedly structured the civil service in a manner that ensured that they could easily and promptly extract the natural and material resources needed for the continued control of their metropolis (Anazodo et al, 2012). According to Bayo (2012), the survival, sustenance, and stability of Nigeria under the colonial capitalist state structure was most important to them. The civil service was therefore seen as an essential ingredient for the consolidation of the Nigerian colonial state structure.

At independence in October 1960, the Nigeria Civil Service was tasked with maintaining law and order, ensuring infrastructural development and facilitating social delivery (Gberverbie, 2010; Justine, 2015). They were also engaged in formulating and coordinating programs and policies of the government with the overall objective of fostering unity among the geopolitical zones and especially the citizens of the country. Ademolekun and Kiragu (2005) and Okorie and Onwe (2016) claim that attempts were made to indigenize the civil service by delegating political responsibility and administrative powers to Nigerians especially those in the senior cadre in the civil service.

This development resulted into a more direct goal given to the Federal Civil Service Commission (FCSC) as entrenched in Section 170 of the Nigerian Constitution; to perform the function of employment, promotion, unity, equality, and harmonization, and to ensure discipline in the civil service (FCSC, 2016). These gestures were seen as noble steps towards the realization of its objectives and total freedom from the civil service system of operation (Okorie and Onwe, 2016). The Federal Civil Service Commission of Nigeria at various times made attempts to restructure the service in order to solve the crisis of disparity inherent in its employment distribution. The different measures adopted did not yield any substantial results (Anazodo et al, 2012). Thus, to Boyle, (2013) and Dibie, (2004) the civil service was subsequently engulfed with low service morale, ineffectiveness, arrogance, corruption and a surge in favoritism, nepotism, sectionalism, and tribalism especially in terms of the employment is carried out.

The constitutional mandate of the Federal Civil Service Commission empowers it to carry out employment into the civil service of Nigeria based on equal distribution and in order to put the issue of disparity to rest. However, this mandate has not been adhered to as studies have shown that many employments carried out by the commission over the years still has inherent disparity (Ibor, Peterside, and Egoikuma, 2015; Majekodunmi, 2013; Mustapha, 2007). Hence, employment exercises into the civil service have been characterized by lopsidedness and overwhelming disparity which has favored some geopolitical zones while been detrimental to others. The inherent disparity in the employment distribution in the Nigerian civil service further aggravated in 1999 when Nigeria returned to a democratic administration. According to Oyedeji (2016), the return to democracy did not mitigate the problem but further worsened the disparity in the employment distribution in the civil service.

Apparently disturbed by the lopsidedness and disparity in the employment distribution in the Nigerian civil service, the Federal Government came up with the Federal Character Policy to ensure equality in the distribution of employment into the civil service and put a stop to disparity in employment distribution. The Federal Character Policy was established by Section 153 (1) of the constitution of the Federal Republic Nigeria with the mandate to ensure equality in employment distribution in the Nigerian civil service and to give a sense of belonging to all the citizens, regardless of the obvious diversities in the geopolitical zones and Federal Capital Territory of the country.

Unfortunately, the implementation of the Federal Character Policy in employment distribution in the Nigerian civil service has not been effective (Ibor, et al 2015; Mustapha, 2007). Most of the employees in the Nigerian civil service have not reflected an equal distribution that takes into account Nigeria's diverse geopolitical zones, as such, this clearly indicates an ineffectiveness in the implementation of the Federal Character Policy within this context. It is against this backdrop that this research seeks to investigate the ineffectiveness in the implementation of the Federal Character Policy and the continuous disparity in the Nigerian civil service despite the enactment of this policy. However, before diving into the major issues as it relates to the disparity in employment distribution and the implementation of the Federal Character Policy it is imperative to look at the historical evolution of the policy itself.

1.1.1 Historical Evolution of Federal Character Policy

Historically, the proposal for the establishment of the Federal Character Policy can be traced to the activities of the 1970's Constitutional Drafting Committee (CDC) of Nigeria, but its root predates the independence of Nigeria. To Afigbo, (1987) Ezeibe, (2010) between 1900 -1945 Nigeria can be said to have witnessed an informal federation; 1946-1966 it witnessed the first phase of the formal federation and from 1967 to present, the country remains in her second phase of formal federation according to scholars.

During the period of its informal application 1900-1945, what is now known as Federal Character Policy was majorly concerned with the representation of legislatures and equalization of opportunities amongst regions, especially, in the area of appointments and educational facilities at the Central Government (Adeosun, 2011). The colonial administration under Sir Hugh Clifford, the then colonial governor, response to the difference that existed after the conglomeration of this ethnic groups to form a nation in order to preserve and maintain the identity and nationality of all the groups/sections in the new nation, a form of government with peculiar social and political institutions was established (Tom, 2014; Udoidem, 2006). These, Momah, (2013) and Oyedeyi, (2016) eventually led to the amalgamation of the Southern and the Northern sections of nations which scholars have attributed to an albatross the country, Nigeria is facing today.

The implication of the 1914 amalgamation instigated inter-ethnic suspicion, antagonism among the various ethnic groups and residential segregation, which was further aggravated due to non-availability of any mechanism or institution to mediate between the competing ethnic groups (Apata, 1990; Eteng, 2004; Mbaio & Osinibi, 2014). To Abdulrahman, (2004), Olaniyan & Alao, (2003), the amalgamation and consequences of British colony brought about unpalatable crisis-prone situations, with separate developmental policies striving among the regions which engendered uneven and unequal distribution of social and economic resources.

However, 1945 was a period of scramble for bureaucratic and political appointment with grievous confrontation over the regional and ethnic composition of the various agencies of government (Mustapha, 2006), at the first phase of the formal federation (1946-1966), the country witnessed an absence of socio-political and economic security which was brought over by the colonial regime and consequently engendered a deepened polarization and affiliation among the groups and regions for welfare support (Azeez, 2004). The polarization was further strengthened by the 1946 Richards Constitution which divided the country, Nigeria into three regions of North, East, and West, for administrative reasons (Mbaio & Osinibi, 2014; Azeez, 2004). Thus, to Ako-Nai, (2004) ethnic rivalry, competition for resources and distrust caused by colonialism was taken over to Nigeria's independence in 1960 which reflected in all aspect of her political discourse with a great regional affiliation and ethnic loyalty against a strong united and indivisible entity.

The second phase of the formal and institutional form of federation (1967-date), various governments came with a series of policies aimed at eliminating all forms of rivalry and perceived discrimination in Nigeria, but it was under the military regime of Murtala/Obasanjo (1975-1979) that the concept of Federal Character Principles emerged at the address delivered at the opening session of the October, 18 1975 Constitutional Drafting Committee (CDC) as a policy mechanism aimed at solving the challenges of disparity in governmental employment (Okolo, 2014; Adeosun, 2011; Ammani, 2014). As, Kayode, (2015) stated, the Constitutional Drafting Committee (CDC) report saw the Federal Character Policy as the distinctive desire of the citizens of Nigeria to promote national loyalty, national unity, and granting every citizen a high sense of belonging notwithstanding the ethnic, language, religious, cultural diversities which existed and to harness and nourish enrichment of the Nigerian federal republic.

The Federal Character Policy (FCP) was given a constitutional backing under the same regime of Murtala/Obasanjo in 1979 with the mandate of solving the problem of inequalities and the perceived fear of marginalization and domination among the ethnic groups/states and to ensure proportional representation (George, et al 2014; Ekwueme, 2012). The 1979 constitution of the Federal Republic of Nigeria, Section 135 (3) states that all appointment into ministerial positions shall reflect or come from each state of the federation and who shall be an indigene of the state to which he/she is so appointed.

While Sections 157 and 197 (2) provides that presidential appointment into offices such as Secretary to the Government of the Federation (SGF), principal representatives abroad or ambassadors, Head of Service of the Federation (HSF), permanent secretary or head/chief executive of departments or ministries of the federal government, or any personal staff of the presidency shall be based on the Federal Character Policy of the Federal Republic of Nigeria and the promotion of needed national unity. While the second provision states that composition of armed forces and other corps officers of the Federal Republic of Nigeria must reflect the Federal Character Policy of Nigeria respectively (Nnoli, 1996). The provision of the Federal Character Policy was subsequently entrenched in the 1999 constitution which is currently operational in Nigeria.

1.1.2 Historical Evolution of the Nigerian Civil Service

The creation of the civil service of Nigeria can be traced to the British colonialists when an administrative institution was established to oversee the then two protectorates of the Southern and Northern Nigeria (Jaja, 2001; Gberevbie, 2010). The service had both upper and junior echelons' occupied by the British colonialist and Nigerians respectively (NOUN, 2013). The employment of staff was carried out purposely to ensure law and order were maintained and the sustenance of their economic interest, and it was the sine-qua-non and livewire for the consolidation of colonial structure in the nation.

The situation remained unchanged until the 1940's during the awakening of Nigerian nationalists and the taking over of the administrative functions of the nation from the colonialists by the indigenous people of Nigeria (Oladoyin, 2008; Ogundiya, 2007). And ecological challenges encountered by the British colonial officials as well as arising political awareness accelerated the steady acceptance of the indigenous people in the civil service structure and the aftermath of the 2nd world war significantly influenced the colonialist (Justin, et al 2015; Bayo, 2012). Hence the formal establishment of the Federal Public Service Commission with the responsibility of employing, promoting, dismissing and putting in place disciplinary measures for the civil service (Bayo, 2012). Oronsaye (2009) sees the period between 1940's and 1950's as the ideal time the Nigeria civil service began to change her orientation towards the core mandate of carrying out governmental policy decision and serving the people of Nigeria.

The period before Nigeria's independence, employment distribution in the civil service was based on loyalty, unity and dedication of officers and men that would be responsible for the implementation of policies of the colonialist, these equally created opportunities for more Nigerians to be engaged (Olu-Adeyemi, 2009; Justin, 2015). In 1960 when Nigeria got her independence, the civil service was not only seen as an arm of government responsible for policy implementation but an arm responsible for harnessing resources and championing the economic development of the country. Adejuwon, (2016) however believes that with the administrative leadership and

employment distribution structure many attempts were not made to restructure it to suit the country's diverse interest.

Due to the diverse nature of the country and in order to ensure equality in employment distribution the government enacted the Federal Character Policy to give the citizens some sense of belonging (Justin, et al 2015). And the Nigerian civil service at various times experienced destruction due to successive military coups for decades and subsequently led to a search of more effective civil service by setting up of a series of reforms/commissions at different periods in the history of the country.

1.2 Problem Statement

The implementation of the Federal Character Policy which was enacted to solve the issue of disparity in the Nigerian civil service employment distribution appears to be ineffective because disparity still remains inherent in the employment distribution of Senior Civil Servant (FCC, 2008; FCC, 2015; Ibor, et al 2015; Mustapha, 2007). Those civil servant that falls under the senior civil servant categories are officers in the administrative class which are directors, deputy, assistant directors, and senior administrative officers who carry out by the Nigerian civil service as available reports from the Federal Character Commission shows (FCC, 2008; FCC, 2015; Ibor, et al 2015; Mustapha, 2007). Invariably, the implementation of the Federal Character Policy appears to be ineffective during the conduct of employment distribution into the Nigerian civil service because disparity remains eminent in the employment distribution of senior civil servant despite the enactment of the Federal Character Policy in 1999 (Majekodunmi, 2013). According to George, Owoyemi, & Adegboye (2014:49) the Federal Character Policy was enacted to *“making sure that people from the various geo-political areas of the country were recruited especially on the board of directors”*, thus ensuring all geopolitical zones and states are represented equally in the senior civil servant employment distribution but it appears ineffective because of continuous disparity over the years (Irobi, 2005; Ibor, et al 2015; Majekodunmi, 2013; Mustapha, 2007).

It is imperative to note that despite the policy stating clearly the need for equality in employment distribution into the Nigerian civil service as well as providing avenue for sanction for those who not carry out the objective of the policy, disparity remains inherent in civil service signaling ineffectiveness in the implementation of the Federal Character Policy (Irobi, 2005; Ibor, et al 2015; Majekodunmi, 2013; Mustapha, 2007). Specifically, the general principle and formulae of the Act establishing the Federal Character Policy clearly stated that employment distribution must be equally distributed across the state. Part 1 section 1 stated thus: *“each State of the Federation and the Federal Capital Territory shall be equitably represented in all national institutions and in public enterprises and organizations”*. Part 1 Section 6 clearly stated that indigenes of any state of the country that *“shall not constitute less than the lower limit or more than the upper limit of the range as set out”*. Furthermore, the Federal Character Commission Establishment Act, paragraph (h), Sub-section 1: *“...to ensure that public officers shall, in the performance of their functions, adhere strictly*

to rules and regulations made pursuant to this Act". Also the Federal Character Commission Establishment Act, Section 4, Sub-section 3 provided avenue for sanction of offended as status in the Act thus: *"Any person who fails to comply with the guidelines issued under paragraph (h) of subsection (1) of this section is guilty of an offence under this Act and liable to penalties specified in section 15 (1) of this Act"*. The level of inherent disparity senior civil servant employment distribution in the Nigerian civil service despite the enactment of Federal Character Policy especially to ensure equal distribution of employment could be seen in the table be



Table 1 : State / Geo-political Zonal Employment Distribution of Senior Civil Servant in Nigerian Civil Service 1999-2015

Year 1999-2015	STATES & EMPLOYMENT DISTRIBUTION FIGURES							Total	Percentage %
Geo-political Zones									Geo-political Zones %
North Central	Benue 501	Federal Capital Federal 87	Kogi 455	Kwara 402	Nassarawa 257	Niger 278	Plateau 365	2345	22.58
North West	Jigawa 73	Kaduna 265	Kano 303	Kastina 141	Kebbi 67	Sokoto 89	Zamfara 49	987	9.50
North East	Adamawa 168	Bauchi 102	Borno 87	Gombe 82	Taraba 298	Yobe 198		935	9.00
South East	Abia 234	Anambra 409	Ebonyi 257	Enugu 509	Imo 521			1930	18.58
South South	Awka Ibom 268	Bayelsa 182	Cross River 278	Delta 303	Edo 313	Rivers 269		1613	15.53
South West	Ekiti 334	Lagos 429	Ogun 455	Ondo 347	Osun 561	Oyo 450		2576	24.80
								10386	100

(Source : Federal Character Commission, Annual Report 1999-2015)

The information on the above table shows the state / geopolitical zonal employment distribution in the Nigerian civil service between 1999 and 2015 cut across two democratic administrations (Olusegun Obasanjo / Goodluck Jonathan). It shows that 10386 employment was issued in the Nigerian civil service for senior servant alone between the periods was characterized with disparity judging from the figures above. The table shows the ineffective implementation of the Federal Character Policy in the employment distribution which originally was to ensure equal distribution of employment. The distribution shows that the southwest geopolitical zone has the highest number of employment distribution within this period with 24.80 %. While the North-central geopolitical zone of the country followed with 22.58 % of the employment distribution. The South-east and South-south followed with the third and fourth highest number of employment distribution with 18.58 % and 15.53 % respectively. The geopolitical zones with the lowest number of employment distribution in the period under review are northwest and northeast with 9.50 % and 9.00 % of employment distribution which clearly negates the tent of equal employment distribution of the Federal Character Policy as disparity clearly shows in the entire distribution within this period.

Furthermore, the information on the above table also shows the state by state employment distribution of the period under review. It shows that after of the 10386 employment of senior civil servants in the country civil service the distribution of employment over the years has not to be equal, which clearly present the ineffective implementation of the Federal Character Policy in the employment distribution into the Nigerian civil service. The table shows that states like Osun, Imo, Enugu, Ogun, and Oyo has the highest number of employed civil servants in the period under review as they got 561, 521, 509, 455 and 450 respectively. While a state like Kebbi, Borno, Gombe, Jigawa, Zamfara, and Sokoto has the lowest number of employed civil servants in the period under review with 67, 87, 82, 73, 49 and 89 respectively which clearly shows the ineffective implementation of the Federal Character Policy in the Nigerian civil service. The table apparently shows the level of disparity in the employment distribution of senior civil servant in the Nigerian civil service despite the enactment of the Federal Character Policy which purposely created to solve the issue of disparity in the country's civil service. Despite the report of the National Bureau of Statistics (2015), which put the rate of unemployment by geopolitical zones and states with the period of under investigation is put at that national average of 23.9 per cent (3, 334,139) of able and qualified Nigerian who could be employed at senior civil servant currently unemployed. This means that nearly 1 in 5 aspiring workers across the states and geopolitical zones who could fit into senior civil service employment distribution do not have formal jobs (Adekola, et al, 2016).

The continuous disparity in employment distribution of senior civil servants in the Nigerian civil service as result of the ineffective implementation of the Federal Character Policy has become a pressing national issue in the country (Ibor, et al 2015). The implementation of the policy in the employment distribution of senior civil servant appears to have been hijacked by the ruling class and those responsible for the formulation and implementation of the policy as Lambert (2011:218) emphatically stated thus:

The Federal Character Principle has been manipulated and channeled to serve the overall interest of the petty bourgeois ruling class. It is the members of this class who formulate and operate the principle. Under the guise of this principle, the members of the bourgeois class get themselves entrenched in power and exercise control over the machinery of the state apparatus.

This has led to heightened tension arising call for secession from protesters by Indigenous People of Biafra in the South-Eastern Nigerian Oduduwa People's Congress in the South-West and Arewa Consultative Form in the Northern in the country amongst the states and geopolitical zones who feel oppressed and perceived some level compromised (Majekodunmi, 2013). The ineffective implementation of policy in the Nigerian civil service employment distribution has been further compromised and thus endangered the already existing issues of protest amongst the state/geopolitical zones and even amongst the civil servants as Lambert, (2011:219) further put thus:

...being compromised and endangered and it has also created some measure of tension and frustration among some public servants, particularly in the south, whose career expectations are adversely affected by the need to reflect the federal character and who see the measure as a ploy to deprive them of jobs for the benefit of the Northerners.

The ineffective implementation of the policy has further aggravated feeling of oppression and aggression amongst the citizens of the country because of the apparent disparity in employment distribution in the Nigerian civil service which was adequately captured by Awopeju, Adelusi, & Oluwashakin (2012:12) who stated thus:

The 1999 Nigerian Constitution prescribes the Federal Character principle at Section 14. The Federal Character is about inclusion of the six geopolitical zones in the allocation of political and public sector appointments...Federal Character has, however, assumed a negative connotation in recent times, as there is a strong perception that people gain offices at the sacrifice of other zones.

The Federal Character Policy have being “*widely seen to have promoted, exclusion, especially in appointments in the Nigeria’s civil service, and the growing mutual distrust, ethnic loyalty, regionally based agitations for self-governments*” (Idike, et al 2019:6). Lopsidedness and inherent disparity in the employment distribution in the Nigeria civil service as a result of the ineffective implementation of Federal Character Policy has led to discontent between the geopolitical zones in the country and as rising call for secession which could lead to a conflict of great proportion if not adequately resolved (Akintoye and Utang, 2012). The situation of discontent between the geopolitical zones in the country and as rising call for secession led to rise of Niger Delta militias in the South-South area of the country, Oduduwa People’s Congress in the South-West of the country, the Arewa Consultative Form in the Northern Nigeria and most recently the secessionist bid of the Indigenous People of Biafra in the South-Eastern Nigerian was a consequence of discontent, discontent and disharmony (Ogunniran, 2018). Protesters by Indigenous People of Biafra in the South-Eastern Nigerian over the issues at hand led to the killing of demonstrators demanding the restoration august 30, 2015 and February 9, 2016. While Arewa Consultative Form as a cultural and political association of leaders in Northern who have used their considerable influence in the political scene to caused situation of rivalry among the major ethnic group in the states in Nigeria. As part of the Arewa People’s Congress served as a militant group established to protect the collective interest of region against continuous call for secession (Segun, 2010).

The rising call for secession in recent time in the country Nwaobi (2006:18) attributed to continue practice of segregation and marginalization of some geopolitical zones of the Nigeria especially the Southeast. The struggle always for secession arise from the feeling of marginalization, humiliation and segregation policy of such as Federal Character Policy thus the emergence of group such as Movement for the Actualization of Sovereign State of Biafra in the Southeastern Nigerian

Imperative to note years after the publication of the employment distribution in the Nigerian civil service which practically the ineffective implementation of the Federal Character Policy because of the disparity inherent in it. The increasing call for secession in Nigeria years has not abated as Anejionu & Ahiamunnah (2018:1) put “*three years after, the tensions are yet to abate, with increased calls for self-determination by different parts of the country*”. The asymmetrical distribution of employment among the geopolitical zones led to the renewed agitation for self-determination in the Nigeria (Ojibara, 2016). This position was further supported by Farayibi, (2017) who opined that the continuous agitations about secession across the geopolitical zones from the geopolitical zones re-echo, currently dominate political discourse because of the discord and marginalization felt by other zones simply because of the ineffective implementation of the Federal Character Policy. Farayibi, (2017:9) put thus “*marginalization and discord that is awakening secessionist movements which represents their solution to their discontentment*”. Amongst these groups are Igbo in the southeast, Yoruba in the southwest, and the Ijaw in the oil-producing state of Delta in the southern region, they have been vocal in demanding for their rights because of the ever-increasing cases of marginalization happening with the political system of the country (Tertsakian, 2003).

However, in recent time studies tend to focus on providing estimated and growing number of unemployment in the country and ever-growing disparity in the Nigerian civil service employment distribution as well as using rank order techniques to establish the ineffectiveness in the Federal Character Policy in Nigerian civil service employment distribution (Akintoye and Utang, 2012; Ibor et al 2015; Ibor et al 2015). Further previous studies used technique such as simple arithmetic percentages method of analyses to establish the inherent disparity in Nigerian civil service employment distribution in which they concluded that disparity exists in the employment distribution in the Nigerian civil service which unfortunately has become a norm (Nwogwugwu & Sosanya, 2015; Mustapha, 2007). While Lambert (2011) focuses on how ethnicity affects Federal Character Policy as a whole. While Onah & Ayogu (2018) studies focused on Federal Character Policy and inclusive governance issue in Nigeria. Furthermore, previous studies such as Mustapha, (2007), Ibor, et al, (2015), Oyedeji (2016), Okorie and Onwe (2015), and Omisore and Okofu (2014) generally focused on the operational procedures, policy evaluation and numerically distribution of employment in the Nigerian civil service. These studies further established and confirmed that disparity was inherent in the employment distribution in the civil service despite the existence of the Federal Character Policy which was enacted to ensure equal employment distribution into the Nigeria civil service.

These previous studies neglected causes of the ineffective implementation of the Federal Character Policy enacted to solve the issue of disparity in the Nigerian civil service employment distribution. Equally previous studies did not pinpoint the causes of the persistent disparity in the Nigerian civil service employment distribution. Equally, the previous studies did not provide the needed strategies that could ensure the implementation of the policy in the Nigerian civil service. Hence, need to carry out an in-depth investigation in order to unravel the reasons for the ineffectiveness in the implementation of the Federal Character Policy in the Nigerian civil service and the reason for the disparity in the Nigerian civil service employment distribution as well as providing concrete strategies for the implementation of the Federal Character Policy in Nigerian civil service prompted this current research.

1.3 Research Questions

The research questions arising from the statement of problem are:

1. Why does disparity occur in the employment distribution of senior civil servant in the Nigerian civil service?
2. Why is the implementation of the Federal Character Policy in the Nigerian civil service ineffective?
3. What are the remedial strategies that can ensure the implementation of Federal Character Policy in the Nigerian civil service?

1.4 Research Objectives

The objectives of this study are:

1. To investigate the causes of disparity in the Nigerian Civil Service employment distribution of senior civil servant
2. To examine the causes of the ineffective implementation of the Federal Character Policy in the Nigerian civil service
3. To examine remedial strategies that will ensure the implementation of Federal Character Policy in the Nigerian civil service

1.5 Significance of the Study

The significance of this study is encapsulated in the review of the past studies. This research fills the gap in existing literature by collecting empirical data that examines the disparity and the implementation of the Federal Character Policy in the Nigerian civil service. The Federal Character Policy was enacted to serve as an immune system to prevent disparity in the employment distribution and to ensure equal employment distribution in the Nigerian civil service. At the theoretical level, the study provides an analytical framework for understanding the reasons for the ineffectiveness in the implementation of the Federal Character Policy of equal employment distribution in the Nigerian civil service. It is also significant because it stretches back to the beginning of the Fourth Republic when this policy measure officially commenced under a democratically elected civilian administration. Importantly the study showed why the Federal Character Policy was not strictly adhered to when employing people into the Nigerian civil service.

It is imperative to note that despite being a laudable policy, a wide gap still exists between the intent of the policy and the implementation of the policy. Hence, this study serves as a reference material for the government, scholars, and students who are interested in studying the implementation of the Federal Character Policy in the Nigerian Civil Service. Since all meaningful studies tend to contribute to knowledge in one form or the other, this research equally contributes to knowledge. Practically, the study assisted in examining the lapses in the policy which hindered the implementation of equal employment distribution in the Nigerian civil service. The study also provided vital information and insight into the reasons for the disparity in employment distribution in the Nigerian civil service. It will also be of great assistance to those institutions that require employment distribution related data for their routine activities.

The research would be beneficial to policymakers, particularly Nigerian legislators and policy advisers to the government on matters regarding the ineffectiveness in the implementation of the Federal Character Policy in the Nigerian civil service. It provides policymakers with the necessary amendments that will ensure the implementation of the policy. It also helps in promoting and ensuring national unity,

coherence, and further prevents a crisis of perceived marginalization, fear and disparity. Through this research, the federal government and the Federal Character Commission could collaborate to manage the employment distribution in the civil service of Nigeria. The research importantly fills the gap in the literature on implementation of the Federal Character Policy in the Nigeria civil service employment distribution.

1.6 Scope of the Study

The study mainly focuses on the implementation of Federal Character Policy (FCP) in the Nigerian civil service. It chiefly examined the reasons for the continuous disparity in the employment distribution in the Nigerian civil service 1999-2015. And the ineffectiveness in the implementation of the Federal Character Policy in the Nigerian civil service employment distribution as well as strategies that could ensure the implementation of the policy in the Nigerian civil service.

The research specifically, focuses on ineffectiveness in the implementation of the Federal Character Policy in the employment distribution of senior civil servant (officers in the administrative class which are directors, deputy, assistant directors, and senior administrative officers) in the Nigerian civil service. The research went further to investigate the cause of the disparity Nigerian Civil Service employment distribution using the employment carried out between 1999 and 2015. The research chooses to start from 1999 to 2015 because enactment and the implementation of the Federal Character Policy officially began that year and importantly, the period remains the only time when the annual report of the Federal Character Commission was published as it thus relates the employment distribution of senior civil servants in the Nigerian civil service (FCC, 2015; Ibor, et al 2015 Idike, et al 2019; Ogunniran, 2018). Thus it is noteworthy to mention that only employment distribution of senior civil servants in the Nigerian civil service between said periods was the focus of the current research. Furthermore, the research scope was restricted to these periods because of the availability of employment distribution data by the Commission, further investigations show that no more of such data has been made published because of the tension and aggression it generated in the country when it was published (Idike, et al 2019; Ogunniran, 2018)

1.7 Study Limitations

The study was limited to the implementation of the Federal Character Policy in the Nigerian civil service and it was specifically limited to the employment distribution of senior staff into the Nigerian civil service carried out by the Federal Civil Service Commission 1999-2015. Other parastatals, agencies, and departments were excluded from the study due to the time constraint of the Doctor of Philosophy (Ph.D.) program. Qualitative research requires an in-depth investigation with little space to accomplish this task in the field and time with the informants. However, all informants were kept in touch with through telephone calls, text messages, and email.

The availability of employment distribution data of the senior staff into the Nigerian civil service from 1999-2015 as published by the Federal Character Commission restrained the research to this period. Further investigation into why the data of employment distribution into the civil service shows that no more of such data has been made public because of the issues it generated across the country as resulted of the obvious disparity. However, the available data and research evidently show disparity and unequal distribution which invariably gives the research-based to shows ineffectiveness the implementation of the Federal Character Policy in the Federal Civil Service Commission during this period. Most of the informants interviewed in this research were the staff of the Federal Character Commission of Nigeria (FCCN) who worked in departments responsible for implementing the Federal Character Policy and the Federal Civil Service Commission whose responsibility is to provide employment as well as other key stakeholders were used. Since they were the main respondents from whom most of the data were collected, the findings of this research may not be applicable to other governmental agencies, units, departments, and parastatals expect for those from this sector.

1.8 Definition of Terms

1.8.1 Policy

A policy refers to an overall framework that gives the direction and the general limits for administrative action to take place. It represents the successive processes of approximation to achieve specific desired objectives (Lindblom, 1979). A policy is a meaningful relationship between certain objectives and governmental functions which discourage deviations from the original course of action (Okoroma, 2006, p. 246) A policy is a decision making action or course of action aimed at achieving the desired change in an effective way (Palao, 2013). A policy is seen as a course of action picked from other alternatives to determine and guide the present and future decision. A Policy is the framework of action which the government employs to guide her plans towards achieving an objective.

1.8.2 Public Policy

Public policy refers to whatever governments choose to do or not to do at any given period of time (Dye, 1976). It means deciding the objectives that should be pursued and the substantive measures that should be taken by the government in order to solve a particular problem (Dimock, et al 1983). Freeman and Sherwood (1970) see it as a strategic response to the needs of people in order to improve their conditions. Chandler and Plano (1988) view public policy as the strategic and purposeful use of resources to alleviate problems of national concerns or government concerns. Public policy is a guide employed by the government to solve some problems at a particular point in time (NOUN, 2013). It is that which the government puts in place through an Act of the parliament to solve certain problems that affect the generality of the citizenry at a given period of time. Public policy is a measure taken by the government for the

overall benefit of its citizens irrespective of their background in order to solve an existing problem

1.8.3 Employment Equality

The Canadian Law on Employment Equity Act views employment equality as more than just treating people the same way, but also to ensure that special measures are taken to accommodate the diverse groups in the country (HRSDC, 2012). Employment equality is the process of promoting equal compensation and responsibilities; equal access and conditions of service in the workplace; and equal employment opportunities across the board (Might, 1996). According to Portnoi (2005) employment equality is an important strategy put in place to minimize discrimination and ensure equal representation of the society in the employment process of the country. Agocs and Burr (1996) viewed it as a strategy strictly intended to avert and remedy all forms of discriminatory practices and to ensure equality in the workplace representation and the general employment process. Employment equality is the equal and fair distribution of employment among all the sections and states of the Federal Republic of Nigeria.

1.8.4 Policy Implementation

According to Mazmanian & Sabatier (1983:20) policy implementation “accomplishing a basic policy decision, which is often incorporated in an Act but which takes a form of important executive decisions or actions” (p.20). Policy implementation involves carrying out the directive of the Act establishing an agency leading to an improvement in a target program (Schneider & Ingram, 1990). It is the operational stage or phase where the decisions of government are carried out (Hanzl, et al 2002). Policy implementation is defined as the execution stage of the government’s decision and action on employment equality in Nigeria.

1.8.5 Civil Service

The civil service is the core and permanent administrative arm of any government which includes staffs working in governmental ministries, agencies and departments’ responsible for advising, developing, and implementing government policies and programmes and carrying out the day to day activities of the government (Rao, 2013). Civil service is a distinct body of staff within the government ministries and parastatals (World Bank, 2010). The civil service is an important arm of government which employs people on the basis of techniques and professions in order to carry out the statutory function of formulating and implementing government policies and programs. Civil service is defined in this study as an administrative bureaucratic arm of the federal government of Nigeria responsible for carrying out the policy decisions of the government.

1.8.6 Senior Civil Servant

According to Civil Service Handbook of the Federal Republic of Nigeria (2015), senior civil servant are those officers in the administrative class which are directors, deputy, assistant directors, and senior administrative officers who take critical policy decisions on behalf of their respective ministries in order for an effective and efficient functioning of the ministers and ministries as a whole. It further stated that the categories of staff bring to bear the objectives of their ministers through policy decisions, provide appropriate advice and subsequent implementation of government policies.

1.8.7 Federal Character Policy

According to Wahab (2009), the concept of Federal Character Policy is a valuable tool especially in employment representation of all states, ethnic, geopolitical zones and all segments of the Nigerian society. The Federal Character Policy was put in place to ensure political balance in employment distribution in the ministries, agencies, and parastatals. Aondoaka and Orluckuku (2015) posit that the Federal Character Policy is an attempt by the government to foster equal employment opportunities for all Nigerians regardless of their state of origin and ethnicity. They further viewed it as a mechanism to correct exploitative tendencies of some groups over others especially in the employment distribution process in the civil service of Nigeria. Federal character principles refer to policy mechanism of the federal government of Nigeria targeted at ensuring and guaranteeing equality in the civil service of Nigeria.

1.9 Organization of the Study

This study used a conventional method of research design which involves five chapters only. The first chapter covers the background of the study, problem statement, research questions, research objectives, research significance, the scope of the study, limitation of the study, conceptual and operational definition of terms, and the organization of the thesis. The second chapter presents the literature review which includes the theoretical framework of the study and the review of the related and relevant literature. The methodology is covered in the third chapter, which includes research design, the location of the study area, study population, sampling of the study, research participants, data collection, analysis of the data, validity, and reliability, and the ethical consideration. The fourth chapter was dedicated to data analysis and discussion. While the fifth chapter provides a summary, conclusion, implication of the study and recommendation for further study. After which the bibliography and appendix of the study followed.

1.10 Summary

This chapter provided a general account of the study being reported in this thesis. It began with the background of the study which gives a detailed account of what led to the emergence of the Federal Character Policy and the issues surrounding employment distribution in the Nigerian civil service. It provided the problem statement as it relates to the disparity inherent in the Nigerian employment distribution despite the existence of the Federal Character Policy which was enacted to ensure equal employment distribution amongst all the states in Nigeria. Thus the reason for the current research which is to investigate the reasons for the ineffective implementation of the Federal Character Policy, closely followed by the research questions which arose as a result of the problem on the ground was clearly stated. This was followed by research objectives, scope, and limitation of the study, and the significance of the current research. Finally, relevant terms were defined as well as the organization of the study leading to the next chapter which reviews relevant literature related to the study.

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LIST OF PUBLICATIONS

Journal:

- Timothy Onimisi, Ku Hasnita Ku Samsu, Mohd Mahadee bin Ismail, Murni binti Wan Mohd Nor (2019). Federal Character Policy and the Nigerian National Integration: Dissecting the Emerging Issues. *International Journal of Scientific Research in Multidisciplinary Studies* Vol. 5, Issue 6, pp: 38-43
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