

Ethnicity and Bureaucracy in Nigerian: Impact on Politics and Governance

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ABSTRACT

Recruitments into Nigerian Public Organisations are influenced by ethnicity which according to Blunt (1986) is a lubricant which enhances bureaucratic development rather than an irritant to organizations. The paper studied two universities Ebonyi State University and University of Nigeria, Nsukka as formal organizations to determine if ethnicity influenced recruitment also. Methodologically, EBSU and UNN were used as case studies. The study employed qualitative technique of data analysis because of the nature of the study. Two hypotheses were tested, (1) Ethnicity influences recruitment into Ebonyi State University, Abakaliki and university of Nigeria, Nsukka (2) Ethnic factor promotes bureaucratic effectiveness in EBSU and UNN. Findings are, Ethnicity influences recruitment in EBSU and UNN. There is allegiance of staff to the Chief Executive and the organizations. It also enhances efficiency and effectiveness the universities. Finally, ethnicity is a lubricant not an irritant to bureaucracy. Recommendation, rather than throwing away the concept of ethnic group relations we should carefully examine the positive roles it plays in Nigerian bureaucracy. As a matter of policy Chief Executive officer should be recruited in rotational order.

Key Words: Recruitment, ethnicity, bureaucracy, effectiveness, lubricant and intent.

INTRODUCTION

In the pre-colonial era, Africa was characterized by communal life, a traditional society based on ethnic relations. She also had her own model of public administration. Following the colonization and amalgamation of Nigeria in 1914 by Lord Lugard, the introduction of Western based model of public administration called bureaucracy, led to the development of discrimination in recruitment, - actuation that aroused tension and conflict because it came to condemn the existing Nigerian model and practices of ethnicity. When the colonialists came with bureaucracy, ethnicity was largely uprooted and sub planted with their own cultural administrative system. This western bureaucracy made little or no impact or fundamental change to society as it did in Europe. This is because the colonialist administrative system met a rock referred to in this paper as ethnic group or ethnic group relations.

The paper focuses on two major strands of debate in the literature. There is on one

hand those who argue that bureaucracy devoid of ethnic group conflicts, tensions and tendencies as produced in Europe and America will lead to effectiveness and efficiency [1] [2]. On the other hand, there are those who argue that bureaucracy in Africa cannot operate in a vacuum without recognizing and adapting to the existing ethnic and cultural relations in Africa for them to achieve relevance and effectiveness [3] [4].

Theoretically, Western societies and their model of relations are characterized by impersonality and anonymity; [5], whereas in Africa or indeed Nigeria, the model of relationship is characterized by personalization, "man-know-man", "parapo"; [6]. Consequently, the study investigates the extent the Western model of public bureaucracy remains an appropriate model of public bureaucracy in Nigeria. This is because the Western model fails to recognize the existing culture and ethnic groups and foundations of Nigeria. It also failed to enculturise and indigenize African

administration and as well failed to seek to incorporate the existing ethnic group conditions in Nigeria in order to succeed. However, the study notes that the bureaucracy of Weber was also built on the foundation of cultural orientations in existence in the society he was born into. Nigeria was until the late 1960s divided into three major ethnic groups and these three major groups were dominating more than 250 other minority ethnic groups that have been agitating since the post independent era against discrimination on recruitment within the Nigerian bureaucratic set up. This also led to fear of ethnic domination and discrimination by these three majority ethnic groups. For example, the agitation by the minority elements such as Isaac Adaka Boro from the present Niger Delta and Joseph Tarka from the present North-Central geopolitical zones, led General Gowon in May, 29th 1967 to create a 12 state structure out of the three regions. This was done to force the existing bureaucracy to recognize the existing multiethnic and cultural groups that were not recognized before. Today, in furtherance of this process of making the existing bureaucracy to recognize all ethnic groups practically, Nigeria now has 36 states and 774 Local Governments. Also, because of the same fear of discrimination and domination, the Constitution came up with a model of Federal administration called federal character, catchment area, Quota System, and geographical spread to make every ethnic group have a sense of belonging, (Federal Republic of Nigerian Constitution, 1979). For example, recruitment at federal and state levels or even at the Local Government levels must reflect this model.

The discussion of ethnic group relations at the National level, as well speaks of inter-ethnic group relations. However, within any ethnic group like the Igbos, there exists internal acrimony, tensions, conflicts and contradictions which must be resolved within- the bureaucratic organizations such as the University of Nigeria, Nsukka (UNN) and Ebonyi State University, Abakaliki (EBSU) and indeed

any other organization within the Igbo nation.

In these two universities there exists an intra-ethnic problem where recruitment may still be based on discrimination as people look forward to knowing the Vice Chancellor, and other principal officers who are indigenes of their ethnic communities to be recruited into such existing organizations. At the University of Nigeria Nsukka, since 1960, the pattern of distribution of principal officers and their recruitment which favours particular people speaks of discrimination in recruitment.

The same condition repeats itself in Ebonyi State University Abakaliki where in the past 10 years because of the pattern of recruitment of the principal officers, majority of staff have come from the extraction of these principal officers. This is because, Ebonyi State has three major Senatorial Zones having the following major ethnic extractions, Ikwo and Ezza are in Ebonyi Central, Afikpo, Edda and Ohaozara are of Ebonyi South and finally, Izzi and Ohaukwu are from Ebonyi North extractions.

The thrust of the study, therefore, is to establish the extent public bureaucracy is an effective mechanism in solving the problems of modern organizations in Nigeria especially as it relates to ethnicity and recruitment in the Nigerian university system.

Statement of the Problem

The risk of ethnicity and other forms of identity in recruitment into bureaucracy has been a subject of interest among scholars.

[7] posits that every organization is formed for the purpose of achieving goals and development. That is why studies such as [8], [9], [10] buttress that, Nigerian organizations or bureaucracy can be effective and develop, if the culture and pluralistic ethnicity of Nigeria are carefully considered to reduce discrimination in recruitment into the organizations.

Before the 1979 Constitution, the problem in the country had been how to accommodate the minorities or every ethnic group, [11]. But over the years even

before the 1979 constitution, ethnicity had gradually crept into the Nigerian bureaucracy. For instance, some organizations in the 1950s and 1960s such as Nigeria Railway Corporation and ECN now-PHCN were traditionally headed by people from certain ethnic groups. Consequently, their recruitment patterns reflected the employment of people more from their ethnic groups and relations thereby increasing discrimination and tension in society against some ethnic groups. Although scholars as mentioned above have commented on the role of ethnicity in recruitment into Nigerian bureaucracy, none focused on the university system and in particular on university of Nigeria Nsukka and Ebonyi State University, there is, therefore, a gap in literature that needs to be filled. This paper intends to fill the gap in literature. It aims primarily at providing answers to the following research questions:

1. Does ethnicity influence recruitment into Ebonyi State

Ethnicity and Recruitment in Public Bureaucracy in Nigeria

Ethnicity is a fundamental aspect of the social structure in African conditions. [12] studied African bureaucracy and asserts that Africa is almost culturally organization less. Other investigators such as [13], [14] [15], also hold the same view, that Africa needs a viable, culturally defined form of organization, anchored on ethically based bureaucracies.

They argue that for organizations to be effective and efficient, its structural form and other components must fit its culture. Furthermore, [16] propose that the "best" type of organizational structure for an unstable "environment" such as Nigeria is one that is organic and dynamic. And the most effective, structural form in a stable unchanging and certain environment, is one that is mechanistic.

Following this view, [17] [18] argue that for Nigerian organizations or bureaucracy to be effective and developed, they must adopt structural forms that best suit their particular cultures and pluralistic ethnicity because Nigerian organizational

University and University of Nigeria, Nsukka?

2. Does the ethnic factor enhance the effectiveness of the University bureaucracy?

Objectives of the Study

The broad objective of this -study is to determine the role of ethnicity in recruitment into Nigerian bureaucracy using Ebonyi State University and University of Nigeria as case studies. The specific objectives are as follows:

1. To determine whether ethnicity or ethnic group identity influence staff recruitment in Ebonyi State University and University of Nigeria Nsukka.
2. To ascertain whether ethnicity enhances bureaucratic effectiveness using Ebonyi State University and University of Nigeria Nsukka as comparative case studies.

LITERATURE REVIEW

environment is uncertain, not static and not placid. In support of ethnic bureaucracy in Nigeria, [19] argues that instead of the Western countries to encourage the development of indigenous bureaucracies, they implanted their western type of bureaucracy in the country. He farther posits that the element of indigenous forms of organization may be able to co-exist with aspects of western organizational system to the mutual advantage of both employer and employee. He is however not sure "how receptive Nigerian organizations will be to Western method or theory". Finally, he doubts whether organizations in developing countries can ever become as western European or American organizations. [20] advocates that the obstacles to effective administration in developing countries are mainly cultural. He argues that the culture does not permit effective control and coordination of organization.

To buttress the above argument, [21] suggests that a much better strategy would have been used to encourage the developing of Nigerian organizations.

[22], every organization is formed for the purpose of achieving goals and to develop. To achieve the organizational goals and development, Weber prescribed his classical theories in which according to him, anonymity was a factor that develops organizations. By this he meant that bureaucracy was concerned with providing services efficiently to the public anonymously. He also claimed that another way to develop any organization was by division of labour where bureaucracy is filled with different professionals like engineers, lawyers, doctors etc. Heterogeneity was another factor of Weber's where he emphasized that workers, managers must come from diverse cultural, social and religious backgrounds. Finally, Weber's impersonality related to the situation in bureaucracy where staffs of the bureaucratic organization do not need to know who they serve before they discharge their functions effectively. The weakness of Weber is that he never reckoned with African ethnically based societies that (have to contend) with his so call theory of bureaucracy in Africa today. But [23] [24] are of the opinion that ethnicity lubricates bureaucracy, enhances and therefore develops organizations. They see ethnicity as a social system which categorises individuals in society on the basis of communalities in values, beliefs, attitude and behaviours. For instance, [25] in his research in Kenya and Uganda have shown that ethnicity influences recruitment into the bureaucracy. He found that everyone in the sample felt obliged to find job for relatives or friends from "back home" who were on the lookout for employment. He referred to these ethnically homogenous migrant groups in African towns as "home-boy-cliques", equivalent to the Nigerian "Parapo" old boys ties or ethnic solidarity. Furthermore, many other studies such as [26] [27] have demonstrated that ethnicity is a strong factor in recruitment into Nigerian public service where Vice Chancellors, Registrars, Bursars may influence employment, promotion and posting processes in their Universities.

Also in the University of Jos, separate studies by [28]; [29] show that all the management staff such as Vice Chancellor, Registrar, Bursar and some Directors had their Personal Assistants, secretaries and other staff in their offices who were from their cultural and ethnic lines or clans.

Cultural contact factor according to [30] is also a powerful force in Nigerian public administration. They argue that there is a strong tendency for people who came from the same cultural and ethnic background to want to perpetrate their presence in an organization along cultural lines such as the Yorubas dominating Power Holding Company of Nigeria (PHCN) or the Hausas dominating the "Federal Public Service. That is why [31] notes that people benefit more by living and working among people who share the same value and come from the same rural areas. Also [32] supports the view that Kinship and ethnic solidarity improves and enhances organizational development.

All these studies above serve to illustrate the point that purely Western forms of administration or Weber's ideal bureaucratic factors and their values are not the most appropriate for other cultures especially in Nigeria that has multi-cultures.

The above arguments made [33] in their works came to the conclusion that without proper ethnic based and culturally effective organizations no societal sector or function in Africa can work and no national objectives can be attained. [8] also argues that Nigeria acquired the colonial bureaucratization model from the British but still combined that with their various traditional institutional behaviour. Consequently, this post independent public bureaucracy in Nigeria became more problematic with confusion in its operation and characteristics. But [12] talking about the "Sala Model" of administration inherited from the British and its problem, posits as follows:

"...an attempt to import western concept of bureaucracy into a non-

western world, has resulted in the adoption of formal aspects of bureaucracy, yet circumventing its procedural norms. Its bureaucracy is filled with individuals operating according to traditional norms of family and communal loyalty".

Furthermore, [23] [24] observe that the primordial and kinship ties were brought into Nigerian bureaucracy as a result of the concept of federal character or quota representation in the recruitment and appointment of public officers, which has violated the principle of ideal bureaucracy. [31] also argues that public bureaucracy in Nigeria has been demonstrated through the principle of representation in the Federal Republic of Nigeria Constitution 1979. He further argues that in Nigeria, appointment, promotion and retention of federal civil servants, following the federal character principle has negated the Weberian ideal type of bureaucracy. The above arguments show that ethnicity as a tool or preferred strategy explains bureaucratic and organizational processes such as recruitment in Nigerian administration.

Ethnicity and Effectiveness of University Bureaucracy

A vital question for international bureaucratic administration and business management seems to be to what extent can Western Bureaucratic and American management principles, practices and general know-how be transferred effectively to other developing countries. Furthermore, at what cost, and to what degree and extent is the overall process and effectiveness of bureaucratic management constrained by cultural variables? [5].

[3] argued that to maximize organizational effectiveness, the organization must deal with and fit into its environment, which it can try to manipulate to its own advantage. The organization has to respond to the environment in terms of its structure and internal operations, particularly when there is a high degree of different ethnic nationalities.

Every organization has goals to achieve and organizational effectiveness becomes a process to achieve and maintain organizational goals. However, effectiveness relates directly to organizational goals, objectives and "ends" which can be determined on the bases of organizational criteria (such as ethnicity and ethnic relations) rather than externally derived criteria, [15]. Organizations are structured to be the most effective social units in order to actualize effectiveness in the society and the organization, [9] argues that employee involvement is usually a management initiative that encourages involvement in order to produce a flexible work force. However, to achieve a competitive advantage which involves shared commitment to the success of the organization or its effectiveness, there must be focus on the quality of working life of employees and adding value to both parties for organizational effectiveness. The above statement shows why Hall says that effectiveness is contingent upon the environment and the structure of the operations of the organization.

Studies have also revealed that organizations are more effective and work moves faster if there is an ethnic relationship in the administration, [23] [24]. For instance, the Personal Assistant to EBSU Vice Chancellor and some other Senior Executives are the Vice Chancellor's ethnic relations. Therefore, [15] posits that workers are motivated to work hard for the survival, and achievement orientation of the organization as they feel that the organisation is theirs (i.e. the Boss is the employee's brother, uncle, friend and patron). He further suggests that the only theory and qualification for recruitment is that of ethnic relationship; the recruitment of ethnic relations makes the organization to survive and become more effective.

[30] in her study of Ebonyi State University revealed that administrative structure of recruitment based on ethnic relations encouraged quality and standard services hence, increase in effectiveness.

Consequently, as stake holders no one has allowed his belongings or possession to spoil or waste. Therefore, those recruited by ethnic relations regard the organizations as theirs and so, struggle for the development and survival of the organisation and would want to make their ethnic Chief Executive to be the best.

However, [20] argued that even when the organization is performing poorly or ineffectively, the organisation shall do all it can to change the structure or to

manipulate the environment in order to increase effectiveness. That is the reason [12] notes that recruitment into Nigerian administration is not based always on merit but more often than not, on ethnic/social class relations for effective management and productivity, loyalty or commitment.

Below is the Summary of our research model. This model shows that bureaucracy interacts with ethnicity to produce organizational effectiveness.

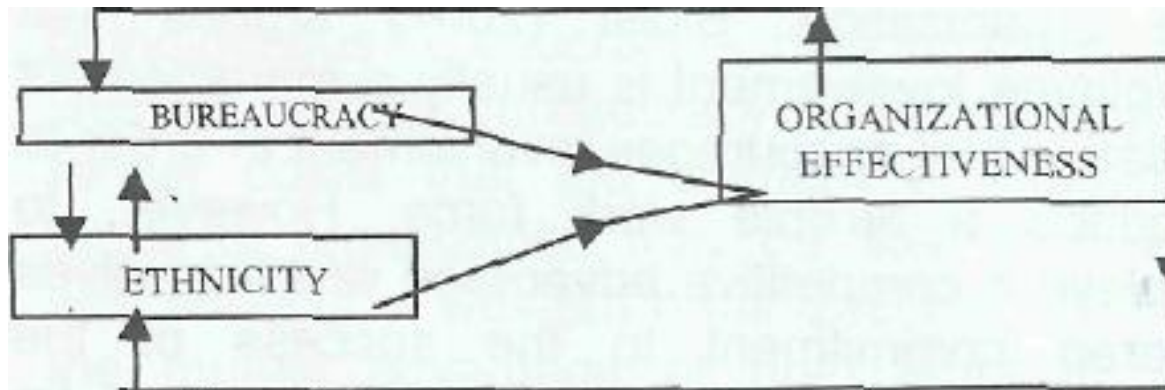


Figure 1: Summary of the proposed Research Model for the present study

THEORETICAL FRAMEWORK

The study's theoretical framework is based on the theory of clientelism and prebendalism by [26]. "Clientelism", "patronage system", "patron-client clusters" are terms that are used interchangeably to refer to the same phenomenon. This concept of clientelism which is an exchange relationship between roles may be defined as a special case of dyadic (two-persons) ties involving a largely instrumental friendship in which an individual of higher socio-economic status (patron) uses his own influence and resources to provide protection or benefits or both, for a person of lower status (client) who, for his part reciprocates by offering general support and assistance, including personal services to the patron. It is a crucial "mechanism of power", especially in the developing societies and it proliferated very rapidly during the 1970s fording the feudalistic structure of the Northern Nigeria where the Emirs are 19 patrons in

that society. Clientelism and prebendalism are two of the fundamental principles of political organization and behaviour in Nigeria.

The allocation of public goods in Nigeria is determined by the two phenomena called clientelism and prebendalism. It is often referred to as patron-client ties. An individual seeks out patrons as he or she moves upward socially and materially. Such an individual patron also accepts ties of solidarity from their clients which they view as fundamental to their security and continued advancement.

Clientelism is a channel through which one joins the dominant class and a practice which is then seen as fundamental to the continued enjoyment of the prerequisites of that class. The word "prebend" is an office of state, typical of feudal, Europe and China, in which an individual procures office or favour either through examinations or as a reward for loyal service to a Lord or ruler.

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An individual seeks the support, and protection of an "Oga" or "godfather" while trying to acquire the basic social and material goods such as employment, promotion, scholarships, loans etc. To obtain and keep clients, one must gain a prebendal office, and to be sure of a share in the distribution of prebendal offices an individual or his kin becomes a client to have a reasonable chance of procuring one, and the aspirant patron or potential holder of prebendal office is a person whose co-optation would be rewarding to the "political entrepreneurs". In the bureaucratic North, you must see the Emirs to join the Armed Forces or to have any post in the public service hierarchy such as permanent secretaries, director generals etc, or be promoted to General in the Armed Forces.

The theory makes the client to be very loyal to their patrons thereby working extremely very hard to sustain the organization and the flow of favour from patrons.

Furthermore, ethnicity comprises a set of easily mobilized identities which when involved, add greater strength to patron-client ties and can mask the more materialistic motivation of patrons and clients alike. The prebendal brand of politics services ethnicity and has taken over modern bureaucratic politics and administration.

This theory develops our bureaucracy by creating solidarity based on expectation and predictability. The clients' solidarity behind the man at the top ensures predictability which enhances productivity, efficiency and effectiveness in the organisation. It also creates

Method of Data Collection

There are two sources of data collections for this study, which include primary and secondary sources. Primary source involves questionnaire, while secondary sources include information gathered from official documents of Ebonyi State University, Abakaliki (EBSU) and University of Nigeria, Nsukka (UNN) as well as books and peer reviewed journals. To gather primary data, structured questionnaire was designed and

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bureaucratic entrepreneurs by creating new job opportunities. It finally allows for wielding together of different ethnic groups. Who becomes the Vice Chancellor, minister, members in the Federal or State boards or State Commissioners, permanent secretaries, is based on clientelism and prebendal theory or principles.

According to [27] clientelism involves the drolling out of offices in-return for administrative and political benefits. He quotes;

"What is involved... is the creation of new solidarities based on expectations of concrete, short-run benefits. Although the men in charge of running the bureaucratic machine may occasionally holster their authority by charisma or coercion, they can best be thought of as political entrepreneurs. Their job is to wield together separate ethnic segments through the allocation of pretends"

As a client is working hard to impress his patron, it automatically has a positive effect in the organization.

Hypotheses

1. Ethnicity influences recruitment into Ebonyi State University Abakaliki and University of Nigeria, Nsukka.
2. Ethnic factor promotes bureaucratic effectiveness in the Ebonyi State University Abakaliki and University of Nigeria, Nsukka.

METHODOLOGY

distributed to each of the sampled units in the two universities. The questions in the questionnaire focused on staff recruitment and bureaucratic effectiveness as they affect the two universities.

Furthermore, in gathering secondary data, the Establishment units of Ebonyi State University and University of Nigeria were of great help. Staff recruitment between 1999 - 2009 was examined using official record provided by the Establishment unit

of Ebonyi State University. Also statistics of both junior and senior staff appointments from 2006 - 2009 were collected from Personnel Department of University of Nigeria Nsukka. Finally, past literature related to the study were reviewed

Population, Sample, and Sampling Techniques

For the purposes of this study, the population is drawn from the two Universities Ebonyi State University and University of Nigeria Nsukka. The number of appointments made in Ebonyi State University within the period covered, by the study is 2590 while that of University of Nigeria Nsukka is 1,454. This gives a total study population of 4,044. Since the study is a longitudinal one spanning for ten years (1999 - 2009), the total number of appointments within this period in the two universities is used as the total study population.

Given the finite population, the sample size is, therefore, determined using Yaro Yamani formula. The formula is given as:

$$N = \frac{N}{1 + N(e)^2}$$

Where

- n = the desired sample size
- N = the definite study population
- e = level of significance (or the limit of tolerable error)
- I = unity (or constant)

Substituting the study population value so as to obtain the value of the sample size gives

$$n = \frac{4,044}{1 + 4,044(0.05)^2}$$

$$= \frac{4,044}{1 + 10.11}$$

$$n = \frac{4,044}{11.11}$$

Therefore, n = 364

Note: The level of significance, this is (e) is 5% meaning that there is 95% assurance that the sample size is a true representation of the entire population. However, proportionate sampling technique was used to determine the

appropriate number of respondents from each of the universities. Proportionate sampling technique was used because the population of the two universities is not equal. Again, study population characteristics of the two universities significantly differ in terms of national spread, and ethnic identity cleavages. The proportionate sampling technique used is the Bowley's proportion allocation. The Bowley's formulation as quoted in [6] is

$$nh = \frac{NHn}{N}$$

Where nh = number of questionnaires allocated to each university NH = the total study population

NH = population of each university

n = total sample size obtained

The application of Rowley's formula produced each university's sample size as EBSU =

$$\frac{2590 \times 364}{4044} = 233$$

$$UNN = \frac{1454 \times 364}{4044} = 131$$

Simple random sampling was used in distributing the questionnaire to the respondents. The study however, notes that six of the respondents returned their questionnaires not properly filled out. As a result only 358 questionnaires were used for the analysis.

Method of Data Analysis

The study employed quantitative and qualitative techniques of data analysis because of the nature of the study. The statistical tool adopted in the study, therefore, is simple percentages. Consequently, tables have been used to present data in simple percentages. Also the content analysis method was used to analyse data. Content analysis is an analysis tool used for measuring the semantic content of messages or communications like speeches, editorials and so on. The study adopted content analysis so as to properly align the assertions in the literature review with the views of the respondents. This

enables the study to have a good expression of the status of the stated

hypotheses.

EMPIRICAL VERIFICATION

Ethnicity and Recruitment into Nigerian Universities

In this section we shall attempt to prove our hypothesis I which state that ethnicity influence recruitment into Ebonyi State University -and University of Nigeria, Nsukka and therefore the development of the institutions.

[37] argue that cultural contact factor or ethnic factor is a powerful force in Nigerian public administration.

Below are tables from secondary data showing staff recruitment in Ebonyi State University between 1999 to 2008, and staff recruitment at University of Nigeria, Nsukka between 2006 - 2009. The tables show how staffrecruitment concentrated heavily on one area because the chief Executives come from these areas or the university is situated in the area.

Table 1: Staff spread in Ebonyi State University according to the thirteen Local Government (1999 - 2009)

13 Old L/G	No Staff Employed
Afikpo North	135
Afikpo South	77
Ohaozara	74
Ivo	22
Onicha	70
Abakaliki	75
Ebonyi	103
Izzi	147
Ohaukwu	465
Ezza North	143
Ezza South	76
Ishielu	215
Lkwo	424

Source: Establishment Unit, Ebonyi State University

Note: Asterisks denote the local governmentarea of the former Vice Chancellor and Governorrespectively. From table 1 above, it can be seen that ethnicity was an important factor in recruitment into the university. From the above the Vice Chancellor who hails from

Ikwo and the Governor who is from Ohaukwu ensured that their Local Government Areas had the highest numbers of workers, Ohaukwu Local Government has 465 workers and Ikwo Local Government Area has 424.

Table 2: Staff spread in Ebonyi University by Indigenes (1999-2009)State

State of Origin	No of Staff
Indigenes	2026
Non Indigenes	564

Source: Establishment Unit, Ebonyi State University2011

Our comments on table two above are equally pertinent here. Indeed, it has been

observed that with Prof, Ogah as Vice Chancellor (Ikwo) and Governor Sam Egwu

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as the Executive Governor of Ebonyi State from Ohaukwu Local government area, within their period of administration under review, the population of staff from Ohaukwu and Ikwo Local government areas are the highest.

Further analysis on table two shows that the number of staff who are indigenes are more than that of staff who are non-indigenes. Also the non-indigenous staff are employed through a network of influential persons in the university. These are strong indications that ethnicity is a strong factor in bureaucratic administration in Nigeria.

Table 3: Senior Staff spread in Ebonyi State University in the thirteen Local Government Employed in October and November 2098

Page No	Abia	Anambra	Enugu	Ebonyi	Delta	Benue	Kogi	Imo	Cross River	Akwa Ibom	Ogun	Soun	Rivers	Edo	Lagos	Oyo	others	Total
26	1	2	7													1		11
27	4	3	19	2														28
28	7	3	18					5			1	1					4	39
29	3	3	23					4									6	39
30		7	29					3										39
31	5	3	7				2	2									20	39
32	1	5	18		1	1		2									11	39
33	2		19					2										39
34			1															27
Total	70	96	729	10	6	3	9	61	1	2	1	1	1	1	1	1	84	1077

Source: Establishment Unit, Ebonyi State University

Table three further shows that the Vice Chancellor who was the Chief Executive, his Local Government has the highest number of staff of 7 in the analysis, a total number of 14 staff were recruited and 7 is from the Chief Executive's Local Government.

Table 4: Junior Staff Spread in Ebonyi State University according to Local Government (2009)

13 Old Local Government	Number of Staff Employed
Afikpo North	4
Afikpo South	1
Ohaozara	1
Ivo	2
Onicha	7
Abakaliki	9
Ebonyi	6
Izzi	14
Ohaukwu	17
Ezza North	4
Ezza South	8
Ishielu	14
*Ikwo	30

Source: Establishment Unit, Ebonyi State University, 2009

Table 4 still shows that the number of staff who are from the same local government (Ikwo) as Vice Chancellor are still more than the rest of the local governments. It is a strong indication that

ethnicity is a strong factor in recruitment into public administration.

Table 4 shows that Ikwo local government where the Vice-Chancellor hails from has more junior staff (30) than any of the local governments in the state.

Table 5: Statistics of Administrative, Technical and Junior Staff appointments from 2006 - 2009

13 Old Local Government	Number of Staff Employed
Afikpo North	-
Afikpo South	1
Ohaozara	-
Ivo	-
Onicha	1
Abakaliki	-
Ebonyi	1
Izzi	2
Ohaukwu	2
Ezza North	-
Ezza South	-
Ishielu	-
Ikwo	7

Sources: Personnel Services Department, UNN.

This table is from a federal university. It still shows that the number of junior staff recruitment in this university where the university is located-Enugu state are more

than the rest of the states. It is also a strong indication that ethnicity is a strong factor in staff recruitment in Nigerian Universities.

Table 6: Statistics of Academic Appointments from 2006 to Date

Page No	Abia	Anambra	Enugu	Ebonyi	Deltal	Benue	Kogi	Imo	Cross River	Akwa Ibom	Kaduna	Ekiti	Ondo	Edo	Oyo	Foreign	Total
1	3	4	15		1			2					1				26
2	6	4	20					6	1								37
3	3	8	11				1	3				1	3	5	3		32
4	4	6	18		1			4	1	1							37
5	10	11	9		1			2									33
6	6	13	8	1				8									36
7	2	11	23			1	1	1				1				1	38
8	3	16	10					5									34
9	2	8	13	1			1	7				1	1				33
10	5	8	14	1			1	2			1	1					34
11	2	8	22		1		1	2				1					37
Total	46	97	163	3	4	1	5	42	2	1	2	5	5	5	3	1	377

Sources: Personnel Services Department, UNN.

Table 6 is from University of Nigeria, Nsuka which also shows that the number of Academic staff recruitment from where the university is located which is in Enugu state are more than the rest of the state. This has shown a strong indication that ethnicity is a strong factor of staff recruitment in Nigerian Universities.

SUMMARY

This study is an investigation into the role of ethnicity in recruitment into the public service using Ebonyi State University and University of Nigeria Nsukka as case studies.

Our major finding is that ethnicity is a lubricant not an irritant to bureaucracy and promotes development in Nigerian University bureaucracy. Consequently, the study has attempted to provide answers to the following hypotheses raised below;

- i. Ethnicity influence recruitment into Ebonyi State University and University of Nigeria,

- ii. Ethnic factor promotes motivation, achievement and loyalty.

The study adopted the theory of Clientelism and Prebendalism by [4] Information was gathered from Ebonyi State University and University of Nigeria, Nsukka. Both primary and secondary method of data collection were used from both universities. Finally, the findings of the study were analysed and presented using tables and percentages.

CONCLUSION

Our findings are as follows:

1. Ethnicity influences recruitment in the Ebonyi State University and at the University of Nigeria Nsukka. As a result of this, the consequence is healthy as it increases loyalty, feeling of a sense of belonging and raises hope among those who would have otherwise feel neglected.
2. Allegiance of staff to the Chief Executive and the organizations as well as the principal officers ensured that the workers will work harder for the survival of the organizations.
3. Recruitment by ethnic factor enhances efficiency and effectiveness in the organizations.
4. Finally, our finding is in line with previous works of Blunt (1986) to the effect that ethnicity is a lubricant and enhances bureaucratic development rather than a hindrance or an irritant to the wheels of bureaucracy and public administration

In this work we have clearly demonstrated especially that ethnic group, relations constitute a powerful predicates of recruitment pattern in Nigerian bureaucracies and in this paper, we have EBSU and UNN as our case studies. If our argument is accepted and by now, everyone will see clearly that this is the

position, we therefore make the following recommendations.

1. Rather than throwing away the concept of ethnic group relations we should carefully examine the positive role it plays in Nigerian bureaucracy and administration.
2. Since the constitution of this country has recognized the role of ethnic group relations, multi-ethnicity and multi culturalism in the unity of this country, we recommend that we examine such roles in Nigerian organizations, as well.
3. We have observed that the chief executive officers of any organization coming from a particular ethnic group influences recruitment patterns, therefore the positive roles and consequences of such a reality such as worker loyalty, commitment, productivity should be further examined.
4. Recruitment into the organization must continue to reflect all ethnic groups and stake holders to reduce the fear of domination, discrimination and marginalization by ethnic group who would have otherwise be neglected.
5. We further recommend as a matter of policy that chief executive officers should be recruited in a

rotational order from the ethnic groups that constitute stake holders in any organizations. For instance, the former ViceChancellor ofEbonyi State University is from Ikwo, now the present Vice Chancellor hails from Izzi. After this, let the next Vice Chancellor come from another ethnic extraction.

In University of Nigeria Nsukka, previous Vice Chancellors had come from other states such as Anambra, and Abia, Now the present Vice Chancellor is from Enugu State. Consequently, recruitment of workers into the University we have studied will continue to go round all stake holder ethnic groups.

Finally, Nigerians should not regard their organizations as if there were from the moon in order to achieve organizational effectiveness and efficiency. Managers should thereby develop the Nigerian version of public organizations more. The concept or notion or even perception of "Oru-Bekee" or "Oyibo work" should be jettisoned by now since the white men have gone forever. Most of the ideas and theories they left behind in 1960, such as Bureaucracy, have been tamed, indigenised and adapted to suit Nigeria. "Ebonyi Standard" has been talked about since 1996. It is our strong belief that given the above findings we should now be talking of 'ETHNOCRATIC' ORGANISATIONS rather than "BUREACRATIC"

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