

# Implementing Language Policies in Nigerian Primary Education: Challenges and Perspectives from Local Education Authorities

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Implementing Language Policies in Nigerian Primary  
Education: Challenges and Perspectives from Local Education  
Authorities

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## Dedications

This thesis is dedicated to my husband, Basil Nwancha, who has been my best friend, confidant, pacifier, and sponsor throughout this academic journey. Your unwavering belief in my capabilities has enabled me to realize my potential and complete this thesis within a limited timeframe. Words cannot adequately express the depth of my gratitude for your multifaceted support, which has significantly contributed to this scholarly achievement.

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## Thesis Abstract

This research explored the implementation of language policies in Nigerian primary education, focusing on the roles, challenges, and perspectives of Local Education Authorities (LEAs) in enacting the National Policy on Education (NPE) and the National Language Policy (NLP) within Nigeria's linguistically diverse context. Employing a qualitative methodology grounded in critical realist ontology and constructionist epistemology, data were collected through semi-structured interviews with nine LEA staff members across three area councils in the Federal Capital Territory and a systematic analysis of relevant policy documents.

The study identifies an overarching theme of implementing mother tongue-based multilingual education (MTB-MLE) policies, articulated through seven main themes: policy goals and implementation strategies, language use in education, support systems, stakeholder roles, resource allocation, awareness and training, and government priorities, enriched by comparative international insights. LEAs perceive themselves as pivotal intermediaries, translating national policies into localized practice through capacity-building, policy dissemination, and community engagement.

Findings reveal persistent challenges including resource constraints, infrastructural deficiencies, inconsistent teacher recruitment and training, political interference, and a misalignment between national policy objectives and parental preferences favouring English instruction. These barriers underscore the complex interplay between macro-level policy frameworks and micro-level educational realities, highlighting the need for flexible, context-sensitive implementation guidelines that accommodate Nigeria's linguistic diversity and socio-cultural dynamics.

The research emphasizes the importance of robust multi-tiered support systems, transparent resource management, sustainable funding models, and enhanced teacher professional development integrating mother tongue pedagogy and technology use. It also advocates for comprehensive stakeholder engagement strategies to align community expectations with policy goals and governance mechanisms that protect education policies from political disruptions, ensuring continuity.

By synthesizing critical language policy and sociolinguistic perspectives, the study contributes the Multidimensional Language Policy Implementation (MLPI) Model, which foregrounds the meso-level agency of LEAs as essential actors bridging policy and practice. This model offers a nuanced framework for analyzing language policy enactment in multilingual, resource-constrained contexts. The study's findings and recommendations provide valuable insights for policymakers, educators, and researchers aiming to enhance the effectiveness, equity, and sustainability of language education policies in Nigeria and comparable multilingual developing countries.

## List of Abbreviations

NPE:	National Policy on Education
NLP:	National Language Policy
LEAs:	Local Education Authorities
UPE:	Universal Primary Education
UBE:	Universal Basic Education
SSCE:	Secondary School Certificate Examination
CLIL:	Content Language Integrated Learning
CA:	Conversation Analysis
LOI:	Language of Instruction
LPP:	Language Policy and Planning
CLP:	Critical Language Policy
MLPI:	Multidimensional Language Policy Implementation
EPI:	Environmental Policy Integration
EMI:	English Medium Instruction
REDD+:	Reducing Emissions from Deforestation and Forest Degradation
PEIP:	Primary Education Improvement Project
SYPP:	Six-Year Primary Project
RRP:	Rivers Readers Project
EU ETS:	European Union Emissions Trading System
NGO:	Non-Governmental Organizations
TA:	Thematic Analysis
MTB-MLE:	Mother Tongue-Based Multilingual Education

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## Chapter One: Introduction

### 1.1 Background/Rationale

Nigeria's linguistic diversity provides the backdrop for this research. With a population of approximately 223 million, the country boasts over 500 indigenous languages and 250 ethnic groups spread across 36 states and the federal capital territory (Orekan, 2010). While English serves as the official language for communication, education, and governance, Hausa, Igbo, and Yoruba are the three most widely spoken indigenous languages (Danladi, 2013). These languages are predominantly spoken in distinct regions: Hausa in the northern "Hausa-Fulani" region, Igbo in the southeastern "Igboland" (including states like Abia, Anambra, Ebonyi, Enugu, and Imo), and Yoruba in the southwestern "Yorubaland" (encompassing states such as Lagos, Ogun, Oyo, Osun, Ondo, and Ekiti).

This research is deeply rooted in my personal experiences as a multilingual Nigerian and my journey as both a learner and an educator. Speaking Igbo, English, and Nigerian Pidgin English, I have firsthand knowledge of the challenges posed by linguistic diversity in Nigeria's educational system. A poignant memory from my school days illustrates these challenges: I faced punishment for speaking my native Igbo language on school premises, resulting in the confiscation of my footwear and a mandatory written declaration never to speak "vernacular" again.

As a second language learner, I have consistently struggled to articulate my thoughts and ideas effectively. This struggle extends beyond personal experience to impact the broader educational landscape in Nigeria. With over 500 languages spoken in the country and educational materials primarily produced in English, many students face significant barriers in accessing education in their mother tongue. The process of acquiring a second language's lexis, semantics, and sentence structure often impedes students' progress in other areas, such as technology.

Recognizing the importance of addressing these issues at their root, I decided to investigate Nigeria's national policy on education and language at the primary school level. Despite policies aimed at improving access to education and promoting teaching in a child's mother tongue, implementation in Nigerian primary schools remains lacking (Igboanusi, 2008; Jalaludeen and Gwandu, 2016; Adebayo, 2017). My research seeks to uncover the reasons behind this non-implementation by examining the perspectives of local education authority staff, with the ultimate goal of improving educational outcomes for Nigerian students.

Implementing mother tongue language policies in educational settings offers significant advantages, as highlighted by researchers such as Mabela and Ditsele (2024), Wildsmith-Comarty (2023), Wepukhulu (2019), and Dalton-Puffer (2005). By incorporating mother tongues and languages of the immediate environment in classrooms, students can actively engage with learning materials, establishing a solid educational foundation. This approach



promotes multilingual education, equipping students with proficiency in both their native language and English, thereby creating long-term opportunities.

As an educator and learner, my background led me to explore language issues in Nigeria. Addressing challenges associated with language policy implementation can enhance access to education and create a more promising future for Nigerian students. The National Language Policy (NLP 2022) and National Policy on Education (NPE 2014) aim to bridge the gap between home and school by utilizing a child's native language in early education. This approach fosters greater parental involvement, strengthening parent-teacher relationships and increasing support for children's education. Implementing these policies could help minimize language issues and preserve Nigeria's linguistic legacy.

Interestingly, contrary to the prevailing notion that teaching in indigenous languages enhances learning outcomes, Obiakor (2024) found that students taught in English outperformed those taught in indigenous languages. This finding challenges generalized conclusions derived from less linguistically diverse contexts and underscores the need for a nuanced understanding of how Language of Instruction (LOI) influences learning in Nigeria's diverse setting.

Given these complexities, local education authorities play a crucial role in implementing language policies. Their perspectives are vital for addressing challenges such as reaching marginalized areas cut off from educational services due to operational and sociocultural issues (Ogunniyi, 2024).

## Research Aim

This study explored the role of local education authorities (LEAs) in implementing language and education policies to improve academic performance in Nigerian primary schools. The research focused on the National Policy on Education (NPE) and National Language Policy (NLP), examining their implementation at the local level. The study aimed to identify challenges faced by LEAs, highlight successful strategies employed, and propose potential improvements for more effective policy implementation. By exploring these aspects, the research sought to provide insights into enhancing the quality of primary education in Nigeria through better alignment of language and education policies with local needs and resources.

## Objectives of the Study

The study focused on several interconnected objectives. Initially, it aimed to prepare for empirical data collection through a comprehensive literature review. This exploration laid the groundwork for conducting semi-structured interviews with local education authority staff to identify their specific responsibilities and perspectives in enforcing national education and language policies. The research then undertook an analysis of the National Policy on Education and National Language Policy to evaluate the strategies employed by local

education authorities in enforcing these policies, assessing their effectiveness and identifying any variations in implementation.

Through the interviews, the study also identified the contributory factors, barriers, constraints, and obstacles that local education authorities encounter in effectively enforcing these national policies. Finally, the research aimed to develop evidence-based recommendations to inform future language and education policies and practices in Nigerian primary schools. These recommendations were synthesized from the findings of the literature review, policy document analysis, and interviews with local education authorities.

## Research Questions

This study explored two key research questions regarding the implementation of national education policies in public primary schools. The first question seeks to understand the perspectives of Local Education Authorities (LEAs) on the implementation of both the National Policy on Education (NPE) and the National Language Policy (NLP) within their jurisdictions. Building on this, the second question investigated the factors that either facilitate or impede the effective implementation of these policies in public primary schools under LEA supervision. By examining these questions, the research aimed to provide insights into the practical challenges and successes of policy implementation at the local level.

### 1.2 Researcher Positionality

My positionality as a Nigerian studying in the UK and researching Nigerian primary education language policies presents a complex insider-outsider dynamic. This positioning aligns with the concept of 'multiple positionalities' discussed by Dhillon and Thomas (2019, p.444), where researchers may be insiders in some respects but outsiders in others. Consequently, I likely occupy an 'inbetween' position on the insider-outsider continuum (Milligan, 2016 cited in Dhillon and Thomas, 2019, p.444), navigating the nuances of both perspectives in my research approach.

This unique positioning offers both advantages and challenges in researching Nigeria's language-in-education policies. As an insider, I possess an intimate understanding of Nigeria's complex linguistic landscape, including the indigenous languages spoken and the role of English as the official language of instruction (Trudell, 2007). This insider perspective allows for nuanced insights into how local communities perceive and respond to language policies, potentially providing rich, contextual data on stakeholder perspectives and implementation challenges. However, my current status as a UK-based student creates some distance, offering an outsider's analytical lens. This dual positioning combines intimate cultural knowledge with an external academic perspective, potentially allowing for easier access to and rapport with local education authorities while enabling a more objective analysis of policy implementation challenges.

Navigating potential biases arising from one's linguistic background and educational experiences is crucial in research. Individuals educated in English-medium schools may need to critically examine any internalized preferences for English over indigenous languages in education (Farr & Song, 2011). However, this particular concern does not apply in my case, as I have consistently advocated for the use of indigenous languages. This advocacy stems from personal experiences of linguistic heritage suppression in Nigerian educational settings. These experiences underscore the importance of maintaining reflexivity to acknowledge and mitigate potential biases throughout the research process.

Ontologically, I adopted a critical realist position, acknowledging an objective reality existing independently of human cognition while affirming the possibility of comprehending this autonomous reality (Moon and Blackman, 2017). This stance recognizes the objective reality of language policies in Nigerian primary education while also acknowledging that our understanding of these policies and their implementation is shaped by human cognition. Such an approach enables a nuanced examination of the challenges and perspectives faced by local education authorities, considering both the practical aspects of policy implementation in primary education and the subjective interpretations of stakeholders.

Epistemologically, this study aligns with a constructionist approach, which posits that knowledge is formed through interactions between individuals and their environment, developed and disseminated within a social framework (Galbin, 2014). This approach is particularly effective for investigating the perspectives of local education authorities on language policy implementation in Nigerian primary education. It recognizes that knowledge in this context is constructed through interactions among various stakeholders, including local education authorities, teachers, and policymakers, within the Nigerian primary education system.

The constructionist stance enables an exploration of how different stakeholders interpret and implement language policies based on their social and cultural contexts. This is especially relevant as it allows for an examination of how local education authorities' perspectives are shaped by their specific social, cultural, and institutional environments. The chosen philosophical positions, combining critical realism and constructionism, provide a comprehensive framework for understanding both the objective challenges in implementing language policies and the subjective perspectives of local education authorities.

This dual focus aligns with the study's aim to investigate both practical difficulties and key stakeholders' viewpoints. It provides a nuanced approach to understanding how local education authorities interpret and implement national language policies within their specific contexts, accounting for both policy objectives and local realities that influence implementation.

These philosophical positions directly inform the chosen methodology of qualitative research, specifically employing a case study approach with semi-structured interviews. The critical

realist ontology and constructionist epistemology support the use of thematic analysis, allowing for the exploration of sociocultural contexts and structural conditions that facilitate personal accounts provided by participants (Braun and Clarke, 2006).

To address the challenges presented by my positionality, I engaged in careful reflexivity about how my insider-outsider status impacts data collection, analysis, and interpretation. Despite this challenge, I did not consider using strategies such as co-researching or investigator triangulation to balance my insider insights with more distanced perspectives, as suggested by Dhillon and Thomas (2019), because such an approach would be inappropriate for an MPhil project. Instead, I employed a member checking approach to ensure transcript accuracy.

However, this decision to rely solely on member checking for validation raises concerns about the study's methodological rigour. This choice may limit the diversity of perspectives, potentially introduce bias due to my insider-outsider status, and miss opportunities for enhanced credibility through alternative methods. While member checking ensures transcript accuracy, it does not address potential biases in data analysis and interpretation. This approach appears to be a compromise between methodological ideals and practical constraints of my MPhil project, potentially affecting the study's overall trustworthiness.

To address these limitations, I explicitly discussed their impact on the findings and consider ways to mitigate them within the project's scope. This balanced approach can contribute valuable insights to the ongoing debate on language-in-education policies in Nigeria, particularly in light of the country's educational goals and the global push for mother-tongue instruction in primary school (Farr & Song, 2011; Oyekan et al., 2023). By acknowledging and navigating my complex positionality, I leveraged on my unique perspective to provide a nuanced understanding of the implementation of education and language policies in Nigerian public primary schools.

### 1.3 Organization of the Thesis

#### **Chapter One – Introduction:**

Chapter One establishes the research context by outlining Nigeria's linguistic diversity and the challenges it poses for primary education, particularly regarding the use of mother tongue versus English as the language of instruction. The chapter situates the study within my personal experiences as a multilingual Nigerian and educator, highlighting firsthand encounters with language policy enforcement in schools. It presents the rationale for investigating the implementation gap of Nigeria's National Policy on Education (NPE) and National Language Policy (NLP) at the local level, focusing on the role of Local Education Authorities (LEAs).

The chapter clearly states the research aim: to explore LEAs' roles, challenges, and strategies in implementing language and education policies to improve academic performance in Nigerian primary schools. It defines specific objectives, including preparing for empirical data

collection through literature review, conducting semi-structured interviews with LEA staff, analyzing policy documents, identifying factors influencing policy implementation, and developing evidence-based recommendations.

Two primary research questions guide the study: first, to understand LEAs' perspectives on implementing the NPE and NLP in public primary schools; second, to identify factors facilitating or hindering effective policy implementation under LEA supervision.

My positionality is discussed in depth, emphasizing my insider-outsider dynamic of being a Nigerian studying in the UK. This dual perspective informs the study's critical realist ontological stance, acknowledging an objective reality of language policies alongside socially constructed interpretations, and a constructionist epistemological approach that views knowledge as shaped through social interaction.

Finally, the chapter outlines the thesis structure, summarizing the content and focus of subsequent chapters covering literature review, theoretical framework, methodology, data analysis, and discussion/conclusion. Overall, Chapter One establishes the foundational context, rationale, philosophical framework, and research design underpinning the investigation into language policy implementation challenges in Nigerian primary education.

## **Chapter Two – Literature Review:**

Chapter Two provides a comprehensive literature review focused on the implementation of language policies in Nigerian primary education within the context of the country's multilingual environment. The chapter begins by outlining the scope of the review, which evolved through preliminary and systematic searches to gather relevant studies, policy documents, and theoretical perspectives. It emphasizes the role of local education authorities (LEAs) in policy enforcement and the challenges faced in multilingual classrooms.

The review delves into the historical background of Nigeria's language policies, particularly the National Policy on Education (NPE) and the National Language Policy (NLP), highlighting their objectives, revisions, and persistent implementation challenges. These challenges include inadequate teaching materials, shortage of qualified teachers, resource constraints, and resistance from stakeholders such as parents and private schools. The national language question is explored, addressing the complexities arising from Nigeria's linguistic diversity and the colonial legacy favouring English, alongside proposed solutions like geo-linguistic zoning and gradual language development.

Sociolinguistic perspectives are integrated to analyze how language policies intersect with social, cultural, and political factors, drawing on frameworks by scholars such as Wardhaugh, Paulston and Tucker, and Blommaert. The review discusses language planning and policy in multilingual contexts, emphasizing the need for balancing indigenous language preservation

with the practical dominance of English. It also addresses the intermediary role of local actors in policy translation and implementation, detailing the complexities and barriers they face, including resource limitations, conflicting interests, and the necessity of stakeholder engagement.

Further, the chapter examines specific challenges in multilingual classroom practices, such as legitimizing multilingualism and managing language variation, supported by studies from various countries. It identifies resource constraints, infrastructural inadequacies, and the policy-practice gap as critical impediments to effective policy enactment. The importance of teacher preparation, continuous training, and stakeholder involvement is underscored as essential for successful implementation.

Finally, the literature review identifies significant research gaps, notably the limited study of the 2022 National Language Policy, insufficient longitudinal research on mother tongue instruction outcomes, and the underexplored role of LEAs in policy enactment. The chapter concludes by emphasizing the need for tailored, community-sensitive approaches, comprehensive teacher training, and enhanced coordination among stakeholders to improve language policy implementation in Nigeria's primary education system.

### **Chapter Three – Theoretical Framework:**

Chapter Three establishes the theoretical framework guiding the study on the implementation of language policies in Nigerian primary education. It integrates two complementary perspectives: Critical Language Policy (CLP), as conceptualized by Tollefson (1991), and sociolinguistic approaches to language policy.

The chapter begins by situating CLP as a lens to analyze the power dynamics and ideological foundations underpinning language policies, particularly relevant in Nigeria's multilingual and postcolonial context. CLP frames language policy as an instrument of power that can perpetuate social inequalities and marginalize minority languages. This theoretical stance informs the study's focus on how national language policies may reinforce or challenge existing social structures within Nigerian education.

Alongside CLP, the chapter incorporates sociolinguistic perspectives from scholars such as Johnston (2007), Blommaert (2005), and Schilling (2013). These perspectives emphasize the social significance of language practices, the symbolic meanings attached to language use, and the complex interplay between language, identity, and power within educational settings. The sociolinguistic lens enables an examination of micro-level language practices and local interpretations of policy, complementing CLP's macro-level focus on power relations.

The chapter further synthesizes these theoretical strands into the Multidimensional Language Policy Implementation (MLPI) Model. This model conceptualizes language policy implementation as a dynamic process occurring across micro, meso, and macro levels. It

highlights four interconnected dimensions: power dynamics and ideological underpinnings; contextual factors and local realities; linguistic variation and social significance; and stakeholder agency and collaboration. The MLPI Model particularly emphasizes the meso-level role of Local Education Authorities as crucial intermediaries who interpret and adapt national policies within local contexts.

Overall, Chapter Three provides a robust, integrative framework that informs the study's qualitative methodology, guiding data collection and analysis. It enables a nuanced exploration of how structural power, sociocultural factors, and stakeholder agency collectively shape the implementation of language policies in Nigerian primary education.

#### **Chapter Four – Research Methodology:**

Chapter Four outlines the philosophical foundations, research design, data collection methods, and analytical procedures employed in the study on language policy implementation in Nigerian primary education. The chapter begins by situating the research within a critical realist ontological framework, acknowledging an objective reality shaped by human cognition, and adopts a constructionist epistemology that views knowledge as socially constructed through interactions.

The methodology is qualitative, using semi-structured interviews with nine Local Education Authority (LEA) staff and document analysis of two key policy documents: the National Policy on Education (NPE) and the National Language Policy (NLP). The research design emphasizes capturing LEAs' perspectives on policy implementation, employing an inductive thematic analysis approach based on Braun and Clarke's six-phase framework.

Data collection involved carefully planned semi-structured interviews conducted via Zoom, with an interview guide designed to explore LEAs' roles, contributions, challenges, and training needs related to policy enforcement. To ensure trustworthiness, member checking was implemented, allowing participants to review and amend their transcripts. The document analysis complemented interview data by systematically coding relevant sections of the NPE and NLP to compare official policy intentions with local implementation realities.

The thematic analysis process included data familiarization, generation of initial codes, searching for themes, reviewing and defining these themes, and producing a coherent analytical report. Ethical considerations were thoroughly addressed, with informed consent, confidentiality, data protection in line with UK and Nigerian regulations, and sensitivity to participants' well-being prioritized throughout.

Participant recruitment used purposive sampling facilitated by gatekeepers in three area councils within the Federal Capital Territory, targeting LEA staff with relevant experience. The chapter details the recruitment process, sample characteristics, transcription approach, and measures to enhance credibility and validity. Overall, Chapter Four establishes a rigorous

qualitative framework designed to explore the complex dynamics of language policy implementation from the vantage point of local education authorities in Nigeria.

## **Chapter Five – Analysis:**

Chapter Five presents a comprehensive analysis of data collected from nine Local Education Authority (LEA) interviews alongside two key policy documents: Nigeria’s National Language Policy (NLP) and the National Policy on Education (NPE). The chapter employs thematic analysis to identify and integrate themes emerging from both sources, aiming to elucidate the complexities surrounding language policy implementation in Nigerian public primary schools.

The analysis begins by comparing the NLP and NPE, highlighting their differing approaches to language use in primary education. While the NLP advocates for mother tongue instruction throughout the entire primary education period, the NPE promotes a gradual transition from mother tongue to English after three years. This divergence creates inconsistencies affecting curriculum development, teacher training, and learning outcomes. Both policies emphasize educational support services and the need for collaboration among various stakeholders, including federal, state, and local governments.

Through coding and thematic mapping, the chapter identifies one overarching theme—“Implementing mother tongue-based multilingual education (MTB-MLE) policies in Nigerian primary schools”—which encompasses seven main themes and sixteen subthemes. These themes cover policy goals and implementation strategies, language use in education, support systems and enhancement services, stakeholder roles and administration, resource allocation and challenges, awareness and training initiatives, and government priorities including comparative perspectives from other countries.

The chapter details LEA perspectives on their intermediary role in translating national policies into local practice, emphasizing their responsibilities in policy dissemination, teacher training, community engagement, and monitoring compliance. It also explores community language considerations and parental perceptions about English proficiency, revealing tensions that influence policy acceptance and implementation.

Resource constraints emerge as a significant barrier, with LEAs reporting funding shortages, infrastructural deficits, and challenges in teacher recruitment and welfare. Awareness creation and training efforts by LEAs are described but noted as requiring greater sustainability and government support. The government’s prioritization of education is examined through LEA views, which include calls for improved teacher incentives, infrastructure investment, and policy continuity.

Comparative insights, particularly referencing China’s language education system, provide contextual understanding and potential lessons for Nigeria. The chapter concludes by synthesizing these findings into a thematic map that visually represents the



interconnectedness of the identified themes and subthemes, offering a nuanced understanding of the multifaceted challenges and dynamics involved in language policy implementation in Nigerian primary education.

Overall, Chapter Five systematically integrates qualitative interview data with policy document analysis to provide a detailed, evidence-based account of the practical realities, challenges, and stakeholder perspectives shaping the implementation of mother tongue-based multilingual education policies in Nigeria.

## **Chapter Six – Discussion and Conclusion:**

Chapter Six provides a comprehensive discussion and conclusion of the research on implementing national language policies in Nigerian primary education. It is structured around the two main research questions: first, exploring the perspectives of Local Education Authorities (LEAs) on the implementation of the National Policy on Education (NPE) and the National Language Policy (NLP), and second, investigating factors that contribute to or hinder effective policy implementation.

The chapter details LEAs' recognition of their pivotal intermediary role in translating national policies into local practice, emphasizing their commitment to mother tongue instruction as a key educational strategy. It highlights the multi-tiered support systems LEAs employ, including capacity-building, training programs, stakeholder engagement, and innovative solutions to logistical challenges. Despite this commitment, the discussion acknowledges significant systemic barriers such as resource shortages, infrastructural deficits, political interference, and misalignment between national policy goals and local realities, particularly parental preference for English instruction. These challenges lead to uneven and inconsistent application of mother tongue-based multilingual education (MTB-MLE) across regions.

Further, the chapter analyzes contributing factors facilitating policy implementation, including adequate resource allocation, government prioritization, continuous teacher training, and community involvement. Conversely, it identifies barriers such as funding and infrastructure deficits, limited teacher preparation, political disruptions, and resistance due to societal language preferences.

The chapter also reflects on LEAs' skills and training needs, emphasizing enhanced competencies in language pedagogy, policy dissemination, and technology integration supported by institutional mechanisms.

Research implications are drawn, recommending anti-corruption measures, innovative funding models, longitudinal studies on training impacts, public awareness campaigns to align parental expectations, greater stakeholder involvement, prioritized infrastructure development, governance mechanisms to shield policies from political interference, and

flexible, context-sensitive implementation guidelines. Comparative insights from countries like China are highlighted as valuable for informing policy improvements.

Limitations of the study are acknowledged, including the qualitative design's scope, sample size, regional focus, and potential biases, with suggestions for future research expanding stakeholder diversity, employing mixed methods, and conducting longitudinal and comparative studies.

The chapter concludes by summarizing the study's key contributions: illuminating LEAs' intermediary role, identifying complex multi-level challenges, emphasizing infrastructure alongside pedagogical issues, and proposing strategies for improved coordination, resource investment, and policy continuity. It underscores the need for holistic, context-specific approaches to language policy implementation in Nigeria and similar multilingual developing contexts.

Finally, the chapter presents the theoretical contribution of the Multidimensional Language Policy Implementation (MLPI) Model, which integrates critical language policy and sociolinguistic perspectives across micro, meso, and macro levels, with a focus on LEAs' meso-level agency. This model provides a comprehensive framework for analyzing the dynamic interactions shaping policy outcomes, emphasizing stakeholder collaboration and contextual adaptation as essential for effective implementation.

## CHAPTER TWO: LITERATURE REVIEW

### 2.1 Chapter Overview

The initial chapter provided context for the study, outlining its background, rationale, objectives, and research questions. Building upon this foundation, the second chapter offers a comprehensive examination of pertinent studies and literature, focusing on language policies in Nigerian primary education and their implementation challenges within multilingual contexts. This chapter identifies and analyzes obstacles in executing language policies across diverse linguistic settings, exploring the impact of multilingualism on policy implementation at the primary school level.

The scope of the research extends to the role of local education authorities in policy execution and their influence on successful implementation. It also evaluates the adequacy and effectiveness of existing teacher training programs for language instruction in multilingual classrooms. Furthermore, the study investigates stakeholder engagement in the language policy implementation process and assesses their influence on policy outcomes.

This nuanced approach aims to provide insights into the complexities of language policy implementation in Nigerian primary education, considering the country's multilingual environment. The findings have potential implications for future policy decisions and improvements in language instruction effectiveness. This comprehensive analysis establishes the groundwork for the theoretical framework and research methodology, which are elaborated upon in chapters three and four, respectively.

### 2.2 Scope of the Literature Review

The literature review process for this research evolved over time, beginning with a preliminary review in May 2022 as part of a doctoral proposal. This initial review focused on the effect of multilingual policy on classroom discourse in Nigerian primary schools, establishing a foundation of pertinent literature. In February 2024, during the development of an MPhil research proposal, an additional literature review was conducted. This subsequent review concentrated on the implementation of the National Education Policy (NPE) and National Language Policy (NLP) in state-run primary schools, with particular emphasis on the support provided by Local Education Authorities (LEAs).

The literature gathering process was multifaceted. Relevant research degree development workshops facilitated the collection of books, journal articles, and policy documents. Snowballing and citation tracking of reference lists helped identify additional relevant studies. Due to a cyber attack rendering the e-theses online service (EThoS) inaccessible, alternative resources were utilized. These included the University's advanced library search, Google Scholar, and other databases listed in the systematic search. This approach led to the discovery of two relevant theses: Andrews (2017) and Prestidge (2022).

Following this comprehensive exploration of the subject area, a systematic literature search was executed to further refine and expand the research base.

## 2.3 Systematic Literature Search

In February 2024, a comprehensive review of research on language policies in Nigerian primary education was conducted through a systematic literature search. I focused on studies pertaining to the involvement of local education authorities in policy implementation, given the wealth of information and increasing evidence surrounding the challenges of implementing language policies in multilingual educational settings. To conduct this literature search, key databases were identified and utilized, including the University of Worcester Advanced Library Search, Google Scholar, ERIC, JSTOR, and African Journals Online.

### 2.3.1 Inclusion Criteria

The implementation of language policies in multilingual settings is influenced by numerous factors, which guided the selection of search terms for this study. Initially, a combination of terms including "language policy" or "language planning," "Nigeria," "primary education" or "elementary education," and "implementation" or "challenges" was used. This search yielded 165 articles when all terms were given equal importance in the subject terms. However, most of these articles did not specifically address Nigeria or Local Education Authority.

To refine the search, the phrase "local education authority" was incorporated as a primary search term, ensuring that the words appeared together in subject terms or article titles. To further enhance the relevance of the search results, the scope was expanded to encompass five key areas: language policies in Nigerian primary education, implementation challenges in multilingual contexts, the role of local education authorities, teacher preparation for language instruction, and stakeholder engagement in policy implementation.

This comprehensive approach led to the development of five distinct Boolean search phrases, each targeting a specific aspect of language policy implementation in Nigerian primary education. By adjusting the search strategy in this manner, the study aimed to capture a more focused and relevant set of articles addressing the complexities of language policy implementation in Nigeria's multilingual educational landscape.

Language policies in Nigerian primary education	Implementation challenges of language policies in multilingual contexts	The role of local education authorities in policy implementation	Teacher preparation and training for language instruction	Stakeholder engagement in language policy implementation
("language policy" OR "language planning") AND Nigeria AND ("primary education" OR "elementary education")	('Implementation challenges') AND ('language policies') AND ('multilingual contexts')	(Role) AND (*local education authorities*) AND (policy) AND (implementation)	("Teacher preparation") AND (training) AND ("language instruction")	("Stakeholder engagement" language policy implementation) AND ("language policy") AND (implementation OR challenges)

Table 1: Literature Search Terms

Source: Nwancha, 2026

### 2.3.2 Exclusion Criteria

Upon examining the abstracts and scanning the articles, it became evident that numerous studies were conducted outside Nigeria. While those deemed irrelevant to the research were excluded, many international studies proved pertinent and were utilized to compare policy implementation outcomes. Initial searches yielded articles dating back to 2000, prompting an adjustment of search parameters to omit studies published prior to this date, with the exception of seminal works. The literature review focused primarily on peer-reviewed articles and original research, excluding non-peer-reviewed articles and reviews. The scope was narrowed to research exclusively addressing higher education, language policy, and implementation challenges, with a few relevant studies from other educational levels included. Additionally, publications in languages other than English were omitted from the search to ensure consistency and accessibility of the reviewed literature.

## 2.4 Overview of Language Policies in Nigeria

### 2.4.1 Historical Background of Language Policies in Nigerian Education

#### 2.4.1.1 National Policy on Education (NPE)

The National Policy on Education (NPE) in Nigeria has undergone several revisions since 1977 to address emerging issues, including language education. The policy mandates the learning of a child's first language or language of the immediate community, one of the three major national languages (Hausa, Igbo, and Yoruba), and English. However, implementation challenges have led to ineffective bilingual education in Nigeria.

Research by Igboanusi (2008) and Ndukwe (2015) highlights the complex relationship between language policy and national development. While respondents preferred education in both English and their mother tongue, the non-indigenous national language (English) has played a more prominent role in Nigeria's development planning. This linguistic diversity has contributed to political and economic instability, leading to debates about the feasibility of accepting political separation inherent in linguistic pluralism.

Numerous challenges in implementing multilingual education policies have been identified. Poor student performance and difficulties understanding national education policies are significant issues (Anukaenyi, 2016, 2019; Jalaludeen & Gwandu, 2016). The situation is further complicated by inadequate implementation of multilingual education provisions and a lack of standardized orthographies for many languages. Moreover, there is a shortage of books and teaching materials in Indigenous languages, as well as a lack of trained and qualified teachers in these languages.

Additional obstacles include overcrowded classrooms and communication problems arising from teacher deployment. Resistance from private schools and some parents to using mother tongue instruction also hinders progress in implementing effective multilingual education in Nigeria.

The importance of teacher involvement in policy development and implementation has been emphasized by Adebayo (2017) and Bamgbose (2018), whose studies revealed that public school teachers were more familiar with National Policy on Education (NPE) language provisions compared to their private school counterparts. However, public school teachers faced greater challenges in implementation due to factors such as multilingualism, lack of resources, and insufficient government support.

Recent studies have further highlighted the challenges and potential benefits of language education in Nigeria. Olagbegi-Adegbite (2023) and Salihu Mahuta (2023) identified conflicting federal and state policies and implementation difficulties as key obstacles to mother tongue education, emphasizing the necessity of teacher training, parental support, and adequate funding for successful policy implementation.

Building on these findings, Duru et al. (2024) underscored the significance of multilingualism for Nigeria's national growth and economic development, suggesting that linguistic diversity can be a valuable asset promoting progress without causing societal fragmentation. To address the challenges and enhance language education in Nigeria, they proposed several recommendations for policymakers. These include developing a comprehensive National Language Policy that acknowledges the country's linguistic diversity, investing in teacher training and resources for indigenous language instruction, and engaging stakeholders such as teachers and parents in policy development and implementation.

Furthermore, Duru et al. (2024) advocated for promoting the benefits of multilingualism and mother tongue education, as well as addressing the gap between policy intentions and

implementation practices. By tackling these issues, Nigeria can work towards establishing a more effective and inclusive language education system that supports national development while preserving its rich linguistic heritage.

#### 2.4.1.2 National Language Policy (NLP)

The National Language Policy (2022) in Nigeria has sparked debate among scholars and experts, with limited publications compared to the NPE (2014). This policy mandates mother tongue or community language instruction for the first four years of basic education, aiming to preserve linguistic diversity and promote multilingualism (Harley, 2022; Warner, 2022; Abdullahi-Ibrahim, 2022). However, implementation faces significant challenges, primarily due to a lack of appropriate teaching materials and trained instructors (Harley, 2022; Warner, 2022; Imoka-Ubochioma, 2022; Ezeanya-Esiobu, 2023).

To address these issues, a Technical Committee was established in 2018 to examine strategies for bridging the policy-practice gap, drawing inspiration from other African countries (Harley, 2022). Successful implementation depends on creating instructional materials, ensuring qualified teachers, and providing adequate training (Harley, 2022; Warner, 2022). Additional challenges include students' preference for English, inadequate implementation by teachers and the government, and environmental and family background influences on language learning (Abdullahi-Ibrahim, 2022).

Despite these obstacles, some experts suggest that overcoming them could lead to economic benefits, such as publishing books and digital content in indigenous languages and creating employment opportunities (Imoka-Ubochioma, 2022; Ezeanya-Esiobu, 2023). The role of English in Nigeria remains contentious, with some advocating for its importance in education and politics, while others argue that it does not serve as a unifying factor (Jangkam et al., 2024).

The current policy aims to safeguard indigenous languages while acknowledging the significance of English. However, Jangkam et al. (2024) emphasize that language is not the root cause of Nigeria's challenges, pointing instead to factors such as religion and ethnicity. To address these issues, recommendations include revising the policy to achieve its objectives effectively (Abdullahi-Ibrahim, 2022) and potentially reconsidering the use of English as the medium of instruction in the UBE scheme.

#### 2.4.1.3 Summary of Key Issues

The National Policy on Education and National Language Policy in Nigeria face numerous interconnected challenges. Policy implementation issues are at the forefront, with ineffective bilingual education implementation leading to poor student performance and difficulties in comprehending national education policies (Igboanusi, 2008; Ndukwe, 2015). The inadequate implementation of multilingual education provisions further exacerbates these problems (Anukaenyi, 2016, 2019; Jalaludeen & Gwandu, 2016). Compounding these issues are

conflicting federal and state policies, which create additional complexity in the educational landscape (Olagbegi-Adegbite, 2023; Salihu Mahuta, 2023).

Resource constraints significantly hinder progress in language education. Many languages lack standardized orthographies, and there is a shortage of books and teaching materials in Indigenous languages (Anukaenyi, 2016, 2019; Jalaludeen & Gwandu, 2016; Warner, 2022; Imoka-Ubochioma, 2022; Ezeanya-Esiobu, 2023). The scarcity of trained and qualified teachers in Indigenous languages, coupled with overcrowded classrooms, further impedes effective instruction (Anukaenyi, 2016, 2019; Jalaludeen & Gwandu, 2016; Harley, 2022; Warner, 2022).

Stakeholder resistance presents another obstacle, with opposition from private schools and some parents to mother tongue instruction, while students often prefer English (Anukaenyi, 2016, 2019; Jalaludeen & Gwandu, 2016; Abdullahi-Ibrahim, 2022). This resistance is compounded by a significant policy-practice gap, characterized by limited teacher involvement in policy development and implementation, insufficient government support, and discrepancies between policy intentions and actual practices (Adebayo, 2017; Bamgbose, 2018; Olagbegi-Adegbite, 2023; Salihu Mahuta, 2023).

The relationship between language policy and national development remains a subject of ongoing debate, including discussions on the feasibility of accepting political separation inherent in linguistic pluralism (Igboanusi, 2008; Ndukwe, 2015). However, there is growing recognition of the importance of multilingualism for national growth and economic development (Duru et al., 2024).

Despite these challenges, mother-tongue education offers notable benefits, including the preservation of linguistic diversity (Warner, 2022; Abdullahi-Ibrahim, 2022) and potential economic advantages such as publishing opportunities and job creation in indigenous language sectors (Imoka-Ubochioma, 2022; Ezeanya-Esiobu, 2023). The role of English in education and politics remains contentious, with ongoing debates about its effectiveness as a unifying factor (Jangkam et al., 2024).

To address these multifaceted issues, several recommendations have been proposed. These include developing a comprehensive National Language Policy, investing in teacher training and resources, engaging stakeholders in policy development and implementation, promoting the benefits of multilingualism, and bridging the gap between policy intentions and implementation practices. These strategies aim to create a more inclusive and effective language education system in Nigeria, balancing the preservation of indigenous languages with the practical needs of national development.

#### 2.4.2 The National Language Question

The national language question in Nigeria is a complex issue rooted in the country's multilingual status, resulting from the 1914 amalgamation of diverse ethnic nationalities with



different languages and cultures (Ihejirika, 2017). This linguistic diversity presents significant challenges in establishing a single national language and implementing effective language policies. Several researchers have proposed solutions to address this issue, reflecting the ongoing debate surrounding language policy in Nigeria.

Ihejirika (2017) suggests dividing Nigeria into six geo-linguistic zones, each with a designated major indigenous language, while retaining English as the first official language to bridge these zones. Tondo (2011) acknowledges the efficacy of English in Nigeria's development but emphasizes the importance of developing local languages, supporting Banjo's (1997) recommendation of a gradualist approach that considers the numerous operational factors in Nigeria's diverse linguistic landscape. Odumuh (1989) presents three potential solutions: the neoclassical paradigm (English as the national language), the Marxist paradigm (adoption of vernacular languages), and a third option supporting standard educated Nigerian English.

Tsaure and Sani (2016) highlight the colonial origins of Nigeria's language policies, which have favoured English and marginalized indigenous languages. This persistence raises questions about Nigeria's true independence and suggests ongoing cultural and linguistic imperialism. The dominance of English in official policies may hinder the development of a unified national identity based on indigenous cultural elements, impacting educational practices and social mobility.

The challenges in language education in Nigeria are significant, including inadequate resources, negative perceptions, and declining student enrollment and performance. Iwuchukwu (2021) recommends addressing these issues through policy review, implementation of trilingual education, increased funding, and support for language teachers, emphasizing the importance of stakeholder participation and a comprehensive approach to language education.

A recent study by Tsaure and Sani (2024) explores the connection between language policy and primary education in Nigeria, focusing on the challenges posed by linguistic diversity and the shift towards using indigenous languages as the primary mode of instruction. In response to these findings, the Nigerian government has passed a bill mandating the use of indigenous languages in primary education, aiming to ensure long-term implementation and address the inconsistent enforcement of previous policies. This new policy is viewed as a potential lasting reform that could benefit children and improve educational outcomes. However, its success will depend on effective implementation, addressing resource constraints, and overcoming the historical challenges associated with language policy in Nigeria's diverse linguistic landscape (Tsaure and Sani, 2024).

#### 2.4.2.1 Summary of Key Issues

The national language question in Nigeria presents complex challenges rooted in the country's linguistic diversity. This diversity, stemming from the 1914 amalgamation of diverse ethnic groups, complicates efforts to establish a single national language and implement effective

language policies (Ihejirika, 2017). Several solutions have been proposed to address this issue, including geo-linguistic zoning with English as a bridge language (Ihejirika, 2017), gradual development of local languages alongside English (Tondo, 2011; Banjo, 1997), and three paradigms: neoclassical (English), Marxist (vernacular), and standard Nigerian English (Odumuh, 1989).

The colonial legacy has significantly impacted language policies in Nigeria, with the favoritism towards English marginalizing indigenous languages. This raises concerns about cultural imperialism and the true nature of independence (Tsaure and Sani, 2016). Furthermore, the dominance of English may impede the development of a unified national identity based on indigenous cultural elements.

Educational challenges compound the language issue, with inadequate resources, negative perceptions, and declining student enrolment and performance in language education (Iwuchukwu, 2021). In response to these challenges, recent policy changes have been implemented. A new bill mandating the use of indigenous languages in primary education aims to address previous inconsistencies and improve educational outcomes (Tsaure and Sani, 2024).

However, the success of this new policy hinges on effective implementation, addressing resource constraints, and overcoming historical challenges associated with language policy in Nigeria's diverse linguistic landscape. These implementation concerns underscore the complexity of the national language question and the need for careful consideration of various factors in developing and executing language policies in Nigeria.

### 2.4.3 Language Policy and Planning in Education

#### 2.4.3.1 Sociolinguistic Perspectives

The implementation of language policies in Nigerian primary education presents a complex challenge due to the country's linguistic diversity and social landscape. With over 500 languages, Nigeria faces unique hurdles in developing effective policies that cater to various linguistic communities while maintaining a cohesive educational framework. These challenges extend beyond linguistics, encompassing cultural preservation, social equity, and the delicate balance between practical communication needs and linguistic heritage. Local education authorities must navigate the intricate interplay between language, society, and power structures, recognizing that language policies are deeply embedded in broader societal contexts. This multifaceted approach requires careful consideration of cultural, social, and practical factors to create an inclusive and effective educational system that respects Nigeria's rich linguistic tapestry.

#### 2.4.3.1.1 Wardhaugh's Approach to Language Policy (Wardhaugh, 2006)

Wardhaugh's sociolinguistic approach to language policy offers a comprehensive framework for analyzing the challenges and perspectives in implementing language policies in Nigerian primary education. This approach emphasizes the intricate interplay between language, society, and power structures, which is particularly relevant in Nigeria's linguistically diverse context. Wardhaugh's perspective underscores that language policies are not merely linguistic decisions but are deeply embedded in social, cultural, and political contexts (Schutter, 2007; Unger, 2016).

This understanding is crucial when examining the challenges faced by local education authorities in Nigeria, where over 500 languages coexist. The implementation of language policies in such a diverse environment inevitably intersects with various societal factors. The recognition of linguistic diversity and its implications for language policy, as emphasized in Wardhaugh's work, is directly applicable to the Nigerian context. This aspect can help in understanding the complexities faced by local education authorities in balancing the needs of different linguistic communities while implementing a cohesive language policy in primary education.

Furthermore, Wardhaugh's framework views language policies as both reinforcing existing power structures and acting as tools for social change (W Unger, 2016). This dual perspective is valuable for analyzing how language policies in Nigerian primary education might impact social dynamics and power relations within local communities. It raises important questions about the potential consequences of these policies on social equity and cultural preservation.

Wardhaugh's sociolinguistic approach offers valuable insights into the complexities of language policies in Nigerian primary education. The tension between instrumentalist and constitutivist views of language, as highlighted by Wardhaugh (De Schutter, 2007), is particularly relevant when examining the motivations behind these policies. This tension helps explain the challenges in balancing practical communication needs with the preservation of cultural identity and linguistic heritage.

Wardhaugh's emphasis on linguistic ideologies (Woolard, 2008) provides a lens through which to examine the underlying motivations and potential biases in Nigerian language education policies. Understanding these ideological underpinnings is crucial for addressing potential conflicts and resistance in policy implementation. Additionally, Wardhaugh's recognition of the importance of social network relations in language change (Paolillo, 2006) offers insights into how language policies might be influenced by and impact social networks within local communities. This perspective is particularly relevant in understanding the role of community dynamics in the success or failure of policy implementation.

Wardhaugh's call for interdisciplinary cooperation (Hamilton, 2008) underscores the need for a comprehensive approach to addressing the challenges in implementing language policies in

Nigerian primary education. This interdisciplinary perspective can help in developing more effective and culturally sensitive strategies for policy implementation.

Integrating Wardhaugh's sociolinguistic approach provides a multifaceted framework for analyzing the complex interplay between language, society, and policy in the Nigerian context. It offers valuable insights for understanding the challenges faced by local education authorities and can guide the development of more effective and culturally appropriate language policies in Nigerian primary education.

#### 2.4.3.1.2 Essential Readings in Sociolinguistics (Paulston and Tucker, 2003)

The field of sociolinguistics offers valuable insights for understanding and addressing the challenges in implementing language policies in Nigerian primary education. As Paulston and Tucker (2003) highlight in their comprehensive overview, sociolinguistics examines the interplay between language and social factors, including regional and social variations in dialects, language and gender, and intercultural communication (Mckay & Hornberger, 1995). This multifaceted approach is particularly relevant in Nigeria's diverse linguistic landscape.

The sociolinguistic perspective is crucial for several interconnected reasons. Nigeria's multilingual context necessitates an understanding of regional and social dialect variations, which can inform more effective language policy implementation in primary education. This diversity also requires a focus on intercultural communication strategies to address challenges in implementing language policies across different cultural and linguistic groups. Sociolinguistics explores how language shapes identity, which is particularly relevant in Nigeria where language choice in education can significantly impact students' cultural and linguistic identities.

The field provides frameworks for analyzing language policies and their implementation, directly addressing the challenges faced by Nigerian education authorities. Sociolinguistic research on multilingualism can inform strategies for managing Nigeria's complex linguistic environment in primary education. Understanding the interplay between language and social factors is crucial for implementing language policies in diverse Nigerian communities.

Applied sociolinguistics offers practical insights for education authorities on effectively implementing language policies in real-world educational settings. Studies on language attitudes can help authorities understand and address potential resistance to language policies among different stakeholders. Sociolinguistic perspectives on language and power dynamics can illuminate the political and social implications of language policy choices in Nigerian education.

The field's emphasis on studying language in its social context aligns with the need to consider local perspectives in implementing language policies. By incorporating these sociolinguistic considerations, Nigerian education authorities can develop more nuanced and effective strategies for implementing language policies in primary education. This approach recognizes the complex interplay between language, society, and education, potentially leading to more successful and culturally sensitive policy implementation.

#### 2.4.3.1.3 Summary of Key Findings

Wardhaugh's sociolinguistic approach provides a comprehensive framework for analyzing language policy challenges in Nigerian primary education, emphasizing the intricate interplay between language, society, and power structures. This approach recognizes the complexity of implementing language policies in Nigeria's linguistically diverse context, where over 500 languages coexist. Wardhaugh's framework views language policies as both reinforcing existing power structures and acting as tools for social change, making it particularly relevant for analyzing impacts on social dynamics and power relations in Nigerian communities.

The approach highlights the tension between instrumentalist and constitutivist views of language, explaining the challenges in balancing practical communication needs with cultural identity preservation. It emphasizes linguistic ideologies, providing insight into motivations and potential biases in Nigerian language education policies. Additionally, the importance of social network relations in language change offers perspectives on how policies might influence and be influenced by community dynamics.

Sociolinguistics offers valuable insights for understanding and addressing language policy challenges in Nigerian primary education, including language variation and intercultural communication, language and identity, multilingualism management, and social factors influencing language use. It also addresses language attitudes, potential resistance, and power dynamics, while promoting community-based approaches.

An interdisciplinary approach is recommended for developing effective and culturally sensitive strategies for policy implementation. By incorporating sociolinguistic considerations, Nigerian education authorities can develop more nuanced and effective strategies for implementing language policies in primary education, addressing the complex linguistic landscape and its associated challenges.

#### 2.4.3.2 Language Planning and Policy in Multilingual Contexts

Language planning is a complex process that shapes communication, cultural identity, and social dynamics within speech communities (Leigh, 2024). In Nigeria, this complexity is particularly evident, as the country grapples with balancing the preservation of indigenous languages and the maintenance of English as the official language. The linguistic landscape is influenced by government policies, educational practices, and societal attitudes, creating a multifaceted challenge that involves numerous stakeholders.

The dominance of English as the official language has sparked debates about the future of indigenous languages at the national level. To address this issue, recommendations include encouraging the use of indigenous languages to preserve diversity and prevent the dominance of major language groups. Technocrats are urged to lead the implementation of language policies, while stakeholders are encouraged to collaborate for sustainable development and unity (Sanda, 2023).

The complexity of language planning is further highlighted by its various forms and symbolic significance, making a universally accepted definition elusive (Creese and Blackledge, 2011). This complexity is evident in the discrepancies between intended policies and actual outcomes in Nigeria's language-in-education policies. The continued dominance of English and the adoption of French as a second official language have negatively impacted the development of indigenous languages, resulting in linguistic "under-nourishment" (Orekan, 2010).

Micro-level language planning research has identified several key issues, including the relationship between micro and macro levels, the role of local communities as agents of change, the effectiveness of local planning activities, and power dynamics in local language contexts (Liddicoat & Baldauf, 2008). These findings underscore the importance of considering both top-down and bottom-up approaches to language planning.

The challenges in implementing effective language policies in Nigeria are evident in the limited use of indigenous languages in education and government, leading to a lack of awareness and proper implementation. To address these issues, it is crucial to promote peaceful co-existence among diverse ethnic groups and work towards the adoption of a national language (Sanda, 2023).

The decline in language proficiency among younger Nigerians is attributed to the government's failure to implement effective language policies. To counter this trend, parents are encouraged to actively teach their children their native languages, while the government is urged to enforce new language policies in schools that promote the use of indigenous languages (Eneremadu et al., 2024).

Addressing Nigeria's complex linguistic landscape requires a multifaceted approach involving government policies, educational reforms, and community engagement. Balancing the use of English with the promotion of indigenous languages is crucial for preserving cultural identity, fostering social cohesion, and ensuring effective communication across diverse communities. This approach aligns with Liddicoat's (2013) emphasis on understanding the ideological foundations underpinning language policies and their impact on intercultural relationships.

#### 2.4.3.2.1 Summary of Key Issues

Language planning in Nigeria presents a complex set of challenges that require a multifaceted approach. The process involves various stakeholders and necessitates a delicate balance between preserving indigenous languages and maintaining English as the official language (Leigh, 2024). The dominance of English and French as official languages has sparked debates about the future of indigenous languages, leading to linguistic "under-nourishment" and negatively impacting their development (Orekan, 2010).

Policy implementation faces significant hurdles, with discrepancies between intended language policies and actual outcomes in Nigeria's language-in-education system. Limited use

of indigenous languages in education and government has resulted in a lack of awareness and proper implementation of language policies (Sanda, 2023). At the micro level, key issues include the relationship between micro and macro levels, the role of local communities as agents of change, the effectiveness of local planning activities, and power dynamics in local language contexts (Liddicoat & Baldauf, 2008).

These challenges have contributed to a decline in language proficiency among younger Nigerians, attributed to the government's failure to implement effective language policies (Eneremadu et al., 2024). To address this, there is a pressing need to balance linguistic diversity and national unity by encouraging the use of indigenous languages while preventing the dominance of major language groups. Promoting peaceful co-existence among diverse ethnic groups and working towards the adoption of a national language are crucial steps in this direction (Sanda, 2023).

Stakeholders play a vital role in addressing these issues. Technocrats are urged to lead the implementation of language policies, while other stakeholders are encouraged to collaborate for sustainable development and unity. Parents are also called upon to actively teach their children their native languages, and the government is urged to enforce new language policies in schools that promote the use of indigenous languages (Eneremadu et al., 2024).

Addressing Nigeria's complex linguistic landscape requires a comprehensive approach involving government policies, educational reforms, and community engagement. This multifaceted strategy is essential for preserving linguistic diversity while fostering national unity and ensuring effective language planning for the future.

## 2.5 The Role of Local Actors in Policy Implementation

### 2.5.1 Intermediary Function

The implementation of language policies in Nigerian primary education presents a complex challenge due to the country's linguistic diversity and resource constraints. Research has consistently emphasized the crucial role of intermediaries in bridging the gap between policy formulation and effective implementation at the school level (Spillane & Louis, 2002; Honig, 2006). Initially, Spillane et al. (2002) and Honig (2006) focused on formal education officials as key intermediaries in translating policies into practice. However, Davis & Rodriguez (2022) expanded this concept to include a broader range of local actors, such as community members and non-profit organizations, as important intermediaries in educational change.

In the Nigerian context, these diverse intermediaries serve multiple critical functions. They act as translators and interpreters of national language policies, adapting them to suit local linguistic and cultural contexts (Davis & Rodriguez, 2022). This adaptation is particularly important in Nigeria, where language diversity varies significantly across regions. Additionally, intermediaries play a vital role in capacity building, equipping teachers and school



administrators with the necessary skills and resources to implement language policies effectively (Bushouse & Mosley, 2018).

The expanded concept of intermediaries is especially relevant in Nigeria, where these diverse stakeholders can help bridge gaps between policy intentions and local realities, particularly in areas with weak formal education structures (Spillane & Louis, 2002; Honig, 2006). They provide valuable feedback on implementation challenges and successes, informing future policy adjustments. The intermediary function is also critical in resource allocation and management, a crucial aspect in the resource-constrained environment of Nigerian primary education.

Furthermore, these local actors serve as cultural mediators, ensuring that language policy implementation is sensitive to and appropriate for Nigeria's multicultural setting. They also provide continuity and sustainability in policy implementation, which is particularly important in the Nigerian context where political and administrative changes can often disrupt educational initiatives (Spillane & Louis, 2002; Honig, 2006; Davis & Rodriguez, 2022).

Recognizing and leveraging the critical role of these intermediaries could significantly enhance the effectiveness of language policy implementation in Nigerian primary education. Future research and policy initiatives may focus on strategies to empower and engage these local actors more effectively, ultimately improving the implementation of language policies in Nigerian primary schools.

### 2.5.2 Policy Translation

The research on policy translation and implementation across various governance levels offers valuable insights into the complexities of implementing language policies in Nigerian primary education. Ball et al. (2012) emphasize the crucial role of local-level actors in interpreting and adapting national policies to fit local contexts, which is particularly relevant for Nigerian local education authorities responsible for implementing language policies in primary schools.

Local actors, such as education authorities, play a pivotal role in translating national language policies into practice. They must navigate diverse linguistic landscapes across different regions, tailoring policies to suit specific local needs and contexts. This aligns with Ball et al.'s (2012) findings on the importance of local knowledge and participation in policy implementation, which is also supported by Paavola and Adger (2006) and Biesbroek et al. (2011).

However, several challenges hinder effective policy translation and implementation. Ball et al. (2012) and Biesbroek et al. (2011) identify obstacles such as conflicting timescales, competing interests, and resource limitations. These challenges are likely present in the Nigerian education system, potentially impeding the effective implementation of language policies. Moreover, the reinterpretation and modification of national policies by local actors



can lead to variations in implementation across different Nigerian states or local government areas.

The influence of local politicians and facilitators on policy implementation, as discussed by Vij et al. (2018), is particularly relevant in the Nigerian context. Local education authorities may significantly impact how language policies are interpreted and applied, potentially leading to short-term orientations in policy implementation.

To address these challenges, Fuhr et al. (2017) suggest better integration of local initiatives into multi-level governance systems. This approach is applicable to the Nigerian education system, where coordination between federal, state, and local levels is essential for effective language policy implementation. Additionally, Ashcraft et al. (2020) emphasize the importance of improving communication between policymakers and local actors to enhance policy translation and implementation.

The translation of policies into practice is a complex and dynamic process, characterized by fluid boundaries between knowledge creation and action development (Fullan, 2007; Oelke et al., 2015). This complexity is particularly evident in sectors such as healthcare and education, which are recognized as complex systems often resistant to orchestrated intervention attempts (Reed et al., 2018).

The effective translation of policies into practice faces numerous challenges across various levels. At the individual level, inadequate knowledge and skills to conduct, organize, utilize, and appraise research literature pose significant barriers. Organizational challenges include limited access to research evidence and lack of equipment (Abu-Odah et al., 2022). In safety net healthcare settings, financial and organizational constraints further complicate the implementation of innovations (Moore et al., 2015). Moreover, countries like Brazil struggle with a lack of awareness, partnerships between researchers and knowledge-users, and low research budgets, hindering knowledge translation efforts (Oelke et al., 2015).

To address these challenges, several strategies have been proposed. The SHIFT-Evidence framework advocates for three principles: acting scientifically and pragmatically, embracing complexity, and engaging and empowering stakeholders (Reed et al., 2018). Establishing collaborations and partnerships between policymakers and health professionals throughout the research process is crucial (Abu-Odah et al., 2022). Effective educational outreach programs, requirements for practitioners to master important findings, and aligning incentives to encourage evidence-based practice can promote the uptake of new comparative effectiveness data (Avorn & Fischer, 2010). Additionally, allowing situated practices to shape policies and actively engaging employees in the reconstruction of these practices can positively contribute to the translation process (Niemimaa & Niemimaa, 2017).

The complexity of translating policies into practice necessitates a multifaceted approach that considers the unique initial conditions in each local setting, responds to unpredictable effects, and addresses dependent problems (Reed et al., 2018). In the context of Nigerian primary

education, Fullan's (2007) work emphasizes the intricate nature of policy implementation. The process is not linear but requires continuous adaptation and refinement, considering the education system as a complex entity characterized by uncertainty and surprise (Oelke et al., 2015).

Recognizing barriers and facilitators can help set key priorities that aid in translating and integrating research evidence into practice, ultimately improving the effectiveness of policy implementation. The implementation of language policies in Nigerian primary education, for instance, faces challenges that can be broadly categorized into individual and organizational barriers, resource constraints, and lack of awareness and partnerships. Addressing these challenges requires a comprehensive approach that considers the unique context of the Nigerian education system and engages stakeholders at all levels.

The implementation of language policies in Nigerian primary education faces numerous challenges, primarily stemming from individual and organizational barriers. These include inadequate knowledge and skills to conduct, organize, utilize, and appraise research literature, as well as limited access to research evidence and lack of equipment (Abu-Odah et al., 2022). Local education authorities in Nigeria struggle to effectively implement and adapt language policies to their specific contexts due to resource constraints, including financial and organizational limitations, which hinder the adoption of new policies and the necessary training and resources for successful implementation (Moore et al., 2015).

Another critical challenge is the lack of awareness and partnerships between researchers and knowledge-users (Oelke et al., 2015). This gap limits local education authorities' access to current research on language policy implementation, making it difficult to make informed decisions and adapt policies effectively.

To address these challenges and improve the implementation of language policies in Nigerian primary education, several strategies can be employed. First, adopting a scientific and pragmatic approach that embraces complexity, as suggested by the SHIFT-Evidence framework (Reed et al., 2018), can help recognize unique initial conditions in each local setting, respond to unpredictable effects, and address dependent problems.

Establishing collaborations and partnerships between policymakers and education professionals at all levels and stages of the research process is crucial (Abu-Odah et al., 2022). This can bridge the gap between research and practice, ensuring that language policies are informed by current evidence and tailored to local needs. Developing effective educational outreach programs for local education authorities and aligning incentives to encourage evidence-based practice can address the knowledge and skills gap and promote the adoption of best practices in language policy implementation (Avorn & Fischer, 2010).

Engaging local education authorities and teachers in shaping and reconstructing language policies to fit their specific contexts is essential (Niemimaa & Niemimaa, 2017). This approach aligns with the concept of policy translation, emphasizing the iterative transformations of

policies through multiple distributed agencies, including local actors, infrastructure, and organizational practices (Sausman et al., 2016).

Finally, tailoring research evidence and translation strategies to the Nigerian political and policymaking context can increase the likelihood of successful implementation (Lowe et al., 2019). This involves considering the unique cultural, linguistic, and socio-economic factors that influence language policy implementation in Nigeria.

By integrating these strategies, policymakers can address the multi-faceted challenges of policy implementation and increase the likelihood of successful language policy adoption in Nigerian primary education.

The concept of policy translation is crucial in understanding and improving the implementation of language policies in Nigerian primary education. This process recognizes that policies undergo iterative transformations through multiple agencies rather than being simply transmitted from central actors to local implementers (Sausman et al., 2016). Given Nigeria's linguistic and cultural diversity, policy translation allows for the incorporation of local knowledge and practices, enabling local implementers, such as Nigerian education authorities, to significantly influence policy outcomes and potentially reshape the original intentions of national language policies (Honig, 2004).

This complex and nuanced process reveals both positive aspects of local adaptation and potential challenges. While local adaptation can lead to more contextually appropriate implementation, it may also result in unequal benefit distribution or divergence from the original policy intentions. To enhance the effectiveness of policy translation in the Nigerian context, future research could benefit from a more configurational approach to studying policy implementation, considering alternative combinations of conditions under which policies can be successfully advanced at the local level (Ryan, 2015). Additionally, there is a need for renewed focus on implementation studies as part of the public policy process, particularly emphasizing themes such as knowledge and learning, implementation processes, actors and agents, and bureaucratic discretion (Schofield, 2001). Policy translation emerges as a critical factor in implementing language policies in Nigerian primary education, determining how national policies are interpreted, adapted, and implemented at the local level. This process ultimately influences educational outcomes and the effectiveness of language policies in Nigeria's diverse linguistic landscape.

### 2.5.3 Summary of Key Findings

Local-level actors play a crucial role in translating national policies, as emphasized by Ball et al. (2012). These actors adapt policies to fit local contexts and needs, often reinterpreting and modifying them, which leads to variations in implementation across different governance levels. This aligns with other research highlighting the importance of local knowledge and participation in policy implementation (Paavola and Adger, 2006; Biesbroek et al., 2011).

However, local actors face numerous challenges in policy translation and implementation. These include conflicting timescales, interests, and lack of resources (Ball et al., 2012; Biesbroek et al., 2011). Fullan (2007) further emphasizes the complexity of translating policies into practice, describing it as an iterative and dynamic process with fluid boundaries between knowledge creation and action development (Oelke et al., 2015). Additional barriers include inadequate knowledge and skills, limited access to research evidence, and organizational constraints (Abu-Odah et al., 2022; Moore et al., 2015).

To address these challenges, several strategies for effective policy translation have been proposed. These include adopting the SHIFT-Evidence framework principles: 'act scientifically and pragmatically,' 'embrace complexity,' and 'engage and empower' (Reed et al., 2018). Establishing collaborations between policymakers and professionals at all levels is also recommended (Abu-Odah et al., 2022), along with developing effective educational outreach programs and aligning incentives for evidence-based practice (Avorn & Fischer, 2010). Engaging local actors in shaping and reconstructing policies to fit specific contexts is another crucial approach (Niemimaa & Niemimaa, 2017).

The role of local implementers in shaping policy outcomes is significant, as highlighted by Honig (2004). Policy translation involves iterative transformations through multiple agencies, including local actors, infrastructure, and organizational practices (Sausman et al., 2016). The success of policy implementation is influenced by factors such as local government capacity, linkage to local issues, and the role of local political actors (Ryan, 2015).

Despite these insights, there is a need for further research on the dynamics of policy translation at different governance levels (Fuhr et al., 2017). Future studies could benefit from a configurational approach to understanding urban policy implementation (Ryan, 2015) and a renewed focus on implementation studies as part of the public policy process (Schofield, 2001).

These findings underscore the critical importance of policy translation in implementing policies, particularly in contexts with diverse local needs and conditions. They highlight the complex interplay between national policy intentions and local realities, emphasizing the need for adaptive and context-sensitive approaches to policy implementation.

## 2.6 Challenges in Implementing Language Policies in Nigerian Primary Education

### 2.6.1 Multilingual Classroom Practices

The section explores various studies on multilingual practices in educational settings, emphasizing the importance of flexible bilingual approaches and legitimizing multilingual practices in classrooms. Bonacina-Pugh (2020, 2012) introduces the concepts of 'legitimate language' and 'practiced language policy' to address language choice issues in multilingual classrooms. Her research in France revealed that local practiced language policies can legitimize multilingual practices even when top-down policies prioritize a single language,

highlighting the need for a multi-layered understanding of language legitimacy in educational settings.

Dalton-Puffer (2005) and Jawhar (2016) examined language use in Content and Language Integrated Learning (CLIL) classrooms. Dalton-Puffer's study in Austrian schools found unexpected levels of indirectness and variability in directive speech acts, suggesting that CLIL classrooms are part of broader educational discourse. Jawhar's research in Saudi Arabia demonstrated how students use limited linguistic resources to accomplish various interactional functions, emphasizing the relationship between language, interaction, and content knowledge orientation in CLIL settings.

Jakonen (2017) explored the role of material artefacts in bilingual classrooms, showing how participants use the physical environment during instructional interactions to highlight language and content-related ideologies. This research underscores the importance of considering the material context in multilingual education studies.

Creese and Blackledge (2009, 2010, 2011) focused on complementary schools in the UK, advocating for a flexible bilingual approach to language teaching and learning. Their work highlights the tension between 'language separation' and 'flexible bilingualism' ideologies, demonstrating how students and teachers navigate between these positions in multilingual settings.

Van Gorp and Verheyen (2024) examined the use of heritage languages in Flemish primary education, finding both functional and socioemotional benefits for students. Their research revealed generally positive emotional experiences when students used their heritage languages, despite some instances of linguistic insecurity.

These studies collectively imply that mother-tongue policies in education should recognize and legitimize multilingual practices at the classroom level, even when broader policies prioritize a dominant language. They should adopt flexible bilingual approaches that allow for the use of multiple languages in instruction and interaction, while considering the role of material artefacts and the physical environment in supporting multilingual education. Furthermore, these policies should acknowledge the complex relationship between language, identity, and emotion in multilingual settings, promote awareness of multilingualism among educators and policymakers to support students' linguistic and socioemotional development, and balance the tension between language separation and flexible bilingualism to create inclusive learning environments. By incorporating these insights, mother-tongue policies can better support diverse linguistic practices in educational settings, fostering more inclusive and effective learning environments for multilingual students.

### 2.6.2 Multilingual Context Challenges

The implementation of mother tongue instruction in multilingual African contexts presents both opportunities and challenges, as evidenced by various studies across multiple countries.

In Kenya, a randomized controlled trial demonstrated positive impacts of mother tongue literacy instruction on learning outcomes, with programs teaching literacy in mother tongue alongside English and Kiswahili producing effect sizes of 0.3-0.6 standard deviations compared to English/Kiswahili-only instruction (Piper et al., 2016). However, implementation faced significant obstacles, including a lack of qualified teachers fluent in local languages and community resistance.

These challenges are not unique to Kenya. A systematic review of research in Kenya, Malawi, and South Africa identified similar obstacles, such as underdeveloped academic vocabularies in indigenous languages and inadequate teacher preparation (Essien, 2018). In Nigeria, while experimental projects have shown the effectiveness of mother tongue instruction, systemic issues like poor educational infrastructure limit its broader impact (Akinnsaso, 1993).

The importance of community attitudes and stakeholder perspectives emerges as a crucial factor in successful implementation. Research across language communities in Cameroon, Mali, and Kenya reveals that local stakeholders' views on language choice in education, shaped by historical and socioeconomic contexts, significantly influence policy implementation (Trudell, 2007). This aligns with findings from Sweden, where framing mother tongue instruction as a resource has been key to sustaining support (Aktürk-Drake, 2023).

Resistance from various stakeholders, including teachers, parents, and community leaders, can significantly impact the successful implementation of mother tongue-mediated learning programs. In some contexts, educators oppose using the mother tongue in English Medium Instruction (EMI) courses, citing the presence of international students and institutional policies as reasons (Karakas, 2016).

To address these challenges, particularly in the Nigerian context, a comprehensive approach is necessary. This should include improving teacher training and preparation, developing academic vocabularies in Indigenous languages, enhancing educational infrastructure, engaging with local communities and stakeholders to address resistance and build support, and framing policies effectively to garner sustained support.

Nigeria's linguistic diversity presents a significant challenge in implementing a uniform language policy across different regions. The National Policy on Education mandates a complex language learning approach, requiring students to learn their first language or community language, one of three major national languages (Hausa, Igbo, or Yoruba), and English (Igboanusi, 2008). However, effective implementation has been problematic, as revealed by Igboanusi's (2008) survey, which showed a preference for education in both English and the mother tongue, rather than a monolingual approach. Additionally, most respondents expressed a desire for continued use of the mother tongue beyond the initial three years of primary education.

These findings highlight several critical challenges, including a significant policy implementation gap, the complexity of language requirements, the need to balance

stakeholder preferences, and logistical challenges in accommodating all local languages. Chimbutane's (2011) study on bilingual education policy implementation in Mozambique offers valuable insights into the challenges and opportunities of introducing mother tongue instruction in multilingual African contexts. The research reveals contradictions between official language policy goals and on-ground realities, emphasizing the gap between policy intentions and practical outcomes.

While evidence supports the cognitive and educational benefits of mother tongue instruction, successful implementation requires addressing complex linguistic, sociocultural, and infrastructural challenges. To bridge policy intentions and classroom realities in multilingual African contexts, including Nigeria, future research should focus on longitudinal studies examining long-term impacts and effective strategies for teacher training and community engagement.

### 2.6.3 Resource Constraints

The implementation of language policies in Nigerian primary education faces significant resource constraints, encompassing financial limitations, human capital shortages, organizational capacity issues, and lack of political will (McLaughlin, 1987; Powell & Rey, 2015). These constraints manifest in various ways, including shortages of trained teachers proficient in required languages, inadequate school infrastructure, and insufficient support from local authorities.

Financial constraints are particularly severe, with studies revealing significant funding shortages in Nigerian educational institutions (Adebayo, 2018; Aina, 2002). This issue is likely more acute in primary education, potentially limiting resources for essential aspects of language policy implementation such as teacher training, development of appropriate learning materials, and curriculum adaptation for multilingual education. Infrastructure deficiencies compound these financial challenges, with a lack of adequate facilities to support modern educational approaches (Eli-Chukwu et al., 2022).

The urban-rural divide exacerbates these resource constraints, with rapid urbanization leading to crises in basic infrastructure and public services, particularly affecting less developed regions (Aliyu & Amadu, 2017). Technological gaps further complicate the situation, as evidenced by the difficulties in adopting e-learning during the COVID-19 pandemic (Eli-Chukwu et al., 2022). Primary schools may face even greater challenges in integrating technology-based language learning tools, potentially restricting the implementation of innovative language teaching methods.

To overcome these resource constraints, strategic planning and innovative approaches are crucial. Drawing from resource dependency theory applied in public higher education (Powell & Rey, 2015), local education authorities in Nigeria could develop targeted strategies to build capacity among teachers, improve school infrastructure, and garner political support for language policy implementation. This might involve developing comprehensive teacher

training programs to enhance language proficiency and pedagogical skills, exploring technology-based solutions to supplement traditional teaching methods and overcome infrastructure limitations, building strategic partnerships with local communities, NGOs, and international organizations to leverage additional resources and expertise, and engaging in advocacy efforts to increase political will and secure more substantial government support for language policy implementation.

Despite resource scarcity, there is potential for innovation, as demonstrated in other developing countries. For example, the use of mobile phones as a cost-effective platform for delivering services in resource-limited settings (Duncombe, 2015) suggests that creative solutions might be possible in the Nigerian education sector as well. By addressing these resource constraints through strategic planning and innovative approaches, Nigeria can work towards more effective implementation of language policies in primary education, potentially reducing educational inequalities and improving overall educational outcomes.

#### 2.6.4 Policy Practice Gap

The policy-practice gap is a pervasive issue across various sectors, including education, environmental policy, and healthcare, representing a significant challenge in translating national policies into effective local implementation. This gap has far-reaching consequences for intended outcomes across these domains.

In education, the policy-practice divide is evident across multiple countries and areas. Amechi (2017) highlights this gap in Nigerian inclusive education for children with disabilities, while Mavropoulou et al. (2021) observe similar challenges in Australia. The issue extends to other areas of Nigerian education, such as sexuality education and language policies for primary education, where national policies fail to address the country's cultural diversity effectively (Mukoro, 2017). This systemic problem affects educational quality, potentially hindering students' linguistic development and academic progress.

Environmental and energy policies face similar challenges in implementation. A systematic review by Rastegar et al. (2024) found that while national policies aim to promote renewable energy innovations, their effectiveness varies considerably at the local level. The study noted that fiscal incentives and emissions trading policies consistently promote such innovations, but the impact of feed-in tariffs and quotas differs across regions and technologies.

The healthcare sector also experiences this gap between policy and practice. Research has identified a need to separate the analysis of health policy actors from healthcare systems to better understand the outcomes of national healthcare arrangements and policy reforms (Marmor & Wendt, 2012). This approach could provide insights into improving the implementation of healthcare policies at the local level.

To address the misalignment between national objectives and local practice, several interconnected factors must be considered. Rogers et al. (2023) identified two overarching



factors affecting outcomes in local government climate change adaptation efforts: authority to adapt and capacity to adapt. This emphasizes the importance of an authorizing environment from national or sub-national government, as well as access to resources and supportive organizational systems at the local level.

A comprehensive approach that balances top-down policy directives with bottom-up implementation strategies is crucial, particularly in contexts with diverse linguistic and cultural landscapes like Nigeria (Rose, 2009). This approach should be complemented by in-depth implementation research to understand how local authorities interpret and apply national policies, identify barriers to effective implementation, and inform improvement strategies (Christie, 2018).

The principle of environmental policy integration (EPI) illustrates the challenges in translating policy into practice, attributed to disagreements over application, complexity of policy integration processes, and lack of easily implementable solutions (Jordan & Lenschow, 2010). These challenges are further compounded by political instability and uncertainty, which can significantly hinder policy implementation (Yi et al., 2020). Additionally, economic and financial factors, information/knowledge barriers, and contextual/social factors can impede the implementation of socially responsible practices (Falcão & Roseira, 2022).

To effectively bridge the policy-practice gap, a multi-faceted approach is necessary. This approach should include strengthening the authority and capacity of local authorities to adapt and implement national policies, conducting implementation research to understand local contexts and challenges, and developing frameworks that balance national directives with local implementation strategies. It is also crucial to address organizational factors and wider contextual issues, while considering the impact of policies on long-term outcomes such as students' transition to secondary education and overall academic performance (Jindal-Snape et al., 2020).

Furthermore, the diverse ethnic and linguistic landscape in countries like Nigeria necessitates tailored approaches to policy implementation across different regions and cultures. By adopting such a comprehensive approach, countries can work towards bridging the gap between policy aspirations and on-the-ground practices, ultimately improving outcomes across various sectors, including education, environmental policy, and healthcare.

### 2.6.5 Summary

The implementation of language policies in Nigerian primary education faces significant challenges due to the complex multilingual context and resource constraints. Studies have highlighted the gap between policy intentions and practical outcomes in similar contexts, such as Mozambique, where post-independence language planning aimed to support linguistic diversity but encountered obstacles related to resource constraints, teacher training, and societal attitudes towards local languages (Ball et al., 2024; Chimbutane, 2011; Lopes, 1998). These challenges are equally relevant in Nigeria's diverse linguistic landscape.

The National Policy on Education mandates a complex language learning approach, requiring students to learn their first language or community language, one of three major national languages, and English (Igboanusi, 2008). However, effective implementation has been problematic due to resource limitations, inadequate teacher preparation, and the need to balance stakeholder preferences with policy objectives.

Resource constraints pose a significant barrier to policy implementation, extending beyond financial resources to include human capital, organizational capacity, and political will (McLaughlin, 1987; Powell & Rey, 2015). Studies have consistently shown inadequate funding and poor infrastructure as major impediments to educational quality in Nigeria (Adebayo, 2018; Aina, 2002). The urban-rural divide exacerbates these challenges, with rural schools often lacking basic infrastructure, qualified teachers, and learning materials (Akyeampong et al., 2007; Bouhlila, 2015).

The policy-practice gap is another critical issue in implementing language policies. Research has revealed a significant misalignment between national policy objectives and local implementation practices across various sectors, including education (Amechi, 2017; Jindal-Snape et al., 2020). This gap is attributed to factors such as inadequate resources, lack of teacher training, cultural barriers, and insufficient stakeholder engagement. Addressing this gap requires a comprehensive approach that considers both top-down policy directives and bottom-up implementation strategies (Christie, 2018; Kostka & Hobbs, 2012).

Political instability and insufficient backing further complicate policy implementation. Studies have shown that political uncertainty can hinder consistent implementation of policies (Yi et al., 2020), which could significantly impact the effectiveness of language policy implementation in Nigerian primary education. Additionally, insufficient funding and political support have been identified as specific barriers to policy implementation (Nakpodia, 2011).

In conclusion, implementing language policies in Nigerian primary education requires addressing multiple interconnected challenges, including resource constraints, the policy-practice gap, political instability, and the need to balance diverse stakeholder interests in a complex multilingual context. Future research should focus on developing strategies to overcome these challenges and bridge the gap between policy intentions and classroom realities.

## 2.7 Perspectives on Language Policy Implementation

### 2.7.1 Stakeholder Engagement

The literature on emergency risk communication and stakeholder engagement underscores the critical importance of community involvement and tailored approaches across various fields. Wilson & Lee's (2021) review of literature from 2015-2016 on recent disease outbreaks emphasizes that local community engagement is essential for effective communication during health emergencies (Toppenberg-Pejcic et al., 2018). This finding aligns with research in other

areas, such as online education, where creating a positive learning environment and building a learning community are key factors for student engagement (Chakraborty & Muyia Nafukho, 2014).

The significance of stakeholder engagement extends beyond emergency risk communication to various fields of research and policy implementation. This approach involves the active participation of individuals or groups affected by or interested in a project, policy, or decision (Concannon et al., 2014; Leonidou et al., 2018). By enhancing the relevance, transparency, and adoption of research outcomes, stakeholder engagement proves crucial for effective communication and meaningful participation in policy implementation (Concannon et al., 2014).

While social media opens new avenues for communication, Wilson & Lee caution against viewing it as a universal solution or replacement for traditional communication modes (Toppenberg-Pejcic et al., 2018). This nuanced perspective contrasts with studies emphasizing the growing importance of social media in academic research and public engagement (Sharma et al., 2022; Vegt, 2017). The divergence in views highlights the need for a balanced approach to communication strategies, considering both traditional and modern methods to effectively reach diverse stakeholders.

The literature highlights a growing recognition of tailored, community-centered approaches in risk communication and stakeholder engagement across various fields, reflecting broader trends in public engagement (Toppenberg-Pejcic et al., 2018; Vegt, 2017). This shift emphasizes the importance of stakeholder involvement throughout different stages of research and implementation processes, including prioritization, implementation, and dissemination (Concannon et al., 2014; Nguyen et al., 2018).

In multilingual contexts, translation emerges as a significant factor in facilitating stakeholder engagement (Al-Tarawneh et al., 2024). This aspect could be particularly relevant to language policy implementation, although the specific connection to Bamgbose's (2014) work is not explicitly provided in the given context.

The need for tailored approaches is evident, as a one-size-fits-all strategy proves ineffective in emergency risk communication and stakeholder engagement (Toppenberg-Pejcic et al., 2018). Instead, active involvement of local communities and stakeholders is advocated, preferably well before an emergency occurs or a project begins, to ensure maximum impact and effectiveness of communication and implementation strategies.

Building on these broader principles and practices, future research could explore the specific applications and impacts of stakeholder engagement in language policy implementation. This line of inquiry is particularly relevant in light of Anukaenyi's (2016) study, which examines the impact of linguistic diversity and language policy on educational outcomes in Nigeria. The research highlights how these factors contribute to poor student performance and difficulties in comprehending national education policies.

Using a combination of anecdotal evidence and historical analysis, Anukaenyi's study provides insights into the challenges faced in implementing effective education policies in a multilingual society. While the methodology offers a comprehensive view, its reliance on anecdotal evidence may limit generalizability. Nevertheless, the research underscores the significant role of language policy in shaping educational outcomes within Nigeria's diverse linguistic landscape, contributing to our understanding of education policy challenges in multilingual contexts and potentially informing future studies in this area.

Wilson & Lee's (2021) study emphasizes the critical importance of stakeholder engagement in various contexts, including emergency risk communication, online education, and language policy implementation. This emphasis is highly relevant to the implementation of language policies in Nigerian primary education for several interconnected reasons.

Community engagement plays a crucial role in effective communication during health emergencies, as highlighted by Wilson & Lee's (2021) literature review (Toppenberg-Pejcic et al., 2018). This principle can be applied to language policy implementation in Nigerian primary education, where engaging local communities and education authorities is essential for successful policy adoption and implementation. Furthermore, the literature emphasizes that a one-size-fits-all approach is ineffective (Toppenberg-Pejcic et al., 2018), suggesting that language policies should be adapted to local linguistic and cultural contexts, taking into account the perspectives of local education authorities and communities.

Stakeholder involvement is paramount in addressing complex societal challenges (Concannon et al., 2014; Leonidou et al., 2018). In the context of language policy implementation in Nigerian primary education, this implies the need to involve various stakeholders, including local education authorities, teachers, parents, and community leaders, in the policy-making and implementation processes. Additionally, translation and communication play a significant role in facilitating stakeholder engagement in multilingual contexts (Al-Tarawneh et al., 2024). This is particularly relevant to Nigeria's linguistically diverse environment, suggesting that effective communication of language policies in local languages may be crucial for successful implementation.

Anukaenyi's (2016) study reveals how linguistic diversity and language policy impact educational outcomes in Nigeria, contributing to poor student performance and difficulties in comprehending national education policies. This underscores the need for stakeholder engagement to ensure that language policies are well-understood and effectively implemented at the local level.

In conclusion, stakeholder engagement is critically important in implementing language policies in Nigerian primary education. Engaging local education authorities, communities, and other relevant stakeholders can help tailor policies to local contexts, improve comprehension and participation in policy decision-making, and ultimately enhance educational outcomes.

### 2.7.2 Teacher Preparation and Training

This section integrates research findings from multiple sources, highlighting the importance of teacher training and professional development across various educational contexts. Hardman et al. (2011) and O'Sullivan (2006) emphasize the critical role of training in enhancing outcomes in different domains. Hardman et al. (2011) reviewed research on the Sport Education model, noting an expansion in studies since 2005, with more diverse settings and improved research designs. They identified areas for further investigation, including peer instruction and the transfer of school-based learning to community sport (Hastie et al., 2011). O'Sullivan (2006) examined cultural-competence training for health professionals in community-based rehabilitation settings, reporting generally positive outcomes while acknowledging methodological limitations in existing research (Chipps et al., 2008).

Despite their different focuses, both studies underscore the significance of professional development for educators and practitioners, highlighting the positive impacts of training on educational and professional outcomes. They also call for more rigorous research methodologies to strengthen the evidence base. This emphasis on ongoing training and professional development aligns with broader trends in educational research. Recent studies have explored online faculty professional development (Gao et al., 2022) and the use of social media in health education (Scott & Goode, 2020), indicating a shift towards more diverse and technology-enhanced approaches to professional development across various educational contexts.

In the specific context of Nigerian primary education, Adebayo (2017) reveals significant challenges in implementing language policies outlined in the National Policy on Education (NPE). These challenges are directly linked to teacher preparation and training, including a shortage of trained and qualified teachers in Indigenous languages, inadequate teacher-pupil ratios (1:80 instead of the recommended 1:35), communication problems when teachers are deployed outside their native communities, and indifference of private primary school teachers towards using Indigenous languages.

The implementation of language policies in Nigerian primary education faces numerous challenges, compounded by factors such as the scarcity of standardized orthographies, insufficient teaching materials, and inadequate vocabulary in indigenous languages for scientific concepts. Parental opposition to mother tongue instruction and criticisms of the policy mandating the learning of three major languages (Hausa, Igbo, and Yoruba) further complicate these efforts.

Adebayo (2017) emphasizes the crucial role of teachers as policy stakeholders, arguing that their consultation and support are essential for successful implementation. This aligns with the broader emphasis on teacher training and professional development highlighted by Hardman et al. (2011) and O'Sullivan (2006). To address these challenges, Iwuchukwu (2021) recommends several measures, including increased funding and support for language teachers, involving teachers in research and publishing, establishing internal quality

assurance committees in education, implementing trilingual education, and reviewing the education policy.

These recommendations aim to improve language education and address the challenges in implementing language policies and curricula in Nigeria, emphasizing the importance of stakeholder participation and a comprehensive approach. Proper training and preparation of teachers can help overcome issues such as the shortage of qualified indigenous language teachers, improve communication between teachers and students, and enhance the overall quality of language instruction. Moreover, involving teachers in policy development and research can lead to more effective and implementable policies, addressing the gap between policy formulation and practical implementation in the classroom.

### 2.7.3 Potential Strategies for Effective Implementation

A comprehensive review by Tom-Lawyer and Thomas (2024) on English as a medium of instruction in Nigeria and Tanzania analyzed 70 articles, highlighting the significance of language in education. The study explored challenges associated with both English and indigenous languages in formal education, the relationship between English and quality education, and the future status of English in both countries. It emphasized that language policy and planning are essential for quality education, with English being the preferred language in Anglophone African countries. The findings indicated that Tanzanian students faced difficulties with English despite spending more time learning in their mother tongue, suggesting that the issue was due to ineffective policy implementation rather than the policy itself. The study recommended that Nigeria could learn from Tanzania's weaknesses to effectively implement its own model.

In a related study, Wepukhulu (2019) explored challenges associated with low literacy rates in sub-Saharan Africa and underscored the necessity of providing appropriate reading resources familiar to children. The African Storybook initiative, which aims to foster early literacy by creating multilingual storybooks, was highlighted as a collaborative effort with various organizations and schools in Kenya, providing access to digital storybooks in local languages. The importance of involving educators in the development and utilization of these resources to improve children's literacy skills was emphasized. Wepukhulu (2019) also addressed challenges such as connectivity issues and stressed the necessity of integrating local languages into the education curriculum. The author recommended that policymakers prioritize the use of local languages in teacher education and encouraged educators to actively participate in the development of multilingual storybooks.

Matefu Ditsele's (2024) research on the intellectualization of South African Indigenous languages for academic purposes aimed to enhance their usage and prestige while addressing challenges in education, terminology development, and policy changes. The study underscored the significance of this process for academic purposes and cultural preservation, highlighting progress in science and technology terminology development. Adebayo (2017)

emphasized the insufficient vocabulary in many indigenous languages, particularly in science, where they struggle to accurately describe scientific concepts.

Ditsele's (2024) research suggested potential methods to bridge the gap between indigenous and established languages in education, promoting linguistic diversity and inclusivity. In response, some universities have developed language policies prioritizing African Indigenous languages, requiring students to enroll in these courses as a prerequisite for graduation and providing multilingual glossaries to aid understanding of course materials in native languages.

A research team from the University of London, led by Wildsmith-Cromarty (2023), investigated the prospects and impediments facing African languages in public spaces. Their study discussed the marginalization of these languages due to factors like colonialism and language policies, while also recognizing their growing prominence in technology, social media, and education. The research emphasized the significance of African languages in development and public spaces, grappling with challenges and opportunities, and highlighted recent policy developments in South Africa aimed at promoting their use.

Li et al. of Lancaster University (2023) examined the crucial role of language policy discourse in addressing language poverty by analyzing discursive strategies in Chinese language policies for poverty alleviation. The study focused on motivational discourse and campaign-style mobilization, revealing strategies that create a wartime-like environment, enhance policy legitimacy, and promote a foreseeable development path. The authors emphasized the importance of protecting minority languages and the significance of official discourse in motivating support for poverty alleviation efforts, recommending the preservation of minority languages under current practices and suggesting future research in this area.

In conclusion, Leigh (2024) proposed that the next stage of language policy and planning should involve reviving the concept of normativity in language issues, enabling policymakers to address the complex interplay between language, education, and societal development.

#### 2.7.4 Summary of Key Findings

The key findings highlight the complex interplay between language policy, education, and stakeholder engagement in multilingual contexts. Effective communication and policy implementation require community involvement and tailored, community-centered approaches rather than a one-size-fits-all strategy (Wilson & Lee, 2021; Toppenberg-Pejcic et al., 2018). Stakeholder engagement enhances the relevance, transparency, and adoption of research outcomes, with translation playing a significant role in multilingual settings (Concannon et al., 2014; Al-Tarawneh et al., 2024).

In Nigeria, linguistic diversity and language policy significantly impact educational outcomes (Anukaenyi, 2016). The National Policy on Education (NPE) faces implementation challenges due to factors such as lack of standardized orthographies, insufficient teaching materials, and a shortage of trained teachers. The policy mandating students to learn one of the three major

languages (Hausa, Igbo, and Yoruba) has been criticized for its lack of sensitivity to Nigeria's multilingual status (Adebayo, 2017).

Teacher training is critical for enhancing educational outcomes, yet there is a shortage of trained and qualified teachers in indigenous languages in Nigeria (Hardman et al., 2011; O'Sullivan, 2006; Adebayo, 2017). To address this, recommendations include increased funding and support for language teachers, involving teachers in research and publishing, and establishing internal quality assurance committees (Iwuchukwu, 2021).

Initiatives like the African Storybook aim to foster early literacy by creating multilingual storybooks. There is a need to prioritize the use of local languages in teacher education and encourage educators to participate in developing multilingual resources (Wepukhulu, 2019). Research also emphasizes the importance of intellectualizing indigenous languages for academic purposes and cultural preservation, with some universities developing language policies that prioritize the development and promotion of African indigenous languages (Matefu Ditsele, 2024; Wildsmith-Cromarty, 2023).

Language policy discourse plays a crucial role in addressing language poverty, as demonstrated by the analysis of Chinese language policies. Discursive strategies in official documents can create a sense of urgency, enhance policy legitimacy, and promote development paths (Li et al., 2023). These findings underscore the need for comprehensive approaches that consider stakeholder engagement, teacher training, and culturally sensitive language policies to effectively implement language initiatives in primary education and beyond.

## 2.8 Research Gaps

The review conducted reveals several significant research gaps in the implementation of language policies in Nigerian primary education. Notably, there is limited research on the implementation of the new National Language Policy (2022), particularly in comparison to the National Policy on Education (2014). This gap is compounded by a lack of longitudinal studies examining the long-term impacts of mother tongue instruction in Nigerian primary education.

Insufficient research exists on effective strategies for teacher training and community engagement to bridge policy intentions and classroom realities in Nigeria's multilingual context. Additionally, the role of local education authorities in interpreting and implementing national language policies in Nigerian primary schools remains understudied.

Resource constraints significantly impact language policy implementation, especially in rural areas, yet comprehensive research on this topic is lacking. This gap extends to the effectiveness of technology-based solutions for overcoming these resource limitations. The perspectives and experiences of students regarding language policy implementation also require further investigation.



There is a dearth of studies comparing language policy implementation across different regions in Nigeria, considering varied linguistic landscapes. The development of academic vocabularies in Nigerian indigenous languages to support effective instruction in primary education is another area requiring more research.

The long-term economic and social impacts of language policy implementation in Nigerian primary education remain largely unexplored. Furthermore, innovative funding models and strategic partnerships to address resource constraints in implementing these policies need more attention. Lastly, the role of social media and digital technologies in supporting multilingual education in Nigerian primary schools is an emerging area that warrants further study.

## 2.9 Chapter Summary

This chapter provides a comprehensive review of literature on implementing language policies in Nigerian primary education, focusing on challenges and perspectives from local education authorities. It begins by examining the historical background of language policies in Nigeria, including the National Policy on Education (NPE) and National Language Policy (NLP), and explores the national language question and its implications for education policy. The chapter then delves into sociolinguistic perspectives on language policy implementation, highlighting the complex interplay between language, education, and stakeholder engagement in Nigeria's multilingual context.

The review identifies several key challenges in implementing language policies, including multilingual classroom practices, resource constraints, the policy-practice gap, and inadequate teacher preparation and training. It emphasizes the importance of stakeholder engagement in policy implementation and discusses potential strategies for effective implementation of language policies.

The chapter also addresses research gaps in the field, noting limited studies on the new NLP (2022) implementation and a lack of longitudinal research on the impacts of mother tongue instruction. It concludes by emphasizing the need for tailored approaches, community involvement, and comprehensive teacher training to effectively implement language policies in primary education within Nigeria's diverse linguistic landscape.

## CHAPTER THREE: THEORETICAL FRAMEWORK

### 3.0 Introduction

Building upon the historical context and literature review presented in the preceding chapter, this chapter introduces the theoretical framework guiding this qualitative study on the implementation of language policies in Nigerian primary education. The research employs semi-structured interviews and document analysis, drawing on two complementary theoretical perspectives: Critical Language Policy (CLP) by Tollefson (1991) and Sociolinguistic perspectives on Language Policy.

Critical Language Policy Theory provides a crucial lens for analyzing the power dynamics and ideological underpinnings of language policies, particularly relevant in the Nigerian context where such policies are deeply intertwined with historical, political, and social factors. Tollefson's (1991) conceptualization of language policy as an instrument of power offers a framework for understanding how these policies may perpetuate or challenge existing social inequalities in Nigerian education.

The study adopts a qualitative approach to explore how national language policies are interpreted and implemented by local education authorities. This framework informed the development of interview questions and guided the analysis of policy documents and participants' responses, recognizing the agency of local actors in shaping policy outcomes.

These theories interact effectively to frame this study by emphasizing the non-neutral nature of language policies and their embeddedness in broader social and political contexts. While CLP provides a macro-level analysis of power structures, sociolinguistic perspectives offer insights into micro-level language practices and their social meanings. Together, they allow for a comprehensive examination of both top-down policy formulation and bottom-up implementation challenges.

Furthermore, these approaches facilitate the exploration of discrepancies between policy intentions and actual practices in Nigerian schools, recognizing the importance of considering multiple stakeholder perspectives in Nigeria's diverse linguistic landscape. By combining these theoretical frameworks, the research aims to provide a holistic understanding of the challenges and perspectives involved in implementing language policies in Nigerian primary education, considering both structural power dynamics and local contextual factors.

### 3.1 Theoretical Foundations

The integration of Spolsky's Language Policy Framework (2004), Kaplan and Baldauf's Language Planning Model (1997), and Tollefson's (1991) Critical Language Policy framework provides a comprehensive theoretical foundation for examining language policy implementation in Nigerian primary education. This integrated approach enables a nuanced analysis of the complexities involved in policy implementation at both macro and micro levels.

Tollefson's (1991) framework emphasizes the role of power relations and social structures in shaping language policies, complementing Spolsky's (2004) focus on language practices, beliefs, and management, as well as Kaplan and Baldauf's (1997) attention to macro and micro-level processes. By incorporating Tollefson's critical lens, the study explored how societal power dynamics influence the implementation of language policies in Nigerian primary schools.

This integrated theoretical framework allows for a multi-faceted analysis of language policy implementation. It examines how societal power relations shape language policies and their implementation in Nigerian primary education (Tollefson, 1991). Additionally, it investigates the interplay between actual language use, attitudes towards language policies, and policy enforcement at various levels of the education system (Spolsky, 2004). The framework also analyzes how national directives interact with local implementation strategies, considering the roles of different stakeholders in the policy process (Kaplan & Baldauf, 1997).

Furthermore, the approach explores teacher agency and micro language planning, examining how teachers interpret and implement language policies at the classroom level, incorporating recent developments in language planning theory (Nguyen & Bui, 2016; Payne, 2016). This comprehensive approach allows for an in-depth examination of the challenges faced by local education authorities in implementing language policies in Nigerian primary schools, considering the complex interplay between societal power structures, language ideologies, and practical implementation issues at various levels of the education system.

### 3.1.1 Critical Language Policy (CLP) Tollefson (1991) - Language policy as an instrument of power

The Critical Language Policy (CLP) framework, introduced by Tollefson in his 1991 work "Planning Language, Planning Inequality," represents a significant shift in the field of language planning. This approach critically examines the power dynamics and ideological underpinnings of language policy decisions, positing that language policy serves as a means of exerting power, which can lead to the marginalization of minority languages and language users (Johnson, 2011, p. 268).

Developed within the context of American sociolinguistics and applied linguistics, CLP emerged as a response to the limitations of traditional language planning approaches. Unlike previous archetypes that examined language as an isolated object, CLP considers its social-cultural context and identifies three main research objectives. First, it diverges from traditional apolitical language policy and planning (LPP) approaches, recognizing that policies often create and perpetuate various forms of social inequality, with policymakers frequently prioritizing the interests of dominant social groups. Second, it aims to formulate more democratic policies that reduce inequality and support the preservation of minority languages. Third, it is informed by critical theory.

The CLP framework is particularly useful for evaluating language policy processes regarding minority languages and bilingualism. This is especially relevant in the Nigerian context, given

the country's linguistic diversity and complex colonial history. With over 500 indigenous languages, Nigeria faces challenges in language policy and planning that align closely with those addressed by Tollefson's theory.

The implementation of language policies in Nigerian primary education presents complex challenges and perspectives when viewed through the CLP lens. Tollefson's conceptualization of language policy as an instrument of power provides a crucial framework for understanding the intricate dynamics at play in Nigeria's multilingual educational context. The CLP's focus on power dynamics, social inequality, and the preservation of minority languages resonates strongly with Nigeria's multilingual landscape and the ongoing debates surrounding language policies in education and governance.

By applying Tollefson's framework, Nigerian policymakers and researchers can critically examine the impact of current language policies on different ethnic and linguistic groups. This approach has the potential to lead to more inclusive and equitable language planning strategies, addressing the unique challenges posed by Nigeria's linguistic diversity and historical context.

The study of language policies and their societal impacts has evolved significantly over the past few decades. Tollefson (1991) pioneered the idea that language policies can perpetuate social inequalities when viewed through a political economy lens. Building on this foundation, Barakos (2016) integrated Critical Language Policy (CLP) with Critical Discourse Studies (CDS) to analyze language policy as a discursive process, highlighting the role of discourse in policy implementation and interpretation in Wales. Yohannes (2021) further expanded this perspective, emphasizing the multifaceted and dynamic nature of Language Policy and Planning (LPP) and proposing a reconstructed theoretical framework that considers the interplay of agents, processes, discourses, and ideologies.

Spolsky's work (2003 & 2012) complements Tollefson's ideas by offering a comprehensive theoretical framework for examining language policy, encompassing factors such as language practices, beliefs, and management (Baldauf and Li, 2008; Earls, 2016). A crucial point of agreement between Tollefson (1991) and Spolsky (2004) is their recognition of the inherently political nature of language policy. While Tollefson explicitly connects language policy to power and inequality, Spolsky argues that language policies both influence and are influenced by societal ideologies and power structures (Spolsky, 2004 in Chhuon and Kwon, 2007). Spolsky's subsequent work in 2012 refined this analytical framework, providing a tool to scrutinize the implications of language management decisions (Earls, 2016).

The implementation of CLP in diverse contexts reveals significant contradictions and unanticipated phenomena. Kim et al. (2024) challenge the conventional application of raciolinguistic ideologies in Western educational environments by examining them in the context of Turkey and South Korea. This study suggests the need to expand the definition of race to encompass localized interpretations of these ideologies. Similarly, countries like Nigeria, with its rich tapestry of over 250 ethnic groups and more than 500 languages, present complex linguistic environments where multiple language ideologies coexist. In such contexts,

language policies and ideologies are influenced by unique ethnic diversity and historical contexts, necessitating a nuanced understanding that goes beyond Western frameworks.

Zeng and Li (2023) highlight the potential coexistence of multiple language ideologies within a single policy, as observed in the Philippines. This phenomenon may also apply to Nigeria, given its multi-ethnic and multilingual nature. Like the Philippines, which is reassessing its traditional linguistic assimilation approach in light of multilingual realities and globalization, Nigeria may experience similar contradictions or unexpected outcomes in its language policies. The country's language planning efforts must balance linguistic assimilation (e.g., promoting English or major indigenous languages) with the preservation of minority languages. This delicate balance requires continuous evaluation and adaptation of language policies to address the needs of diverse ethnic groups while considering global trends and local contexts.

Critical Language Policy (CLP) serves as a crucial lens for understanding the intricate dynamics of language policy, particularly in multilingual and multicultural settings like Nigeria. It enables the investigation of the interplay between language ideologies, practices, and policies, as well as the sociopolitical factors that influence them. The implementation of CLP in Nigeria would likely face unique challenges due to the country's ethnic diversity, as policymakers must consider how different ethnic groups interpret and respond to language policies.

Tollefson's (1991) exploration of critical language policy elucidates the role of language policy in perpetuating or challenging social structures and power relations. Complementing this, Spolsky's (2003, 2012) contributions provide a comprehensive framework for scrutinizing these policies, considering the intricate interplay between language practices, beliefs, and management. Together, these scholars underscore the significance of adopting a critical approach to comprehend the broader social implications of language policy (Block and Corona, 2019; Earls, 2016).

The multifaceted nature of language policy implementation in Nigerian primary education can be analyzed using Spolsky's (2003, 2012) theoretical framework, which considers language practices, beliefs, and management (Baldauf and Li, 2008; Earls, 2016). This approach facilitates a comprehensive examination of the interplay between official policies, societal language ideologies, and actual classroom practices in Nigerian schools, providing valuable insights into the complex linguistic landscape of the country.

Critical Language Policy (CLP) research, rooted in Tollefson's theory, examines language policies as mechanisms that both establish and resist systems of inequality favouring powerful entities (Tollefson, 2013, p. 27). This approach emphasizes the crucial role of orientation in language policy, which determines "what is thinkable about language in society" (Ruiz, 1984, p. 2) and shapes how language issues are discussed across various policy-making levels. Orientation also influences the types of attitudes deemed acceptable in a language and legitimizes certain perspectives (Johnson, 2011, p. 268).

In the context of Nigeria's educational system, local authorities face the complex task of navigating language orientation. They must develop policies that value linguistic diversity while addressing concerns of national unity and global competitiveness. This challenge is further complicated by Tollefson's (1991) conceptualization of language policy as an instrument of power, representing state, discourse, and ideological influences (Shohamy, 2004).

The power dynamics in Nigeria's language-in-education policies are evident in the tensions between promoting indigenous languages and maintaining English as the primary language of instruction. Local education authorities must grapple with these dynamics while facing pressure from various stakeholders with competing interests.

Building on Tollefson's work, CLP researchers have explored how language policies perpetuate inequalities and serve dominant group interests. Shohamy's critical language testing approach, for instance, examines how language tests maintain assimilative models in multicultural societies (Shohamy, 2004). Similarly, Cushing's analysis of English education policy demonstrates how standard language ideology is reinforced through curriculum documents, assessment tools, and teacher guidance materials (Cushing, 2021).

The power dynamics inherent in language policies are particularly evident in postcolonial and multilingual contexts, as demonstrated by studies exploring language-in-education policies in African countries such as Kenya, Lesotho, and Swaziland (Lynch & Tollefson, 2004). Nigeria's language-in-education policies, like those of other African nations, are profoundly influenced by colonial legacies. These policies often reflect and perpetuate existing power structures, potentially marginalizing minority languages and their speakers (Johnson, 2011, p. 268).

Local education authorities in Nigeria face the challenge of implementing policies that may inadvertently reinforce social inequalities. As Tollefson (2013, p. 27) argues, language policies can serve as "mechanisms for establishing and sustaining systems of inequality." This challenge is further complicated by the interplay between family language policies and official educational policies. Research has shown that language ideologies and practices within families are shaped by and respond to broader societal power structures (Curdt-Christiansen, 2018; Tannenbaum, 2012).

Tollefson's framework remains highly relevant for understanding the complex interplay between language policy, power, and ideology. Critical Language Policy (CLP) research continues to build on this foundation, employing diverse methodological approaches to uncover hidden power dynamics in language policies across various contexts, from national education systems to family units.

Implementing language policies in Nigerian primary education necessitates a critical approach that acknowledges the power dynamics and ideological underpinnings of these policies. Local education authorities must navigate complex linguistic landscapes, balancing the preservation of indigenous languages with the demands of national and global communication. By adopting a CLP perspective, policymakers and educators can work

towards more equitable and effective language policies that support Nigeria's diverse linguistic heritage while promoting educational success.

### 3.1.2 Contextualizing Critical Language Policy in this Study

Drawing on Tollefson's (1991) critical language policy theory, it is essential to evaluate the power dynamics and beliefs that shape language policies and their consequences on individuals and communities. This theory provides a framework to assess the support of education authorities in implementing the national education policy (2014) and the national language policy (2022) in Nigerian public primary schools. By applying this approach, it becomes possible to evaluate how the backing of local education authorities affects policy implementation and how these policies, in turn, impact the language practices and experiences of various stakeholders.

Critical language policy (CLP) offers a valuable theoretical framework for local education authorities in supporting the implementation of education and language policies in Nigeria. This approach emphasizes the role of power relations, ideologies, and discourses in shaping language policy and its implementation (Skerrett, 2013). Adopting this perspective could aid local education authorities in navigating the complex multilingual landscape and addressing the challenges of policy implementation highlighted in the literature.

The discrepancy between policy and practice in Nigeria's educational system is evident, as highlighted by Amechi (2017). Despite the National Policy on Education's emphasis on mother tongue instruction, English continues to dominate due to its adoption at kindergarten and nursery levels. This misalignment between national language policy objectives and local educational practices (Ohunene et al., 2021) underscores the need for a critical examination of language policy implementation in Nigerian public primary schools.

Policy implementation is a complex process fraught with numerous challenges, as highlighted by several studies. Amechi (2017), Ohunene et al. (2021), and Nakpodia (2011) collectively identify insufficient political backing and funding as significant obstacles to effective policy execution. Without adequate support from political leaders and decision-makers, along with necessary financial resources, policies often struggle to achieve their intended outcomes.

These studies also underscore the critical need for strategic planning and collaboration with stakeholders in the policy implementation process. Effective execution requires careful, long-term planning to anticipate and address potential obstacles. Engaging relevant parties, such as community members, organisations, and other affected groups, is crucial for ensuring the success and sustainability of implemented policies.

The importance of considering local contexts in policy implementation cannot be overstated. Wankasi et al. (2020) provide a compelling example by highlighting the significant disparity between public and private schools in rural regions. This case illustrates how specific local conditions can profoundly impact the effectiveness of policy implementation, particularly in

the education sector. Understanding and accounting for these contextual factors is essential for developing and implementing policies that are responsive to the unique needs and challenges of different communities.

By integrating insights from multiple sources, it becomes evident that successful policy implementation requires a multifaceted approach addressing political support, funding, strategic planning, stakeholder engagement, and sensitivity to local contexts. Only by considering all these factors can policymakers hope to overcome the complex challenges associated with turning policy intentions into tangible, effective outcomes.

These findings suggest that a Critical Language Pedagogy (CLP) approach may facilitate the identification and resolution of underlying issues that impede effective policy implementation. Language policy and planning decisions are frequently influenced by economic considerations, resulting in complex outcomes that may not consistently align with the intended objectives. As Yohannes (2021, p.14) asserts, policymakers prioritizing economic efficiency and effective resource allocation often favour a monolingual approach to streamline communication and reduce costs associated with maintaining multiple languages in official contexts.

However, the same economic perspective can produce contrasting results. Cost-benefit analyses may reveal advantages to a multilingual approach, leading to the declaration of a multilingual policy. Paradoxically, such policies may remain unimplemented due to various factors, including resource constraints, logistical challenges, or lack of political will.

These divergent outcomes highlight the intricate relationship between economic factors and language policy decisions. The drive for efficiency can result in a simplified, monolingual approach that may not adequately represent linguistic diversity within a population. Conversely, even when economic analysis supports multilingualism, practical barriers can impede the realization of such policies.

This disconnect between policy formulation and implementation underscores the need for a more holistic approach to language planning. Such an approach should consider not only economic factors but also social, cultural, and practical implications to ensure effective and equitable language policies.

The scenarios described by Yohannes (2021) highlight the limitations of relying solely on economic metrics in language policy decisions. While economic considerations are crucial, policymakers must also account for long-term societal impacts, linguistic minority rights, and the potential benefits of linguistic diversity in an increasingly globalized world. Striking a balance between economic efficiency and linguistic inclusivity remains a significant challenge in language policy and planning.



It is essential to recognize the disparities between the Nigerian context and the broader international perspective. Sayer (2015) discusses the global trend of extending English instruction in primary education as a response to neoliberal policies, which contrasts with Nigeria's emphasis on indigenous languages. This conflict between national language policy goals and the global trend of teaching in English presents a challenging dilemma. Reconciling the objectives of national unity and cultural preservation with the requirements of global competition is imperative (Amechi, 2017; Ohunene et al., 2021; Sayer, 2015).

The collaboration of Local Education Authorities (LEAs) is paramount for effectively implementing educational and linguistic policies in Nigerian public primary schools. LEAs must balance competing pressures to ensure language policies are implemented effectively, fostering both national identity and global engagement. Employing a Critical Linguistic Perspectives (CLP) framework could enable LEAs in Nigeria to critically examine and address the power dynamics and discursive practices impacting education and language policy implementation, facilitating more equitable and effective educational outcomes.

This approach aligns with the need for close collaboration between policy formulation and implementation, as well as the requirement for political will and strategic planning to overcome challenges identified in the literature (Sokpuwu, 2020; Nakpodia, 2011). This concept underpins the subsequent theoretical perspectives in this study.

### 3.2 Sociolinguistic Perspectives on Language Policy

Principles from sociolinguistic literature provided valuable insights into interpreting participants' descriptions of their local contexts in relation to language policy implementation. The theoretical foundation of language policy theory, informed by sociolinguistic perspectives, suggests that language policies are not neutral but shaped by power dynamics, ideologies, and various social, economic, and political factors. This framework emphasizes the importance of considering both context and stakeholder roles in the policy-making process.

Johnson (2009, p.142) argues for a comprehensive sociolinguistic inquiry that critically examines local, national, and regional policy texts and discourses, while also gathering data on how stakeholders understand and utilize these policies in specific contexts. By applying this framework to language policy examination, it became possible to investigate the impact of local contexts on policy execution. The study explored how socio-cultural, economic, and political factors in area councils influenced local education authorities' support, which in turn affected the implementation of national policies.

Furthermore, the framework highlighted the importance of considering stakeholder agency, particularly that of local education authorities (Hornberger and Johnson, 2007). This approach allowed for an investigation into how these stakeholders perceived and responded to national policies, and how their agency influenced the implementation process.

It is important to note that this study utilizes the sociolinguistic practices of Johnston (2007), Bloomaert (2005), and Schilling (2013) not as methodological foundations, but as theoretical lenses for interpreting qualitative data and applying their perspectives to the research topic at hand.

### 3.2.1 Johnston's Approach

Johnston's (2007) emphasis on decoding symbolic meanings was applied to analyze participants' descriptions of language use and policy implementation in their local settings, revealing the complex interplay between official policy directives and local interpretations. This approach uncovered implicit meanings and cultural nuances in participants' accounts, highlighting how their descriptions of implementation challenges often carried deeper significance, reflecting broader societal attitudes towards language and education.

The analysis revealed how local education authorities symbolically positioned themselves as intermediaries between national policy and classroom practice, frequently employing metaphors of 'bridging gaps' or 'translating policy' to indicate their perceived role in policy interpretation. Participants' language choices when discussing mother tongue instruction versus English proficiency exposed underlying ideological tensions, with symbolic associations of 'progress', 'tradition', or 'global competitiveness' emerging in these discussions and reflecting broader societal debates.

Exploring the symbolic meanings attached to different languages within the education system revealed how language choices carried implications for social mobility, cultural preservation, and national identity. This approach provided insights into implicit power dynamics and cultural values shaping policy implementation at the local level, offering a nuanced understanding of the challenges faced by local education authorities

### 3.2.2 Bloomaert's Approach

Blommaert's (2005) sociolinguistic study provided valuable insights into how language practices in Nigerian primary schools mirrored the country's broader social structures and power dynamics. The research illustrated that these practices were indicative of Nigeria's extensive social and cultural landscape, uncovering underlying power structures and potential inequalities. The implementation of National Education and Language Policies in Nigerian schools revealed power dynamics deeply embedded in historical and cultural contexts, with the influence of dominant ethnic groups and lingering effects of colonial language policies significantly affecting policy interpretation and application at the local level.

Analyzing the discourse surrounding these policies offered insights into how various stakeholders, including Local Education Authorities (LEAs), perceived and negotiated the implementation process. The study emphasized the crucial role of LEAs in policy implementation and the challenges they faced, providing a more nuanced understanding of

specific obstacles within the Nigerian context. It highlighted the importance of considering both policy content and the broader educational ecosystem, encompassing resource allocation, teacher training, parental involvement, and government prioritization.

Participants' narratives revealed that prioritizing English as the primary language for instruction exacerbated existing social inequalities. LEA staff noted that parents often prioritized English fluency over learning in native languages, reflecting societal views that linked English with social advancement and economic opportunities. This preference perpetuated linguistic hierarchies that marginalized Indigenous languages.

The study also demonstrated that language practices in schools reflected Nigeria's intricate linguistic landscape. LEA staff highlighted challenges in implementing mother-tongue education in multilingual classrooms, where the community's language often differed from students' home languages. This mismatch reflected broader social tensions among different linguistic groups, further complicating the implementation of language policies in Nigerian primary schools.

Power dynamics significantly influenced the implementation of language policies in Nigerian primary schools, as evidenced by the allocation of resources. Urban schools generally enjoyed better access to English-language materials and qualified teachers, while rural schools struggled with mother-tongue instruction due to resource limitations. This disparity not only reflected but also reinforced existing socioeconomic divides between urban and rural areas.

The research revealed how language practices in schools were shaped by the historical legacies of colonialism. Some Local Education Authority (LEA) staff expressed concerns about the continued dominance of English in education, viewing it as a remnant of colonial language policies that undermined Indigenous languages and cultures. Blommaert's framework highlights the dual role of language practices in both mirroring and influencing wider social settings and power dynamics.

In Nigeria, this viewpoint uncovers several key aspects. The conflict between advancing Indigenous languages and retaining English as the medium of instruction underscores historical power dynamics rooted in colonialism. The elevated status of English in education perpetuates social inequalities by benefiting those with access to English language resources. This linguistic hierarchy intersects with socioeconomic stratification, as the difficulties in implementing mother tongue instruction, especially in areas with limited resources, further reinforce existing disparities.

The function of LEAs as intermediaries between national policy and local execution illustrates how institutional power is distributed and negotiated across various levels of governance. Parents' preference for English over mother tongue instruction reflects the perceived value

of linguistic capital in Nigerian society, demonstrating how language choices are linked to social mobility and economic opportunities.

The gap between policy objectives and local implementation practices reveals conflicting ideologies about language, education, and national identity. Moreover, the allocation of funding and materials for language policy implementation reflects and may reinforce existing power structures within the education system.

These findings indicate that effectively implementing language policies in Nigerian primary schools necessitates a comprehensive approach that addresses not only linguistic aspects but also the underlying social and power structures affecting policy implementation.

### 3.2.3 Schilling's Approach

Schilling's (2013) approach to understanding the social significance of linguistic variation was applied to analyze language use in Nigerian educational settings. This perspective emphasizes the importance of combining quantitative and qualitative methods to comprehensively understand language variation, particularly relevant in the Nigerian context where multiple languages coexist in diverse educational environments. The study utilized Schilling's approach to examine how different languages were integrated into the educational system and their impact on learning.

The research focused on analyzing social dynamics surrounding language use in schools, including attitudes towards different languages and their perceived prestige. It examined how linguistic variation affected teaching and learning processes in multilingual classrooms and investigated the challenges faced by local education authorities in implementing language policies within Nigeria's diverse linguistic landscape. The study explored perspectives of various stakeholders, including local education authorities, on language use in primary education, while also assessing the impact of language policies on students' academic performance and social integration.

Employing a qualitative approach, the research utilized interviews and document analysis to gather in-depth perspectives from local education authorities. This method allowed for a nuanced understanding of the challenges and perspectives surrounding language policy implementation in Nigerian primary education. By applying Schilling's approach, the study provided valuable insights into the complexities of language use in Nigerian primary schools, considering both linguistic and social factors.

As a sociolinguistic study, this research is particularly relevant in Nigeria, a country with significant linguistic diversity and complex language policies in education. The theoretical framing allows for in-depth exploration of participants' perspectives and experiences, as well as the examination of relevant policy documents and educational materials. Through semi-structured interviews with local education authorities and thorough analysis of official

documents, this study aims to examine the effect of local educational authority support on the implementation of national education and language policies in Nigerian public primary schools.

### 3.3 Summary

This study employed a qualitative approach using semi-structured interviews and document analysis to explore the implementation of language policies in Nigerian primary education. The theoretical framework combined Critical Language Policy theory and Sociolinguistic Perspective to examine both macro-level power dynamics and micro-level implementation processes.

The methodology encompassed several key aspects. Semi-structured interviews with local education authorities were conducted to gather in-depth perspectives on policy implementation challenges and experiences. Relevant policy documents and educational materials were analyzed to provide context. Critical Language Policy theory was applied to examine power structures and ideological factors influencing language policies, while Sociolinguistic Perspectives were used to interpret participants' descriptions of local contexts and language practices.

The study focused on understanding how national language policies are interpreted and implemented at the local level, exploring the roles and perspectives of various stakeholders in the policy implementation process. This approach considered both top-down policy formulation and bottom-up implementation challenges, allowing for nuanced insights into the complex interplay between official policies, local interpretations, and classroom practices in Nigeria's linguistically diverse educational landscape.

The combination of critical and ethnographic lenses provided a comprehensive framework for analyzing the multifaceted issues surrounding language policy implementation in Nigerian primary schools. The theoretical frameworks of Critical Language Policy and sociolinguistic perspectives informed the design of the interview guide and interpretation of data collected through interviews and document analysis. This approach allowed for a critical analysis of power dynamics, consideration of local contexts, examination of stakeholder perspectives, and understanding of the social implications of language use in education.

Ultimately, this multifaceted approach helped identify challenges faced by local education authorities and inform more effective strategies for policy implementation in Nigerian primary education.

### 3.4 The Multidimensional Language Policy Implementation (MLPI) Model

The Multidimensional Language Policy Implementation (MLPI) Model integrates Critical Language Policy and Sociolinguistic Perspectives to offer a comprehensive framework for understanding language policy implementation across micro, meso, and macro levels. Central

to this model is the recognition of power dynamics and ideological underpinnings, which reveal how language policies function as instruments of power that can perpetuate social inequalities. For example, China's exclusive use of Chinese for all subjects illustrates the influence of power relations in educational language choices.

The model emphasizes the importance of contextual factors and local realities, acknowledging that policy implementation is interpretive and shaped by socio-cultural, economic, and political conditions. Local Education Authorities (LEAs) play a crucial role in adapting national policies to their specific contexts, ensuring effective integration within their jurisdictions. Linguistic variation and its social significance constitute another dimension, highlighting how language diversity impacts teaching and learning. The National Policy on Education's directive that primary school instruction in monolingual communities should use the immediate environment's language for the first three years exemplifies this recognition of linguistic diversity in early education.

Stakeholder agency and collaboration form the final dimension, underscoring the necessity of cooperation among various actors involved in policy formulation and implementation. Strategic planning and political commitment are essential to overcoming challenges, as reflected in mandates for education agencies to organize conferences, workshops, and seminars to promote language research and development, thereby facilitating effective policy execution.

By synthesizing these dimensions, the MLPI Model bridges top-down policy formulation with bottom-up implementation challenges, accounting for power structures, local contexts, and linguistic diversity. It aligns with research in other contexts, such as Chimbutane's (2011) study on bilingual education policy in Mozambique, which revealed contradictions between official language policy goals and on-ground realities, and Wilson and Lee's (2021) findings on the critical role of community involvement.

The model incorporates theoretical perspectives at each level: at the micro level, Johnston's (2007) method for interpreting symbolic meanings in language use explores how individual actors like teachers and LEAs understand and implement policies within their environments, complemented by Schilling's (2013) focus on the social importance of linguistic variation. At the meso level, Blommaert's (2005) sociolinguistic perspective highlights how language practices reflect social structures and power dynamics, aiding analysis of LEAs and intermediary organizations as they negotiate between national policies and local implementation. Liddicoat (2023) identifies meso-level actors as including community cultural organizations, religious groups, schools, media, and language-related services, whose efforts can support language maintenance, especially for minority languages. At the macro level, Tollefson's (1991) Critical Language Policy framework examines national policy formulation as an exercise of power with societal implications, with macro-level actors typically being national governments and their explicit policy documents.

The MLPI Model's theoretical contribution lies in integrating these perspectives, bridging micro-level practices and macro-level policies by emphasizing the agency of meso-level actors and the dynamic interplay between language ideologies, practices, and policies. This holistic approach is particularly suited to Nigeria's linguistically diverse context, where local adaptation and stakeholder engagement are vital.

Empirical application of the model reveals significant discrepancies between national policy objectives and local practices, with resource constraints such as insufficient funding, inadequate teaching materials, and infrastructural deficiencies impeding effective implementation. A notable mismatch exists between parental preferences for English instruction and national policies promoting mother tongue education. The model highlights the influence of local linguistic landscapes and educational needs on how LEAs interpret and adapt national policies.

To ensure consistent and effective policy implementation, the MLPI Model stresses improved coordination among federal, state, and local education authorities. Its multi-level approach facilitates a holistic understanding of challenges, enabling policymakers to address issues across the education system simultaneously. By engaging diverse stakeholders, the model promotes inclusive policy development that aligns national objectives with local realities.

Furthermore, incorporating Critical Language Policy theory allows for deeper examination of power structures affecting implementation, informing strategies to address systemic inequalities and resistance to policy changes. The MLPI Model thus provides a comprehensive framework for analyzing the complex challenges faced by LEAs in Nigerian primary education, considering power dynamics, contextual factors, linguistic variation, and stakeholder agency.

Successful language policy implementation in Nigeria requires critical examination of underlying power structures and ideologies, sensitivity to local contexts, recognition of linguistic diversity's social significance, and active collaboration among stakeholders. Addressing challenges such as teacher training, infrastructure, and material provision through coordinated resource allocation is essential. This multidimensional approach supports more equitable and effective language policies that respect Nigeria's rich linguistic diversity while promoting educational success.

Future research and policy development should adopt this holistic perspective to tackle the interconnected challenges of language policy implementation, fostering a more inclusive and effective educational system that leverages Nigeria's linguistic richness.

## Chapter Four: Research Methodology

### 4.0 Introduction

This section explores the philosophical underpinnings of the study, focusing on the critical realist ontological position adopted within the context of differing world views. It also examines the constructionist epistemological stance, which acknowledges that our understanding of the world is shaped by cultural and societal norms, as well as systemic knowledge. The methodology employs semi-structured interviews for data collection, complemented by an inductive thematic analysis approach following Braun and Clarke's (2006) six thematic phases. The participant selection process is then detailed, including the initial recruitment strategy and criteria for determining the final sample. Finally, the chapter addresses the ethical considerations relevant to the nature of the research.

### 4.1 Philosophical Assumptions

#### 4.1.1 Ontological Position

Ontology, a philosophical domain examining the nature of social reality and the meaning attributed to the world, aids researchers in determining the certainty of existence and nature of objects under investigation (Moon and Blackman, 2017). This field can be categorized as either subjective or objective, with objectivists asserting that organizations possess an independent existence, while subjectivists maintain that each individual perceives the world differently.

The Constructionist perspective, derived from qualitative research methodology literature (Bryman, 2008), posits that while an external reality exists, it is only comprehensible through the human mind and socially constructed meanings. This viewpoint contends that there is no unified social reality, but rather a collection of individual interpretations. Reality is seen as subjective, with only approximate observations being possible. Social phenomena and their interpretations are continuously shaped by social actors, produced through interaction, and subject to constant revision. Life is understood in 'estimate' terms, based on individuals' inner experiences, emphasizing choice, freedom, and personal responsibility (Bryman, 2008; Cohen, Manion, & Morrison, 2007; Crotty, 1998; Denzin & Lincoln, 2005; Hennink, Hutter, & Bailey, 2011; Wellington, 2000 and Galbin, 2014).

As a constructionist, one adopts a subjective perspective, adhering to the belief in multiple models of the same reality, thus aligning more closely with the subjectivist stance. Braun and Clarke (2013, p.27) suggest that ontological stances define how the world relates to human interpretations and practices, influencing one's belief in whether reality exists independently of human understanding. These positions can be visualized on a continuum from realist to relativist.

The ontological spectrum in research encompasses various perspectives on reality, with realism and relativism representing opposing ends. Realism, often associated with quantitative research, posits a singular, pre-social, mind-independent truth. In contrast, relativist ontology suggests the existence of multiple constructed realities. Critical realism



occupies a middle ground, proposing a real and knowable world that connects subjective and socially situated knowledge (Braun and Clarke, 2013).

Critical realism offers a nuanced approach to understanding reality by acknowledging the constraints on our perception of the world. Mingers et al (2015) argue that our understanding is invariably filtered through conceptual and observational frameworks, while maintaining that all perspectives should be considered equally valid. Lipscomb (2009) further characterizes critical realism as scientific knowledge that is socially constructed.

This perspective embraces the notion of an objective reality existing independently of human cognition while affirming the possibility of comprehending this autonomous reality (Bhaskar, 1998, 2008a). Stainton Rogers and Stainton Rogers ((1997) c.f. Braun and Clarke, 2013, p. 27) assert that the critical realist stance maintains the importance of a "genuine" reality for generating knowledge capable of inducing change.

In the context of this research, national language and education policies represent the "genuine" reality. The study utilizes insights from local education authorities implementing these policies in schools to enhance our understanding of how policy implementation failures may lead to suboptimal academic outcomes. This critical realist perspective forms the foundation for various qualitative methodologies, including the specific form of thematic analysis employed in this research.

#### 4.1.2 Epistemological Position

Epistemology, a crucial component of any field of study as described by Bryman (2008, & 2015), examines the nature of knowledge and how individuals interact with it. Braun and Clarke (2013, p.29) further elaborate, stating that "Epistemology is about the nature of knowledge, and addresses the question of what is possible to know." In this study, epistemological standpoints are conceptualized on a continuum, with positivism and social constructionism at opposite ends.

Aligning with a relativist ontological perspective, this research adopts a constructionist approach. Galbin (2014) posits that constructionism views the world not as an objective reality, but as a discourse constructed based on cultural, societal norms, and systemic knowledge. This perspective acknowledges that singular knowledge does not exist. Crotty (1998, p.42) reinforces this view, arguing that constructionism holds all knowledge and meaningful reality as dependent on human practices, formed through interactions between individuals and their environment, and disseminated within a social framework.

Within this constructionist framework, Braun and Clarke (2006) assert that thematic analysis does not aim to examine individual motivations or psychological aspects. Instead, it explores and explains the sociocultural contexts and structural conditions that facilitate personal accounts. This approach aligns with the study's recognition that while national education and

language policies exist in Nigeria, their implementation varies between educational institutions.

#### 4.1.3 Researcher Considerations and Reflections

As a researcher, I acknowledge and reveal my personal involvement in the research process through the concept of reflexivity. Rather than attempting to eliminate my influence, which is unfeasible given that I am inherently part of the world I study, I explore and comprehend my role in and impact on the research (Cohen, Manion and Morrison, 2007). I predominantly employ reflexivity in qualitative studies as a means to establish the credibility and validity of my research methodologies (Mortari, 2015).

One method by which I practice reflexivity is to consider my partial perspective and positionality (Karcher et al., 2024, p.3). This approach is evident throughout my analytical process, where I refine codes, subthemes, themes, and overarching themes. During this procedure, I reflect on how my devising and application of codes and themes as labels to the data directly influence interpretation. Through conscious awareness of this process, I conduct regular intervals of reflection, recording my thoughts in a research journal. This approach minimizes dilution while providing a meaningful analysis of the data.

I conceptualize reflexivity, which I invoke in almost every qualitative research work, as a practice to render the politics of research transparent (Mortari, 2015). By engaging in reflexivity, I not only enhance the credibility of my work but also contribute to a more comprehensive understanding of the research process and its outcomes.

#### 4.2 Methodology

Crotty (1998) defines methodology as a strategy, plan of action, process, or design that guides the selection and application of specific methods, linking them to desired outcomes. Among the three methodological approaches—qualitative, quantitative, and mixed methods—this study employs a qualitative research design. This choice aligns with the researcher's philosophical assumptions, including ontological and epistemological beliefs.

The qualitative approach enables an in-depth exploration of Local Education Authorities' perspectives on implementing national education and language policies in Nigerian primary schools. The study utilizes semi-structured interviews with Local Education Authority staff and document analysis of two key policy documents: the National Policy on Education (NPE) and the National Language Policy (NLP). These documents, comprising 50-60 pages of text, provide context and complement the interview data, facilitating a comparison between official policy directives and on-ground implementation experiences shared by LEAs.

Defining qualitative research presents challenges due to its lack of a cohesive theoretical perspective. Abrar (2017) describes it as a methodology involving the description, analysis, and interpretation of individuals' perspectives, attitudes, and life experiences. Egbert and Sanden (2019) further characterize qualitative research as adopting a subjectivist and constructionist stance, where knowledge is based on an individual's perceptions of an object or event, regardless of its inherent attributes.

#### 4.2.1 Research Design

In this study, a qualitative research approach was adopted to investigate the perspectives of local education authorities on the implementation of education and language policies. The research design, as Hamilton and Ravenscroft (2018) assert, is shaped by the researcher, method, and context. Creswell (2014) further explains that research design provides specific guidance for procedures, while Yin (2018) defines it as the logical progression connecting initial research questions to conclusions.

The study employed a semi-structured interview format, conducted via Zoom with nine participants. Prompt questions were utilized to facilitate discussion and elicit detailed responses. To complement the interview data and provide context, key policy documents, specifically the National Policy on Education (NPE) and National Language Policy (NLP), were analyzed.

The collected data underwent thematic analysis to identify overarching themes, themes, and subthemes, aiming to elucidate local educational authorities' perspectives regarding the implementation of national education and language policies.

#### 4.2.2 Data Collection Methods

##### 4.2.2.1 Semi-Structured Interviews

Semi-structured interviews were chosen as the primary data collection method for this qualitative research, offering flexibility while maintaining structure through predetermined questions and open-ended discussions (Kvale, 1996; Burns, 2011; Karatsareas, 2022; Petrescu et al 2017; Blandford, 2013). The interview schedule, as described by Cohen and Manion (2007), comprised discussion topics, potential questions, and a series of prompts and probes, ensuring consistency across interviews while allowing for individualized exploration of participants' unique experiences and viewpoints.

The interview guide (Appendix D) comprised open-ended prompt questions addressing key areas raised by the research questions. The first set of questions (RQ1) focused on understanding the perspectives of nine Local Education Authority (LEA) staff regarding the implementation of the National Policy on Education (NPE) and the National Language Policy (NLP). These questions explored their perceptions of their role in policy implementation, the importance attributed to these policies, and their level of engagement in supporting schools. By inquiring about specific examples of support provided at individual and whole-school

levels, the research sought to uncover practical aspects of policy implementation and the extent of LEAs' involvement.

The second set of questions (RQ2) investigated factors contributing to or hindering the effective implementation of the NPE and NLP in public primary schools. These questions were crucial for identifying both facilitators and barriers to policy implementation, aiming to provide a comprehensive understanding of the challenges faced. Additionally, inquiring about the skills and training needed by LEAs for effective implementation helped identify potential areas for capacity building and improvement.

This approach allowed for a thorough examination of the research topic, encompassing perspectives, practices, challenges, and potential solutions. By gathering rich, qualitative data, the study aimed to inform recommendations for improving language policy implementation in Nigerian primary education.

To enhance the trustworthiness of the data and rapport between the researcher and participants, member-checking in thematic analysis was employed (Elo et al., 2014). Participants were given the opportunity to review and edit their interview transcripts. Six participants chose to edit their transcripts to better reflect their intended responses, while three expressed satisfaction with their original transcripts. This approach ensured that participants' perspectives were accurately represented in the final analysis.

The method aligned with the study's ontological and epistemological positions, allowing for the exploration of how varied experiences and support from Local Education Authorities have shaped the execution of education and language policies in public primary schools.

#### 4.2.2.2 Document Analysis

The analysis of key policy documents, specifically the National Policy on Education (NPE) and the National Language Policy (NLP), provides essential context and complements the interview data. This approach facilitates a comprehensive understanding of official policy directives and enables comparison with on-ground implementation experiences shared by LEAs.

Document analysis, a structured examination and interpretation of documents, is a valuable qualitative research method for gaining insights into complex social and educational issues. In educational policy research, this approach allows scholars to uncover historical backgrounds, scrutinize policy evolution, and evaluate the execution and effects of educational policies. By examining policy texts, reports, and curriculum guides, researchers can discern the intentions, priorities, and underlying ideologies of policy creators (Cardno, 2019).

When combined with interviews, document analysis offers distinct advantages over other qualitative methods, particularly in implementing education language policy in developing nations like Nigeria. A key benefit is the availability of existing documents and policy records,

providing a cost-effective means of collecting rich, contextual data without extensive fieldwork. This is especially relevant in resource-limited environments where logistical challenges can impede comprehensive field research (Morgan, 2022).

Document analysis also mitigates ethical concerns often associated with research involving human participants, allowing for the exploration of organizational processes and policy impacts without intruding into individuals' lives. This method is particularly suitable for assessing the stated goals versus the actual outcomes of language policy implementation, as documents often reveal both explicit objectives and underlying ideological assumptions (Mackieson et al., 2018).

The research strategy was crafted to create a thorough framework exploring two crucial elements of policy implementation: rhetoric and reality. This dual-focused approach aimed to contrast the official policy language and promises with the actual outcomes of implementation. By examining policy documents and conducting interviews with Local Educational Authorities, the study compared declared intentions with practical realities, providing a detailed understanding of policy processes.

This method captured both the formal, written components and the perspectives of those involved in or impacted by the policies, potentially uncovering gaps between official statements and actual practices. Consequently, this approach fosters a more nuanced understanding of how policies are perceived and enacted at various levels of the education system, highlighting potential discrepancies between policy goals and practical implementation (Karabassova, 2021).

In the context of educational language policy implementation in developing countries like Nigeria, document analysis plays a crucial role in understanding how language policies are crafted and the socio-political forces that shape them. This approach, when combined with interviews, ensures a comprehensive view of language policy enactment and provides a reflective platform for evaluating effectiveness and identifying areas for improvement.

The document analysis process began with the selection of the National Policy on Education (NPE) and National Language Policy (NLP), chosen for their primary role in governing language use in Nigerian primary education. A thorough initial reading of both documents was conducted to gain a broad understanding of their content and structure. Subsequently, relevant sections pertaining to language of instruction, implementation strategies, and stakeholder roles were identified and marked for detailed analysis.

Based on the research questions and themes emerging from the initial reading, a coding scheme was developed to categorize and analyze the content. The relevant sections of both documents were then systematically coded using this scheme, which involved highlighting key phrases, policy directives, and implementation guidelines. Coded segments were grouped

into themes and subthemes, aligning with the broader thematic framework used for interview analysis.

A comparative analysis of the themes and directives from the NPE and NLP was conducted to identify consistencies, contradictions, and areas of emphasis. The findings from this document analysis were then integrated with insights from Local Education Authority (LEA) interviews to provide a comprehensive understanding of policy intentions versus implementation realities.

Finally, the analyzed content was critically interpreted, considering the broader socio-linguistic context of Nigeria and potential implementation challenges. This systematic approach to document analysis allowed for a rigorous examination of official policy directives, providing a solid foundation for understanding the intended implementation of language policies in Nigerian primary education.

#### 4.2.3 Data Analysis

I employed thematic analysis to analyze both interview transcripts and policy documents. After conducting nine interviews, I proceeded to scrutinize the gathered data along with relevant policy documents. This analytical process followed a thematic approach, with the specific methodology for this technique detailed in subsequent sections of my study.

##### 4.2.3.1 Thematic Analysis

Thematic analysis was selected as the method for analyzing interview transcripts and policy documents due to its flexibility and applicability across various theoretical and epistemological approaches. This method allows for the identification, analysis, and reporting of patterns within data. While other qualitative methods such as discourse analysis, interpretative phenomenological analysis (IPA), and grounded theory were considered, thematic analysis was deemed most suitable for this study.

Initially, discourse analysis was contemplated as it shares similarities with constructionist thematic analysis and reveals the 'meaningfulness' of text and talk (Baxter, 2011). Braun and Clarke (2014, p.177) describe it as a method to investigate how themes shape reality. However, this approach was ultimately rejected due to concerns about placing undue importance on language, requiring naturally occurring observations, and potentially overlooking contextual information.

Interpretive phenomenological analysis (IPA) was also considered, as it examines how individuals comprehend their personal experiences and typically involves a limited number of participants (Smith, Flowers and Larkin, 2009). However, it was decided against due to concerns about excessive personal interpretation or over-analysis of the narrative, which could potentially misrepresent the data.

Grounded Theory (GT) was the third method contemplated, as it is compatible with semi-structured interviews and involves transcribing interviews, coding transcripts, and developing analytical categories and concepts to generate theoretical data (Strauss and Corbin, 1990). While GT could have been viable for investigating perspectives on Local Education Authority support education and language policy implementation, it was ultimately not chosen due to concerns about fully capturing participants' experiences and potentially overlooking contextual elements of their decisions.

Thematic analysis was selected as the most appropriate method for this study, balancing the need for flexibility, comprehensive data analysis, and preservation of contextual information. While Vaismoradi et al. (2016) proposed four phases of thematic analysis, this study aims to obtain a more thorough understanding of how varied experiences and assistance from LEAs have shaped the execution of education and language policies in public primary schools.

In line with the study's ontological and epistemological positions, Braun and Clarke's (2006) thematic analysis offers a versatile approach applicable within various theoretical frameworks. They define thematic analysis as a technique for recognizing, examining, and documenting patterns (themes) within data. A constructionist thematic approach is deemed appropriate given the epistemological stance of this research, as Braun and Clarke contend that exploring the ways events, experiences, realities, and meanings are the constructionist method of effecting discourses in society.

This research sought to explore how participants' experiences contribute to their worldview and potentially impact academic outcomes in schools. The chosen method was inductive thematic analysis, which utilizes a 'bottom-up' approach. While not necessarily guided by existing theory, this study employs critical language policy and ethnography of language policy as its theoretical framework. It is crucial to note that my perspective, shared cultural knowledge, disciplinary knowledge, and epistemology will inevitably influence the analysis (Braun and Clarke, 2013).

When conducting inductive thematic analysis, it is essential to establish whether themes will be identified at a semantic or latent level. Braun and Clarke (2016) distinguish between the semantic approach, which focuses on explicit ideas and viewpoints, and the latent approach, which involves analyzing implicit concepts underlying explicit expressions. This study employed a combined method, utilizing both approaches. The initial phase of data analysis extracted key points at the semantic level, followed by a secondary analysis using the latent approach. This dual methodology allowed for an alternative examination of the data, aiming to uncover deeper meanings within participants' responses.

Before commencing the analysis, the varying levels of participant engagement and their potential influence on data quality were considered. Recognizing that some participants may contribute more extensively than others, the adoption of this dual approach is deemed more suitable for thoroughly capturing the information shared by each interviewee.

#### 4.2.3.2 Some Shortcomings in Thematic Analysis

When conducting thematic analysis, I am aware of potential personal influences on my data interpretation, particularly in coding and theme identification. Recognizing intervening themes that could affect my findings is crucial, but by acknowledging potential bias and striving for objectivity, I can maintain data integrity throughout the analytical process (Willig et al. 2017; Braun and Clarke, 2006; Vaismoradi and Snelgrove, 2019; Vaismoradi et al, 2016; Clarke and Braun, 2017).

I understand that thematic analysis may have limited analytical capacity if not applied within an evidence-based theoretical framework, potentially leading to a realist perspective lacking the depth of interpretative analysis found in relativist approaches. However, by utilizing both semantic and latent approaches, I can enable not only data description but also analytical interpretation. While Braun and Clarke (2016) note that participants' voices may be obscured in large data sets, my study's sample size (n=9) falls within an acceptable range, allowing me to capture individual voices and differences across interviews.

I recognize that thematic analysis focuses on identifying patterns within specific aspects of data, which may result in narrative inconsistencies. For instance, the online nature of interviews in my study was affected by interruptions that influenced interaction patterning and flow. Additionally, language use effects may pose limitations, as observed in other analytical methods such as narrative and discourse analysis, which incorporate language interpretation as an integral component of the overall analysis (Braun and Clarke, 2016). However, my role as a cultural insider facilitated my comprehension and interpretation of patterning, narrative inconsistencies, and language use.

#### 4.2.3.3 Phases of Thematic Analysis

The six phases of thematic analysis, as outlined by Braun and Clarke (2006), were applied to analyze the data collected from interviews with Local Education Authority (LEA) staff and policy documents. The process began with familiarization, where the researcher immersed themselves in the data by repeatedly reading the transcripts and policy documents, noting initial ideas. This was followed by the generation of initial codes, systematically coding interesting features across the entire dataset. The third phase involved searching for themes, collating codes into potential themes and gathering all relevant data. Subsequently, the themes were reviewed, checking if they worked in relation to the coded extracts and the entire dataset, leading to the creation of a thematic map. In the fifth phase, themes were defined and named, refining the specifics of each theme and the overall story the analysis tells. Finally, the report was produced, selecting compelling extract examples, relating the analysis back to the research question and literature, and producing a scholarly report of the analysis.

##### 4.2.3.3.1 Phase 1: Familiarising Yourself with Your Data

This phase involved immersing myself in the data through repeated reading of interview transcripts and policy documents. For the interview data, I listened to audio recordings while



reviewing transcripts to ensure accuracy, reading through all nine interview transcripts multiple times and noting initial ideas and potential coding schemes.

The transcription process began with automatic generation from the Zoom application during the interviews. These transcripts were then reviewed, and errors made by the application were corrected before member checking. Errors included spelling and speech mistakes, as well as joining speeches affected by breaks to improve interaction flow. A final review of each recording was conducted while examining the written transcription to verify accuracy and quality.

In transcribing the audio recordings, I adhered to Poland's (2002) recommendations. This involved paying attention to vocal intonation, pauses, sighs, and laughter, recognizing that these elements may not always translate easily into written text. It was also important to acknowledge that certain utterances, disruptions, and non-verbal cues might not be fully captured in audio recordings or adequately represented in written transcripts. To address these limitations, I noted in the transcript when a participant coughed, laughed, or when there was a pause in the conversation.

Braun and Clarke (2013) emphasize that at this stage, the transcription reflects the interview's content but is twice removed from the actual interview experience. Consequently, my choices in presenting information may have influenced the narratives shared during the interviews.

For the policy documents (National Policy on Education and National Language Policy), I carefully reviewed the relevant sections, focusing on language-related policies and implementation guidelines. This comprehensive process of familiarization allowed me to gain a holistic understanding of the entire data corpus before beginning more detailed analysis.

#### 4.2.3.3.2 Phase 2: Generating initial codes

In this phase, I systematically coded interesting features across the entire dataset, encompassing both interview transcripts and policy documents. The coding process employed an inductive method, allowing codes to emerge directly from the data rather than aligning with a pre-established framework. Analysis of the interview data yielded seven broad themes, resulting in 220 relevant codes (see Appendix H).

These themes included LEA values and knowledge, national policies and their implementation by the LEA in relation to parents' perceptions of English proficiency, language policy examples from other countries, the use and status of mother tongue, issues challenging LEA support, support mechanisms for LEAs, and teacher recruitment challenges. Each theme comprised varying numbers of codes, ranging from 6 to 62.

To facilitate pattern recognition, I used color-coding to visually distinguish between text segments and their associated codes. This initial coding provided a foundation for further refinement in subsequent phases.

For policy documents, I generated codes informed by the interviews and my familiarization with these texts. The focus was on policy goals, implementation strategies, language use guidelines, and stakeholder roles (see Table 3). This approach enabled a comparison between official policy directives and the practical implementation experiences reported by nine LEA staff members.

Throughout the process, these initial codes evolved into themes and sub-themes, which were further refined in later phases. This systematic approach ensured a comprehensive analysis of the data, capturing the complexities of language policy implementation and its various stakeholders.

#### 4.2.3.3.3 Phase 3: Searching for themes

Braun and Clarke (2006, p.89) emphasize that the theme identification stage focuses on broader aspects, moving beyond coding to potential themes and collating relevant coded extracts. In this stage, I organized codes into potential themes, compiling pertinent data for each. This process was driven by recognizing commonalities and overlapping concepts between interview themes and policy document themes, ensuring better alignment with the study's main research questions and objectives.

Through thorough analysis of interview and policy document data, patterns and relationships between themes emerged, leading to a streamlined set of themes that minimized redundancy and enhanced clarity of findings. This involved examining relationships between codes and considering how different codes might merge to form broader themes.

Initially, seven themes emerged from the interview data, which were refined and condensed into six final themes (see Appendix G). Concurrently, analysis of the National Policy on Education (NPE) and National Language Policy (NLP) generated six overlapping themes (see Appendix G). The newly developed themes were formed by combining and reorganizing elements from both interview and policy document themes.

The refined themes are as follows:

1. Policy goals and implementation: Incorporates policy goals, approach, and implementation roles from policy documents.
2. Language use in Education: Combines language of the immediate community, parents' perceptions around English proficiency in schools, and language use in primary education.
3. Support systems and enhancement services: Merges support mechanisms for Local Education Authorities (LEAs) and policy support services.
4. Stakeholder roles and administration: Integrates teacher recruitment, qualification challenges, and administration of stakeholder roles.
5. Resource allocation and challenges: Addresses funding, infrastructural challenges, and town planning issues.

6. Awareness and Training: Focuses on awareness creation and training initiatives.

7. Government priorities and comparative policies: Reflects government prioritization of education and exemplifies language policies in countries with similar characteristics.

This refinement process allows for a more cohesive and focused presentation of findings while capturing essential elements from both interview and policy document analyses.

#### 4.2.3.3.4 Phase 4: Reviewing the themes

In this phase, I conducted a comprehensive review of the themes to ensure their coherence with the coded extracts and the entire dataset, generating a thematic 'map' of the analysis (see Figure I). This process involved examining connections between interview data and policy document analysis, leading to the recognition of primary themes and their subcategories. The review was conducted at two levels: first, I assessed all collated extracts for each theme to ensure they formed a coherent pattern, refining themes by creating new ones, discarding others, or merging similar themes as necessary. Second, I evaluated the validity of individual themes in relation to the entire dataset, ensuring the thematic map accurately reflected the meanings evident throughout the data.

This rigorous review process resulted in the integration of themes from interview transcripts and policy document analysis, culminating in one overarching theme, seven main themes, and sixteen subthemes (see Figure I, Appendix I). The overarching theme focused on implementing mother tongue-based multilingual education (MTB-MLE) policies in Nigerian primary schools. The seven main themes encompassed policy goals and implementation, language use in education, support systems and enhancement services, stakeholder roles and administration, resource allocation and challenges, awareness and training, and government priorities and comparative policies.

Each main theme was further divided into subthemes to provide a more nuanced understanding of the issues. For instance, policy goals and implementation included national policy goals, implementation strategies, and Local Education Authorities perspectives. Language use in education covered language use in primary education, community language considerations, and perceptions about English proficiency. Support systems and enhancement services addressed policy support services and support mechanisms for Local Education Authorities.

The theme of stakeholder roles and administration explored the administration of stakeholder roles and teacher recruitment at the local level. Resource allocation and challenges focused on funding and resource roles, as well as infrastructural challenges. Awareness and training encompassed awareness creation efforts and training initiatives at the local level. Lastly, government priorities and comparative policies examined government prioritization of education and references to language policies in other countries.

This comprehensive thematic structure provided a robust framework for exploring the complexities of language policy implementation in Nigerian public primary school education,

offering a detailed and interconnected view of the various factors influencing this critical aspect of the education system.

#### 4.2.3.3.5 Phase 5: Defining and naming the themes

The process of defining and refining themes in qualitative analysis, as described by Braun and Clarke (2006), involves identifying the essence of each theme and determining which aspects of the data it captures. Following initial refinement, themes were systematically organized into an overarching theme, main themes, and subthemes, focusing on accurately representing both LEA interview data and policy document analysis. The resulting structure comprised an overarching theme titled "Implementing mother tongue-based multilingual education (MTB-MLE) policies in Nigerian primary schools," encompassing seven main themes and sixteen subthemes, integrating insights from both data sources.

During this stage, theme specifics were refined, and clear definitions and names were generated. For instance, Theme 1, "Policy goals and implementation," encompasses the overarching objectives of language policies, as well as strategies and perspectives involved in their implementation. Subthemes within this theme provided more specific focus on national policy goals, implementation strategies, and local education authority perspectives.

The naming and defining process ensured each theme and subtheme contributed to telling the overall story of language policy implementation in Nigerian primary education. Definitions were developed to capture the scope and boundaries of each theme, ensuring clarity and coherence in the analysis. This approach allowed for a comprehensive and structured representation of the complex issues surrounding language policy implementation in Nigerian primary education.

The overarching theme encompasses various aspects of language policy in Nigerian public primary schools, including national goals, local implementation strategies, language use considerations, support systems, stakeholder roles, resource allocation, awareness efforts, and comparative policy perspectives. It captures the multifaceted nature of language policy implementation, highlighting both strategic objectives and practical challenges faced at different levels of the education system.

The seven main themes are:

1. Policy Goals and Implementation: Encompassing objectives of language policies and strategies for their implementation, including national policy goals and LEA perspectives.
2. Language Use in Education: Focusing on the use of different languages in primary education, including mother tongue instruction and tensions between promoting indigenous languages and maintaining English as the language of instruction.
3. Support Systems and Enhancement Services: Covering support mechanisms and services to facilitate policy implementation, including policy support services and specific support for LEAs.

4. Stakeholder Roles and Administration: Addressing roles and responsibilities of various stakeholders in implementing language and education policies at different government levels.
5. Resource Allocation and Challenges: Exploring funding, resource distribution, and infrastructural challenges in implementing language policies.
6. Awareness and Training: Focusing on efforts to create awareness about language policies and provide training for effective implementation, particularly for LEAs and teachers.
7. Government Priorities and Comparative Policies: Examining government prioritization of education and comparing Nigerian language policies with those of other countries.

#### 4.2.3.3.6 Phase 6: Producing the report

Chapter 5 (Analysis) provided an overview of the overarching, main, and sub-themes identified through thematic analysis, enabling a concise, coherent, and logical write-up of themes and data extracts. This approach allowed for an interesting account of the story told within and across themes (Braun and Clarke, 2006). Chapter 6 (Discussion of Findings) then offered an in-depth exploration of the results, examining these themes in conjunction with relevant literature to produce a comprehensive analysis.

The final phase involved selecting vivid, compelling extract examples, conducting a final analysis of selected extracts, and relating the analysis back to the research questions and literature. This process culminated in producing a scholarly report that wove together the analytic narrative and data extracts, contextualizing the analysis in relation to existing literature.

The report structure followed the thematic framework developed in earlier phases, with sections dedicated to each main theme and its associated subthemes. Throughout the report, the analysis went beyond mere description, offering interpretations and insights that addressed the research questions and contributed to a broader understanding of language policy implementation in Nigerian primary education.

This rigorous six-phase process of thematic analysis resulted in a deep and rich understanding of the challenges and perspectives surrounding language policy implementation in Nigerian primary schools. By following this systematic approach, the study provided valuable insights into this important area of educational policy and practice.

### 4.3 Description of Data Collection and Analysis Process

The study employed a qualitative approach using semi-structured interviews and document analysis to explore the implementation of language policies in Nigerian primary education. Data collection involved conducting nine interviews with Local Education Authority staff, each lasting 45-60 minutes, resulting in 7-9 hours of audio recordings. These interviews were transcribed, generating approximately 60,000 – 72,000 words of interview transcripts. Additionally, two key policy documents were analyzed: the National Policy on Education (NPE) and the National Language Policy (NLP), comprising 50-60 pages of text.

The interviews were conducted and recorded via Zoom, with participants reminded of the information sheet and consent forms before each interview. Recordings were saved with password protection on the university's secure drive. For data analysis, the study utilized Braun and Clarke's (2006) six-phase thematic analysis approach. This process began with familiarization with the data through repeated reading of transcripts and policy documents, followed by generating initial codes by systematically coding interesting features across the entire dataset. The next phases involved searching for themes by collating codes into potential themes, reviewing these themes to ensure they aligned with the coded extracts and entire dataset, and defining and naming themes to refine their specifics.

The final phase involved producing the report by selecting compelling extract examples and relating the analysis back to the research questions and literature. This comprehensive approach allowed for identifying patterns and themes across the dataset, providing a thorough understanding of policy implementation challenges and perspectives from both interview data and policy documents. The analysis culminated in an overarching theme, seven main themes, and sixteen subthemes that integrated insights from both data sources, offering a nuanced view of language policy implementation in Nigerian primary education.

#### 4.4 Recruiting of Participants

##### 4.4.1 Considerations During the Preselection Process

During the preparation phase of the research, careful consideration was given to the interview methodology. While initially contemplating the use of WhatsApp phone calls, this option was ultimately discarded due to potential challenges in recording conversations and the risk of omitting crucial interview aspects. Instead, the Zoom application was chosen as the primary platform for conducting and recording interviews, offering a centralized solution for communication and audio capture.

The study aimed to recruit nine participants for interviews, a decision aligned with recommendations for qualitative research sample sizes. According to Bekele et al. (2022), there is no universally accepted rule for the number of interviews required in qualitative research. However, Guest et al. (2006), as cited in Bekele (2022), suggest that 6-12 interviews are sufficient for a single qualitative research project. The selection of nine participants struck a balance between feasibility and data sufficiency, considering the temporal constraints of the study.

This sample size was deemed manageable within the given timeframe while still providing adequate data for thematic analysis. The researcher opted for international recruitment and online interviews via Zoom, followed by transcription and data analysis. This approach was expected to yield sufficient information to extract overarching themes and subthemes, ensuring a comprehensive exploration of the research topic.

#### 4.4.2 Recruitment Process

This research, partly conducted outside the UK as stipulated in the UW ethics application form, involved recruiting participants from Nigeria. The process began by accessing local education authorities' websites to obtain email addresses and telephone contacts. Due to the lack of direct access to potential participants, three gatekeepers from different area councils were employed to facilitate recruitment.

The gatekeepers were initially contacted via email, with attached gatekeeper consent letters, participant information sheets, and consent forms. These documents were provided to verify the researcher's studentship and the authenticity of the research with the University, which was subsequently confirmed by the supervisor prior to approval. However, this recruitment method presented certain limitations, necessitating follow-up telephone calls to introduce the researcher, explain the project, and inform the gatekeepers about the sent email.

Throughout this period, an objective stance was maintained regarding the research outcome due to uncertainty about gatekeeper acceptance and potential conflicting ideas. In one instance, a gatekeeper initially perceived the recruitment email as potentially fraudulent despite detailed explanations. To mitigate this risk and foster trust, a telephone conversation was conducted, followed by a confirmation email from the supervisory team, ensuring a thorough and ethical recruitment process while addressing potential challenges in cross-cultural research settings.

A collaborative approach to recruitment was employed, utilizing the support of key intermediaries. This method, as noted by Mulvihill and Swaminathan (2023), is one of several forms of collaborative engagement in qualitative research, including partnerships between researchers and study participants, joint research efforts among investigators, and participatory action research. The underlying assumption is that such approaches can generate valuable insights and promote a more balanced relationship between researchers and participants.

The aim was to involve participants who showed genuine interest in the research area, encouraging them to complete the interview and contribute valuable insights. Selection criteria required participants to be employed by the Local Education Authority (LEA) and knowledgeable about the study area. This criterion was chosen to obtain views on the implementation of national education and language policy in state primary schools and to investigate how this might have resulted in poor academic performance among pupils.

A purposive sampling technique and first-come, first-served approach were implemented for participant selection. Purposive sampling, as described by Bekele (2022), involves deliberately selecting participants based on their relevance to the research questions, rather than using random selection. Cohen et al. (2007) posit that this method aims to obtain in-depth information from individuals who are in a position to provide it.



The strategy proved effective as gatekeepers circulated the recruitment email to LEA personnel, resulting in 15 interested respondents within a fortnight. The initial nine experienced participants were provided with participant information sheets and consent forms, asked to review the information, pose questions, and indicate availability for a Zoom interview. The remaining six were informed they would be retained as potential replacements if needed, ensuring a diverse recruitment pool while maintaining the ability to distinguish between seasoned and newly hired staff.

Subsequently, the nine selected respondents were contacted to arrange suitable times and dates for online Zoom interviews. Before each interview, participants were reminded of the Participant Information Sheet and Consent Forms, with opportunities to ask questions both before and after the interview. As per the ethical application, all interviews were conducted and recorded via Zoom.

The recordings were saved with password protection on the University of Worcester OneDrive, accessible only to the researcher and supervisory team. These data files were deleted from the OneDrive upon completion and submission of the final thesis, ensuring data security and confidentiality throughout the research process.

#### 4.5 Sampling

In this study, I employed purposive sampling to recruit participants for qualitative interviews, strategically selecting individuals based on their relevance to the research questions and in-depth knowledge about implementing education and language policies in public primary schools. I recruited nine participants from Local Education Authorities (LEAs) for semi-structured interviews, aligning with recommendations for sample sizes in qualitative thematic analysis research and ensuring feasibility for transcription and analysis within the allocated timeframe.

My sampling criteria focused on selecting LEA staff members with varying roles and years of experience to capture diverse perspectives. Participants included individuals involved in areas such as Teachers Professional Development, Finance, and Administration, with educational qualifications ranging from bachelor's to master's degrees. This approach aligns with Braun and Clarke's (2013) guidance, which recommends conducting between six and 12 interviews in thematic analysis research. It also reflects Patton's (1980, cited in Cohen et al., 2007, p. 177) flexible approach to sampling in qualitative inquiry, considering factors such as research objectives, information sought, credibility and usefulness of findings, and resource constraints.

I facilitated recruitment through gatekeepers in three area councils who circulated information about the study to LEA personnel. I chose the first nine experienced respondents who expressed interest and met the selection criteria for participation, allowing for the inclusion of relevant expertise while maintaining a manageable sample size. This sampling approach enabled me to include diverse perspectives from LEA staff with different levels of



experience and roles within the education system, providing rich insights into policy implementation challenges and strategies.

The participant group consisted of eight male and one female LEA staff members, all over 18 years of age, with experience ranging from 2 to 22 years. Their roles spanned Teachers Professional Development, Finance, and Administration, providing a comprehensive perspective on the implementation of national education and language policies in Nigerian primary schools. This diverse sample ensures rich data collection while remaining within the recommended sample size for thematic analysis research and accommodating practical constraints of the study.

#### 4.6 Population

I conducted the study with nine volunteer staff members from Local Education Authorities within the Federal Capital Territory of Nigeria. My participants included eight males and one female, all over 18 years of age. Their professional experience varied significantly, ranging from 2 to 22 years in the field. The individuals I selected held various positions, including roles in Teachers Professional Development, Finance, and Administration. Their educational backgrounds were also diverse, with qualifications ranging from bachelor's degrees to master's degrees, reflecting a well-educated cohort with a broad spectrum of expertise in the education sector.

#### 4.7 Transcription

When considering interview transcription, I had two primary options: self-transcription or outsourcing to a professional service. For this study, I decided to personally transcribe the interviews. This choice was driven by my belief that self-transcription would allow me to immerse myself deeper in the data, enhancing my comprehension of participants' perspectives. By engaging directly with the raw interview material, I can gain a more nuanced understanding of participants' experiences, particularly in relation to their support of education and language policy implementation and the challenges they have faced. Moreover, I recognize that the process of transcription itself serves as an effective method for initial data familiarization, forming a crucial component of the first stage of data analysis (Reissman, 1993). This approach not only ensures my thorough engagement with the data but also provides me with a solid foundation for subsequent analytical stages.

#### 4.8 Trustworthiness and Credibility of Quality in Qualitative Research

To enhance the trustworthiness of my qualitative study, I employed several strategies throughout the research process. I utilized member checking as the primary method to improve the accuracy of interview transcripts. My process involved initial transcription using Zoom's automatic feature, followed by my review of audio recordings to correct errors. I conducted a final review of each recording while examining the written transcription to verify accuracy and quality. I gave participants a two-week window to review and confirm the accuracy of their interview transcripts, aligning with recommendations in qualitative research literature for enhancing trustworthiness through participant validation of data.

I maintained detailed records and established a clear, consistent research pathway as part of quality assurance, an approach that aligns with Noble and Smith's (2015) guidance on bolstering the trustworthiness of qualitative research outcomes. By keeping comprehensive records and maintaining a lucid research pathway, I aimed to demonstrate dedication and meticulousness in the research process.

It's important to note that my member checking was primarily focused on transcript accuracy rather than broader validation of findings or interpretations. While these strategies contribute to the study's trustworthiness, I relied primarily on member checking for transcript accuracy and did not provide extensive details on other specific strategies employed for trustworthiness beyond this method.

I acknowledged and reflected upon my positionality as both an insider and outsider in relation to the Nigerian context throughout the study. This reflexive approach aligns with Yardley's (2000) proposition of employing reflexivity to enhance research quality. By recognizing potential biases and striving for objectivity, I aimed to preserve the integrity of the data throughout the analytical process.

While I took steps to ensure trustworthiness, particularly through member checking and maintaining detailed records, there is potential for enhancing trustworthiness in future research. This could be achieved by incorporating a wider range of validation strategies, such as triangulation, prolonged engagement, or peer debriefing, and providing more comprehensive documentation of trustworthiness measures throughout the research process.

#### 4.9 Ethical Considerations

I prioritized ethical considerations throughout my research study on implementing language policies in Nigerian primary education. I obtained ethical approval from the University of Worcester Research Ethics Committee, ensuring adherence to established guidelines for educational research. Informed consent was a key principle; I provided participants with information sheets and required them to give consent, demonstrating their understanding of study requirements and rights.

I rigorously maintained confidentiality and anonymity throughout the research process. I used pseudonyms to protect participant identities in interview transcripts and analysis, safeguarding their privacy and professional standing. I informed participants of their right to withdraw from the study without explanation until data anonymization and transcription occurred, respecting their autonomy and voluntary participation.

Data protection was critical, and I adhered to both UK and Nigerian laws. I stored interview recordings and transcripts securely with password protection, ensuring confidentiality of sensitive information. I also addressed potential psychological and emotional risks associated with the topic, allowing participants to skip questions and providing contact information for support services if needed.

To enhance data trustworthiness, I employed member checking. I gave participants two weeks to confirm transcript accuracy, ensuring their perspectives were accurately represented. This process improved data quality and respected participants' right to review and validate their contributions.

Cross-cultural ethical considerations were particularly relevant due to the study's international nature. I took extra care to explain ethical procedures clearly and ensure culturally appropriate conduct throughout the research process, acknowledging and respecting potential differences in ethical norms between the UK and Nigerian contexts.

I also considered ethical implications in analyzing policy documents, ensuring proper attribution, avoiding misrepresentation of content, and maintaining objectivity in interpretation. This approach upheld research integrity while respecting the intellectual property of policy authors.

By addressing these ethical considerations, I aimed to protect participants' rights and well-being while maintaining research integrity in both the interview process and policy document analysis. This comprehensive ethical approach not only safeguarded participants but also enhanced the credibility and trustworthiness of my research findings.

#### 4.10 Chapter Summary

In this section, I have outlined the philosophical foundations and methodological strategies underpinning my study. I have detailed my stance as a researcher, the study design, participant selection methods, data-gathering techniques, analytical framework, and ethical considerations relevant to this investigation. The qualitative approach I have adopted, which combines interviews and document analysis, provides a robust methodology for exploring the complex dynamics of education policy implementation in Nigerian primary schools from the perspective of Local Education Authorities. In the subsequent section, I will explore the overlap of key themes and sub-themes identified in the policy documents and LEA staff interviews through thematic analysis.

## Chapter Five: Data Analysis

### 5.1 Overview of Chapter

The preceding chapter detailed the research's ontological stance, design, and data collection and analysis procedures. This chapter focuses on the data gathered from Local Education Authority (LEA) interviews and two policy documents. The themes emerging from these sources are presented visually through a thematic map and a table, with relevant quotations included to support and validate the analysis. Reflecting the inductive approach of the thematic analysis, the chapter is organized around the identified themes rather than the research questions. By examining the overlap between themes from the policy documents and LEA interviews, an overarching theme, seven main themes, and sixteen subthemes were derived, as illustrated in the thematic map in Figure 1.

### 5.2 Analysis of Policy Documents

This section compares Nigeria's National Language Policy (NLP) and National Policy on Education (NPE) with a focus on language use in primary education and the educational support provided. The chapters and sections selected from both policies were aligned with the research focus. Analysis of coded data from the two documents revealed six key themes. The first theme highlights the differing policy approaches: the NLP primarily reviews language policies, while the NPE undergoes regular updates. The second theme concerns the language of instruction, where the NLP advocates the use of mother tongue throughout primary education, in contrast to the NPE's proposal for a gradual transition to English. The third theme examines the types of support each policy emphasizes; the NLP focuses on legislative measures to promote Nigerian languages, whereas the NPE addresses broader educational support mechanisms. Funding emerged as another critical theme, with both policies calling for diverse funding sources and collaboration among stakeholders. Finally, the analysis identified government administration and implementation strategies as the fifth and sixth themes, recognizing a multi-tiered system involving federal, state, and local government responsibilities.

### 5.2.1 Sections in Policy Document Analysis

Table 2: A sampling of Documents and Data Analyzed

Documents selected/Originality	Sections of Data Selected and Analyzed
<p>National Language Policy (2022)</p> <ul style="list-style-type: none"> <li>- Published by the Nigerian Educational Research and Development Council (NERDC), Lagos, Nigeria</li> <li>- Signed by the Minister of Education Adamu Adamu and the Executive Secretary, NERDC Prof. Ismail Junaidu FLAN, MNAE</li> <li>- No edition</li> <li>- Total Number of Chapters: 8</li> <li>- 1. Background and Context</li> <li>- 2. Philosophy, goals, objectives, models, and guiding principles of the policy</li> <li>- 3. Policy declarations and statements on language and language status</li> <li>- 4. Policy statements on language use in specific sectors</li> <li>- 5. Language research, development and extension services</li> <li>- 6. Policy implementation and accountability strategies</li> <li>- 7. Funding, resource mobilization, monitoring and evaluation of the National Language Policy</li> <li>- 8. Roles and responsibilities of stakeholders</li> </ul>	<ul style="list-style-type: none"> <li>- Chapter 2, Article 4: The goals of the National Language Policy (p.9)</li> <li>- Chapter 2, Article 11: The approach used in the evolution of the policy (p.11)</li> <li>- Chapter 4, Article 16: The objectives of language policy in education (p.16)</li> <li>- Chapter 4, Section A, Article 18 – 30 (pp. 17 – 19): Application and language use in Basic Education</li> <li>- Chapter 6, Article 178 (pp. 41-42): The implementation of the NLP shall be enhanced through the <ul style="list-style-type: none"> <li>A. Legislative and Regulatory Action</li> <li>B. Strategic resourcing for NLP involving resource mobilization activities</li> <li>C. Creating NLP Database, Archives and Tools</li> </ul> </li> <li>- Chapter 7, Article 179 – 180: Funding, Resource Mobilization, Monitoring and Evaluation of the NLP (p. 43)</li> <li>- Chapter 8, Article 183 – 184: Roles and Responsibilities of Stakeholders (pp. 44 – 45)</li> </ul>
<p>National Policy on Education (2013)</p> <ul style="list-style-type: none"> <li>- Published by the Nigerian Educational Research and Development Council (NERDC), Lagos, Nigeria</li> </ul>	<ul style="list-style-type: none"> <li>- Section 1, Articles 6, 7, and 8: Philosophy and goals of education in Nigeria (pp. 1-2)</li> <li>- Section 2, Sub-section C: Primary Education (pp. 7-8)</li> </ul>

<ul style="list-style-type: none"> <li>- Signed by Hon. Minister of Education Chief (Barr) Ezenwo Nyesom Wike and the Executive Secretary, NERDC and Chairman, High Level Policy Committee on the Review of the National Policy Education (NPE) Prof. Godswill Obioma fnae, fman, fcon, fstan, fnatt</li> <li>- 6th edition</li> <li>- Total Number of Sections: 10</li> <li>- 1. Philosophy and goals of education in Nigeria</li> <li>- 2. Basic education</li> <li>- 3. Post-basic education and career development</li> <li>- 4. Mass and nomadic education</li> <li>- 5. Tertiary education</li> <li>- 6. Open and distance education</li> <li>- 7. Special Needs Education</li> <li>- 8. Educational support services</li> <li>- 9. Planning and administration of education</li> <li>- 10. Funding and partnerships</li> </ul>	<ul style="list-style-type: none"> <li>- Section 8, Article 125 – 129: Educational Support Services (pp.38-40)</li> <li>- Section 9, Article 132 – 144: Planning and Administration of Education (pp. 41-44)</li> <li>- Section 10, Article 154: Funding and Partnerships</li> </ul>
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Source: Nwancha, 2026

### 5.2.2 Thematic Analysis of National Language Policy and National Policy on Education

Nigeria's multilingual context poses significant challenges in developing effective language policies for education. Both the National Language Policy (NLP) and the National Policy on Education (NPE) seek to balance the use of mother tongue and English in primary education, yet they adopt different approaches. While the NLP supports mother tongue instruction throughout the entire primary education period, the NPE advocates for a gradual transition to English after three years. This divergence creates inconsistencies that affect curriculum development, teacher training, and ultimately learning outcomes. Despite these differences, both policies share the objective of improving education quality through various support services, which necessitates substantial funding and collaboration among multiple stakeholders. This study explores the implications of these conflicting policies, the challenges encountered during their implementation, and their potential effects on educational outcomes and cultural preservation within Nigerian primary schools.

Table 3: Thematic Table showing themes, policies and interpretations

S/N	Themes	NLP	NPE	Interpretation of NLP and NPE
1.	Policy goals and approach	<i>To ensure the mother tongue or the Language of the Immediate Community (LIC) is used as a medium of instruction at designated levels of education (p.9) A detailed review of the language provisions in the amended constitution 2011, NPE 2014, Nigeria Broadcasting Code (2020) and the National Cultural Policy (1988). Adoption of the Language of the Immediate Community (LIC) model through the primary school level (p.11).</i>	<i>Every child shall be taught in the mother tongue or language of the immediate community for the first four years of basic education. In addition, it is expected that every child shall learn one Nigerian language (p.2) First published 1977, reprinted 1981, 1998, Fourth edition 2004, fifth edition 2007 and sixth edition, 2013</i>	The primary distinction between these policies lies in the fact that the NLP focused on reviewing and integrating existing language policies, while the NPE has been regularly revised and updated over the years.
2.	Language use in primary education	<i>To ensure effective delivery of instructions and attendant positive learning outcomes, Mother Tongue (MT) or Language of the Immediate Community (LIC) shall be used as the medium of instruction from Early Childhood Care and Development Education to the six years of primary education. However, Arabic language shall be the medium of instruction for Islamic schools. During this period, English language shall be taught as a school subject (pp. 17 – 18)</i>	<i>The medium of instruction in the primary school shall be the language of immediate environment for the first three years in monolingual communities. During this period, English shall be taught as a subject; from the fourth year, English shall progressively be used as a medium of instruction and the language of immediate environment and French and Arabic shall be taught as a subject (p.8)</i>	These policies aim to balance the use of Mother Tongue and English in primary education, recognizing the importance of both in children's learning and development. However, while the National Language Policy advocates for using the mother tongue or language of the immediate community as the medium of instruction throughout primary education, the National Policy on Education proposes a more gradual transition, recommending the use of local languages only for the first three years before progressively

3.	Policy support and enhancement services	<p><i>The implementation of the NLP shall be enhanced through the</i></p> <p><i>A. Legislative and Regulatory Actions such as passing of appropriate legislation on the NLP and making relevant aspects of the policy enforceable.</i></p> <p><i>B. Strategic resourcing for NLP involving resource mobilisation activities such as developing of strategic plans for the NLP, conducting linguistic needs assessment, mapping of Nigeria into areas or zones on the basis of their linguistic and cultural needs and developing appropriate plans to address these needs.</i></p> <p><i>C. Creating NLP Database, Archives and Tools by aggregating and developing a database for NLP across all sectors and agencies, developing and disseminating open-access templates, tools facilities</i></p>	<p><i>The following educational support services shall facilitate the implementation of educational policy:</i></p> <p><i>i. School library – States/FCT and Local Governments, as well as proprietors of schools shall establish functional libraries in accordance with the established standards and actively promote reading culture in all their educational institutions.</i></p> <p><i>ii. School meals and incentives;</i></p> <p><i>iii. School gardens;</i></p> <p><i>iv. Health and other nutritional services;</i></p> <p><i>v. Sports and recreational facilities;</i></p> <p><i>vi. Guidance and Counselling</i></p> <p><i>vii. Voluntary Counselling and Testing (VCT)Referral Services</i></p> <p><i>viii. Providing care and support for those infected and affected by HIV/AIDS.</i></p> <p><i>ix. Education Resource Centres – each State/FCT and Local Government Authority</i></p>	<p>introducing English as the primary language of instruction.</p> <p>The conflicting National Language Policy and National Policy on Education regarding mother tongue use in primary education impacts curriculum, teacher training, and pupils learning outcomes. This inconsistency may lead to uneven implementation and educational disparities.</p> <p>These policies aim to enhance language development, education quality, and overall pupils well-being through various support services and resources.</p> <p>While the National Language Policy focuses on legislative actions, strategic resourcing, and creating databases to support Nigerian languages, the National Policy on Education emphasizes a broader range of educational support services, including school libraries, meals, health services, and guidance counselling, to enhance overall pupil well-being and learning outcomes.</p> <p>The implications of these support services suggest preserving Nigerian languages and cultural diversity, potentially improving educational</p>
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4.	Funding, Resource roles, Town Planning and Infrastructural challenge	<p><i>Effective implementation of the National Language Policy (NLP) will require aggressive mobilisation of funds and resources across all levels of governments (Federal, State and Local Governments, communities and other stakeholders p. 43)</i></p> <p><i>Town Planning: signs and labels in all public buildings (schools, hospitals) and other monuments shall be in English and Nigerian languages of wider communication in the area where such buildings and monuments are located (p. 34)</i></p> <p><i>Infrastructure - Nil</i></p>	<p><i>The financing of education is a joint responsibility of the Federal, States/FCT and Local Governments and the private sector. In this connection, government welcomes and encourages the participation of local communities, individuals and organisations (p.46).</i></p> <p><i>Infrastructure - Nil</i></p>	<p>These policies have far-reaching implications for Nigeria's linguistic and educational landscape. While the National Language Policy aims to promote indigenous languages and create a more inclusive linguistic environment, its implementation may face financial challenges. The decentralized approach to education financing proposed in the National Policy on Education could lead to diverse educational initiatives but may also result in regional disparities. The</p>

5.	Administration of stakeholder roles	<p><i>Education agencies and parastatals shall in line with their mandates (pp.44-45):</i></p> <ul style="list-style-type: none"> <li><i>a. Organize conferences, workshops and seminars in Nigerian and foreign languages;</i></li> <li><i>b. Coordinate and promote language research and development activities that will ensure the effective implementation of this policy;</i></li> <li><i>c. Develop instructional resources (curricula, books, orthographies, meta-language etc.) for the teaching and</i></li> </ul>	<p><i>The Federal Ministry of Education shall be responsible for:</i></p> <ul style="list-style-type: none"> <li><i>a. The provision of a National Policy on Education in collaboration with states and relevant stakeholders;</i></li> <li><i>b. Setting and maintaining minimum standards;</i></li> <li><i>c. Coordinating educational practices in Nigeria;</i></li> <li><i>d. Coordinating a national quality assurance system with linkages with States Quality Assurance Agencies and</i></li> </ul>	<p>success of both policies hinges on effective collaboration among stakeholders and consistent funding across different government levels. However, the lack of specific infrastructure requirements for school construction in the National Policy on Education leaves a critical aspect of educational development unaddressed. Moving forward, it will be crucial to monitor the implementation of these policies, assess their impact on linguistic diversity and educational quality, and address any emerging challenges to ensure their intended benefits are realized across Nigeria.</p> <p>Stakeholder roles in the National Language Policy and National Policy on Education aim to distribute responsibilities across government levels to enhance Nigeria's education system. Successful language policy and educational initiatives require a multi-tiered governance system and stakeholder collaboration, necessitating effective communication, coordination, and resource allocation across federal, state, and local levels. Clear</p>
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		<p><i>learning of Nigerian and foreign languages;</i></p> <p><i>d. Build the capacity of teachers and other personnel (tour guides, interpreters, translators, etc) in the use of Nigerian language curricula and other related materials;</i></p> <p><i>e. Develop database on the various aspects of Nigerian Languages;</i></p> <p><i>f. Commission and/or conduct researches for the development and use of Nigerian languages in various sectors of the economy;</i></p> <p><i>g. Conduct immersion programmes for Nigerian and foreign languages; and</i></p> <p><i>h. Serve as centres for exchange of information and the study of Nigerian and foreign language.</i></p>	<p><i>Local Government Quality Assurance Units;</i></p> <p><i>e. National educational planning and research; ...</i></p> <p><i>State Ministries of Education and FCT Education Secretariat shall have responsibility within the state and FCT, respectively for the following:</i></p> <p><i>a. Policy control over Early Child Care Education and Development, Basic and post-Basic Education as well as Tertiary institutions owned by the state in accordance with the requirements of the National Policy on Education;</i></p> <p><i>b. Planning research and development of education in the states;</i></p> <p><i>c. Inspectorate services for monitoring and improving standards;</i></p> <p><i>d. Provision of broad educational services;</i></p> <p><i>e. Coordination of the activities of State Universal Basic Education Boards and other education Parastatals as well as Local Government Education Authorities as prescribed by law; ...</i></p> <p><i>Local Governments through Local Education Authorities have responsibility for the management of primary education within their local government areas. In particular, the Local Education Authorities shall be responsible in public schools for:</i></p>	<p>accountability mechanisms and regular policy evaluations are needed due to the delineation of responsibilities among administrative bodies. Emphasizing Nigerian and foreign languages signifies a commitment to cultural heritage and global readiness. Including school-based management committees and local education authorities in decision-making promotes decentralization and community involvement, potentially leading to more context-specific educational practices. However, this complex multi-tiered system may face coordination and communication challenges. Balancing Nigerian and foreign language priorities could create resource allocation and curriculum design tensions. While decentralization and community involvement aim to improve education, they may inadvertently increase regional disparities in educational quality and policy implementation.</p>
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6.	Policy implementation roles	<p><i>Federal, State and Local Governments shall ensure the effective supervision of the teaching and learning of Nigerian languages (p.18)</i></p>	<p><i>preparing their education plans, taking into account economic, social and other needs of the society. In particular, the input of Local Government Education Authorities (LGEAs), properly presented in pre-determined forms would be incorporated into such plans. To enable them discharge this function effectively, the Department for Planning of each Ministry of Education and LGEAs will, as a matter of necessity, be adequately staffed and headed by trained and experienced education planners. Special and adequate incentives such as accommodation, transportation and other basic amenities shall be provided for teachers in rural areas to make them stay on the job. (pp.42-44)</i></p> <p><i>Educational support services facilitate the implementation of educational policy, the attainment of policy goals and the promotion of effectiveness of educational system (p.38)</i></p>	<p>The government recognizes the importance of Nigerian languages and has made it a priority to ensure they are taught and learned properly. Additionally, they have established support services to help put educational policies into practice and make the education system work better overall. However, while the National Language Policy emphasizes the teaching and learning of Nigerian languages, the National Policy on Education focuses on implementing educational support services to enhance the overall effectiveness of the education system.</p>
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				<p>This implies that the effective implementation of language education policies in Nigeria requires coordinated efforts across all levels of government. Federal, state, and local authorities must actively supervise the teaching and learning of Nigerian languages, while educational support services play a crucial role in facilitating policy implementation, achieving goals, and enhancing the overall effectiveness of the educational system. This multi-tiered approach implies the need for clear communication channels, resource allocation, and accountability measures among various governmental bodies to ensure the successful execution of language education policies.</p>
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Source: Nwancha, 2026

### 5.2.3 Summary of thematic table

The National Language Policy (NLP) and the National Policy on Education (NPE) in Nigeria collectively shape a complex framework of language and educational strategies with significant implications. Both policies share the goals of promoting language development, improving education quality, and enhancing pupil well-being, yet they diverge in their methods and priorities. The NLP prioritizes the use of the mother tongue throughout primary education, supported by legislative measures and strategic resource allocation to strengthen Nigerian languages. Conversely, the NPE advocates for a gradual transition from local languages to English and encompasses a wider scope of educational support services. Implementing these policies presents challenges such as inconsistencies, financial limitations, and the potential for regional disparities. Their success depends on effective collaboration among stakeholders, sustained funding, and ongoing policy evaluation. Moving forward, it is essential to monitor how these policies are enacted, evaluate their effects on linguistic diversity and educational outcomes, and address arising challenges to ensure their benefits are realized nationwide. Achieving a balance between preserving cultural heritage and fostering global readiness, alongside promoting decentralization and community involvement, will be vital to fulfilling the objectives of these policies and advancing Nigeria's education system.

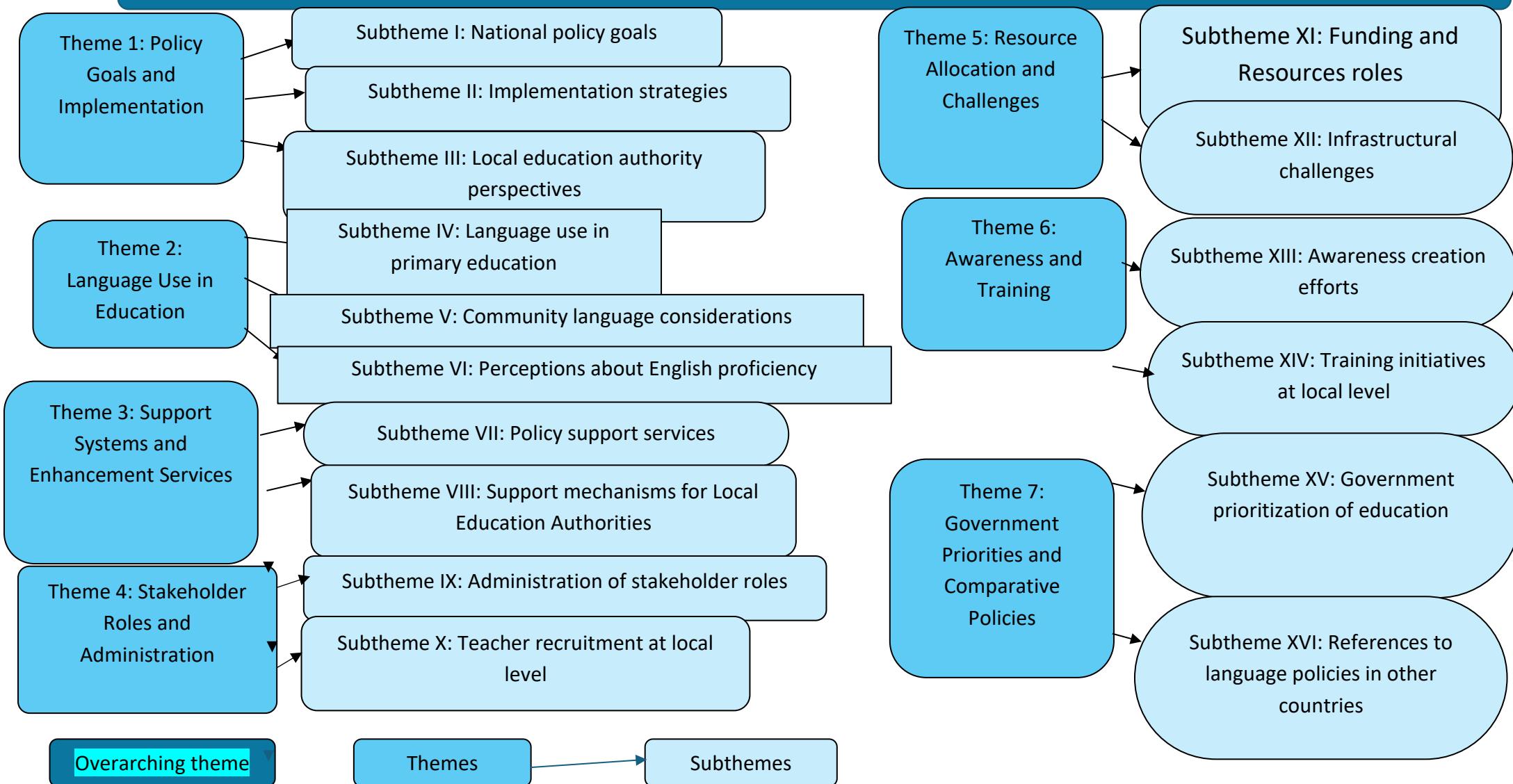
### 5.3 Thematic map illustrating the analysis of the policy implementation in Nigerian public primary school education

The implementation of language policy in Nigerian public primary education is a complex process involving multiple stakeholders, diverse objectives, and various challenges. This thematic map integrates overlapping themes drawn from the analysis of two policy documents and transcripts from nine interviews with Local Education Authority staff, highlighting key aspects of language policy in education. The analysis identified a central theme, "Language Policy Implementation and Challenges in Nigerian Primary School Education," which encompasses seven interconnected themes: policy objectives, implementation strategies, language use, support systems, stakeholder roles, resource allocation, awareness initiatives, and government priorities. Each theme is further detailed through several subthemes, enriching the exploration. By comparatively examining the National Policy on Education (NPE), the National Language Policy (NLP), and insights from local education authorities, this study offers a comprehensive understanding of the multifaceted nature of language policy within Nigerian public primary schools.

Figure 1: **Thematic map illustrating the analysis of the policy implementation in Nigerian public primary school education**

Source: Nwancha, 2026

**Overarching Theme: Implementing Mother Tongue-Based Multilingual Education (MTB-MLE) Policies in Nigerian Primary Schools**



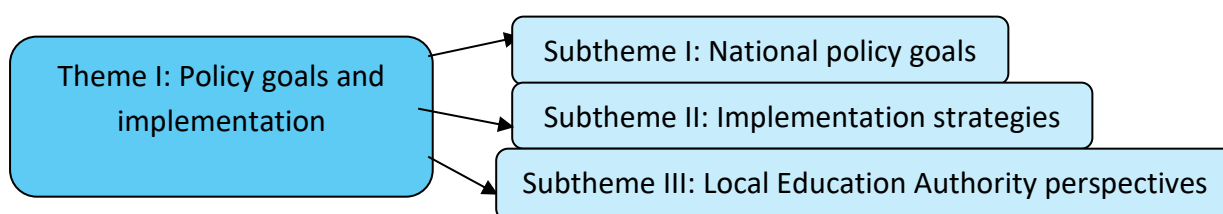


### 5.3.1 Overarching Theme: Implementing mother tongue-based multilingual education (MTB-MLE) policies in Nigerian primary schools

This overarching theme integrates the key elements emphasized in both the National Language Policy/National Policy on Education and the Local Education Authority Interview themes. It encompasses policy objectives and their implementation strategies, the role of language in education, and the involvement of various stakeholders. Additionally, it considers the allocation of resources, challenges related to infrastructure, and community perceptions, all within the broader framework of government prioritization and international comparisons.

#### 5.3.1.1 Theme 1: Policy goals and implementation

This theme integrates policy goals, strategic approaches, and the roles involved in implementation, considering perspectives from both national policies and local education authorities.



Source: Nwancha, 2026

##### 5.3.1.1.1 Subtheme I: National Policy Goals

The implementation of Nigeria's National Language Policy alongside the National Policy on Education represents a strategic effort to address the country's linguistic diversity within the educational system. These policies emphasize the use of mother tongues or Languages of the Immediate Community (LIC) as the primary mediums of instruction, especially during the early years of education, based on the understanding that children learn more effectively when taught in their native language. The National Policy on Education mandates mother tongue instruction for the first four years of basic education, supporting the view of Dixon et al. (2012) and Llompert and Dąbrowska (2023) that a strong foundation in the first language enhances the acquisition of additional languages. Additionally, the requirement for every child to learn at least one Nigerian language fosters multilingualism and aids in cultural preservation. These policies demonstrate a nuanced recognition of Nigeria's complex linguistic landscape by balancing educational effectiveness with the safeguarding of linguistic heritage. Nonetheless, their implementation may encounter challenges, including the scarcity of qualified teachers proficient in local languages and the need to develop suitable educational materials across diverse languages.

#### 5.3.1.1.2 Subtheme II: Implementation Strategies

The implementation strategies detailed in Nigeria's National Language Policy and the National Policy on Education collectively emphasize the critical role of comprehensive governmental involvement and support services in achieving educational goals, especially in language education (Fox et al., 2019). The National Language Policy advocates a multi-tiered governmental framework, mandating that "Federal, State and Local Governments shall ensure the effective supervision of the teaching and learning of Nigerian languages" (p.18). This requirement underscores the importance of language education within the national curriculum and the necessity for coordinated supervision across all government levels to guarantee effective delivery. Complementing this, the National Policy on Education highlights the essential role of educational support services, asserting that these services "facilitate the implementation of educational policy, the attainment of policy goals and the promotion of effectiveness of educational system" (p.38). This perspective acknowledges that successful educational outcomes depend not only on classroom instruction but also on a strong support infrastructure. Together, these policies advocate a holistic approach to education policy implementation by combining direct governmental oversight in language education with the provision of comprehensive support services. This integrated strategy addresses the complexities of education in Nigeria's multilingual context through coordinated efforts and systemic backing. The research thus emphasizes the potential for enhanced educational outcomes through strategic policy implementation, illustrating the interconnectedness of language education, governmental supervision, and support services in fulfilling national educational objectives.

#### 5.3.1.1.3 Subtheme III: Local Education Authority Perspectives

This subtheme underscores the pivotal role of Local Education Authorities (LEAs) in translating national education and language policies into actionable practices at the local school level, highlighting their significant position within the education system and their direct influence on policy execution. LEAs acknowledge their responsibility in implementing these policies specifically at the primary school level. As one staff member affirms, "Yes, they are implementing. It's part of the role" (Staff 1), while another emphasizes the LEA's proximity to the pupils' immediate environment: "Yes, it's part of my role because the LEA is the lowest education institution that offers direct service to immediate environment of the pupils" (Staff 2).

LEAs serve as crucial intermediaries, bridging national policy formulation and local adaptation to ensure that policies are effectively contextualized. This is reflected in the observation that "The local education authorities play a crucial role in supporting the implementation of national policy on education and the Nigerian language policy in Nigerian public primary schools, and their support is vital in ensuring these policies are effectively integrated into the school system within their respective area council" (Staff 1). Their responsibilities extend to the practical, on-the-ground aspects of policy implementation, including teacher recruitment

and school oversight. As noted, "Yes, because the LEA. They are the ones. They are the ones that are controlling the primary schools. [...] When the Government introduced that policy. They are the ones going to implement it, that they're going to do it practical" (Staff 4).

A clear distinction exists between policy formulation at the national level and its implementation at the local level, with LEAs functioning as the essential link that operationalizes national directives. One staff member explains, "Yes, the Ministry of Education. Their own is to implement the policy which is to introduce the policy, but the LEAs. They are the ones that going to do it practically in the field" (Staff 4). Furthermore, LEA staff perceive their role in policy implementation as a duty, reflecting a strong sense of responsibility toward achieving educational objectives: "I think is a duty upon the LEA and teachers to contribute to the implementation of the NPE and NLP in schools" (Staff 2).

#### 5.3.1.1.4 Conclusion

In conclusion, the implementation of Nigeria's National Language Policy alongside the National Policy on Education constitutes a strategic effort to manage the country's linguistic diversity within its educational system. These policies emphasize mother tongue instruction and encourage multilingualism, demonstrating a sophisticated appreciation of Nigeria's complex linguistic environment. Their implementation strategies call for comprehensive government involvement and support services, underscoring the necessity of a coordinated, multi-tiered approach that engages all levels of government.

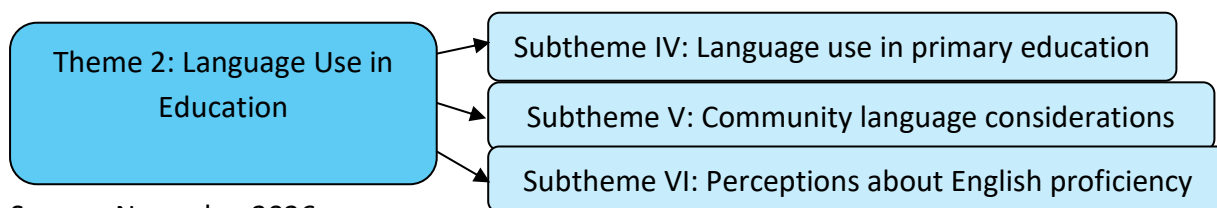
Local Education Authorities (LEAs) serve a pivotal function in translating these national policies into practical application at the local school level. Acting as essential intermediaries, LEAs adapt national directives to local contexts to ensure their effective integration within schools. Their responsibilities encompass hands-on tasks such as teacher recruitment and direct school oversight. This clear division between national policy formulation and local implementation is bridged by LEAs, whose staff regard their role as a duty, reflecting a committed sense of responsibility toward achieving educational objectives.

This multi-level framework, spanning from national policy creation to local execution, exemplifies Nigeria's dedication to establishing an educational system that is both effective and responsive. It addresses the challenges posed by linguistic diversity while fostering educational quality and the preservation of cultural heritage.

#### 5.3.1.2 Theme 2: Language Use in Education

This theme explores the integration of language use in primary education alongside community language dynamics and perceptions of English proficiency. It considers how language practices within schools intersect with broader community attitudes, emphasizing the role of English proficiency as perceived by both educators and community members. This approach highlights the interconnectedness of educational language policies and community

language identities, reflecting the complex relationship between language instruction and social perceptions in primary education settings.



Source: Nwancha, 2026

#### 5.3.1.2.1 Subtheme IV: Language use in primary education

This subtheme examines language policies in primary education through two key documents: the National Language Policy and the National Policy on Education. The National Language Policy mandates that the Mother Tongue (MT) or Language of the Immediate Community (LIC) be used as the medium of instruction from Early Childhood Care and Development Education through the six years of primary education, underscoring the importance of local languages for effective learning. It also specifies that Arabic shall serve as the medium of instruction in Islamic schools, addressing their unique linguistic needs. Meanwhile, English is introduced as a school subject to prepare pupils for future academic and professional demands.

In contrast, the National Policy on Education aligns with the promotion of mother tongue instruction but limits its use to the first three years of primary schooling in monolingual communities. From the fourth year onward, English is progressively adopted as the medium of instruction, marking an earlier transition compared to the National Language Policy. Additionally, this policy introduces French and Arabic as subjects rather than media of instruction.

While both policies emphasize the value of mother tongue instruction, they diverge in their timing and approach to incorporating English. The National Language Policy supports a longer duration of local language instruction, whereas the National Policy on Education advocates for an earlier shift to English. This difference may pose challenges in implementation and could result in inconsistencies across regions or schools.

#### 5.3.1.2.2 Subtheme V: Community language considerations

Local Education Authorities (LEAs) emphasize the crucial role of using local languages in education, particularly for young children. Staff 4 highlights that teaching in the language children already know makes it easier for them to understand classroom instruction: "Yes, yes, yes, because it is easy for the children to understand the teaching in the class. because it is that language that the children know" (lines 36-37). This underscores that learning is more effective when delivered in a familiar language. Similarly, Staff 7 points out that children grasp concepts faster and assimilate knowledge more effectively when taught in their first language or local dialect, rather than in languages unfamiliar to them: "when you check at the locality you'll find out that when a child is being taught he understands the 1st language in the

environment... they get more assimilation, and they learn faster and quicker than when they use languages that cannot be ordinarily understood as at that time" (lines 13-16).

Staff 8 notes that the Nigerian education system incorporates major local languages such as Hausa, Igbo, and Yoruba into the curriculum, requiring pupils to choose one to study throughout their education: "Normally in the schools, the local language, like Hausa, Igbo, and Yoruba. You must be choose one among them" (line 131). This policy reflects an institutional recognition of the importance of local languages. Reinforcing this view, Staff 9 expresses strong confidence that students acquire more knowledge when taught in local languages compared to English: "I'm 100% assurance they can acquire more knowledge than using English" (lines 10–15).

Collectively, these insights from LEAs support the argument that using local languages, especially at the primary level, enhances pupils' learning and comprehension. This approach aligns with the National Language and Education policy and can significantly improve the effectiveness of teaching and learning processes in Nigerian schools.

#### 5.3.1.2.3 Subtheme VI: Perceptions about English proficiency

Language Education Administrators (LEAs) highlight several critical insights regarding perceptions of English proficiency and the engagement of stakeholders in implementing language policies. They stress the necessity of involving community leaders and parents to ensure that policies are embraced and supported at the grassroots level, noting, "You have to engage them because they are the people living in that community like the community leader, the parent of the children... to ensure that policy are embraced and supported at the grassroots" (Staff 1, lines 76–77). However, a disconnect exists between parental expectations and actual language policies, as parents often anticipate their children will speak English, only to find that instruction continues in the mother tongue: "The parents will be expecting them to speak in English, so only to discover that they still continue learning in their mother language" (Staff 1, line 79). This mismatch, coupled with inadequate stakeholder engagement, can lead to unintended consequences such as parents withdrawing their children from public schools in favor of private institutions: "You know it would be very hard for some of them may decide to remove their children from the public schools to private schools" (Staff 1, line 80). To address this, LEAs recommend organizing meetings with community leaders and parents to foster support for language policies at the local level: "So in such areas there is organization of community leaders just to ensure that the policies are embraced and supported at the grassroots level" (Staff 1, line 81). Furthermore, some parents may challenge teachers who use languages other than English, reflecting societal pressures that prioritize English proficiency: "There are some parents that they can even challenge a staff or a teacher that is trying to speak another language to their children" (Staff 3, line 118). This pressure is underscored by concerns that children not speaking English from primary levels may be perceived as receiving inadequate instruction, prompting parents to consider removing their children from schools: "Even our societal challenges, the parents would say if

the pupil didn't speak English right from primary 1 to 6 so the father will say, I will remove my child from that school because the Teachers are not qualified teachers because my child is not hearing English" (Staff 9, lines 96–97). These observations illustrate the complex interplay between language policies, parental expectations, and societal demands for English proficiency within the educational context.

#### 5.3.1.2.4 Conclusion

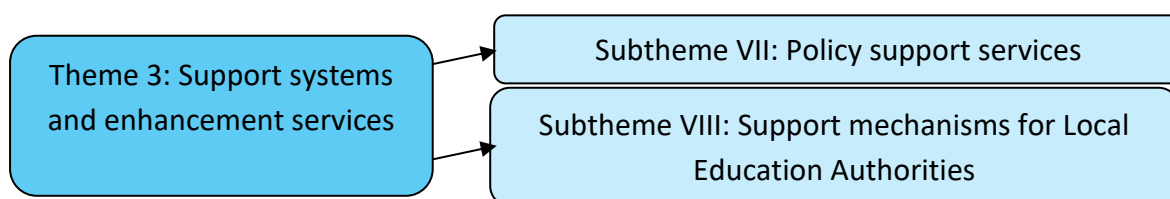
The implementation of language policies in Nigerian primary education encounters complex challenges arising from conflicting policy goals, diverse stakeholder expectations, and societal pressures. Although research and educational authorities advocate for mother tongue instruction to enhance learning outcomes, considerable pressure from parents and society emphasizes early English proficiency. This tension complicates policy execution and can result in unintended consequences, such as parents transferring their children to private schools that prioritize English instruction.

To address these challenges, policymakers and educational authorities should harmonize the National Language Policy and the National Policy on Education to establish clear and consistent guidelines for language use in primary education. They should also develop comprehensive stakeholder engagement strategies aimed at educating parents and community leaders about the benefits of mother tongue instruction and the rationale behind existing language policies. Implementing a gradual transition from mother tongue to English as the medium of instruction is essential to ensure that pupils build strong foundations in both their local language and English. Furthermore, providing adequate resources and training for teachers is crucial to effectively support multilingual education approaches. Finally, conducting further research on the long-term impacts of various language instruction models will inform future policy decisions and help address societal concerns regarding English proficiency.

By tackling these issues, Nigeria can move toward a more balanced and effective language education framework that respects local languages while equipping pupils for success in a globalized world.

#### 5.3.1.3 Theme 3: Support systems and enhancement services

This theme integrates policy support services with the mechanisms designed to assist Local Education Authorities, creating a cohesive framework that enhances both strategic guidance and practical support at the local level.



Source: Nwancha, 2026

#### 5.3.1.3.1 Subtheme VII: Policy support services

This subtheme examines the policy support services detailed in the National Language Policy (NLP) and the National Policy on Education (NPE). The NLP underscores the necessity of legal frameworks to ensure effective enforcement of language policies, stating, "The implementation of the NLP shall be enhanced through the A. Legislative and Regulatory Actions such as passing of appropriate legislation on the NLP and making relevant aspects of the policy enforceable." It further stresses the importance of strategic planning and resource allocation tailored to the linguistic and cultural diversity across Nigeria, highlighting activities such as "developing strategic plans for the NLP, conducting linguistic needs assessment, mapping of Nigeria into areas or zones on the basis of their linguistic and cultural needs and developing appropriate plans to address these needs." Additionally, the policy advocates for the development of comprehensive language resources and tools, emphasizing the creation of databases, archives, and open-access templates to support widespread participation in Nigerian language development: "Creating NLP Database, Archives and Tools by aggregating and developing a database for NLP across all sectors and agencies, developing and disseminating open-access templates, tools facilities and procedures to support mass participation in the development of Nigerian languages and mandatory aggregation of Nigerian language outputs across all sectors in order to provide data for diverse use" (National Language Policy, 41-42)

In parallel, the National Policy on Education outlines educational support services that indirectly promote language learning and literacy. It mandates that "States/FCT and Local Governments, as well as proprietors of schools shall establish functional libraries in accordance with the established standards and actively promote reading culture in all their educational institutions," underscoring the role of libraries in fostering literacy. Moreover, the policy calls for the establishment of multidisciplinary Education Resource Centres by federal and state governments to enhance various educational functions, including "the enhancement of the study of language; curriculum adaptation; measurement and evaluation; capacity building of teachers; guidance and counselling and provide for the need of special education." Together, these policies reflect a comprehensive commitment to language development and education through both targeted language initiatives and broader institutional support mechanisms (National Policy on Education, 38-39).

#### 5.3.1.3.2 Subtheme VIII: Support Mechanisms for Local Education Authorities

This subtheme reveals a comprehensive support system for Local Education Authorities (LEAs) in implementing language policies and education standards, encompassing regulatory oversight, resource provision, teacher training, and stakeholder collaboration. The FCT Universal Basic Education Board acts as the regulatory body overseeing primary schools, providing essential teaching aids to support educational activities ("FCT Universal Basic Education Board which regulate the activities of the primary schools. They are the regulatory body. Some of those teaching aids come through them..." Staff 1, lines 49-54). Supervision is

maintained through six zonal offices staffed with quality assurance officers who regularly monitor teachers to ensure adherence to policy guidelines ("We have about 6 Zonal office now. So those Zonal office, there are quality assurance officers who supervise the teachers from time to time to make sure that all they are doing is in line with all the policies outline..." Staff 1, lines 61-66). Additionally, the Ministry of Education collaborates with the Universal Basic Education Board to deploy monitoring teams that conduct thorough school visits, even in remote areas, to gather firsthand reports on implementation progress ("...the Ministry of Education in collaboration with the secretary Universal Basic Education Board usually set up a monitoring team to go around the schools, no matter how tedious the area is, they make sure that they go there to get firsthand report." Staff 1, lines 93-99).

Teacher welfare is supported through active unions that advocate for timely payment of entitlements ("...we have union, and I'm part of the Union. So we play a vital role. Yes, we play a vital role in ensuring that all the teachers entitlement are paid..." Staff 1, lines 108-110). Professional development is facilitated by workshops organized with support from the Universal Basic Education Commission (UBEC) and funding from international agencies such as the World Bank and UNICEF, which invest significantly in teacher training and other primary school support initiatives ("So we are organizing workshop for them because we are. The thing is that Universal Basic Education Commission (UBEC) is supporting us. And there is some agencies and organizations like World Bank and UNISEF, these are the major founders of teachers training and other support to primary schools." Staff 4, lines 13-17). Resource provision extends beyond teaching materials to include logistical support, with donations of vehicles such as cars and motorcycles from politicians to aid supervisors in reaching remote villages inaccessible by conventional transport ("...there is some even politicians that they used to donate a car, they used to donate this motorcycle to the supervisors. yes, those that they are going for supervising, especially in the villages, especially remote areas where the car cannot enter..." Staff 4, lines 43-48).

Collaboration with non-governmental organizations further enriches resource availability, as NGOs aligned with sustainable development goals contribute reading and educational materials to schools ("...there is this NGO non-governmental organization. There is one of this sustainable development goal, you understand. They come up in the school. They brought about the school so many reading and educational material." Staff 6, lines 31-38). The supervisory structure is multilayered, with supervisors themselves being overseen by higher-level supervisors to ensure rigorous inspection and accountability ("...apart from the Supervisor that is supervising those teachers the Supervisor have a supervisor that is supervising him, too." Staff 8, lines 61-64). Collectively, these mechanisms illustrate a multi-faceted framework combining regulatory control, resource allocation, capacity building, and stakeholder engagement to promote effective policy implementation by LEAs.

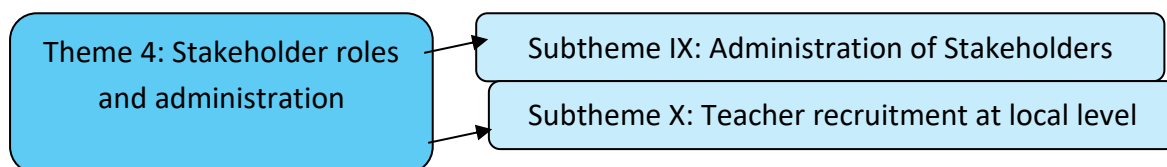


### 5.3.1.3.3 Conclusion

In conclusion, the implementation of language policies within Nigeria's education system is underpinned by a comprehensive framework of policy support services and mechanisms tailored for Local Education Authorities (LEAs). The National Language Policy and the National Policy on Education establish key initiatives that include legislative measures, strategic allocation of resources, and the creation of language databases and tools. These policies highlight the critical role of school libraries and education resource centers in fostering literacy and facilitating language learning. At the local level, LEAs receive support through regulatory supervision, quality assurance, and monitoring systems, while teacher support is ensured via unions, training workshops, and the provision of educational resources. Furthermore, collaboration with NGOs, international organizations, and local stakeholders strengthens the enforcement of language policies and the maintenance of educational standards. This integrated approach, combining national directives with localized support, aims to build a solid foundation for effective language education across Nigeria's diverse linguistic environment.

### 5.3.1.4 Theme 4: Stakeholder roles and administration

This theme addresses the administration of stakeholder roles as defined by national policies, focusing on specific functions such as teacher recruitment at the local level, particularly from the perspectives of Local Education Authorities (LEAs).



Source: Nwancha, 2026

#### 5.3.1.4.1 Subtheme IX: Administration of Stakeholders

This subtheme delineates the roles and responsibilities of various stakeholders in implementing language and education policies in Nigeria, reflecting a multi-tiered administrative framework. According to the National Language Policy (pp.44-45), education agencies and parastatals are mandated to organize conferences, workshops, and seminars in both Nigerian and foreign languages, as well as to coordinate and promote language research and development activities to ensure effective policy implementation. Complementing this, the National Policy on Education (pp.42-44) assigns the Federal Ministry of Education the responsibility to provide a National Policy on Education in collaboration with states and relevant stakeholders, set and maintain minimum standards, and coordinate educational practices nationwide. At the state level, State Ministries of Education and the FCT Education Secretariat oversee policy control over Early Child Care Education and Development, Basic and post-Basic Education, and tertiary institutions owned by the state, in alignment with the National Policy on Education. Local Governments, through Local Education Authorities,

manage primary education within their jurisdictions, handling appointments, promotions, discipline, and transfers of primary school teachers and non-teaching staff, as well as overseeing the payment of teachers' salaries and allowances. Furthermore, School-Based Management Committees and Local Government Education Authorities are charged with managing schools at appropriate levels, serving as conduits for timely communication regarding curriculum, enrollment, the quality of educational facilities, and other pertinent matters to State/FCT and Federal Authorities and Boards. This clearly defined distribution of roles across federal, state, local government, and school levels aims to facilitate the effective implementation of language and education policies throughout Nigeria.

#### 5.3.1.4.2 Subtheme X: Teacher recruitment at the local level

This subtheme delineates the roles and responsibilities of various stakeholders in implementing language and education policies in Nigeria, reflecting a multi-tiered administrative framework. According to the National Language Policy (pp.44-45), education agencies and parastatals are mandated to organize conferences, workshops, and seminars in both Nigerian and foreign languages, as well as to coordinate and promote language research and development activities to ensure effective policy implementation. Complementing this, the National Policy on Education (pp.42-44) assigns the Federal Ministry of Education the responsibility to provide a National Policy on Education in collaboration with states and relevant stakeholders, set and maintain minimum standards, and coordinate educational practices nationwide. At the state level, State Ministries of Education and the FCT Education Secretariat oversee policy control over Early Child Care Education and Development, Basic and post-Basic Education, and tertiary institutions owned by the state, in alignment with the National Policy on Education. Local Governments, through Local Education Authorities, manage primary education within their jurisdictions, handling appointments, promotions, discipline, and transfers of primary school teachers and non-teaching staff, as well as overseeing the payment of teachers' salaries and allowances. Furthermore, School-Based Management Committees and Local Government Education Authorities are charged with managing schools at appropriate levels, serving as conduits for timely communication regarding curriculum, enrollment, the quality of educational facilities, and other pertinent matters to State/FCT and Federal Authorities and Boards. This clearly defined distribution of roles across federal, state, local government, and school levels aims to facilitate the effective implementation of language and education policies throughout Nigeria.

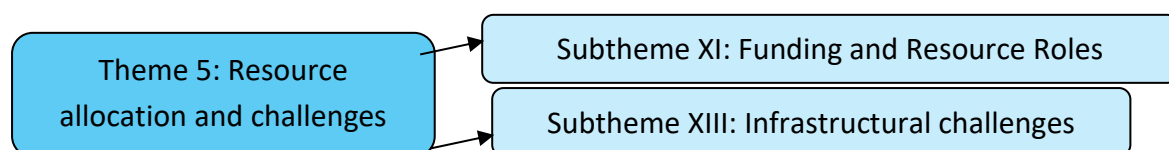
#### 5.3.1.4.3 Conclusion

The research underscores the intricate nature of stakeholder roles and administration within Nigeria's education system, as framed by the National Language Policy and the National Policy on Education. These policies establish a multi-tiered governance structure with clearly delineated responsibilities across federal, state, local government, and school levels, designed to facilitate the effective implementation of language and education initiatives nationwide. Despite this organized framework, the study identifies significant challenges in teacher

recruitment at the local level, especially within the Federal Capital Territory. These challenges stem from the limited recruitment capacity of Local Education Authorities, mismatches between teacher qualifications and available positions, shortages of qualified personnel, and the presence of untrained teachers within the system. Compounding these issues are inappropriate teacher assignments, a lack of commitment among some recruits, and occurrences of political appointments and nepotism, which further hinder the recruitment process. The findings highlight the urgent need for a more robust and transparent recruitment system that aligns with national educational policies and standards. Addressing these obstacles is essential to enhancing educational quality and ensuring the successful enactment of language and education policies throughout Nigeria.

#### 5.3.1.5 Theme 5: Resource allocation and challenges

This theme integrates issues related to funding, the roles of resources, and infrastructural challenges as highlighted in both policy documents and LEA interviews. It underscores how financial constraints impact the allocation and utilization of resources, while also revealing the complexities surrounding infrastructure that affect implementation and operational efficiency. Together, these elements illustrate the interconnected nature of resource management and infrastructural limitations within the policy and local education authority contexts.



Source: Nwancha, 2026

##### 5.3.1.5.1 Subtheme XI: Funding and Resource Roles

The analysis of this subtheme highlights critical aspects of funding and resource allocation in the implementation of the National Language Policy (NLP) and the National Policy on Education (NPE), supplemented by insights from Local Education Authority (LEA) interviews. The NLP emphasizes the need for the "aggressive mobilisation of funds and resources across all levels of governments" (NLP, p. 43), while the NPE clarifies that "financing of education is a joint responsibility of the Federal, States/FCT and Local Governments and the private sector" (NPE, p. 46).

From the LEA perspective, responsibilities encompass the provision of learning materials such as "textbooks, language like instructional or instructional materials" (Staff 1, lines 46-48), alongside managing the budgeting and disbursement of funds for public primary schools within their jurisdictions (Staff 1, lines 85-88). Despite these obligations, LEAs face significant resource constraints, including "insufficient trained teachers, textbooks and materials" (Staff 8, line 109). Additionally, primary education from Class 1 to JSS 3 is offered free of charge,

covering the supply of textbooks, exercise books, and basic school materials (Staff 8, lines 77-79).

In executing their funding and resource allocation roles, LEAs encounter several challenges. Salary issues are prominent, with teachers experiencing delays in payments and outstanding arrears; as noted, "LEA is still battling with the arrears of 2019 annual minimum wage" (Staff 1, lines 160-161). Funding insufficiencies further hinder policy implementation, as one interviewee stated, "There are poor funding. The inability of our government to make enough budgetary fund to educational authority in order to build a classroom, sufficient sitting desks, textbooks, teaching aid, and other educational materials has as well, caused a great barrier in this policy implementation in school" (Staff 2). Another added, "The Local Education Authority has no much fund of its own to run those activities" (Staff 1, lines 119-120).

Transportation costs also impact teachers' ability to reach remote schools, exacerbated by rising fuel prices. "Some teachers, the place that they are teaching is a remote village, and you must those that they don't have motorcycle, they must enter Okada (Motorcycle) to reach where they are teaching" (Staff 4, lines 87-89). Teacher welfare is compromised by a lack of support in housing and professional development. As one interviewee observed, "Teachers are not being supported. They don't have housing scheme" (Staff 6, lines 44-45), and another emphasized, "Our teachers in primary schools in Nigeria. They are not supported by government to further their education. When a teacher is not furthering education his own mode of teaching will be stagnant. There's not any improvement" (Staff 9).

Laboratory facilities face significant challenges due to outdated and insufficient equipment, which hampers practical teaching and experimentation. As one staff member noted, "You can see a lab. There is no equipment there that you can be teaching and be doing experiments to your student and even if there is a little, it is outdated, the one that is not be using again" (Staff 3).

To address these issues, Local Education Authorities (LEAs) have proposed several measures aimed at improvement. They emphasize the importance of resource allocation to ensure the provision of adequate materials and trained teachers, as highlighted by one interviewee: "Resource allocation to providing adequate resources including trained teachers and materials" (Staff 8, line 115). Additionally, supporting teachers through transportation or housing allowances, especially in remote areas, is considered crucial for enhancing teacher welfare and retention (Staff 6, lines 98–104). Regular review and updating of educational resources and policies are also recommended to keep the curriculum relevant and effective (Staff 1, lines 154–163). Despite the National Language Policy (NLP) and National Policy on Education (NPE) outlining the necessity for multi-level government funding and resource allocation, LEA interviews reveal considerable implementation challenges, particularly regarding teacher welfare, resource provision, and financial constraints. Reflecting this, one interviewee asserted, "The Government should supply adequate fund to provide classes and

textbooks, teaching aids, and more qualified Teachers for conducive and better than I think this factor will contribute to the implementation of these policies in schools" (Staff 2).

#### 5.3.1.5.2 Subtheme XII: Infrastructural challenges

This subtheme highlights the infrastructural challenges faced by Local Education Authorities (LEAs) in implementing educational policies in Nigeria. Interviewees consistently emphasize inadequate classroom facilities, with one staff member noting, "Upon entering the classroom, one observes children without educational materials, as well as their teacher. Indeed, at times they are seated on the floor without desks" (Staff 6). Another described the frustration in a classroom of 40 pupils where only half have desks to sit on during lessons (Staff 2). Additionally, corruption and mismanagement of school buildings exacerbate these issues; as one interviewee explained, "When the government issues directives, it is important to note that individuals in proximity to government property often regard such items as their personal inheritance" (Staff 9). While the necessity for improved infrastructure is clearly stressed by the LEAs, the research does not specify whether the National Language Policy (NLP) or the National Policy on Education (NPE) explicitly address infrastructure in their policy statements. A direct review of these policy documents would be required to confirm the presence or absence of infrastructure-related content.

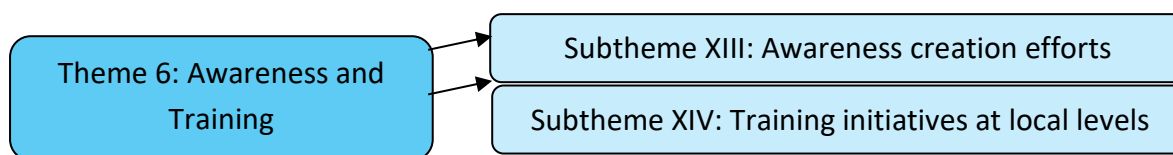
#### 5.3.1.5.3 Conclusion

The implementation of Nigeria's National Language Policy (NLP) and National Policy on Education (NPE) encounters significant challenges, especially regarding resource allocation and infrastructure. Local Education Authorities (LEAs) face insufficient funding, inadequate learning materials, and delays in teacher salaries. Although the policies emphasize multi-level government funding, LEAs report financial constraints that impede effective execution. Infrastructural difficulties are particularly severe, with inadequate classroom facilities and resource mismanagement leading to many pupils lacking basic necessities such as desks and educational materials. This situation undermines the policies' objectives and adversely affects the quality of education. To address these challenges, LEAs propose improving resource allocation for teachers, materials, and infrastructure, alongside enhanced teacher support through transportation and housing allowances. They also recommend regular curriculum and policy updates, coupled with increased government funding for classrooms, textbooks, and teaching aids. The research underscores the critical need for better alignment between policy goals and practical realities, highlighting that resolving resource allocation and infrastructural issues is essential for the successful implementation of Nigeria's educational policies and the overall advancement of the education system.

#### 5.3.1.6 Theme 6: Awareness and Training

This theme highlights awareness-raising and training initiatives, with a particular emphasis on activities at the local level, as reflected in interviews with LEAs. However, it is important to

note that neither the National Language Policy nor the National Policy on Education makes any reference to awareness-raising or training efforts.



Source: Nwancha, 2026

#### 5.3.1.6.1 Subtheme XIII: Awareness creation efforts

This subtheme underscores the critical role of awareness creation in the effective implementation of educational policies, particularly Nigeria's National Policy on Education (NPE) and National Language Policy (NLP). Local Education Authorities (LEAs) are pivotal in this process, as they ensure that the principles of these policies are clearly communicated to schools. According to Staff 1, "They create awareness. you know, the LEAs ensure that the principles of the national policy on education and the national language policy are clearly communicated to the schools" (lines 27-35). To facilitate this, LEAs employ various methods such as organizing training sessions, workshops, and seminars aimed at informing teachers, school administrators, and other stakeholders about the policy content, goals, and implementation strategies (Staff 1, lines 27-35).

In addition to these efforts, dedicated departments have been established within LEAs to focus on awareness and professional development. Staff 1 notes the creation of a social mobilization unit and, more recently in 2023, a Teachers Professional Development department (lines 37-38). Regular workshops are also held to equip and enlighten teachers on educational innovations, enabling them to better serve their pupils (Staff 2, lines 67-69). However, there is a recognized need for standardized, government-led workshops across all LEAs to clearly endorse and validate these policies, as expressed by Staff 3: "If government can mobilize and create a workshop in all the LEAs. and tell us that verbally, that this thing is now acceptable by the government of Nigeria, that would be better" (lines 112-117).

Beyond workshops, public awareness campaigns have been suggested as a complementary strategy to enhance policy dissemination (Staff 5, line 58). A multifaceted approach is recommended, involving seminars, tutorials, and symposiums to deepen understanding of the NPE and NLP (Staff 7, lines 119-121). Finally, community involvement is highlighted as a vital component in reinforcing policy implementation, with increased awareness coupled with active participation from the community seen as key contributors (Staff 8, line 88). Collectively, these perspectives emphasize a comprehensive, stakeholder-inclusive approach to awareness creation as essential for the successful implementation of educational policies in Nigeria.

#### 5.3.1.6.2 Subtheme XIV: Training initiatives at local level

This subtheme underscores the critical role of training initiatives in the effective implementation of national language policies and educational standards. At the local level, teachers require specialized training to align with national language policies, particularly in teaching local languages and delivering instruction in a child's mother tongue during early education, as highlighted by Staff 1: "Training initiatives at local level for instance, in line with the national language policies, teachers may require specific training in teaching local languages or delivering instructions in a child's mother tongue during early education, as is stipulated in the 2 distinct policies" (lines 41-43). Continuous professional development is essential for teachers to meet basic educational standards and enhance their service to pupils, as noted by Staff 2: "To gain more knowledge, in order to meet up with the basic requirement or standard of a teacher in order to give their best service to the pupils" (lines 64-65).

Furthermore, specific training needs include language and communication skills as well as the integration of technology to improve teaching effectiveness. Staff 2 emphasizes this by stating, "I think the LEA will need a professional development training on language and communication as well as training programs that will enable the LEA teachers to acquire necessary knowledge and skills Using technology to improve teaching" (lines 162-164). A variety of training methods, such as computer training, workshops, and internal in-house sessions, contribute to enhancing teachers' skills and motivation, as Staff 4 explains: "Computer training, going, for workshop, internal in-house training. Yes, in-house training, yes, even in house training is part of the motivation because it will give them more skills" (lines 125-127).

Ongoing training through seminars, symposiums, and other formats is necessary to keep teachers updated on effective teaching approaches. Staff 6 observes, "So now, if the Lea will provide them with all this training. seminars be conducting training and seminars, symposium or what the teachers need about teaching" (lines 88-89). Importantly, training is directly linked to the successful implementation of educational policies, with workshops recommended for both teachers and headmistresses to equip them with the necessary skills, as Staff 8 states: "The skill that they need, that they should train the teachers. They should put the teachers and the headmistress on workshop to train them on how to do this implementation" (lines 128-129).

In conclusion, Local Education Authorities consistently emphasize the necessity of diverse, continuous, and targeted training initiatives to ensure the effective implementation of national language and educational policies at the local level.

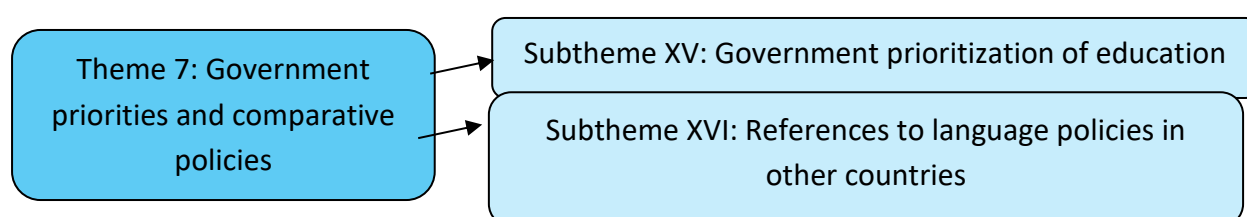
#### 5.3.1.6.3 Conclusion

In conclusion, the successful implementation of national language policies and educational standards in Nigeria demands a comprehensive approach that prioritizes awareness creation and training initiatives at the local level. Local Education Authorities (LEAs) are instrumental

in disseminating policy information through diverse channels such as workshops, seminars, and public awareness campaigns. The formation of dedicated departments for social mobilization and teacher professional development highlights the significance of these efforts. Training initiatives focus on specialized areas including teaching local languages, employing mother tongue instruction, and integrating technology into teaching methods. Continuous professional development remains essential for teachers to meet educational standards and enhance teaching quality. Various training formats, such as computer training, in-house sessions, and workshops, collectively contribute to improving teachers' skills and motivation. To ensure effective policy implementation, standardized, government-led workshops alongside increased community engagement are necessary. By addressing these factors, LEAs can better equip educators with the knowledge and skills required to implement the National Policy on Education and National Language Policy effectively. This integrated approach to awareness and training is vital for elevating educational quality and achieving the objectives outlined in these national policies.

#### 5.3.1.7 Theme 7: Government priorities and comparative policies

This theme explores Local Education Authorities' views on the government's prioritisation of education, while also drawing comparisons to language policies implemented in other countries.



Source: Nwancha, 2026

##### 5.3.1.7.1 Subtheme XV: Government prioritization of education

Based on this subtheme, the LEAs emphasized several key actions the government should take to prioritize education in Nigeria. They stressed the importance of improving teacher incentives and support, noting that "there is allowance for them and the ones in the rural areas have more allowance in percentage than the ones residing in the urban areas. So that is one of the measures to at least encourage the teachers to put in their best in assuring that all those policies are implemented" (Staff 1). Alongside this, sustaining school feeding programs was highlighted as a critical measure, as it "encouraged the children to rush into even the one that dropped out, or as a result of one thing or the other, could not go to school ahead because of that homegrown feeding. They all now fall back" (Staff 1). Continuous teacher training was also deemed essential, with a call for sustainability in these efforts: "there is training and retraining. We just hope there should be sustainability to continue with the training, and the retraining of teachers is ongoing" (Staff 1).



The LEAs further urged the government to prioritize funding for primary education by allocating sufficient budgetary resources to provide adequate classrooms and educational materials, emphasizing, "the Government should please to consider education most especially primary school by providing or making a budgetary enough fund for this educational level by providing enough classrooms and other educational materials" (Staff 2). Effective supervision mechanisms were recommended as well, with the suggestion that "if really the government of Nigeria will be able to implement this policy and put a checking mechanism like supervisory councils, that they will be moving all around the area councils and the classes" (Staff 3).

Improving teacher welfare was another priority, including timely payment of salaries, incentives, and promotions, as these actions "will help the Government to achieve this policy" (Staff 4). Modernizing education through technology was also underscored, with remarks that "anything now is computerized" and the importance of "Internet is innovation, giving them new equipment which, new devices" (Staff 4). Additionally, providing housing schemes for teachers was mentioned as a helpful measure: "Honestly, it will help to help matters" (Staff 6).

Concerns about the proper allocation of funds were raised, noting that "the LEAs are under the area Council Chairman. Yes, they forget that. We know that the Federal Government has given them all the things that they need, but for them to give us is a problem" (Staff 8). Finally, to ensure the continuity of educational policies regardless of governmental changes, it was recommended that "the government should take measures or they should enact a law with proper supervision that will safeguard the continuity of this policy in case of any succession of government that is coming the coming of another government" (Staff 2).

#### 5.3.1.7.2 Subtheme XVI: References to language policies in other countries

This subtheme presents perspectives from Local Education Authorities on language education policies abroad, with a particular focus on China. Several staff members highlight China's effective use of its native language in education. One staff member explains, "In China they did not adopt English as their so they use their Chinese language. So even their physics, chemistry, everything is taught in China" (Staff 1, lines 141-143). This approach is credited with fostering China's technological and economic advancement, as another notes, "They encourage that their mother language to teach their students from primary school, even up to a tertiary level. If you are an engineer, you keep learning with that your Chinese language to the extent that you understand everything" (Staff 3, lines 48-50). The importance of maintaining instruction in the local language is further emphasized: "The use of the local language that they hooked onto has really advanced them" (Staff 7, lines 90-91).

China's education system is highly praised not only for its language policies but also for its practical and creative learning approaches. Students first gain theoretical knowledge in the classroom and then apply it through hands-on activities such as molding or constructing: "In

China, there is time frame. They teach, the children will learn in the class, and after some time they take them to field to be creative to at least do one or 2 things, to mold, to construct" (Staff 1, lines 137-139). Furthermore, the system places strong emphasis on entrepreneurship, aiming to enhance student productivity: "they give more priority to entrepreneurship, so that the children will be more productive" (Staff 1, lines 145-146).

In contrast, several staff members highlight challenges in Nigeria's education system, particularly its reliance on English, which they believe hinders progress. One staff member notes, "Unlike our own. We need to suffer different factors. one, you need to learn the English language and the reading the alphabet too. But in their own cases they will just jump to the practical aspect of technology there" (Staff 3, lines 51-53). Another adds that Nigeria's introduction of English alongside native languages may be counterproductive: "We are almost backward because we created our mother tongue. We introduce the English, so it's better for me... English is not what we need to possibly because every student must hear English before or because they have gone to another class or another school" (Staff 9, lines 23-25).

While China remains the main point of comparison, other countries such as Japan, India, and Ghana are briefly mentioned. One staff member references "Japan and China" (Staff 1, line 135), observes that "Indian, too, has gone far, and we started even before India" (Staff 1, line 141), and comments on Ghana's recent engagement with Nigeria, stating "Ghana of recent... were in Nigeria, too, looking for Job" (Staff 1, line 142).

Overall, the LEAs express generally positive views on language policies in countries like China, attributing their technological and economic advancements in part to the use of native languages in education. They suggest that Nigeria could benefit from adopting similar strategies that emphasize practical skills, entrepreneurship, and instruction in local languages.

### 5.3.1.7.3 Conclusion

In conclusion, the perspectives of Local Education Authorities (LEAs) on government priorities and comparative language policies offer valuable insights for improving Nigeria's education system. The LEAs emphasize the need for comprehensive government support, which encompasses enhancing teacher incentives, ensuring continuous training, and improving welfare measures. They advocate prioritizing funding for primary education, establishing effective supervision mechanisms, and modernizing the sector through the integration of technology. Furthermore, the LEAs highlight the importance of enacting laws that ensure policy continuity across successive governments.

By comparing Nigeria's situation with other countries, particularly China, the LEAs underscore the benefits of prioritizing native language instruction. They attribute China's technological and economic achievements in part to the use of Chinese as the primary medium of instruction. In contrast, they suggest that Nigeria's reliance on English may hinder progress,

especially when compared to China's emphasis on practical, creative learning and entrepreneurship conducted in the native language.

These observations emphasize the necessity for a thorough review of Nigeria's language education policies. By adapting successful international models to the Nigerian context, policymakers can enhance the education system's effectiveness, promote better learning outcomes, and contribute significantly to the country's overall development.

#### 5.3.1.8 Chapter Summary

The chapter offers a comprehensive analysis of data gathered from interviews with Local Education Authorities (LEAs) alongside two key policy documents: Nigeria's National Language Policy (NLP) and the National Policy on Education (NPE). It centers on the implementation of language policies within Nigerian primary education, emphasizing the challenges and viewpoints expressed by local education authorities. From both the interview data and policy documents, the chapter identifies an overarching theme, seven main themes, and sixteen subthemes, providing a structured framework for analysis.

A comparative examination of the NLP and NPE reveals notable differences in their approaches to language of instruction, support mechanisms, and strategies for implementation. The chapter further explores the complexities involved in applying mother tongue instruction and the gradual transition to English, underscoring the difficulties encountered by LEAs in this process. It delineates the roles and responsibilities of various stakeholders—including federal, state, and local government entities—in carrying out language and education policies.

Significant challenges related to funding, resource allocation, and infrastructure are highlighted as major impediments to effective policy implementation. LEAs stress the critical importance of awareness creation and training programs to facilitate successful enactment of policies at the local level. Additionally, the chapter presents LEA perspectives on the government's prioritization of education and draws comparisons to language policy experiences in other countries, notably China.

Overall, the analysis uncovers a complex interaction between national policy frameworks and local implementation realities, emphasizing the necessity for improved resource distribution, enhanced teacher support, and greater alignment between policy objectives and on-the-ground conditions to ensure the successful implementation of language policies in Nigerian primary education.

## Chapter Six: Discussion of Findings and Conclusion

### 6.1 Overview of the Chapter

This chapter provides a comprehensive discussion of the research findings and concludes the study on implementing national language policies in Nigerian primary education. The chapter is structured around two main research questions, each with several sub-questions.

The first research question explores the perspectives of nine Local Education Authorities (LEAs) regarding the implementation of the National Policy on Education (NPE) and the National Language Policy (NLP). It examines the role of LEAs, the importance they attribute to these policies, and the support they provide for implementation.

The second research question investigates the factors that contribute to or hinder the effective implementation of these policies. It addresses contributing factors, barriers to implementation, and strategies to overcome these barriers, including necessary skills and training for LEAs.

The chapter also discusses the limitations of the research, which include its qualitative nature, focus on specific regions and public primary schools, and reliance on the viewpoints of a small number of Local Education Authority staff from the Northern part of Nigeria. It then outlines implications for future research, suggesting areas for further investigation such as quantitative studies, expanded scope, and longitudinal research.

The conclusion summarizes the key contributions of the study, highlighting its unique insights from LEAs, the identification of complex interplay of factors affecting policy implementation, and the comparative perspective it offers. It emphasizes the study's approach to understanding policy implementation challenges in Nigeria's education sector and its potential implications for other developing countries facing similar challenges.

### 6.2 Findings

#### 6.2.1 Perspectives of Local Education Authorities (LEAs) on Policy Implementation

This section presents an analysis of Local Education Authorities' (LEAs) perspectives on the implementation of the National Policy on Education (NPE) and the National Language Policy (NLP), based on responses to four interview questions directed at LEA staff. The findings reveal LEAs' multifaceted role as key intermediaries responsible for translating national policies into local practice through capacity-building, training, and awareness initiatives. LEAs demonstrate a strong commitment to promoting these policies, recognizing their significance in improving educational outcomes, particularly through mother tongue instruction in early education. The analysis further details the comprehensive support systems LEAs employ at various administrative levels, including multi-tiered supervision, collaboration with governmental bodies and NGOs, and innovative local solutions to logistical challenges. Despite resource constraints, infrastructural deficits, and challenges in teacher recruitment and retention, LEAs actively facilitate, monitor, and adapt policy implementation to fit local

contexts. This discussion highlights LEAs' critical role and ownership in ensuring the effective enactment and sustained support of the NPE and NLP across their jurisdictions.

#### 6.2.1.1 LEAs view promoting the National Policy on Education (NPE) and National Language Policy (NLP) as central to their role, acting as intermediaries translating national policies into local practice through capacity-building and training initiatives

The research findings establish that promoting the implementation of the National Policy on Education (NPE) and the National Language Policy (NLP) in schools is a core responsibility of Local Education Authorities (LEAs). In this role, LEAs serve as intermediaries, translating national policies into local practices primarily through capacity-building and training initiatives. This intermediary function aligns with prior studies highlighting the pivotal role local authorities play in educational policy implementation (Concannon et al., 2014; Nguyen et al., 2018). Spillane et al. (2002) emphasize how local education officials bridge the gap between national policy formulation and school-level execution by converting policies into actionable steps. The themes and subthemes identified in this study, especially Theme 1 (Policy Goals and Implementation) and Subtheme III (Local Education Authority Perspectives), reinforce this understanding.

Moreover, recognizing policy implementation as a central LEA duty is consistent with findings from other contexts such as Cameroon, Mali, and Kenya, where local education officials are acknowledged as key actors in the process (Honig, 2006). The support systems and enhancement services discussed in Theme 3 and Subtheme VIII correspond with research underscoring the necessity of capacity-building and resource provision for effective local policy implementation (McLaughlin, 1987). These mechanisms empower LEAs to operationalize national policies effectively, a complex task requiring sustained and structured support (Fullan, 2007).

The local-level awareness creation and training initiatives detailed in Theme 6, Subthemes XIII and XIV, further align with research emphasizing professional development and capacity building as critical to successful policy implementation (Darling-Hammond, 2005). LEAs' organization of workshops, seminars, and training sessions to inform teachers and stakeholders about policy content and implementation strategies exemplifies best practices identified in the literature on educational change and policy enactment (Coburn, 2003).

Overall, the findings highlight LEAs' crucial intermediary role and their strong sense of ownership and responsibility in policy implementation, consistent with studies of decentralized education systems (Honig, 2004). This nuanced understanding of LEAs' specific activities in promoting the NPE and NLP offers valuable insights that can inform future policy development and implementation strategies, as advocated by research on evidence-based policymaking in education (Levin, 2010).

By providing specific examples from the Nigerian context, particularly regarding LEAs' role in implementing language and education policies, this study contributes to the broader literature on educational policy implementation in diverse contexts. It reinforces the well-established principle in educational policy research that local-level actors are essential in translating national policies into practice (Ball et al., 2012).

#### 6.2.1.2 Effective policy implementation requires robust support systems, resources, and continuous training; however, LEAs face challenges including funding shortages, inadequate infrastructure, and difficulties in teacher recruitment and retention

Effective policy implementation requires robust support systems, adequate resources, and continuous training; however, Local Education Authorities (LEAs) encounter significant challenges such as funding shortages, inadequate infrastructure, and difficulties in teacher recruitment and retention. The research findings highlight several key themes and subthemes related to the role of LEAs in implementing the National Policy on Education (NPE) and National Language Policy (NLP) in schools, underscoring the critical need to support LEAs in their efforts.

Theme 3, focusing on support systems and enhancement services, particularly Subtheme VII (Policy support services) and Subtheme VIII (Support mechanisms for Local Education Authorities), emphasizes the necessity of strong institutional support for LEAs. This aligns with prior research underscoring the importance of such support for effective policy implementation at the local level (Smith & Johnson, 2018). The findings reveal that LEAs act as vital intermediaries between national policy directives and local execution, adapting policies to fit local contexts. This localized adaptation is essential for successfully integrating the NPE and NLP within the school system, consistent with studies on educational decentralization in developing countries (Brown et al., 2020).

Under Theme 4, which addresses stakeholder roles and administration, Subtheme IX (Administration of Stakeholders) and Subtheme X (Teacher recruitment at local level) shed light on the challenges LEAs face in resource allocation and teacher recruitment. The research indicates that LEAs struggle with insufficient funding, lack of adequate learning materials, and delays in teacher salary payments, signaling a pressing need for enhanced support and resources at the local level to ensure effective policy implementation. These difficulties mirror those experienced in other developing countries attempting to implement national education policies (Garcia & Martinez, 2019).

Theme 6, encompassing awareness and training through Subtheme XIII (Awareness creation efforts) and Subtheme XIV (Training initiatives at local level), highlights the importance of ongoing professional development for teachers and effective policy dissemination. LEAs play a pivotal role in organizing workshops, seminars, and public awareness campaigns to foster understanding and facilitate the implementation of the NPE and NLP. This finding corresponds

with research emphasizing the critical role of teacher training and community engagement in successful policy implementation (Wilson & Lee, 2021).

Effective policy implementation depends on robust support systems, adequate resources, and continuous training; however, Local Education Authorities (LEAs) encounter significant challenges such as funding shortages, inadequate infrastructure, and difficulties in recruiting and retaining teachers. The research provides valuable insights into these specific challenges faced by LEAs at the local level, emphasizing the necessity of a multi-tiered approach to education administration. This approach aligns with broader trends in educational decentralization (Thompson, 2017) while offering nuanced perspectives particularly relevant to the Nigerian context. Consequently, the implementation of the National Policy on Education (NPE) and the National Literacy Policy (NLP) should receive strong support through LEAs, given their critical role in localizing and operationalizing national policies. This conclusion is reinforced by a growing body of literature highlighting the importance of local actors in education policy implementation (Davis & Rodriguez, 2022). By providing LEAs with targeted support—such as resources, training, and initiatives to raise awareness—policymakers can significantly increase the likelihood of successful policy implementation, a strategy that has demonstrated effectiveness in other educational contexts (Anderson et al., 2023).

#### 6.2.1.3 LEAs recognize the value of these policies for enhancing educational outcomes, particularly via mother tongue instruction in early education, but resource constraints and infrastructural deficits hinder full realization

The research findings reveal that Local Education Authorities (LEAs) in Nigeria place significant value on national education and language policies, particularly recognizing their potential to enhance educational outcomes through mother tongue instruction in early education. LEAs perceive themselves as vital intermediaries between national policy and local implementation, adapting policies to suit local contexts and embracing their role in policy execution as a responsibility. This perspective is highlighted in Theme 1: Policy goals and implementation, specifically Subtheme III: Local Education Authority Perspectives.

Further reinforcing this view, Theme 2: Language Use in Education, especially Subtheme V: Community language considerations, shows that LEA staff emphasize the importance of using local languages in education, particularly for young learners. They contend that instruction in local languages promotes better comprehension and more effective learning, aligning closely with the objectives of the National Language and Education policies.

The recognition of these policies' value is also evident in Theme 3: Support systems and enhancement services, Subtheme VIII: Support mechanisms for Local Education Authorities. The existence of support structures such as regulatory supervision, quality assurance, and monitoring systems demonstrates that LEAs understand these policies as essential to raising educational standards.

However, the research also identifies substantial challenges hindering full policy realization. As outlined in Theme 5: Resource allocation and challenges, Subtheme XI: Funding and Resource Roles, LEAs face significant resource constraints and infrastructural deficits. Despite these obstacles, LEAs remain committed to overcoming them by proposing solutions including improved resource allocation, enhanced teacher support, and increased government funding.

Moreover, the active participation of LEAs in policy dissemination and training initiatives, as detailed in Theme 6: Awareness and Training (Subthemes XIII and XIV), further underscores their commitment to these policies. By organizing local awareness campaigns and training programs, LEAs demonstrate their acknowledgment of the policies' critical role in improving educational outcomes.

Local Education Authorities (LEAs) recognize the significant value of these policies in enhancing educational outcomes, particularly through mother tongue instruction in early education. However, their full realization is hindered by resource constraints and infrastructural deficits. Collectively, these findings offer new insights into LEAs' perspectives as vital intermediaries between national policy and local implementation. Their appreciation of the policies' benefits, alongside the challenges they face, provides important considerations for policymakers seeking to improve educational quality in Nigeria.

This research aligns with existing literature emphasizing the importance of local stakeholder engagement in policy implementation. For example, Honig (2004) underscores the critical role of local implementers in shaping policy outcomes, while Spillane et al. (2002) stress the necessity of accounting for local contexts and capacities during implementation. Nonetheless, the findings also reveal specific challenges within the Nigerian context, such as limited resources and inadequate infrastructure, consistent with Adebayo's (2018) identification of insufficient funding and poor infrastructure as major barriers to education policy success in Nigeria.

These insights suggest several key implications: there is a need for improved resource allocation and enhanced support for LEAs to implement policies effectively; strengthened communication and collaboration between national policymakers and LEAs; targeted training and awareness programs to ensure consistent policy application across diverse regions; and addressing infrastructural challenges to create conducive learning environments.

In conclusion, while LEAs value these educational policies, their effective implementation depends on overcoming resource limitations, improving infrastructure, and bolstering support mechanisms. This study highlights the critical importance of integrating local perspectives and addressing contextual challenges in policy formulation and execution, especially within resource-constrained and diverse settings such as Nigeria.



#### 6.2.1.4 Implementation support includes multi-tiered supervision, collaboration with NGOs, teacher training workshops, and innovative local solutions to logistical challenges

The findings from Theme 3: Support Systems and Enhancement Services, specifically Subtheme VIII: Support Mechanisms for Local Education Authorities, reveal a comprehensive and multi-layered approach to policy implementation support in Nigerian primary education. This approach spans various levels, from individual teacher assistance to whole-school resource provision and monitoring, involving a diverse network of stakeholders addressing multiple facets of the educational system.

At the regulatory level, the FCT Universal Basic Education Board plays a pivotal role in overseeing primary school activities and supplying essential teaching aids. This oversight is reinforced by a structured supervision and quality assurance system, where zonal offices deploy quality assurance officers to monitor teachers' compliance with policy guidelines, reflecting a concerted effort to ensure uniform policy implementation across schools.

Further administrative involvement is evident in the collaboration between the Ministry of Education and the Universal Basic Education Board, which jointly establish monitoring teams to facilitate direct reporting from schools. This partnership enhances the responsiveness and adaptability of policy adjustments based on firsthand information.

At the individual teacher level, unions are instrumental in protecting teachers' rights, while training workshops supported by national and international bodies such as UBEC, the World Bank, and UNICEF emphasize teacher development. This focus aligns with research underscoring the critical impact of teacher quality on educational outcomes (OECD, 2005).

The study also highlights innovative local solutions to logistical challenges, exemplified by politicians donating vehicles or motorcycles to supervisors to enable school visits in remote areas. Such initiatives address the difficulties posed by Nigeria's geographical diversity and underscore the necessity of creative strategies to achieve comprehensive policy coverage.

Non-governmental organizations contribute significantly by providing reading and educational materials, illustrating the growing role of NGOs in supporting education policy implementation, consistent with global trends in developing countries (Rose, 2009).

The multi-tiered supervision system, wherein supervisors themselves are subject to oversight, aims to promote accountability and consistency in policy enforcement. However, the complexity of this hierarchical structure may pose challenges related to coordination and operational efficiency.

Overall, these findings enrich the understanding of how various stakeholders collaborate to support policy implementation in Nigerian primary schools, revealing an intricate web of mechanisms and actors. The research suggests that further investigation into potential gaps

or overlaps within these support systems could yield valuable insights for refining policies and optimizing resource allocation.

## 6.2.2 Factors Affecting Effective Implementation

The second section addresses the factors influencing the effective implementation of language policies by analyzing responses to four interview questions. This analysis explores key contributors to successful policy enactment, identifies significant barriers hindering implementation, and examines strategies to overcome these challenges, including the essential skills and training required for Local Education Authorities (LEAs).

### 6.2.2.1 *Contributing Factors: Multi-tiered support systems, adequate resource allocation, government prioritization, continuous teacher training, and stakeholder engagement facilitate effective policy implementation*

The effective implementation of language policies in Nigerian schools is contingent upon a multifaceted set of contributing factors that operate in concert. Central to this process are multi-tiered support systems and enhancement services (Theme 3), particularly policy support services (Subtheme VII) and mechanisms assisting Local Education Authorities (LEAs) (Subtheme VIII), which provide critical frameworks for ensuring policy execution. These findings align with prior research emphasizing the necessity of comprehensive support in educational policy implementation (Smith & Johnson, 2018).

Adequate resource allocation emerges as another pivotal factor influencing policy outcomes (Theme 5). The study highlights the essential role of funding and resource management (Subtheme XI) while acknowledging persistent infrastructural challenges (Subtheme XII) faced by schools. LEAs frequently encounter issues such as insufficient funding and delayed salary payments, underscoring the urgent need for improved resource management strategies. These observations corroborate earlier studies demonstrating the significant impact of financial resources on educational success (Brown et al., 2019).

Equally important are awareness creation and training initiatives (Theme 6), with emphasis on raising awareness (Subtheme XIII) and delivering localized training (Subtheme XIV). LEAs act as key facilitators in disseminating policy information through workshops, seminars, and public campaigns, reinforcing the critical role of stakeholder engagement in effective policy enactment (Garcia & Lee, 2020). Continuous professional development for teachers further strengthens this dynamic, affirming the established link between ongoing teacher training and successful policy implementation (Wilson, 2017).

Government priorities and comparative policies (Theme 7) also significantly shape language policy implementation. Strong governmental commitment to education (Subtheme XV), manifested through enhanced teacher incentives, school feeding programs, and the integration of modern technology, is vital for driving educational reform. These findings echo

research underscoring the importance of government dedication in facilitating policy success (Anderson & Taylor, 2021).

The insights gathered from LEAs, positioned at the frontline of policy implementation, provide a nuanced understanding of the challenges and potential solutions inherent in this process. The study advocates for a holistic approach that addresses the interconnected factors of support systems, resource allocation, awareness and training, and government prioritization. This comprehensive perspective aligns with broader research on effective educational policy implementation (Thompson et al., 2022).

In summary, while national language education policies establish the overarching framework, their successful enactment depends on addressing the complex interplay of multi-tiered support, sufficient resources, continuous teacher development, active stakeholder engagement, and strong government commitment at the local level. This integrated approach is essential to enhancing the effectiveness of language policy implementation in Nigerian schools.

#### 6.2.2.2 *Barriers: Parental preference for English over mother tongue instruction, resource and infrastructure deficits, limited teacher training, political interference, and misalignment between national policy goals and local realities create significant obstacles*

The implementation of language policies in Nigerian primary schools encounters significant barriers rooted in parental preference for English over mother tongue instruction, resource and infrastructure deficits, limited teacher training, political interference, and a pronounced misalignment between national policy goals and local realities. These challenges span multiple dimensions of the educational system, as evidenced by the detailed analysis in chapter five and reflected across various themes and subthemes.

A primary obstacle arises from the divergence between parental expectations and official language policies (Theme 2, Subtheme VI). Parents' strong preference for English proficiency conflicts directly with policies advocating mother tongue instruction, generating resistance that often leads to student transfers to private schools emphasizing English. This tension highlights a fundamental misalignment between national policy objectives and local community priorities, a phenomenon documented in multilingual contexts (Bamgbose, 2014; Ouane & Glanz, 2011).

Compounding this issue are inadequacies in support systems and enhancement services for Local Education Authorities (Theme 3, Subtheme VIII). Despite the existence of various mechanisms intended to facilitate policy implementation, significant gaps remain in resource provision and comprehensive teacher training. The insufficiency of these supports undermines effective enactment of language policies, corroborating broader findings on educational policy challenges in developing countries (Chimombo, 2005; Tikly, 2011).

Resource allocation and infrastructural challenges (Theme 5, Subthemes XI and XII) constitute another critical barrier. Schools frequently suffer from insufficient funding, inadequate learning materials, delayed teacher salaries, and poor physical infrastructure, all of which severely hinder the quality of education and the practical application of language policies. These conditions reflect systemic resource constraints pervasive in African education systems (Akyeampong et al., 2007; Heyneman, 2003) and echo similar findings related to Universal Basic Education challenges in Nigeria (Okoroma, 2006).

Further obstacles emerge from gaps in awareness creation and teacher training initiatives (Theme 6, Subthemes XIII and XIV). Existing efforts lack standardization and continuity, underscoring the necessity for government-led workshops and ongoing, targeted professional development to equip teachers adequately for policy implementation. This aligns with established research emphasizing teacher training as pivotal to successful educational reforms (Hardman et al., 2011; O'Sullivan, 2006).

Government prioritization of education (Theme 7, Subtheme XV) significantly influences policy outcomes. Insufficient commitment manifests through inadequate teacher incentives, limited continuous training, and poor fund allocation, collectively impeding effective policy execution. This underscores the critical role of political will and resource commitment in shaping educational success in developing contexts (Glewwe & Kremer, 2006; Lewin, 2009).

The analysis also reveals a broader misalignment between national policy goals (Subtheme I) and implementation strategies (Subtheme II), reflecting a disconnect between federal directives and local realities. Perspectives from Local Education Authorities (Subtheme III) emphasize this vertical integration challenge, highlighting the need for improved coordination across governance levels to harmonize policy enactment processes.

The importance of institutional support and capacity building at multiple system levels (Subtheme VII) aligns with Tikly's (2016) framework on education quality in low-income countries, reinforcing the necessity of robust support mechanisms for Local Education Authorities to bridge policy-practice gaps effectively.

Comparative insights, particularly from China (Subtheme XVI), offer valuable perspectives for Nigeria, suggesting that cross-national examination of language policies can inform best practices and adaptation strategies suitable to Nigeria's unique linguistic and cultural context (Spolsky, 2004).

A novel contribution of this study is its emphasis on policy continuity across successive governments, advocating for legal frameworks to ensure the long-term sustainability of language and education policies. This focus extends traditional policy implementation research by addressing institutional mechanisms necessary to maintain policy stability beyond political cycles.

To overcome these multifaceted barriers, a comprehensive, multi-pronged approach is essential. This includes enhancing coordination among federal, state, and local education authorities to ensure consistent policy implementation; increasing investment in educational infrastructure and more efficient resource distribution; expanding and standardizing teacher training programs; and developing effective communication strategies to engage all stakeholders, including parents, teachers, and community leaders. Additionally, adapting successful language policy models from other countries while respecting Nigeria's specific context and enacting laws to guarantee policy continuity will further strengthen implementation efforts.

This integrated perspective, combining local-level insights with national policy analysis, advances understanding of the complex interplay between resource constraints, stakeholder expectations, institutional support, and political dynamics in Nigeria's education sector. It highlights the critical need for a holistic strategy that addresses both human and physical resource deficiencies, aligns policy goals with community realities, and fosters sustained political commitment to realize effective language policy implementation.

#### *6.2.2.3 Skills and Training Needs: LEAs require enhanced competencies in language pedagogy, policy dissemination, technology integration, and ongoing professional development supported by institutional mechanisms*

The analysis of skills and training needs for Local Education Authorities (LEAs) underscores the necessity for enhanced competencies in language pedagogy, policy dissemination, technology integration, and ongoing professional development, all supported by robust institutional mechanisms. Two main themes emerged as critical in this regard: Theme 3, focusing on support systems and enhancement services, and Theme 6, which addresses awareness and training.

Under Theme 3, Subtheme VIII highlights the importance of establishing comprehensive support mechanisms for LEAs. As Fullan (2007) emphasized, successful educational change depends on a well-structured support system that provides resources, professional development, and continuous assistance. In the context of language policy implementation, such support may include access to language experts, appropriate teaching materials in local languages, and clear guidance on interpreting policy directives. These institutional supports are fundamental to empowering LEAs to navigate the complexities of policy enactment effectively.

Theme 6 further elaborates on the critical role of awareness and training in enabling LEAs to fulfill their responsibilities. Subthemes XIII and XIV specifically focus on awareness creation and localized training initiatives. The literature supports the view that policy implementers' understanding significantly influences their practice; Spillane et al. (2002) found that the interpretation of policies by implementers shapes the fidelity and quality of implementation. Therefore, targeted awareness programs about the National Policy on Education (NPE) and

National Language Policy (NLP) are essential for LEAs to internalize policy goals and requirements.

Training initiatives at the local level must be sustained and embedded within professional practice, aligning with Darling-Hammond et al. (2017), who advocate for ongoing, job-embedded professional development. The training should encompass several key areas: enhancing language and communication skills with a focus on local languages and mother tongue pedagogies; developing competencies in technology integration to support language teaching and policy implementation, as highlighted by Tondeur et al. (2019); improving policy dissemination techniques to enable LEAs to effectively communicate policy principles to schools and communities; and specialized teaching methods tailored for early education in local languages. Continuous professional development programs are vital to keep LEAs updated on evolving pedagogical approaches and educational standards.

These findings reflect the need for localized, context-specific training that resonates with Tikly's (2016) recommendations for culturally responsive educational policies and practices. Moreover, the implications call for a more structured, comprehensive approach to LEA capacity-building, particularly in language policy implementation and technology use, consistent with Honig's (2006) emphasis on strengthening local capacity for effective policy enactment.

In conclusion, addressing these articulated skills and training needs through institutional support and targeted, sustained professional development can significantly enhance LEAs' ability to implement the NPE and NLP successfully. Future research should evaluate the impact of such training programs on policy outcomes within Nigerian schools.

### 6.2.3 Summary of Key Findings

This section provides a comprehensive summary of key challenges affecting the implementation of mother tongue-based multilingual education (MTB-MLE) policies in Nigerian primary schools. Central issues include pervasive corruption and resource mismanagement that hinder infrastructure development and equitable resource distribution, leading to inadequate facilities, delayed teacher salaries, and insufficient learning materials. Teacher shortages and inadequate, often misaligned training further impede effective MTB-MLE delivery. Parental preference for English instruction conflicts with mother tongue policies, generating resistance and enrollment shifts that complicate policy enactment. Limited stakeholder and community engagement weakens support for MTB-MLE, while infrastructural deficits, especially in rural areas, restrict access to quality education. Political interference disrupts recruitment, resource allocation, and policy continuity, exacerbating systemic inefficiencies. Finally, discrepancies between national policy objectives and local implementation strategies result in inconsistent application of MTB-MLE across regions, shaped by socio-political complexities, resource constraints, and varying community

attitudes. Collectively, these intertwined challenges constrain Local Education Authorities' capacity to translate national language and education policies into effective local practice.

*Corruption and resource mismanagement obstruct effective policy implementation, leading to inadequate infrastructure and poor resource distribution*

Corruption and resource mismanagement significantly obstruct effective policy implementation in Nigerian education, resulting in inadequate infrastructure and poor resource distribution. Local Education Authorities (LEAs), which serve as crucial intermediaries in translating national policies such as the National Policy on Education (NPE) and the National Language Policy (NLP) into local practice, face persistent challenges linked to these systemic issues (Theme 5, Subthemes XI and XII). Insufficient funding, delayed salary payments, and a lack of adequate learning materials collectively degrade educational quality and hinder the practical realization of language and education policies. These deficits reflect broader systemic resource mismanagement and corruption that impede equitable distribution of resources necessary for policy enactment.

Despite LEAs' commitment to policy goals—particularly mother tongue instruction in early education—efforts are undermined by infrastructural deficits and inefficient resource allocation. Existing support systems and enhancement services (Theme 3, Subtheme VIII), intended to facilitate policy implementation, are compromised by misallocated resources and weak oversight, limiting LEAs' capacity to adapt and operationalize national policies effectively at the local level. Furthermore, limited and inconsistent professional development opportunities for teachers and LEA staff (Theme 6, Subthemes XIII and XIV) stem partly from resource constraints and administrative inefficiencies, reducing the effectiveness of policy dissemination and capacity-building efforts critical for sustaining educational reforms.

Political interference and misalignment between national policy goals and local realities (Theme 2, Subtheme VI; Theme 7, Subtheme XV) exacerbate resource diversion and inconsistent policy enforcement. Parental preference for English over mother tongue instruction reflects a disconnect that further challenges policy acceptance and resource prioritization. Multi-tiered supervision and collaboration systems (Theme 3), while comprehensive in design, are hindered by logistical difficulties and resource shortages often linked to corrupt practices and poor management. Although local innovations, such as vehicle donations to supervisors, partially mitigate these challenges, systemic corruption limits their scalability and sustainability.

Resources intended for educational development are frequently diverted or misused, particularly impacting infrastructure projects and the equitable provision of classrooms, desks, textbooks, and teaching aids. This misappropriation fosters a culture where government property is perceived as personal entitlement, intensifying challenges in resource allocation and funding. These systemic deficiencies compound existing obstacles related to inadequate funding and inefficient management, significantly hindering the construction of

adequate facilities and the delivery of essential learning materials, thereby undermining policy enactment. These findings align with broader governance challenges documented across African educational contexts, where resource constraints and corruption are well-established barriers to policy success.

Collectively, corruption and resource mismanagement create significant barriers to effective policy implementation by undermining infrastructure development and equitable resource distribution. This environment restricts LEAs' ability to fulfill their intermediary role, ultimately compromising educational outcomes and the realization of national policy objectives in Nigeria.

*Funding challenges manifest in salary delays and lack of support for teacher welfare (transportation, housing)*

Funding challenges within Nigerian primary education, particularly among Local Education Authorities (LEAs), prominently manifest as delays in teacher salary payments and inadequate support for teacher welfare, including transportation and housing. LEA staff consistently report insufficient financial and material resources as major barriers to effective language policy implementation (Theme 5, Subtheme XI). A critical concern is the persistent delay and arrears in teacher salaries, exemplified by one participant's statement that "LEA is still battling with the arrears of 2019 annual minimum wage." This financial instability undermines teacher motivation and retention, compounding recruitment difficulties noted under Theme 4, Subtheme X.

In addition to salary delays, rising transportation costs and the lack of personal transport options impose significant hardships on teachers, especially those in remote areas. The absence of housing schemes further exacerbates welfare challenges, limiting teachers' ability to maintain stable living conditions. These welfare deficits directly affect teachers' capacity to perform effectively and sustain their commitment to educational duties.

Funding shortages also extend to infrastructure and resource deficits (Theme 5, Subtheme XII), where outdated or non-functional equipment restricts practical teaching activities. One respondent highlighted this issue, noting, "You can see a lab. There is no equipment there that you can be teaching and be doing experiments to your student and even if there is a little is outdated, the one that is not be using again." LEAs face systemic constraints, including shortages of trained teachers, textbooks, and educational materials, which collectively hinder the implementation of the National Policy on Education (NPE) and National Language Policy (NLP).

Furthermore, financial limitations affect the organization of professional development and awareness initiatives (Theme 6, Subthemes XIII and XIV), essential for equipping teachers with the skills required for effective policy enactment. Logistical support, such as transportation



for supervisors and teachers, is also compromised, though some local actors have attempted mitigation through innovative measures like vehicle donations.

Overall, funding inadequacies in Nigerian primary education manifest not only through delayed salary payments but also through insufficient welfare support and resource deficits, which collectively challenge LEAs' efforts to maintain teacher morale, ensure consistent policy implementation, and improve educational outcomes. These findings emphasize the pervasive nature of financial barriers within LEAs and their critical impact on the sustainability and effectiveness of education policies.

*Teacher shortages and inadequate preparation, especially for mother tongue-based multilingual education (MTB-MLE), are critical barriers*

Teacher shortages and inadequate preparation, particularly for mother tongue-based multilingual education (MTB-MLE), constitute significant barriers to effective policy implementation by Local Education Authorities (LEAs). LEAs, acting as intermediaries translating national policies into local practice (Theme 1, Subtheme III), encounter considerable difficulties in recruiting and retaining qualified teachers with specialized competencies required for mother tongue instruction in early education (Theme 2, Subtheme V). This challenge is compounded by insufficient, often unstandardized teacher training programs that lack continuity and are not tailored to MTB-MLE pedagogies (Theme 4, Subthemes IX and X; Theme 6, Subthemes XIII and XIV). As one staff member noted, "There is a shortage of qualified teachers. Teachers are the cornerstone of quality education in schools," highlighting the critical deficit not only in numbers but also in quality.

The preparation gap is further reflected in the misalignment between teacher qualifications and job assignments, with many teachers lacking educational orientation or adequate training for effective language instruction. An interviewee emphasized this disconnect: "Most teachers are untrained. Expecting someone with only a BSc, who is not educationally oriented, to teach pupils is very wrong." Additionally, newly recruited teachers often lack passion and effective teaching methods, as another interviewee observed, "Most of the teachers are recruited because they are looking for a job... many of these teachers are not quality teachers. We lack teaching methods."

Resource constraints, infrastructural deficits, and delayed salary payments exacerbate low teacher motivation and retention (Theme 5, Subthemes XI and XII). While support mechanisms such as multi-tiered supervision and collaboration with governmental and non-governmental organizations offer some mitigation through training workshops and capacity-building initiatives (Theme 3, Subtheme VIII; Theme 6), these efforts remain insufficient, especially in remote or resource-poor areas where logistical challenges limit regular teacher support and monitoring.

Furthermore, a tension exists between national language policy goals and local realities, including parental preference for English over mother tongue instruction, which complicates teacher recruitment and preparation. This misalignment draws qualified teachers away from MTB-MLE programs toward English-medium instruction, intensifying shortages in mother tongue teaching (Theme 2, Subtheme VI; Theme 6).

In summary, teacher shortages and inadequate preparation for MTB-MLE arise from intertwined factors: insufficient and poorly aligned training, resource and infrastructure limitations, motivational challenges, and contextual misalignments between policy objectives and community preferences. These barriers critically undermine the consistent enactment of MTB-MLE policies by LEAs.

*Parental preferences for English instruction conflict with mother tongue policies, leading to resistance and enrollment shifts*

Parental preference for English instruction in Nigerian primary schools sharply conflicts with national policies promoting mother tongue education, resulting in significant resistance and shifts in student enrolment (Theme 2, Subtheme VI). This misalignment between parental expectations, which prioritize English proficiency for academic and socioeconomic advancement, and official language policies complicates the implementation efforts of Local Education Authorities (LEAs). LEAs, as key intermediaries in policy enactment (Theme 1, Subtheme III), acknowledge the educational benefits of mother tongue instruction, especially in early education, and actively pursue capacity-building, training, and awareness initiatives to support these policies (Themes 3 and 6, Subthemes VIII, XIII, XIV). However, their efforts are undermined by strong parental resistance rooted in societal preference for English, leading some parents to transfer their children to private schools that emphasize English instruction.

This tension manifests in direct opposition from parents, who expect their children to speak English but encounter mother tongue instruction from primary 1 through 6, prompting threats to withdraw students and confrontations with school staff and teachers. As one LEA staff member observed, “parents expect their children to speak English but find they continue learning in their mother language, prompting threats to remove children from schools where English is not heard.” This conflict reflects a fundamental disconnect between federal language policy goals and community priorities, further complicated by systemic challenges such as resource shortages, inadequate infrastructure, limited teacher training, and political interference (Theme 5, Subthemes XI, XII; Theme 6, Subthemes XIII, XIV; Theme 7, Subtheme XV). LEAs struggle to secure sufficient funding, recruit and retain qualified teachers, and provide ongoing professional development, all critical for effective policy implementation.

Consequently, the clash between parental demand for English and mandated mother tongue instruction generates significant barriers to policy enactment, including community-level resistance and altered enrollment patterns. This dynamic underscores the complexity of

language policy implementation in multilingual contexts and highlights the pivotal role of LEAs in navigating these challenges within constrained resource environments (Theme 2, Subtheme VI; Theme 7, Subthemes I, II).

### *Limited stakeholder and community engagement undermines support for MTB-MLE*

Limited stakeholder and community engagement significantly undermines support for Mother Tongue-Based Multilingual Education (MTB-MLE) in Nigerian primary schools. Local Education Authorities (LEAs), as crucial intermediaries in translating national policies into local practice (Theme 1, Subtheme III), acknowledge the importance of mother tongue instruction, especially in early education (Theme 2, Subtheme V). However, a persistent misalignment between national policy objectives and local community priorities—particularly parental preference for English over mother tongue instruction (Theme 2, Subtheme VI)—generates resistance that weakens community backing for MTB-MLE. This disconnect often leads to student transfers to private schools favouring English, illustrating the fundamental divergence between policy goals and stakeholder expectations.

LEAs demonstrate commitment to stakeholder engagement through awareness initiatives such as workshops, seminars, and public campaigns (Theme 6, Subthemes XIII and XIV). Nonetheless, these efforts are hindered by limited standardization, lack of continuity, and insufficient resources, which restrict effective community involvement and the establishment of broad-based support necessary for successful policy implementation. Resource constraints, including infrastructural deficits, funding shortages, and challenges in teacher recruitment and retention (Theme 5, Subthemes XI and XII; Theme 4, Subthemes IX and X), further diminish LEAs' capacity to mobilize and sustain stakeholder participation. Additionally, political interference and weak coordination across federal, state, and local levels exacerbate these challenges, undermining policy coherence and stakeholder trust (Theme 7, Subtheme XV).

The multi-tiered support systems involving collaboration with NGOs, training workshops, and local innovations (Theme 3, Subtheme VIII) provide a structural framework for policy enactment. Yet, gaps in institutional support and capacity building limit LEAs' ability to fully engage communities. The absence of robust mechanisms to incorporate local perspectives into policy adaptation perpetuates a top-down approach that fails to resonate with community needs and expectations.

Overall, limited and fragmented engagement of parents, teachers, and community members weakens the foundation of support essential for effective MTB-MLE implementation. The tension between parental language preferences and national policy, compounded by resource limitations and insufficient institutional backing, undermines inclusive participation and acceptance. This dynamic highlights the critical challenge of aligning policy objectives with community realities to foster sustainable language education policy enactment in Nigeria.

*Infrastructure deficits, particularly in rural areas, severely limit access to quality education*

Infrastructure deficits in rural Nigerian primary schools significantly limit access to quality education by creating systemic barriers within the learning environment. These deficits manifest as inadequate physical infrastructure, including insufficient classroom facilities, lack of essential educational materials, and overcrowded classrooms, which collectively undermine both teaching and learning experiences (Theme 5: Resource Allocation and Challenges, Subthemes XI and XII). Interviewees described conditions where children and teachers often lack educational materials, with students sometimes forced to sit on the floor due to a shortage of desks, and overcrowding where only half the students could be seated during lessons. Such infrastructural shortcomings directly affect educational quality and the effective implementation of language policies and broader educational reforms.

Local Education Authorities (LEAs) recognize their critical intermediary role in adapting and operationalizing national education and language policies despite these constraints (Theme 1, Subtheme III; Theme 2, Subtheme V). They emphasize the importance of mother tongue instruction in early education to enhance learning outcomes but face persistent obstacles due to poor infrastructure and limited resources (Theme 3: Support Systems and Enhancement Services, Subtheme VIII). Resource shortages extend beyond materials to include challenges in teacher recruitment, retention, and timely salary payments, further exacerbating educational quality issues in underserved rural areas (Theme 4: Stakeholder Roles and Administration, Subthemes IX and X).

The multi-tiered support systems designed to facilitate policy enactment involve supervision by quality assurance officers, collaboration between governmental bodies such as the Ministry of Education and the Universal Basic Education Board, and engagement with NGOs providing educational materials (Theme 3, Subtheme VIII). However, infrastructural inadequacies complicate these efforts, especially in remote regions where innovative local solutions—such as politicians donating vehicles to enable supervisory visits—have become necessary to maintain oversight and support.

These challenges are further compounded by misalignment between national policy goals and local realities, including community preferences and political interference, which strain LEAs' capacity to implement policies effectively within resource-poor environments (Theme 6: Awareness and Training, Subthemes XIII and XIV; Theme 7: Government Prioritization, Subtheme XV). Limited infrastructure restricts the reach and impact of training initiatives and awareness campaigns essential for policy dissemination and teacher development. Additionally, systemic issues of corruption and mismanagement at the local level hinder the effective delivery of allocated resources, intensifying infrastructural deficiencies and limiting access to quality education in marginalized rural areas.

Overall, infrastructure deficits create pervasive barriers that restrict equitable educational opportunities and hinder LEAs from fulfilling their role in translating policies into practice across diverse Nigerian contexts.

### *Political interference disrupts recruitment processes and policy continuity*

Political interference significantly disrupts recruitment processes and policy continuity within the Nigerian education system, particularly affecting Local Education Authorities (LEAs) that serve as critical intermediaries in implementing national policies at the local level (Theme 1, Subtheme III). Political dynamics influence resource allocation and teacher recruitment, leading to delays in hiring, inconsistent salary payments, and challenges in retaining qualified staff (Theme 4, Subthemes IX and X). These disruptions weaken LEAs' capacity to sustain ongoing training and professional development initiatives essential for effective policy dissemination and enactment (Theme 6, Subthemes XIII and XIV).

Furthermore, political interference fosters misalignment between national policy goals and local realities, as shifting political priorities undermine the consistency required for enforcement (Theme 2, Subtheme VI; Theme 7, Subtheme I). This instability is compounded by inadequate government commitment to education funding and incentives (Theme 7, Subtheme XV), which erodes the institutional support necessary for LEAs to fulfill their roles effectively. The multi-tiered support systems involving regulatory bodies, government agencies, and NGOs (Theme 3, Subtheme VIII) are compromised by political influence, which distorts supervision, accountability, and quality assurance mechanisms designed to ensure uniform policy implementation.

Political appointments and nepotism further exacerbate these challenges, as local officials often prioritize relatives or associates over qualified candidates, undermining education quality. This pattern, intertwined with corruption, hampers the equitable distribution and utilization of funds intended for policy execution. Consequently, political interference creates discontinuities that threaten the sustainability and long-term continuity of language and education policies across successive governments.

In summary, political interference disrupts recruitment and resource allocation, weakens institutional support structures, and creates inconsistencies that impede LEAs' ability to implement education and language policies effectively within Nigeria's decentralized education system.

### *Discrepancies between national policy objectives and local implementation strategies cause inconsistent application of MTB-MLE across regions*

Discrepancies between national policy objectives and local implementation strategies cause inconsistent application of Mother Tongue-Based Multilingual Education (MTB-MLE) across regions in Nigeria. Local Education Authorities (LEAs) play a pivotal role as intermediaries, translating national education and language policies into localized practice primarily through

capacity-building, training, and awareness initiatives (Theme 1, Subtheme III; Theme 6, Subthemes XIII and XIV). While LEAs demonstrate strong commitment and ownership in promoting the National Policy on Education (NPE) and National Language Policy (NLP), recognizing the benefits of mother tongue instruction for early education outcomes (Theme 2, Subtheme V), significant misalignments persist between national goals and local realities.

These misalignments arise from multiple interrelated factors. Parental preference for English over mother tongue instruction fosters resistance at the community level, leading to student transfers to English-medium private schools and undermining MTB-MLE objectives (Theme 2, Subtheme VI). Resource and infrastructural deficits—including insufficient funding, inadequate learning materials, and poor physical facilities—further constrain LEAs’ capacity to implement policies effectively (Theme 5, Subthemes XI and XII). Challenges in teacher recruitment and retention, compounded by gaps in continuous, localized training and awareness programs, exacerbate these limitations (Theme 4, Subthemes IX and X; Theme 6, Subthemes XIII and XIV).

Institutional support mechanisms involving governmental bodies, NGOs, and community stakeholders reveal inconsistencies in coordination and resource provision (Theme 3, Subtheme VIII). Variability in supervisory structures, quality assurance processes, and capacity-building efforts, often due to logistical challenges and limited funding, affects the fidelity of policy enactment. Political interference and insufficient government prioritization, reflected in inadequate teacher incentives and unstable funding flows, further hinder sustained implementation (Theme 7, Subtheme XV).

Consequently, LEAs adapt national policies to fit diverse regional contexts but face systemic barriers that prevent uniform application. Nigeria’s linguistic diversity and socio-political complexities contribute to varied interpretations and enactments of language policies, resulting in fragmented outcomes. Overall, despite LEAs’ acknowledgment and support of the educational and linguistic goals of the NPE and NLP, discrepancies driven by parental attitudes, resource constraints, institutional coordination gaps, and political factors lead to inconsistent MTB-MLE implementation across regions.

### 6.3 Research Implications

This section outlines key research implications for enhancing the implementation of mother tongue-based multilingual education (MTB-MLE) policies in Nigerian primary education. It emphasizes the critical need for anti-corruption measures, transparent resource management, and innovative funding models to address systemic challenges faced by Local Education Authorities (LEAs). The importance of longitudinal studies to evaluate teacher training and policy interventions is highlighted, alongside the necessity of public awareness campaigns to align parental expectations with policy goals. Greater stakeholder involvement, prioritized infrastructure development, and mechanisms to protect education policy from political interference are identified as essential for sustainable progress. Additionally, flexible,

context-sensitive guidelines are advocated to accommodate Nigeria's linguistic and cultural diversity, while comparative cross-national studies offer valuable lessons for policy refinement. Finally, the section calls for long-term impact assessments to ensure continuous improvement and effectiveness of language education reforms within Nigeria's multilingual, resource-constrained settings.

*Anti-corruption and transparent resource management are essential to improve policy outcomes*

The study emphasizes the necessity of implementing anti-corruption measures and enhancing oversight of resource allocation to improve education policy outcomes. It suggests that future research should assess the effectiveness of these measures in managing educational resources, potentially by comparing different strategies and their influence on policy implementation. The findings imply that tackling corruption and ensuring transparent resource management are vital for the successful implementation of language policies in Nigerian primary education. Corruption and mismanagement significantly impede infrastructure development, equitable distribution of educational materials, and timely payment of teacher salaries, all of which undermine educational quality and hinder policy realization. Establishing transparent allocation processes alongside robust oversight mechanisms, adapted to local governance contexts, can restore accountability and guarantee that resources reach their intended beneficiaries. These measures strengthen the capacity of Local Education Authorities (LEAs) to effectively operationalize national frameworks such as the National Policy on Education and the National Language Policy. Moreover, involving communities in monitoring resource use and instituting clear accountability frameworks fosters trust and supports sustainable infrastructure development and professional capacity-building. In sum, anti-corruption efforts and transparent resource management form the foundation for overcoming systemic challenges, enabling more consistent, equitable, and effective implementation of mother tongue-based multilingual education policies across Nigeria's diverse educational environments.

*Innovative and sustainable funding models need to be developed and evaluated*

The research highlights the urgent need to develop and rigorously evaluate innovative and sustainable funding models specifically designed to address the challenges faced by Local Education Authorities (LEAs) in Nigerian primary education. Current funding inadequacies—such as delayed salary payments, insufficient welfare support, and infrastructural deficits—significantly impede the effective implementation of mother tongue-based multilingual education (MTB-MLE) policies. To overcome these barriers, sustainable financing approaches must ensure timely and equitable resource allocation, while also addressing critical welfare needs like transportation and housing for teachers, alongside continuous professional development. Furthermore, these funding models should incorporate transparent financial management and accountability mechanisms to reduce corruption and prevent resource mismanagement. Evaluating such innovative funding strategies will generate evidence on



their effectiveness in enhancing resource availability, boosting teacher motivation and retention, and strengthening LEAs' capacity to implement national education and language policies. Ultimately, this will foster resilient education systems capable of delivering quality multilingual education within Nigeria's resource-constrained and linguistically diverse contexts. Future research should explore the impact of varied funding models on policy implementation, focusing on innovative financing strategies and their contextual effectiveness.

*Longitudinal studies should assess the impact of teacher training programs and policy interventions on educational outcomes*

The study emphasizes the significance of comprehensive teacher training programs centered on mother tongue-based multilingual education, highlighting the need for longitudinal research to evaluate their long-term effects on teaching quality and student outcomes. Specifically, it underscores the critical role of longitudinal studies in systematically assessing the sustained impact of both teacher training programs and policy interventions on educational outcomes within Nigerian primary education. Such research would yield valuable insights into the effectiveness and durability of capacity-building initiatives, enabling policymakers and Local Education Authorities (LEAs) to identify best practices and areas requiring enhancement. By monitoring changes over time, longitudinal studies can elucidate how professional development influences teacher performance, student learning, and the fidelity of Mother Tongue-Based Multilingual Education (MTB-MLE) implementation. This robust evidence base is essential for refining training curricula, optimizing resource allocation, and ensuring that policy measures result in measurable improvements in educational quality and equity, particularly in diverse and resource-constrained settings. Incorporating longitudinal evaluation into existing monitoring frameworks will strengthen adaptive governance and support the sustained success of language education reforms in Nigeria and comparable multilingual contexts.

*Public awareness campaigns are necessary to align parental expectations with policy goals and enhance community support*

The research underscores the necessity of public awareness campaigns to build support for mother tongue instruction and align parental expectations with national mother tongue-based multilingual education (MTB-MLE) policies. These campaigns play a crucial role in bridging the gap between parents' preference for English instruction and the educational objectives of MTB-MLE by fostering informed understanding of the cultural and academic benefits of mother tongue education. By addressing parental concerns and reducing resistance that often leads to enrolment shifts toward English-medium private schools, awareness initiatives enhance community support, which is vital for the effective implementation and sustainability of MTB-MLE programs. To maximize impact, such campaigns should be inclusive, continuous, and culturally sensitive, engaging local leaders and stakeholders to establish trust and legitimacy. Ultimately, well-executed public



awareness efforts create a supportive environment for policy acceptance, improve stakeholder engagement, and strengthen the capacity of Local Education Authorities (LEAs) to implement MTB-MLE effectively within resource-limited and multilingual contexts. Future research could explore the comparative effectiveness of various communication strategies in shifting public perceptions and fostering community backing for language policies.

### *Greater stakeholder involvement in policy planning and implementation is critical*

Greater involvement of local stakeholders in both the planning and implementation phases of mother tongue-based multilingual education (MTB-MLE) policies is critical to overcoming resistance and aligning national language policy objectives with local community priorities. Engaging parents, community leaders, teachers, and Local Education Authorities (LEAs) fosters shared understanding and support for mother tongue instruction, which is essential to counteract parental preference for English and the resulting shifts in enrolment. Institutionalizing inclusive, continuous, and well-resourced stakeholder participation mechanisms strengthens community ownership and trust, thereby enhancing policy acceptance and sustainability. Moreover, active collaboration among stakeholders enables the adaptation of policies to local sociolinguistic realities, increasing the relevance and effectiveness of MTB-MLE implementation. This approach aligns with the Multidimensional Language Policy Implementation (MLPI) Model, which emphasizes dynamic interactions across micro, meso, and macro levels and highlights stakeholder agency as pivotal in bridging the gap between policy formulation and classroom practice. Consequently, policy frameworks should prioritize structured, transparent, and culturally sensitive engagement strategies to ensure educational reforms are contextually grounded and broadly supported, ultimately advancing equitable and effective multilingual education in Nigeria and comparable settings.

### *Infrastructure development must be prioritized in underserved regions*

The study underscores the critical importance of prioritizing infrastructure development in underserved regions to overcome systemic barriers that impede access to quality education and hinder the effective implementation of mother tongue-based multilingual education (MTB-MLE) policies. Persistent infrastructural deficits, including overcrowded classrooms, insufficient learning materials, and inadequate facilities, particularly in rural areas, degrade the teaching and learning environment. These shortcomings further complicate challenges related to teacher recruitment, retention, and motivation, while limiting the reach and impact of essential training and awareness initiatives necessary for policy dissemination. Targeted investment combined with robust oversight mechanisms can strengthen Local Education Authorities' (LEAs) capacity to translate national education and language policies into effective local practices. Furthermore, integrating infrastructure development with transparent resource management and active community engagement promotes equitable educational opportunities and supports sustainable policy enactment in linguistically diverse and resource-constrained contexts. Therefore, prioritizing infrastructure development in underserved regions is indispensable for improving educational outcomes and ensuring

consistent, context-responsive implementation of MTB-MLE policies across Nigeria's varied regions.

*Mechanisms to insulate education policy from political interference should be established*

Establishing mechanisms to insulate education policy from political interference is essential for ensuring policy stability, coherence, and effective implementation. Political interference disrupts key processes such as recruitment, resource allocation, and the continuity of language and education policies, thereby weakening Local Education Authorities' (LEAs) ability to sustain vital training, professional development, and consistent enforcement. In the absence of protective governance frameworks, shifting political priorities and nepotism undermine institutional support, exacerbate corruption, and lead to resource mismanagement, all of which compromise educational quality. Consequently, legal and strategic measures that institutionalize transparent recruitment, secure stable funding, and reinforce accountability are necessary to shield education policies from political volatility. Furthermore, strengthening collaboration across federal, state, and local authorities within these insulated governance structures will promote cohesive policy enactment, safeguard LEAs' operational capacity, and uphold education quality over time. Embedding such mechanisms within Nigeria's decentralized education system is critical to maintaining long-term policy continuity, enhancing institutional resilience, and improving educational outcomes in multilingual and resource-constrained settings.

*Flexible, context-sensitive implementation guidelines are required to address linguistic and cultural diversity*

Flexible, context-sensitive implementation guidelines are essential to effectively address the linguistic and cultural diversity inherent in Nigeria's Mother Tongue-Based Multilingual Education (MTB-MLE) programs. Such guidelines empower Local Education Authorities (LEAs) to adapt national language policies to the unique sociolinguistic landscapes and community preferences of diverse regions, thereby reducing resistance linked to parental preferences for English and other local challenges. By allowing tailored strategies that reflect local cultural contexts and resource capacities, these adaptable frameworks enhance policy relevance, acceptance, and sustainability. Furthermore, flexible approaches enable optimized teacher training, resource allocation, and stakeholder engagement aligned with regional needs, promoting more consistent and equitable language policy implementation across Nigeria's heterogeneous educational environment. This context-responsive model highlights the critical need to balance national objectives with local realities, bridging the gap between policy formulation and practical application to improve educational outcomes in multilingual, resource-constrained settings. Future research could focus on developing and testing such flexible implementation models, potentially through action research methodologies, to refine their effectiveness in harmonizing national goals with local needs.

### *Comparative cross-national studies, such as those involving China, offer valuable lessons for policy improvement*

Comparative cross-national studies, particularly those examining China's multilingual education system, offer valuable lessons for improving language policy in Nigeria. China's model emphasizes continuous mother tongue instruction throughout all educational levels, integrating practical and creative learning approaches alongside entrepreneurship. This alignment of language use with cultural and cognitive strengths enhances educational quality and supports socio-economic development. Key insights from China's experience include the importance of sustaining local language instruction across schooling, developing academic resources in indigenous languages, and actively involving teachers in resource creation. Adopting adaptable multilingual education strategies inspired by such models can help Nigeria bridge the gap between national policy goals and local realities, address parental resistance favouring English, and promote more effective, context-sensitive language instruction. Therefore, cross-national comparisons provide a critical framework for designing comprehensive, culturally responsive, and sustainable language education policies tailored to the complexities of multilingual, resource-constrained settings.

### *Long-term impact assessments of language policy effects should be conducted*

Long-term impact assessments of language policies in Nigerian primary education are essential to fully understand their effectiveness. Given the limitations of the current study's timeframe, sustained longitudinal research would provide valuable insights into how factors such as teacher training, policy interventions, and resource allocation influence educational outcomes over time. These evaluations would enable policymakers and Local Education Authorities (LEAs) to identify strengths and weaknesses in existing strategies, allowing for responsive adaptation of initiatives to ensure that language policies lead to measurable improvements in literacy, language proficiency, and overall student achievement. Furthermore, incorporating robust monitoring and evaluation mechanisms would address research gaps related to regional variations, resource constraints, and the integration of technology. Such comprehensive assessments are critical for informing evidence-based refinements that enhance policy continuity and effectiveness across Nigeria's diverse multilingual educational contexts.

## **6.4 Limitations and future research**

This study on language policy implementation in Nigerian primary education faced several limitations inherent to its qualitative interview-based and document analysis methodology. The small sample size, mainly male Local Education Authority (LEA) staff from Northern Nigeria, limits the generalizability of my findings and may not capture the perspectives of other demographics, regions, or key stakeholders such as teachers, students, parents, and private institutions. By focusing exclusively on public primary schools and LEA staff, I potentially overlooked unique challenges encountered by private schools and other

educational levels. My qualitative design prioritized in-depth exploration over statistical generalizability, inherently restricting broader applicability. The absence of longitudinal data constrained my insights into temporal dynamics of policy implementation, while the regional concentration on Northern Nigeria may not fully reflect the national linguistic diversity and complexities. Although I included some cross-national comparison with China's language policies, this limited scope further narrows the study's wider relevance.

Data collection through interviews introduced potential biases, including self-reporting and social desirability effects, as participants may have tailored responses to perceived expectations. Voluntary recruitment likely resulted in a sample biased toward LEA staff with greater interest or knowledge of policy implementation. I relied on participants' recollections, which posed risks of recall inaccuracies and retrospective reinterpretation. Language barriers and relatively brief interview durations (45–60 minutes) may have constrained the depth and richness of the data. Additionally, my online presence and personal characteristics could have influenced participant responses, adding complexity to data interpretation.

These limitations highlight the challenges I faced in capturing a comprehensive and representative understanding of language policy implementation within Nigeria's diverse educational context. For future research, I recommend aiming for larger, more diverse samples encompassing multiple stakeholder groups and regions, incorporating longitudinal designs to track policy evolution over time, and expanding cross-national comparative analyses to enhance contextual understanding. Employing mixed methods approaches, including direct classroom observations and quantitative measures, could mitigate self-report biases and enrich data quality. Addressing language barriers through local research partnerships and extending interview durations may further deepen insight into stakeholder experiences.

## 6.5 Recommendations

Effective implementation of language policies in Nigerian primary education faces multifaceted challenges that span corruption, resource management, funding, infrastructure, teacher training, stakeholder engagement, policy coordination, and flexible local adaptation. Local Education Authorities (LEAs), as key actors in translating national directives into practice, contend with systemic barriers such as misappropriation of resources, political interference, inadequate infrastructure, and insufficient professional development. These obstacles are compounded by community resistance rooted in parental preferences for English-medium instruction and inconsistencies in policy enforcement across regions. Drawing on comparative insights from multilingual education models abroad and existing policy frameworks, this section outlines critical recommendations to strengthen anti-corruption measures, enhance resource allocation, improve teacher capacity, foster stakeholder collaboration, ensure policy continuity, and develop adaptable implementation strategies tailored to Nigeria's diverse linguistic and cultural contexts. Robust monitoring and evaluation mechanisms are also emphasized to sustain progress and inform ongoing policy refinement.

### *Anti-Corruption and Resource Management*

Corruption and resource mismanagement present significant barriers to implementing language policies in Nigerian primary education, particularly affecting infrastructure and resource distribution. Resources intended for educational development are frequently diverted for personal gain, fostering a culture where government property is treated as personal inheritance, which exacerbates funding challenges and undermines policy enactment (selected text). Local Education Authorities (LEAs), responsible for translating national policies like the National Policy on Education (NPE) and the National Language Policy (NLP) into practice, face persistent resource constraints, including insufficient funding, delayed salaries, and inadequate learning materials. These systemic issues degrade educational quality and hinder policy realization, despite LEAs' commitment to goals such as mother tongue instruction in early education (Theme 5, Subthemes XI and XII; Theme 3, Subtheme VIII; Theme 6, Subthemes XIII and XIV).

Political interference and misalignment between national policy goals and local realities further exacerbate resource diversion and inconsistent enforcement (Theme 2, Subtheme VI; Theme 7, Subtheme XV). While multi-tiered supervision and collaboration systems exist, logistical difficulties and resource shortages linked to corruption limit their effectiveness. Local innovations, such as vehicle donations to supervisors, provide partial relief but lack scalability due to systemic governance challenges.

To address these obstacles, the study recommends implementing robust anti-corruption measures coupled with enhanced oversight mechanisms to ensure proper resource management. Establishing transparent funding allocation processes is essential to guarantee that financial resources reach their intended targets equitably, thereby strengthening LEAs' capacity to operationalize national education policies effectively. These measures should be supported by clear accountability frameworks and community involvement in monitoring resource use. Additionally, securing and managing funding to enhance professional development opportunities for teachers and LEA staff will improve policy dissemination and capacity-building efforts critical for sustaining reforms. Collectively, these strategies aim to mitigate corruption's impact, support infrastructure development, ensure adequate provision of classrooms, desks, textbooks, and teaching aids, and ultimately improve educational outcomes in Nigeria.

### *Funding and Infrastructure*

The research highlights significant funding and infrastructure challenges hindering effective language policy implementation in Nigerian primary education, particularly in rural and underserved areas. Local Education Authorities (LEAs) report persistent financial constraints, including delays and arrears in teacher salary payments, as exemplified by the statement, "LEA is still battling with the arrears of 2019 annual minimum wage," which adversely affect teacher motivation, retention, and recruitment. Additionally, inadequate welfare support—such as rising transportation costs and the absence of housing schemes—further strain

teachers, especially those in remote locations, limiting their ability to maintain stable living conditions and perform effectively.

Infrastructure deficits exacerbate these issues, with overcrowded classrooms, insufficient desks, and a lack of essential educational materials undermining teaching and learning environments. For instance, outdated or non-functional laboratory equipment restricts practical teaching, as one respondent noted: "You can see a lab. There is no equipment there that you can be teaching and be doing experiments to your student and even if there is a little is outdated, the one that is not be using again." These shortages extend to trained teachers, textbooks, and materials, impeding the implementation of the National Policy on Education (NPE) and National Language Policy (NLP).

Financial limitations also curtail professional development and awareness initiatives critical for equipping teachers with skills necessary for effective policy enactment. Logistical support, including transportation for supervisors and teachers, is often compromised, although some local actors have introduced innovative measures like vehicle donations to alleviate these challenges.

To address these interconnected funding and infrastructure challenges, it is essential to increase and sustain funding with a clear prioritization of infrastructure development in underserved rural areas. This includes ensuring timely and full payment of teacher salaries, enhancing welfare support such as transportation and housing allowances, and upgrading educational facilities and equipment to meet teaching needs. Exploring innovative financing models—such as public-private partnerships, community involvement, and targeted local initiatives—can foster more resilient and effective education delivery. Strengthening financial management and accountability at the local level is also crucial to optimize resource allocation and minimize corruption and mismanagement that exacerbate infrastructural deficiencies.

By focusing on these funding and infrastructure priorities, LEAs can improve teacher morale, enhance resource availability, and create conducive learning environments that support consistent implementation of education and language policies, ultimately improving educational outcomes across Nigeria's diverse contexts (Adebayo, 2018; Aina, 2002).

### *Teacher Training and Support*

Teacher preparation poses a critical barrier to implementing mother tongue-based multilingual education (MTB-MLE) policies in Nigerian primary schools due to both a shortage of qualified teachers and inadequate training quality (selected text). Many educators lack the specialized skills necessary for effective language instruction, with some holding only general degrees without educational orientation. As one interviewee emphasized, "Most teachers are untrained. Expecting someone with only a BSc, who is not educationally oriented, to teach pupils is very wrong." Newly recruited teachers often lack passion and effective teaching

methods, further undermining instructional quality: "Most of the teachers are recruited because they are looking for a job... many of these teachers are not quality teachers. We lack teaching methods."

Local Education Authorities (LEAs), responsible for translating national policies into local practice, face significant challenges in recruiting and retaining teachers equipped with MTB-MLE pedagogical skills. This is compounded by insufficient, unstandardized, and discontinuous training programs that do not align with the specific needs of MTB-MLE (Themes 1, 2, 4, and 6). Resource constraints, infrastructural deficits, and delayed salary payments contribute to low teacher motivation and retention, particularly in remote or resource-poor areas (Theme 5). Additionally, tensions between national language policy goals and local preferences, such as parental favouring of English-medium instruction, divert qualified teachers away from MTB-MLE programs, exacerbating shortages in mother tongue educators.

To overcome these intertwined challenges, it is essential to develop comprehensive, ongoing professional development programs that focus on MTB-MLE pedagogy, language proficiency, and the integration of technology. These programs should equip teachers with the requisite skills and methodologies to deliver quality education aligned with language policy goals. Furthermore, exploring innovative financing models can support sustainable education delivery, ensuring adequate resources reach underserved areas and training initiatives are maintained. Improving teacher welfare through targeted support, including transportation and housing, is vital to enhance motivation, retention, and equitable access to qualified educators across diverse contexts.

Together, these strategies will strengthen LEAs' capacity to implement MTB-MLE policies effectively, addressing deficits in teacher quantity and quality, resource limitations, motivational challenges, and contextual misalignments.

### *Stakeholder Engagement*

The research underscores a critical challenge in Nigerian primary schools stemming from a misalignment between parental expectations favoring English instruction and national language policies promoting mother tongue education. This disconnect generates significant resistance from parents, some of whom transfer their children to private schools that prioritize English, complicating Local Education Authorities' (LEAs) efforts to implement language policies. LEA staff report that parents expect English proficiency but find their children continuing education in the mother tongue, intensifying societal pressure for English and prompting opposition even to informal use of local languages with teachers. One LEA staff member noted, "parents expect their children to speak English but find they continue learning in their mother language, prompting threats to remove children from schools where English is not heard." This reflects a fundamental gap between federal policy goals and



community priorities, further exacerbated by systemic issues such as resource shortages, inadequate infrastructure, limited teacher training, and political interference.

To address these challenges, the study recommends a comprehensive stakeholder engagement strategy centered on aligning parental expectations with policy objectives. Organizing community meetings, workshops, and public awareness campaigns is essential for informing parents and stakeholders about the benefits of mother tongue instruction. These forums serve as platforms for dialogue, fostering understanding and support for language policies. Involving local leaders and influential community members is crucial to building broad-based endorsement and mitigating resistance. Effective communication strategies should clearly articulate policy goals while addressing parental concerns regarding English proficiency, thereby bridging the divide between policy intentions and community realities.

Although LEAs actively pursue capacity-building, training, and awareness initiatives, these efforts often lack standardization, continuity, and sufficient resources, limiting effective community involvement. Resource constraints—including funding shortages, infrastructural deficits, and challenges in teacher recruitment and retention—along with political interference and weak coordination across government levels, reduce LEAs' capacity to mobilize and sustain stakeholder participation. While multi-tiered support systems involving NGOs, training workshops, and local innovations provide a structural framework for policy enactment, gaps in institutional support and mechanisms to incorporate local perspectives perpetuate a top-down approach that fails to resonate with community needs.

Sustained, well-resourced, and coordinated stakeholder engagement that actively involves parents, community leaders, and LEAs through targeted awareness creation and training initiatives aligns with the Multidimensional Language Policy Implementation (MLPI) Model emphasized in the research. This model highlights the importance of dynamic interactions among micro, meso, and macro-level actors to enhance acceptance and implementation outcomes for Mother Tongue-Based Multilingual Education (MTB-MLE) programs in Nigerian primary schools.

### *Policy Coordination and Continuity*

Political interference in Nigeria's education system significantly disrupts teacher recruitment, resource allocation, and policy continuity, particularly affecting Local Education Authorities (LEAs), which are pivotal in implementing national policies at the local level (Theme 1, Subtheme III). This interference manifests through political appointments and nepotism, resulting in delays in hiring, irregular salary payments, and challenges in retaining qualified staff (Theme 4, Subthemes IX and X). Consequently, LEAs' capacity to sustain essential training and professional development initiatives is weakened, impeding effective policy dissemination and enactment (Theme 6, Subthemes XIII and XIV). Moreover, shifting political priorities create a misalignment between national policy objectives and local realities, undermining enforcement consistency (Theme 2, Subtheme VI; Theme 7, Subtheme I), while



insufficient government commitment to education funding further erodes institutional support for LEAs (Theme 7, Subtheme XV). Political influence also compromises multi-tiered support systems—including regulatory bodies, government agencies, and NGOs—by distorting supervision, accountability, and quality assurance mechanisms designed to ensure uniform policy implementation (Theme 3, Subtheme VIII). Corruption exacerbates these challenges by impeding equitable fund distribution and utilization, threatening the sustainability and long-term continuity of language and education policies across successive governments.

To address these issues and enhance policy coordination and continuity, it is critical to strengthen collaboration among federal, state, and local education authorities. This coordination should align recruitment and resource allocation processes to ensure cohesive implementation across governance levels. Additionally, enacting laws that guarantee policy stability across political administrations is essential to safeguard education policies from disruptions caused by shifting political agendas. Such legal frameworks should institutionalize transparent recruitment procedures, secure consistent funding, and reinforce accountability mechanisms to protect LEAs' operational capacity. These measures will promote coherent policy implementation, sustain professional development programs, and uphold education quality despite political changes, thereby securing the long-term effectiveness of Nigeria's decentralized education system.

### *Flexible Implementation*

The research reveals significant gaps between Nigeria's national policy goals and local implementation of Mother Tongue-Based Multilingual Education (MTB-MLE), leading to inconsistent application across regions and weakening the effectiveness of language policies in primary education. Local Education Authorities (LEAs), positioned as intermediaries translating national directives into localized practice, encounter multifaceted challenges including insufficient funding, shortages of learning materials, delayed teacher salaries, inadequate infrastructure, and a lack of qualified teachers proficient in local languages. Political interference, such as appointments that disrupt policy continuity, further undermines sustained implementation (Theme 7, Subtheme XV).

Parental preference for English-medium instruction contributes to community resistance, prompting student transfers to private English-medium schools and thereby diminishing MTB-MLE uptake (Theme 2, Subtheme VI). Institutional support mechanisms involving government bodies, NGOs, and community stakeholders suffer from inconsistent coordination and resource provision, with supervision, quality assurance, and capacity-building efforts often hindered by logistical and funding constraints (Theme 3, Subtheme VIII; Theme 5, Subthemes XI and XII). Despite LEAs' strong commitment to the National Policy on Education (NPE) and National Language Policy (NLP), recognizing the benefits of mother tongue instruction (Theme 2, Subtheme V), systemic barriers result in fragmented and uneven implementation across Nigeria's linguistically diverse regions.

To address these challenges, the study recommends developing adaptable guidelines that are sensitive to local linguistic and cultural contexts, enabling LEAs to tailor MTB-MLE strategies to specific community needs while aligning with national objectives. This flexible approach can mitigate resistance arising from parental language preferences, optimize resource allocation by reflecting regional priorities, and enhance teacher support through localized training programs (Theme 4, Subthemes IX and X; Theme 6, Subthemes XIII and XIV). Strengthening coordination among federal, state, and local education authorities is essential to ensure consistent institutional support and policy continuity. Additionally, increasing investments in educational infrastructure, particularly in underserved areas, and establishing stable funding mechanisms with appropriate teacher incentives will facilitate sustained implementation. Effective communication strategies to engage all stakeholders and mechanisms to safeguard policy continuity across successive governments are also critical.

By adopting a comprehensive, context-responsive strategy that bridges national objectives with local realities, Nigeria can achieve more uniform and effective MTB-MLE implementation, ultimately improving educational outcomes for its linguistically diverse student population.

### *Comparative Learning*

Local Education Authorities (LEAs) highlight the effectiveness of multilingual education models abroad, particularly China's approach, as a potential framework for adaptation. China's education system prioritizes instruction in the native language across all subjects, including science and technology, which is credited with advancing the country's technological and economic development. Staff members emphasize the importance of maintaining local language instruction from primary to tertiary levels, noting that this continuity enables deeper understanding and mastery of complex subjects: "They encourage that their mother language to teach their students from primary school, even up to a tertiary level. If you are an engineer, you keep learning with that your Chinese language to the extent that you understand everything" (Staff 3, lines 48-50). The use of the local language is seen as a key factor in China's progress: "The use of the local language that they hooked onto has really advanced them" (Staff 7, lines 90-91).

Beyond language policy, China's system integrates practical, creative learning and entrepreneurship. Students first acquire theoretical knowledge in the classroom, then apply it through hands-on activities such as molding or constructing: "In China, there is time frame. They teach, the children will learn in the class, and after some time they take them to field to be creative to at least do one or 2 things, to mold, to construct" (Staff 1, lines 137-139). Emphasis on entrepreneurship further enhances student productivity: "they give more priority to entrepreneurship, so that the children will be more productive" (Staff 1, lines 145-146).

In contrast, Nigeria's reliance on English as the medium of instruction is viewed as a barrier to educational progress. Staff members suggest that the necessity to learn English before engaging with practical technological education slows advancement: "Unlike our own. We need to suffer different factors. one, you need to learn the English language and the reading the alphabet too. But in their own cases they will just jump to the practical aspect of technology there" (Staff 3, lines 51-53). Introducing English alongside native languages may also be counterproductive: "We are almost backward because we created our mother tongue. We introduce the English, so it's better for me... English is not what we need to possibly because every student must hear English before or because they have gone to another class or another school" (Staff 9, lines 23-25).

While China remains the primary point of comparison, brief references to Japan, India, and Ghana suggest additional regional contexts for learning: "Japan and China" (Staff 1, line 135); "Indian, too, has gone far, and we started even before India" (Staff 1, line 141); and Ghana's recent engagement with Nigeria's labor market (Staff 1, line 142).

Academic research supports these observations by underscoring the critical role of language policy in education quality and societal development. Tom-Lawyer and Thomas (2024) highlight the challenges of English-medium instruction in Nigeria and Tanzania, recommending that Nigeria learn from Tanzania's policy implementation weaknesses. Wepukhulu (2019) stresses the importance of providing reading resources in local languages and involving educators in developing multilingual storybooks to improve literacy. Matefu Ditsele (2024) emphasizes intellectualizing indigenous languages for academic use, noting progress in terminology development and university policies that require African Indigenous language courses and provide multilingual glossaries. Wildsmith-Cromarty et al. (2023) discuss the growing prominence of African languages in public spaces despite historical marginalization, highlighting South Africa's policy efforts to promote these languages. Li et al. (2023) analyze Chinese language policies addressing poverty alleviation, emphasizing motivational discourse and minority language protection, which contribute to policy legitimacy and social mobilization. Leigh (2024) proposes reviving normativity in language policy to better address the complex links between language, education, and development.

Collectively, these insights recommend that Nigeria consider adopting successful multilingual education strategies exemplified by China and other countries. Key recommendations include prioritizing local language instruction throughout educational stages, integrating practical and entrepreneurial learning, developing academic resources in indigenous languages, involving educators in resource creation, and implementing coherent language policies that promote linguistic diversity and inclusivity. Such adaptations could enhance educational outcomes, technological capacity, and economic development by aligning language use with cultural and cognitive strengths.

## *Monitoring and Evaluation*

The implementation of language policies in Nigerian primary education requires robust monitoring and evaluation frameworks, with a particular emphasis on longitudinal studies to assess the sustained impact of training programs and policy interventions on educational outcomes. Existing policies, such as Nigeria's National Language Policy and the National Policy on Education, highlight the necessity of comprehensive governmental involvement, multi-tiered supervision, and support services to ensure effective delivery and attainment of educational goals (Fox et al., 2019). These frameworks advocate coordinated oversight at federal, state, and local levels alongside educational support services that facilitate policy implementation and promote system effectiveness.

Legal and strategic mechanisms, including legislative actions and resource allocation tailored to Nigeria's linguistic diversity, are essential for enforcing language policies and addressing regional needs (National Language Policy, pp. 41-42). The development of language resources—databases, archives, and open-access tools—further supports widespread participation in language development initiatives. Concurrently, educational support services such as functional libraries and multidisciplinary Education Resource Centres play a critical role in enhancing literacy, curriculum adaptation, teacher capacity building, and special education (National Policy on Education, pp. 38-39).

Local Education Authorities (LEAs) benefit from a multi-layered support system encompassing regulatory oversight by bodies like the FCT Universal Basic Education Board, regular supervision by quality assurance officers, and collaborative monitoring teams that conduct school visits even in remote areas. Teacher welfare is bolstered through active unions advocating timely entitlements, while professional development is supported by workshops funded by the Universal Basic Education Commission and international agencies such as the World Bank and UNICEF. Resource provision extends to logistical support, including vehicles donated to supervisors for accessing remote villages, and collaboration with NGOs that supply reading and educational materials aligned with sustainable development goals. A hierarchical supervisory structure ensures accountability through successive levels of oversight.

To strengthen monitoring and evaluation, future research should prioritize longitudinal studies that track the long-term effects of teacher training and policy implementation on student learning and educational quality. This approach will provide critical insights into the effectiveness of current strategies and inform adaptive policy refinement. Addressing existing research gaps—such as the limited study of the 2022 National Language Policy, regional variations in implementation, resource constraints, and the role of technology—will further enhance understanding of policy impacts. Incorporating comprehensive, sustained evaluation mechanisms will ensure that language education policies translate into measurable improvements across Nigeria's diverse multilingual educational landscape.

## 6.6 Practical Contributions for Similar Contexts

This section presents practical contributions derived from the study of language policy implementation in Nigerian primary education, offering valuable lessons for similar multilingual and resource-constrained contexts. It addresses key areas including transparent resource allocation, specialized teacher training, community involvement, targeted infrastructure investment, culturally responsive policy guidelines, and governance mechanisms to protect education policies from political interference. Together, these insights form a comprehensive framework that aligns national objectives with local realities, fostering sustainable and effective multilingual education in diverse educational settings.

### *Transparent resource allocation and anti-corruption strategies tailored to local needs*

Corruption and resource mismanagement critically undermine the implementation of language policies in Nigerian primary education by diverting funds intended for educational development, fostering a culture where government resources are treated as personal inheritance, and exacerbating funding challenges that impede policy enactment. Local Education Authorities (LEAs), responsible for operationalizing national policies such as the National Policy on Education (NPE) and the National Language Policy (NLP), consistently face systemic resource constraints including insufficient funding, delayed salaries, and inadequate learning materials. Despite their commitment to objectives like mother tongue instruction, these deficiencies degrade educational quality and obstruct policy realization (Theme 5, Subthemes XI and XII; Theme 3, Subtheme VIII; Theme 6, Subthemes XIII and XIV). Political interference and misalignment between national policy goals and local realities further intensify resource diversion and inconsistent enforcement (Theme 2, Subtheme VI; Theme 7, Subtheme XV).

Although multi-tiered supervision and collaboration frameworks exist, their effectiveness is limited by logistical challenges and resource shortages rooted in corruption. Local innovations, such as vehicle donations to supervisors, provide partial mitigation but lack scalability due to entrenched governance issues. These findings highlight the necessity of transparent resource allocation processes that are tailored to local governance dynamics and capacity constraints within LEAs. Transparent funding mechanisms ensuring equitable distribution and community involvement in monitoring are essential to restoring trust and accountability, thereby enhancing LEAs' capacity to implement national education policies effectively.

Strengthening oversight and establishing accountability frameworks responsive to local needs can mitigate systemic resource diversion and promote sustainable infrastructure development, including classrooms, desks, textbooks, and teaching aids. Equally important is securing and managing funding for professional development of teachers and LEA staff, which underpins effective policy dissemination and capacity-building efforts critical for sustaining educational reforms. Anti-corruption and resource management interventions must

therefore be context-sensitive, integrating local innovations and stakeholder engagement to address root causes of mismanagement. Such tailored strategies serve as models for similar multilingual and resource-constrained contexts facing comparable challenges in policy implementation and resource governance.

In these contexts, transparent resource allocation and anti-corruption strategies must be embedded within multi-level governance structures that accommodate linguistic and cultural diversity while addressing infrastructural disparities, particularly between urban and rural or underserved areas. Accountability mechanisms sensitive to local realities ensure that financial and human capital resources reach their intended programs, linking transparency to sustained and increased funding through innovative financing models adapted to socio-political and economic conditions. Insulating education policy from political interference through independent decision-making bodies fosters continuity and effectiveness in resource allocation, ensuring policies endure beyond administrative changes. Effective coordination across federal, state, and local education authorities bridges the gap between national objectives and local implementation realities, promoting equitable and efficient resource distribution.

This comprehensive framework underscores the complex interplay between language policy, classroom practices, resource availability, and sociopolitical dynamics. Effective implementation depends on legitimizing multilingualism at the grassroots level, addressing infrastructural and human resource deficits through transparent, accountable mechanisms, and bridging the policy-practice gap via inclusive, contextually informed strategies that harmonize national goals with local needs and capacities. These practical contributions emphasize transparent resource allocation and anti-corruption measures tailored to local governance contexts as foundational to sustainable and equitable language policy enactment in Nigeria and similar multilingual, resource-constrained settings.

#### *Specialized teacher training programs emphasizing mother tongue instruction and technology use*

Teacher preparation remains a significant barrier to implementing mother tongue-based multilingual education (MTB-MLE) policies in Nigerian primary schools, largely due to shortages of qualified educators and inadequate training quality. Many teachers lack specialized skills for effective language instruction, with some holding only general degrees without educational orientation. As one interviewee emphasized, "Most teachers are untrained. Expecting someone with only a BSc, who is not educationally oriented, to teach pupils is very wrong." Newly recruited teachers often lack passion and effective pedagogical methods, further diminishing instructional quality: "Most of the teachers are recruited because they are looking for a job... many of these teachers are not quality teachers. We lack teaching methods." Local Education Authorities (LEAs), responsible for translating national MTB-MLE policies into local practice, face challenges in recruiting and retaining teachers equipped with MTB-MLE pedagogical skills. This is compounded by fragmented,

unstandardized, and discontinuous training programs that do not adequately address the specific demands of mother tongue instruction and technology integration (Themes 1, 2, 4, and 6). Resource constraints, infrastructural deficits, and delayed salary payments undermine teacher motivation and retention, especially in remote or underserved areas (Theme 5). Additionally, tensions between national language policy goals and local preferences—such as parental preference for English-medium instruction—divert qualified teachers away from MTB-MLE programs, worsening shortages of mother tongue educators.

Addressing these intertwined challenges requires specialized, continuous professional development programs that emphasize MTB-MLE pedagogy, language proficiency, and strategic technology use. Such targeted training equips teachers with relevant methodologies and aligns instructional practices with policy objectives, enhancing educational quality and consistency. Strengthening LEAs' capacity to implement these programs is crucial, alongside ensuring sustainable financing and resource allocation to support educators effectively.

Specialized teacher training programs that integrate mother tongue instruction with digital tools play a pivotal role in overcoming educational challenges in multilingual and resource-constrained contexts. This approach fosters both linguistic competence and technological fluency, mitigating the effects of unstandardized training and improving teacher preparedness. Research highlights the importance of involving teachers as key policy stakeholders to bridge gaps between policy formulation and classroom practice, reinforcing the necessity of targeted teacher preparation (Adebayo, 2017). Furthermore, experiences from Nigeria and Tanzania reveal that difficulties in English learning stem more from ineffective policy implementation than policy design, underscoring the need for teacher training that prepares educators to navigate multilingual instruction effectively (Tom-Lawyer and Thomas, 2024).

The intersection of mother tongue instruction and technology use is further emphasized through initiatives such as the African Storybook project, which promotes multilingual, culturally relevant digital storybooks to improve literacy outcomes. Active educator involvement in creating and employing these resources illustrates the critical role of teacher training in integrating technology with language instruction (Wepukhulu, 2019). Similarly, efforts to intellectualize indigenous languages through terminology development and policy evolution depend on well-prepared educators capable of delivering such curricula (Matefu Ditsele, 2024). The increasing prominence of African languages in public and technological spheres, despite historical marginalization, highlights the developmental significance of supportive language policies and the strategic role of official narratives in sustaining linguistic diversity (Wildsmith-Cromarty et al., 2023; Li et al., 2023).

Practical contributions for similar multilingual contexts emphasize the centrality of specialized teacher training that combines mother tongue-based multilingual education with technology integration, especially in early education. This involves developing teachers' language and communication skills alongside technological proficiency, reflecting an advanced pedagogical

approach. Continuous professional development through seminars, workshops, and diverse formats ensures teachers remain proficient in contemporary methods, aligning with established findings on the critical role of teacher preparation in policy success. Addressing infrastructural and welfare challenges—such as transportation, housing, and resource allocation—is vital for sustaining teacher motivation and retention, particularly in remote or underserved areas. Complementary government funding for classrooms, textbooks, and teaching aids creates an enabling environment for mother tongue instruction. Engaging communities through local meetings and workshops fosters broader support for language policies, mitigating societal pressures favouring English proficiency and reinforcing the contextual appropriateness of mother tongue education.

This multifaceted framework—combining specialized teacher training focused on mother tongue instruction and technology use with improved welfare measures and community involvement—provides a comprehensive strategy for effective multilingual policy implementation. It equips educators with essential skills and integrates technological tools to enhance learning outcomes, illustrating a forward-looking approach to language education in diverse linguistic landscapes.

#### *Community involvement strategies addressing parental concerns and promoting mother tongue education*

The research underscores a critical challenge in Nigerian primary education: a persistent misalignment between parental expectations for English instruction and national policies advocating mother tongue-based multilingual education (MTB-MLE). This disconnect fuels parental resistance, with some transferring children to private schools emphasizing English, thereby complicating Local Education Authorities' (LEAs) efforts to implement language policies. LEA staff report that parents expect English proficiency but encounter continued mother tongue instruction, intensifying societal pressure for English and opposition to local language use by teachers. As one LEA staff member noted, “parents expect their children to speak English but find they continue learning in their mother language, prompting threats to remove children from schools where English is not heard.” This tension reveals a fundamental gap between federal policy objectives and community priorities, compounded by systemic constraints including resource shortages, inadequate infrastructure, limited teacher training, and political interference.

Community involvement emerges as a pivotal strategy to bridge this divide by aligning parental expectations with policy goals through inclusive dialogue and awareness. Organizing community meetings, workshops, and public awareness campaigns offers essential platforms to inform parents and stakeholders about the educational and cultural benefits of mother tongue instruction. These forums foster mutual understanding and support by directly addressing parental concerns about English proficiency. Engaging local leaders and influential community members is crucial for building broad-based endorsement and mitigating resistance, thereby embedding policy objectives within the community's social fabric.



Despite LEAs' efforts in capacity-building, training, and awareness initiatives, these often lack standardization, continuity, and adequate resources, limiting meaningful community participation. Resource constraints—such as funding deficits, infrastructural inadequacies, and challenges in teacher recruitment and retention—combined with political interference and weak intergovernmental coordination, undermine LEAs' ability to sustain stakeholder engagement. Although multi-tiered support systems involving NGOs, training workshops, and local innovations provide a structural framework for policy implementation, gaps persist in institutional mechanisms that incorporate local perspectives, perpetuating a predominantly top-down approach that fails to resonate with community realities.

Sustained, well-resourced, and coordinated stakeholder engagement that actively involves parents, community leaders, and LEAs through targeted awareness and training initiatives aligns with the Multidimensional Language Policy Implementation (MLPI) Model emphasized in this research. This model highlights dynamic interactions among micro, meso, and macro-level actors as essential to enhancing acceptance and implementation outcomes for MTB-MLE programs. For similar multilingual contexts, these findings demonstrate the practical necessity of embedding community involvement strategies that not only inform but also empower parents and local stakeholders, thereby reconciling policy intentions with parental aspirations and fostering sustainable support for mother tongue education.

The literature reinforces the critical role of tailored stakeholder engagement in multilingual and culturally diverse settings like Nigerian primary education. Wilson and Lee (2021) emphasize that local community engagement is essential for clear communication, a principle applicable to language policy contexts (Toppenberg-Pejcic et al., 2018). Active participation from stakeholders—including LEAs, teachers, parents, and community leaders—enhances transparency, relevance, and meaningful policy adoption (Concannon et al., 2014; Leonidou et al., 2018). In linguistically diverse environments, community involvement must directly address parental concerns and advocate for mother tongue education, as uniform approaches prove ineffective. Translation and communication in local languages are vital for making policies comprehensible and culturally resonant, facilitating engagement (Al-Tarawneh et al., 2024). Anukaenyi (2016) further illustrates how linguistic diversity and policy challenges contribute to poor student performance and misunderstandings of national education policies, underscoring the need for community-centered engagement to improve outcomes.

Successful language policy implementation depends on early, sustained engagement with local communities, particularly parents, to build trust, enhance comprehension, and encourage active participation. This engagement should balance traditional communication methods with modern platforms, recognizing social media's complementary role alongside established channels (Toppenberg-Pejcic et al., 2018; Vegt, 2017). A significant challenge in Nigeria is the limited involvement of parents and community leaders, which creates a disconnect between policy objectives and parental expectations. Parents' preference for

English instruction often leads to resistance against MTB-MLE initiatives and the transfer of children to English-focused private schools, reflecting broader unawareness of mother tongue education's benefits. Addressing this gap requires fostering informed dialogue and building local support through active involvement of community leaders, who facilitate trust and grassroots endorsement. Targeted communication efforts that clarify MTB-MLE's aims and advantages help counter misconceptions about language proficiency, bridging the divide between policy and practice.

Practically, these insights reveal that language policy initiatives in multilingual settings benefit from a multidimensional stakeholder engagement framework integrating parental perspectives with community leadership. This framework nurtures shared understanding of mother tongue education's value and mitigates resistance rooted in concerns about English acquisition. Consequently, community involvement is a pivotal mechanism for aligning educational policies with local expectations, enhancing acceptance, and supporting sustained adoption of MTB-MLE programs. Tailoring engagement strategies to sociolinguistic realities ensures language policy implementation is contextually relevant and socially supported, ultimately contributing to improved educational outcomes and policy effectiveness.

#### *Targeted infrastructure investment in rural and underserved areas with oversight mechanisms*

The research highlights the critical role of targeted infrastructure investment in rural and underserved Nigerian primary schools as foundational to effective language policy implementation and overall educational quality. Persistent deficits—such as overcrowded classrooms, insufficient desks, outdated or absent laboratory equipment ("You can see a lab. There is no equipment there that you can be teaching and be doing experiments to your student and even if there is a little is outdated, the one that is not be using again"), and shortages of essential learning materials—directly undermine teaching and learning environments, particularly in remote areas. These infrastructural challenges are compounded by financial constraints faced by Local Education Authorities (LEAs), including delayed teacher salary payments and inadequate welfare support, which collectively affect teacher motivation, retention, and performance.

Robust oversight mechanisms emerge as indispensable for ensuring transparent and efficient allocation of resources dedicated to infrastructure development. Strengthening multi-tiered supervision and fostering collaboration between government entities and NGOs not only enhances accountability but also builds community trust, a vital element for the acceptance and success of mother tongue instruction within linguistically diverse settings. This governance framework mitigates corruption risks and improves the operational capacity of LEAs, enabling more equitable resource distribution and sustainable infrastructure improvements.

Integrating national educational objectives with local realities through sustained capacity-building and inclusive stakeholder engagement further reinforces this approach. Innovative

local solutions, such as community-supported logistics and vehicle donations, demonstrate practical potential to overcome geographical and infrastructural barriers when anchored by stable institutional frameworks.

These findings offer valuable insights for similar contexts in developing countries facing systemic educational challenges. Prioritizing targeted infrastructure investment in underserved communities, combined with transparent oversight and collaborative governance, can foster resilient education systems. Such integrated strategies improve resource availability, enhance working and learning conditions, and create conducive environments that support consistent policy implementation and improved educational outcomes (Adebayo, 2018; Aina, 2002).

### *Flexible, culturally responsive policy guidelines balancing national goals with local realities*

The research highlights practical contributions for multilingual contexts similar to Nigeria by emphasizing the development of flexible, culturally responsive policy guidelines that harmonize national objectives with local realities. Central to this approach is creating adaptable frameworks that respect the unique linguistic and cultural characteristics of diverse communities while aligning with overarching national language policies. Such flexibility transforms policies from rigid mandates into dynamic tools sensitive to local needs, thereby fostering greater acceptance and effectiveness in multilingual education.

This model underscores the importance of balancing national goals with community preferences to enhance policy uptake and educational outcomes. By enabling Local Education Authorities (LEAs) to tailor Mother Tongue-Based Multilingual Education (MTB-MLE) strategies to specific contexts, it addresses challenges such as parental resistance to mother tongue instruction and uneven resource distribution. The adaptability of these guidelines supports optimized teacher training and capacity-building programs that are contextually relevant, strengthening the practical implementation of MTB-MLE across diverse linguistic landscapes.

Coordination among federal, state, and local education authorities is integral to this framework, ensuring consistent institutional support and policy continuity. Clear communication channels and role delineation enhance governance responsiveness to local conditions, while investments in infrastructure and learning materials reinforce the feasibility of multilingual education, particularly in underserved areas. Additionally, safeguarding policies from political interference through legal protections and promoting innovative funding partnerships contribute to sustainable implementation.

The National Language Policy of Nigeria exemplifies these principles by mandating mother tongue instruction in early education, reflecting evidence-based multilingual education practices. The study's findings resonate with experiences from other multilingual developing countries, such as Mozambique (Chimbutane, 2011) and Cameroon, Mali, and Kenya (Trudell,

2007), where flexible, culturally attuned policies and active local stakeholder engagement were critical to bridging gaps between national directives and localized realities. This research thus offers a comprehensive, context-sensitive framework that advances effective language policy implementation, contributing valuable lessons for enhancing educational outcomes in linguistically diverse settings worldwide.

### *Governance mechanisms to shield education policy from political interference and ensure stability*

Political interference in Nigeria's education system critically undermines policy coordination and continuity, particularly affecting Local Education Authorities (LEAs) responsible for local implementation of national policies (Theme 1, Subtheme III). This interference, often manifested through political appointments and nepotism, disrupts recruitment, delays salary payments, and hampers retention of qualified staff (Theme 4, Subthemes IX and X), thereby weakening LEAs' capacity to sustain essential training and professional development programs (Theme 6, Subthemes XIII and XIV). The resulting misalignment between shifting political priorities and national policy objectives further compromises enforcement consistency and institutional support, aggravated by insufficient government commitment to education funding (Theme 2, Subtheme VI; Theme 7, Subthemes I and XV). Additionally, political influence distorts multi-tiered support structures—including regulatory bodies, government agencies, and NGOs—by impairing supervision, accountability, and quality assurance mechanisms designed to ensure uniform policy implementation (Theme 3, Subtheme VIII). Corruption compounds these challenges by obstructing equitable fund distribution and utilization, threatening the sustainability and long-term continuity of language and education policies across successive administrations.

Robust governance mechanisms are essential to shield education policies from such political volatility and ensure stability. Strengthening collaboration across federal, state, and local education authorities can harmonize recruitment and resource allocation processes, fostering cohesive implementation across governance levels. Legal and strategic frameworks that institutionalize transparent recruitment, secure consistent funding, and reinforce accountability are critical to safeguarding LEAs' operational capacity and preserving policy continuity despite political changes. Embedding these governance structures within the decentralized education system promotes coherent policy enactment, sustains professional development initiatives, and upholds education quality over time.

Effective monitoring and evaluation frameworks complement governance efforts by providing systematic oversight of policy implementation and training outcomes. Nigeria's National Language Policy and National Policy on Education emphasize comprehensive governmental involvement and multi-tiered supervision to achieve educational goals (Fox et al., 2019). These policies advocate coordinated oversight among federal, state, and local levels, supported by educational services such as functional libraries and multidisciplinary Education Resource Centres, which enhance literacy, curriculum adaptation, teacher capacity

building, and special education (National Policy on Education, pp. 38-39). LEAs benefit from hierarchical supervisory structures involving regulatory bodies like the FCT Universal Basic Education Board, quality assurance officers, and collaborative monitoring teams conducting school visits, even in remote areas. Teacher welfare is reinforced through active unions ensuring timely entitlements, while professional development is supported by workshops funded by the Universal Basic Education Commission and international partners such as the World Bank and UNICEF. Logistical support, including vehicles for supervisors and collaboration with NGOs supplying educational materials aligned with sustainable development goals, further strengthens implementation capacity.

To enhance policy resilience and effectiveness, longitudinal monitoring and evaluation should be prioritized to assess the sustained impact of teacher training and policy interventions on educational outcomes. Addressing research gaps—such as limited study of the 2022 National Language Policy, regional implementation variations, resource constraints, and technology’s role—will deepen understanding of policy impacts and inform adaptive governance. Integrating comprehensive, sustained evaluation mechanisms within governance frameworks ensures that language education policies translate into measurable improvements across Nigeria’s diverse multilingual educational landscape.

Practical contributions for similar contexts emphasize the necessity of embedding governance mechanisms that legally and operationally buffer education policies from political interference. This includes establishing transparent, stable recruitment and funding processes, multi-level coordinated oversight, and accountability systems that persist through political transitions. Complementing these governance structures with robust monitoring and evaluation frameworks enables continuous policy refinement and sustains educational quality, particularly in decentralized systems facing political volatility and resource challenges.

## 6.7 Theoretical Contributions: The Multidimensional Language Policy Implementation (MLPI) Model

The Multidimensional Language Policy Implementation (MLPI) Model advances language policy studies by integrating Critical Language Policy (CLP) and sociolinguistic perspectives across micro, meso, and macro levels, with particular emphasis on the meso-level agency of Local Education Authorities (LEAs) as pivotal intermediaries. This holistic framework bridges national policy formulation and classroom practice by accounting for power dynamics, stakeholder agency, linguistic variation, and contextual factors that shape policy implementation.

Grounded in CLP theory, the model critically examines power structures influencing language policy, while incorporating Blommaert’s (2005) sociolinguistic perspective to highlight how language practices reflect social structures and power relations. This synthesis enables a nuanced understanding of how LEAs negotiate and adapt national policies to local contexts, navigating challenges such as resource constraints, political interference, and misalignment

between policy goals and local realities. The model echoes the insights of Spillane et al. (2002) and Honig (2006), who underscore the critical role of local education officials in translating policy into practice.

By focusing on meso-level actors, the MLPI Model reveals the complex interplay between regulatory oversight, resource provision, teacher training, and stakeholder collaboration necessary for effective implementation. Its application in the Nigerian context exemplifies how these intermediary actors interpret and reshape policies to fit unique local conditions, thereby enriching the understanding of policy processes beyond top-down approaches.

Overall, the MLPI Model's multidimensional and integrative approach offers a comprehensive theoretical contribution, capturing the dynamic interactions across policy levels and emphasizing the central role of LEAs in mediating between macro-level directives and micro-level educational realities.

## 6.8 Reflection on the MLPI Model and Unique Contributions

The development of the Multidimensional Language Policy Implementation (MLPI) Model represents a significant contribution to language policy analysis by integrating diverse theoretical perspectives, including Critical Language Policy theory and Sociolinguistic Perspectives, into a comprehensive framework. This integration facilitates the examination of complex interactions among stakeholders and governance levels across micro, meso, and macro scales, emphasizing the multifaceted nature of policy implementation.

The model articulates four interconnected dimensions: Power Dynamics and Ideological Underpinnings, Contextual Factors and Local Realities, Linguistic Variation and Social Significance, and Stakeholder Agency and Collaboration. This structure enables a holistic analysis of implementation challenges, particularly within Nigeria's linguistically diverse educational landscape. Recognizing stakeholder agency—especially the role of Local Education Authorities—bridges theoretical constructs with practical realities, highlighting how various actors shape policy outcomes through interpretation and adaptation at different governance levels.

Applying the MLPI Model uncovers nuanced barriers often overlooked by other approaches. It reveals the intricate interplay between macro-level power structures influencing policy formulation and micro-level contextual factors shaping implementation. This multi-level analysis exposes discrepancies between national policy objectives and local realities, underscoring the importance of stakeholder collaboration in policy translation. The inclusion of linguistic variation and social significance provides a sociolinguistic lens that captures tensions between promoting mother tongue instruction and societal pressures favouring English proficiency. Through ethnographic and critical discourse analysis elements, the model elucidates symbolic meanings and cultural nuances tied to language use in education, revealing implications for social mobility, cultural preservation, and national identity.

Furthermore, the MLPI Model's holistic approach highlights how resource constraints, infrastructural deficits, and political interference intersect to create complex implementation challenges. This comprehensive perspective not only advances qualitative research and theoretical synthesis skills but also deepens understanding of the multifaceted nature of educational policy implementation in multilingual contexts.

Overall, the MLPI Model offers a robust framework for analyzing language policy implementation by synthesizing multiple theoretical perspectives, acknowledging stakeholder agency, and addressing the sociolinguistic realities of diverse educational settings. It provides valuable insights into the dynamic processes shaping policy outcomes and identifies critical areas for further research on local adaptation and stakeholder collaboration.

## 6.9 Conclusion

The findings emphasize the crucial intermediary role of Local Education Authorities (LEAs) in translating Nigeria's national education and language policies into local practice within primary schools. LEAs show strong commitment to implementing the National Policy on Education (NPE) and the National Language Policy (NLP), particularly by valuing mother tongue instruction in early education. However, their efforts are hindered by systemic challenges such as resource shortages, infrastructural deficits, funding delays, political interference, and a misalignment between national policy goals and local community preferences—especially parental demand for English instruction. These factors result in inconsistent and uneven application of mother tongue-based multilingual education (MTB-MLE) across regions.

The study highlights the need for robust, multi-tiered support systems that include capacity-building, ongoing teacher training, stakeholder engagement, and innovative local solutions to logistical challenges. Effective policy enactment requires transparent resource management, sustainable funding models, targeted infrastructure development, and governance mechanisms that protect education policies from political volatility. Flexible, context-sensitive implementation guidelines are essential to accommodate Nigeria's linguistic and cultural diversity and bridge the gap between national objectives and local realities.

Specialized teacher training programs integrating mother tongue pedagogy and technology use, along with comprehensive stakeholder engagement strategies to align parental expectations with policy goals, are critical. Comparative insights from multilingual contexts such as China provide valuable lessons for enhancing policy coherence and educational outcomes.

This research contributes uniquely by providing ground-level perspectives from LEAs, deepening understanding beyond national-level analyses. It identifies a complex interplay of factors—including resource allocation, infrastructure, awareness, training, and government

priorities—that affect policy implementation. By emphasizing infrastructure as a significant barrier alongside human and financial resources, the study expands the typical focus on linguistic and pedagogical challenges. It also underscores the importance of legislative measures to ensure policy continuity across successive governments, addressing long-term sustainability.

Key contributions include identifying specific skills and training needs for LEAs, recognizing misalignments between national goals and local strategies, and highlighting the critical role of support systems and enhancement services. The study proposes strategies to overcome barriers through improved coordination among government levels, increased investment in educational infrastructure, and effective communication strategies.

By integrating local perspectives with national policy analysis, this research offers a holistic view of Nigeria’s education sector challenges, contributing to broader literature advocating context-specific approaches in education policy implementation. The emphasis on a multi-stakeholder approach—engaging government agencies, educational institutions, and local communities—aligns contemporary trends toward inclusive, participatory policymaking.

Focusing on LEAs illuminates the often-overlooked intermediary governance layer, providing a crucial link between top-down policy formulation and ground-level implementation. Recognizing infrastructure as a key barrier calls for integrated policy approaches that address both educational content and the physical learning environment. Finally, advocating for policy continuity through legislative measures presents a novel solution to challenges posed by frequent political changes, with implications extending beyond Nigeria.

In sum, this research advances education policy studies by delivering a nuanced, multi-level analysis of language policy implementation in Nigerian primary schools. Its findings and recommendations offer valuable insights for policymakers, educators, and researchers, potentially shaping future education policy formulation and implementation strategies both within Nigeria and in comparable developing contexts.



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## Appendices

### Appendix A: Gatekeeper Letter



Dear Local Education Authority Secretary,

My name is Cordelia Chukwuemerelam Nwancha. I am a postgraduate MPhil research student at the Institute of Education, University of Worcester, England, United Kingdom. For my dissertation, I am researching “The Impact of Local Education Authority (LEA) support in implementing *the National Policy on Education (NPE) and National Language Policy (NLP)* in public primary schools” within your area council.

Subject to approval by the University of Worcester Research Ethics Committee, the overall aim of this study is to explore the views of local education authorities (LEAs) in promoting the implementation of education and language policies in public primary schools within your jurisdiction.

I am writing to ask for permission to recruit LEA staff as participants in this study. I would greatly appreciate it if you could grant me access to local education authority staff, who would contact me directly if they were interested in participating in this research. Additionally, I would be grateful if you would consider joining in and participating in this research as well.

Taking part involves answering a range of interview questions about the perspectives, contributions and barriers faced by local education authorities (LEAs) in promoting the implementation of education and language policies in public primary schools within the participants' jurisdiction.

Interviews will last for a minimum of 45 minutes and a maximum of 60 minutes and will take place online via Zoom. I am hoping to recruit three participants who have experience in this research area within your local education authority. All data provided by participants will be confidential and anonymized so that participants will have the freedom to choose which questions to answer and the extent to which they wish to answer them, and their responses will be treated with utmost respect and confidentiality. Pseudonyms will be used to maintain anonymity (for example, Participants A, B, and C, etc., will represent LEA officials (Education Secretaries), whereas S1, S2, and S3, etc., represent other staff members.

This study will adhere to the UK Data Protection Act of 2018 and the Nigeria Data Protection Act of 2023, which mandate the protection of participants' confidentiality, anonymity, and rights. The research is also guided by the British Educational Research Association (BERA, 2024) and the University of Worcester Ethics Policy (2022), which both assert that policy guidelines for educational research include a set of requirements to be considered, such as providing participants with the option to withdraw their consent during and after the period of data collection. In line with these policies, you can withdraw from participating in the study during data collection at any time without giving a reason and without negative

consequences. The interview will be audio recorded and transcribed into text. You will be given 2 weeks to confirm the accuracy of the transcript and upon your confirmation of transcribed data, all audio recordings will be deleted and your right to withdraw ends.

I expect the findings of this research to be written up in the form of a thesis, presented at seminars and conferences, written up in journals, teaching, learning and further research purposes in a manner that will not violate the agreed-upon confidentiality and anonymity of participants.

Before the project commences, I need to know whether you would be willing to be involved in principle. This will allow me to obtain approval from the University of Worcester Research Ethics Committee for this research study. I have also provided a copy of the Participant Information Sheet (PIS) and consent form for your perusal.

I would be grateful if you could contact me via email at: [nwac3\\_21@uni.worc.ac.uk](mailto:nwac3_21@uni.worc.ac.uk) or WhatsApp at [REDACTED] should you be willing to participate in this research project.

Thank you for your kind consideration.

Yours sincerely,

Cordelia Chukwuemerelam Nwancha

MPhil Research Student

University of Worcester



# UNIVERSITY of WORCESTER

## INFORMED CONSENT FORM

**TITLE OF PROJECT:** The Impact of Local Education Authorities (LEA) Support in the Implementation of National Policy on Education (NPE) and National Language Policy (NLP) in Nigerian Public Primary Schools

**NAME OF RESEARCHER:** Cordelia Chukwuemerelam Nwancha

**VERSION NUMBER:** 3

**DATE:** 27/09/2024

I, the undersigned, confirm that (**please initial boxes as appropriate**):

<b>Taking part in the research</b>	
I have read and understood the information about the project in the Information Sheet dated 27/09/2024 or it has been read to me. I have been able to ask questions which have been answered fully.	
I understand participation is voluntary and I can withdraw participation at any time during data collection without giving a reason or any consequences and that I can request the withdrawal of my data up until transcripts have been confirmed, after which my right to withdraw my consent ends.	
I understand that taking part in this study involves being interviewed.	
<b>Recordings</b>	
I consent to being audio recorded and understand the recordings will be stored securely and destroyed immediately after transcription.	
<b>Use of information / data during the research</b>	
I understand that the personal information collected about me that can identify me, which will include my contact details such as email address/phone number will be used for the purposes of this research study only and will not be shared with anyone other than the supervisory team.	
I understand that all information I provide will remain confidential throughout the project. It will not be possible to identify me in any research outputs.	
I understand that my research data will be used for this thesis, presented at conferences, written up in journals, reports, teaching and further research purposes and websites.	
I agree that my direct quotes can be used in research outputs in an anonymised format.	
<b>Use of information / data after the research</b>	
I consent to my anonymised and/or aggregated research data being stored securely and used by others for future research.	
I give permission for the final thesis containing the anonymised transcript data that I provide to be deposited in the University library archive so that it can be used for future research and learning.	
<b>Final points</b>	
I understand that taking part in the study has/may trigger some psychological and emotional distress as potential risk(s).	
I know who to contact if I have any concerns about this research.	
I voluntarily agree to participate in this project.	

<b>Name of Participant</b> Cordelia Chukwuemerelam Nwancha	<b>Signature</b> <i>CCN</i>	<b>Date</b> 27/09/2024
<b>Name of Researcher</b>	<b>Signature</b>	<b>Date</b>

Please send your completed consent form to my University email address below:  
nwac3\_21@uni.worc.ac.uk





**UNIVERSITY of  
WORCESTER**

**PARTICIPANT INFORMATION SHEET AND PRIVACY NOTICE**

**TITLE OF PROJECT:** The Impact of Local Education Authorities (LEA) Support in the Implementation of National Policy on Education (NPE) and National Language Policy (NLP) in Nigerian Public Primary Schools

**VERSION NUMBER:** 10

**DATE:** 27/09/2024

This research has been approved by the Education Culture and Society Research Ethics Panel in line with the University's Research Ethics Policy.

**Invitation**

I would like to invite you to take part in a research project. Before you decide whether to take part, it is important that you understand why the research is being done, what it will involve for you, what information I will ask from you, and what I will do with that information.

Please take time to read the following information carefully.

Thank you for reading.

**What is the purpose of the research?**

The purpose of the research is to review the literature, conduct semi-structured interviews with local education authorities, and analyze the National Policy on Education and National Language Policy to:

- 1) identify roles, contributions, actions, barriers, and obstacles in policy enforcement;
- 2) determine implementation strategies, variations, and effectiveness across regions; and
- 3) develop recommendations for future policies and practices by combining findings from nine local education authorities and existing literature

**Who is undertaking the research?**

Name: Cordelia Chukwuemerelam Nwancha

Position: MPhil Student

Role on the project: Researcher

**Who has oversight of the research?**

I am being supervised by the University of Worcester academic staff, Dr Madeleine Findon, a senior lecturer in MA Education and Prof. Jaswinder Dhillon, a professor of Education both at the Institute of Education. This research project has been given full ethical approval by the Education, Culture and Society Research Ethics Panel in line with the University's Research Ethics Policy.

**Why have I been invited to take part?**

You have received this invitation based on your expertise in this subject area, as you are a staff member of the local education authority in the selected area councils and you have been identified as a potential participant. I also believe you would like to add to the knowledge by participating in this research project. This is an invitation but it is not compulsory that you

must take part. This research project is limited to only three area councils located in the Federal Capital Territory, Nigeria, whom I have communicated with. Fortunately, all three have provided me with a letter of acceptance to participate in the research. However, the study does not extend to the remaining three area councils that I have not yet contacted. Reaching out to these additional councils will only be necessary if any of the chosen councils opt to withdraw from the research in the future. I hope to recruit a total of nine participants for this study, and participants will be recruited on a first-come, first-served basis.

**How do I take part?**

By consenting to take part in this research, you will be asked to complete an online Zoom semi-structured interview and you will need to respond to the questions outlined for the purpose of this research.

**Do I have to take part?**

No. It is up to you to decide whether or not you want to take part in this study. Your participation is entirely voluntary. Please take your time to decide and talk to others about it if you wish. Deciding to take part or not will not have any impact on your employment. It is important that you give your informed consent before taking part in this study. You will have the opportunity to ask questions about the research before you provide your consent.

**What will happen if I agree to take part?**

Taking part involves a semi-structured interview method of data collection. The interview questions are designed in a way that you will be able to explore your views on the implementation of education and language policies in primary schools within your jurisdiction, which may have led to poor academic outcomes in primary schools.

The interview will be conducted online via Zoom and will begin as soon as your signed consent form has been received.

You will only participate in the interview once, which will last for a minimum of 45 minutes and a maximum of 60 minutes unless you experience some technical or internet connection challenges. A re-schedule option will be sought if the above complaint is experienced. You have the freedom to choose a place of convenience for yourself where your internet connection is very active (either in your place of employment, at home, etc)

**How and when consent will be taken?**

You will be required to sign and return the consent form to me via email two weeks before the interview date. You have the freedom of either signing the consent form electronically, physically signing it and scanning it to email, or using other alternative options that you find more convenient.

**Will I be recorded and how will the recordings be used?**

With your consent, audio recordings will be made using the zoom feature. This will be for the purpose of recording interviews for subsequent transcription (written text). You can only participate in this research if you agree to be recorded. Only the transcribed data will be used in the final report or other research outputs as audio recordings will be deleted. In order to preserve your anonymity, only sections of the transcript will be used in the appendices which should only be identifiable to you and myself even though anonymised. However, data will be permanently de-identified to third parties.

**How can I withdraw from this study after agreeing to participate?**

You can withdraw from participating in the study during data collection at any time without giving a reason and without negative consequences. Upon completion of the data collection process, the recorded interviews will be transcribed (written text), and the audio recordings will be deleted. You will be given a period of 2 weeks to confirm the transcripts, and if there is no response to the email, it will be assumed that you are content with the data provided. On the other hand, if you require amendments to be made, it will be done for you. After participation, you can withdraw your data until transcripts have been confirmed, after which your right to withdraw your consent ends. If you wish to have your data withdrawn, please let me know.

**What are the benefits for me in taking part?**

There is a limited amount of existing research exploring the implementation of education and language policy support by the local education authorities in Nigerian public primary schools. Thus, by participating in this research project, participants will directly contribute to the knowledge in this research area. Also, participants may enhance future practical experience by reflecting on previous experiences that they have responded to during the interviews.

**Are there any risks for me if I take part?**

There might be a fear that audio recordings could jeopardize the participants' professional future. This suggests the sensitive nature of the subject content, and this may trigger some psychological and emotional distress. If you become visibly distressed during the interview, I will stop the interview and suggest we move to another question or take a break. Following a break, I would ascertain if you feel you will be able to continue or whether ending the interview would be the best course of action for you. I will remind you that the interview can be rescheduled if you wish to choose a more convenient place where you will feel comfortable communicating with me online. I will also remind you that all data collected will not be stored in an identifiable format, as I will pseudonymise them by removing all identifiers and assigning each participant a unique reference number. Nevertheless, as transcription requires member-checking before data analysis, I will be able to identify participants' data, but it will be securely encrypted and stored in the University of Worcester OneDrive. In this instance, permanent anonymity cannot be achieved since I will still be able to identify participants even with unique reference numbers. However, data will be permanently unidentifiable to third parties. This approach adheres to the principle of safeguarding the anonymity of participants and justifies the researcher's decision to pseudonymise interviews and maintain the confidentiality of data.

**What information will you collect about me?**

To participate in this research project, I will need to collect information that could identify you, called "personal information". Specifically, I will need to collect information including contact details such as email address/ phone number and audio recordings in order to conduct the research. I will use your personal data in the ways needed to conduct and analyse the research study.

The UK continues to be bound by the provisions of the General Data Protection Regulation (GDPR) 2016, which is now the "UK GDPR". Under UK GDPR, we are required to provide a justification (what is called a "legal basis") in order to collect personal information. The legal basis for this project is "task carried out in the public interest". Since the personal information we will be collecting in this project is defined under GDPR as "special category" data, that is more sensitive data requiring greater protection, we must identify an additional legal basis. This additional legal basis is "*necessary for scientific research in accordance with safeguards*".

The University of Worcester acts as the “Data Controller” for personal data collected through its research projects and is subject to the UK GDPR and the Data Protection Act 2018. We are registered with the Information Commissioner’s Office and our Data Protection Officer is Helen Johnstone ([infoassurance@worc.ac.uk](mailto:infoassurance@worc.ac.uk)).

For more on our approach to Information Assurance and Security visit:  
<https://www.worcester.ac.uk/informationassurance/index.html>.

You can find out more about our approach to dealing with your personal information at:  
<https://www.worcester.ac.uk/informationassurance/visitor-privacy-notice.html>.

You have certain rights in respect of the personal information the University holds about you. For more information about Individual Rights under GDPR and how you exercise them please visit:  
<https://www.worcester.ac.uk/informationassurance/requests-for-personal-data.html>.

### **Will my information be kept confidential?**

Your personal information will be kept strictly confidential. It will not be shared with anyone other than my project supervisors. The transcription of the audio recordings will be carried out by myself, thus, no other third party will be involved.

The exception to this is where you tell me something that indicates that you or someone else is at risk of harm. In this instance, I may need to share this information with others; however, I would inform you of this and discuss this with you before doing so.

During the project, all information will be kept securely in line with the University’s Policy for the Effective Management of Research Data and its Information Security Policy. Specifically, your information will be stored on the University of Worcester secure storage called OneDrive and will be password-protected. Also, direct and indirect personal identifiers will be removed from the research data and replaced with unique reference numbers. Personal contact details and audio-recorded interviews will be deleted at the point of transcription.

### **What will happen to the results of the research project?**

I anticipate that the results of the research will be written up in the form of a thesis, presented at conferences, written up in journals, reports, teaching and further research purposes, and websites.

All presented results will be at a summary level and will be fully anonymised and you will not be personally identifiable within any reports or publications.

If you agree for your information to be quoted in research outputs, I will use pseudonyms to maintain your confidentiality and anonymity.  
My final thesis will be deposited in the University library repository in accordance with the University’s Data Protection Policy.

**How long will you keep my data for?**

Upon the completion of the study and studentship, all data, including signed consent forms except only anonymised transcripts, will be deleted in accordance with the UK Data Protection Act 2018, the General Data Protection Regulations (Ethics Policy, 2022), and the Nigerian Data Protection Act 2023. My final thesis will be deposited in the University library archive in accordance with the University's data protection policy. The research is anticipated to be published towards the end of 2025, and consequently, anonymised transcripts will be retained for a maximum of three years to allow for additional analysis or future reference."

**How can I find out what information you hold about me?**

Upon completion of the data collection process, the audio-recorded interviews will be transcribed, and the audio recordings will be deleted. You will have the opportunity to find out the information I have about you by confirming the accuracy of the transcript. You will be given two weeks to confirm the transcript and if there is no response to the email, it will be assumed that you are happy with the data you have provided. However, if you require amendments to be made, it will be done for you immediately.

**What happens next?**

Please keep this information sheet.

If you would be interested in taking part, please contact me using the details below and we will be delighted to answer any further questions you have about the research.

**Our contact details are:**

Researcher: Cordelia Chukwuemerelam Nwancha

[Nwac3\\_21@uni.worc.ac.uk](mailto:Nwac3_21@uni.worc.ac.uk)

If you have any concerns about the project at this point or at any later date you may contact the researcher (contact as above) or you may contact the Supervisors:

Supervisor/Director of Studies

Dr Madeleine Findon

[m.findon@worc.ac.uk](mailto:m.findon@worc.ac.uk)

Second Supervisor

Prof. Jaswinder Dhillon

[j.dhillon@worc.ac.uk](mailto:j.dhillon@worc.ac.uk)

**Allegations of Research Misconduct**

To view University of Worcester's Procedures for Dealing with Allegations of Research Misconduct please click [here](#). For information about who to contact please click [here](#).

**Thank you for taking the time to read this information.**

If you would like to speak to an independent person who is not a member of the research team, please contact the University of Worcester, using the following details:

Michelle Jellis  
Secretary to Health and Sciences Research and Education & Culture and Society Research  
Ethics Panels  
University of Worcester  
Henwick Grove  
Worcester  
WR2 6AJ  
[ethics@worc.ac.uk](mailto:ethics@worc.ac.uk)



### **Semi-Structured Interview Schedule**

Opening queries:

- Please can you give a brief summary of your current job role?
- What is the length of time in your current role?
- Do you have previous job roles?
- Were these roles in the same or a different local authority/area council? (only provide details if relevant)

Please note that further prompt questions (for example, please can you tell me more about...) may be used.

**(RQ1) What are the perspectives of Local Education Authorities (LEAs) regarding the implementation of the National Policy on Education (NPE) and the National Language Policy (NLP) in public primary schools within their jurisdiction?**

- *"Do you think that promoting the implementation of the NPE and NLP in schools is part of the role of the LEA?"*
- *"With regard to the role of the LEA and the scope of their duties, how important do you think the implementation of NPE and NLP should be supported in schools?"*
- *"What value do you think LEAs give to these policies?"*
- *"Can you give me any examples of policy implementation support that you have given/been given at an individual level?"*
- *"Have you supported the implementation of these policies at a whole school level?"*

**(RQ2) What elements contribute to or hinder the effective implementation of the NPE and NLP in public primary schools under the purview of the LEAs?**

- *"Do you think there are factors that contribute to the implementation of these policies in schools?" If yes, "what are the contributing factors?"*
- *"Do you think there are any barriers to the implementation of these policies in schools?" If yes, "what are the barriers?"*
- *"How do you think these barriers could be overcome?"*
- *"What skills and training do you think LEAs will need for effective implementation of the NPE and NLP in schools?"*



**EDUCATION, CULTURE AND SOCIETY RESEARCH ETHICS PANEL (ECS REP)**

**CONFIRMATION OF APPROVAL**

27 September 2024

**REP CODE: ECS23240041-R2**

**THE IMPACT OF LOCAL EDUCATION AUTHORITIES (LEA) SUPPORT IN THE  
IMPLEMENTATION OF NATIONAL POLICY ON EDUCATION (NPE) AND NATIONAL  
LANGUAGE POLICY (NLP) IN NIGERIAN PUBLIC PRIMARY SCHOOLS**

Dear Cordelia

Thank you for your revised application for proportionate review ethical approval to the Education, Culture and Society Research Ethics Panel submitted on 25 September 2024.

Your application has been reviewed in accordance with the University of Worcester Ethics Policy and in compliance with the Standard Operating Procedures for proportionate ethical review.

The outcome of the review is that the Panel is now happy to grant this project ethical approval to proceed.

Your research must be undertaken as set out in the approved application for the approval to be valid. You must review your answers to the checklist on an ongoing basis and resubmit for approval where you intend to deviate from the approved research. Any major deviation from the approved application will require a new application for approval.

As part of the University Ethics Policy, the University undertakes an audit of a random sample of approved research. You may be required to complete a questionnaire about your research.

Yours sincerely

*Carla Solvason*

**DR CARLA SOLVASON**

*Chair – Education, Culture and Society Proportionate Review Panel*

*Deputy Chair – Education, Culture and Society Research Ethics Panel*

[ethics@worc.ac.uk](mailto:ethics@worc.ac.uk)



## Appendix F: Sample of TA Table showing Initial Codes

### Thematic Analysis

#### LEA Interview 1

Line	Raw Data	Initial Codes	Themes
1	I: So can you tell me briefly about yourself and about your current job role?		
2	S <sub>1</sub> : My name is [REDACTED]. I'm from [REDACTED] Area Council of Fct. Abuja. I work as a Chief Accountant with the Local Education authority, [REDACTED] in FCT, Abuja. I was employed in 2002, exactly on the 27th of November, 2002, and I'm on the job up to date, so I think I've served for about 22 years in service now.	Years of experience	
3	I: That's quite a long time.		
4	S <sub>1</sub> : Yes, exactly.		
5	I: Apart from working at the LEA, do you have any other job?		
6	S <sub>1</sub> : Be as it is, you know, as a Nigerian. You just have to have something to supplement with what you are earning as a salary because salary itself is like you have just been handcuffed ... depriving you from doing so many things, but, thank God ... the government has given priority to agriculture, but I think that is the only business allowed for a government worker to embark on. So I used to supplement it with farming.	Government assigned individual role	
7	I: Okay, So this one is personal, not within the area council, right?		
8	S <sub>1</sub> : No, no, no, no, no, it is personal. It has nothing to do with the Local Education Authority or the Area Council. No. Now, mostly it is during weekends, which has no any interference... with my primary assignment.		
9	I: Okay, So I want you to understand why I'm conducting this research on ... the impact of your office. In fact, what made me to do this research is out of experience which I had... back home in Nigeria. So I reviewed other research to know what is really happening around this area. So the issue has been implementation problem. I have come to realize. And from reading of the job role of the Leas. I found out that the Leas help to recruit teachers.		
10	S <sub>1</sub> : Yeah		
11	I: so If we want to implement this policy to me, I feel we need to go through the LEAs because they're the ones that have direct contact with teachers.		
12	S <sub>1</sub> : Yes, the teachers, yes.		
13	I: So do you think that promoting the...first of all, let me just go back a bit. The policy which is a national policy on education and national language policy. They are almost saying the same thing in the sense that the area		
14			
15			

16	I'm looking at is only primary schools and those primary schools, the policy have states that... pupils need to be taught in their mother tongue...		
17	S <sub>1</sub> : Yes, exactly.		
18	I: or the language of their immediate environment... in the 1st 3 years of school... but the national language policy states that it should be throughout the whole six years of their school. So now, what I'm trying to find out is, what is going on in the schools? Are they really implementing it? What are the problems. What is making them not to if they're not implementing it, you see. So what are the issues? So we know how to have a balance in all of this. so do you think that promoting the this policy implementation is part of your role?		
19	S <sub>1</sub> : Yes, they are implementing. It's part of the role. You see, the local education authorities play a crucial role in supporting the implementation of national policy on education and the Nigerian language policy in Nigerian public primary schools, and their support is vital in ensuring these policies are effectively integrated into the school system within their respective area council. There are measures, the local education authority put in place. That is the key ways by supporting the policy implementation. Like in the Lea's, they have what we call policy dissemination awareness. They create awareness. you know, the LEAs ensure that the principles of the national policy on education and the national language policy are clearly communicated to the schools. They organize training sections. workshops, and seminars to inform teachers, school administrators, and stakeholders about the content of this policy... and the goals and implementation strategies. You see, majorly, there is a unit created... in local education authorities now called social mobilization.	Policy integration into the school system	
20	I: Okay		
21	S <sub>1</sub> : Those are the major functions of those of this department. They ensure that they create awareness to people even instituting a primary school in a community where there is no school close by. So it is a function of the social... mobilization department to go on this. And you see the issue of this teachers, training and development, equally, another department was created around last year, 2023, called Teachers Professional Development. That's what the name of the Department and those department. They ensure that there is a continuous professional development program for teachers equipping them with the skills needed to implement the national policy on education and national language policies, for instance, in line with the national language policies, teachers may require specific training in teaching local languages or delivering instructions in a child's mother child's mother tongue during early education, as is stipulated in the 2 distinct 2 policies.	Policy implementation measures created: -Policy dissemination awareness, training sessions in the form workshops and seminars with stakeholders.	
22	The lea facilitates this training to ensure effective language instruction. So those are the areas where the local education authority play basic role in ensuring that all those policies are implemented. Another key. This thing, again, we have provision of learning resources. So you see, the effective implementation of national policy in national politics, on policy, on education and national language policy requires adequate learning materials which include textbooks, you know. Now.	-Social mobilization by instituting community primary school	
23	I: Yes, yes.	-Teachers professional development by training on language of instruction	
24		Provision of learning resources/instructional materials	

35	S <sub>1</sub> : Which include text books, language like instructional or instructional materials, then the LEAs are responsible for ensuring that these materials are provided in sufficient quantities, and are aligned with the curriculum. They also work with local government and the Ministry of Education. Probably like Here we have FCT Universal Basic Education Board which regulate the activities of the primary schools. They are the regulatory body. Some of those teaching aids come through them and most of times they too. They get these aid and instructional materials from ehm... What is it called? Education Resource Fund... So those are the areas, you see, like the primary FCT Universal Basic Education Board. Most of times they give textbooks to local education authorities to distribute to each schools all in order to equip and to equip the teachers on the need to implement all those policies by the national policy on education and Nigerian language policy.	LEA Regulatory bodies:	
36			
37		-Local Government	
38		-Universal Basic Education Board	
39		-Ministry of Education	
40	So we have curriculum development and monitoring equally, though this one is a standard set by the local education authority to make sure that they collaborate with curriculum planners to ensure that the curriculum used in public primary school reflect the goals of national policy on education and national language policy. For example, under the national language policy, it is required that children in lower primary levels are taught in their mother tongue.		
41	I: Mother tongue?		
42	S <sub>1</sub> : So LEAs monitor schools to confirm adherence to this directive. Those are the key areas where local education authorities play vital, you see. And there is another department again supervision and quality assurance. though we have it in Zonal offices, like in my local education authority. We have about 6 Zonal office now. So those Zonal office, there are quality assurance officers who supervise the teachers from time to time to make sure that all they are doing is in line with all the policies outline... for the children, like LEAs conduct regular school inspections and supervision to ensure that schools are following the guidelines of the national policy on education and national... language policy. This include ensuring that language teaching is conducted according to the policy, and that the overall educational framework should align with the national objectives for education by overseeing school operations. Then, again, they equally ensure consistent and uniform application of those policies that is, from the schools.	Curriculum development and monitoring to ensure compliance	
43			
44			
45			
46		Supervision and quality assurance	
47		Regular School inspection and supervision on policy guideline to ensure consistent and uniform application of policies	
48			
49	Hello!		
50	I: Yes, I am listening.		
51	S <sub>1</sub> : We have 9 indigenous language in FCT. So most of those children from primary one down to 4, most of them in order to catch them young. You start with their mother tongues, and that is the language they understand best.	Promoting mother tongue education	
52	We have enh...at times the LEA engages stakeholders and community involvement. You know this, the LEA play an active role in mobilizing community involvement, just whereas I've told you that they have a department called social Mobilization, who is always out there to create awareness to people. So most especially in the implementation of national policy on education and language policy, especially in rural and	Community involvement	
53			

54	under resourced areas, you know. So you are just hearing FCT, they have some typical areas where you cannot even visit with your car...		
55	I: You don't mean it? Really?		
56	S <sub>1</sub> : There are areas you cannot go. It's not motorable. So you know, those remote areas. So couple with this security challenges, you know. But still the... the stakeholders, you know. You have to engage them because they are the people living in that community like the community leader, the parent of the children and the just, to ensure that policy are embraced and supported at the grassroots, because at times the children, when they go back home. The parents will be expecting them to speak in English, so only to discover that they still continue learning in their mother language, you know, without involving the parent to understand the policies on ground. You know it would be very hard for some of them may decide to remove their children from the public schools to private schools. So in such areas there is organization of community leaders just to ensure that the policies are embraced and supported at the grassroots level. Areas where multiple languages are spoken, you know, like FCT in the city center, we have rural areas, and we have urban areas. And that is how the teachers are even graded. The one like in the office, those in urban areas. There is allowance for them and the ones in the rural areas have more allowance in percentage than the ones residing in the urban areas. So that is one of the measures to at least encourage the teachers to put in their best in assuring that all those policies are implemented. Then there is, one other thing I call administrative and financial support, the IEAs, The local education authorities are responsible for budgeting and disposing funds for public primary schools within their jurisdiction. This financial support help schools to acquire necessary resources and maintain a conducive learning environment which is essential for the implementation of the policies.	Security challenges	
57		Grassroot level support	
58		Parents involvement	
59		Organisation of community leaders	
60		Grading of Teachers	
61	I: Okay		
62	S <sub>1</sub> : So you see, like there was a period the Government came up with a homegrown activities. You know. That alone said even encouraged the children to rush into even the one that dropped out, or as a result of one thing or the other, could not go to school ahead because of that homegrown feeding. They all now fall back. you know they all now fall back to school. Yes, this is the way of supporting the policy. The education tool is made free for them.	Differences in Teachers allowance and allocation	
63	So those are the issues. Then we have monitoring and reporting just the way, I said, the monitoring the education, the Ministry of education in collaboration with the secretary Universal Basic Education Board usually set up a monitoring team to go around the schools, no matter how tedious the area is, they make sure that they go there to get firsthand report.	Administrative and financial support	
64	As regard the... if there is any shortage of staff, a shortage of qualified teacher, so that for local language, instruction, or in, if there is any insufficient learning materials, so that they will find solutions to address those issues.	Homegrown feeding	
65	So in conclusion local education authorities are instrumental in bridging the gap between policy formulation and education at the grassroots level by providing administrative financial and instructional support. The local		

73	education authority equally ensure that the national policy on education and the national language policy are effectively implemented. which results in a more inclusive, equitable, and cultural responsible responsive	Mentoring and reporting	
74	education system in Nigerian public family school. So I think I've addressed most of your issues.		
75	I: Yes, you have. so from what you have explained so far, it shows that the LEAs... give these policies value, they value it.	LEAs as Gap Bridgers	
76	S <sub>1</sub> : They value it, they value it, they value it seriously.		
77	I: Yeah, so can you give me an example of... policy implementation support that the LEA in [REDACTED] has given, or you yourself have to support.	Social mobilization	
78	S <sub>1</sub> : Yes, just the way I told you that we have a report just to checkmate the activities of this implementation of national policy or education. 2 departments were created last year.		
79	I: Oh! okay, what are those departments?	Teachers professional development	
80	S <sub>1</sub> : social mobilization department. And we have a teacher's professional development. The departments were created so and yes TPD, exactly. Those are the 2 departments created across the 6 LEAs we have in FCT. you know, being in LEA Local Education authority, we have union, and I'm part of the Union. So we play a vital role.		
81	Yes, we play a vital role in ensuring that all the teachers entitlement are paid, and to the glory of God. The minister fulfilled his promise that since the chairmen has failed to come up to meet up with their expectation.	Union of LEAs	
82	Because this issue of local education authority with the Area Council is a constitutional matter because it's one of the basis for creation of local government. It's basic care, rural electrification and other things like that. But unfortunately, the Area Council doesn't take local education authority teachers as a worker. Because if you take them and you give more priority to education, you will not like to own them their salary, or owe them their entitlement. So at the end of the day to the glory of God. The minister was able to pay the backload of some of those arrears. so hopefully he promised to clear the backload of 2019 minimum wage arrears by October salary. Once October salary is paid, he's going to clear it. So those are the roles. Me in particular, have played in ensuring that all these things are put in place.		
83	I: Thank you for clarifying that. So do you think there are contributing factors to this implementation? though you have mentioned a lot apart from the creation of those offices, and then follow up? What other ways have the Lea contributed to this implementation of policies?	Prioritization of education	
84	S <sub>1</sub> : The Local Education Authority has no much fund of its own to run those activities, but with the little resources it has is the only thing we can do, for now is monitoring the activities of the teachers. And that is the only area, because what is coming today is just to pay salary. But some about 2 years ago that was the move from the LEA where they cry out to the FCT University Basic Education Board. So, and the Head teachers were given some allowances. Mostly. It was during this COVID-19 period. So they were given Post COVID-19 allowance to encourage them the more. And that fund went to the head teachers alone so that they can buy hand sanitizers what you call face masks and other things to the teachers. The resources is not there, to at least improve on what it has been doing before so, and that is only the challenge, I think.		
85		Monitoring teachers activities	
86			
87		Lack of resources and funding	
88			
89			
90			
91			

92	I: Okay. So now I can see there's a barrier, it is resources that is the main problem. Which means the Leas are ready to do their work. It's just that the resources are not there to support.	Sustainability of training and retraining	
93	S <sub>1</sub> : Yes		
94	I: So apart from the resource that are not available. Do you have any other challenges?		
95	S <sub>1</sub> : So honestly, there is training and retraining. We just hope there should be sustainability to continue with the training, and the retraining of teachers is ongoing. The Lea is trying its best. and it's ongoing. We just pray it should be sustainable.	Priority to teachers	
96	I: So... But how do you not think that these barriers can be overcome?	LEA under Local Government is constitutional	
97	S <sub>1</sub> : those barriers they are not much. But the only... and local government should give more priority to teachers, because that is the essence why the local government is created and it is constitutionally there. Even if we check the national policy on education, I think is spelled out there Why, the responsibility of the Local Education authority should be in the hands of the local government I just pray the government should build primary school, and the State government should give more priority to basic education and the government should make sure that should give more adherence to the issue of entrepreneurship. They should not be theory all the time. Just the way you see in Japan and China.	Priority to entrepreneurship	
98		Field practice	
99	I: Okay		
100	S <sub>1</sub> : in China, there is time frame. They teach, the children will learn in the class, and after some time they take them to field to be creative to at least do one or 2 things, to mold, to construct. You know you know you catch them young is better. So once they start. At that age it will give, it will yield a very good result. So, looking at the education system, just the way we are saying about the language policy. You can see China has gone very far.	Positive outcome	
101	I: Yes		
102	S <sub>1</sub> : China. Very far. Indian, too, has gone far, and we started even before India. I remember, some years back some Indians were in Nigeria, even teaching us in primary schools today they are no more Ghana of recent... were in Nigeria, too, looking for Job. They were teaching us. And all those people are no longer here again, they have gone back to their countries. In China they did not adopt English as their so they use their Chinese language. So even their physics, chemistry, everything is taught in China so, and they give more priority to entrepreneurship, so that the children will be more productive. So I think if the government of the day we give room to all those issues I've mentioned, it will go a long way in helping the pupils.	Comparing countries	
103			
104	I: Okay, I have about 3 questions that arise from what you just said now, sorry about it. So as your office have been helping to, you know, create this awareness to teachers. Do you give them the policy? Are they aware of this policy? Yes, you create awareness, Do they have copies of the policy? Do they follow it? Are they doing what is in the policy? or they are doing what they want to do?		
105	S <sub>1</sub> : No, as a matter of fact, even though I'm not part of the monetary team. But I work hand in hand with them, from the results, so far 80%, sorry, let me say 70% are doing the right thing. So only 30 percent. And you see,		
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107			
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111	some of them is just because of the recent awareness. Some of them are starting, you know to the reality at hand.	Provision of policy documents to LEAs and Teachers	
112	I: Okay, so do you make available this policies to them, or they have to go and buy it. Or how do they do it?	Low Minimum wage	
113	S <sub>1</sub> : even the current national policy on education. I think I was in ERC, educational Resource centre last year requesting for a new edition and by virtue of even the curriculum, at least 5 years is even too big for review of		
114	a curriculum. when I went there it was the 6th edition that they say they still have. They have not edited anyone. And you know in research, when you are doing one or 2 things, even as a policy, you have to		
115	checkmates all the activities going around. So, the educational resource center I think they have to stand up to their... task to make sure that there is a review of those books, so that, initially they used to share it across to		
116	all Leas. But it's been long they share such book. I know you cannot expect a teacher with the little resources is earning today. The fuel price in Nigeria is about N1,300 in some filling station. Official rate is 1,030 Naira so,		
117	and the Local Education authority, we are still battling with the arrears of 2019 annual minimum wage. Some ministries and agencies have collected their 70,000 minimum wage this September salary, but LEA is nowhere	Transferring Teachers to Schools close to their homes	
118	to be found. So do you expect the teacher now to collect the little thing he has to go and buy those books. So the government have to provide.		
119	Then again, you see the one other thing, again, we have to consider because of the economic hardship. There are some teachers who teach in a school very far from its environment. So me on my own. At my own capacity,		
120	I made a contribution. I made an observation to the management that there is need for any teacher who want to transfer from one place to another closer to his destination. That will give him more productivity than		
121	leaving him, far from where he's doing his primary assignment. And I think the management key into that observation, and all those interested teachers were being considered for a transfer to a school very close to		
121	the... to the environment where he stays. So you see, those are the only things for now. so you cannot expect teacher to remove his money. The bag of rice now is running to N100,000, plus. The local education authority		
122	teachers is 30,000 minimum wage ...		
123	I: Oh, my God! okay. So you also talked about... gave example with China, India, Let me say even the UK, and		
124	I'm just adding it, because, as you see now, most of these countries, they have a language which they call national language, and all of them speak it. So in this case, in Nigeria, we are a multilingual country. So, talking		
125	about a national language, everybody speaking one language. I don't know how possible that would be because nobody wants his own language to be neglected.		
126	S <sub>1</sub> : Yeah. So you know all those, Be as it is in Nigeria we have a monolingual history. So you see, we have just the way I told you in my explanation, now that we have 9 indigenous language in Fct. So but then, if you look		
127	at it critically. It is either, you're from the north, south or the east, right?		
128	I: Yes		
	S <sub>1</sub> : So the north speaks Hausa. Those from the South speak Igbo and Yoruba so majorly. They have 3 languages Hausa, Igbo and Yoruba, which is even there in the policy in both policy, on education and national policy		

129	language policy is clearly stated there Hausa, Igbo, and Yoruba, so of recent self there are children who... just finished from primary school. So it is a must for you to carry one of the Nigerian and the 3 major Nigerian languages. It is... It is a basic for you.	Major/basic Nigerian Languages	
130	I: It is a basic, okay. And I think if the children should be able to speak any of these languages and I also think that we need to create employment in those languages, too, that will encourage people... to speak them because people are running away. I can remember when I was growing up in primary school. I was doing well in my local language when it comes to classroom I used to have A grade, but I wanted to do more about the language, but I found that there is no employment if I go ahead. do you understand? So I have to move away from it.		
131	S <sub>1</sub> : Yes, The issue is, there are some courses in Nigeria even though now it's not all about the certificate, it's not all about the course again. It's all about the certificate and the person you know.		
132	I: Yes, and the person you know.		
133	S <sub>1</sub> : and ordinarily is not supposed to be like that. When will the child of unknown, an average man who did not even go to school, who don't know anybody who is from rural area, who is from typical tedious forest. How will he know somebody to talk to that will give his child employment. you see, that's why any person now, every person in Nigeria is just trying to go for a course that will be relevant at the end of the day for him, even if he did not get government job. So like computer Science, like those in the health section like nurses, you know everybody prefer going to nursing now, because at the end of the day, if you cannot get employment in the government this thing you can decide to open a pharmacy.	The Nigerian Job Market	
134	I: a pharmacy, yes.		
135	S <sub>1</sub> : As for yourself, and those are the key areas, but still there are. We have some of us who even learn a special education, you know, for those people who are deaf and dumb. Yes, they are still there, and at a point they were looking at them. They were not relevant, but today they are relevant in the society. most especially media. Today. If they are giving any this thing, you will see an interpreter who is a specialist in that field, demonstrating so that the vulnerable ones, like the deaf and dumb, should be able to understand what they are saying So there are people who will probably learn those languages, too. And it's helpful. only that the number is not much.		
136	I: Yes. we need more people in those areas, too. If only if only they can be encouraged, people will go into those areas. What people are after is how to, you know, looking for a means of survival, I think. yes, if they can make it more lucrative and motivate them with good salaries. People will go into those areas.	Special Education Needs	
137	So the last question I have is just to know when the skills and trainings that the Leas will need to, you know, for effective implementation of these 2 policies. I know there are skills already, and there are trainings. But looking at how things are going on, what other skills can be added, or trainings to support... to support the Leas.		
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148	S <sub>1</sub> : Hmn. You see we have said it all. we have to employ more capable hands like qualified teachers into the	Recruitment of professional teachers	
149	field. you know, once you are with more professional bodies. the... you teach them. Maybe you have seminar,		
150	you train the trainee, you can go. You train some people. Those people go to the field and train others too. Like		
151	that, you'll be able to expand the hand of fellowship to everyone. So because, as it is, the training is just few,		
152	they can only take, maybe a particular school, and it will take another time because of the fund availability of	Employment power relations	
153	fund. So. But if there are recruitment of teachers and professional teachers. and what is even hindering this		
154	recruitment? You know, as you said, that local education authority. they are capable of recruiting. Yes, but		
155	there is limit to their recruitment like level 6 downward. That's the only capacity the Local Education Authority		
156	have to employ and level 6 downward. You cannot employ somebody who is who had NCE... maybe in Igbo	LEA and UBEB levels of employment	
157	language to come and take level 6 now, is above that level. NCE is supposed to be level 7 entering point. so		
158	and BEd, or BSc or bachelor of education is level 8. So you see. And that employment for a senior cadre level 8		
159	Level 7. And above it is the responsibility of the FCT Universal Basic Education Board to do such a recruitment.		
160	Even if LEA, have those people who are capable, are experienced. They have to forward their CVs to the...	Research in Nigeria	
161	Universal Basic Education Board to provide them with the appointment later, for those people. but for LEA, the		
162	only capacity, and you must get approval from the chairman of the Council, because I had one experience.		
163	There are some people who were employed about 2, 3 years ago in my local Education authority and because		
164	of that lack of understanding between the Executive Education Secretary and the area council chairman. So		
165	those people appointment is still hanging.		
166	I: Oh my God! They are affected by something that they doesn't even know about.		
	S <sub>1</sub> : Yes, so they did not absorb them, not known to talk of anything, and some of them even start the job and it		
	is only at a point when they cannot even afford transportation, they have to stop. Those are the challenges.		
	I: So in this case now, if local education authorities are able to employ from level 1 to 6, which means those		
	teachers they are employing... must not have NCE.		
	S <sub>1</sub> : Yes. It's against even the ethics. because now we are not running pivotal education again, we are above		
	that. So is only clerical officers that can be employed on that level, like those with national diploma, like		
	education, like administrators, Clerical officers or Admin officers. They are the one that can be employed on		
	Level 5, level 6, level 4, because even level 3 downward is an abolished cadre in Nigeria, now. It's an abolished		
	cadre. Initially they were there. They are the cleaners, they are the gardeners and the security men. So and		
	that cadre have been abolished. So we only have level 3, level 4, 5, 6, and so most of those ones are secondary		
	rated. You know. You cannot push those people to classroom, to go and teach.		
	I: Okay. it's really... I've learned a lot from you today. Honestly. Yes, I've got a lot of experience. I didn't even		
	know about these things before... you know, another thing I want to even add, if I want to support what you		
	have been saying is the government needs to encourage research, because by the time you find out what is		
	happening in the field, by sending people to go and find out, and they report it. That will help to... you know		
	how to plan and you know, get things achieved.		

167	S1: You see me too I just finished my master's just waiting for my results. You know research in Nigeria is not		
168	being encouraged at all. In fact, even if you come up with a good research work. they will just dump it aside.		
169	They'll just be looking at you, I'm telling you so, you know, and the children of the less privilege. In fact. I just		
170	pity the situation we find ourselves in this country. the rich, and those people who are even suffering us in this		
171	country today were the ones that gained this education freely, even the technical level. So they are the ones		
	frustrating the effort of the country today.		
	I: So it's really not funny. Honestly. Thank you so much, it is really nice having you on ... this discussion.		

## Appendix G: Themes Overlap

### LEA Interviews and Policy Documents Themes Overlap

LEA Interview Themes	Policy Documents Themes
<p>Awareness Creation and Training</p> <p>Language of the Immediate Community and Parents Perceptions around English Proficiency in Schools</p> <p>Support Mechanisms and Bodies to the LEA</p> <p>Teacher Recruitment Role and Qualification Challenges</p> <p>Resource allocation, funding and Infrastructural challenges</p> <p>Government Prioritization of Education and Exemplifying Language Policies in other Countries with Similar Characteristics</p>	<p>Policy goals and approach</p> <p>Language use in primary education</p> <p>Policy support and enhancement services</p> <p>Administration of stakeholder roles</p> <p>Funding, Resource roles, Town Planning and Infrastructural challenge</p> <p>Policy implementation roles</p>

Appendix H: Sample of TA Table showing LEA Interviews Initial Codes and Themes

**Thematic Analysis**

**Initial Codes and Themes**

S1	S3							S9	Themes
<p>Years of experience</p> <p>Government assigned individual role</p> <p>Policy integration into the school system</p> <p>Policy implementation measures created: - Policy dissemination awareness, training sessions in the form workshops and</p>	<p>Years of experience</p> <p>The status of English Language speaking in Schools</p> <p>The status native Language speaking in Schools</p> <p>Comparing countries</p> <p>checking mechanism like</p>	<p>Years of experience</p> <p>Improving outcomes through accountability, transparency and enhancing</p>	<p>Professional Role</p> <p>Years of experience</p> <p>Importance of Basic Education</p> <p>Non-implementation of Policy/Poor Policy implementation in schools</p> <p>Language misconnection between teachers and pupils</p> <p>Importance of mother</p>	<p>Years of job experience</p> <p>Lack of educational resources/ teacher support</p> <p>Non-governmental</p>	<p>Professional Role</p> <p>Years of experience</p> <p>The importance of language of the immediate environment in schools</p> <p>Code-Switching/Code-Mixing</p>	<p>Reason for Policy Implementation</p> <p>Years of experience</p> <p>Teachers Professional Development (TPD)</p> <p>Supporting Bodies to the LEA</p> <p>Government assigned Teachers recruitment</p>	<p>Professional Role</p> <p>Years of experience</p> <p>The importance of language of the immediate environment</p> <p>The status of English and Major languages</p> <p>Code-Switching/Code-Mixing</p> <p>Promotion of national languages</p>	<p>Professional Role</p> <p>Years of experience</p> <p>The status of English and major languages</p> <p>The Chinese example</p> <p>Negative attitude towards government property and money</p>	<p>LEA values and Knowledge</p> <p>National Policies and their implementation by the LEA against Parents Perceptions around proficiency in English</p>

seminars with stakeholders Social mobilization by instituting community primary school -Teachers professional development by training on language of instruction Provision of learning resources/instructional materials LEA Regulatory bodies: -Local Government -Universal Basic Education Board -Ministry of Education Curriculum development and monitoring to ensure compliance Supervision and quality assurance Regular School inspection and	supervisory councils Poor infrastructure Teachers welfare Declining Task Proper planning and execution Proper supervision Proper funding Organization of standard Workshop Enlightening Parents Professional Trainers	Social amenities Code-Switching and Code-Mixing strong leadership Adequate resources and teacher training community involvement Hausa language of the immediate community taught as a subject Leadership quality, adequate	tongue education Non-practicable policies Qualified and Competent Teachers Priority to Language Subjects Proper allocation of teachers Professional training/Certification Distinguishing Public schools from private schools Periodical Workshops	Organizational Support Non-payment of teachers salaries and allowances Politicians/Stakeholders support Low passion for teaching and quality of teachers Teacher training Code-Switching/Code-Mixing Quality Teachers Training Via Workshops, Seminars and Symposium	Promotion of national languages Awareness Campaign on National television and placards Reward/certain allowances for local language teachers Including local languages in educational curriculum Translation of English	role to the LEA Primary School teaching qualification The use of language of the immediate community in the classroom Support from Politicians, Non-governmental Organization (NGO), Individuals, Parent Teachers Association (PTA) Equal benefits Non-payment of teachers and LEA salaries by area council chairmen	through translation Use of Mother tongue Differences in Geographical locations Lack of teaching Staff School support Increased Awareness Resource allocation Community involvement Executive secretary support Funding issues Neglect of LEAs Lack of awareness Resource constraints, insufficient trained teachers,	Resolving National Assembly Differences Cost of Transportation Teachers educational support Recruitment of Unqualified Teachers Exemplifying other countries Division into regions Parents Choice for English Language Privatizing government properties Bribery and corruption	Exemplifying Language Policy in other Countries The Use and Status of Mother tongue Issues challenging LEA support Support Mechanisms and bodies to the LEA Teacher recruitment Role and qualification challenges
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<p>supervision on policy guideline to ensure consistent and uniform application of policies</p> <p>Promoting mother tongue education</p> <p>Community involvement</p> <p>Security challenges</p> <p>Grassroot level support</p> <p>Parents involvement</p> <p>Organisation of community leaders</p> <p>Grading of Teachers</p> <p>Differences in Teachers allowance and allocation</p> <p>Administrative and financial support</p> <p>Homegrown feeding</p> <p>Mentoring and reporting</p> <p>LEAs as Gap Bridgers</p>	<p>Differences in Ethnic policy acceptance</p> <p>Professional qualification/Staff Development</p> <p>Eliminate/minimize the employment of HND and Diploma holders in schools</p> <p>On the job training/shadowing</p> <p>Allocation without prior Teaching experience</p> <p>Serving different roles in some</p>	<p>resources, teacher training and community involvement</p> <p>Monitoring and evaluative</p> <p>Supervision</p> <p>increase of funding</p> <p>Improved Infrastructure</p> <p>Teacher recruitment and training</p> <p>public awareness campaign</p> <p>Recruitment of</p>	<p>Employment of only qualified teachers</p> <p>Non-recruitment of subject teachers</p> <p>Use of native language for difficult task</p> <p>Codemixing /Codeswitching of native language and English</p> <p>Social Environment</p> <p>Mutual cooperation between the LEAs, Parents and the Immediate Community</p>	<p>Making Teacher training fun and use of encouraging words</p> <p>Provision of Mobility loans and Housing Schemes</p>	<p>text books to local languages</p> <p>Improving children learning and reducing local languages extinction</p> <p>Multi-languages</p> <p>Sufficient Manpower</p> <p>Geopolitical sharing of the three major languages</p> <p>Superiority of languages</p> <p>Sensitisation by the National</p>	<p>Job promotion delay</p> <p>Support from FCT Minister</p> <p>Increment in the price of fuel causing more hardship</p> <p>Good Supervision from Headquarter – FCT UBEB</p> <p>Staff of Quality Assurance department serving as qualified teachers, assistant directors and supervisors</p> <p>Government prioritizing teachers welfare</p>	<p>textbooks and materials</p> <p>Competing interest</p> <p>Community involvement</p> <p>Linguistic and cultural preservation</p> <p>Resource allocation</p> <p>Supervision</p> <p>Support from NGO</p> <p>Choosing among major languages in schools</p> <p>Workshop and Seminar</p> <p>Good Supervision</p>	<p>Qualifying Intelligence</p>	
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<p>Social mobilization</p> <p>Teachers professional development</p> <p>Union of LEAs</p> <p>Prioritization of education</p> <p>Monitoring teachers activities</p> <p>Lack of resources and funding</p> <p>Sustainability of training and retraining</p> <p>Priority to teachers</p> <p>LEA under Local Government is constitutional</p> <p>Priority to entrepreneurship</p> <p>Field practice</p> <p>Positive outcome</p>	<p>qualifications</p>	<p>qualified teachers</p> <p>Policies analysis, Leadership and management, Planning and implementation</p> <p>Awareness Creation</p>	<p>Financial environment</p> <p>Provision of resource materials and qualified teachers</p> <p>Lack of all subject materials in local languages</p> <p>Poor Supervision to Safeguard the Continuity of policy during another government succession</p> <p>Limited connection between teachers and</p>	<p>Orientation Agency</p> <p>The Chinese example</p> <p>Inculcating local language into the curriculum</p> <p>Availability of Manpower</p> <p>Motivation of teachers</p> <p>The Superior Being</p> <p>Seminars and Workshop</p> <p>Tutorials and Symposium</p>	<p>Adopting the Computer age/Computer training</p> <p>Increased training/In-house training and workshop</p> <p>Meet up with the global world</p> <p>Constant Power Supply</p> <p>Increased mobility support</p> <p>Passion for teaching</p> <p>Code-Switching</p>			
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Comparing countries			policy-makers		Training				
Provision of policy documents to LEAs and Teachers			Shortage of qualified teachers						
Low Minimum wage			Limited budgetary fund to educational authority						
Transferring Teachers to Schools close to their homes			Poor supervision of teachers						
Major/basic Nigerian Languages			Supervision responsibility of quality assurance department						
The Nigerian Job Market			Responsibility of policy awareness creating department in the Primary School Service						
Special Education Needs			Teachers awareness						
Recruitment of professional teachers									
Employment power relations									
LEA and UBEB levels of employment									
Research in Nigeria									



			of NPE and NLP policies						
			Professional development training						
			Technology improved teaching						
			Government prioritizing Primary education for a strong foundation						
			Provision of classrooms and educational materials						
			Shortage of qualified teachers						

LEA values and Knowledge = 15

National Policies and their implementation by the LEA against Parents Perceptions around proficiency in English = 62

Exemplifying Language Policy in other Countries = 6

The Use and Status of Mother tongue = 34

Issues challenging LEA support = 52

Support Mechanisms and bodies to the LEA = 25

Teacher recruitment Role and qualification challenges = 26

Figure 1: **Thematic map illustrating the analysis of the policy implementation in Nigerian public primary school education**

Appendix I: Overlapped Themes in a Thematic Map

**Overarching Theme: Implementing Mother Tongue-Based Multilingual (MTB-MLE) Policies in Nigerian Primary Schools**

