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PLANNING PROBLEMS OF CONTINUING EDUCATION FOR CITIZENSHIP AND NATIONAL DEVELOPMENT

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ABSTRACT

This study assessed the planning problems of Continuing Education for Nigerian citizens and national development. In this connection, the writer examines, the emergence of formal school vis-à-vis continuing education, which dates back to 1842. Besides, the paper x-rays the concepts of planning; formal schooling; citizenship; national development; the role of formal continuing education in citizenship and national development; planning approaches; the failure of continuing education in promoting citizenship; and, national development; obstacles of educational planning, poor functional differentiation in planning, the problems of weak data base, the effect of population in planning inadequate resources, depressing economy, politics and lack of public support. Thereafter, recommendations were made.

Keywords: Planning Problems; Continuing Education; Citizenship; National Development

Introduction

The emergence of continuing education in Nigeria, which dates back to 1842 was a historic accident. The planning and implementation were undertaken by the missionaries. The reason was to win Nigerians to God, foster and promote imperialistic and colonial civilization against the culture and metaphics of the indigenous people of Nigeria. The colonial government was a late comer into business of formal and continuing education. Nevertheless, when eventually they made in-roads into education, it was largely monopolized. This was the situation for over a century. At Nigeria's political independence in the year 1960, the mandate of formal and continuing education changed.

The post-independence years expectations and aspirations for continuing education were tailored towards ensuring good citizenship and overall development of the new nation.

The former colonial continuing education ended up producing crops of school leavers, who were half Europeans and half Nigerians, with bookish orientation. In contemporary Nigeria, the goals of formal continuing education are very clear. As stated in the Nation Policy on Education, the continuous development of the individual into a sound and effective citizen, is a major priority.

AJEMATES
African Journal of Educational Management, Teaching and Entrepreneurship Studies
VOL.15 (2), May-August, 2025 https://ajemates.org

Specifically, the national education goals in Nigeria are:

i. The inculcation of national consciousness and national unity;

ii. The inculcation of the right type of values and attitudes for the survival of the individual and the Nigerian society;

iii. The training of the mind in the understanding of the world around; and,

iv. The acquisition of appropriate skills; and development of mental, physical and social abilities and competencies as equipment for the individual to live in and contribute to the development of his society (National Policy on Education, 2013).

With the above expressed goals of continuing education in Nigeria, it is very obvious, that education has been adopted as an investment in the citizens, with a view to establishing it as an instrument "par excellence" for effecting national development.

In order for continuing education to promote effective citizenship and ensure sustainable overall development in Nigeria and elsewhere, its conscious and systematic planning is necessary. Unfortunately, the planning of formal continuing education for citizenship and National Development in Nigeria, is faced with several and yet persistent obstacle. This paper is an attempt to x-ray the planning problems facing continuing education to the ineffective citizenship and slow pace of National Development.

The concepts of planning, continuing education, citizenship and national development are examined in this paper. Other aspects of the paper treated, are the role of continuing education in citizenship and national development, planning approaches, the failure of continuing education in promoting citizenship and national development. The paper ends with the problems of planning formal school programmes and recommendations for policy practice.

Clarification of Concepts

To bring meaning to this paper, the following concepts are given full definition and explanation:

Planning

Planning is a systematic process of determining relevant and appropriate actions for the future, amidst a sequence of alternatives or choices. These actions are directed towards the achievement of the selected ends based on needs assessment prudently utilizing available but limited resources. Orobor (2022), sees planning "as a sort of systems analysis to the problems of education with the aim of resolving the educational problems so as to make the system effective and efficient. The analysis normally involves the country's financial means, economic and political realities, employment problems, students' interests and needs of the society" The novelty in this definition is the system concept.

AJEMATES
African Journal of Educational Management, Teaching and Entrepreneurship Studies
VOL.15 (2), May-August, 2025 https://ajemates.org

Planning in education therefore according to Nwadiani (2023), pg.13), is the holistic and organic process of analyzing the educational system to ensure appropriately designed steps for action in the future, for the realization of the assessed needs of the clientele of such education for societal harmony and change in the context of emerging ecological realities".

A formal school system is effective, efficient and developed, if it ensures harmony between it and it and society on one hand; and, on the other hand if it is able to generate and promote desirable changes on the later in the context of prevailing and anticipated events of the day. To ensure harmony, citizenship and indeed national development, it is expected that desired skills and knowledge are acquired through continuous learning, for "gainful employment with inbuilt self-reliant orientation".

Continuing Education

This is the education that is organized and structurally serving a particular age group. It takes place within the four walls of an institution. The institutionalization of continuing education requires that teachers be appointed based on tenure to direct the teaching –learning process. The formal school system has interrelated subsystems or levels. For example, there are the pre-nursery, primary, secondary (grammar, technical, commercial. Teacher training and comprehensive and tertiary institutions). They are related in such a way, that, the products of one system turns out to be the input into another system. What goes on in the classroom is no determined by learners. The curriculum is designed for the learners, while educators are appointed by a higher bureaucracy. The continuing education system depends on one single public budget, which most times is politically allotted. The duration extends over a length of time making the production cycle relatively very long. It is full time at the pre-tertiary level. At the tertiary level, part time or continuing education programmes have become very popular in Nigeria.

Citizenship

Every country in Sub-Saharan Africa defines its citizenship in accordance with their own needs and culture (Onyenmunwa, 2015). Citizenship in Nigeria is granted based on the events of birth, registration or naturalization as contained in articles 25-27 of the constitution of Federal Republic of Nigeria in the year 2013. A citizen enjoys all rights and privileges available, aimed at ensuring belongingness and responsibility. What is very central, is how citizens represent nations as worthy personalities. This is where education is expected to play crucial roles.

National Development

Ideally, every nation in the world, plans its developmental goals. Development is usually but; narrowly viewed based on the Gross National Product (GNP) of a country. For example, Baba (2015), noted that since the 1950's development has come to be "seen as a process of increasing national product of a country. In essence, this means increasing

AJEMATES
African Journal of Educational Management, Teaching and Entrepreneurship Studies
VOL.15 (2), May-August, 2025 https://ajemates.org

the production of goods and services within the country to be a level that exceeded the rate of population growth". The erroneous assumption by Economists of this school of thought is, that, increased national output by raising per capital incomes of the citizenry "ceteris paribus" would ensure over-all economic well-being.

The problems with this definition are: (i) it is not easy to measure the overall national product in developing economies with large informal sector; and (ii) per capital income is deceitful, as it does not reflect the actual situation in the poverty-wealth nexus. What is critical is the quality of goods and services purchasable by the income of individuals. If the per capital income of a nation is impressively high with the existence and prevalence of obvious poverty; inequitable income distribution; and rising pool of unemployment, such nation is certainly far from being developed. Therefore, when we talk about national development, we are asking the following questions: (a) what is happening to poverty? (b) what is happing to illiteracy? (c) what is happening to deadly? (d) what is happening to income distribution? (e) what is happening to unemployment; and (f) finally, what is happening to accommodation or along-side with clothing? For these questions Dudley (2018) concept of development centres around people and their welfare. Development therefore, according to Todaro (2023), implies both physical reality and a state of mind, in which society has through some combination of social, economic and institutional processes which helps to secure the means for obtaining a better life".

The 1998 Nobel Laureate, Amartyase, redefined development as the lifting or removal of various types of "lack of freedom or socio-economic imprisonment" from the life of each citizen. Which otherwise constraints his/her choices and opportunities in life. These "unfreedoms" in under-developed societies include poverty as well as tyranny, poor economic opportunities as well as systematic social deprivation, neglect of public facilities as well as intolerance or over activity of repressive states. As asserted by Anya (2023), the challenges of development in the 21st century for Nigeria, is not only to remove this socio-economic imprisonment from Nigerians to assure their rights and opportunities to advance their interests and choices; but also, to release their constrained energies, initiatives and entrepreneurial talents for wealth creation and the general development of their nation.

Role Of Continuing Education in Citizenship and National Development

Continuing education is necessary for the promotion of adult learning, particularly to adult learners, because a lot of part-time students do business to earn income, which enables them to train themselves, and get upgraded intellectually. In Nigeria, continuing education and non-formal education, continue to produce the human resources input into overall development. That being the case, continuing education plays the following citizenship and national development role:

AJEMATES
African Journal of Educational Management, Teaching and Entrepreneurship Studies
VOL.15 (2), May-August, 2025 https://ajemates.org

i. It ensures and promotes good and responsible citizenship by continuously systematically and over-lime inculcates certain cherished values, habits, skills and attitudes, which Nigeria society considers desirable and relevant for its survival, continuity and advancement utilizing progressive developmental strategies in an enabling environment with justifiable and equitable reward system.

ii. The cognitive, psychomotor and affective domains of the child are identified and developed in continuing education through their production functions. The cognitive orientation of continuing education, helps in intellectual training and development of learners by their exposure to various academic fields as demanded by the stage of continuous intellectual training, which is required for individual and societal survival as they prepared for leadership as well as good followership.

iii. The Psychomotor domain development of a learner is enhanced in Nigeria of today with the vocationalization of the school curriculum. Thus, in our schools, skill acquisition opportunities are systematically and continuously created. In accordance with the various curricula offering is developed for overall socio-economic and technological development.

iv. Most Sub-Saharan African (SSA) countries including Nigeria are on a passionate drive and race, to develop fast, with the ultimate aim of catching up with the Western World. In the process of realizing this dream, the cultural values and ethics of the people are abandoned. Development would be standing on one leg, without the internalization of the positive cultural elements of the people inherited from the people of old, with their modifications dictated by societal dynamics. This is where continuing education is very seriously changed more than ever before, in ensuring that learners are Nigerians at the end of the production line. What learners study matters a lot in this regard. Therefore, it is expected and desirable, that continuing education in Nigeria would promote the values and beliefs of the people. It is also expected that virtues such as love, trust, honesty, co-operation, equity, justice and respect for self and labour should be products of interaction; and learnt in our continuing education by all citizens. Most important but neglected in our learning system, is the spiritual aspect of human development. Continuing education should impact in learners, spiritual elements of life, for there can be no good citizenship nor national development with spiritual poverty openly expressed in a naked form by the citizenry.

Planning Approaches

If continuing education is to play its roles in citizenship and national development, planning is therefore imperative. The questions that would readily come to mind is: how do you plan such school programmes?

The relationship between education and societal development which has continued to influence educational planning

AJEMATES
African Journal of Educational Management, Teaching and Entrepreneurship Studies
VOL.15 (2), May-August, 2025 https://ajemates.org

has led to three main objectives in the provision of continuing education. These are: (1) the production of a literate citizenry (2) the production of skilled manpower for national development and, (3) the production of citizens who can innovate for the benefit of mankind.

Generally, three main approaches are commonly used in planning education. These are the Social Demand Approach (SDA); Manpower Requirement Approach (MRA) and Cost Benefit Analysis (CBA) or Rate of Return Approach (RRA). A fourth approach which is not very popular in developing economies is Synthetic Approach (SA). All these approaches are neither competing, nor alternating. They are rather complementary. It must be pointed out that because of differences in social situation; economic conditions, political arrangement and consequently, the level and stage of development of nations the adopted educational planning approaches are never the same. It is equally not constant within nations. This has affected the legal limits and status of educational plans there from in the march to democratizing continuing education.

Social Demand Approach is usually adopted whenever a government decides that education should be provided to all those who are willing to go to school, who have the ability to do so and are likely to benefit from learning. The mechanics involves the forecasting of the volume of demand for continuing education reflected in the anticipated places that would accommodate those who are willing. To do this, requires the extrapolation technique utilizing time series analysis. At the end, projection is based on policy dictates.

Manpower Requirement Approach (MRA) is the continuous and systematic analysis of the skilled manpower, that are required in the economy. This involves the quantification of the required manpower in terms of quality, type and amount of education. For example, assuming the economy is in critical need of Animal Scientist, the number required will be calculated. The amount of education required to meet the animal scientists need according to level and type will be determined. In turn, the education system is adjusted or expanded to accommodate the new need. In Nigeria MRA is rigorous and complicated, because of lack of experts and data. In practice, the following six methods have been adopted either singularly or in combination in forecasting manpower depending on availability of data, length of the planning period and availability of experts among others. These are (1) Employers opinion method, (2) Harbision's rule of the thumb; (3) Incremental labour output ratio method, (4) Density ratio method, (5) International comparison method and (6) Parnes Meditenanean Project method.

Cost Benefits Analysis Approach: One major weakness of Manpower requirement approach, is the neglect of the cost of continuing education in the process of producing an educated person. Cost benefit

AJEMATES
African Journal of Educational Management, Teaching and Entrepreneurship Studies
VOL.15 (2), May-August, 2025 https://ajemates.org

Analysis (CBA), otherwise called rate of return approach is purely on econometric mode of thinking in an economic activity. Education is regarded as an investment that is profitable. If this is the case, its cost and benefits are crucial, as they influence the decision to invest or not. To justify the amount of money to put into education, such investment returns, should be higher than the cost ***ceteris paribus*** when compared with other alternative investments. Due to the short coming of each of these planning approach, what planners do is to adopt a complementary procedure.

The Failure of Continuing Education in Promoting Citizenship and National Development

Everywhere you go as a planner, the question is being asked, by stake holder. What is happening to formal education? To many, education in Nigeria has failed to promote good citizenship in Nigeria.

Continuing education is alleged largely to be responsible for the inculcation of wrong values to those who go to school and the erosion of the once cherished elements of our culture. Today loss of respect, dishonesty, herdsmen attacks, kidnappings, raping, militancy, cultism, disloyalty, disobedience, lawlessness, all manner of sharp practices including examination malpractices, certificate racketing, forgery, impersonation, snake-swallowing millions of naira, gay-practices, corruption, drug abuse, prostitution, indiscipline and above all, poor character formation rule the day in Nigeria. The educational system has lost control. Because of centrifugal forces of history. At the end of the day, there seem to be the phenomenon of Compulsory miseducation of our learners. This is why the educational system has succeeded in nurturing and producing misfits in society. As it is, every Nigerian seems to be a suspect.

Education is a very big industry in Nigeria and elsewhere. Its cardinal role is to ensure and sustain national development. This is achieved by the production of skilled manpower and literate citizenry to function properly in all other sectors of the economy ***ceteris paribus.*** This is done by planning and implementing functional, quality and relevant educational opportunities. For this reason, budgetary allocation has continued to rank second to defence in Nigeria. One may, however, warn that our passionate and urgent drive to develop, should not be based on demand exerted by individuals and society for its own sake. National development via educational system must be based on strategic and rational planning.

Unfortunately, there is a fast-growing loss of faith in formal continuing education as the panacea to problems of society. In other words, educational planning has failed to rapidly accelerate and sustain overall national development in Nigeria. Has educational planning really failed?

All the same, there are nugets of criticisms against educational planning in the delivery of continuing education service for national development. These are (1) failure to

AJEMATES
African Journal of Educational Management, Teaching and Entrepreneurship Studies
VOL.15 (2), May-August, 2025 https://ajemates.org

anticipate and give warning against the rising cost of education (2) inefficient functioning of the education system (3) mounting wave of illiteracy (4) Inability to assess the needs of society (5) Low strategic educational policy practice (6) Mismatch between educationists and labour market requirements (7) Rising pool of educated unemployed (8) Poor job performance of school leavers in workplace (9) Failure of education system to reduce inequalities in national societies and (10) The growing value ambivalence among learners.

Despite the spate of educational provision and expansion in Nigeria since the nineties, the performance of the enterprise, seems like an investment in frustration. In present day Nigeria, the following fundamentals of life are in acute short supply and at time not available. These are: (1) Food; (2) Transportation and communication (3) Energy and fuel (4) Learning facilities (5) Health and medical services (6) Security situation (7) Recreation and (8) Spiritual flow and peace.

However, since independence, continuing education has brought about various forms of development in Nigeria. We live a relatively happier life except that we are still far, from our mark in view of the national resource endowment. Our environment is being controlled by Nigerians, except that we have failed in the realm of maintenance of what we have established. The re-occurring question is: Can continuing education planning solve all our under-development problems? It is not likely. Planning can, but only when we have been able in the first place to resolve the interrelated but persistent obstacles to education.

Obstacles To Educational Planning in Nigeria

The planning of education and the consequent implementation of the plans have had very limited success in Nigeria. It is not likely that, the state of things will be better in the near future. These recurrent obstacles to educational planning and implementation, are: the cart before the horse syndrome, poor functional differentiation; weak data base population explosion; inadequate resources: depressing economy; unprogressive administrative tradition; politics and lack of public support.

The Cart Before the Horse Syndrome:

A major feature of educational management in Sub-Saharan Africa (SSA) is process disorder. For example, in most cases educational planning efforts normally start after implementation. National leaders make impressive public pronouncements about educational policies or programmes without any regard to due planning process. This they do to score political points, in such situation, plans are never made for implementation resources. This translates to failure. These factors are: the intended policy was never implemented in the first place: even if an attempt at implementation was made: it failed to be completed or achieved a minimum critical, so as to have an impact, although the policy was implemented, it did not have the intended effect.

AJEMATES
African Journal of Educational Management, Teaching and Entrepreneurship Studies
VOL.15 (2), May-August, 2025 https://ajemates.org

Poor Functional Differentiation:

The functional differentiation of educational planning and implementation has been ineffective. Normatively, the broad definition of educational objectives in Nigeria has been very vague. It is not based on systematic needs assessment. Due to the central feature of its planning strategies, plan implementation resources constraints are not always taken into cognizance. In strategic terms, the level of participation in policy translation into programmes, is very limited to governmental personnel. There is poor integration of the tiers of government in project planning hence the ineffective implementation of plans in recent time.

Weak Data Base:

In Sub-Saharan Africa (SSA), the culture of school programme planning has been without accurate data. This has limited the progress made in education management. The problems of inadequate, outdated and inaccurate data, have been highlighted by Onyenmunwa (2015), and many other scholars. Resources have never been sufficient because of inaccurate data. In educational planning and implementation, two types of data are needed. These are quantitative and qualitative in nature. The quantifiable data are those related to education and other systems that influence education. Educational system data that are needed for planning are: institutional information on management, levels, quantities, types of pattern of distribution, number of teachers by sex, age, qualification, length of service mortality: information on supportive staff; class data by arms and repeaters, dropouts and by discipline, building and equipment by number, size, specialty and types of construction materials; and recurrent and capital expenditure data. Other related data are size, geo-political distribution, age-sex structure and rate (s) of change-growth and decline of population; Nwadiani (2023). The quality of educational decision and their implementation outcome reveals the weaknesses in method of data collection which are still very routinized and unreliable. The establishment of education data bank will go a long way in redressing the protracted problems of inaccurate and inadequate data in education management in Nigeria.

Population Explosion:

The population of Nigeria has been witnessing very rapid rates of growth. In 2013, the population of the country was said to be 200,850 million people. The actual rate of growth has not been ascertained. In the absence of current population data, projections have been based on 2.5%, 3.0% and 3.2% growth rates for the years 1980 and 2000 A.D. It was projected that by year 2000 A.D the population of Nigeria will be 128.841; 153.003 and 163.59 million using 2,5%, 3.0 or 3.2% rates of growth respectively, National Population Bureau (2013). However, the provisional census results for Nigeria puts the size of the country's population at 200, 850,500 people as at 2013. This is a more realistic figure. The rapid growth of the population is attributed to improvements made in the health sector.

AJEMATES
African Journal of Educational Management, Teaching and Entrepreneurship Studies
VOL.15 (2), May-August, 2025 https://ajemates.org

Structurally, Nigeria's population is more education burden is placed on society in terms of providing teaching and learning inputs (human. Material and time). Inability to cope with the explosion of learners in our education system has affected implementation of programmes. For example, urban continuing education in Nigeria are overcrowded making teaching learning very difficult and uninteresting. In the end, the system's performance is dangerously affected.

Inadequate Resources:

Resources human, physical, fiscal, time for whatever activity in educational planning and implementation are in short supply. There is an acute shortage of Ministries and Boards of Education in Nigeria, are staffed with non-educational planners. This is where educational planning has not been effective. In the school system, where educational plans are finally implemented, there is a death of quality teachers. The existing stock of education personnel at all levels are poorly motivated, hence the current wave of brain drain. Classrooms, equipment, furniture and other instructional materials are very inadequate to promote effective teaching and learning. There is over utilization of physical facilities yet they are poorly maintained. At the centre of resources constraint is finance. Fund have never been enough for education business. The finance future of education in Nigeria is grimmer, because of the increasing finance squeeze. It is true that no amount of money will be enough for the education sector, but the bane of educational plan implementation is misappropriation. In most cases activities that do not promote teaching and learning are given priority attention leading to educational finance wastage.

Depressing Economy:

Nigeria economy is in serious distress. The economy that was booming is now a shadow of its former self. For example, the mono-oil based resource has been 'dethroned' in Nigeria, which is worsened by the neglect of other sectors of the economy like agriculture. Nwadiani (2023), asserted that the distress in Nigerian economy as a result of the growing global recession world economy, has led to the adoption of harsh economic policies, which is adversely affecting the education sector in general. The adoption of Structural Adjustment Programme (SAP) with the attendant decline in naira value, has weakened the financial resource allocation to the education sector. The per capital income N2450 placed Nigeria as the thirteen poorest country in the globe as reported by World Bank in 1991. She is the poorest oil producing country of the world. The galloping inflation trend in Nigeria eats up the little funds for education. With the resultant rise in the cost of education, mobilization strategies for more fund have not proven very impressive and successful. Education systems are only concerned now with payment of staff emoluments, which are paid in arrears in many parts of Nigeria. With no money left for capital projects investment, education as a whole in Nigeria remain under-developed, hence the growing mismatch between education and economy in

AJEMATES
African Journal of Educational Management, Teaching and Entrepreneurship Studies
VOL.15 (2), May-August, 2025 https://ajemates.org

the country's unprogressive Administrative Tradition.

The administrative tradition in education is very rigid. There is a tradition of administrative procedures which with the attendant bureaucratization has led to the inability of the system to respond to change within and outside the education system. The vestiges of colonial administrative system thereby operating education sector as a civil activity, distorts the desired advantages of decentralization of management relation. Education decisions are delayed, conflict of power and authority are common, while managerial ignorance is openly displayed because of poor training. The use of experience in promoting education sector personnel to administrative positions is unprogressive to educational development. Some of these problems are peculiar and embedded in the cultural environment of our educational system but, other problems result from a lack of knowledge, vision of a clear sense of options for administrative action among implementers. The network of hierarchical role relationship and accountability, limits the expert freedom of the professionally trained educational planner in the Ministry of education that is solely responsible for policy issues. In the end continuing educational planning and implementation are reduced to mere administrative "directives". This is unprogressive in an era of change.

Politics:

If education in Nigeria will remain undeveloped and in dissonance with the economy tomorrow, it will be because of politics of educational planning and implementation. This is because educational planning in the final analysis, is a political process of give and take, hence it is a central policy issue. The objectives of continuing education; the control, production process variables, financial and accreditation systems are tied inescapably to politics. Since political independence, education system in Nigeria has been caught in the web of military and partisan politics. Orobor (2023), asserted that: "during military regime, there was always a marked difference between the Federal and State policies and practices in education". Any government in power pounces on continuing education promising support and control. It is used as a vote catching weapon with unrealistic promises. Due to the fact that continuing education is a public good, governments of all ages in Nigeria, see it as a gift to the people, rather than an outgrowth from their needs and values. With the distorted direction of continuing education and the attendant unintended consequences, some people strongly feel that education should be depoliticized. Continuing Education sector depends on some authorities for it's supply, and maintenance by way of fiscal support. It "cannot" generate enough fund for itself. Any attempt to do so through payment of fees and other charges will penalize the economically disadvantaged. In the end inequality

AJEMATES
African Journal of Educational Management, Teaching and Entrepreneurship Studies
VOL.15 (2), May-August, 2025 https://ajemates.org

increases. Continuing education therefore is apolitical.

Due to politics, educational policies and practices are different in many state of Nigeria. Between 1979 and 1983 UPN controlled states- the former LOBOO (Lagos, Bendel, Ondo and Oyo) states operated a free education policy at all levels, while in the NPN States, education was fee paying. The same pattern revisited when the SDP states provided free education without genuine commitment. These have affected continuing education planning and implementation technocracy of planning education, which only operates within the political ideological framework of the government in power without any due regard to the socio-economic realities of the day. It all politics.

The criterion which is by the people to evaluate the performance of government, are the amount of educational facilities and opportunities empirically evident. Government therefore, expands the education system, with the introduction of new courses of study. To do otherwise, is to loose support from the masses. At a critical turning point in history, expansion of education system promotes political instability. This is why continuing education that is an instrument for political support and socialization, turns out to be a political weapon of self-destruction depending on mechanics of planning and implementation.

Lack of Public Support:

Continuing Education in Nigeria as it practiced across time is public imposed. The plan is made on their behalf with the belief that "they know the needs of the people. Need assessment is rarely undertaken. According to policy makers, the public will always support any continuing educational services being provided. This has proved otherwise. Those who plans are not the implementers. The people are not involved at the stage of planning, hence there is always an alloyed support when it comes to implementation. To enhance support, all those who have a stake in education should be involved in its management. This collaborative spirit will bring meaning to continuing education delivery in our educational system **ceteris paribus.**

Recommendations

In Nigeria, it does appear that continuing education has not been able to adequately prepare Nigerian citizens for a blameless life on one hand and on the other hand, the full national development potentials are like mirage. It is therefore recommended that systematic and continuous planning and re-planning of formal continuing education in Nigeria in the context of emerging realities, would remain urgent and imperative. The challenges of good citizenship and sustainable development are enormous. Nigerians must rise up now.

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