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MTSS will lead to effective and efficient resource utilisation resulting in enhanced service delivery.

esspinnews

Five States develop Medium-Term Sector Strategy (MTSS) for 2010-2015

In March 2009, ESSPIN commenced support to Kaduna, Kano, Kwara, Jigawa and Lagos States to prepare a three-year Medium-Term Sector Strategy (MTSS) in order to strengthen the planning and budgeting process and improve resource utilisation.

The MTSS is a part of the larger state planning process which commenced with the Education Sector Analysis based on which long-term Education Sector Plans (ESP) were developed. The MTSS is required to describe everything that sector Ministries, Departments and Agencies (MDAs) intend to do over a medium-term period in a way that clearly demonstrates how these things will all contribute in the most effective and efficient way possible to the successful achievement of outcome targets.

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esspin

Education Sector
Support Programme
in Nigeria

DFID Department for
International
Development

A Programme funded by DFID

about us

Organisational Profile

The Education Sector Support Programme In Nigeria (ESSPIN) is a £100m UK Department for International Development (DFID) funded Programme started in 2008, designed to provide strategic technical assistance to support education reform at the federal level and in up to six states. The Programme will span a period of six years.

ESSPIN seeks to help develop an education system in which every child in Nigeria is given the opportunity to receive quality basic education.

Initially working in five states (Jigawa, Kaduna, Kano, Kwara and Lagos) and operating at the federal, state, school and community levels, ESSPIN will work hand in hand with government and civil society to improve the capacity to reform education services and develop best practice solutions to be delivered in schools.

ESSPIN is managed by a consortium of partners led by Cambridge Education, a member of the Mott MacDonald Group, and the British Council.

news



New appointments

Over the past year, ESSPIN has grown in strength and capacity as we recorded an increase in staff members from 62 to 106. In August 2009, we witnessed the arrival of a new Deputy Programme Manager, Mr Ron Tuck, as well as a new Operations Manager, Mr Andy Campbell. ESSPIN has recruited 17 new technical specialists covering planning and management, access and equity, education quality, Organisational Development and Management and IQTE.

ESSPIN website

The ESSPIN website is now live. Find out more about ESSPIN, our work and basic education in Nigeria. Go to www.esspin.org

Above

Teachers soon to benefit from the Quality Assurance Instrument.

Quality Assurance Instrument unveiled

The Quality Assurance Instrument for basic and secondary education in Nigeria was presented in Abuja to stakeholders who included federal and state inspectors, head teachers, representatives from State Universal Basic Education Boards and educational organisations in August.

The Instrument is the culmination of work begun by the Federal and State Inspectorates as part of the Capacity for Universal Basic Education (CUBE) programme, the predecessor of the Education Sector Support Programme in Nigeria. The Instrument has been shared with stakeholders across the country by the Federal Inspectorate Service (FIS) with support from ESSPIN.

It is intended that this Instrument, a companion to the Quality Assurance Education Handbook for Nigeria, will be used by inspectorates and schools to support self-evaluation and external quality assurance across Nigeria.

Teacher Development Needs Assessment Update in Jigawa State

The Jigawa State Ministry of Education, Science and Technology, in consultation with ESSPIN, has inaugurated a five-man committee on the forthcoming teacher assessment exercise in the State.

The committee comprises representatives from the Ministry, State Educational Inspectorate and Monitoring Unit, UBEB and the State chapter of the Nigeria Union of Teachers (NUT), with Technical assistance of two ESSPIN consultants Sergij Gabrscek and David Johnson.

The committee under the leadership of Malam Babandi Saleh is mandated to plan and implement the teacher assessment exercise in the State. ESSPIN and the Committee are still awaiting the decision of the State on the scope of the exercise; either to do it based on sample LGAs or for the entire State.



Left
Teacher assesment in Jigawa State.



Above
The Annual School Census will inform future planning and budgeting.



Above
An enumerator practising the MLA procedure during a training programme.

The 2009 Annual School Census

A National School Census is planned with ESSPIN supporting the census in Jigawa, Kaduna, Kano, Kwara and Lagos. In preparation for the event, ESSPIN has also supported the Federal Ministry of Education to develop a budget template for the Census; a brief state-specific questionnaire to be used alongside national survey instruments to adequately capture data; an operational manual for all states providing guidance on the School Census process; and training for census managers and enumerators. The results of the Census will be widely disseminated and will inform future planning and budgeting.

Monitoring of Learning Achievement (MLA)

Monitoring student progress in Nigerian primary schools is a major issue being tackled by ESSPIN. The approach being piloted in Kano and Lagos is to test students in class 2 and class 4 on a 1:1 basis on their level of achievement in literacy and numeracy.



Production of films on State education reforms

A Production of 15-minute documentary films is underway in each of ESSPIN's five focal states to show the current issues in the education sector and to provide state education authorities with the opportunity to highlight their reform agendas and major initiatives planned for the medium and long term. The films are intended for a wide audience in Nigeria and beyond through television coverage, the internet and screening at a range of public events. Produced in collaboration with state partners, the films will show the enormity and diversity of the challenges facing the states but also the commitment to effect lasting change.

The films will be 'current affairs' in style and will mix observational footage from different schools with interviews with pupils, teachers and parents. They will include interviews and discussions with Ministries, Departments and Agencies and Civil Society Organisations working in the education sector. The situation at school level will be inter-cut with the perspectives of the state and civil society to provide a holistic view of the education sector. By prompting analysis, discussion and action around key education issues across government and civil society, the films will support the demand for quality education for all in Nigeria and the shared responsibility to deliver.

Above
A scene during the filming in Kaduna.

Above
Emma Williams, Team Leader ESSPIN Kwara supports the SSIT and QAB team inauguration.

Above
Ron Tuck, Deputy Programme Manager, is welcomed by the Emir of Dutse, Dr Nuhu Sanusi.

Kwara state government step up quality education drive

On 14 July Kwara State Government inaugurated two teams to enhance the quality of education. The teams are the State School Improvement Team (SSIT) and the Quality Assurance Bureau (QAB).

The formation of the SSIT is Kwara's response to the development needs of its teachers as identified after the administration of the Teacher Development Needs Assessment. The QAB is the aligning of the state with Federal government initiatives to enhance the quality of education by ensuring that the routine inspections that hitherto took place in schools were re-strategised to guarantee quality.

The SSIT and QAB are part of the Kwara state government strategy to drive change in the areas of teacher recruitment, deployment, provision of textbooks and better working environment.

Deputy Programme Manager Engages with Education Sector Leaders in Jigawa

ESSPIN's Deputy Programme Manager, Ron Tuck, engaged in a range of introductory discussions with key education sector leaders as part of his two-day familiarisation visit to Jigawa, from 24 – 25 August 2009.

Ron held discussions with the Education Commissioner, Professor Ruqayyatu Rufa'i; the SUBEB Chairman, Alhaji Sani Abdullahi; Chairman House of Assembly Education Committee, Hon Nasiru Mohammed; the Director-General of the State Inspectorate, Abdullahi Hudu; and His Royal Highness, the Emir of Dutse, Dr Nuhu Sanusi. In the meetings, the DPM was able to appreciate the huge support that the state leadership had shown for the education reform planning process, particularly the co-operative development of the education Medium-Term Sector Strategy (MTSS).

The Emir, in his welcome address, promised to continue to take an active interest in the state's development of basic education, and to bring his influence to bear in support of ESSPIN's collaboration.

community

Writer
Masooda Bano
IQTE consultant

Below
An IQTE classroom
setting in Kano.

IQTE plans move ahead in Kano

The Islamiyya, Quranic and Tsangaya Education (IQTE) activities are progressing steadily across Kano, Kaduna and Jigawa states. In Kano, the establishment of an IQTE Board is awaiting the approval of the Executive Council.

The Board is designed to help regulate and support the large number of the IQTE schools, estimated to be 23,000 in number as opposed to 4600 state owned schools. If the state can support these IQTE schools to impart secular education it stands a much higher chance of meeting the Education for All (EFA) goals.

The Board is also a response to a growing recognition by the federal and northern state governments of the need to address the challenges posed by Almajaris (boys attending Islamic boarding schools and required to support themselves by begging on the streets for food and money), which are associated with the Tsangaya school system.

As a parastatal of the Ministry of Education, it would absorb all IQTE-related state interventions currently distributed across SUBEB, Sharia Commission, and the Office of the Special Advise to the Governor on Islamic Schools.



The Board will work closely with the Ministry of Education and SUBEB and the Inspectorate for Quality Assurance being established in Kano to monitor and supervise the IQTE schools integrated by the Board. Its mandates are:

- Gathering data on IQTE schools in the state to lead to better regulation and policy planning and to register these schools.
- Improving the quality of education in IQTE schools by introducing innovative integration models for the teaching of secular and religious subjects, providing additional teachers and giving teacher training. It will also draw upon integrated education models and non-formal school models from other countries.
- Develop a research cell to conduct research on the working of the IQTE sector.
- Networking with development agencies and undertaking fundraising activities to facilitate improvement of education in the IQTE schools.

'The reasons for the success of integrated schools are that the religious education brings in community ownership and the teachers' commitment (as teaching is seen as a religious obligation rewarded by God) and the state contribution brings in the salaries for the teachers and infrastructure support.'

Masooda Bano
IQTE consultant

Once the Board is approved, ESSPIN Kano will support the state government to host an international conference where government officials will be invited from Bangladesh, Indonesia, Turkey, Egypt and one or two other countries, all of which run such integrated education models. These participants will support the Kano state government to help design the Board structure based on experiences of these countries. At the same time, work is already underway on designing the integrated models that are to be implemented by the Board. In the meantime, an IQTE census is being designed to develop a systematic understanding of the IQTE schools. The ESSPIN programmes in Kaduna and Jigawa are closely following the IQTE interventions in Kano, as similar IQTE integration models are to be implemented in these two states.

Background Information

China has the largest education system in the world – 20% of the world's students. To put this in perspective – the student population in China is equivalent to Nigeria's total population of 140 million people. Yet with this number of children the Chinese government has achieved the two important goals that it set for itself in 1993 in the area of education – that by 2000, youth illiteracy would be eliminated and that nine-year compulsory education would be available to all. By 2007 these goals had been realised in the areas inhabited by 99% of the population. By the end of 2007 net primary enrolment had reached 99.4%, secondary gross enrolment 66% and tertiary gross enrolment 23%.

Writer

Alero Ayida-Otobo
Lead Specialist
Policy and Planning



Learning from China's education system

A delegation of 12 people from the 5 ESSPIN States – Kaduna, Kano, Kwara, Jigawa and Lagos and the Federal Level left Nigeria on the 11th of October on a two-week China Education Study Tour to Beijing and Gansu Province in the North West Region of China. The delegates included the Executive Secretary of the National Council for Colleges of Education (NCCE), Commissioners of Education, Permanent Secretaries of Education, Chair of State Universal Basic Education Boards (SUBEB) and other senior level education officers within the ESSPIN focal states.

The Study Tour commenced with a briefing session at the Cambridge Education Office in Beijing. Several meetings were held with various County and Provincial Officials where issues of School Management and Administration were discussed. Other highlights of the Study Tour were the meetings held with the Director, Division of European Affairs, Department of International Co-operation and Exchanges, Ministry of Education and a visit to the Centre for Basic Education and Teacher Education and the Graduate School of Education Peking University.

The delegation also attended the 4th Beijing International Forum on Education for Sustainable Development and met with DFID. Several Primary, Junior Middle and Senior High Schools were visited.

The visit provided the delegates with an opportunity to gain an instructive and constructive insight into the Gansu Basic Education Project (GBEP) implemented between 1999 and 2006.

The GBEP was designed in 1998 to address the issue of low enrolment in many rural schools because of the low income of rural households and high education costs. Between 1999 and 2006 a number of new approaches to education reform in poor rural areas were piloted.

The lessons learnt are now being applied in new projects in other counties and provinces, going beyond the original four target counties under GBEP. The achievements of the project spread across a wide range of education areas or disciplines – from reformed teaching practice to a dramatically improved education management information system.

The delegation of 12 visited four of these schools transformed by the implementation of the new approaches and two schools in Beijing in the new enlarged project – South-West Basic Education Project (SBEP) in four Provinces and 27 Counties.

Left

Prof Ruqayyatu Ahmed Rufai (OON), Hon Commissioner for Education, Jigawa State with pupils in Lanzhou, China.

Key Lessons learnt

Pupil-centred learning and emphasis on pupil participation.

Teacher quality and the emphasis on relevant hands-on; in-class in-service training.

Implementation of the new National Curriculum through the participatory approach to learning.

Emphasis on School-Based Development Planning.

Involvement of key stakeholders – parents, the communities

Emphasis on extra-curricular activities in the school and practical activities such as Exploratory Study Activities, Community Service and Social Practice.

The strong involvement of the academic community in school management; research studies; training of teachers and school improvement projects. They also work closely with government policy makers.

Effective monitoring of teachers through the use of 'Campus Monitor Centres' enabling the Head teacher and parents to monitor teachers through cameras in class rooms.

Writer

Helen Poulsen
Lead consultant
SBMC Research

School-Based Management Committees in Policy and Practice

There is lack of clarity on what type of institution the School-Based Management Committee (SBMC) should be and the reason for its existence. This is one of the key findings of a qualitative study of SBMCs funded by ESSPIN between March and April, 2009. The study was based on interviews at Federal, State and Local Government Education Authority (LGEA) levels as well as case studies of 10 schools.

According to the study many respondents believe the SBMC is an instrument of government, while others see it as a democratic institution that should represent the interests of parents and other community members. Based on this, the SBMC is considered an institution on paper only, or dominated by a few elite individuals.

The study also revealed that no clear-cut SBMC guidance notes exist at school level. Thus, membership of SBMCs diverges from the guidelines in many cases, particularly with the exclusion of women members and student members. Members of the wider community are also denied this place due to lack of knowledge.



On a positive note, it was discovered that there is an incredibly rich array of organisations, focused on different ethnic or religious groups, occupations or interests, or the traditional rulers in most locations. In many cases these organisations have education committees, and a long track record of working to support education.

A clear articulation of the purpose of the SBMC is required. SBMC must be seen less as a servant of the education system and more as part of democratic processes at the grassroots, mobilising around demands for rights to education. 'Sensitisation' is not what is required here – rather supporting people in knowing and claiming their rights. Another issue is that there needs to be flexibility in SBMC implementation to allow for contextual differences across Nigeria and even from community to community. This will make it more likely that SBMC can complement existing institutions, rather than threaten or duplicate them. Its implementation must be properly resourced, taking into account the sustained support and resources that will be needed to make them work.

Above

SBMC member mobilised to demand for rights to education.

Writer
Nguyan Feese
Lead Specialist
Institutional
Development

Continuation from cover: **Five States Develop Medium-Term Sector Strategy (MTSS) for 2010–2015**

In an ideal world the MTSS would take place once there is a public budgetary system (PBS) in place which is fit for purpose and operating effectively. However, this is an ideal which is going to take considerable time to achieve in Nigeria, and in practice is not going to be created except through repeated iteration, and trial and error. In the meantime there was also a need to focus attention onto preparing plans that can and will be implemented (even if not perfectly), and ESSPIN took the pragmatic view that the MTSS offered a vehicle for concentrating minds on this. In fact it was a vehicle which States were already trying to drive themselves so this gave extra logic to this decision. It was also felt that once State Ministries became engaged in MTSS this would help identify the problems with the existing PBS, both for ESSPIN and for States themselves, and this in turn would help generate demand and solutions for change.

The philosophy underpinning ESSPIN's support to the development of MTSS is to encourage planning and financial management processes undertaken by and within the five States. In each State this required ESSPIN to assist key personnel to move forward from the Education Sector Plans already prepared to the strategies, operational plans and budgets needed for their implementation.

With support from ESSPIN, all five states (Kano, Kaduna, Kwara, Jigawa and Lagos) have developed their Medium-Term Sector Strategy (MTSS) as the basis for the 2010–2012 budget formulation.

The guidance notes further outlined the following elements of MTSS:

Conduct annual performance reviews, including customer views based on public monitoring;

Obtain or receive outline multi-year budget envelope projections via central planning by Ministries, Departments and Agencies (MDAs), based on policy priorities and macro-economic framework projections;

Review State and National/International Policy Guidelines and decide upon sector outcome policy targets;

Develop baseline information and conduct research, and draw upon this information in the development of strategy options;

Develop strategies that involve collaboration with other partners, such as federal and local governments, and the private sector (more generally civil society);

Check for potential regulatory and legislative changes as key elements of strategy;

Check for cross-sectoral implications of strategy options;

Compile outline capital and recurrent cost projections for the entire sector strategy and programme, and iterate to achieve projections that fit the budget envelopes;

Examine the technical feasibility of proposed strategy options and revise if necessary;

Examine organisational capacity requirements necessary to implement programmes, and iterate proposals until they are reduced to a level that can be implemented with current capacity; and

Establish a monitoring framework.

What is an MTSS?

1
It is based on the State Education Sector Plan (ESP) and can be described as the Operational Plan for the ESP or ESOP.

For convenience sake it is preferable to use 'MTSS' rather than 'ESOP' to ensure consistency across the five States and the Federal Government.

2
It is a three-year articulation of the goals and objectives specified in the State ESP.

3
It focuses on a single sector – in this case Education from Early Childhood to Higher and Adult Education. It is expected to be an integral part of the State-wide Medium Term Expenditure Framework.

4
It includes a detailed annual plan and budget for Year One and a less detailed framework for Years Two and Three.

5
It is updated annually, drawing on monitoring and evaluation evidence and emerging State-wide and national budgetary constraints and opportunities, so that during Year One the Year Two framework is reviewed and adjusted to become the new Year One annual plan/budget, while a new Year Three framework is added to the 2nd MTSS.

6
It comprises two closely-linked activities – planning and costing, to be undertaken by State Ministry task groups including those whose work responsibilities/job descriptions specify these activities.

7
These task groups are supported by ESSPIN specialists: financial and planning specialists.

Right
The Kwara MTSS team at the orientation workshop.



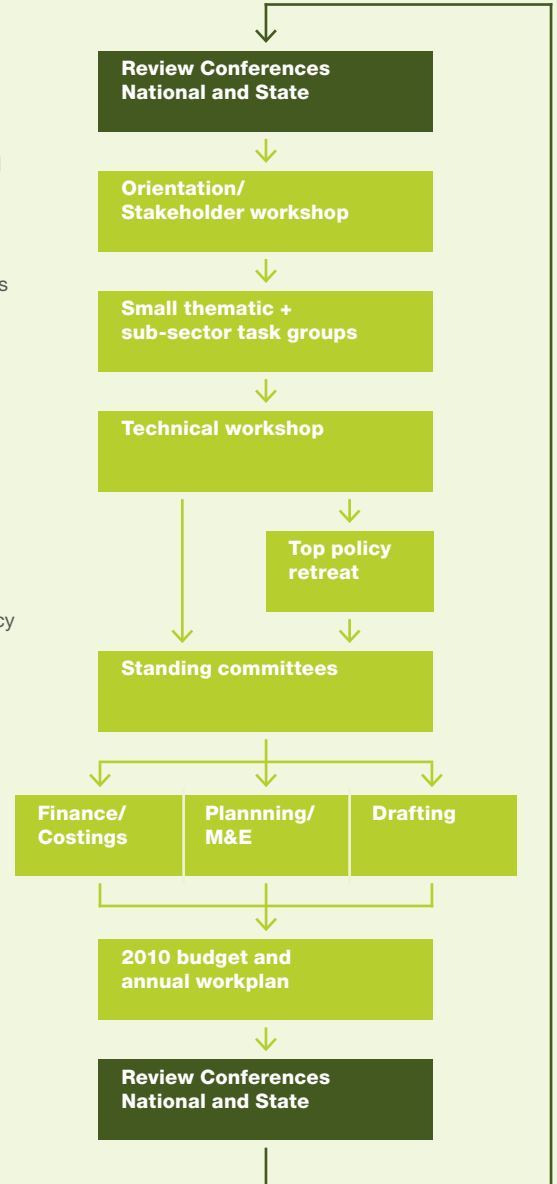
Process in developing the 2010–2012 MTSS

1
Initial orientation workshops were conducted in all five States to generate task teams focused on sub-sectors and state priorities. These groups facilitated the identification and prioritisation of a range of initiatives which were grouped as objectives, targets and activities in an agreed strategic framework. The MTSS team also agreed on a common report structure.

2
Four of the five states (Kano, Kaduna, Kwara and Jigawa) built upon the training of staff in the use of the UNESCO Education Policy Strategy Simulation Model (EPSSim) to project the cost of the MTSS. Using the baseline data and the MTSS state targets, the EPSSim was used by the state teams to first show the resulting funding gap and then to produce alternative scenarios, all based on a 10% limit to funding gaps. The state teams chose the option that was then improved to produce the state ‘preferred scenario’. This scenario formed the basis of MTSS scope in relation to state allocation.

3
The approach adopted in all the five states was to start with an orientation workshop, followed by sub-sector based task groups. An extended technical workshop retreat pulled together the work of the task groups, and their main conclusions were vetted and prioritised by a high-level policy workshop/retreat. Outcomes from the retreat were then finalised by MDA committees on Finance and Planning and reports were drafted for consultation.

Right
The MTSS is a part of the larger state planning process which commenced with the Education Sector Analysis based on which long-term Education Sector Plans (ESP) were developed. The ESP set strategic objectives for the sector and the objectives were broken down into costed programmes in the MTSS. The MTSS guides the development and the implementation of the state annual budgets. Implementation of the programme will be monitored and evaluated providing feedback to drive policy improvement over the next round of MTSS development.





Above
MTSS will bring about improved teacher development and education quality.

Achievements

The MTSS process has provided a very important impetus in the five ESSPIN-supported states for the formulation of results-oriented strategic plans. The MTSS activity, which was undertaken with substantial support from ESSPIN, has demonstrated that sector planning can be introduced relatively rapidly. The exercise has aroused a great deal of enthusiasm and support from all levels. Kano, Kaduna, Kwara and Jigawa States have joined Lagos State in having a set of costed proposed activities for the education sector linked to the identified targets, objectives and higher level goals.

In most of the states, there is a strong appetite in the central agencies (Finance, Planning and Accountant General's office) to extend the MTSS process to other key ministries in the near future, as part of a State Government-wide reform of budget cycle management. However the states lack the capacity to advance such a reform rapidly in the absence of technical support. Going forward, State Partnership for Accountability, Responsiveness and Capability (SPARC) will be carrying out advocacy and sensitization for policy makers on Medium-Term Expenditure Framework (MTEF) and MTSS processes and will also work to develop a set of outline formats to go out from Ministries of Economic Planning (MoEPs) to all relevant sector MDAs, so that all sectors are encouraged to contribute strategic thinking to their sector plans.



Above
Improved planning will lead to an improved school environment.



Above
MTSS will lead to effective and efficient resource utilisation resulting in enhanced service delivery.

The immediate task for the state teams is to fit the MTSS into the format for the Budget Estimates which will be presented to the State Houses of Assembly (HoA) for appropriation. The format for the Budget Estimates is traditional line-budgets within departmental votes, whereas the MTSS is activity-based, grouped under objectives. This poses a problem as it means losing the distinctive feature of the MTSS, namely its activity basis and objective orientation. Specific procedures have been established for putting the MTSS into the existing budget framework as a stop-gap measure for the 2010 budget.

ESSPIN will provide technical assistance to states that want to modify their MTSS 'strategic-frame', into a suitable form to be tabled in the HoA as a supplementary document in support of the ministry's budget estimates. It is expected that this will expose members of the HoA to a results-oriented budget for the first time and is likely to lead to increased demand for the MTSS to be rolled out across the main ministries of the state government.

Challenges

All the states are encountering a series of problems in progressing from the MTSS, which is a planning document, to the preparation of annual budgets which reflect the shift to a results-oriented budgetary cycle process. Problems include: (i) the traditional format for the budget estimates, which only provides for a financial input classification within each MDA and cannot easily accommodate a shift to output-based budgeting, especially for the recurrent budget estimates; (ii) the absence of a wider framework of budget cycle reform which could provide early indications of sector budget ceilings (where these have been provided, such as in Kaduna, this has been after the MTSS has been completed); (iii) the absence of procedures for releasing the budget and monitoring these releases based on activities or outputs.

The approach to the resolution of the above problems for the current budget cycle has of necessity been essentially ad hoc – seeking the most sensible and acceptable ways of ensuring at least that provision is made for the inclusion of the budgets required for each activity in the MTSS, after a process of tuning of activities to accommodate the budget resources available.

It will be necessary to refine the MTSS methodology prior to the launch of the 2011 exercise to make the transition from MTSS to budget more smoothly in future. Specifically: (i) there is a need for the MTSS to be prepared within a resource-constrained financial envelope, even if formal budget ceilings are not available from the central state agencies (Ministries of Planning and Finance; and (ii) the MTSS should include a stock-taking on the financial and human resources available within the legacy budget to meet the requirements of the MTSS activities. This will make clearer the distinction between activities to be funded (in part or in whole) from the existing resources available in the budget and activities which require incremental financing through the budget.

The MTSS is not yet a comprehensive planning and budgeting process which includes reformed planning and budgeting for the ‘routine’ functions of the MDAs, such as administration, financial management, HR and payroll, ICT and others but only covers activities that are of a developmental nature.

Credible data to inform the MTSS was a challenge as EMIS is problematic in all states. However, in view of the strategic importance of MTSS for future sector funding, it was considered crucial that base-line data, in particular, be formally endorsed by the state teams.

Another challenge was capacity issues given that most states were engaging in the preparation of an MTSS for the first time. It will be important as part of the organisational strengthening component of ESSPIN to support states in conducting organizational analysis to identify the type of structures, systems, workforce size and capacity that would be required to implement the MTSS.

Next Steps

In moving towards the 2011 MTSS ESSPIN will support states to review the experience with the development of the 2010–2012 initiative. Important issues to address would include: (i) the need for clearer budget parameters, perhaps through early release of indicative budget ceilings by the Ministry of Finance (ideally in the form of a Medium-Term Fiscal Framework) to guide the MTSS preparation process; and (ii) the desirability of making the MTSS, which currently only covers activities of a developmental nature, into a comprehensive planning and budgeting process which includes reformed planning and budgeting for the ‘routine’ functions of the MDAs. Making the MTSS comprehensive will simplify the process of reconciling MTSS and budget in future.

In addition, ESSPIN will support states to put in place a core skills competency training programme. This should be delivered through work-based training that allows participants to develop functional and operational skills that can be immediately applied to improve their MTSS planning and management competencies; and to institutionalise the MTSS development and implementation process.

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