

Lagos Platform for Development

Multi-Sector Analytical Review and Engagement Framework Overview

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Sustainable Urban and
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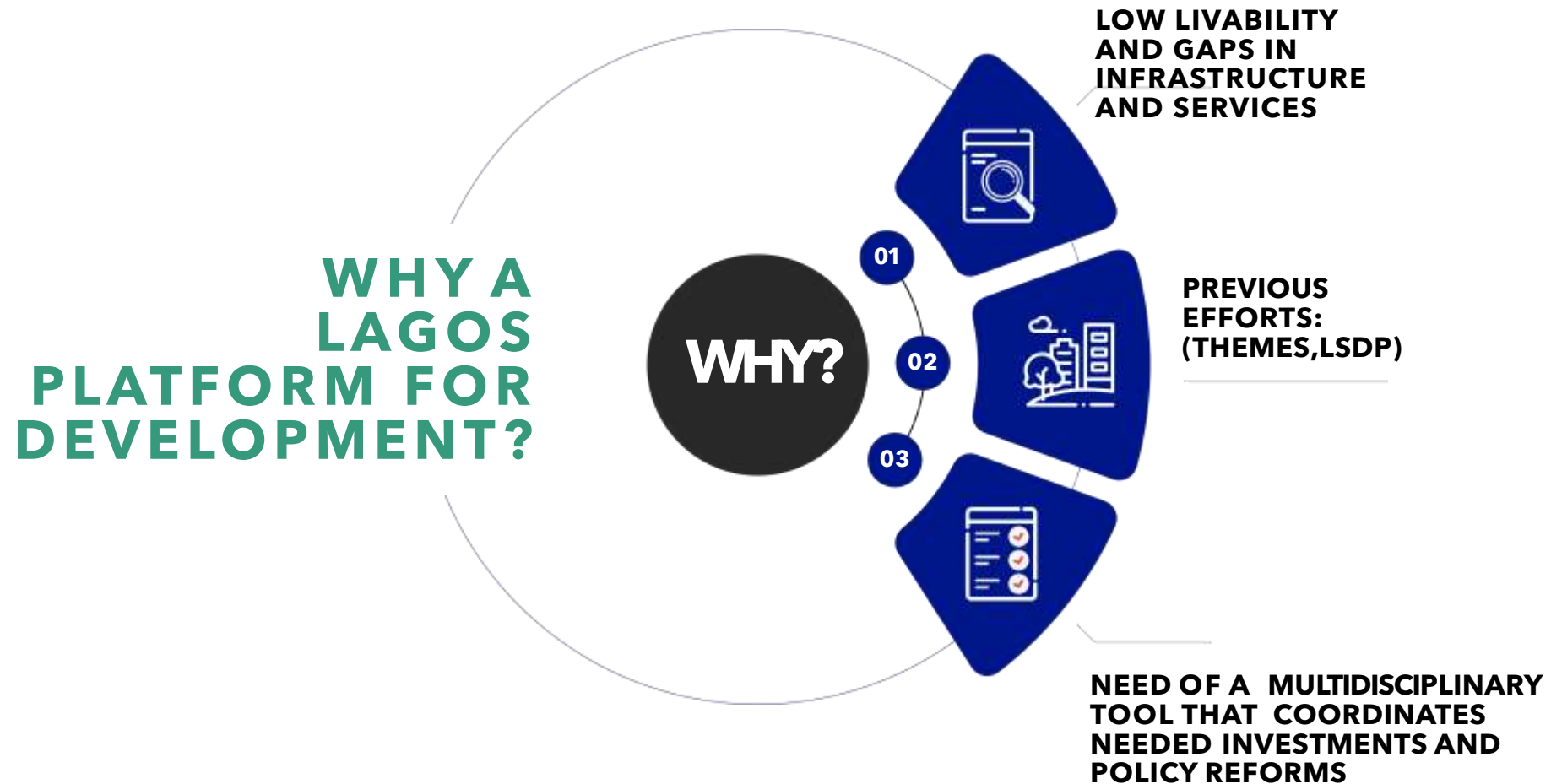
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Lagos Platform for Development: Overview and Objectives



Why is a platform for development needed for Lagos?



Why is a platform for development needed for Lagos?

Lagos is doing poorly in all indicators of livability and services



While Lagos is the largest and fastest growing state (3.2% state population AAGR compared to 2.6% national pop AAGR), it is ranked among the lowest cities in the world for livability.



Only 14% of households receive steady, reliable supply of electricity (>8 hours per day).



Housing deficit of ~3.3 million units, with 50-75% of the population living in informal housing.



The city is at high risk of river and urban flood and highly exposed to coastal erosion, with flood damages estimated to cost almost \$4 billion each year and coastal damage estimated at approx. \$1.7 billion each year.



Heavy reliance on road transport (98%) and insufficient transport infrastructure result in commuters spending an average of 4 hours daily in traffic.



Only 35% of the population has access to the public water supply; only 5% is connected to the public sewerage system.



Waste collection rate is 20-30% and only 13% of recyclable waste is recycled. Dumpsites, most notably the Olusosun site, are far overloaded.



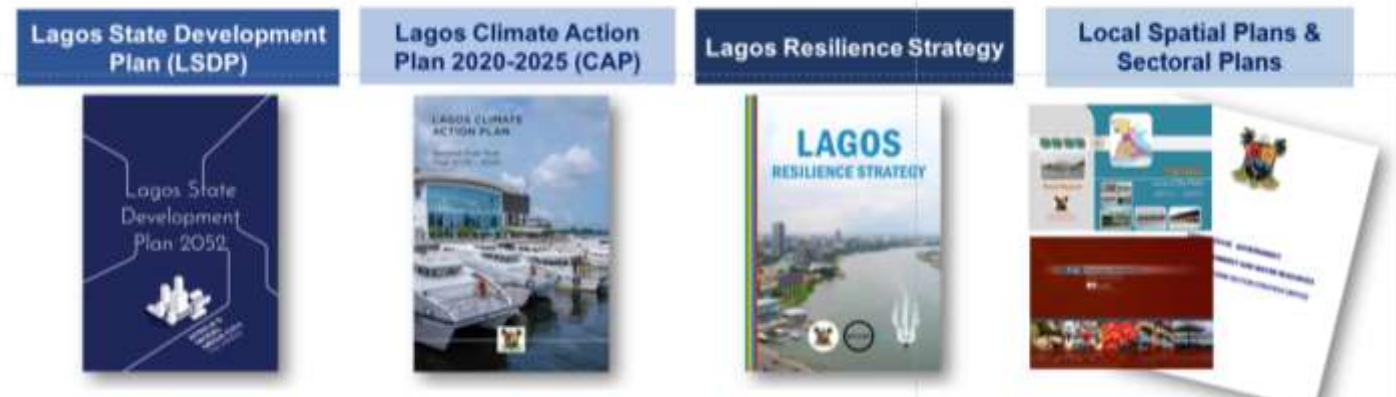
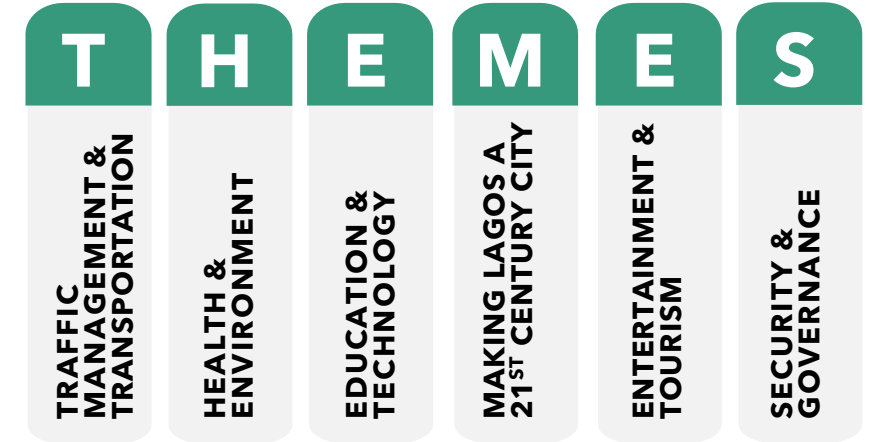
Buildings, transportation and the waste sector are major contributors to GHG emissions while improper solid waste/plastic disposal is the main source of air pollution, contributing 32% of particulate matter (PM2.5).

A multi-sector diagnostic and transformation strategy are needed to identify and prioritize infrastructure gaps as well as needed policy reforms.

Why is a platform for development needed for Lagos?

Government-led efforts need to move from vision to implementation

- The THEMES agenda outlines short-term concepts to address some binding constraints hindering development in Lagos.
- The Lagos State Development Plan-LSDP (2012-2025) and the recently launched LSDP 2022-2052 put forward vision and mission of the city.
- **Both THEMES and LSDP are more visionary which is why there is an urgent need of committing to urban transformation that involves concrete planning, policy reforms and investment actions.**
- The LSDP provides a set of 417 initiatives and 77 capital projects to make Lagos Africa’s model mega city, of which 72 planned for 2023.
- Numerous policies exist to help achieve the priorities under the LSDP (e.g., THEMES agenda, Lagos Resilience Strategy (2020), Lagos Climate Action Plan, local spatial and sectoral plans), but **actions need to be prioritized and spatially coordinated, and implementable projects need to be identified.**



Why is a platform for development needed for Lagos?

A multi-disciplinary tool is needed to coordinate investments and policy reforms

- Tackling Lagos' urban planning challenges will require an integrated and multisectoral response.
- The response needs a capital investment plan, with clear prioritization and identification of financing sources.
- Opportunity to create a new place-based vision for a more creative, green, inclusive, and resilient model of economic growth.



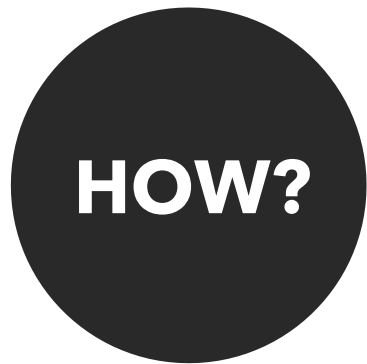
What is the Lagos Platform for Development?

What is the Lagos Platform for Development?



Multi-disciplinary strategic platform to technically support the urban and economic transformation of Lagos through a long-term shared vision, capital investment planning, and policy reforms

For Lagos, the development platform involved producing analytics and a multi-sectoral engagement framework



**METHODOLOGICAL
APPROACH**

- A key objective of the LAPD is to promote integration and coordination between all sectors within the state to increase the effectiveness and impact of investments
- Through policy reforms and targeted investments, Lagos can utilize this opportunity to better plan and manage the development of the megacity in order to promote integrated, resilient and inclusive growth

Lagos Diagnostic Study

- A rapid multi-sector analytical review of Lagos was conducted to assess the current development status of Lagos and identify the key challenges and binding constraints for achieving the government's development objectives.
- Key findings from the review and a set of recommended intervention areas are presented, which serve as a pathway to harness Lagos's development potential.



Multi-Sectoral Engagement Framework

Building on the key findings of the Multi-Sector Analytical Review and stakeholder input, the Multi-Sectoral Engagement Framework provides an operational roadmap as an action plan of prioritized interventions for short-, medium-, and long-term projects for Lagos.

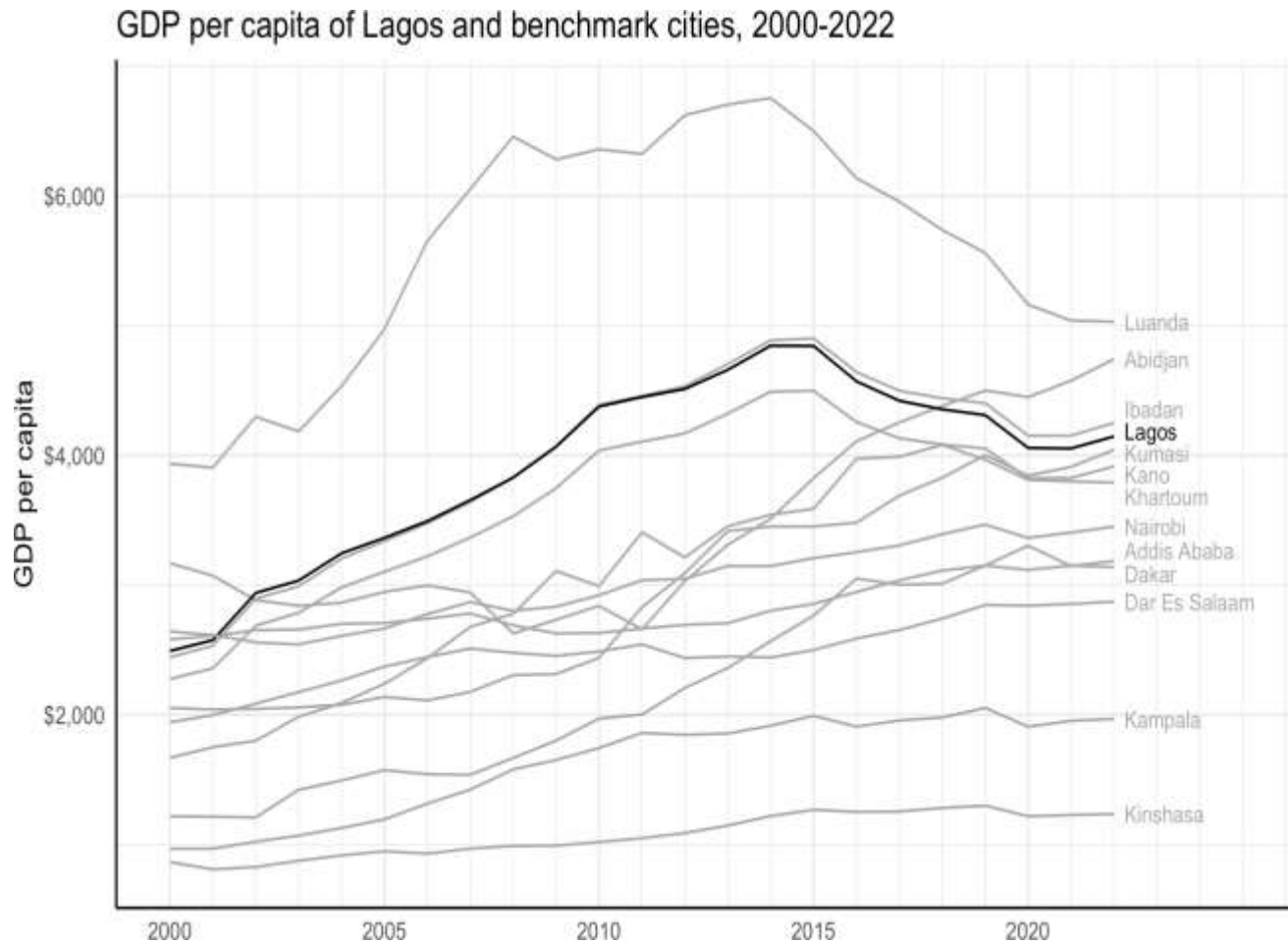
Lagos Diagnostic Study

A rapid multi- sector analytical review of the megacity



- I. Development Trends and Challenges
- II. Root Causes: Key Constraints and Drivers of Change
- III. Recommended Areas of Intervention

Lagos is central to Nigeria's economy, but economic growth is stagnating while poverty remains high

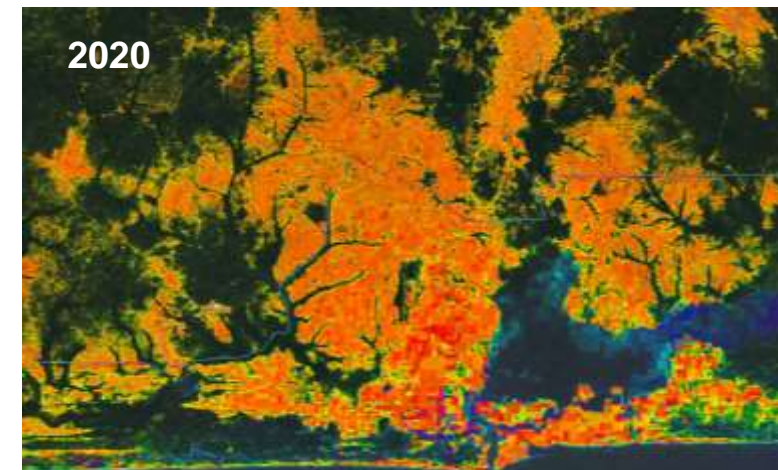
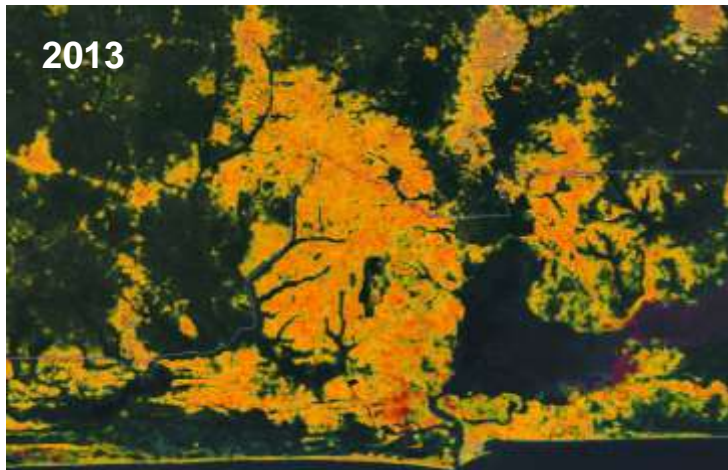
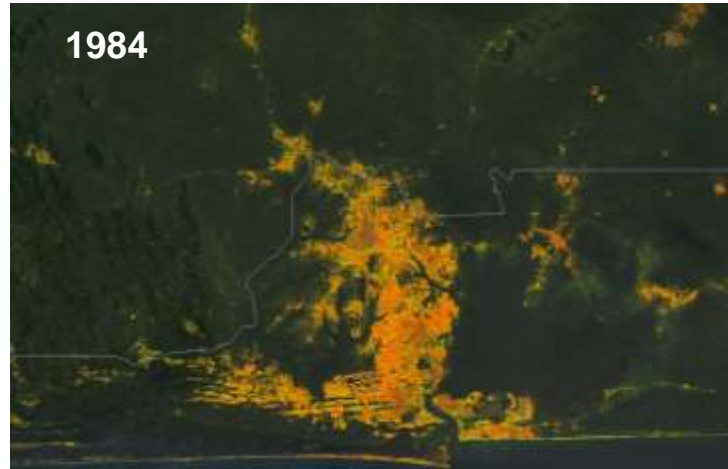


Source: Oxford Economics, 2022, "Competitive Cities Database".

- While Lagos constitutes only 8% of Nigeria's population, the state generates 15-30% of Nigeria's GDP.
- GDP growth greater than that of the country's growth (5.8% vs. 5.2% between 2003-2019).
- BUT GDP per capita has declined since 2015 to pre-2010 level.
- Informal sector plays a major role contributing about one third to the economy, but also contributes to low productivity.
- 45% informal employment, almost 42% of working age population is under- or unemployed.
- Lagos is the state with the lowest poverty rate (4.5%), but almost 80% of households are classified as poor according to LASG.

Lagos is growing rapidly, both in population and space

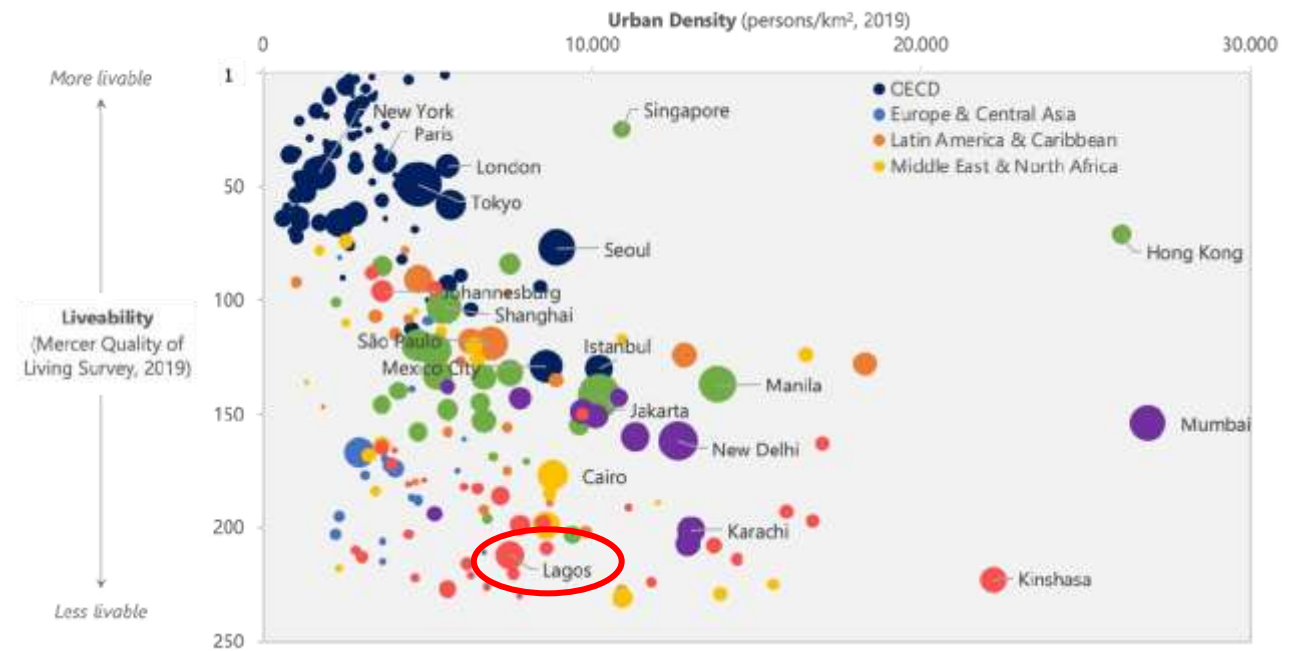
- Lagos is one of the largest and fastest growing mega-cities in Africa at 13-27 million:
 - Population annual average growth rate is 3.2%, above the national growth rate of 2.6%.
 - Lagos is projected to become the world's most populous city by 2100, with 88.3 million.
- Built-up area average annual growth rate of 2.6% since 2000.
- Urban expansion taking place beyond the metropolitan area, along peripheral areas as well as reclamation of water bodies along Epe, Badagry, and Ibeju-Lekki LGAs.
- Sprawling growth continues beyond the state's borders to neighboring Ogun state.



Source: Google Earth

Rapid urban growth comes with challenges: low livability, a huge housing deficit, and inadequate provision of infrastructure and services

- **Lagos ranked as the 2nd least livable city out of 172 global cities** (EIU Global Livability Ranking 2022).
- Housing deficit of ~3.3 million units, with 87% of the need for low and very low-income households.
- 50-75% of the population live in informal housing; over 140 slums identified.
- Only 14% of households receive steady, reliable supply of electricity (>8 hours per day).
- Waste collection rate is 20-30%; only 13% of recyclable waste is recycled.
- Only 35% of the population has access to the public water supply; only 5% is connected to the public sewerage system.
- Poor mobility due to heavy reliance on road transport (98%) and insufficient transport infrastructure: commuters spend an average of 4 hours daily in traffic.



Sources: Mercer Quality of Living Survey (2019);
United Nations Statistics Division (2014)

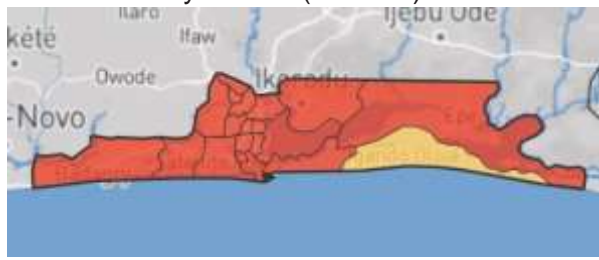
Development is taking place in a context of increasing natural disasters and climate change

Rapid population and spatial growth of Lagos are taking place in a context of increasing natural disasters and climate change, threatening the mega-city's resilience

River flood hazard (High)



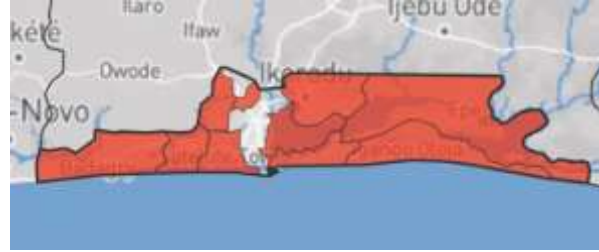
Water scarcity hazard (Medium)



Urban flood hazard (High)



Extreme heat hazard (Medium)



Coastal flood hazard (Medium)



Wildfire hazard (Medium)



- Severe environmental degradation as a result of rapid, uncontrolled development exacerbates the vulnerability of Lagos' residents to disaster and climate risks, including flooding, coastal erosion, sea level rise and extreme heat.
 - Flood damage (to assets, economic production and mortality) are estimated to cost almost \$4 billion each year.
 - The coastline is eroding at an average annual rate of 8% (8.2 meters per year). Loss of assets, economic production and land as a result of coastal erosion are estimated to cost \$1.7 billion annually.
- Urban expansion has taken place through deforestation, the reclamation of water bodies and the reduction of green spaces, which are major drivers for temperature increases and for biodiversity loss in urban areas.
- Uncontrolled spatial expansion of the built-up area has increased the state's exposure to natural disasters, a trend that will worsen with climate change.

ThinkHazard! Hazard Levels

- High
- Medium
- Low
- Very Low

Buildings and infrastructure systems, together with urban sprawl, are major contributors to pollution and carbon emissions, exacerbating climate risks



- The highest share of GHG emissions is from stationary energy: residential buildings account for 21% of these emissions, manufacturing accounts for 23%, while commercial activity accounts for 11%.
- The transportation sector accounts for 20% of GHG emissions in Lagos.
- Pollution is mainly associated with improper solid waste/plastic disposal: the waste sector contributes the largest share of particulate matter (PM2.5) at 32% and is the third largest source of GHG emissions in Lagos.

Significant investment is needed to close the infrastructure gap and to upgrade to climate-smart systems

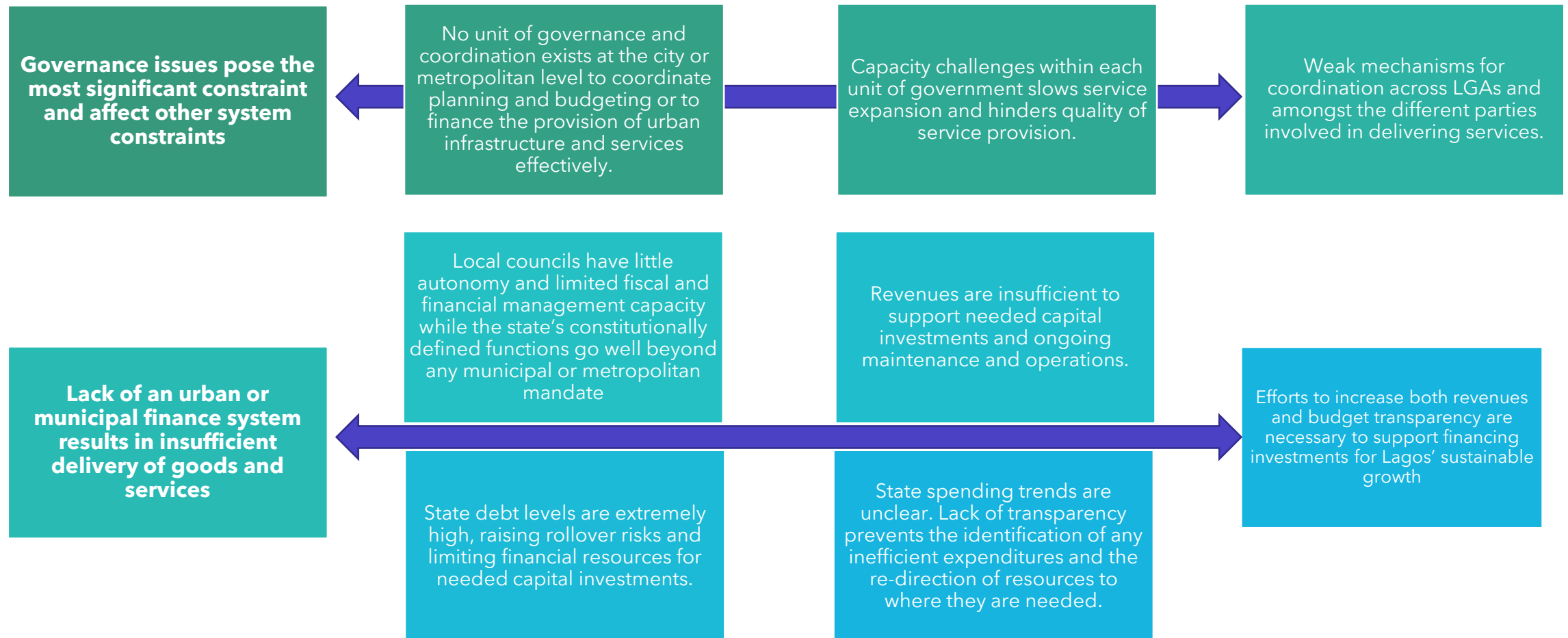
Significant coordinated investments are needed across service sectors to meet the needs of Lagos' growing population, improve livability, support economic growth and foster resilience in Lagos

- Lagos estimates that it needs **over USD 50 billion** to address an investment gap across transport, water, solid waste management, and information and communications technology.
- By comparison, Lagos has managed to invest **less than USD 1 billion annually over the last decade.**
- Investments in housing, social and green infrastructure investments are also needed to support Lagos' sustainable growth, as well as soft investments in institutional, technical and financial capacity building.
- Lagos will need a mix of investments and supportive policy reforms to close its infrastructure gap.



Four main constraints are holding Lagos back from fully realizing its development potential

1. Weak urban governance and finance systems to deliver sufficient housing and services to meet the demands of Lagos' growing population



Four main constraints are holding Lagos back from fully realizing its development potential

2. Ineffective urban planning system holds down sustainable growth and exacerbates informality

A municipal or a metropolitan authority with specific responsibility for coordinating urban investments is absent

Local councils are not involved in planning the development of their designated urban areas

Land use plans and sectoral plans lack coordination, leading to inefficient use of resources and continued service challenges

Plan implementation challenges:

- Plan implementation by MPPUD has been slow, due to administrative bottlenecks and legal limitations
- Lack of plan enforcement capacity results in continued informal development.
- Lack of meaningful citizen engagement throughout the planning process results in inadequate plans and investments.

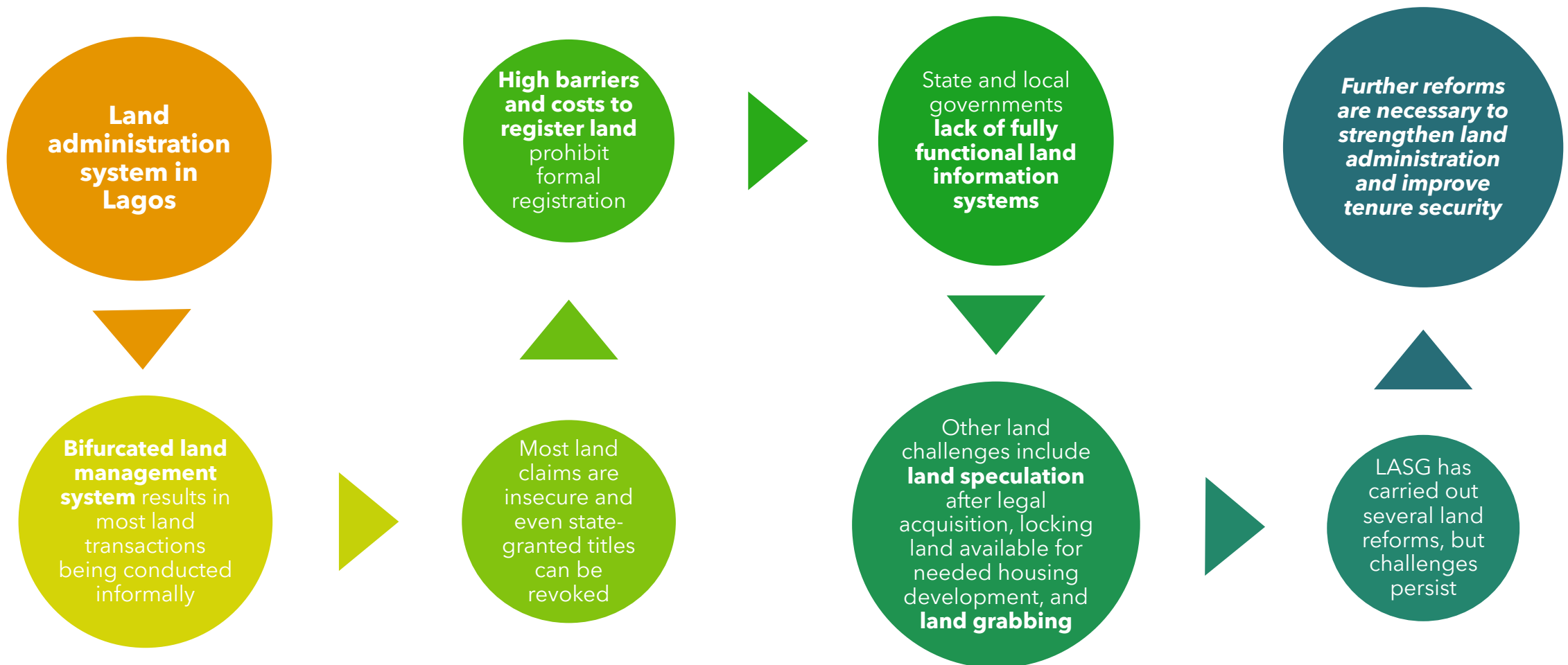
Regulatory system deficiencies:

- Complicated and cost-prohibitive planning permit and building approval process is a major constraint to doing business in Lagos and leads residents to evade the process.
- Proliferation of informal and poorly constructed buildings that are not disaster and climate resilient are a result.

There is an urgent need to integrate existing and proposed master plans into a comprehensive metropolitan plan that strategically coordinates land development and service provision

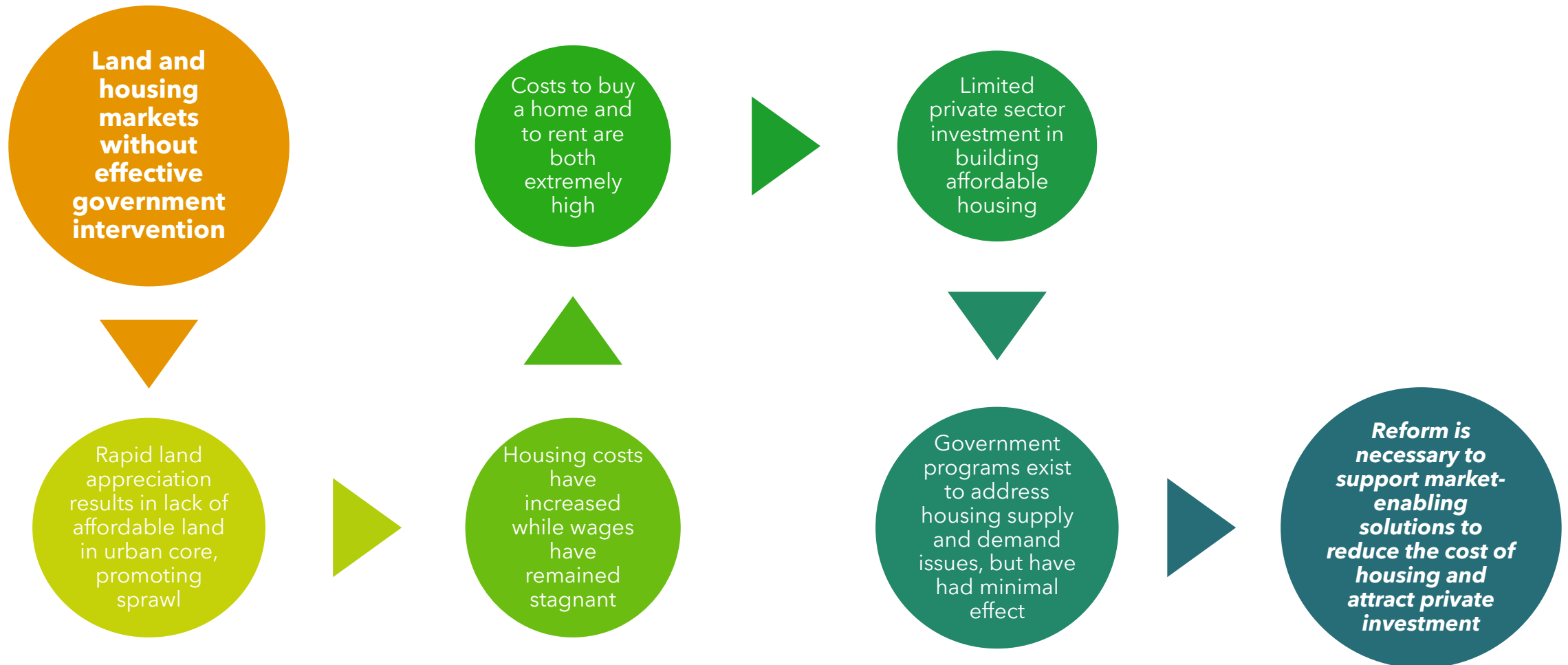
Four main constraints are holding Lagos back from fully realizing its development potential

3. Fragmented land administration and market distortions stymie affordable housing development, exacerbates informality, hampers economic development and limits revenues (1/2)



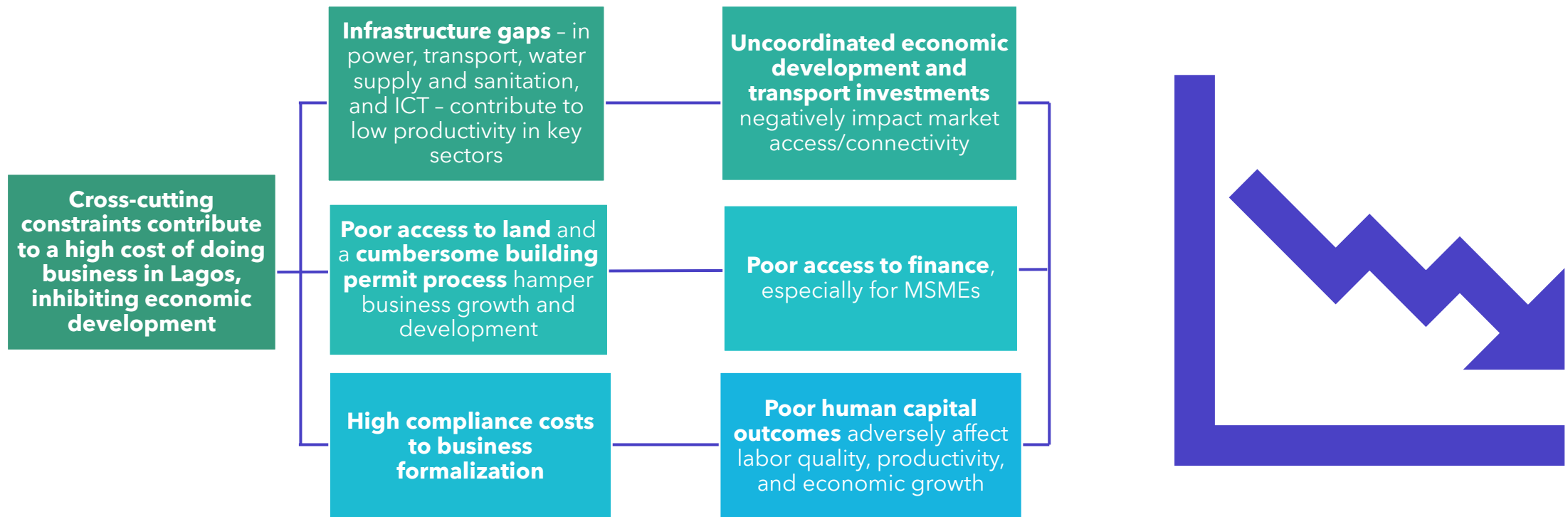
Four main constraints are holding Lagos back from fully realizing its development potential

3. Fragmented land administration stymies affordable housing development, exacerbates informality, hampers economic development and limits revenues (2/2)



Four main constraints are holding Lagos back from fully realizing its development potential

4. A lagging business environment inhibits private development, productivity and inclusive economic growth



Together, these constraints reduce the incentive to formalize business activity and result in the high rate of informality and low productivity.

Four areas of intervention address the four key constraints

Main Constraints

1 Weak urban governance and finance systems

2 Ineffective urban planning system

3 Fragmented land administration and market distortions

4 A lagging business environment

Areas of Intervention

1 Strengthen governance, planning and finance systems to support coordinated and sustainable growth and development

2 Activate land and housing markets for improved planning, livability and economic growth

3 Foster economic development and inclusive growth for increased productivity and improved livelihoods

4 Invest in integrated and climate-smart infrastructure and services to improve livability and resilience and foster economic growth

Institutional reforms are preconditions to investment projects

Multi Sector Diagnostics

Development Trends & Challenges

Guiding Principles

Government Programs and Plans
Vision, Goals and Objectives

Constraints & Opportunities
Prioritization Process

Areas of Intervention

1. Strengthen Urban Governance, Planning and Finance Systems

2. Activate land markets to grow the formal housing sector

3. Foster economic development and inclusive growth

4. Invest in Climate-Smart Infrastructure and Services

Recommendations

1.1: Strengthen urban management and service delivery through governance reform, cross-sectoral digital coordination, and technical and financial capacity building.
1.2: Support sustainable urban growth of Lagos through community-driven and climate and disaster-risk informed spatial planning and development.

2.1: Improve land administration through complete digitization of regularization process and capacity building to increase tenure security, foster better planning and urban development, enable private investment and support increased property tax revenue generation.
2.2: Increase access to formal, affordable and climate- and disaster-proofed housing through comprehensive planning, increased private sector participation, innovative design, housing finance and slum upgrading programs.

3.1: Prioritize infrastructure investment that creates jobs and promotes economic development.
3.2: Enhance process of doing business.
3.3: Support inclusive economic development.

4.1: Improve urban mobility through development of an enhanced transportation network that is integrated, multi-modal and supports carbon emissions reduction.
4.2: Develop an integrated solid waste management system (waste minimization, collection, separation and treatment) through comprehensive planning, investment and capacity building.
4.3: Increase access to water supply and sanitation services and develop an integrated water management system that coordinates water supply, sewerage, stormwater drainage, wastewater treatment, solid waste management and land use planning.
4.4: Increase access to reliable energy through implementing policy reform and supporting renewable energy sources, such as solar.

Stakeholder Consultations

The Way Forward:

A Multi-Sectoral Engagement Framework for Lagos



- I. Outline of the Framework
- II. Proposed Program

I. OUTLINE OF THE FRAMEWORK

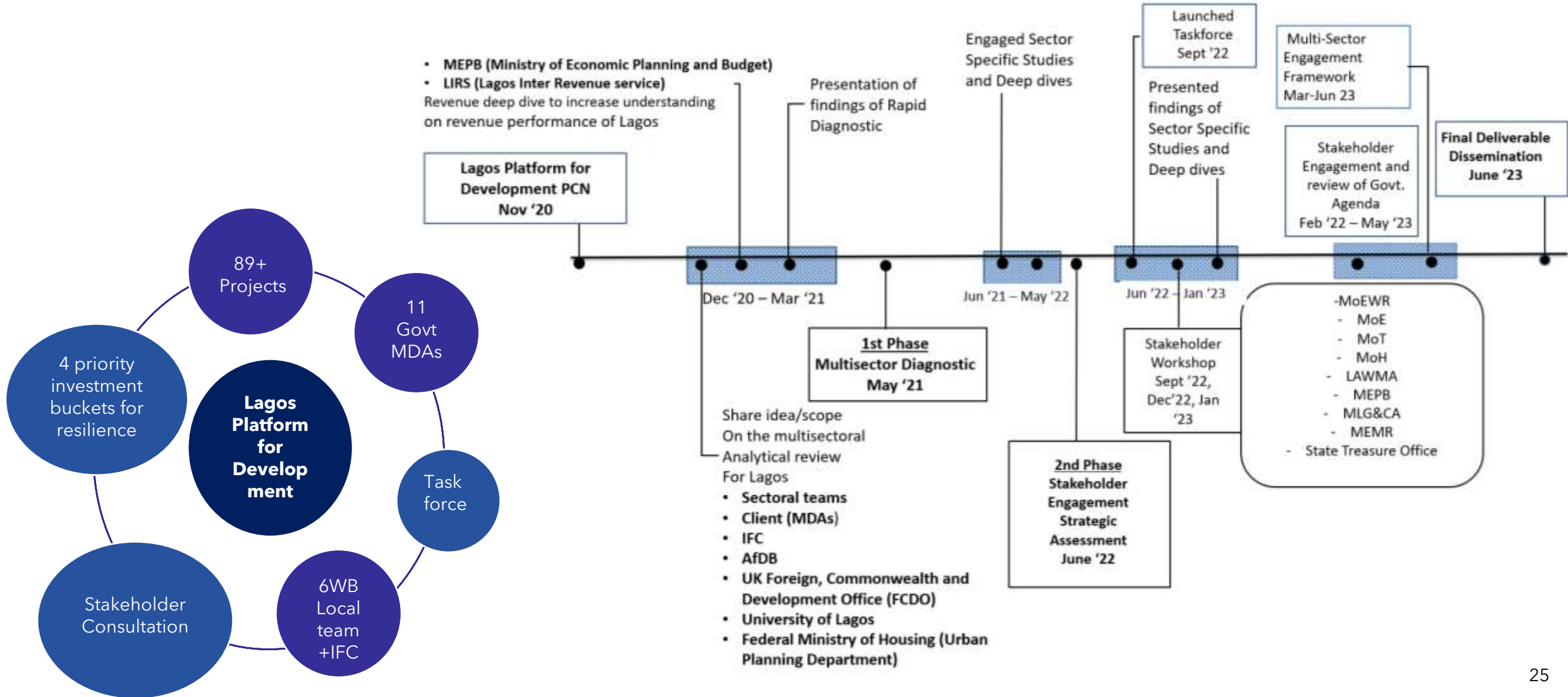
The framework aims to transform the LASG's 400+ initiatives into a prioritized set of implementable projects across different sectors



The *List of Identified Projects* has been developed to advance the outcomes of key government visions and strategies. The projects were selected for their alignment with the government's objectives, as stated in strategic documents and plans highlighted earlier, and dependent on their implementation potential.

I. OUTLINE OF THE FRAMEWORK

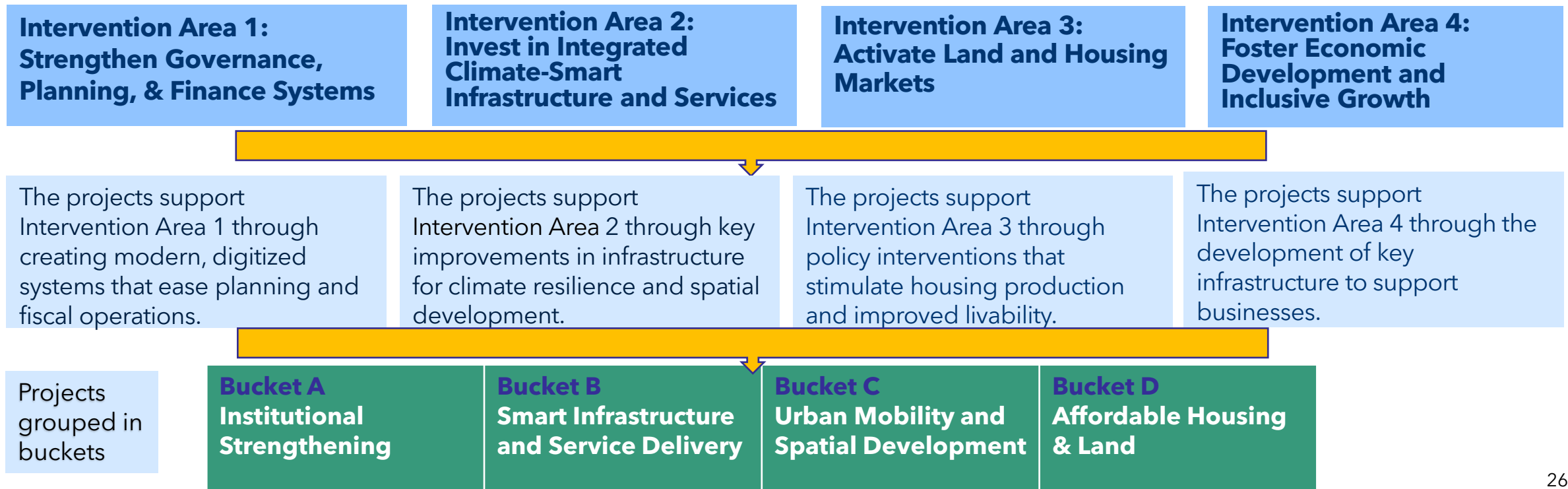
The framework was built through multiple stakeholder engagement processes, involving more than 100 key sector representatives and experts



The Framework builds on the key outcomes of the Multi-Sector Analytical Review of Lagos

The 4 areas of intervention highlighted in the analytical review feed into the formation of 4 project buckets

The recommendations under the analytical review are grouped under common themes in four project buckets under the engagement framework. The buckets contain projects that tie to the areas of intervention, as explained in the diagram below.



The buckets seek to fulfill key transformation strategies along technical areas and sectors

The buckets combine interrelated sectors (for example, solid waste and water) and act as umbrellas for the main development projects in select sectors

Bucket A Institutional Strengthening	Bucket B Smart Infrastructure and Service Delivery	Bucket C Urban Mobility and Spatial Development	Bucket D Affordable Housing & Land
<p>Projects for institutional strengthening aim to streamline coordination and create clarity among various governmental parties involved in the delivery of urban services along the following technical areas and sectors:</p>	<p>Projects target infrastructural development, which includes undertaking comprehensive planning exercises for Lagos State for the following technical areas and sectors:</p>	<p>Projects strike a balance between improving urban mobility and integrating mobility with land use planning through developing a visionary and coherent metropolitan-level spatial plan. The technical areas and sector under this bucket are:</p>	<p>Projects aim to increase access to affordable housing and developable land and, thereby covering the following technical areas and sectors:</p>
Governance	Solid Waste Management	Spatial Planning & Development	Housing
Automation of Services	Water	Mobility/Transport	Land Development
Capacity Building	Drainage		
Development Financing	Climate Adaptability		
	Energy		

Approach to Development of Urban Livability & Mobility Projects

The projects compiled under the *List of Identified Projects* primarily seek to improve Lagos State's institutional capacity to deliver urban services, enhance accessibility to services, and meet urban infrastructural demands across different technical areas and sectors.

Each project bucket contains baskets of sub-projects. Each basket responds to a key urban challenge by offering a specific set of projects.

Each basket captures those projects with a common focus, and which complement each other.



34 baskets of

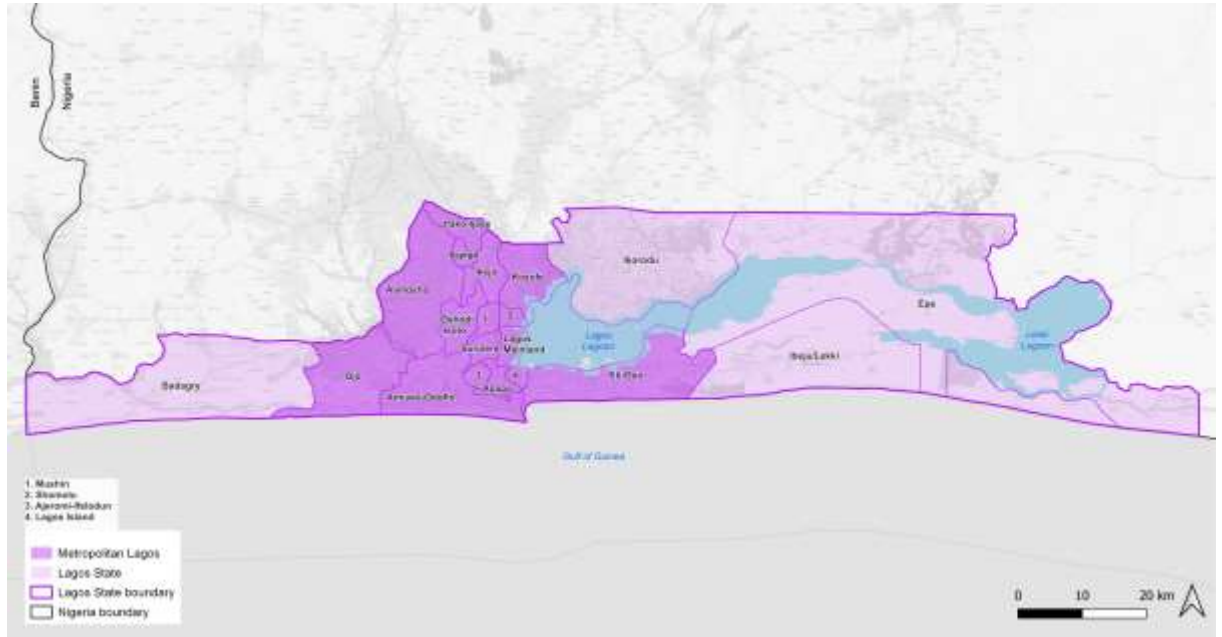
89 projects across

12 technical areas & sectors

The *List of Identified Projects* aims to support Lagos in pursuing the areas of intervention that the World Bank sees as being key for meeting the state's short- and medium- to long-term developmental needs.

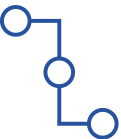
Supporting Lagos livability through multiple strategic spatial interventions

The identified projects under the Framework support various interventions in Lagos to improve livability



City Center Revitalization

- Urban regeneration
- Traffic/parking management
- Street vendor management
- Public spaces development
- Non-Motorized Transportation (NMT) facilities management



Functional Linkages

- Coordination mechanism
- Inter-city road/transit network
- Flow of water, natural resources and environmental services
- Industrial value chain
- Disaster risk management



City-wide intervention

- Integrated neighbourhood development
- Social services
- Housing finance system
- Urban mobility development
- Electricity
- Water and sanitation
- Solid waste management



Polycentric Development

- Housing, infrastructure and basic/social services
- Transit-oriented development (TOD)
- Public transportation system
- Freight transport management

Supporting Lago's livability through an institutional reform program

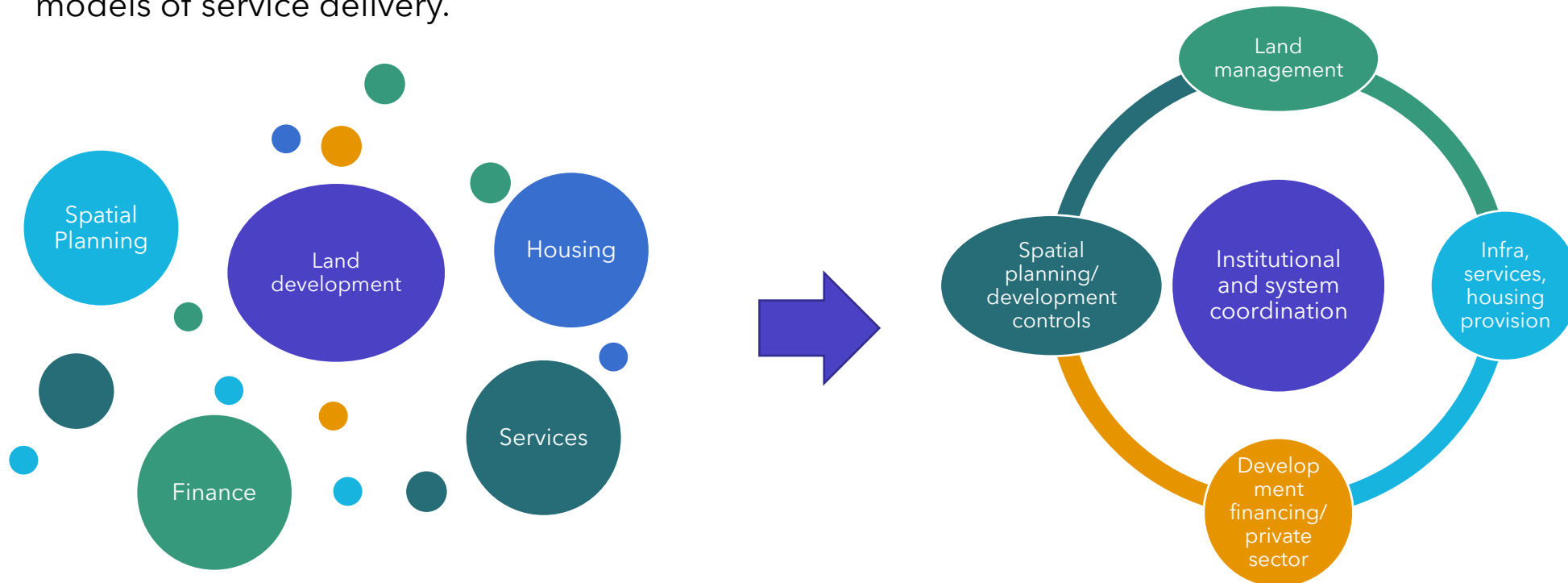
Successful uptake of investments is dependent on key institutional reforms which act as enabling preconditions



Supporting Lago's livability through an institutional reform program

Most importantly, the Multi-Sectoral Engagement Framework several paradigm shifts

- (i) from disparate sectoral/vertical initiatives in different geographic areas to **coordinated multi-sectoral place-based interventions** focused in particular areas selected based on agreed criteria;
- (ii) from a singular focus on investments to an **emphasis on service delivery outcomes**; and
- (iii) a new focus on addressing **challenges that are common across different sectors/services** and testing new models of service delivery.



Institutional reforms: preconditions to investment projects

The enabling preconditions that need to precede the implementation of infrastructure investments are reforms that tackle the key constraints identified through the multi-sectoral analytical review

At the state level, 6 types of reforms are critical to enabling investments that enhance livability:

1

Governance reform: institutional and technical capacity building to strengthen urban management and service delivery (e.g., cross-sectoral coordination).

2

Finance system reform: financial capacity building to support needed capital investments (e.g., technical capacity building to improve OSR generation, strengthen the regulatory framework for PPPs and tools to incentivize private investment, strengthen management of public investments and expenditure).

3

Spatial planning reform: technical capacity building to support metropolitan spatial planning that is disaster and climate-risk informed, improved urban mobility and coordinated sectoral investments.

4

Land administration reform: i.e., development of a comprehensive land information system and capacity building to increase the efficiency of land tenure and registration processes.

5

Housing reform: i.e., development of a comprehensive housing policy/strategy, streamlined administrative processes and incentives to stimulate private sector participation.

6

Infrastructure systems reform: i.e., development of plans and policies that support integrated and climate-smart systems (e.g., policies for multi-modal urban mobility, integrated solid waste management, integrated water management, comprehensive energy reform), and institutional and technical capacity building to implement systems.

Framework implementation through focused interventions

Infrastructure investment projects need to be spatially targeted and will require a combination of capital investments and local institutional reforms

This increases the likelihood of project implementation, increases their impact, and provides a model for the government to tackle multi-sectoral issues on a case-by-case basis in key urban areas.

Examples of Place-Based Interventions



Two examples that illustrate the application of multi-sectoral place-based infrastructure investments:

A green infrastructure program for Apapa



A public space improvement program for Epe

Framework implementation through focused interventions in the short-term

Short-term projects using a place-based approach are proposed for each of the two examples

Example

1

Short-term projects for Apapa (1/2)

A Green Infrastructure Program: The Apapa Model City Plan 2032 underscores the need to build a robust network of green infrastructure to address the shortage of population to open space ratio and provide for spaces of natural aesthetics.

The green infrastructure programme consists of:

A. Public Spaces Project

- Rehabilitate 6 existing parks by selecting a combination of sector parks, linear parks, neighbourhood parks, and school parks.

B. Street Improvements

- Rehabilitation of 30km of inter-neighborhood roads.
- Retrofitting 30 km of roads with cool pavement.
- Upgrade main streets: equip with street furniture (shading devices, bus stops, planting trees, etc.)

C. Drainage Infrastructure Improvements

- Rehabilitating primary drainage channels.
- Rehabilitating existing secondary drainage systems that feed the primary channels.

Investment
Projects



Image Source: Lagos State Government. Ministry of Physical Planning and Urban Development, Final Report, The Apapa Model City Plan 2012 2032, p.173.

Framework implementation through focused interventions in the short-term

Example

1

Short-term projects for Apapa (2/2)

Technical Assistance for Institutional Reforms

A. Improve Parking Management

- Introduce new tools to manage parking and assist in the pilot application of these tools in two districts.

B. Inclusive & Sustainable Urban Design Guidelines

- Develop urban design guidelines that respond to climate vulnerabilities and reduce GHG emissions which include bioremediation landscape solutions; the use of permeable materials to absorb and filtrate water runoff; shade and cooling; and vegetation to cleanse polluted air.

C. Policy Recommendations for Legal Protection of Open Spaces

- Develop a set of recommendations for legal amendments that safeguard the integrity of the open space network and stipulate development regulations around parks, lagoons, creeks, and canals.

Green Infrastructure Policy 3
Provision of planned furnished and maintained public spaces for social, cultural, economic, health and recreational benefits at all scales should be demographically-driven to respond to the prevailing needs of all age and economic groups at different time frames.

Source: Lagos State Government, Ministry of Physical Planning and Urban Development, Final Report, The Apapa Model City Plan 2012 2032, p.172.

Framework implementation through focused interventions in the short-term

Example

2

Short-term projects for Epe (1/2)

A Public Space Improvement Programme: The Epe Plan, produced in 2017, identifies several public space and road improvements as part of its planned actions. This programme will build on these actions to identify a suite of short-term projects that enhances the town's liveability.

A. Public Spaces Project

- Create a new central open space and a permeable network of pocket parks.

B. Street Improvements

- Constructing 50km of sidewalks to create a robust pedestrian network
- Retrofitting 30 km of roads with cool pavement.
- Installing urban furniture at key locations including street furniture (benches, shading devices, bus stops, planting trees, etc.).

C. Embankment & Drainage Infrastructure Improvements

- Installing embankments along drainage channels.
- Rehabilitating drainage systems along main thoroughways.

Investment
Projects

Technical
Assistance
for Institutional
Reforms



Framework implementation through focused interventions in the short-term

Example

2

Short-term projects for Epe (2/2)

Technical Assistance for Institutional Reforms

A. Improve Parking Management

- Introduce new tools to manage parking and assist in the pilot application of these tools in two districts.

B. Inclusive & Sustainable Urban Design Guidelines

- Develop urban design guidelines that respond to climate vulnerabilities and reduce GHG emissions, including bioremediation landscape solutions; using permeable materials to absorb and filtrate water runoff; shade and cooling; and vegetation to cleanse polluted air.

C. Road Embankment Construction & Maintenance Guide

- Develop a guide containing different construction solutions for embankments, design safety measures, and periodic maintenance plans.



Image Source: Epe Masterplan 2017, Dar, p.729

Medium- and long-term focused investments

The framework also proposes medium- to long-term focused investments. Examples of proposed projects:

Development of New Multimodal Transport Gateway Hubs



- Construction of various bus terminals across the state in locations such as Agege, Abule-egba, Ojota, Iyana Ipaja etc.
- Construction of bus shelters

Construction and Rehabilitation of Critical Transportation Links & Build Truck Transit Parks



- Rehabilitate interstate roads and critical corridors selected by the Government including: Lekki-Epe, Gbagada-Apapa
- Develop multipurpose truck campuses

Flood Risk Assessment, Management, and Infrastructure



Establish a climate warning observatory and alert protocols for flood & extreme heat events

Digital Platform for Inter-Agency Coordination



Develop a database of infrastructure and utilities that are required to support urban development and management programs

The LAPD puts Lagos on the path to becoming a more livable, resilient, inclusive and prosperous megacity

- Through a methodological approach, the Lagos Platform for Development provides the LASG with a tool to strategically prioritize and coordinate investments and to put Lagos on a path to becoming a more livable, resilient, inclusive and prosperous city.
- The LAPD represents a shift from managing Lagos' development through disparate sectoral initiatives in multiple geographic areas to coordinated multi-sectoral interventions that are targeted in key urban areas based on agreed criteria.
- The platform promotes integration and coordination between all sectors and actors involved in development of Lagos to increase the effectiveness and impact of investments, in both the short and medium-to long-term.



The following outputs are available for detailed information on the Lagos Platform for Development

Lagos Diagnostic Study and Pathway for Transformation: A Rapid Multi-Sector Analytical Review of the Mega-City

Multi-Sector Engagement Framework for Lagos

Lagos Multi-Sector Analytical Review and Engagement Framework Summary Note

Lagos Platform for Development Summary of Activities