Lagos State Development Plan 2052
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GOVERNOR OF LAGOS’ STATEMENT

The future of Lagos: Turning challenges into opportunities

As the race to the future intensifies, global cities increasingly play a critical role in defining their nation’s progress and prosperity. Through innovation and technology, global cities are undergoing transformations that not only have a lasting impact on national economic and financial priorities but also transform the lives of its people – and our city of Lagos is among those.

For decades, Lagos State has been known as an economic powerhouse and a leading hub not just in Nigeria, but the whole of Africa. However, several emerging challenges have impeded our city’s path to achieving world-class status economically, financially, and socially. From climate change to technology, infrastructure and social services, the hurdles have increased significantly. While these challenges pose a serious threat to our city’s growth, I see them as opportunities to unlock our potential for a bright future. As we are nearing the end of the Lagos State Development Plan (LSDP) 2012-2025 and confront a rise in global challenges, there is a need to articulate a new long-term development plan which builds on this success by providing actionable goals.

With that in mind, I am thrilled to present the Lagos State Development Plan (LSDP 2052). This long-term development plan has been meticulously devised imbibing the best of all existing and prior high-level policy documents, transformation plans and development policies. Founded in strong research and on-ground realities, the LSDP 2052 is the framework our State needs to continue on the path of becoming Africa’s Model Mega City, a global, economic, and financial hub that is safe, secure, functional and productive. I firmly believe that the future of our great State is in our own hands, and I assure you that this development plan sets us in the right direction in our continued march towards global prominence and excellence. It all begins with implementing the clearly articulated action plans and strategic goals and having dedicated leadership to drive it forward.

As we look forward, Lagos State will continue to achieve its potential which will be built on our resilience, our rich heritage and most importantly, our people. I am not only positive, but I am excited by what the LSDP 2052 has to offer our great city and I cannot wait to see Lagos claim its true position as Africa’s Model Mega City and the world’s leading economic hub.
DEPUTY GOVERNOR OF LAGOS’ STATEMENT

Chairman of the Lagos State Development Plan 2052 Committee

Lagos has been the premier hub for economic and business activities not just in Nigeria, but Western Africa as well. Yet with a growing population and immense potential to be fulfilled, there is still a long way to go for the State.

In 2012, the Lagos State Development Plan 2012–2025 was launched to provide a long-term, holistic, strategic framework and vision for the State’s development. As 2025 draws nearer with the promise of new challenges and opportunities, the plan has been reassessed and developed further. The Lagos State Development Plan 2052 has been crafted to nurture and accelerate the development of Lagos State into Africa’s Model Mega City by 2052. The plan envisions the Lagos of the future as a global economic hub that is citizen-focused; providing a working and living environment that is safe, secure, functional, and productive.

The purpose of the LSDP 2052 is to provide overall direction for the growth and development of the state in this regard. It provides a unique framework with clear initiatives and robust strategies through which all sectors of the economy – public, private, and civil society – can take ownership in contributing to the improvement of the quality of life of people in the State.

The plan encompasses insights gleaned from international best practices, relevant strategy and development plans, and rigorous global benchmarking. Exhaustive inputs from diverse sources such as the private sector, current and former Lagos residents, youth, executive and legislative branches of government, as well as pertinent stakeholder groups, have also inspired the tenets of the LSDP 2052.

It is my firm belief that Lagos is poised to be Africa’s Model Mega City. The LSDP 2052 provides the blueprint for the next 30 years to guide the evolution of all sectors of the economy, as well as public, private, and civil society. We must act now to continue to achieve the full potential of Lagos State – a task we are more than equal to if our efforts are concerted.
We therefore developed the LSDP 2052 by harmonizing insights from various strategy and development plans, benchmarking Lagos against 70 global comparable cities and synthesizing success factors and best practices from global peers. It incorporates the outcomes of consultations with a wide range of residents and stakeholders including industry leaders, development partners, young people, women, traditional leaders, religious leaders, legislators, Ministries, Departments, and Agencies (MDAs) of government as well as political leaders. The LSDP 2052 has also been developed from working with leading development consultants from across the world. We have taken into consideration the groundwork and key findings from previous reports, re-prioritizing sectors and targets with the right ambition setting and enablers to unlock our objectives, highlighting the best success stories and key best practices. This is a well-rounded plan that takes into consideration realistic ambitions and current realities to deliver a roadmap that is ambitious, bold and yet, achievable.

This plan sits at the apex of the Planning and Budgetary system of our State, providing a clear linkage between other planning processes for seamless and effective implementation and the optimal allocation of resources. As a planning and strategy document, the LSDP 2052 acts as a guide for all MDAs as they develop their policies, strategies, and initiatives (both on the expenditure and revenue side) that align with the State’s vision. Most importantly, it clearly lays out measurable indicators and a clear roadmap for all Lagosians – individuals, private and public sector players – to work towards.

Our city has immense potential and as we continue with the right direction and guidance, I am certain that the LSDP 2052 will serve as the lighthouse to get us there. This plan belongs to you, the people of Lagos, and we will continue to engage with you through various platforms to ensure that you can demand accountability and support the objectives of the plan.

HONOURABLE COMMISSIONER MEPB’S STATEMENT

As one of the key drivers of the national economy, Lagos State is responsible for generating about 15% of Nigeria’s gross domestic product. Ranked as one of the largest economies in Africa, Lagos is a burgeoning innovation and business hub – attracting millions of people seeking better opportunities from other states and West African nations. With the oncoming implementation of the Africa Continental Free Trade Agreement (AfCFTA), Lagos has the potential to continue serving as Africa’s economic powerhouse for decades to come.

However, Lagos State has the smallest landmass amongst Nigeria’s 36 states. With over 22 million residents at present, the population of Lagos is projected to exceed 32 million by 2052. This may limit resources and further strain our infrastructure unless we take bold actions to pave the way for a prosperous and sustainable future.
Developing the LSDP 2052

Lagos State is an economic powerhouse in Nigeria, and more importantly, a rapidly-growing powerhouse – growth in terms of business, opportunities and aspiration. But this growth has also been accompanied by a rise in multiple challenges. Home to the largest urban metropolis in the country, Lagos has had to navigate the hurdles of extreme poverty levels, inadequate infrastructure, poor safety and security, weak social services and a polluted and vulnerable environment. Lagos attained mega-city status in 1995 – but has much to do to live up to that status even decades later.

During this period, successive governments have made concerted efforts to transform Lagos, which have yielded considerable improvements. These efforts have been guided by high-level documents which focused on implementing detailed sector strategies, as well as by internationally and locally agreed development efforts including the Millennium Development Goals and the Sustainable Development Goals. However, the lack of a unified, long-term strategic plan to harmonize these efforts resulted in inconsistent improvements in key areas and many of Lagos’ historical ills have remained.

The Lagos State Development Plan (2012–2025) began to take shape in 2012, following rigorous baselining exercises and stakeholder consultations at Ehingbeti and other platforms. The maiden Lagos State Development Plan (2012–2025) was launched with the intention of harmonizing all existing high-level policy documents, articulated the State’s Vision 2025 to become Africa’s Model Mega-City, and provided an overall strategic framework and direction for the State’s development efforts.

As 2025 nears and the period for the first plan ends, His Excellency, Mr. Babajide Olusola Sanwo-Olu, The Executive Governor of Lagos, recognized the growing intensity of the challenges and has commissioned this effort to refresh the vision and set the strategic framework and overall direction for the next 30 years, through 2052.

Looking ahead, it is clear that the future of Lagos will be greatly shaped by how it overcomes the number of challenges it faces today. However, its immense potential and vast economic opportunities make this a future of hope and prosperity. The LSDP 2052 has been formulated to address these challenges while also articulating bold actions that will propel Lagos into the future it promises its residents, the country and the world, becoming a Model Mega City.

The Approach

Our approach has been based on insights and findings derived after thoroughly understanding the complex frameworks and systems with action plans that are designed to not just promise, but deliver to great effect.

The LSDP 2052 has been developed over four phases: Baseline assessment of Lagos’ starting position and ambition setting, prioritization of key sectors and enablers to achieve the set targets, development of strategic initiatives based on the highest impact levers to achieve the set goals and articulation of the implementation roadmap to ensure the successful implementation of the plan. The 30-year plan was developed by harmonizing insights from various strategy and development plans, benchmarking Lagos against 70 global comparable cities and synthesizing success factors and best practices from global peers. The plan was also informed with inputs from a wide range of sources: Engagement across the executive and legislative branches of government, survey of current and former Lagos residents, stakeholder groups across the five administrative districts of the State i.e., IBILE, and the Federal Government Medium-term development plan.

The LSDP 2052 is an all-encompassing master plan that is ambitious and bold, with clear action points and overarching initiatives, strategies and targets that have been defined with a singular vision in mind – to transform Lagos State from an economic powerhouse into a prosperous, developed and bustling Model Mega City of Africa.
Executive Summary

Finding the right key to unlock potential
It is no secret that Lagos State has vast potential economically and financially. But as already highlighted, the city faces significant bottlenecks that may stifle its development if not quickly and effectively addressed. High potential and high growth meant that there was a need to define a long-term vision for Lagos to become Africa’s Model Mega City—a global, economic and financial hub that is safe, secure, functional and productive.

Thriving, not surviving
The anchor objective for LSDP 2052 is to accelerate economic development by creating highly productive jobs at scale. As a result, Lagos will have a Thriving Economy, an economy that is robust, healthy and accelerating with adequate employment and strategic investments to sustain the growth. Lagos will become the national and regional economic powerhouse for food and beverage manufacturing and wholesale and retail trade. The mega city will be a top global destination and hub for shipping and logistics services, financial services and fintech, media and entertainment and an incubator for developing SMEs and tech-based ecosystems.

Focussing on being human
It is the people that make a city. With a growing population, it is essential that Lagos becomes a human-centric city where every Lagosian will have access to affordable, world-class education, healthcare, housing and social services. The LSDP articulates clear targets and strategic initiatives that will establish Lagos as a city that attracts and develops key talent. This key talent will fulfil the anchor objective by delivering quality living conditions across education, health, housing, safety and security.

Historic moves to deliver modern infrastructure
The LSDP also ensures that Lagos delivers world-class modern physical and digital infrastructure to support the economic and living activities of a 21st-century city. Clear goals and initiatives have been defined to optimize land use and distribution of activities by reducing density in the centre and creating new districts supported by critical infrastructure across power, transportation, power and energy, internet connectivity, water and sanitation and waste management.

Effectiveness taking effect
Turning plan into action is key to any transformation. And the foundation for achieving the vision for 2052 is Effective Governance. Lagos will have a supportive and enabling environment that improves and creates opportunities for Lagosians. The LSDP has highlighted clear objectives to strengthen Lagos State Government’s ability to respond efficiently to citizens’ requests, increase and diversify Internally Generated Revenues (IGR) to 5% of the GDP and attract Foreign Direct Investment (FDI) flows to critical sectors of the economy.

The vision for tomorrow is already taking shape today
The LSDP 2052 defines 400+ initiatives, of which the Lagos State Government has commenced implementing the quick-win initiatives required to institutionalize the LSDP. The LSDP 2052’s success depends on adequate financing of these sub-sectors, the active support of Lagosians and the long-term integration of the plan into the medium-term and annual planning cycles of the State.
Lagos Today

TODAY, LAGOS IS A MELTING POT OF VARIOUS CULTURES, RELIGIONS AND IDENTITIES. IT IS ALSO A GATEWAY INTO NIGERIA AND WEST AFRICA.

Lagos generates 15% of Nigeria’s GDP, combining a rich heritage and a vibrant economy for an exciting future. Nigeria is at the forefront of Africa’s economic prowess, boasting the highest Gross Domestic Product (GDP) in the continent. What is remarkable is that Lagos is responsible for 15% of that GDP with over ₦20 trillion¹. To highlight its economic potential further, Lagos ranks as the 8th largest economy in Africa, illustrating its position as a hive of economic activity.

Lagos State ranks as the 8th Largest Economy in Africa

GDP of the largest African countries (by size of economy) in 2019, including Lagos State

<table>
<thead>
<tr>
<th>Country</th>
<th>Real GDP (constant US$ 2015, B)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Nigeria</td>
<td>503</td>
</tr>
<tr>
<td>Egypt</td>
<td>398</td>
</tr>
<tr>
<td>South Africa</td>
<td>359</td>
</tr>
<tr>
<td>Algeria</td>
<td>177</td>
</tr>
<tr>
<td>Morocco</td>
<td>113</td>
</tr>
<tr>
<td>Angola</td>
<td>110</td>
</tr>
<tr>
<td>Ethiopia</td>
<td>90</td>
</tr>
<tr>
<td>Lagos¹</td>
<td>84</td>
</tr>
<tr>
<td>Kenya</td>
<td>84</td>
</tr>
</tbody>
</table>

Figure 1: Lagos state GDP Benchmark with other African Countries
Source: Lagos State National Bureau of Statistics; Lagos Bureau of Statistics; World Bank; External consultant analysis

¹ Oxford Economics – USD conversion to naira at 2015 rate
From administration to trade, from powerful financial hub to economic powerhouse, Lagos has come a long way.

Lagos has evolved over the decades, with a rich heritage imbibed from different eras and political environment, as it was the former administrative capital of Nigeria until 1991. Ever since then, our State has transformed from its illustrious past to becoming a contemporary trade and financial capital of Nigeria today. Lagos leads the nation in innovation, attracting millions of people seeking opportunities for a more prosperous future.

Lagos has evolved over time to become the trade and financial capital of Nigeria

1472 Arrival of the Portuguese in Lagos and trade development
1861 Lagos became part of British West African colony
1914 Lagos was declared the capital of the Colony and Protectorate of Nigeria
1960 Lagos became Federal Capital Territory after independence
1991 Federal Capital Territory was moved to Abuja and Lagos became trade and financial capital

Figure 2: Evolution of Lagos
Source: Press releases; External consultant analysis

Lagos: A Gateway Into Nigeria And West Africa

Today, Lagos is home to the strategically located Apapa port, one of Africa’s largest ports and the fourth busiest port in the continent.

- **Maritime traffic:** Our coastal location strategically positions us to lead international trade by serving as a gateway to Nigeria and the West African region. 75% of Nigeria’s imports pass through Lagos ports. In addition, 50% of cargo movements in the North and Central African subregion pass our borders.

- **Air traffic:** Lagos boasts the Murtala Mohammad International Airport, the busiest airport in Nigeria. Over 80% of international traffic routes through Lagos and more than 30% of domestic flights pass through Lagos’ Murtala Muhmmad Airport.

Lagos has a dynamic and growing population.

In 2052, Lagos will have 32 million residents.

Lagos is projected to surpass 32 million by 2052 from its current 22 million. This will primarily be due to the continuous migration from other states and African countries as Lagos emerges as the land of possibilities. In contrast though, Lagos accounts for the smallest landmass area amongst all 36 states in Nigeria.

- **Limited landmass:** At 3,500 km², we have the smallest landmass amongst all 36 states in Nigeria, which makes up about 0.4% of the total landmass area.

- **Population density:** We are the most densely populated state with 22 million¹ residents and a population density of approximately 8000 persons/km², which is 40 times Nigeria’s average of 200 persons/km².

¹ Estimated population of Lagos State 2019
Lagos has the smallest landmass and is the most densely populated state in Nigeria

Our dynamic and growing population coupled with a limited landmass is a double-edged sword that increases our labour resource potential, but it could result in a rise in insecurity and widening infrastructure gaps. These strengths and challenges will provide opportunities to improve the well-being of all Lagosians and it sets the context for the planning of the LSDP 2052.
A comprehensive framework that includes the UN SDGs and all MDAs

An exhaustive framework was used to establish Lagos State’s current context. The framework comprises five main pillars: Vision, Economy, Social infrastructure, Physical infrastructure, and Governance. It encompasses both the UN Sustainable Development Goals (SDGs) and all the Lagos State government’s Ministries, Departments, and Agencies (MDAs).

An exhaustive framework was used to establish Lagos State’s starting position

The development framework covers all the UN Sustainable Development Goals...

... as well as the MDAs of the Lagos State Government

- Ministry of Economic Planning & Budget
- Ministry of Energy and Mineral Resources
- Ministry of Finance
- Ministry of Agriculture
- Ministry of Wealth Creation and Employment
- Ministry of Economic Planning & Budget
- Ministry of Establishment & Training & Pension
- Ministry of Health
- Ministry of Agriculture
- Ministry of Wealth Creation and Employment
- Ministry of Economic Planning & Budget
- Ministry of Establishment & Training & Pension
- Ministry of Health
- Ministry of Agriculture
- Ministry of Wealth Creation and Employment
- Ministry of Economic Planning & Budget
- Ministry of Establishment & Training & Pension
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- Ministry of Health
- Ministry of Agriculture
- Ministry of Wealth Creation and Employment
- Ministry of Economic Planning & Budget
- Ministry of Establishment & Training & Pension
- Ministry of Health
- Ministry of Agriculture
- Ministry of Wealth Creation and Employment

Figure 4: The Framework
Note: The dimensions of the framework covers all the MDAs as well as the SDG goals
Confronting our Reality: Strengths and Opportunities

LAGOS HAS HUGE POTENTIAL, HOWEVER, SIGNIFICANT BOTTLENECKS NEED TO BE RESOLVED TO UNLOCK THIS POTENTIAL.

Strengths that make us believe in the future of Lagos

Lagos has a thriving economy that is known for its rapid growth. In fact, not only is Lagos the biggest contributor to Nigeria’s GDP, but its own growth is greater than that of the country! Over the past 15 years, Lagos has outpaced African and emerging market peers\(^1\) with a Compound Annual Growth Rate (CAGR) of 6% – fast, thriving and expanding.

### Economic resilience

<table>
<thead>
<tr>
<th>Year</th>
<th>Lagos GDP performance (trillion, 2015 prices)</th>
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<tbody>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td>2003</td>
<td>9</td>
</tr>
<tr>
<td>2007</td>
<td>12.2</td>
</tr>
<tr>
<td>2011</td>
<td>17.5</td>
</tr>
<tr>
<td>2015</td>
<td>23</td>
</tr>
<tr>
<td>2019</td>
<td>22</td>
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*Decline driven by global shock in commodity prices*

### Lagos’s economy is fast growing and outpacing its African and Emerging Market peers

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<tr>
<th></th>
<th>Lagos GDP Growth vs. Peers(^1) Compounded GDP growth, 2003 to 2019</th>
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<tbody>
<tr>
<td></td>
<td>Lagos</td>
</tr>
<tr>
<td></td>
<td>5.8%</td>
</tr>
<tr>
<td></td>
<td>Nigeria</td>
</tr>
<tr>
<td></td>
<td>5.2%</td>
</tr>
<tr>
<td></td>
<td>Africa peers</td>
</tr>
<tr>
<td></td>
<td>4.0%</td>
</tr>
<tr>
<td></td>
<td>EM peers</td>
</tr>
<tr>
<td></td>
<td>3.7%</td>
</tr>
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\(^1\) African peers: Johannesburg, Nairobi, Cairo; EM peers Mumbai, Sao Paulo, Mexico City, Jakarta

*Figure 5: GDP performance of Lagos State
Source: Central Bank of Nigeria; National Bureau of Statistics; Oxford Economics; External consultant analysis*
• **Entrepreneurship is booming**, and 85% of Lagos residents identify as entrepreneurs, although most are employed in micro-sized enterprises.

• **Lagos is a top destination for tech and digital investment** in Africa with over 30% CAGR, i.e., $1.5 billion in equity funding in the past five years. This is even more relevant in the business and labour landscape that is dominated by micro enterprises that is mostly concentrated in trade and other manufacturing activities. These MSMEs are also crucial as they enable economic prosperity and boost employment. This has had a direct effect on establishing the start-up culture in the state. Today, the Lagos State start-up ecosystem is valued at $2 billion, with about 550 start-ups that attract more funding than African peers.

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**Figure 6**: Lagos is a top destination for technology and digital investment in Africa with the majority concentrated in the FinTech vertical sector

Nigeria Tech and digital equity VC funding has recorded a 30% CAGR to a cumulative excess of US$1.5Bn over the last 5 years¹

<table>
<thead>
<tr>
<th>Year</th>
<th>Nigeria</th>
<th>Egypt</th>
<th>South Africa</th>
<th>Kenya</th>
</tr>
</thead>
<tbody>
<tr>
<td>2016</td>
<td>297</td>
<td>37%</td>
<td>32%</td>
<td>31%</td>
</tr>
<tr>
<td>2017</td>
<td>466</td>
<td>37%</td>
<td>26%</td>
<td>36%</td>
</tr>
<tr>
<td>2018</td>
<td>971</td>
<td>32%</td>
<td>7%</td>
<td>33%</td>
</tr>
<tr>
<td>2019</td>
<td>1,727</td>
<td>43%</td>
<td>12%</td>
<td>23%</td>
</tr>
<tr>
<td>2020</td>
<td>1,139</td>
<td>27%</td>
<td>24%</td>
<td>27%</td>
</tr>
</tbody>
</table>

| # deals in Nigeria | 13 | 17 | 26 | 38 | 71 |

---

**Nigeria is a top destination for venture capital investment in Africa, with the majority concentrated in the FinTech vertical sector**

Top 3 sector verticals account for +65% of current equity-funding with others demonstrating traction

- **FinTech**: 43.8%
- **Offgrid Tech**: 13.4%
- **Entertainment**: 10.2%
- **Health Tech**: 9.7%
- **Logistics Tech**: 5.3%
- **E/M/S Commerce**: 5.3%
- **Other²**: 4.4%
- **Mobility**: 3.0%
- **Enterprise**: 2.7%
- **AgriTech**: 2.1%

**Equity-funding by vertical 2020 (% of total funding)**

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¹ Funding focused on equity deals higher than US$ 200k within the tech & digital spaces; ² Others include: InsurTech, EdTech, etc.
• Consumer, financial and business services continue to propel our GDP growth. It is not a surprise that an economic hub like Lagos is fuelled largely by its consumer and financial services sectors. These sectors have been outperforming others to become the key drivers of the GDP growth.

Lagos is a representation of its people – committed, ambitious and socially connected

It is the people that make a city. Lagosians have always been known to be kind and respectful people, supporting each other through every period. This can be depicted through the increased social interactions and high intensity of celebrations across the state throughout the year. There is a great sense of pride when it comes to the history and culture of the state, with a lot of room for diversity. It is this very nature of this State’s culture that has made it a melting pot of diversity with over 250 Nigerian ethnic groups and international settlers.

As people make cities, they also make music, art and so much more. Lagos is the epitome of creative industries in Africa, encompassing Nollywood, music production and visual arts.

• Centre of Nollywood. The industry has grown 12% CAGR in the 2016–2021, positioning us as second to Bollywood

• Theatres, museums and art galleries. Lagos has 14 theatres, 54 cinema screens, 51 art galleries and 12 museums

• Lagos boasts a dynamic music scene and is the primary export of afrobeat globally

Opportunities

Lagos State has made significant strides over the years in development. However, the state continues to face increasing challenges, which Lagos must address to become a model mega city.

Rapid Urbanization

Even though the State’s economy has been fast-growing over the last 15 years at ~6% CAGR, the growth has not been strong enough to offset the impact of rapid urbanization, resulting in increasing unemployment rates and declining wealth (GDP per capita).

As we look ahead, economic growth needs to outpace urbanization to ensure sustained development gains in wealth (GDP per capita) and employment significantly.

Macroeconomic Shocks

A shock-proof economy: The need of the hour

Despite changing global and domestic macroeconomic context, the Lagos State economy has not been resilient enough to withstand economic shocks. For example, the COVID 19 pandemic and oil price slump in 15–19 led to massive unemployment (24%) and contracted wealth. This results from the economic structure, which is characterized by a high share of financial and business services that are driven by internal demand and subject to changes in export revenues, e.g., declining oil revenue.

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1 Lagos (worldcitiescultureforum.com)
Rapid urbanization and recent economic shocks have led to massive unemployment and declining wealth

The best way out of such scenarios is to structurally transform the economy by building a significant share of industry and increasing orientation of sectors. Looking ahead, we must develop economic sectors that also drive import substitution with local production and increase the state’s export potential – this will help build resilience and ensure uninhibited growth of the economy.

**KEY CONSIDERATIONS FOR LSDP 2052:**

1. Economic growth needs to significantly outpace urbanization to ensure sustained development gains, i.e., wealth and employment

2. Structural transformation of the economy, e.g., building a significant share of industry

3. Increasing export orientation of sectors is essential to improve resilience

**Quality of Life**

**Closing infrastructure gaps to open a new lease of life**

Good infrastructure means a good life for a city’s residents. A critical area to be addressed is the growing gaps in the development of social infrastructure that is critical to improving the quality of life for residents in the state. To highlight
the gravity of the situation, based on benchmarks with regional and emerging market peers, Lagos ranked the lowest among 16 peer cities, which means significant ground is to be covered to score high on dimensions that indicate the quality of life, especially housing, education, medical care and mobility. It must be noted that Lagos scored the highest in the ecology and climate conditions, indicating a conducive living environment.

Quality of life: Lagos significantly lags peers across most dimensions considered in the benchmarking

<table>
<thead>
<tr>
<th>Evaluation based on objective indicators (scale of 0-100)</th>
<th>Key drivers</th>
</tr>
</thead>
<tbody>
<tr>
<td>Public spaces</td>
<td>Few places for having a walk and low perceived quality of public places</td>
</tr>
<tr>
<td>Resilience to emergency situations</td>
<td>Small number of hospitals, ICU and doctors</td>
</tr>
<tr>
<td>Housing</td>
<td>High population density, small amount of living space per person (m²) and low perceived quality of housing</td>
</tr>
<tr>
<td>Ecology</td>
<td>Large amount of PM2.5 in the air and low share of waste recycling</td>
</tr>
<tr>
<td>Education and development</td>
<td>Low literacy rate, unavailability of pre-school education and a lot of students per teacher</td>
</tr>
<tr>
<td>Entertainments and rest</td>
<td>Low number of cinemas/stadiums/museums/theaters/restaurants</td>
</tr>
<tr>
<td>Comfortable climate</td>
<td>Low months with comfortable temperature (16°C – 25°C) and low number of sunny hours per annum</td>
</tr>
<tr>
<td>Consumption of goods and services</td>
<td>Small amount of local food markets and small number of retail outlets, low penetration rate of non-cash payments</td>
</tr>
<tr>
<td>Mobility</td>
<td>Few available public transport modalities and large number of deaths in traffic accidents</td>
</tr>
<tr>
<td>Medical care</td>
<td>Short average life expectancy, small number of doctors and nurses</td>
</tr>
<tr>
<td>Cleanliness and hygiene</td>
<td>Low satisfaction of citizens with garbage collection and its removal, streets cleanliness</td>
</tr>
</tbody>
</table>

Figure 8: Quality of Life in Lagos benchmarked against peer’s economies, revealed significant gaps
Source: “Cities for everyone” survey assessment
There are multiple factors that influence Lagos State’s low score along these dimensions that directly affect quality of life. Limited availability of many basic and social needs is the root cause of this performance. The education system has much to be improved, with low literacy rates a result of improper planning. Supply and quality of housing is low with 66% of the population living in informal settlements – a huge difference in comparison to peers. High rental costs also make Lagos expensive to live in. Limited options in terms of public transport make mobility not only expensive, but dangerous as well with high accident rates recorded. Another factor is the limited availability of land and a large population that leads to dense overcrowding and congestion.

The availability of public and private schools in Lagos State is relatively low compared to peer cities like Nairobi, while 87% of available schools are privately owned. The healthcare sector is in great need of an overhaul, as hospital and medical supply is low, and ranks significantly below Johannesburg, Cairo and Nairobi considering the population size. Further, there is limited land availability, and a large population leads to dense overcrowding in already populated areas. Safety in Lagos State is impacted by the relatively low security services that are available in the State. As we look to become a global mega city, Lagos must increasingly focus on its residents’ satisfaction, well-being and safety – to ensure that the state continues to attract and retain the talent required to be economically competitive.

KEY CONSIDERATIONS FOR LSDP 2052:
• Increase availability of social infrastructure (education, medical services, housing, security and safety) to improve citizens’ quality of life.

Sub-optimal Land Use
As of today, land-use and economic activities are unevenly distributed across the state. Large underutilized available or open land can be seen in the Eastern (Epe and Ibeju Lekki) and Western (Badagry). This greatly impacts accessibility and equality:

Population density: Lagos State’s population density is primarily concentrated at the centre, while the Eastern (Epe and Ibeju Lekki) and Western (Badagry) are sparsely populated.

• Alimosho, Ajeromi-ifelodun, and Mushin LGAs account for 27% of the total population while occupying only 5% of the total land area
• Epe, Ibeju Lekki, and Badagry have the lowest density with 5% of the population despite accounting for 58% of the total land area

Residential clusters: Residential clusters account for 27% of the total land use. However, there is a shortage of formal housing, with ~75% of the population living in informal or slum settlements. Housing shortages drive the development of informal settlements with over 100 slums identified, including Agege, Ajegunle, Badia, and Mushin

Commercial activities: Commercial centres account for 12% of the total land use. However, commercial activity is highly concentrated along the main transportation routes, and there is limited commercial activity outside the retail centres
• The majority of commercial activity/hubs are concentrated along the Mainland–Island corridor within select LGAs. Ikeja accounts for 15%, and Eti-Osa accounts for 14%, which also covers the most transportation infrastructure
• About 42% of all commercial activity is conducted through the informal sector, which is also highly concentrated on the Mainland–Island corridor

Industrial zones: There are high amounts and high concentrations of informal industrial activities with few large-scale industrial zones located in highly populated areas.
• There are over 7000 small to large scale industrial facilities in Lagos State, with most concentrated in highly populated regions, including Ikeja and Ikorodu divisions.
• The industrial zones are near infrastructure supply (power, transportation, etc.) and improved access to markets make populated regions increasingly attractive.
Green spaces: Limited availability and accessibility of green spaces present an opportunity for potential multifunctional green infrastructure, which would improve overall well-being and environmental quality.

- Eti-Osa and Alimosho hold the highest share of green spaces in comparison with other population-dense LGAs

Infrastructure: The deficit in power sub-stations demonstrate a supply-gap in key infrastructure required for economic and living activities

- The Mainland–Island corridor accounts for the majority of electricity sub-stations with adequate distribution
- There is a large power infrastructure deficit in peripheral regions

Transportation: Major transportation infrastructure and routes are concentrated within the Mainland–Island corridor with large network gaps in connecting LGAs

- Ikeja – Lagos Mainland corridor accounts for majority of the transportation networks, including the planned red and blue metro lines

Spatial distribution | Available/open space

Large available or open land is currently un/underutilized with opportunity in the eastern and western region for urban development of housing and economic clusters

Utilize available or open space for urban development/expansion by increasing formal housing to reduce density and share of informal settlements and decentralize commercial activity through new urban centers

Figure 9: Opportunity for Urban Development of Housing in Eastern and Western Lagos
Source: ESRI Street Map Premium; GRID 3 Nigeria datasets; The Humanitarian Data Exchange; Geo-analytics analysis
• Low availability of transportation infrastructure in the eastern and western region with significant gaps

As we look ahead, we must de-densify the Mainland-Island corridor by redistributing the population to low-density LGAs. This can be achieved through the development of new urban clusters. Considering the economic transformation ambition, socio-spatial equality and ecological sustainability, this is a necessity. Achieving an ambitious plan of this nature will require several activities across all major land-use categories:

• Increase housing supply across Lagos State by developing new formal housing clusters in low-density LGAs and prioritize reduction of slum settlements through public and private construction projects

• Decentralize core commercial activities by developing mixed-used urban economic centres with specific landmark activity (e.g., industrial, commercial, education) thus balancing commercial activity, driving population relocation and increasing infrastructure development.

• Grow a large-scale industrial manufacturing sector by developing new industrial zones in Badagry, Epe, Ibeju Lekki, as well as organize and formalize small-scale industrial activities into high productive clusters

• Increase modes, access and mobility through new infrastructure investment for expansion, diversification and rehabilitation of various transport modes (water, rail, metro, etc.)
Increasing growth attracts increasing demand

As a city characterized by rapid urbanization, Lagos faces increasing demand for limited infrastructure supply across power and transport. As a result, there is also a significant environmental and climate threat leading to air, land and water pollution.

- **Power**: Infrastructure deficit in power supply limits consumption and access with significant annual power outage duration compared to peers.
  
  » **Diversification and availability**: Lagos is mainly dependent on hydro and gas. Lagosians consume 45–50% of generated power in Nigeria yet only generate 20% of the supply.

  » **Electricity power efficiency**: 40% of the population have no access to grid electricity and about 80% rely heavily on diesel generators to manage outages. These monthly outages also drive self-generation activities which comes with a great cost – economically and environmentally.

  » **Economic impact**: Households spend about 50N/kWh on diesel power generation and 13N/kWh for grid power electricity. Approximately $1.8 billion is spent on small-scale generators annually. Higher operating costs for generator usage and maintenance means higher cost of doing business. Additionally, the air and noise pollution from generators pose health and environmental risks.

- **Transport**: The development of urban and modern mobility infrastructure such as water and rail have a long way to go as compared to peers, adding significant pressure on our already-constrained road system.

  » **Diversification and availability**: Roads account for about 93% of total passengers/goods traffic, with up to 2 million vehicles moving across 7598 km of state road daily (~264 vehicles/km).

  ◊ Percentage of modes of transportation across different types:

  ◊ 67% semi-formal minibuses and 3% Bus Rapid Transit

  ◊ 20% of people use private vehicles and taxis

  ◊ About 1% of rail and water

  » **Transportation efficiency**: Lagos has a road network density of about 0.1km/1,000 inhabitants, which results in long commute times – sometimes at an average of 30 hours spent weekly!

  » **Economic impact**: 30–40% of personal disposable income is spent on transportation by the average inhabitant. The traffic congestion costs the Federal Government US$ 2.8 billion a year in lost productivity in Lagos.
Lack of diversification in transportation modes applies pressure on already constrained road infrastructure with alternative modes significantly lagging peers

- **Significantly low average length of road network impacting mobility**
  - Average length of the road network (km per 1,000 vehicles)
  - Cairo: 11.55
  - Johannesburg: 2.93
  - Lagos: 0.14
  - Nairobi: 0.05

- **No operating rapid rail system compared to peers with extensive networks**
  - Total length of rapid rail (km)
  - Johannesburg: 80
  - Cairo: 78
  - Nairobi: 67
  - Lagos: 59

- **Water transportation underdeveloped compared to Cairo city**
  - Water transportation share of modes (%)
  - Cairo: 1.0%
  - Lagos: 0.3%
  - Nairobi: N/A

*Figure 10: Lagos faces increasing challenges with transport infrastructure*

*Source:* Desk research studies, Government websites, External consultant analysis;

- **Environment:** Every growing economy is accompanied by rapid urbanization. For Lagos, this also means dealing with significant environmental threats. Lagos is particularly exposed to these challenges due to high flooding exacerbated by the inadequate drainage system which is immediate need of complete network rehabilitation.

18% OF LAGOS STATE’S LAND IS ON THE LOW-LYING COASTAL PLAIN, PRONE TO REGULAR FLOODING.
KEY CONSIDERATIONS FOR LSDP 2052:
• Increase the supply of critical infrastructure (power, transportation, water, ICT) to support sustainable living and economic activities
• There is a need to define and implement a Lagos Climate Action Plan to reduce the state’s vulnerability to climate and environmental challenges

Citizens’ Trust
The perceived lack of transparency and accountability for operations limits citizens’ trust in the government

The perceived opacity of government operations and accountability limit the citizens from trusting the government, as the people generally feel any act of goodwill from the government has ulterior motives.

Voter participation in state elections has declined over the last 4 election cycles (i.e. voting reduced from 43% to 18%)

In the past 5 election cycles, not more than 43% of registered voters voted in Lagos ...

Voter turnout i.e., % of registered voters who casted valid ballots

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<thead>
<tr>
<th>Year</th>
<th>Voter Turnout</th>
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<tr>
<td>2003</td>
<td>34%</td>
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<tr>
<td>2007</td>
<td>43%</td>
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<tr>
<td>2011</td>
<td>32%</td>
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<tr>
<td>2015</td>
<td>29%</td>
</tr>
<tr>
<td>2019</td>
<td>18%</td>
</tr>
</tbody>
</table>

... lagging African and emerging market peer average by 33 percentage points

Voter turnout i.e. % of registered voters who casted valid ballots

<table>
<thead>
<tr>
<th>Region</th>
<th>Voter Turnout</th>
</tr>
</thead>
<tbody>
<tr>
<td>Lagos</td>
<td>18%</td>
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<tr>
<td>African Peers</td>
<td>45%</td>
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<tr>
<td>EM Peers</td>
<td>57%</td>
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</tbody>
</table>

Figure 11: Voters’ participation in state elections has seen a decline
Source: Independent National Electoral Commission, Press releases, External consultant analysis

1 2003 and 2007 voter turnout figures were estimated from national turnout reports

Lagos State has a significant share of low-lying coastal areas that are highly vulnerable to flood risks. With increasing urbanization, population growth and environmental issues (accelerated by inadequate flood prevention and drainage systems), these risks are expected to intensify even further in the coming years.

We must increase the supply of infrastructure across power, transport and the environment to meet the demands of a growing population and mitigate the impacts of climate change on the environment.
KEY CONSIDERATIONS FOR LSDP 2052:
- Rebuild citizens’ trust through engagement and communication
- Strengthen the ability of the government to deliver, i.e., improved organisation and process efficiency

Fiscal Environment
Although Lagos has made strides in increasing revenue by 12% CAGR over the past five years, payment is 20–30% below our set targets. In real terms, income has declined approximately by 3%, with a 15% inflation rate during the same period.

To increase citizens’ trust in the future, the government must learn from the past and quickly implement in the present. It is clear that transparency must be increased to improve the experience of citizens at every point of interaction with the government.
In 2019, about 90% of Lagos State’s revenue was generated from two main streams: Taxation income (54%) and statutory allocation from the Federal Government (36%).

Lagos State’s tax income makes up about 70% of the state’s Internally Generated Revenue (IGR), which is primarily driven by Pay-As-You-Earn tax (PAYE). Lagos is faced with two key challenges regarding revenues: 1) Revenue generation has increasingly been below targets, and 2) Revenue has mainly been dependent on taxes from the population (PAYE tax) to fund core sectors and services. In comparison, our peers are generating more revenue predominantly from service charges and property tax, which is contrary to Lagos, which is highly dependent on PAYE.

**Figure 12:** Lagos State’s share of Internally Generated Revenue Relative to Peers

**Source:** City of Johannesburg, Nairobi City County, City of Mumbai, Jakarta City Government, New York City, City of Moscow public statements
So what does this mean for the state? Lagos State’s relatively low revenue generation impacts our ability to spend on service delivery and infrastructure. This insufficient revenue collection drives a higher share of collective spending by households and citizens on delivery and access to essential services, such as education and healthcare. It is imperative that Lagos diversifies its revenue and attracts more FDI by growing other revenue streams significantly. One possible way of doing that could be by increasing revenue from land-use charges and service charges from providing services to citizens.

**Low revenue generation negatively impacting on Lagos’s ability to spend on service delivery and infrastructure**

2019 Expenditure to GDP ratio

![Figure 13: Lagos State expenditure to GDP ratio relative to peers](source: Lagos State Government, Municipalities of South Africa website; External consultant analysis)

**Figure 13:** Lagos State expenditure to GDP ratio relative to peers

Source: Lagos State Government, Municipalities of South Africa website; External consultant analysis

**KEY CONSIDERATIONS FOR LSDP 2052:**

- We must significantly increase internally generated revenue to finance both operational and capital expenditures
- Expanding the tax bracket to increase PAYE revenue base
- Growing other revenue streams significantly e.g., service charges and property tax

**Insufficient FDI Flows**

**Lagos receives insufficient FDI flows**

While growing economies rely heavily on it, Lagos, however, has not received her sufficient share of Foreign Direct Investments (FDIs) flows. In fact, Lagos attracts 50% less in FDI inflows when compared to other peer cities. Even though FDI flows have grown at approximated 17% over the past 15 years, the flows have been volatile without a targeted focus on sectors of the economy. A key factor for this pattern is the business environment, which has been volatile and unpredictable.
Lagos is not attracting sufficient FDI to the economy relative to peers

Cumulative Foreign Direct Investment ($Bn) 2003 – 2019

![Graph showing the comparison of Lagos, African peers average, and EM peer average in terms of FDI to GDP ratio over the years from 2003 to 2019.]

Figure 22: Relative to peers, Lagos State attracts 50% fewer FDIs
Source: FDI markets; External consultant analysis

Foreign Direct Investment inflows have had limited strategic focus on particular sectors of the economy

Foreign Direct Investment inflows into Lagos by sector 2003 – 2019

![Graph showing the distribution of Foreign Direct Investment inflows into Lagos by sector from 2003 to 2019.]

Figure 15: FDI flows have been volatile without targeted focus on sectors of the economy
Source: FDI markets; Press releases; External consultant analysis

We can be more strategic about significantly attracting FDI inflow to targeted sectors of the economy to drive economic growth.

KEY CONSIDERATIONS FOR LSDP 2052:

- Lagos needs to accelerate FDI inflow and distribution to targeted sectors of the economy
The strategy was informed by insights from a broad range of stakeholders:

- The Federal Government of Nigeria
- State leaders - executive and legislative provided inputs
- Lagos State Ministries, Departments, and Agencies (MDAs)
- Current and former residents of Lagos
- Global experts and local industry leaders with experience across sectors and topics
- Ehingbeti Summit, 2021 MEPB/UNICEF workshop, FG Medium-term development plan, and Budget Consultative Forums with the five administrative districts, i.e., IBILE
- Workshops and summits including Ehingbeti Summit, Federal Government Medium-term development planned teams, other state development planned teams
- Consultative Forums across the five administrative districts (IBILE), with the organized private sector and civil society groups, local government.
- Benchmarks and case studies from global cities, including crucial learnings, success factors, best practices, and development opportunities from global peers.
- Engagement with other states

We heard from Lagosians

Lagosians are clear on what they want to see improve. Approximately 52% of survey respondents identified investing in improving security and building new hospitals as areas they want to see the government fund.

The future of Lagos will not be decided by experts. The people also have their say on what the State’s future should look like, and we ensured that their voices are heard. Through our survey, it is evident that Lagosians are very clear on what they want to see improve. Around 52% of the respondents identified investing in security enhancements and new hospitals as key areas of improvement.

Economic opportunities and ability to provide a better life amongst the top 3 identified strengths, while issues around livability rated biggest challenges facing Lagos...

<table>
<thead>
<tr>
<th>% distribution of top strengths of Lagos</th>
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</thead>
<tbody>
<tr>
<td>Opportunity to develop professional career or start own business</td>
</tr>
<tr>
<td>Access to essential goods and services</td>
</tr>
<tr>
<td>Access to entertainment and recreation areas (incl. parks, squares, etc.)</td>
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</table>

<table>
<thead>
<tr>
<th>% distribution of top weaknesses of Lagos</th>
</tr>
</thead>
<tbody>
<tr>
<td>Public safety and security</td>
</tr>
<tr>
<td>Access to quality healthcare</td>
</tr>
<tr>
<td>Adequate transport and mobility</td>
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</tbody>
</table>

Figure 16: The top strengths and top weaknesses of Lagos from citizen’s feedback

Note: Question text: ‘Please select between 3 and 5 areas that, in your view, are the strongest in Lagos’ & ‘Please select between 3 and 5 areas, that in your view are most important to be improved in Lagos in the next 5 years’

Source: Lagos State National Bureau of Statistics; Lagos Bureau of Statistics; World Bank; External consultant analysis
60% of Lagos’ residents are satisfied living in the state. However, millennials have the lowest satisfaction levels.

Other vital things that citizens mentioned include:

Our top strengths:

- Economic opportunities and the ability to provide a better life
- The opportunity to develop a professional career or start a business
- Access to essential goods and services
- Access to entertainment and recreation parks

Areas for improvement:

- Need for public safety and security
- Need for access to quality health care
- The desire for adequate transport and mobility

The strategy was built on clear guiding principles.

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Areas for improvement:

- Need for public safety and security
- Need for access to quality health care
- The desire for adequate transport and mobility

The strategy was built on clear guiding principles.

CITIZENS’ DESIRE FOR GOVERNMENT FUNDING TO BE ALLOCATED TO AREAS THAT WILL IMPROVE QUALITY OF LIFE

Areas to allocate funding from citizens’ feedback

Figure 26: Areas to allocate government funding from citizens’ feedback

Note: Question text: “Imagine local authorities have spare funds and you were to decide where they should invest it. Please select up to 3 options or provide your own.

Source: Lagos State Citizens’ Feedback Survey March/April 2021 (N=1795)
Five key principles guided the development of the strategic initiatives:

1. Inclusive and Equitable:
   - We will ensure equitable access by all income groups, religious affiliations, people living with disabilities, etc., and promote gender equality
   - We can achieve this by providing equal opportunities to less-advantaged groups of individuals in the society such as women, children, youth, elderly, people living with disabilities, etc.
   - This will contribute to and cover Sustainable Development Goals (SDG): Goal 1 (no hunger), Goal 5 (gender equality), and Goal 10 (reduced inequality)

2. Environment and Sustainability:
   - Lagos will maintain a net positive impact on the environment, consider climate risk, natural resource management and pay attention to Lagos’ low-lying topography
   - We will preserve and protect the environment against all forms of degradation through healthy practices and processes, e.g., adoption of the Paris Agreement (COP ‘26) or similar charters
   - This will be covered under several Sustainable Development Goals (SDG): Goal 7 (affordable and clean energy), Goal 11 (sustainable cities and communities), Goal 12 (responsible consumption and production), Goal 13 (climate action)

3. Additionality:
   - Lagos State will generate value-add through synergies and forward/backward integration
   - We will improve and grow other related activities, either complementary or along the value chain, through synergies derived from backward or forward integrations, e.g., the rise of packaging and can manufacturing companies as a result of food processing companies

4. Private Sector Participation:
   - Lagos will develop opportunities for private sector engagement through investments
   - We will identify and engage private sector players in the planning and implementation process using best practices learned from benchmark cities
   - This will align with Sustainable Development Goal 17 (partnership to achieve the goals)

5. Alignment to Global Trends:
   - Lagos will focus on future global trends, including the AfCFTA, that drive long-term value and increase resilience
   - We will incorporate global trends including mandatory dynamism, cooperation among countries, the liberation of cross-border movements, transfer of technology, growth in emerging markets by adopting internal charters such as African Continental Free Trade Area (AfCFTA), Economic Community of West African States (ECOWAS) trade agreement, Trade Related Investment Measures (TRIM), Trade Related Aspect of Intellectual Property Rights (TRIPS), General Agreement on Trade in Services (GATS)

In addition, there were four key requirements we used to define the prioritized initiatives:

1. Regulation and policy: Laws, policies and regulations directly or indirectly impacting sector or enabler
2. Investments: Capital and resources investments into infrastructure and large-scale projects (i.e., either government-led, PPP, or private sector-led)
3. Financial incentives: Fiscal and financial incentives, including tax holidays, loan guarantees, repatriation of profits, etc.
4. Partnerships and network support: Initiatives and mechanisms to develop ecosystems, increase attractiveness, and increase contribution and level of engagement of the private sector
To become Africa’s Model Mega City, a Global Economic and Financial Hub, Lagos needs to accelerate economic growth 10x over the next 30 years

Becoming Africa’s Model Mega City by 2052: A global, economic and financial hub that is safe, secure, functional and productive.

Becoming a model mega city and global economic hub is a bold vision and will require equally courageous efforts to get there. Firstly, we must accelerate economic growth by 10x the current pace. We need to create 9 million new highly productive jobs at scale by 20523 with the objective of increasing the employed population in 2020 from 4 million to the estimated number of 13 million in 2052. To ensure this, Lagos must develop, retain and attract top talent through training, by improving the overall standard of living and enhanced professional fulfilment at the workforce.

The anchor objective to achieve this vision is to create highly productive jobs at scale to accelerate economic development.

As ambitious as it may sound, this is a realistic target which is evident by, assessing how other mega cities have achieved similar goals by prioritizing key areas. Similarly, Lagos too must prioritize sectors that will make achieving this anchor objective achievable. The priority sectors are based on:

- Right to win, which is our starting position concerning the different focus areas of the economy and our competitive advantage.
- Potential impact on achieving GDP contribution, job creation potential and resilience to macroeconomic and global shocks.

The prioritized sectors will be proactively stimulated to deliver the highest contribution to the anchor objectives while other sectors of the economy are highly monitored and addressed opportunistically.

The principle is first, do no harm in all sectors: Remove obstacles i.e., eliminate regulatory hurdles, artificial barriers to entry, etc.

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1 Business as Usual, forecasted by Oxford Economics
2 LSDP’s aspiration is based on the vision to become Africa’s leading mega model city, i.e., an upper-middle-class city like Johannesburg, Jakarta, Mexico, and São Paulo
Global megacities have prioritized five to six economic sectors to achieve their anchor objectives. Similarly, Lagos must also prioritize key sectors for economic development.

**Dubai** has an anchor objective to build a strong and fair city for all. To achieve this, they have prioritized six sectors:
- Financial services
- Tourism & entertainment
- Professional services
- Shipping & logistics
- Trade & storage
- Construction

**Riyadh** has an anchor objective to be a driver of the non-oil economy frontier of the Kingdom. To achieve this, they have prioritized six sectors:
- Financial services
- Public services
- Construction
- Food manufacturing
- Textile manufacturing
- Machinery equipment

**New York City** has an anchor objective to enhance people’s happiness and quality of life. To achieve this, they have prioritized five sectors:
- Financial services
- Media & entertainment
- Tech & digital
- Fashion
- Tourism

**Singapore** has an anchor objective to build skills and a knowledge economy. To achieve this, they have prioritized five sectors:
- Financial services
- Electronics manufacturing
- Electronic machinery
- Tourism
- Export trade

**Jakarta** has an anchor objective to accelerate and expand economic development. To achieve this, they have prioritized five sectors:
- Financial services
- Chemicals manufacturing
- Electronics manufacturing
- Biomedical manufacturing
- Export trade
By 2052, Lagos will have:

**Thriving Economy**
Lagos will have a robust, healthy and growing economy with adequate jobs and strategic investments to sustain the growth.

**Human-centric City**
Every Lagosian will have access to affordable and world-class education, healthcare and social services.

**Modern Infrastructure**
Lagos will have reliable and sufficient infrastructure that meets the needs of a 21st century city.

**Effective Governance**
Lagos will have a supportive and enabling environment that creates opportunities for all Lagosian.
# Thriving Economy

Lagos will be positioned as a major African and global competitor across 8 sectors

## Specific goals

| 1 | Wholesale & retail trade  
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<tbody>
<tr>
<td>Increase formal retail trade at par with leading African peer and establish the largest West Africa wholesale hub</td>
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| 2 | Food & beverage manufacturing  
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<tr>
<td>Leverage Nigeria market demand as a base to become the export hub for FMCG manufacturers in West Africa</td>
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| 3 | Shipping and logistics services  
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<tbody>
<tr>
<td>Become West Africa’s main trade hub and regional gateway for transit and port services</td>
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| 4 | Financial services  
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<tbody>
<tr>
<td>Establish a world-class international financial center ranked as a leading hub in Africa</td>
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| 5 | Real estate services  
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<tbody>
<tr>
<td>Establish Lagos as the base for high quality, cutting-edge and sustainable real estate market in West Africa</td>
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| 6 | Art & entertainment (incl. Nollywood)  
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<tr>
<td>Become Africa’s international media city for audio-visual &amp; interactive media with Lagos films generating box office receipts at par with leading global peers</td>
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| 7 | Develop SMEs  
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<tbody>
<tr>
<td>Grow SMEs to ~10% of total share of enterprises in line with global peers</td>
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</table>

| 8 | Build tech ecosystems (incl. Fintech)  
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<tbody>
<tr>
<td>Drive tech ecosystem value to ~10% of the State GDP by making Lagos a preferred destination for investors and innovators</td>
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</tbody>
</table>
Human-centric city

Lagos will deliver quality living conditions across four enablers to establish our State as a preferred home for current and future talent

Specific goals

**Education**
Prepare a world-class workforce by developing and attracting key talent through education, vocational & technical training programs for high-value and high-skill jobs

**Healthcare**
Guarantee high-quality, affordable, and accessible healthcare for all residents as well as to position Lagos as a top 5 medical tourism destination in Africa

**Housing**
Create a resilient and equitable housing market by increasing the share of formal housing to ~70% in line with leading peers

**Safety & security**
Ensure a secure environment and accurate perception of safety in Lagos by ranking in the top 5 of the safest cities to live in Africa
Modern Infrastructure

Deliver world-class modern physical and digital infrastructure to support economic and living activities

Specific goals

New urban centres
Develop new world-class urban centres to optimize land use and evenly distribute economic and living activity across Lagos State jobs

Power & energy
Facilitate the coming online of ~100TWH (~12GW) by unlocking Lagos’ gas potential, leveraging IPPs to compliment grid supply and investing in renewable energy

Transportation
Create a multi-modal transport network to serve existing and new urban centres and provide sustainable, efficient and flexible means of mobility

Internet connectivity
Democratize access to high-speed internet connectivity across government facilities, public spaces and households Africa

Water & sanitation
Provide clean and safe water at WHO recommended level and comprehensive sanitation services to all residents equitably and reliably

Waste management
Develop best-in-class waste management system to consistently position Lagos state among the top 3 cleanest cities in Africa (currently not in top 10)
Effective Governance

Lagos State’s ability will be strengthened to deliver the anchor objective

Specific goals

**Digital transformation**
Rank within the top 20 emerging market cities on the Local E-Governance index with an average response time to citizens’ of <1 week

**Revenue diversification**
Increase internally generated revenues IGR to ~5% of GDP with PAYE tax contributing <40% of total IGR in line with peer cities destination in Africa

**Investment attraction**
Attract capital investment flows to the priority sectors in line with leading peer cities (i.e., ~5% of GDP)
We have defined about 400+ initiatives across the 4 strategic dimensions to be implemented over the next 30 years.

**Thriving Economy**
Lagos will have a robust, healthy and growing economy with adequate jobs and strategic investments to sustain the growth

**Human-centric City**
Every Lagosian will have access to affordable and world-class education, healthcare and social services

**Modern Infrastructure**
Lagos will have reliable and sufficient infrastructure that meets the needs of a 21st century city

**Effective Governance**
Lagos will have a supportive and enabling environment that creates opportunities for all Lagosian

*Figure 19: 400+ initiatives across the 4 Strategic Dimensions to be implemented*
The process to getting there is equally important as getting there. This is why we must track the progress regularly with key interventions as needed. We will track our objective across six overarching goals. That’s not all – each of the 20 focus areas has been assigned a set of secondary indicators to measure success. Additionally, our strategic goals are fully aligned with the Sustainable Development Goals (SDGs), enabling us to achieve the focus areas and fulfil SDG goals by 2030.

We also identified overarching metrics that can be tracked as well.

<table>
<thead>
<tr>
<th>Key metrics</th>
<th>Description</th>
<th>Baseline</th>
<th>30-year target</th>
</tr>
</thead>
<tbody>
<tr>
<td>GDP (real) USD</td>
<td>Size of Lagos State economy as measured by GDP</td>
<td>~US$84 Bn</td>
<td>US$ 800 – 1000 Bn</td>
</tr>
<tr>
<td>GDP per capita</td>
<td>GDP per capita (2020 international USD)</td>
<td>US$4,838</td>
<td>US$20,000</td>
</tr>
<tr>
<td>Human development index¹</td>
<td>Index measuring comprehensive human development i.e., healthy life, access to knowledge and a decent standard of living</td>
<td>0.65</td>
<td>0.8</td>
</tr>
<tr>
<td>Liveability²</td>
<td>The Economist Global Liveability Index: measures global cities across stability, healthcare, culture, education and infrastructure</td>
<td>31.2 (139th)</td>
<td>&gt;55</td>
</tr>
<tr>
<td>Response time for government services³</td>
<td>Average time taken between when requests are made and when responses are received</td>
<td>3–6 months</td>
<td>&lt;1 week</td>
</tr>
<tr>
<td>Internal generated revenue as share of GDP</td>
<td>Internally-generated revenue divided by GDP multiplied by 100</td>
<td>1.9%</td>
<td>5%</td>
</tr>
</tbody>
</table>

Figure 20: Overarching Metrics to be Tracked
Source: External consultant analysis

¹ As measured by United Nation Development Programme, 30 year target is to be at par with African and Emerging Market peers
² As measured by the Economist Intelligence Unit. To be at par with African and Emerging Market peers.
³ Based on citizen’s survey and interviews
⁴ As measured by United Nation Development Programme
The Sustainable Development Goals (SDGs) are 17 multisectoral goals developed by the UN which provide a blueprint for a more sustainable future for all. The Lagos State Development Plan 2052 is closely aligned with the UN SDGs to strengthen our efforts in becoming Africa’s Model Mega-city.

SDG 1 - No poverty: End poverty in all its forms everywhere

SDG 2 - Zero hunger: End hunger, achieve food security and improve nutrition and promote sustainable agriculture

SDG 3 - Good health and well-being: Ensure healthy lives and promote well-being for all at all ages

SDG 4 - Quality education: Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all

SDG 5 - Gender equality: Achieve gender equality and empower all women and girls

SDG 6 - Clean water and sanitation: Ensure availability and sustainable management of water and sanitation for all

SDG 7 - Affordable and clean energy: Ensure access to affordable, reliable, sustainable and modern energy for all

SDG 8 - Decent work and economic growth: Promote sustained, inclusive and sustainable economic growth, full and productive employment, and decent work for all

SDG 9 - Industry, innovation, and infrastructure: Build resilient infrastructure, promote inclusive and sustainable industrialization and foster innovation

SDG 10 - Reduced inequalities: Reduce inequality within and among countries

SDG 11 - Sustainable cities and communities: Make cities and human settlements inclusive, safe, resilient and sustainable

SDG 12 - Responsible consumption and production: Ensure sustainable consumption and production patterns

SDG 13 - Climate action: Take urgent action to combat climate change and its impacts

SDG 14 - Life below water: Conserve and sustainably use the oceans, seas and marine resources for sustainable development

SDG 15 - Life on land: Protect, restore and promote sustainable use of terrestrial ecosystems, sustainably manage forests, combat desertification, halt and reverse land degradation and halt biodiversity loss

SDG 16 - Peace, justice, and strong institutions: Promote peaceful and inclusive societies for sustainable development, provide access

SDG 17 - Partnerships for the goals: Strengthen the means of implementation and revitalize the global partnership for sustainable development
Chapter 4
Path to 2052 Lagos

The four phases to economic prosperity and future resilience

The LSDP 2052 will be implemented across four phases with tangible quick wins and long-term infrastructure projects to future-proof the state’s economy.

Phase 1: Implement quick wins: Lagos State will execute immediate-term projects by 2023 to stimulate the economy. Action plans regarding regulations, incentives, and investment readiness will be drawn up and the government’s readiness for digital transformation will be assessed.

Phase 2: Strengthen economic and investment base: Lagos State will implement projects in the near term (2024-2030), focused on increasing the competitiveness of prioritised economic sectors. The foundations of long-term infrastructure projects will be laid, and government services will be improved. Methods to develop and attract human resources required for prioritised economic and social sectors will be deployed.

Phase 3: Drive sustainability and resilience: Lagos State will initiate medium-term (2031-2040) projects to foster innovation and enhance economic competitiveness. The development of long-term infrastructure projects will be accelerated while delivering quality living conditions to the state’s residents.

Phase 4: Future-proof development: Lagos State will implement projects in the long term (2041-2052) to advance the vision of Lagos as an international hub for finance, seaports, and trade. The state will strive to increase technology adaptation across all sectors to fuel sustainable development and future competitiveness.

Lagos will focus on implementing quick-wins initiatives over the next two years to drive traction in implementing the 30-year development plan.
The implementation roadmap for the development plan is in four phases

**Phase 1: Implement quick-wins**
- Prepare actions plans regarding regulations, incentives and investment readiness
- Determine readiness for digital transformation of government

**Phase 2: Strengthen economic and Investment base**
- Strengthen ability to increase competitiveness of prioritized economic sectors
- Commence implementation of long-term infrastructure projects
- Improve the efficiency of government services
- Develop and attract human resource for the prioritized economic and social sectors

**Phase 3: Drive sustainability and resilience**
- Strengthen innovation to improve competitiveness of the economy
- Accelerate development of long-term infrastructure projects
- Deliver quality living conditions/Enhance livability in the state (please refine)

**Phase 3: Future-proof development**
- Establish international hubs i.e., international financial center, seaports and international trade center
- Expand technology adaptation across all sectors to for sustainable development
- Maintain sustainable competitiveness
Role of Lagosians

Lagosians have a key role in actively supporting the development plan objectives across the four dimensions:

1. Thriving Economy
   - **Support Local Businesses:** Patronise made-in-Lagos goods and services to boost consumption and drive Lagos’ GDP growth to achieve >$800 billion targets. Organisations should hire locally, i.e., residents and invest in upskilling the workforce to improve productivity
   - **Discover opportunities:** Enrol for eligible opportunities, e.g., SME grants and loans. Take advantage of LSDP initiatives to build ecosystems and grow your businesses

2. Human-centric city
   - **Sign up for health insurance:** 1 million households for enrolment over the next two years
   - **Maintain law and order:** Residents and organisations should comply with the land laws, engage and collaborate with law enforcement agencies, and volunteer in activities that promote safety and the rule of law in our communities
   - **Embrace learning and development:** Invest time and resources to develop by taking advantage of the state’s initiatives to nurture and grow talent, e.g., vocational and educational training, adopting digital as a way of life, etc.

3. Modern infrastructure
   - **Try new transit modes:** Take the trains, ride ferries, try new road routes to improve mobility and transit times and decongest the roads
   - **Adopt digital ways of living:** Make use of digital services and platforms aimed at improving efficiencies, e.g., smart metering, digital financial services, e-government platforms
   - **Adopt sustainable alternatives:** Be environment and climate-conscious. Use transport modes that conserve and promote energy, use efficient and clean energy sources (e.g., solar), promote adoption of waste recycling

4. Effective governance
   - **Pay your taxes:** Support the formalisation of the state’s workforce via enumeration and promptly pay your taxes. Only 45% of the workforce pays taxes today
     - **Participate in the electoral process:** Register to vote and advocate for voter registration in your communities
     - **Register as a resident of Lagos:** Register with Lagos State residents’ registration agency, LASRRA
     - **Join the participatory budgeting process:** Help select projects for your community to be prioritised in the annual budget by joining the public budget discussion forum

Lagosians are invited to demand accountability on the implementation of the development plan; they can demand accountability in several ways:

Understanding the Lagos State Development Plan Objectives:
   - Learn about the government’s long-term plans in the LSDP, understand the goals, targets and milestones to establish the baseline of expectations from the present and future government in the state.

Seek regular feedback on the progress and performance of the LSDP implementation:
   - Participate at the LASG’s annual budget consultative forums held across the five administrative divisions of the state, i.e., IBILE, to get feedback on LSDP implementation progress and provide inputs on the project to be prioritised for the next fiscal year

Hold newly-elected officials accountable to align their agendas with LSDP objectives:
   - Engage politicians and elected officials to demand alignment of their manifestos and agendas to Lagos State’s long-term development plans
   - Use your votes to ensure the election of officials committed to the actualisation of Lagos State’s long-term plans
Institutionalising the LSDP 2052

Lagos State’s planning cycle has three parts that correspond to short, medium, and long-term planning. While the LSDP is currently a component of long-term planning, the development plan will also be integrated into the medium-term and annual planning cycles of the state. The Lagos State planning cycle consists of:

1. Short-term planning (1 year), i.e., Annual budgets
2. Medium-term planning (3 years), i.e., Medium Term Sector Strategies (MTSSs)
3. Long-term planning (>3 years), i.e., Lagos State Development Plan

Figure 22: The Lagos State Planning Cycle
LSDP 2052 will be integrated into the state’s planning process by leveraging a set of enablers:

1. Assigned initiatives to sectors and responsible MDAs
2. Integration of LSDP initiatives into the MTSS and annual budget
3. Continuous monitoring and reprioritisation of the initiatives based on the prevailing context

Embedded within the Ministry of Economic Planning and Development (MEPB), a dedicated delivery unit has been created to facilitate the implementation and institutionalisation of the LSDP 2052 across the Lagos State MDAs. Reporting directly to the state’s Executive Council, the unit’s duties include ensuring efficient coordination, monitoring, evaluation, and continuous reprioritisation of implementation activities.
The delivery support unit embedded in MEPB will coordinate implementation activities across the MDAs and will report directly to the State’s Executive Council.

**Executive council**
- Endorses and signs off on goals and reprioritized initiatives

**MEPB (Delivery Unit Embedded)**
- Oversees the implementation of the development plan
- Escalates and debottlenecks implementation issues that may arise
- Reports implementation progress to the executive committee
- Reprioritizes development plan initiatives and scope

**MDAs/Initiative owners**
- Executes plans and delivers locked-down target (implementation)
- Tracks and reports the progress of development plan initiatives to the development plan delivery unit
- Interacts with stakeholders needed to implement initiatives

Delivery unit will provide monthly reports on the LSDP to the Executive Council.

**Figure 23:** The DSU will Coordinate Implementation of LSDP Initiatives
## Appendix

### Acronyms

<table>
<thead>
<tr>
<th>Acronym</th>
<th>Definition</th>
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<tbody>
<tr>
<td>AfCFTA</td>
<td>African Continental Free Trade Area</td>
</tr>
<tr>
<td>BAU</td>
<td>Business as Usual</td>
</tr>
<tr>
<td>CAGR</td>
<td>Compound Annual Growth Rate</td>
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<tr>
<td>DSU</td>
<td>Delivery Support Unit</td>
</tr>
<tr>
<td>ECOWAS</td>
<td>Economic Community of West African States</td>
</tr>
<tr>
<td>FDI</td>
<td>Foreign Direct Investment</td>
</tr>
<tr>
<td>FG</td>
<td>Federal Government</td>
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<tr>
<td>FMCG</td>
<td>Fast-Moving Consumer Goods</td>
</tr>
<tr>
<td>GATS</td>
<td>General Agreement on Trade in Services</td>
</tr>
<tr>
<td>GDP</td>
<td>Gross Domestic Product</td>
</tr>
<tr>
<td>GW</td>
<td>Gigawatts</td>
</tr>
<tr>
<td>IBILE</td>
<td>Ikeja, Badagry, Ikorodu, Lagos Island to Epe</td>
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<tr>
<td>IGR</td>
<td>Internally Generated Revenue</td>
</tr>
<tr>
<td>IPP</td>
<td>Independent Power Producer</td>
</tr>
<tr>
<td>LGAs</td>
<td>Local Government Areas</td>
</tr>
<tr>
<td>LSDP</td>
<td>Lagos State Development Plan</td>
</tr>
<tr>
<td>MDA</td>
<td>Ministries, Departments and Agencies</td>
</tr>
<tr>
<td>MSME</td>
<td>Micro, Small and Medium Enterprises</td>
</tr>
<tr>
<td>PAYE</td>
<td>Pay-as-you-earn tax</td>
</tr>
<tr>
<td>PPP</td>
<td>Public-Private Partnership</td>
</tr>
<tr>
<td>SDG</td>
<td>Sustainable Development Goals</td>
</tr>
<tr>
<td>Acronym</td>
<td>Description</td>
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<tr>
<td>---------</td>
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</tr>
<tr>
<td>SMEs</td>
<td>Small to medium-sized enterprise</td>
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<tr>
<td>TRIM</td>
<td>Trade Related Investment Measures</td>
</tr>
<tr>
<td>TRIPS</td>
<td>Trade Related Aspect of Intellectual Property Rights</td>
</tr>
<tr>
<td>TWH</td>
<td>Terawatt hour</td>
</tr>
<tr>
<td>VC</td>
<td>Venture Capital</td>
</tr>
<tr>
<td>WHO</td>
<td>World Health Organization</td>
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