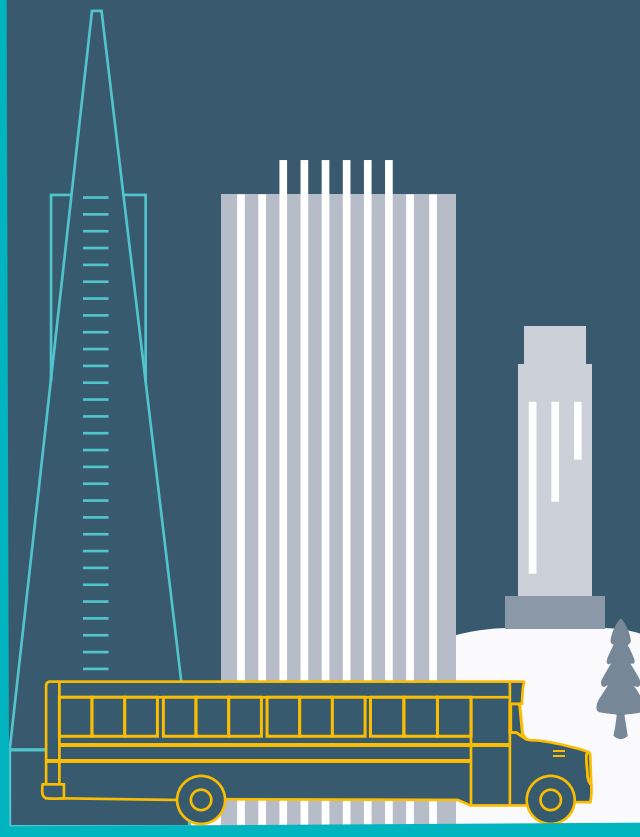
NIGERIA NATIONAL URBAN DEVELOPMENT POLICY

Harnessing the Urban Dividend





FEDERAL MINISTRY OF HOUSING AND URBAN DEVELOPMENT
In Collaboration with UN HABITAT

May 1, 2022

“A COHERENT SET OF DECISIONS DERIVED THROUGH A DELIBERATIVE, GOVERNMENT-LED PROCESS OF COORDINATING AND RALLYING VARIOUS ACTORS FOR A COMMON VISION AND GOAL THAT WILL PROMOTE MORE TRANSFORMATIVE, PRODUCTIVE, INCLUSIVE, AND RESILIENT URBAN DEVELOPMENT FOR THE LONG TERM.” (UN-HABITAT, 2014)

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ACRONYMS AND ABBREVIATION

CIP	Capital Investment Plan
CBD	Central Business District
COP	Conference of Parties
CBO	Community-based Organisations
COVID 19	Coronavirus Disease 2019
DFID.	Department for International Development – United Kingdom
DRM	Disaster Risk Management
DRR	Disaster Risk Reduction
ECOSOC	United Nations Economic and Social Council
EV	Electric Vehicle
FCDA	Federal Capital Development Authority
FHFL	Family Homes Funds Limited
FMWH	Federal Ministry of Works and Housing
FMHUD	Federal Ministry of Housing and Urban Development
FMBN	Federal Mortgage Bank of Nigeria
FCT	Federal Capital Territory
GFANZ	Global Financial Alliance for Net Zero
GIS.	Geographic Information Systems
GDP	Gross Domestic Product
GPS	Global Positioning System
GUG	Good Urban Governance
ICLEI.	International Council for Local Environmental Initiatives
ICT	Information Communications and Technology
IDP	Integrated Development Planning
IDPs	Internally Displaced Persons
IGTs	Inter-Governmental Transfers
LAP	Local Area Plan
LED	Local Economic Development
LGs	Local Governments
LGAs	Local Government Areas
LIDAR	Light Detection and Ranging Remote Sensing
LPA	Local Planning Authority
LTR	Land Titling and Registration
LUA	Land Use Act
MDG	Millennium Development Goals
MTNP	Medium Term National Development Plan 2021-2025
MDAs	Ministries, Departments and Agencies
MIS	Management Information System

ACRONYMS AND ABBREVIATION

MLG	Ministry of Local Government
MSME	Micro, Small and Medium Enterprises
M&E	Monitoring and Evaluation
NGO	Non-Governmental Organization
NDC	Nationally Determined Contributions
NBS	National Bureau of Statistics
NBS	Nature-Based Solutions
NDU	Neighbourhood Delivery Unit
NEC	National Executive Council
NMT	Non-motorized Transport
NNPC	Nigerian National Petroleum Corporation
NPC	National Population Commission
FHA	Federal Housing Authority
NHF	National Housing Fund
NUP	National Urbanisation Policy
NUA	New Urban Agenda
NUP	National Urban Policy
NURPL	Nigeria Urban and Regional Planning Law
NUDP	National Urban Development Policy
OECD	Organisation for Economic Co-operation and Development
ONSDP	Operative National Spatial Development Plan
OSR.	Own Source Revenues
OSS	One Stop Shop
OSR	Own Source Revenues
PFM	Public Financial Management
PILaR	Participatory Inclusive Land Readjustment
PPPs	Public Private Partnerships
PTCLR	Presidential Technical Committee on Land Reform
PTCLR	Presidential Technical Committee on Land Reform
RAMP	Rural Access and Mobility Project
RFP	Request for Proposal
RDP	Regional Development Plan
SOP	Standard Operating Procedures
SDG	Sustainable Development Goal
SLTR	Systematic Land Titling and Registration
SUDP	State Urban Development Policy
SWM	Solid Waste Management
SDGs	Sustainable Development Goals

ACRONYMS AND ABBREVIATION

SLTR	Systematic Land Titling and Registration
TA	Technical Assistance
TOD.	Transit Oriented Development
TWG	Technical Working Group
TOR	Terms of Reference
UNFCC.	United National Framework Convention on Climate Change
UN-HABITAT	United Nations Human Settlement Programme
UNISDR	United Nations International Strategy for Disaster Reduction
URL	Urban-Rural linkages
URP	Urban and Regional Planning
VKT	Vehicle Kilometers Travelled
WASH	Water, Sanitation and Hygiene

PREFACE

It is a unique privilege to write the preface to the revised 2023 National Urban Development Policy. This is because all the tremendous efforts deployed by a vast array of local, regional, and international stakeholders in its preparation were completed before I assumed office as the Honourable Minister of the Federal Ministry of Housing and Urban Development. I am nevertheless confident about taking up this task because I have been briefed on the history of its preparation, and I have personally perused this document and found it rich in vision, content, and structure.

I am an avowed proponent of the need for policy development and periodic review of the same in our urban areas because such constitutes a vibrant tool and overarching instrument for addressing multi-dimensional and cross-cutting phenomena such as urbanisation and national urban development. Since the first-ever effort to fashion a national policy for urban development for Nigeria in 1991, and after the landmark review effort that produced Nigeria's 2012 Urban Development Policy, the tempo of urbanisation has increased.

Traditional human settlement development issues like urban security, disaster management, resettlement, and the economy have assumed new dimensions and fresh subjects such as climate change and strategic regional collaboration have emerged. More importantly, the institutional framework needed for managing these has evolved; hence, the need for a more responsive policy for managing Nigeria's urban milieu is most apparent.

This new policy document, a result of over three years of extensive consultations and inclusive engagements, provides a novel and realistic approach to addressing old and new thematic urban issues in Nigeria. It offers a detailed implementation plan that ensures every stakeholder is included. The 12th Meeting of the National Council on Lands, Housing and Urban Development, held in Kaduna, Kaduna State, on the 16th of November, 2023, formally accepted the new document and directed its full implementation by all tiers of Government. Therefore, I have no doubt in commending it for your reading pleasure and much more for your demonstrated commitment to its implementation.

As the Draft 2023 National Urban Development Policy document awaits the formal nod of the Federal Executive Council, I wish to note with a sense of satisfaction that its vision and goals align with more than a few aspects of the Renewed Hope Agenda of Mr. President, Bola Ahmed Tinubu (GCFR) and his excellent vision for national transformation. If dutifully executed, this policy has the potential to guarantee a sustainable urban environment and promote economic growth, economic development, and an improved standard of living for Nigerians.

Arc. Ahmed M. Dangiwa

Honourable Minister
Abuja. 26th September, 2024.

ACKNOWLEDGEMENT

The National Urban Development Policy (NUDP) review process benefitted from the efforts. Commitment, dedication, and support of individuals, professionals, and institutions. Listing all the names would be difficult; however, the federal government would like to acknowledge some of the contributions that are vital to the success of the several stages of the revision process.

Beginning with the Workshop of Experts, which kick-started the review of the 2012 NUDP, and the Expert Group Meeting, which further refined the output of the initial workshop, a series of background papers and active contributions were received from urban development experts.

These experts, including Ambassador Akin Oyateru, Dr. Catherine Uloko, Prof. Ahmed Adamu, Prof. Bade Falade, Prof. Bolanle Wahab, Prof. Charles Olatubara, Prof. Davidson Alaci; Prof. Kingsley Ogboi; Prof. Leke Oduwaye; Prof. Mohammed Bello Yunusa; Prof. Mustapha Zubairu; Prof. Taibat Lawanson; Tpl. Abimbola Onibokun; Tpl. Abimbola Onibokun; Tpl. Kabir Yari mni; Tpl. Morenike Babalola; Tpl. Moses Ogunleye; Tpl. Nathaniel Atebije; Tpl. O. Oyewumi; and Tpl. Toyin Ayinde provided invaluable insights, comments, and advice that were instrumental in the development of the contents of this policy.

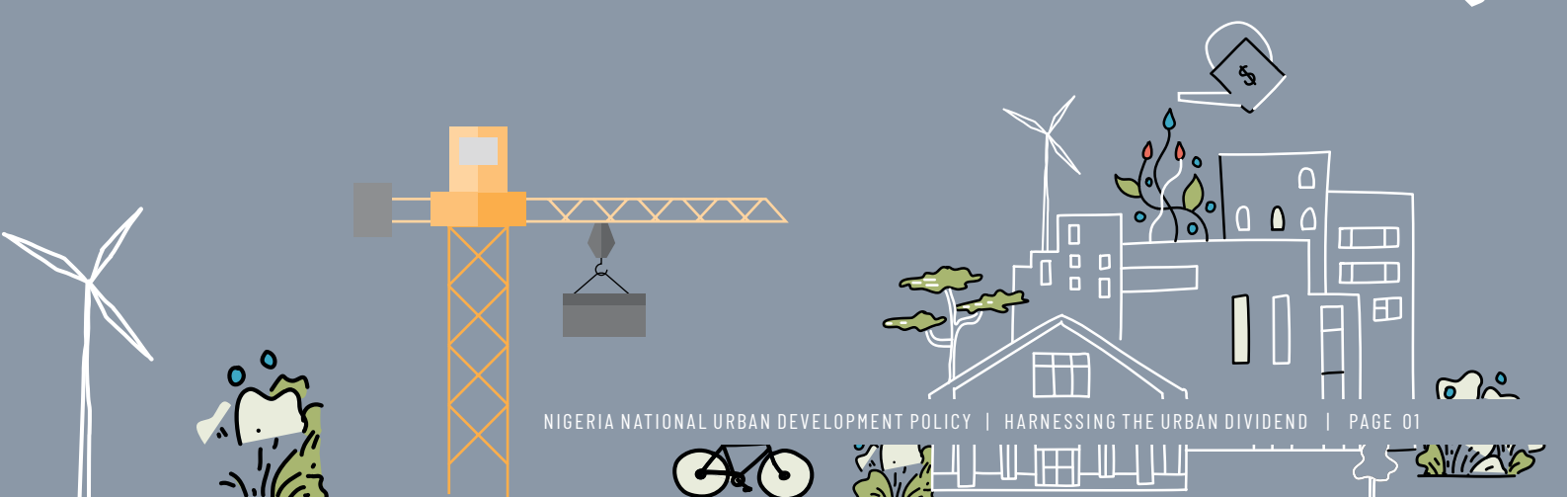
We are deeply grateful for their contributions.
We sincerely appreciate the vital contribution of the technical reviewer and editor of the policy document, Dr. Donna Rubinoff (Sustainability Advisors). Her meticulous work on every aspect of the document has significantly contributed to its present standard. We also appreciate the UN-Habitat team comprising Dr Omoayena Odunbaku, Dr Remy Sietchiping, and Mr. Paul Okunola for technically backstopping the process, contributing insights, and giving valuable acumen. We sincerely thank Mr. Euclide Inyumbira and Mr. Victor Mgendi for the policy document's excellent graphic and layout designs and for ensuring quality control.

Furthermore, we extend our appreciation to professional bodies in the built environment, civil society organisations, directors of town planning in the 36 States and FCT, and other members of the public who actively participated in the review process for their engagements and inputs throughout the consultation process. Your contributions helped in making this document possible.

The review of the policy document received generous technical, financial, and strategic support from UN-Habitat. We are grateful for your support and commitment to improving urban development in Nigeria. Finally, the determination and dedication of the staff, especially in the Urban and Regional Development Department and indeed that of the Federal Ministry of Housing and Urban Development, are much appreciated.

CHAPTER 01

NATIONAL URBAN DEVELOPMENT POLICY RATIONALE



INTRODUCTION

1.1. A Global Commitment to Sustainable Cities

By 2022, over half the world's population lived in cities, and this number is projected to increase to two-thirds by 2050. In Nigeria, it is projected that by the year 2050, the country's cities will house 70% of its total population. Research shows, however, that Nigeria's cities also hold the promise to contribute positively to overcoming some of the country's most significant challenges, notably security and wellbeing, poverty and prosperity, climate change and democracy.

This is because well-managed and sustainably designed cities and territories have the potential to drive national economies, enhance well-being, and produce resilience to shocks and stresses through the phenomenon referred to as the 'Urban Dividend.' On the other hand, the lack of coherent, coordinated, evidence-based, and accountable urban policy results in incrementalism versus long-term urban planning horizons, random investment decisions, and political interference, which hinders the best intentions of professionals.

The Federal Government has demonstrated its commitment to promoting sustainable human settlements planning, design, and management since 1992, when it adopted the first National Urban Development Policy, which was successfully reviewed in 2012. Following Nigeria's adoption of the United Nations 2030 Agenda and the Sustainable Development Goals (SDGs) in 2015; its approval of the New Urban Agenda (NUA) adopted in Quito, Ecuador in 2016; and in consideration of the adverse impacts of the Coronavirus Disease (COVID-19) pandemic on cities, it has become necessary to review the 2012 policy to provide a more comprehensive framework for addressing emergent urbanisation challenges.

Therefore, the revised National Urban Development Policy (NUDP) reaffirms Nigeria's global commitment to promoting sustainable, inclusive, resilient, safe, and secure urban development as a critical step for realising sustainable development. The NUDP will contribute to localising the 2030 Agenda (notably SDG 11), the New Urban Agenda, which applies the SDGs to cities, the Paris Agreement on Climate Change, and the Sendai Framework on Disaster Risk Management.

It also aligns with continental agreements such as the Africa Union's Agenda 2063, which aims to reposition the continent as a dominant global player through inclusive and sustainable development, continental and regional integration, democratic governance, and peace and security.

1.2. The Revised National Urban Development Policy (NUDP): Main Objectives

The objective of a national urban development policy is to provide a framework to guide relevant government officials, stakeholders, businesses, and citizens to plan and coordinate a 10-year program of action for sustainable urbanisation. It seeks to domesticate and customise the goals of signed international policies, operationalise national policies in multiple sectors, and create cities that work for all residents.

As of 2022, however, while this remains a

necessary objective, it may not provide the framework to adequately address the challenges arising in these unusual times and likely through the next ten-year policy horizon. Hence, this revised NUDP is prepared with the objective of responding adequately to Nigeria's current and future urbanisation trajectory within the context of the following considerations, among others:

i. The umbrella of multiple crises and shocks that have unfolded since 2016 and will likely continue throughout its duration. While each of these crises demands its specific solutions, they are all inextricably linked to urbanisation in one way or another. Understanding these linkages will contribute to their solutions;

ii. The backdrop of massive urban transformation rolling like a tide across the Nigerian landscape, forming multiple conurbations of new polycentric settlements. Because this process is poorly and informally managed, it denies cities of their potential to address crises or leverage their potential as an engine of economic growth.

iii. The underlying serious institutional problems that inhibit effective urban management, thereby constituting "binding constraints" that must be unravelled if sustainable urbanisation is to have any chance to impact Nigeria's crises successfully.

iv. The many important opportunities that could be harnessed, notably the country's human and social capital, which have the potential to generate substantial progress when adequately motivated and inspired.

v. The potential to harness well-managed urbanisation as an engine of growth for the national economy. Indeed, the downside is also pertinent, as continued ill-managed urbanisation is a risk factor in intensifying all crises and can provoke others yet unseen.

vi. Exploiting the deep understanding by Nigeria's urban professionals of this phenomenon, which has been well laid out in previous efforts to improve the management of urbanisation in Nigeria. So far, however, these efforts have yet to achieve "liftoff" in the Nigerian context.

vii. The absence of a broad-based national and sub-national political appreciation of the inter-linkages between crisis, economy, and urbanity, as well as the potential to reap the "Urban Dividend;" through a concerted, diligently implemented effort to establish a sustainable urban management system.

In light of the above, the NUDP acknowledges that the prevailing context requires a different approach to addressing Nigeria's urbanisation challenges, a 'Business Unusual' approach or "paradigm shift" that will involve addressing Nigeria's urbanisation differently, to turn the prevailing "Urban Pessimism" into "Urban Optimism." This paradigm shift will enable the country to rise to the occasion demanded by the crises, face the inevitable downside of 'business as usual squarely,' and harness the potential of sustainable urbanisation to leverage its greatest economic, social

and environmental benefits.

Under a "Business Unusual" approach, the NUDP seeks to:

a) Promote public awareness of the failures and potential of well-managed urbanisation.

b) Instil a sense of urgency and optimism among key stakeholders about the benefits of diligently implementing the sustainable urbanisation agenda.

c) Install the required strategic leadership for accelerated progress and identify 'key priority initiatives' that must be achieved in the short term to get the agenda on track.

d) Inspire, champion and harness the best of the people to co-create and work together on this vision. As the famous saying goes...by changing "I" to "we," even illness can become wellness.

The NUDP was prepared based on inputs from a wide variety of stakeholders working collectively through expert group meetings, surveys targeting state officials, urban sector professional associations, the academic and civil society sectors, key informant interviews of high-level authorities in the urban sector with deep experience in human settlements; and an extensive literature review.

Together, these contributed to the production of several background reports and analyses. The revised NUDP has synthesised these efforts into an official institutional vision to guide and coordinate Urban Development in Nigeria.

The Federal Government has demonstrated its commitment to promoting sustainable human settlement planning, design, and management since 1992, when it adopted the first National Urban Development Policy, which was successfully reviewed in 2012.



BY 2022, OVER HALF THE WORLD'S POPULATION LIVED IN CITIES, AND THIS NUMBER IS PROJECTED TO INCREASE TO TWO-THIRDS BY 2050.



70%

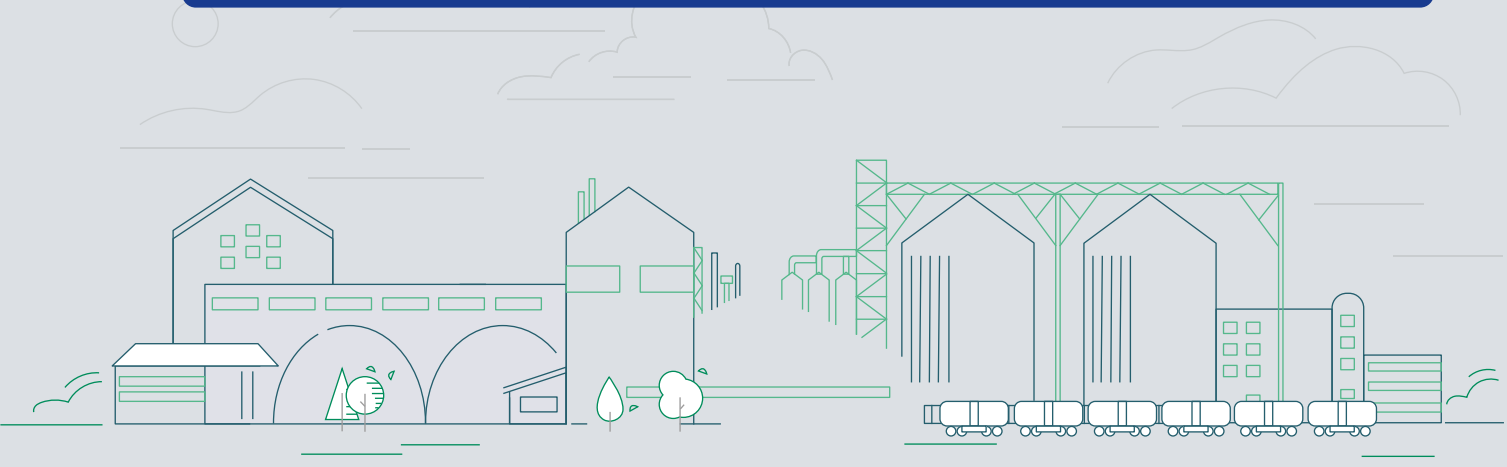
IN NIGERIA,
IT IS PROJECTED THAT BY THE YEAR 2050, THE COUNTRY'S CITIES WILL HOUSE 70% OF ITS TOTAL POPULATION.

THE FEDERAL GOVERNMENT HAS DEMONSTRATED ITS COMMITMENT TO PROMOTING SUSTAINABLE HUMAN SETTLEMENT PLANNING, DESIGN, AND MANAGEMENT SINCE 1992.

THE OBJECTIVE OF A NATIONAL URBAN DEVELOPMENT POLICY IS TO PROVIDE A FRAMEWORK TO GUIDE RELEVANT GOVERNMENT OFFICIALS, STAKEHOLDERS, BUSINESSES, AND CITIZENS TO PLAN AND COORDINATE A 10-YEAR PROGRAM OF ACTION FOR SUSTAINABLE URBANISATION.

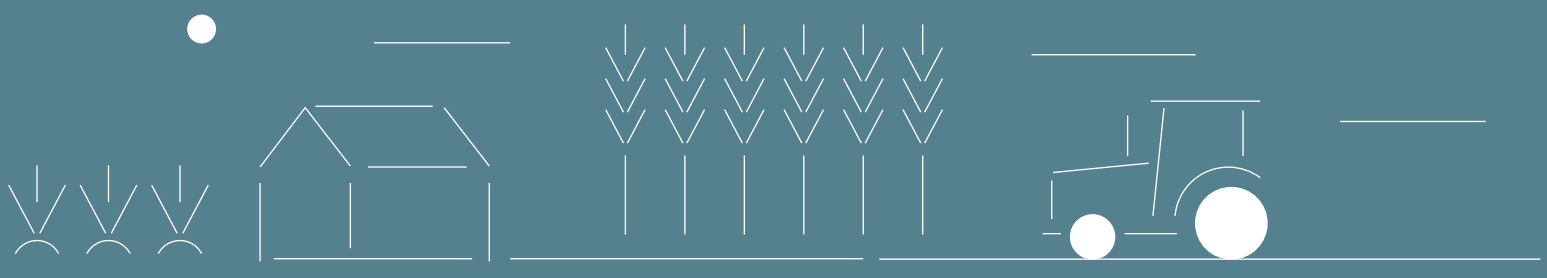
RESEARCH SHOWS, HOWEVER, THAT NIGERIA'S CITIES ALSO HOLD THE PROMISE TO CONTRIBUTE POSITIVELY TO OVERCOMING SOME OF THE COUNTRY'S MOST SIGNIFICANT CHALLENGES, NOTABLY SECURITY AND WELLBEING, POVERTY AND PROSPERITY, CLIMATE CHANGE AND DEMOCRACY.

THE REVISED NATIONAL URBAN DEVELOPMENT POLICY (NUDP) REAFFIRMS NIGERIA'S GLOBAL COMMITMENT TO PROMOTING SUSTAINABLE, INCLUSIVE, RESILIENT, SAFE, AND SECURE URBAN DEVELOPMENT AS A CRITICAL STEP FOR REALISING SUSTAINABLE DEVELOPMENT.



CHAPTER 02

URBANISATION IN NIGERIA: CONTEXT AND EMERGING ISSUES



URBANISATION IN NIGERIA:
CONTEXT AND EMERGING ISSUES

2.1 OVERVIEW OF URBANISATION IN NIGERIA

2.1.1 Urbanisation Context

Nigeria's rapid population growth has also been characterised by a higher urban population growth rate, which, at 4.1% per year, has seen its urban population grow at almost double the pace of national growth. Rising from 9.4% in 1950 to 52% in 2020, the share of the population living in cities is expected to rise to 70% by 2050, when it is predicted that the country will be the third most populous country in the world with a total population of over 400 million.

This large urban population is distributed among several fast-growing cities in the six geo-political regions of the country as the number of cities with populations of 20,000 and above rose from 56 in 1953 to 183 in 1963 and 359 in 1991. Currently, eight cities are estimated to have populations of more than a million people, 81 cities with between 100,000 and 1 million people, and 248 cities with between 10,000 and 100,000 people.

The urban transformation in Nigeria has been accompanied by some critical challenges. These include the rapid growth in the proportion of urban residents who live in slum conditions (estimated at 58.8%), a rising housing deficit estimated at between 16-18 million units, insecure land tenure, poor and inadequate infrastructure, and a lack of basic urban services. Though the country's urban slum population, estimated at 53.3 per cent, has witnessed a decline of 20 percentage points since 1990, there has been growth in the absolute slum population, rising from 21.8 million in 1990 to 57.7 million in 2018.

Among the significant factors that have driven Nigeria's high urbanisation rate are the natural increase through population growth, the designation of several towns as headquarters of Federal, state, and Local Government administrations, the unprecedented expansion of commercial and industrial activities in most towns and cities, and the location of higher education institutions.

2.2 URBANISATION: KEY EMERGING ISSUES

2.2.1 Rapid Population Growth and Recurring Crisis: A Wake-Up Call for Spatial Reorganization

With a total population of 206 million, Nigeria is currently ranked the most populous country in Africa and the seventh most populous country globally. By 2050, when the population is projected to reach 403 million, Nigeria is expected to be the third most populous country in the world.

Though these important statistics sometimes get buried in national development and urbanisation debates, any national development policy must profoundly focus on potential long-term population growth to peer into the future and plan accordingly.

A central goal of the NUDP is to realistically centre national and regional population projections and actions on the real needs of such a population concerning land, resources, services, and other provisions instead of allowing the current incremental land development

process to continue. Therefore, a "business unusual" approach would involve a realistic assessment of the urban densification needed to ensure agricultural land, housing and other natural resources are not swallowed up by low-density urbanisation and sprawl.

2.2.2 The growing middle class and rising poverty and vulnerability levels

Population demographics are a major factor that influences the approach and priorities of the NUDP, given the critical need to address the plights of the less privileged, marginalised and vulnerable groups and to improve their well-being through policy initiatives. The proportion of vulnerable and marginalised people in Nigeria and the level of inequality has been on the increase.

Nationally, 40 per cent of the population (or 83 million people) are estimated to live below the poverty line, while another 25 per cent (or 53 million people) are classified as vulnerable. Factors that have exacerbated poverty in Nigeria include natural disasters, communal clashes, the COVID-19 pandemic, and the prevailing security challenges. The World Bank estimates that an additional 10 million people were impoverished due to the COVID-19 pandemic alone. National programs and domestication of international commitments such as SDGs have yet to meet the growing needs of these less privileged adequately.

A pro-poor, pro-vulnerable urban design approach has multiplier effects that align with other national policies. For example, by foregrounding poor women, the NUDP can do even more than provide them with housing and basic public services: it can promote women-empowering city design that will reduce the population growth rate. By focusing on the informal sector (across the urban-rural continuum), sustainable city design can facilitate the emergence of networks of economic density and rural-urban linkages that help reap the "Urban Dividend." By targeting youth in urban development, the NUDP can harness their unique skills and vitality and respect their critical role as representatives of the future we plan for.

2.2.3 Forced Migration and Accelerated sub-urbanisation: The New "Tsunami" Across Nigeria's urban landscape.

From 10% in 1950, the urban share of the country's total population rose to 35.7% in 1991, 41% in 2006, and 56% in 2020, and is projected to reach 70% by 2050, thus making urbanisation one of the country's most transformative phenomena (World Bank, 2016).

The urban population is increasing, and the number and size of cities are also experiencing rapid growth. By 2018, Nigeria had 42 cities with a population greater than 300,000. By the turn of the century, this figure had doubled, with the urban system comprising one megacity (Lagos); seven metropolitan areas with populations greater than one million; 15 large cities with populations of between 500,000 and one million; 19 medium-sized cities with populations between 300,000 and 500,000; and, a network of hundreds of smaller towns with lower populations (see insert). It is projected that by 2030, the number of cities in Nigeria with populations of more than one million will be 23 compared with 41 in the whole of Sub-Saharan Africa.

Population growth continues to be a key driver of urbanisation and territorial reorganisation in Nigeria. Several factors have contributed to this urban population growth, including:

1. Natural population increase that has not yet passed the demographic transition;
2. Rural transformation, wherein

people settle in formal and informal settlements that are still accessible to opportunities inside more expensive and inaccessible city boundaries;

3. Rural-urban migration, fueled by economic factors, attracts rural people in search of jobs and better living conditions in cities;

4. Abandonment of agricultural activities due to the oil boom, leading to the migration of the rural population to the urban centres;

5. Creation of states and local governments whose locations have spurred the establishment of administrative centres, universities, tertiary institutions, industries, religious centres, and other public investments that have made them hot spots for population growth;

6. the NUDP supports health-sector MDAs in providing urban design and spaces that help build a 'Healthy Cities' programme—siting and developing new towns that attract migrants, with Abuja being a classic case.

TABLE 3: NIGERIAN CITIES OF VARYING SIZES (2000, 2015, 2035) (WORLD URBANISATION PROSPECTS 2018), LICENSED UNDER A CREATIVE COMMONS LICENSE (CC BY 3.0 IGO)

CITY SIZE CLASS	CITY	2000 POPULATION (MILLIONS)	CITY SIZE CLASS	CITY	2015 POPULATION (MILLIONS)	CITY SIZE CLASS	CITY	2035 POPULATION (THOUSANDS)
5 MILLION >	LAGOS	7.2	5 MILLION >	LAGOS	12.2	5 MILLION >	LAGOS	24.4
							KANO	6.5
							ABUJA	6
							IBADAN	5.8
							PORT HARCOURT	5.4
1.5 MILLION	KANO	2.6	1.5 MILLION	KANO	3.5	1.5 MILLION	BENIN CITY	2.9
	IBADAN	2.2		IBADAN	3.1		ONITSHA	2.5
	PORT HARCOURT	1.0		ABUJA	2.4		UYO	2.1
				PORT HARCOURT	2.3		NNEWI	1.96
				BENIN CITY	1.4		ABA	1.81
				ONITSHA	1.1		KADUNA	1.77
				KADUNA	1.0		IKORODU	1.72
500,000-1 MILLION	BENIN CITY	0.96	500,000-1 MILLION		0.94		ILORIN	1.55
	KADUNA	0.88		ILORIN	0.85		WARRI	1.54
	ABUJA	0.83		UYO			OWERRI	1.52
	ZARIA	0.64		JOS	0.80		JOS	1.46
	ILORIN	0.63		NNEWI	0.77		UMUAHIA	1.42
	ABA	0.63		MAIDUGURI	0.72		LOKOJA	1.35
	JOS	0.60		OWERRI	0.71		ENUGU	1.26
	MAIDUGURI	0.58		IKORODU	0.70		MAIDUGURI	1.26
	ONITSHA	0.53		ZARIA	0.70		OSHOGBO	1.16
				ENUGU	0.68		AKURE	1.14
				WARRI	0.66		ZARIA	1.13
				OSHOGBO	0.64		SOKOTO	1.08
							ABAKALIKI	1.04
				AKURE	0.55		BAUCHI	1.03
				SOKOTO	12.2		CALABAR	1.02
						500,000-1 MILLION	OGBOMOSHO	0.97
							GOMBE	0.88
							ABEOKUTA	0.85
							GWAGWALADA	0.82
							ADO-EKITI	0.82
							POTISKUM	0.82
							KATSINA	0.80

A consequence of the growing urban spheres is that populations, economic activities, social and cultural interactions, and environmental and humanitarian impacts are increasingly concentrated in cities and rapidly urbanising territories. This phenomenon poses massive sustainability challenges regarding rising demands for housing, infrastructure, basic services, food security, health, education, decent jobs, safety and natural resources, among others.

According to the 2018 population figures for vulnerable and impoverished people, 59.6% of Nigeria's urban population lived in slums. This means that over 62 million people in the country live in substandard conditions.

This extreme pace of growth and its challenge have been noted in previous scholarly articles and surveys conducted for this policy. At the state level, for instance, urban management officials considered urban population growth a

more significant crisis than climate change and food security, which were virtually tied to COVID-19 and were only superseded by the security crisis. As one urban sector expert said, "The current situation is already reaching a panic level."

2.2.4 Emergence of large metropolitan regions or 'conurbations' caused by rural transformation across the 'urban-rural continuum.'

It has been argued that the principle of rural-urban migration does operate in some parts of Nigeria, with research in the country and elsewhere in Sub-Saharan Africa contending that this is a commonly repeated conceptual myth. Accordingly, this spatial formation is conceptualised as a peri-urban or "rural transformation," creating a new typology of agglomeration settlement that spans the urban and rural spheres, sometimes called the urban-rural continuum.

Satellite images (overlaying GIS of state boundaries) have shown that in Nigeria, "rural transformation" agglomerations are coalescing into four large regional conurbations that transcend state borders, indicating that urbanisation patterns are not always aligned with administrative boundaries.

This emerging urban form has many implications for the institutional and design approaches to its management, including new approaches to data collection and forecasting across state and LGA boundaries, new forms of territorial governance, and new concepts of ideal urban landscapes.

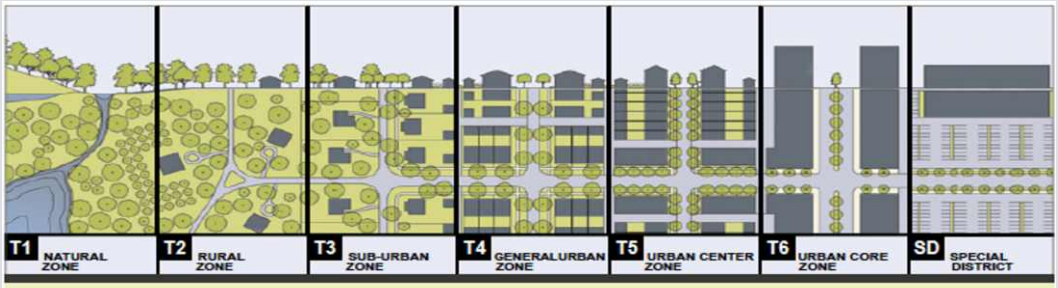


FIGURE 5: SMARTCODE TYPICAL URBAN TRANSECT. The application of the transect concept to the Smart Code results in a continuous range of development categories from least to most dense. This concept outline is then used to detail development guidelines appropriate for each zone. The beauty of this approach is that it sees the City and Sub Areas across a range of development zones that facilitate easy and integrated planning (as shown in Figure 6).

Figure 2: An example a typical urban transect in the SmartCode

Consequently, to effectively envision these new urban forms, the 'transect concept,' which reflects settlement growth patterns spanning from dense urban centres to rural agricultural zones across multiple levels of density and urban typology, would be much better suited to managing the territorial continuum than the traditional binary concept of "urban" and "rural."

59.6%

ACCORDING TO THE 2018 POPULATION FIGURES FOR VULNERABLE AND IMPOVERISHED PEOPLE, 59.6% OF NIGERIA'S URBAN POPULATION LIVED IN SLUMS.

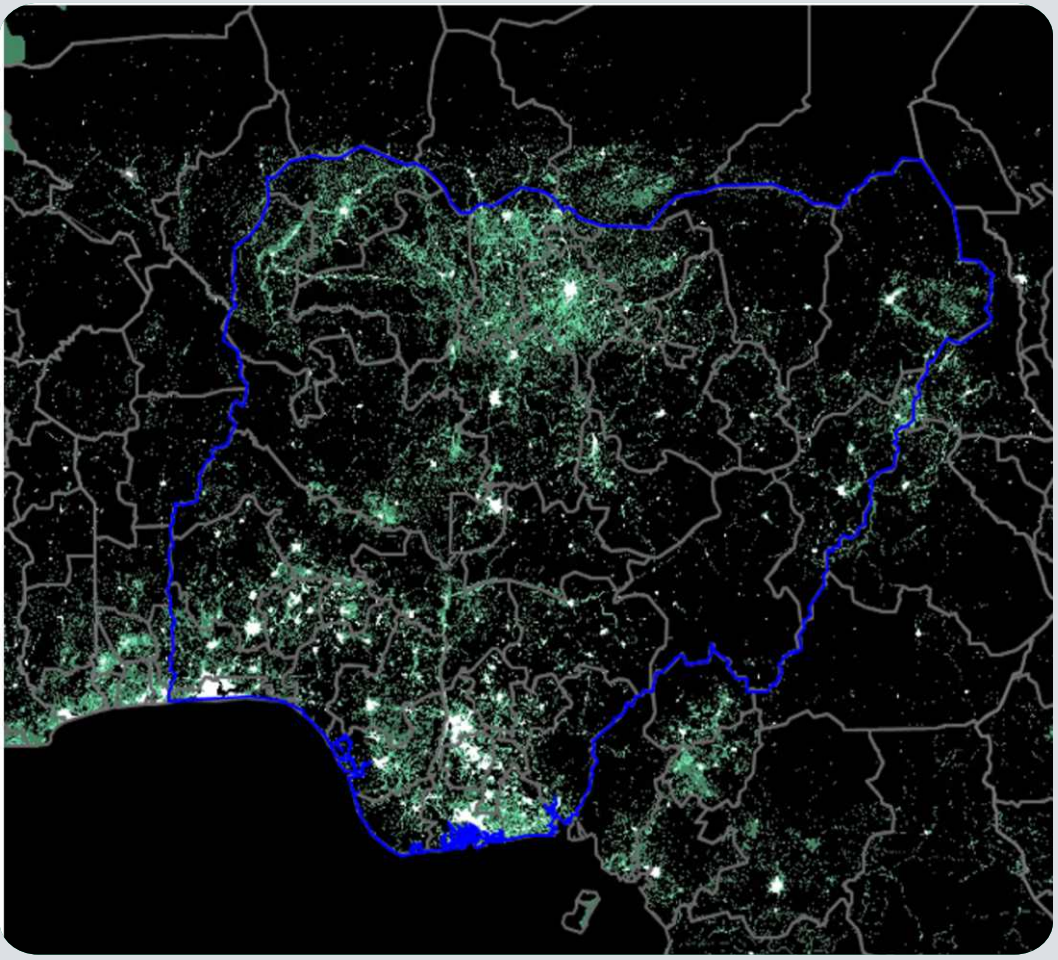


Figure 1: Nigeria Night Light Satellite Photo. World Bank GiS databank.

2.2.5 Rising National and Regional Insecurity

Nigeria has, in recent years, witnessed a growing level of insecurity in different parts of the country, including insurgency and terrorism against communities and schools, banditry and kidnappings, farmer-herder conflicts, and urban criminality. The situation in the North East of Nigeria in recent years has seen a spiralling of insecurity in Borno, Yobe and Adamawa, with an estimated one million internally displaced persons (IDPs).

In recent years, rising insecurity has spiked across the North West, North Central and South East sub-regions and most other parts of the country. Despite the government's concerted and wide range of efforts, Nigeria was ranked 146 out of 165 countries in the Global Peace Index in 2022. Nevertheless, intensifying security and human rights challenges have remained a significant area of focus for Nigerian urban sector experts.

The adverse impacts of insecurity on the public are severe, but this crisis also has broader economic and societal ripple effects. It impedes livelihoods, business, and production, thus exacerbating poverty and food security and thwarting economic growth, health, and development.

Poignantly, violence also interferes with the delivery of critical social services and public services needed to counteract it. In addition, instability has already caused massive internal displacement with ripple effects on surrounding/host populations, regions, and the country as a whole. It also reduces investor and donor confidence, thereby limiting Nigeria's development.

Insecurity is directly and indirectly linked with urban transformation, as it drives the migration of millions of Internally Displaced Persons who urgently need adequate shelter and services to enable them to build a new life in secondary cities, peri-urban areas and towns.

The United Nations, donors, and other development partners have in recent years been developing programs to provide "durable solutions to addressing the needs of displaced populations and their host communities in North East Nigeria. These efforts require political intelligence-based "early warning systems" that can help planners anticipate and provide temporary and permanent settlement needs for the affected populations.

These can be supplemented with climate and weather-related intelligence that predict weather conditions causing food and economy fragility and spillover effects on volatility. Some insecurities are unpredictable, but others can be anticipated, even on the margins.

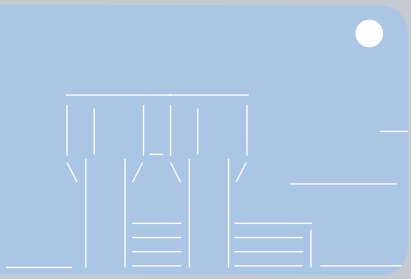
At the same time, regional security tensions exacerbate the economic development challenge because they interfere with the essential advantages of the "Urban Dividend," which is the ability of cities to link rural production with urban consumption markets and beyond efficiently.

Conversely, poorly managed cities deepen the vulnerabilities and anxieties that drive conflict and violence. Settlements that have been "disinvested" (in favour of suburban development) naturally become sites of physical, economic, and psychological deprivation, thus stoking conflict. It is acknowledged that no amount of technical and police enforcement can make up for an unbalanced political economy, where the "have nots" are pushed into smaller and poorly serviced domains.

However, good urban design enables people to feel safe commuting to work, markets, and their daily activities, and to promote that builds social capital and stability. According to recent research, people in northeast Nigeria desire to meet and greet their neighbours peacefully, live next door, and socialise with them. This principle highlights the importance of urban design, which features a healthy and viable public realm and public space where people can interact peacefully with others, an attribute which will significantly enhance the infrastructure" concept prevalent in Nigeria's development narrative. Settlements of all scales will benefit from incorporating a public realm where free and safe access to social, economic, health and innovation services can help people thrive.

In summary, resolving Nigeria's security issues is intertwined with developing cities that work for all citizens and help them thrive, reducing the tendency to turn to violence. The NUDP approach to urbanisation and land management seeks to inclusively, systematically, and effectively provide livable places for all Nigerians.

DESPITE THE GOVERNMENT'S CONCERTED AND WIDE RANGE OF EFFORTS, NIGERIA WAS RANKED 146 OUT OF 165 COUNTRIES IN THE GLOBAL PEACE INDEX IN 2022.



2.2.6 The COVID-19 Pandemic, Health and Food Insecurity

"The health impacts of COVID-19 have not spared Nigeria...[but]..."many of the primary effects of...the crisis...have been economic, rather than health-related."

The COVID-19 pandemic badly hit Nigeria because lockdowns froze economic activities, caused massive job losses, and depressed global oil prices. The Federal Government responded deliberately to the pandemic with the National Economic Sustainability Plan, which was followed up by the Medium Term National Development Plan (MTNDP 2021-2025). Although since 2020, economic growth has rebounded, it is estimated that an additional 10 million people have fallen into poverty (an increase of the existing 100 million).

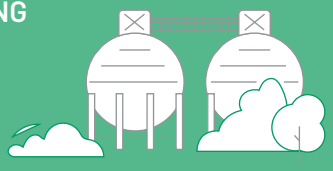
Moreover, the residual social effect of the pandemic on the Nigerian economy will be expected to play out in the coming years, as people resort to negative coping strategies, school dropouts reduce critical human capital, food insecurity, and reduced public healthcare impact public health.

Beyond the immediate COVID-19 pandemic, the crisis arising from the pandemic is expected to continue unfolding globally, having indirect and direct impacts on Nigeria as new variants emerge in far-flung places with potential unforeseen ripple effects for years to come. For instance, the influence of the "post-pandemic" global economic instability and unpredictability will continue in the same way the global economy and oil market fluctuations during the initial years of the pandemic affected Nigeria's oil revenues.

These have already been demonstrated by the recent lockdown in China (which has interfered with supply chains) and the war in Ukraine (which is upending global food security due to low production of grains and fertilisers), with the World Bank projecting "Stagflation Risk Rises Amid Sharp Slowdown in Growth."

The COVID-19 crisis has shed new light on the concept of "Healthy Cities" by spotlighting the spatial dimensions of public health risk exposure and public health inequities regarding vulnerability to risk, unequal access to healthcare and their disproportionate economic impacts. These examples build on underlying health inequities, such as spatial variability of diseases caused by poor nutrition, sanitation, and solid waste

CLIMATE CRISIS IS ARGUABLY THE BIGGEST CHALLENGE FACING HUMANITY. IT IS COMPLEX AND DYNAMIC, REQUIRING MULTI-DIMENSIONAL AND MULTI-SECTORAL MITIGATION AND ADAPTATION INITIATIVES WITHIN A DYNAMIC POLICY FRAMEWORK TO TACKLE IT PROPERLY.



INTENSIFYING SECURITY AND HUMAN RIGHTS CHALLENGES HAVE REMAINED A SIGNIFICANT AREA OF FOCUS FOR NIGERIAN URBAN SECTOR EXPERTS.



management.

The NUDP, therefore, seeks to integrate the notion of "Healthy Cities" through all its configurations, including:

a) Promotion of healthy, secure, and resilient spatial layouts and urban design;

b) Ensuring the integration of urban environmental health services (including solid waste management, integrated water and sanitation programs (WASH), healthy buildings, and environmental resource management);

c) Organization of localised public health delivery; and

d) Mainstreaming of urban agriculture and integrated food systems to ensure food security.

The resultant pandemic-induced economic uncertainties reinforce the case for good urban design to support resilience against disasters and shocks. The best practice urban design principle is the "15-minute city," wherein modular neighbourhoods are designed with central walkable and bikeable hubs that locate most of people's daily needs within easy access. In addition to markets, transit, and economic functions, these include health clinics, disaster meeting points, and wellbeing and resilience functions that knit together the society (such as community meeting places and family facilities like libraries, sports offerings, childcare and after school care).

2.2.7 The Climate Crisis

Nigeria's National Climate Policy describes the climate crisis as arguably "the biggest challenge facing humanity. It is complex and dynamic, requiring multi-dimensional and multi-sectoral mitigation and adaptation initiatives within a dynamic policy framework to tackle it properly." [27]

Climate change and its associated impacts will continue to occur alongside the indirect implications for the other crises, including health, migration, instability, economy, and ecology. Nigeria is already experiencing the direct impacts of the Climate Crisis, notably chronic drought and heat events, sea level rise and flooding, extreme weather events such as heavy storms, flooding, mudslides, ongoing deforestation, desertification, and biodiversity loss. Indirectly, the impacts of Climate Change are also expressed through rural insecurity, impoverishment, migration, and health crises (such as heat stroke, malnutrition, infectious disease, and food and water-borne illness). [28]

Without concrete adaptation measures, the National Climate Policy estimates that "climate change will cost Nigeria between 6% and 30% of its GDP by 2050 if no

WITHOUT CONCRETE ADAPTATION MEASURES, THE NATIONAL CLIMATE POLICY ESTIMATES THAT "CLIMATE CHANGE WILL COST NIGERIA BETWEEN 6% AND 30% OF ITS GDP BY 2050 IF NO CONCRETE ADAPTATION ACTION IS TAKEN.

IT IS ACKNOWLEDGED THAT NO AMOUNT OF TECHNICAL AND POLICE ENFORCEMENT CAN MAKE UP FOR AN UNBALANCED POLITICAL ECONOMY, WHERE THE "HAVE NOTS" ARE PUSHED INTO SMALLER AND POORLY SERVICED DOMAINS.

concrete adaptation action is taken." As the most significant trend in Nigeria's physical landscape, urbanisation management is central to addressing climate change.

Some of the critical issues are:

Climate resilience, adaptation and vulnerability mapping: Hazards and disasters associated with the Climate Crisis demand solid, comprehensive "climate resilience and adaptation-oriented" responses that are coordinated spatially with city plans to reduce risk and protect people from exposure. This would require mapping hazard and vulnerability areas to identify high-risk zones and reconfigure planned settlement locations to de-risk and prioritise the most vulnerable. Urban plans must also consider evacuation circulation, resilient building codes and infrastructure, and socially resilient urban design that promotes the development of social capital.

Climate Mitigation. The flipside of Climate Adaptation is Climate Mitigation: the effort to bring global temperature increase within 1.5 degrees Celsius by reducing greenhouse gas emissions to Net Zero by mid-century.

The Federal Government has recently taken a leadership role in national-scale climate mitigation with a commitment to carbon neutrality by 2060. The government passed the "Climate Act 2021" and established a dedicated Climate Unit at the Federal Ministry of the Environment to support these agendas.[30]

Decarbonising the Future Economy. A third aspect of the climate crisis is highly pertinent to Nigeria. As the global community reduces its reliance on fossil fuels, Nigeria must confront its practical and economic reliance on fossil fuels in the long run. As pointed out in the next section, a complement to the oil economy is the urban economy, which is also the key location of the green economy. A clean energy transition and sustainable urban development go hand in hand to deliver the next economic transformation.

Climate Finance. As we advance, the climate change finance community plays a vital role in producing the new green global economy. It has an estimated investment capital of $3 trillion and is looking for opportunities corresponding to its investment criteria, which its association, GFANZ, has developed well.[iv] Over the next 10-20 years, this initiative will be the most important private sector funding stream in the world, and it is an important opportunity for governments to prepare and well-manage green development plans that will access this funding stream for Nigeria's climate-responsive development. These funds will be important complements to public sector finance that must be expanded.

AS THE GLOBAL COMMUNITY REDUCES ITS RELIANCE ON FOSSIL FUELS, NIGERIA MUST CONFRONT ITS PRACTICAL AND ECONOMIC RELIANCE ON FOSSIL FUELS IN THE LONG RUN.



'Green' Urban design: Urban design plays a critical role in climate adaptation and resilience through the use of green networks, green infrastructure, green streets, and nature-based solutions (NBS) across all scales of urban development. Urban design can help build community social resilience and well-being through increased emphasis on the public realm, public space, resilience hubs and true urban "places and spaces" that are accessible to all. Urban spaces are too often privatised for limited access when the opposite should be emphasised to help build the social capital necessary for a collective response to disasters and extreme events.

Decarbonizing Urban Services:

Sustainable cities are based on the principle of deep decarbonisation through spatial efficiencies, integrated infrastructure planning, and community mobilisation. Examples of these approaches include dense clustered mixed-use planning layouts (such as 15-minute neighbourhoods); careful integration of land use and mobility (including public and non-motorized transport, complete streets, and public realm), use of green infrastructure and nature-based solutions; green building design and materials; reduced and clean energy; and focus on design for community resilience and wellbeing.

2.2.8 Emergence of the Crossroads: Connecting Crisis, the Economy and Urbanisation[32]

The backdrop of massive urbanisation in Nigeria intersects profoundly with the national economic crisis, calling attention to its vulnerabilities and the opportunities inherent in the "Urban Dividend." Nigeria's relatively large economy (with a GDP of $400bn, it is presently the largest economy in Africa)[34] is still dominated by oil and gas, which account for over 80% of exports, a third of banking sector credit, and half of government revenues. Ironically, these numbers bely the sector's relatively small contribution to the GDP, which was about 7% in 2020,[35] compared with the country's large informal sector economy, estimated at 60% of the current GDP.[36] Moreover, given the geopolitical volatility of the oil and gas sector, the stability of Nigeria's oil-based economy remains profoundly vulnerable, sitting on a decade of fragility going back to the prior recession of 2015-16 (PwC, 2020),[37]despite its strong response and subsequent recovery from the 2020 recession.

This delicate economic condition is reflected in rising poverty rates and vulnerability among the population.[38]

Given the bleak future outlook of the fossil fuel-based economy, experts have proposed that Nigeria refocuses its economy from oil to cities to reduce poverty and accelerate growth (World Bank, 2017; UN-Habitat, 2008). While experts acknowledge that the oil economy will continue to be a dominant factor in Nigeria's economy into the future, it will be essential to explore complimentary solutions that have the potential to reduce national economic vulnerabilities, bring Nigeria up to diversification on par with comparable

> RESOLVING NIGERIA'S SECURITY ISSUES IS INTERTWINED WITH DEVELOPING CITIES THAT WORK FOR ALL CITIZENS AND HELP THEM THRIVE, REDUCING THE TENDENCY TO TURN TO VIOLENCE.



economies, reduce insecurity, better service its citizens, and generate more robust economic growth and job creation in its fast-growing and expanding metropolitan regions, cities, and towns (World Bank, 2016).

Well-managed cities can drive economic development by:

a) Facilitating economic density and a mixture of uses at all scales reduces opportunity costs of travel and clusters economic activities for innovation and vertical integration. Although economic density is often interpreted as an industrial or an office park, it is also promoted by well-designed mixed-use districts and urban centres, such as local clusters of informal enterprise at the neighbourhood scale. Economic density is a function of well-functioning transport networks (both private and public) that reduce congestion and promote easy access to businesses.



NIGERIA'S RAPID POPULATION GROWTH HAS ALSO BEEN CHARACTERISED BY A HIGHER URBAN POPULATION GROWTH RATE, WHICH, AT

4.1%

PER YEAR, HAS SEEN ITS URBAN POPULATION GROW AT ALMOST DOUBLE THE PACE OF NATIONAL GROWTH.

b) Clustering (which reduces the length of infrastructures) can allow for more efficient and cost-effective delivery of public services and infrastructures that underpin economic growth.

c) Developing coherent neighbourhoods that enhance social cohesion, resilience, health and well-being, translating the economy into human and social capital, prosperity and flourishing.

d) Improved management of public finances to increase Own Source Revenues. Efficient municipal finance frameworks will facilitate enhanced municipal revenue streams that would complement falling national oil profit disbursements.[39]

The dependence by the Federal and State governments on oil and gas revenues for their functionality negatively binds them to the sector, limiting flexibility and agility, influencing political and governance decisions, and making it more difficult for them to transition to alternative revenue streams. Oil dependency removes the natural incentives to proficiently manage urbanisation that would otherwise accompany an accountable public income stream.

Consequently, governments cannot leverage the benefits accruable from this potential complementary income stream, even though through the Urban Dividend, sustainably designed, well-managed urban areas can help build the economy by providing more jobs and improving productivity.

WHAT IS THE :

WHAT IS THE "URBAN DIVIDEND"?

HOW WELL-STRUCTURED URBANISATION CAN HELP ECONOMIC TRANSFORMATION, CREATE JOBS, AND REDUCE POVERTY

Excerpt from:
World Bank Group. 2016. From Oil to Cities: Nigeria's Next Transformation. Directions in Development—Countries and Regions. World Bank, Washington, DC. © World Bank.
https://openknowledge.worldbank.org/handle/10986/24376
License: CC BY 3.0 IGO." Pp. 3-4)

"A well-functioning urban system is needed to sustain growth and help Nigeria transform its economy and transition toward higher productivity—and this also helps rural areas. While urbanisation is traditionally associated with economic structural transformation toward manufacturing and services, cities are also central to improving agricultural output as the efficiency of agricultural production is tied to the urban system. Small cities, for example, are needed to connect farmers to input and output markets, and they perform a market aggregation.

Medium-sized cities, in turn, must be effective logistics hubs for the transport of goods, and are home to larger local markets. Finally, large cities, such as Lagos, have an important role to play in connecting the economy to the world; because of the agglomeration economies they provide, they also have the potential to become nodes for high-value services. In short, cities can support and facilitate efficiencies and productivity in Nigeria's economy, both in its transition to more productive agriculture, and in economic diversification toward higher-value activities."....

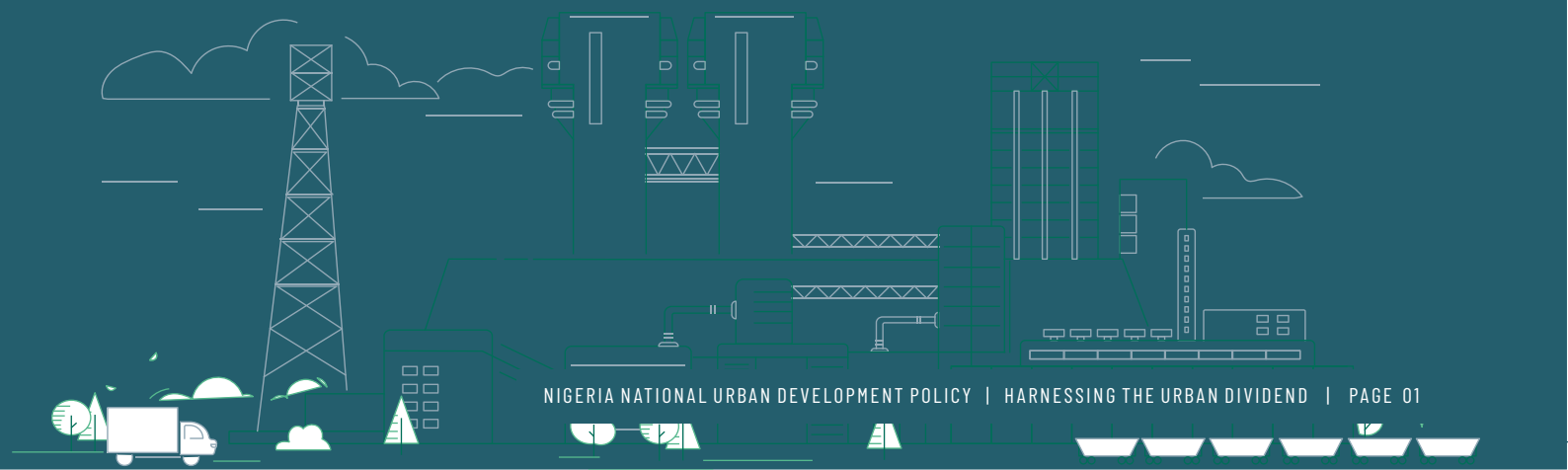
"Oil dependence and poor governance have also left cities with limited job creation and access to basic services. Ideally, urban economies should help enhance productivity through economies of scale, agglomeration effects, and specialization. But oil dependence has decreased the competitiveness of the tradable sectors, particularly manufacturing, that usually tend to unleash these new sources of productivity. And at the same time, it has removed the impetus to develop land management practices and a business environment that support these emerging sectors.

Rural "push" factors have encouraged people to move to cities—particularly declining incomes in agriculture due to an overvalued exchange rate and high levels of conflict in northern and central regions—rather than urban "pull" factors, such as job creation. With poor land management and limited and mismanaged provision of infrastructure for services and mass transport, much of the urban population lives in settlements that lack access to basic services and, largely, to many jobs.

If Nigeria hopes to generate employment and reduce poverty, it must seek new sources of growth. Managed correctly, urbanisation can provide such a path. Past efforts supported by the World Bank have focused on agribusiness and agricultural development. Such efforts are a key avenue for job creation in rural areas, but they are insufficient to provide a source of growth for the whole economy. Rather, metropolitan-based policies will be essential.

The density of cities offers the potential benefit of a high concentration of firms and households. Urban areas are natural hubs of economic density and productivity, and competitiveness accelerates when firms locate close to each other. Agglomeration facilitates the exchange of knowledge to improve productivity and ideas to spark innovation across sectors. For workers, cities increase opportunity through a higher concentration of jobs. And a better-planned spatial distribution of people can lead to efficiencies in public service delivery, presenting possible savings in water, sanitation, and road infrastructure, as well as making it easier to create efficient public transport networks.

These positive effects are not widely evident in Nigeria. Instead, its relatively rapid urban population growth has occurred without structural transformation and, thus, without adequate job creation, infrastructure provision, affordable housing, or access to basic services. That pattern of rural push rather than urban pull is a key cause. Stagnating agricultural productivity and substantial conflict, particularly in the north, have spurred migration, not urban jobs or services."



2.3 CONSTRAINTS TO A SUSTAINABLE URBAN FUTURE

This statutory review of the NUDP comes on the heels of almost thirty years of policy and program development, including the adoption of relevant policies and legislations for promoting urban development in line with the Habitat Agenda at national and sub-national levels, establishment of a national agency for the implementation of MDG and SDG Goals; an extensive housing finance and delivery program; use of technical cooperation to implement urban development programs; a strong slum upgrading program; and multiple examples of state-led best practices and innovation.

However, prior efforts to date are yet to translate into effective policy implementation that delivers expected outcomes at the necessary scale. A summary of findings from the review and evaluation of Nigeria's accomplishments against the country's commitment to implementing the goals and targets of the SDGs, the New Urban Agenda, the Sendai Framework for Risk Reduction, the Paris Accord for Climate Change, Addis Ababa Action Agenda, and African Union (AU) Agenda 2063 indicate that:[40]

i. "Several policy and legislative forms have been passed, but their implementation and setting up the institutional framework for their implementation have been weak and, in most cases, lacking. There has been poor decentralisation and the implementation of the adopted policies and legislations."

ii. "A robust National Urban Development Policy which aims to promote the development of a system of cities that will contribute to national economic growth exists, but implementation is weak."

iii. "Consistent implementation of national economic plans at federal and state levels has facilitated economic growth over stipulated periods but has yet to automatically improve urban conditions. Hence, although strong economic growth has been recorded over the years, this growth has neither translated into lower poverty levels nor reduced inequality. Also, significant economic decisions have been taken based on political considerations without adequate spatial and urban planning considerations.

iv. Development planners need to imbibe the concept of promoting sustainable development, which requires the integration of economic, social, and environmental concerns. Institutions for financing housing and urban infrastructure also need to be restructured to address the country's rising housing needs despite the comprehensive shelter policies and housing development strategies that have been adopted.

v. Forward-looking urban development programs and tools, such as the Sustainable Cities Programme (SCP), Participatory Slum Upgrading Programme (PSUP), and Rapid Urban Sector Profiling for Sustainability (RUSPS), which existed in pilot phases, have not been replicated."

vi. "There is a lack of data on the various responses, especially data

that have been disaggregated to urban levels and by gender."

2.3.1 NUDP 2012: Key Limitations and Constraints

An elaboration of the underlying "disenabling environment" that inhibited the implementation of the goals of NUDP 2012 identified the following constraints to envisaging a sustainable urban future in Nigeria:

a) Weak institutional framework for urban management

Settlement patterns along the urban-rural continuum for most cities have transcended the provisions set out in the Nigeria Urban and Regional Planning Act (NURPL), which only identifies administrative boundaries of local governments and states, leaving out the middle ground of expanding cities, rural transformation, emerging metropolitan areas.

Although the NURPL provides for metropolitan management under its "regional" scalar characterisation and Federal authorities can support the management of trans-state regions to some extent, this rarely occurs, and such collaboration among states to jointly address urban management issues is not common.

- Lack of strong political commitment to promote urban development.
- Low premium placed on promoting sustainable urbanisation when compared with other sectors.
- Limited Intergovernmental collaboration
- Poor awareness of global agendas especially at State and local government levels.
- Absence of political administrative structure for promoting good governance of cities.
- Lack of stable institutional framework for promoting urban development issues at the Federal level
- Weak institutions at state and local levels to take advantage of benefits of urbanisation and urban development policies and programmes.
- Non-involvement of LGs at the local level and Invisible enforcement of urban plans has failed to prevent the growth of informal settlements that are not planned.
- Lack of easily accessible urban finance framework at the national and other levels.
- Little planning and concern for pollution, disaster and risk prevention and promotion of environmentally sound transportation networks. Lack of adoption of plans for medium and small towns and villages.
- Lack of disaggregation of demographic data at the city scale and spatial instruments.
- Inadequate capacity to implement development agenda

The institutional basis of this issue has been attributed to the weak legal foundation for managing the "-missing middle" between the State and the Local Government scales, and this presents a critical binding constraint to the goals of the NUDP.

According to the Nigeria Habitat III report:

"The 1999 Constitution of the Federal Republic of Nigeria specifies a three-tier governance structure for the Country, comprising the Federal, State and Local Governments, with each level playing important roles in the management of cities. ...The Constitution, however, does not ascribe specific provisions for urban governance at the city level as most major cities are divided into several Local Government Areas, thereby fragmenting the administration of such urban centres into different units.

Indeed, the National Urban Development Policy (2012) notes that 'Many Nigerian cities are subdivided into several local governments, militating against their proper governance. There is neither a legal provision for it nor the practice of urban governance. There are no city mayors.' [41] [42]

b) Non-establishment of territorial scale of urban management:

While some states have initiated metropolitan scale management entities in special cases, the practice is not widespread, and the functional capacities have been limited,[43] as there has been significant state-level resistance to establishing such corridor management entities. Although institutional models for these institutions are emerging in other African countries, the situation in Nigeria requires unique customisation as most states are yet to comply with the basic mandate of the NURPL to establish state and local urban management boards, let alone territorial entities.[44]

A related structural constraint that compounds the urban and territorial management challenge is the theory that weak urban management caused by the "resource curse" has disincentivised the development of a robust public financial management system that can finance urban management. With little incentive to build accountability through decentralisation, several states have assumed aspects of local governments' budget allocation from national Federation Account disbursements. They

THE FEDERAL GOVERNMENT HAS RECENTLY TAKEN A LEADERSHIP ROLE IN NATIONAL-SCALE CLIMATE MITIGATION WITH A COMMITMENT TO CARBON NEUTRALITY BY

2060.



OIL DEPENDENCE AND POOR GOVERNANCE HAVE ALSO LEFT CITIES WITH LIMITED JOB CREATION AND ACCESS TO BASIC SERVICES.



NIGERIA'S LACK OF INSTITUTIONAL RESPONSE TO THE PACE OF URBANISATION AND THE RURAL- URBAN TRANSFORMATION HAS NOT ADEQUATELY ADDRESSED THE CONSEQUENT FAILURE TO LEVERAGE ECONOMIC DENSITIES, MORE SOCIAL INEQUALITY AND FRAGILITY FROM THE RUPTURE OF THE SOCIAL COMPACT, MORE ENVIRONMENTAL HAZARD RISKS, OR EXPLORED THE POTENTIALS OF EXPLOITING ITS UPSIDE POTENTIAL - THE 'URBAN DIVIDEND.

have taken over many of their roles and responsibilities, rendering them impotent. Under this scenario, the existing structures of accountability, municipal finance, and the opportunities for civic engagement that would typically flow from strong local governments fail to deliver the social contract that would foster a functioning municipal finance system capable of capturing the value of expanding urban development.

c) Inadequate institutional response to the pace of urbanisation, rural-urban transformation:

Nigeria's lack of institutional response to the pace of urbanisation and the rural-urban transformation has not adequately addressed the consequent failure to leverage economic densities, more social inequality and fragility from the rupture of the social compact, more environmental hazard risks, or explored the potentials of exploiting its upside potential - the 'Urban Dividend.'

The NUDP proposes concrete tactical strategies to address this challenge, assuming it will be a gradual process to establish appropriate urban and territorial governance. First, the legal gaps of the NURPL must be addressed to determine if there are workarounds to the lack of a legislative underpinning to the "missing middle," and this should likely be done while simultaneously building the political will and policy coherence to invigorate legal change or other innovation.[45] Appropriate management structures must be articulated and built to cope with the new scale of governance, including metropolitan commissions or boards, regional or metropolitan structure plans, rural-urban data collection at the correct scale, and the formulation of land management tools needed to manage territorial change.

d) Lack of Digital Mapping of land and natural resources

An urban-rural continuum typically requires that terrain and watershed-based ecological and drainage systems, along with land suitability analysis for agriculture, be mapped and retrofitted into structure plans. These will allow for the protection of resources, climate resilience in hazardous areas, and, on the flip side, the conscious densification of settled land, upgrading of old urban centres, and encouragement of new urban centres where polycentrism is emerging.

e) Absence of hierarchical, interlinked systems of cities and settlements:

The absence of an institutional order establishing systems of cities and settlements has constrained the existence of an interlinked hierarchy of places, which clearly defines primate cities, secondary cities, urban centres, towns, villages, and neighbourhoods. Such a network would bolster urban-rural economic linkages across the continuum, both vertically and horizontally, by presenting a fundamental framework for integrated land use and transportation planning as the primary facilitator of

integrated urban development.

f) The absence of credible, adequately disaggregated, evidence-based urban data:

The absence of credible, evidence-based urban data is a critical and pertinent constraint to addressing the territorial management challenge. Effective territorial management must be based on realistic long-term population projections to avoid the sprawling incremental development that plagues Nigerian settlement patterns.

A related data opportunity is the use of innovative assessments of densification patterns, which should be combined with calculations of the land and resources needed to cope with future populations. Only by looking through clear eyes at the "tsunami"[46] of the urbanised population will it be possible to realistically plan for that future. The United Nations Economic and Social Council (UN ECOSOC) has recently established standards that offer guidance on city definitions, statistics, and monitoring and evaluation of SDGs and NUA.



THE DEPENDENCE BY THE FEDERAL AND STATE GOVERNMENTS ON OIL AND GAS REVENUES FOR THEIR FUNCTIONALITY NEGATIVELY BINDS THEM TO THE SECTOR, LIMITING FLEXIBILITY AND AGILITY, INFLUENCING POLITICAL AND GOVERNANCE DECISIONS, AND MAKING IT MORE DIFFICULT FOR THEM TO TRANSITION TO ALTERNATIVE REVENUE STREAMS.

This body of work could be influential in encouraging the standardisation of urban metrics, comparability, and achievement of goals, potentially helping the Nigerian urban management system evolve.

2.3.2 Eliminating the Impediment of 'Urban Pessimism' in the Urban Agenda

The significance of Nigeria's urban majority (54%) and the concept of the city as an important and legitimate strategic developmental space is yet to be adequately captured and reflected in many of the country's national policy documents. While the focus on some sectors, such as Water, Sanitation and hygiene (WASH), has tended to accord significant attention to the rural sphere, considerably less attention is accorded by many national policies to the urban sphere, where they are either ignored entirely or conflated with infrastructure or housing. Consequently, the multiplicity of daily needs that must be synchronised in urban daily life to provide efficiency and the psychological, social, and security benefits of a positive urban environment escape the required introspection.

The concept of 'Urban Pessimism' plays out in different ways[47] at the Federal, state, city and local scales. For instance, while the potential to leverage the advantages of sustainable urbanisation to boost national, state, urban, and local economies through intensified, clustered urban development at growth poles and urban centres are not reflected in the Medium Term National Policy 2021-2025, the National Disaster Risk Management Plan[48] fully embraces the urban realm in its diagnosis and proposals. These set the stage for expanded collaboration with urbanists on Hazard Vulnerability mapping and social resilience spatialisation (which is recommended in Pillar 6.)

High-level policy pessimism towards urbanism naturally filters down through state and local government urban management, resourcing and operations planning. It segregates sectoral service delivery and investment instead of integrating them holistically. However, poor urban management arising from state and local urban governance challenges has been attributed to the Nigeria Urban and Regional Planning Law, which does not include provisions for urban or metropolitan scales between the state and the local government authority.

Though the concept of 'Urban Pessimism' is not uncommon in Africa, several countries that have experienced rapid urbanisation are adopting the principles of 'Urban Dividend' and 'Sustainable Cities instead' to reverse the trend. Some of the factors which have generated urban pessimism in Nigeria include the following:

a) Unanticipated urban management 'grey areas' arising from operational constraints in the implementation of provisions in the Land Use Act and the NURPL, which could not have foreseen the current settlement landscapes at the time they were promulgated;

b) Historical antecedents: The urban narrative in Nigeria over the last half-century portrays the oscillating fortunes experienced by the urban sector, with higher prioritisation of big infrastructure projects and diminishing prominence progressively ascribed to the oversight ministry in successive cabinet reorganisations, which have tended to reduce official space for the urban sector in favour of its subcomponents: housing, informal settlement upgrading and suburban elite development.

c) As urban areas have experienced comparative disinvestments over time, there has been a surge in peri-urban growth as people migrate to middle-class suburban and new town developments. This outlook is diametrically opposed to the alternative theoretical framework espoused by the Habitat III New Urban Agenda, the UN Sustainable Development Goals, and the World Bank's proposition, which emphasises the massive potential of cities and towns to help leverage economic development and social and environmental sustainability. These optimistic orientations are well supported by Nigerian professionals, but they have not permeated official government bureaucracies.

d) Political/Economic Factors: The political economy plays a crucial role in shaping urban development across all sectors of society. The most relevant political/economic divide plays out at the state level, where priorities, resources, and implementation tend to benefit the middle and upper-income classes more. However, some states with reformist governors and active civil society have led the charge on accountability in the local urban sphere, seeing its potential.[50]

e) The adverse impacts of several decades of 'silo' development along sectoral lines. The complexity of the Urban Agenda demands a capacity to simultaneously integrate numerous factors into decision-making and management while also incorporating the viewpoints of many stakeholders. This is yet to happen, as integrating these elements into the holistic urban management approach would require adequate time.

2.4 TRANSITION TO A "BUSINESS USUAL" APPROACH TO URBAN DEVELOPMENT POLICY IMPLEMENTATION IN NIGERIA

The fact of Nigeria's rapid urban transition into urban, metropolitan, and regional agglomerations presents real opportunities that can be harnessed to transform a "Pessimistic Scenario" into 'Cities of Hope' which, if properly managed, could propel the country into a thriving post-oil economy enjoying the benefits of the 'Urban Dividend' through a 'Business Unusual' approach to addressing its urbanisation challenges.

Key elements that drive a 'Business Unusual' approach include the following:

- Demonstrating a commitment to challenging assumptions and ensuring inclusiveness and open communications among all stakeholders;
- Adopting strategic efforts that involve a "whole of government and whole of society" approach to achieve "liftoff," supported by a NUDP Strategic Unit at FMHUD.
- Focusing on a systematic institutional restructuring of state-led urban management in which states are the "strategic leaders" of urbanisation, cities and metros are the urbanisation managers, and local authorities are the public-facing delivery partners.
- Promoting linkages between urbanisation and economy and the spatialisation needed to strengthen them.
- Outlining concrete steps to jump-start the urban agenda, provide strong technical assistance, reform or fill institutional gaps.
- Highlighting activities to engage stakeholders widely beyond traditional roles '
- Providing creative responses by public, private, civil society, academia, professionals and citizens to engender the co-creation of a sustainable, inclusive, secure, resilient and prosperous Nigeria

> A well-functioning urban system is needed to sustain growth and help Nigeria transform its economy and transition toward higher productivity—and this also helps rural areas.



> The COVID-19 crisis has shed new light on the concept of "Healthy Cities" by spotlighting the spatial dimensions of public health risk exposure and public health inequities regarding vulnerability to risk, unequal access to healthcare and their disproportionate economic Impacts



> Insecurity is directly and indirectly linked with urban transformation, as it drives the migration of millions of Internally Displaced Persons who urgently need adequate shelter and services to enable them to build a new life in secondary cities, peri-urban areas and towns.



NATIONALLY, 40 PER CENT OF THE POPULATION OR

83 MILLION PEOPLE

ARE ESTIMATED TO LIVE BELOW THE POVERTY LINE,

WHILE ANOTHER 25 PER CENT OR

53 MILLION PEOPLE

ARE CLASSIFIED AS VULNERABLE.

IT IS PROJECTED THAT BY 2030, THE NUMBER OF CITIES IN NIGERIA WITH POPULATIONS OF MORE THAN ONE MILLION WILL BE 23 COMPARED WITH 41 IN THE WHOLE OF SUB-SAHARAN AFRICA.

NIGERIA'S RELATIVELY LARGE ECONOMY (WITH A GDP OF $400BN, IT IS PRESENTLY THE LARGEST ECONOMY IN AFRICA) IS STILL DOMINATED BY OIL AND GAS, WHICH ACCOUNT FOR OVER 80% OF EXPORTS, A THIRD OF BANKING SECTOR CREDIT, AND HALF OF GOVERNMENT REVENUES

SEVERAL POLICY AND LEGISLATIVE REFORMS HAVE BEEN PASSED, BUT THEIR IMPLEMENTATION AND SETTING UP THE INSTITUTIONAL FRAMEWORK FOR THEIR IMPLEMENTATION HAVE BEEN WEAK AND, IN MOST CASES, LACKING.

APPROPRIATE MANAGEMENT STRUCTURES MUST BE ARTICULATED AND BUILT TO COPE WITH THE NEW SCALE OF GOVERNANCE, INCLUDING METROPOLITAN COMMISSIONS OR BOARDS, REGIONAL OR METROPOLITAN STRUCTURE PLANS, RURAL-URBAN DATA COLLECTION AT THE CORRECT SCALE, AND THE FORMULATION OF LAND MANAGEMENT TOOLS NEEDED TO MANAGE TERRITORIAL CHANGE.

THE SIGNIFICANCE OF NIGERIA'S URBAN MAJORITY (54%) AND THE CONCEPT OF THE CITY AS AN IMPORTANT AND LEGITIMATE STRATEGIC DEVELOPMENTAL SPACE IS YET TO BE ADEQUATELY CAPTURED AND REFLECTED IN MANY OF THE COUNTRY'S NATIONAL POLICY DOCUMENTS. WHILE THE FOCUS ON SOME SECTORS, SUCH AS WATER, SANITATION AND HYGIENE (WASH), HAS TENDED TO ACCORD

THE CLIMATE CHANGE FINANCE COMMUNITY PLAYS A VITAL ROLE IN PRODUCING THE NEW GREEN GLOBAL ECONOMY. IT HAS AN ESTIMATED INVESTMENT CAPITAL OF

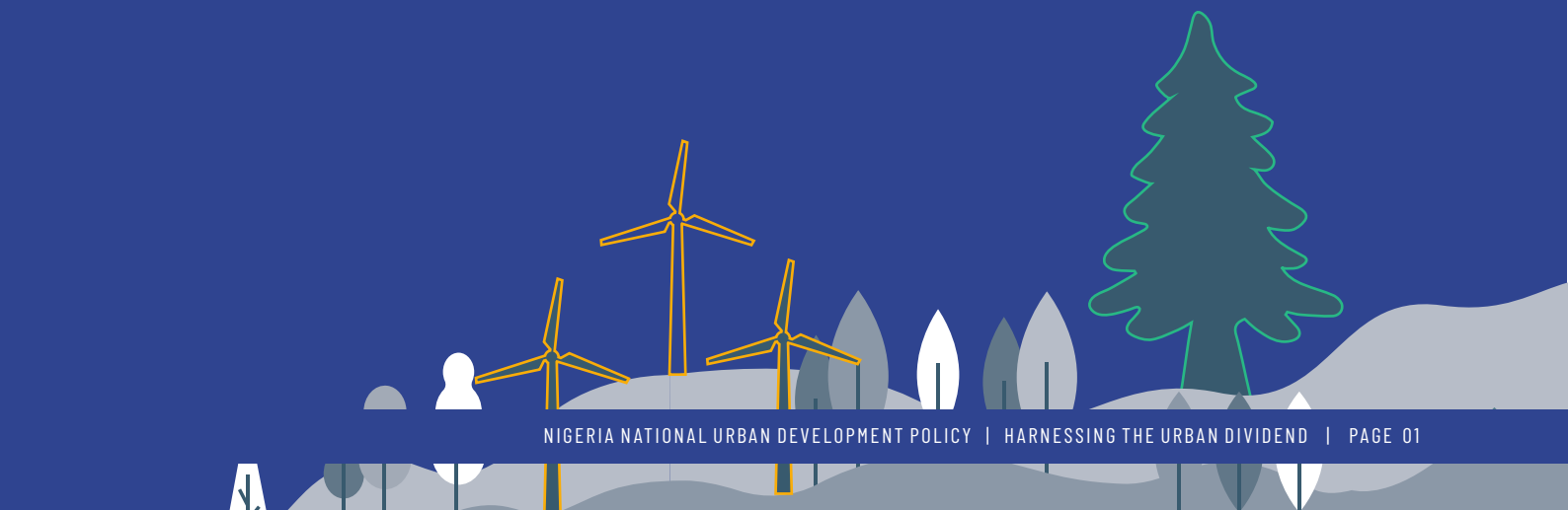
$3 Trillion

AND IS LOOKING FOR OPPORTUNITIES CORRESPONDING TO ITS INVESTMENT CRITERIA, WHICH ITS ASSOCIATION, GFANZ, HAS DEVELOPED WELL.



CHAPTER 03

NUDP GUIDING PRINCIPLES AND THEORY OF CHANGE



NUDP 'BUSINESS UNUSUAL' SCENARIOS:

- IT IS STRATEGIC AND COMMUNICATIVE
- FOREGROUNDS THE SPATIALITY OF SOLUTIONS
- RECOGNIZES THE MOMENT OF CRISIS AND RESPONDS WITH THE TOOLS OF URBANISATION
- TARGETS BINDING CONSTRAINTS
- RECOGNIZES THE NEXUS: URBANISATION - ECONOMY – SUSTAINABLE DEVELOPMENT
- USES INNOVATIVE ACUPUNCTURAL INTERVENTIONS
- INTEGRATED ACROSS ALL SECTORS AND SCALES
- CALLS FOR "ALL HANDS-ON DECK:" MAKING IT REALISTIC, COLLECTIVE, AND DYNAMIC.

3.1 NATURAL URBAN DEVELOPMENT POLICY (NUDP) GUIDING PRINCIPLES

The following Statement of Vision will guide the NUDP:

VISION STATEMENT:

NIGERIA'S URBAN MANAGEMENT FRAMEWORK, IN ALIGNMENT WITH THE PRINCIPLES OF THE NEW URBAN AGENDA AND SUSTAINABLE URBANISM, PRODUCES CITIES AND SETTLEMENTS THAT ARE WELL- FUNCTIONING, PROSPEROUS, CLIMATE RESPONSIVE, RESILIENT, HEALTHY, SECURE, INCLUSIVE, EQUITABLE AND LIVABLE PLACES FOR ALL NIGERIANS, THEREBY DELIVERING THE SUSTAINABLE DEVELOPMENT GOALS AND POSITIONING THE COUNTRY TO REAP THE "URBAN DIVIDEND."

3.1.1 NUDP Guiding Principles

Based on stakeholder inputs, the guiding principles which will inform the implementation of the NUDP in general order of relevance are as follows:

I. **Sustainability:** Ensure cities, towns, and regions are economically, socially, and environmentally sustainable.

ii. **Economic Development and Prosperity:** Ensure that well-managed urban and regional development enhances economic development and prosperity.

iii. **Security:** Ensure all urban planning, development and management decisions are informed by adequate security considerations.

iv. **Equity and Social Justice:** Ensure that all groups, especially the most vulnerable, enjoy equal access to Equity and Social Justice, including participation and social inclusion, in development planning and implementation; benefit from Equitable allocation of urban development resources and outcomes, "leaving no one or place behind;" and, derive benefits of implementation partnerships with private sector and civil society institutions.

v. **The health of People and the Environment:** Ensure the goal of 'Healthy cities,' based on adopting public health and sustainable environmental principles, is integrated into all planning and development interventions.

vi. **Climate Responsiveness:** Ensure Climate sustainability considerations are mainstreamed in all aspects of urban planning, development and management (greenhouse gas mitigation and hazard adaptation-resilience).

vii. **Integrated Planning and Implementation:** Ensure coordination of land use, environment, transportation, infrastructure, social and economic services across all public, private and civil society sectors

viii. **Efficiency:** Ensure the urban management process is well-managed, well-financed, and well-organized.

ix. **Cultural Appropriateness.** Ensure urban management processes, tools, and techniques are sensitive to Nigeria's unique approaches.

x. **Innovation:** Ensure the urbanisation management framework mainstreams digital tools in appropriate, creative and future-looking ways.

xi. **Special Focus on Youth:** Ensure all urban management interventions always consider Nigeria's youth's needs, voices, and unique capabilities.

3.1.2 Key Pillars and Policy Outcomes

The critical issues identified in the NUDP 2012 Report remain valid. Also, the Government's commitments to implementing all targets set for Agenda 2030, especially SDG 11 on making cities resilient, as well as the priority areas identified for implementation in the National Habitat III Report, all remain valid for the decades to come.

Therefore, to develop the critical issues on which the NUDP focuses, the priorities in these three documents were harmonised and integrated. The figure below presents a "thumbnail" of the adaptation of previous pillars, and they are shown in greater detail in the Theory of Change and Policy elaboration in the following sections.

Pillar 1: Strategic Management of NUDP Implementation	Pillar 7: Efficient and Effective Mean of Implementation	Pillar 2: Unlocked and Operational Urban Governance and Institutions.	Pillar 4: Sustainable Land Planning and Efficient Land Administration.	Pillar 3: Dynamic Urban-Rural Continuum Economy and Shared Prosperity.	Pillar 5: Thriving Ecosystem, Green Cities, Healthy People	Pillar 6: Accessible Livable Urban Neighborhoods.
1. NUDP Strategic Leadership Unit is established delivers strategic leadership, TA, and mainstreams human rights in to NUDP implementation.	1a. Professional development and institutional resourcing is upgraded to facilitate NUDP implementation at state, muncipal and local levels.	1. Major national policies are harmonized with NUDP	1. National, Large scale regional and state spatial structure plans are completed to 2050 time horizon to serve as basis for municipal and local plans.	1. Economic and industrial policy align with NUDP to generate economic benefits of sustainable urbanization management.	1. Urban areas are appropriately spatialized to help implement national climate policy	1. Local urban planning, development and delivery functions efficiency within accessible and public facing urban management units such as one stop shops.
2. Strategic Communication Plans is delivered and political/public will is built in support of NUDP implementation and sustainable urbanization.	1b. Citizen and industry capabilities to contribute to urbanization management are harnessed and applied	2. Nigeria and states' legal frameworks are reformed to support establishment of municipal urban management, efficient land delivery, and safe and climate responsive construction	2. City/mentropolitan structure plans are completed to a 2050 time horizon.	2. Urban economy system is spatialized across Urban-Rulal Continuum, creating "urban-rural linkages" within a "system of cities" and LED spaces and places.	2. Food security and Food Systems are enhanced by mainstreaming into development of "urban-rural linkages".	2. Local development is coordinated and facilitated within coherent units that deliver integrated neighborhoods, slum upgrading and affordable housing.
3. Binding Constraints to NUDP implementation and sustainable urbanization are resolved.	2a. Data culture and evidence based management is instilled in urban management agencies.	3. Urban Governance bodies are established at all scales and vertically integrated.	3. Strategic Land Management and Delivery at state level is institutionally strengthened.	3. State and local Municipal Finance and PPPs system are strengthened to help finance urban development.	3. Disaster Risk Reduction is enhanced by urban design and management.	3. Housing and infrastructure delivery is coordinated.
4. Continental and Global Partnerships are maximized to help implement NUDP.	2b. 'Smart City plans are completed; and urban management is digitalized.	4. State Urban Management system are reformed to make states the strategic directors; municipalities the urban managers; and localities the delivery partners.	4. Urban innovation is thriving in Nigeria, based on the experiments of state level Innovation Labs that demonstrate and pilot sustainable urban solutions. *	4. Affordable housing and neighborhood development finance is available to meet projected demend.	4. Circular Economy and Healthy Cities are enhanced by urban design and management.	4. Land registration, development/construction permitting, and data management are efficiently managed at the local level.

Figure 2 Key Pillars and Policy Outcomes

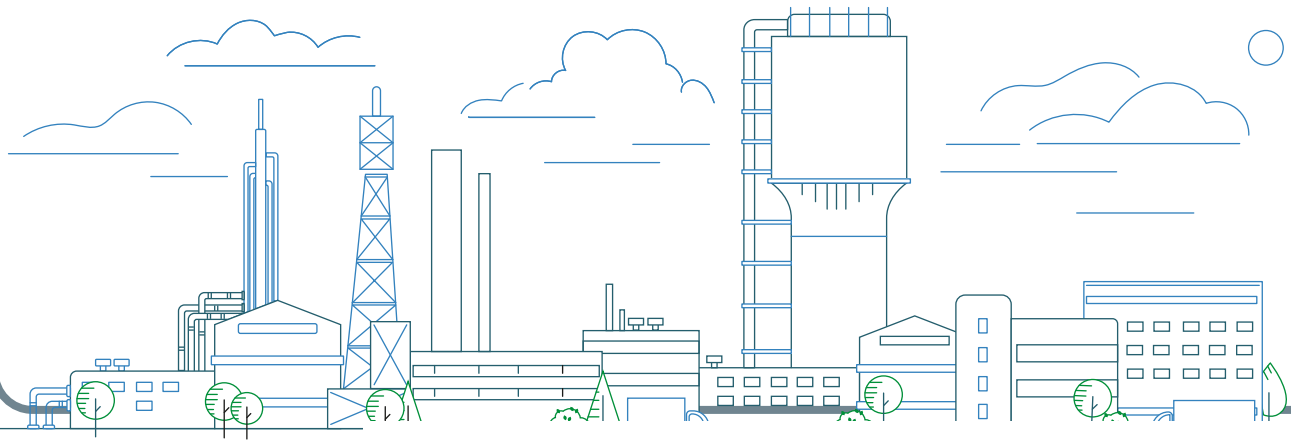
3.1.3 NUDP Theory of Change

A simplified narrative of the overarching assumptions and elements required for the NUDP to achieve its Vision is guided by the following Theory of Change (see Figure ***):

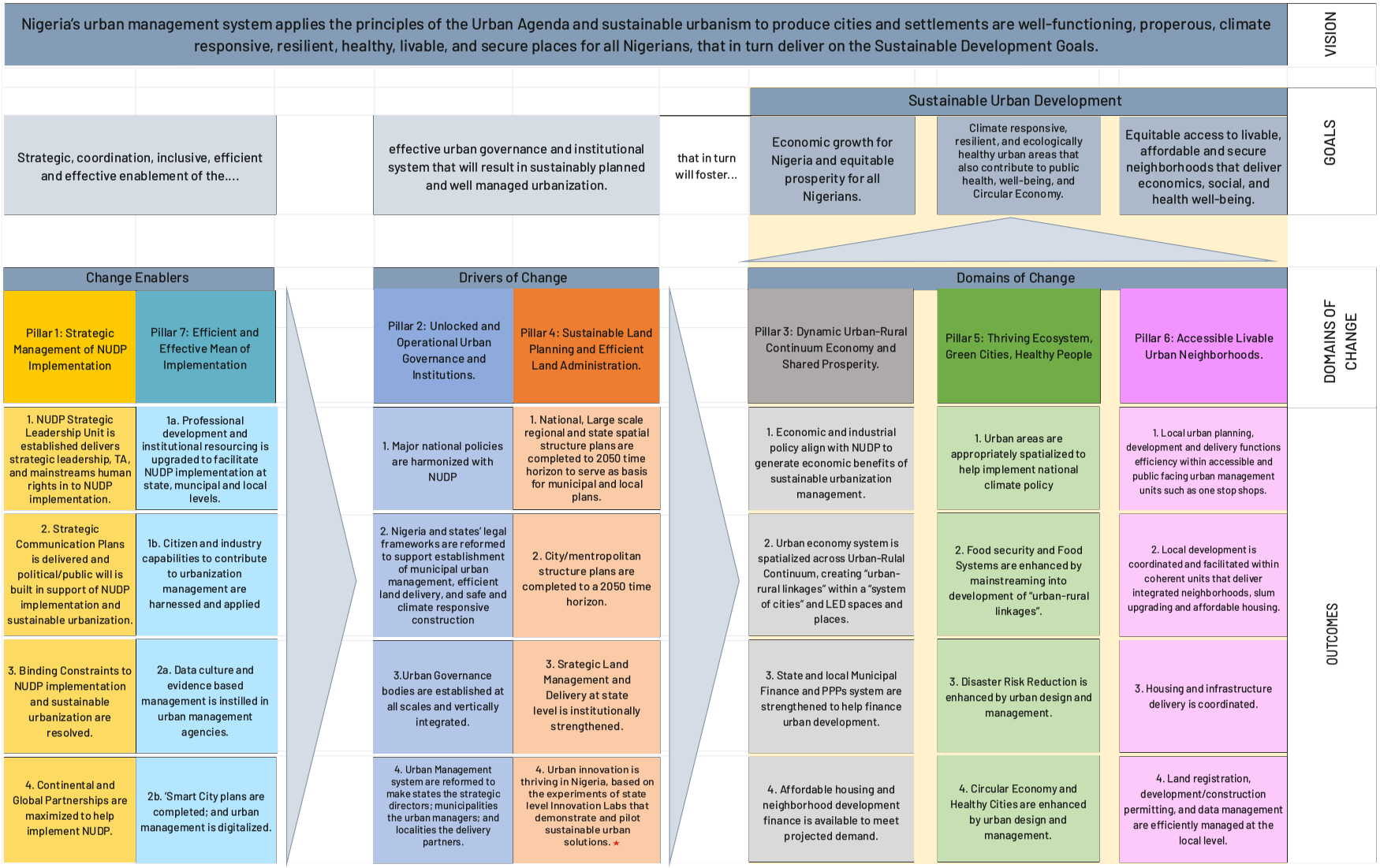
PROMOTING A COORDINATED, INCLUSIVE, EFFICIENT, AND EFFECTIVE INSTITUTIONAL URBAN MANAGEMENT SYSTEM WILL RESULT IN

SUSTAINABLY PLANNED AND WELL-MANAGED URBANISATION, WHICH IN TURN WILL FOSTER...

SUSTAINABLE DEVELOPMENT, COMPRISED OF ECONOMIC GROWTH AND PROSPERITY; CITIES THAT ARE CLIMATE RESPONSIVE, RESILIENT AND ECOLOGICALLY HEALTHY; AND LIVABLE, SECURE, EQUITABLE PLACES THAT DELIVER WELL-BEING TO ALL NIGERIANS.

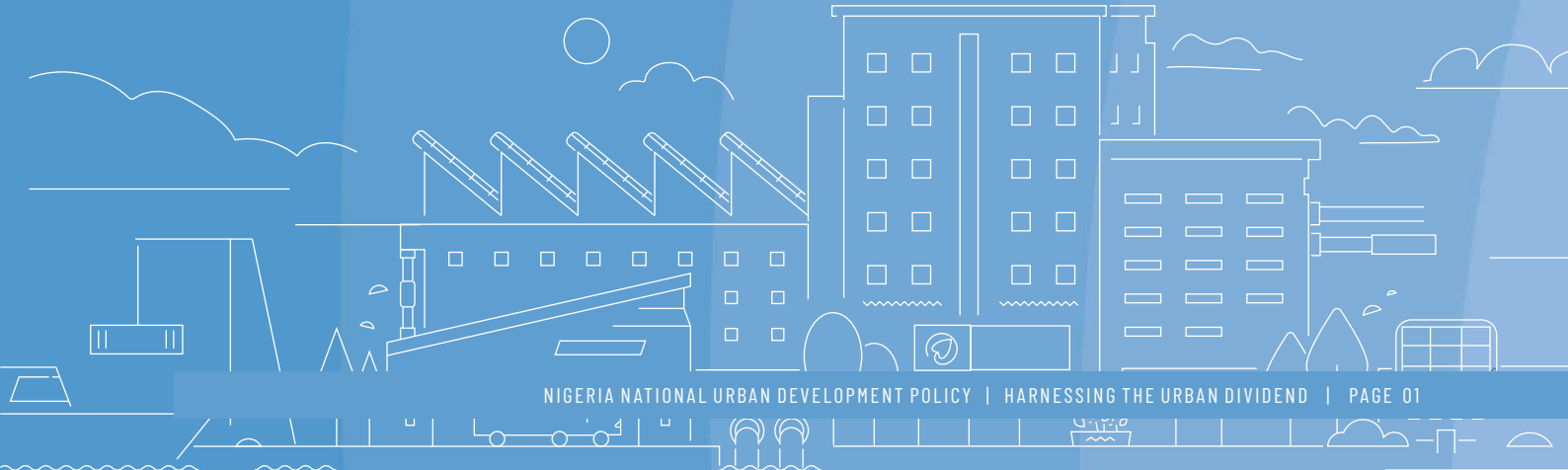


3.1.1 NUDP THEORY OF CHANGE (DIAGRAMMATIC)



CHAPTER 04

NUDP PILLARS, OBJECTIVES, PRIORITY POLICIES, STRATEGIES.



4.1 PILLAR 1: STRATEGIC MANAGEMENT OF NUDP IMPLEMENTATION

Objective: To establish and successfully operate an NUDP leadership unit that supports strategic, coordinated, inclusive, efficient, and effective NUDP implementation at the federal, state, urban, and local levels.

1 NUPD STRATEGIC LEADERSHIP UNIT IS ESTABLISHED, DELIVERS STRATEGIC LEADERSHIP, TA, AND MAINSTREAMS HUMAN RIGHTS INTO NUDP IMPLEMENTATION.

2 STRATEGIC COMMUNICATION PLAN IS DELIVERED AND POLITICAL/PUBLIC WILL IS BUILT IN SUPPORT OF NUDP IMPLEMENTATION AND SUSTAINABLE URBANISATION

3 BINDING CONSTRAINTS TO NUDP IMPLEMENTATION AND SUSTAINABLE URBANISATION ARE RESOLVED

4 CONTINENTAL AND GLOBAL PARTNERSHIPS ARE MAXIMISED TO HELP IMPLEMENT NUDP

The overarching purpose of the NUDP is to transform the institutional framework for urban management and facilitate the delivery of sustainable cities and city regions for all in Nigeria. Doing so will help the country achieve the SDGs and other goals and reap the "Urban Dividend."

Evidence shows that transforming "business as usual" urban management into truly sustainable urbanism is a long-haul legal, technical, financial, procedural, and even cultural process of building new sustainable urban fabrics and retrofitting old ones. Some states have started important and laudable work on this transformation, but the systemic, widespread scaling up of the sustainable urban agenda has yet to achieve a "lift-off."

The NUDP has a clear vision, but the challenges to achieving it are significant. While the momentum is building, it needs a boost to reach its full potential. This pillar launches a strategic NUDP unit that provides the foundation for NUDP implementation over the next decade. It helps build political will and popular energy to unleash the necessary resources. It mainstreams human rights into the NUDP, helps eliminate binding constraints, and delivers organisational and operational management models, tools and guidelines for states to assist their implementation of the NUDP through their SUDPs. It harnesses the participation of community, private sector and international partners.

This Pillar will exemplify the "Business Unusual" approach as it aims to turn "Urban Pessimism" into "Urban Optimism" by illuminating the challenge in the context of crisis, kick-starting its activities over the two-year short-term period, maximising non-governmental creative partnerships and external opportunities; and placing a special focus on inclusion across society....bringing "all hands on deck."

A policy such as the NUDP is a practical tool to implement a national system, but

there is a strong need for front-end leadership and energy that can initiate and orchestrate the process, build the excitement needed to motivate the various actors and turn the policy into reality. This is the envisioned job of the strategic NUDP unit.

4.1.1 Priority Policies

This policy aims to establish the federal operational basis for leadership, promotion, and systematic support of NUDP implementation at all scales.

4.1.1.1 Establish and Operationalize the NUDP Strategic Unit at the FMHUD, with a remit to guide the preparation and rollout of the NUDP Strategy.

a) Strategic Leadership Unit to prepare management tools, including organigram, SOPs (standard operating procedures), detailed work plan and calendar based on the 2-year implementation plan, detailed budgets, procurement of staff and consultants, and convening of governing boards.

b) It is imperative to establish a Technical Assistance (TA) Support Unit within the NUDP Strategic Unit. This unit will be responsible for preparing guidelines, materials, and technical assistance to the NUDP Unit and states during preparation.

c) Undertake Thought Leadership guidelines and prepare presentations and materials on key issues and principles of the NUDP. Engage with Nigerian academics and professionals to prepare comprehensive illustrated briefs and deliver lectures on significant strategic concepts.

d) In preparation for multiple activities in Pillar 2, prepare standardised models and guidelines for state and municipal urban legal, regulatory and urban management tools, deliver capacity building, and support states who request assistance. These could include State Urban Development Policy, legislation, regulations; State Spatial Structure Plans, Urban Development Strategy and Capital Investment Plans; Integrated Transport Land Use Planning and Transit Oriented Development (TODs); customisable Neighbourhood plan models and modules, Integrated infrastructure, drainage, solid waste management, Architectural typologies of affordable housing clusters, etc.

4.1.1.2 Establish an ICT Unit that will deliver evidence-based, data-driven, and digitised implementation of the NUDP.

Well-managed data collection and storage at the urban and territorial scales (including GIS) is essential to well-managed urbanisation, decision-making, and monitoring achievements.

a) Establish a NUDP Strategic Unit internal ICT management team to coordinate all ICT and data activities.

b) Establish an online urban observatory designed to centralise and make available all relevant materials on sustainable urbanisation in Nigeria and beyond. This observatory can be used as a basis or model for state-level urban observatories.

c) Coordinate national standards for state and local geo-database, GIS, and LAIS systems to ensure harmonised standards and interoperability; prepare standards, guidelines, and delivery training for implementing state and local-scale geo-database, GIS, and LAIS.

4.1.1.3 Establish and constitute NUDP governance body(s).

The NUDP structure will comprise the following:

i. NUDP Advisory Board for operational oversight (monthly or quarterly meetings; broad stakeholders including public, private, civil society, donors and other stakeholders).

ii. National Habitat Advisory Committee.

iii. Representative of the National Urban and Regional Planning Commission or similar apex body

iv. Representative of the National Urban Development Commission or similar body

v. Potential cross-ministerial Urban Sector Working Group to align and harmonise ministerial policies, programs, plans, and activities. (see Pillar 2).

4.1.1.4 Capacitate NUDP Strategic Unit to mainstream Human Rights and Inclusion in NUDP implementation.

This policy aims to nurture inclusive and just urban management predicated on the principle of human rights for all Nigeria's citizens, especially its most vulnerable populations.

This policy will seek to balance the inclusion and benefits of urban management across all strata to enhance the level of civic engagement and urbanisation management.

a) Establish National Human Rights in the Urban Management Advisory System.

b) Maintain a robust database of vulnerable and marginalised groups and adequate updating for engagement and inclusion purposes. This would be consistently used for all urban-related activities undertaken at federal, state, and local levels.

c) Establish a "Human Rights in Urban Management" sub-advisory Board and build partnerships with relevant institutions to improve urban management by co-creating inclusive design, testing, and implementation.

d) Strengthen and Mainstream Human Rights in Urban Development systems using innovation piloting, capacitation, Monitoring and Evaluation.

e) Formalize cooperation and collaboration with the Nigeria SDG office, UN SDG partners, and other relevant MDAs for seamless integration of SDGs into NUDP.

f) Build the capacity of state and local urban management institutions to mainstream the inclusion of vulnerable populations.

g) Strengthen coordination, monitoring, evaluation and review of 'programmes and projects' inclusion and impact on vulnerable and marginalised groups. As part of the overall Monitoring and Evaluation program, this element should be one of the central reviews.

h) Establish a grievance redress mechanism to protect the rights of the vulnerable in urban planning and development systems

4.1.2. Strategic Communications Planning

This policy aims to develop popular awareness of the "urban dividend," build "urban optimism," and engender political will.

4.1.2.1 Prepare Communication Strategy and Delivery Plan

a) Develop a special "Business Unusual" team across academia, civil society, CBOs, creative industries and the youth sector to support Communications Delivery.

b) Engage with Nigeria's urban professionals as a resource for Nigeria's NUDP domestication, especially academics and government officials, and provide the resources for them to participate actively.

c) Partner with local CBOs in thought leadership, community research, and tactical urban experiments.

d) Facilitate Media specialisation reportage of various 'business unusual' initiatives.

e) Engage with Nigeria's vibrant ICT sector to smarten Nigerian cities. Nigeria's thriving digital economy and its youthful employment of social media would be harnessed as a partner in opportunity on many levels that can help with urban advocacy, development and smart management.

f) Animate the Nigeria creative sphere and filmmaking community to spotlight best practices and urban leadership, perhaps through competition or collaboration with Nollywood. Hold an urban film festival and art shows and develop urban cultural hubs.

g) Create an "Urban Champions Advocacy Team" across the popular, sports, and youthful communities to build momentum and popular engagement.

4.1.2.2 Develop and implement a Communications Strategy

a) Establish a media relations plan and deliver as needed at the annual, quarterly, and monthly timeframes.

b) Design and manage a regular events calendar of international, national, state, and local meetings on urban management, including national and state Urban Forums, to maximise the pace and quality of the NUDP domestication.

c) Set up and manage digital and social media platforms

d) Using all conventional and social media forms, provide regular and ongoing engagement with national dialogues on development and national policies to infuse them with NUDP priorities.

e) Working with the TA unit, develop a program of innovative approaches to public awareness of the NUDP, the Urban Dividend, and sustainable urbanism, such as "thought Leadership" seminars, acupuncture and tactical events designed to promote innovative sustainable urbanist solutions kinesthetically. Tangible examples of best practices and models; exhibitions at unlikely places where people convene and urban conferences; design/build competition to demonstrate green and sustainable neighbourhood models; Peer-to-peer education through forums, workshops, and study tours to be promoted.

4.1.3 Conduct Policy Advocacy to eliminate institutional constraints to Sustainable Urbanisation.

This policy aims to influence or remove constraints in implementing the NUDP and sustainable urbanism.

4.1.3.1 Establish Strategic Working Groups to develop education, recommendations, or other strategic input into reform

processes, including:

a) Expedite land reform and upscaling of systemic land tenure regularisation process by preparing supporting materials relevant to sustainable urban management and joint advocacy with relevant parties to support practical land reform.

b) Promote Urban-Rural Continuum Management. Harness and manage the opportunities inherent in the urban-rural continuum by popularising, legislating and institutionalising them at the state scale to manage large-scale structure planning, at the urban and metropolitan scale of planning and management, and at the local scale to collaborate with the rural sector and undertake participatory and inclusive urban development.

c) Improve Public Financial Management. Conduct an assessment of the state and local PFM operations and management to show concrete gaps and opportunities for better PFM. (Operationalizing of PFM in Pillars 2 and 3).

4.1.3.2 Establish Working Groups to address disaster-related issues and advance preparation, including:

a) National and Urban Security. Working with police, urban security experts, and all stakeholders, prepare particular security-related design guidelines, including early/advance warning tools to anticipate special disaster-related impacts; using urban planning and design, urban development, and urban management processes to enhance national, regional, metropolitan, city and local safety and security.

b) Promote early warning strategies and emphasise techniques designed to advance plans for durable and temporary solutions to internally displaced persons. For urban security planning, emphasise techniques that will enhance sociability and social capital, such as: "eyes on the street," community-based neighbourhood watch and surveillance, public realm accessibility and positive programming; gender-specific design solutions; and other spatially relevant techniques

c) Adopt Climate Resilience Planning by establishing regular coordination, infusing and updating all plans with techniques such as hazard and vulnerability mapping to identify no-build zones and protect people; green systems planning and nature-based solutions to infuse resilience into urban development; and community resilience hubs to help community engage in advance preparation.

4.1.4. Leverage Continental and Global Opportunities to Support NUDP Implementation.

This policy aims to learn from the global community, avoid "reinventing the wheel," and maximise opportunity wherever it exists.

4.1.4.1 Improve and lead engagement with the Pan-African sustainable urbanism agenda. As a leading voice and 'Champion' of sustainable urbanisation in Africa and having led the African Urban Agenda negotiations at the Habitat III conference in Quito, Nigeria will continue to demonstrate action on sustainable urban management.

4.1.4.2. Expand global partnerships in sustainable urban management.

a) Resuscitate past partnerships in the

urban sector to exploit the repository of institutional memory;

b) Synchronize Nigeria's urban agenda and its international climate action agenda to facilitate access to the global climate finance community, such as the GFANZ facility for climate-friendly infrastructure, initiatives, and resilience measures.

Expand global partnerships with sustainable cities organisations such as UN Habitat, C40, Resilient Cities, Bloomberg Cities Network Mayor's Challenge and ICLEI, among many others. Expanded and active membership of such institutions would enable Nigeria to develop its capacity and harness the peer-to-peer learning of the other cities. The Nigeria Urban Resilience Network could be re-invigorated to link Nigeria's cities to the broader community of resilient cities.

4.2 PILLAR 2: EFFICIENT MEANS OF IMPLEMENTATION

Objective: To create the capacity and tools for collaborative, evidence based, and efficient implementation of sustainable urbanisation by all actors and stakeholders.

1 PROFESSIONAL DEVELOPMENT AND INSTITUTIONAL RESOURCING IS UPGRADED TO FACILITATE NUDP IMPLEMENTATION AT STATE, MUNICIPAL AND LOCAL LEVELS

2 CITIZEN AND INDUSTRY CAPABILITIES TO CONTRIBUTE TO URBANISATION MANAGEMENT ARE HARNESSED AND APPLIED

3 DATA CULTURE, EVIDENCE BASED MANAGEMENT, SMART CITY URBAN MANAGEMENT IS MAINSTREAMED IN ALL URBAN MANAGEMENT

To achieve the vision of the NUDP, each pillar in the policy requires adequate professional, technical, and human capacity (across public, private and civil society) and the tools to implement it). Aspiring to efficiency, this pillar addresses its ambitions comprehensively rather than sporadically across different sectors.

These policies aim to build the skills of urbanisation managers at federal, state, and local government MDAs, along with their ability to collaborate efficiently and effectively with each other, stakeholders, and citizens. It also calls for adequate resourcing of their offices and systematic expansion of collaboration with academia, professionals, and civil society aimed at solving complex urban challenges.

A "business unusual" approach will involve empowering citizens and communities to take a more active role in the "co-creation" of their neighbourhoods, building on the formal and informal efforts already underway or using innovative approaches. Too often, citizens are expected to participate in governance or projects without adequate preparation, and this pillar recognises the need for civic and

technical education for the citizenry.

Likewise, as "business unusual," this pillar spotlights the opportunities to harness the Nigerian IT and creative communities as partners in achieving the sustainable urbanisation agenda. Building on the strategic activities in Pillar 1, these industries would be mobilised to help produce the urban management technology needed by public, private and community realms and to generate "Urban Optimism creatively." These industries are essential participants in energising innovation, creativity and entrepreneurship, especially for youth.

Underpinning human capacitation and resourcing is the promotion of a "data mindset" to energise the urban innovation opportunities of the 21st century and the expansion of digital smart tools across every aspect of the urbanisation management process. These tools include data portals, big data management, 3-D modelling, geodatabases, government MIS and land management platforms, urban observatories, handheld data collection apps and many more to be developed.

4.2.1 Priority Policies

4.2.1.1 Build the capacity of Nigeria's professional, civic and private sectors for sustainable urban management.

This policy provides adequate and quality public sector human and operational resources to support urban management and harness the population's creative, technical, and energetic capabilities as partners in sustainable urban development.

a) Support capacity development in the sustainable urban planning and management sector and expand the professional development capacity of practitioners. This policy will support professional development in the sector by recognising the urban planning professionals and academics while ensuring continued capacity development among younger professionals and planning agencies to upgrade substantive knowledge on the principles and background of global and national commitments to sustainable urbanisation. This would involve a host of professional development activities, collective cross-disciplinary technical capacity training on urban management topics, targeted expansion of academic programs to produce urban managers and facilitate collaboration on practical urban management education, including:

b) Support universities and government institutions to partner with other continental or global institutions to train 'fit-for-purpose' 21st-century urban professionals and generate relevant research outputs. Innovative educational approaches would be supported, such as "research service learning" (practical and applied research available to students and community), practicums and internships, and practical education for the building industries.

c) Development of Standard Sustainable Urban Planning and Design Guidelines by FMHUD. This urgent activity should be urgently completed and disseminated through an intentional training curriculum across multiple platforms to enable easy application by state technicians and officials.

d) Collective exposure to best practices and peer learning through national and regional conferences (such as regular National Urban Forums) highlighting peer-to-peer learning opportunities among states

and with international city counterparts. This will also involve providing technical support from FMHUD and interactive sessions between the Federal government and states, localities, communities, academia and civil society to create co-learning and co-create sustainable urban places.

e) Other capacity-building strategies and activities to be supported include:

i. Establishment of a technical assistance team at the Federal level that can be mobilised for sustainable urban planning and design, acupunctural events, and charettes upon request from states and cities;

ii. Establishment of an integrated national-scale university planning faculty and curriculum tied to the New Urban Agenda and SDGs;

iii. Facilitation of practical internships with leading private sector firms;

iv. Facilitating access to relevant continental and international expertise through the sharing of best practices and solutions;

v. Support for increased participation at international forums on sustainable urbanism;

vi. Broadening membership by Nigerian cities in international networks such as C40 and Resilient Cities.

4.2.1.2 Build the capacity of relevant institutions to operate effectively and enable urban management institutions to meet the demands of the sector through the following strategies:

a) Support periodic review and enhancement of human and institutional resource levels for urban management in States and Local Authorities to meet the responsibilities ascribed in line with the Nigeria Urban and Regional Planning Law ;

b) Recommend minimum standards for Office Space and functionality to facilitate effective coordination between land use and transport and integrated infrastructures;

c) Enhance Digital Capacity by elaborating Information technology policies and developing staff capacity to operate digital systems to ensure high comfort and operational knowledge. The digital capacity level of staff could be improved through group training and "user testing" of the systems inculcated into the technology design, adoption procedures, and procurement budgets.

d) Ensure adequate financial resourcing of departments, including office space, office supplies and printing, mapping supplies, technology, transport, communications, and related logistics facilities, to enable urban professionals to conduct field operational assignments.

4.2.1.3 Harness capabilities of citizens and industry to contribute to urbanisation management.

This policy aims to harness the Nigerian population's creative, technical, and energetic capabilities as partners in sustainable urban development.

a) Promote Citizen and Civic Engagement[i] to enable urban residents to leverage the "Urban Dividend" to produce better

solutions and outcomes, generate cooperative buy-in on projects early on in their development, develop social capital and create citizen leaders, advocates and teachers who can share their knowledge with other communities aspiring to create sustainable cities and neighbourhoods.

b) Adopt initiatives to harness the potential of Nigeria's vibrant ICT sector and youth engagement as drivers of smart city initiatives in Nigerian cities.

c) Promote competitive strategies to facilitate the introduction of innovation into urban management (e.g. Application of building contests among technical students to promote interest in the linkage between urban processes and technology; development of Community GIS, Community hazard mapping or Community resilience Apps to connect people to neighbours, or for coordination of childcare, shopping, healthcare, daily activities, etc.)

d) Harness the potentials of Nigeria's burgeoning world-class creative sphere, notably the film, fashion, art, and music industries, in partnership as critical advocacy tools.

4.2.1.4 Promote 'Smart City' concepts for urban management in Nigeria by enabling evidence-based and digitised decision-making and management of all urbanisation activities.

This policy aims to mainstream digitisation and digitalisation into urban management.

a) Facilitate improved policy implementation through the deployment of credible data to measure "where we are", "where we need to be", and "how we get there." Key strategies include:

b) Promote efforts to address lack of willingness to share data, lack of trust in data processes, and failure to report, which hamper the effectiveness of data, statistics and the census.

c) Promote strategies to generate data to facilitate long-term planning, utilise long-horizon population projections to plan effectively and reverse the practice of 'planning without facts.'

d) Facilitate effective monitoring and evaluation in urban management by promoting the application of digital scenario planning software to assess alternative planning options.[ii]

e) Facilitate the process of large-scale territorial data collection to better manage metropolitan, corridor, or cross-state conurbations by adopting standardised urban data collection regimes for integration across state lines.

SNAPSHOTS OF ICT ENGAGEMENT IN DATA GENERATION IN NIGERIA

Monitoring and Evaluation (and thus improvement) can be significantly helped with data collection. A good example is the innovative community infrastructure project monitoring system in Kaduna," Eyes and Ears," which allows citizens to report online on lack of completion or mismanagement of works projects.

The lack of computerisation in urban management is significant in Nigeria, but it varies greatly across states and jurisdictions. A very positive example of digital application is the important LAGOS development control application that provides digital One Stop Shopping to complement the in-person One Stop Shop. This model (with customized business process reform) could be rolled out to secondary cities, as is seen in other African countries.

In general, state level ICT functionality is low. Available data is often manual, which makes it very difficult to manage efficiently. In the NUDP survey, less than 15% of the State respondents had a centralized digital storage MIS for urban development related data, research and records. Less than 25% had urban plans that were digitized,10% said their existing infrastructure "as built" lines and plans were digitized. And less than 20% had a digital cadaster or land registration system or fully integrated GIS system stored on a central server.

4.2.1.5 Develop and operationalise integrated urban Geoinformation System and Urban Observatory at all levels to facilitate timely and effective management.

a) Establish a strategic high-level inter-ministerial (Federal and state level) Advisory Board and Technical Working Group to chart interoperability, standards, protocols and data portal design with adequate staffing and funding for equipment and connectivity. The operating unit should be the "custodian" of the system, actively conducting the collection and coordination of data across all users.

b) Adopt unified terms for GIS portal management and custodianship with appropriate guidance from FMHUD on "preferred" standard prototypical operations and technical specifications, with a rationale for adopting them and incentives to do so.

c) Support Systemic application of E-governance across public and community portals breaks down the silos that hinder the efficient implementation of the NUDP. Data can also be dispersed into the community and collected from the community.

4.2.1.6 Support Reform and digitalisation of Land Administration System (LAIS) and Development Control MIS in states and LGAs.

a) As an urgent priority, Digitization and technical harmonisation of the Land Administration System (LAIS) and Development Control MIS in states and LGAs should be conducted to eliminate undue delays in land administration and development control operations.

b) Explore prospects for regional and sub-regional collaboration on knowledge transfer regarding the design and appropriate implementation of digitised systems based on lessons learned and trials conducted.

4.2.1.7 Mainstream evidence and data-based planning into all urbanisation management through preparing Smart City strategies and developing dynamic urban management digital information systems at all government levels.

a) Promote awareness raising on appropriate adoption and deployment of the Smart City Agenda, including the use of Artificial Intelligence within the context of the difference between "data," "digitalisation," and "digitalisation" (using digitised information to achieve business process improvements) through prioritisation of data collection in all urban management functions, whether digital or manual.

b) Adequately position Nigeria's cities to exploit opportunities to digitalise and digitise "E-government" through Smart City planning, including public financial management, public-facing service delivery, GIS and data management, document management, communications technology, street numbering, transport and utility systems intelligence, etc.

c) Provide an enabling environment for Smart City digitalisation, developing an adequate infrastructure base providing sufficient power and internet capacity, full front-end and back-end user training, targeted public communication and training on changes, and technology maintenance. Ensuring technical capacity and managing the system's sustainability through adequate change management is crucial.

d) Explore the adoption of innovations in data collection by alternative means, such as "crowdsourcing," the use of cell phone data, satellite imagery and LIDAR ("light detection and ranging" remote sensing) for geographical data in collaboration with the Nigerian IT industry.

PILLAR 2: EFFICIENT MEANS OF IMPLEMENTATION

Objective: To create the capacity and tools for collaborative, evidence based, and efficient implementation of sustainable urbanization by all actors and stakeholders.

OUTCOMES	PRIORITY POLICIES	STRATEGIES
1. Professional development and institutional resourcing is upgraded to facilitate NUDP/SUDP implementation at state, municipal and local levels.	1. Build public sector and professional sustainable urban management capacity.	1.1. Expand professional development and capacity.
		1.2. Build capacity of relevant institutions to operate effectively.
2. Citizen, civil society and private sector capabilities to contribute to sustainable urbanization management are harnessed and applied.	2. Harness capabilities of citizens and relevant Nigerian industries to contribute to sustainable urbanization implementation.	2.1. Develop targeted sectoral programs to engage, harness, and build sectoral capacity help implement NUDP.
3. Data culture, evidence based management, Smart City urban management is mainstreamed in all urban management systems.	3a. Digitalize and Digitize Priority Urban Management Operations.	3a.1. Develop and operationalize integrated urban Geoinformation System/Urban Observatory at all scales to facilitate timely and effective management.
		3a.2. Reform and digitalize the Land Administration system (LAIS) and Development Control MIS in all state and LGAs.
	3b. Mainstream evidence and data-based planning into urbanization management with Smart City strategies and development of dynamic urban management digital information systems.	3b. Prioritize practical solutions in the short term while simultaneously studying and preparing for Smart City solution in the medium and long term.

4.3 PILLAR 3: EFFECTIVE URBANISATION GOVERNANCE AND INSTITUTIONS

Objective: Effective urban governance and institutional system that will result in sustainably planned and well managed urbanisation.

PILLAR 2: UNLOCKED AND OPERATIONAL URBAN GOVERNANCE AND INSTITUTIONS

1 MAJOR NATIONAL POLICIES ARE HARMONISED WITH NUDP

2 NIGERIA AND STATES' LEGAL FRAMEWORKS ARE REFORMED TO SUPPORT ESTABLISHMENT OF MUNICIPAL URBAN MANAGEMENT, EFFICIENT LAND DELIVERY, AND SAFE AND CLIMATE RESPONSE CONSTRUCTION

3 URBAN GOVERNANCE BODIES ARE ESTABLISHED AT ALL SCALES AND VERTICALLY INTEGRATED.

4 STATE URBAN MANAGEMENT SYSTEMS ARE REFORMED TO MAKE STATES THE STRATEGIC DIRECTORS; MUNICIPALITIES THE URBAN MANAGERS; AND LOCALITIES THE DELIVERY PARTNERS.

4: URBAN GOVERNANCE AND LEGISLATION

OBJECTIVE	KEY ISSUE
IMPROVING URBAN LEGISLATION	URBAN GOVERNANCE
DECENTRALISATION AND STRENGTHENING OF LOCAL AUTHORITIES	EFFECTIVE DEVOLUTION OF POWER TO LOCAL GOVT.
IMPROVING PARTICIPATION AND HUMAN RIGHTS IN URBAN DEVELOPMENT	PARTICIPATION & HUMAN RIGHTS IN URBAN DEVELOPMENT
ENHANCING URBAN SAFETY AND SECURITY	URBAN SAFETY & SECURITY
IMPROVING SOCIAL INCLUSION AND EQUITY	SOCIAL WELFARE AND SOCIAL INTEGRATION (GENERAL)

Effective urban and regional governance refers to the sum total of the ways in which governments, institutions, businesses, and individuals formally and informally plan, develop and manage cities and their growth. It is a continuous process through which conflicting and divergent interests of residents are aggregated through the promotion of inclusive decision-making.

Good urban and regional governance is based on an appropriate legal, regulatory,

and institutional framework that underpins the operational processes. In Nigeria, these may interfere with efficient urban management, especially in land delivery in metropolitan areas and regional planning. Where legal and institutional structures exist, enforcement is weak. Much urban development is carried out in isolation from required procedures and without regard for obtaining the required construction or development permits. [1]

The lack of a complete and sound institutional framework for urban management is a root cause of many failures in urbanisation and public service delivery in Nigerian cities. This Pillar aims to build harmonised and vertically integrated urban policy and official governance structures, focusing on the gaps and weaknesses.

At the apex, the NUDP must be harmonised with national economic development and other vital policies that currently ignore it. At the state level, it focuses on institutional restructuring of state-led urban management that makes them strategic leaders and supervisors of urbanisation, makes cities and metros the urbanisation managers, and makes localities the public-facing delivery partners.

A central component of sustainable urban management is the participation of all stakeholders, especially communities, in managing its process. This policy foregrounds structures and practices that maximise equity, human rights, and inclusion in all aspects of urbanisation governance.

4.3.1 Priority Policies

This policy aims to ensure a tight matrix of integration that will allow all agencies to pull in the same direction on Nigeria's urban management system.

4.3.1.1 Integrate and harmonise NUDP horizontally and vertically with National and State policies.

a) Harmonize NUDP horizontally with Federal Government policies through:

i. Establish formal and practical mechanisms, such as a cross-ministerial Urban Sector Working Group, enhanced by ministerial level dialogues that illuminate the value of integrated urban management and "breaking down silos" in achieving the "Urban Dividend."

b) Domesticate NUDP at the state level with SUDP.

i. Provide support to states in the preparation of sub-national state urban policies.

ii. Develop standardised, customisable SUDP materials and provide technical support to states that request assistance from the FMHUD Strategic Technical Assistance Unit.

4.3.1.2. Support reform of the Nigerian urban development legal framework to facilitate city and metropolitan urban management and improve land registration.

This policy aims to unravel and reform legally binding constraints to NUDP implementation.

a) Systematically assess Nigeria's urban-related legal framework (using tools such as the UN Habitat "Planning Law Assessment Framework (2018).

I. Harvest practical and appropriate recommendations for reform with special attention to land use, land administration and urban planning governance through a

comprehensive review of the legal and regulatory compendium related to urban management, assisted by legal experts and overseen by a legal task force.

b) Conduct/Conclude Reform of Land Use Law and Administration.

i. Escalate past efforts at land reform, notably through the Presidential Technical Committee on Land Reform (PTCLR), to facilitate Systematic Land Titling and Registration Framework by adopting a "Business Unusual" approach in shaping land administration to achieve innovative solutions that ensure inclusive and efficient land access, formalisation, regularisation, and tenure security;

ii. Unlock prospects for scaling up systemic land tenure registration and streamline the sporadic land administration system through the adoption of techniques that de-personalise the land administration process using risk categories, delegate the power of consent to commissioners, digitise it, quickly regularise massive numbers of plots through techniques such as bulk registration or regularisation processes such as being piloted in Lagos.[2]

iii. Mandate Land Use and Allocation Committees (LUAC) are to reflect the social identities in their constituencies and provide for the digital and transparent management of data on registration and transactions, supporting accurate land valuations and allowing for a more fluid land market.

c) Reform/strengthen the Nigeria Urban and Regional Planning Act 1992 to statutorily enforce sustainable urban planning and governance principles at all scales, with particular attention to city and metropolitan scales in line with the current and projected urban landscape.

l. Define and adopt uniform legislation on Urban Classification to unlock untapped potentials of efficient urbanisation management and create more viable and manageable areas of metropolitan governance.[3] A recommended tool is the new UN ECOSOC Global Urban Monitoring Framework that classifies urban areas based on a "Degree of Urbanisation" (DEGURBA) approach, which provides a standard urban definition that facilitates comparative analysis and improvement as well as mapping and ICT data collection and management to help monitor achievement of the SDGs and NUA. [4]

4.3.1.3 Review and update building, construction and development codes for safety, security, durability, affordability and climate responsiveness.

This policy aims to bring codes up to date to meet the current driving conditions and determine how to strengthen enforcement.

Facilitate enforcement of construction and development activities through promoting collaboration and partnership between development partners and public and private institutions towards conducting the:

i. Review all building codes for compliance with national regulations on fire safety,

construction safety, flood and climate hazard resilience, and update accordingly.

ii. Review all building codes to ensure flexibility in upgrading with climate-friendly solutions, including low-energy options and materials, as well as more resilient design and construction, taking into consideration BEEC guidelines.

iii. Review of state codes for enforcement of urban plans, development and building control regulations (by both public and private entities) in collaboration with law enforcement and communities to develop state or LGA-wide consensus on weaknesses in enforcement and adoption of enduring solutions to ensure compliance with the urban plan.

4.3.1.4. Advocate for increased compliance with NURPL on the establishment of vertically and horizontally integrated urban management bodies: Commission (Federal), Boards (States), and Authorities (LGAs) at all levels.

This policy aims to help states comply with the NURPL rules for establishing official urban management bodies and ensure they are operational, transparent, and vertically integrated.

a) Advocate strongly for effective urbanisation management governance in compliance with NURPL at State and Local Scales.

b) Support systematic and transparent integration of all urban management operations through the promotion of vertical and horizontal alignment between federal, state and local NUDP implementation by preparation of state SUDPs, utilising guidelines for SUDP preparation and implementation developed by the NUDP Strategic Unit at the FMHUD.

4.3.1.5 Support Reform of states-level urban management operations under expanded strategic leadership role to facilitate domestication and implementation of NUDP by FMHUD

This policy seeks to achieve an institutional restructuring of state-led urban management functions towards capacitating states in their "strategic leadership role" in managing urbanisation and empowering LGAs to serve effectively as the public-facing delivery partners. To this end, the NUDP will:

a) Support capacity development to enhance the performance of state-level strategic urban management roles towards achieving:

I. Improved High-level strategic management and coordination of inter-state regions, intra-state regions, and the urban-rural continuum.

ii. Improved High-level strategic management and coordination of SUDP, state and regional structure planning, state and regional integrated development plans, and capital investment planning and budgeting.

iii. Expansion of horizontal and vertical coordination functions.

iv. Improved delivery of integrated state and regional-level trunk infrastructure aligned with regional and urban plans.

v. Adequate and effective supervision of strategic land

management units (see Pillar 5).

vi. Improved performance of High level management of ICT related functions for a fully integrated digital system across the state urban management.

b) Formalize civic participation processes, human rights, equity and inclusion in urban management through:

i. Mainstreaming of inclusion and participatory approaches in procedural guidelines and standard operating procedures towards mobilising human, social and financial resources to achieve realistic solutions to urban challenges.

ii. Facilitate implementation of efficient public financial management at state and LGA levels to support the establishment of strong "social compacts", which will help to mobilise funding for public goods, rounding out the "virtuous cycle" leading to prosperity and well-being as urban spaces and places become humanised and cities become more than bricks, mortar, and hardware.

c) Establishment of state-level Technical Assistance units to support the establishment of new town and metropolitan entities and guide the devolution of relevant functions.

d) Establishment of Technical Assistance units to support management reform processes LGAs

4.3.1.6 Advocate for the establishment of city and metropolitan urban management agencies where appropriate.

This policy aims to establish an institutional framework for establishing the city/ metropolitan level urban management agencies. This policy outlines three critical elements in the establishment of city and metropolitan urban management agencies via a deliberate step-by-step process:

a) Develop a framework for establishing city and metropolitan urban management agencies that provide guidelines for establishing the agency, operationalising the agency, and formalising civic participation and inclusion in the city/metropolitan scale urban management process. The NUDP will facilitate these processes through the following:

i. Guide states towards facilitating the startup process for their subsidiary entities with professional city management or assistance from NUDP Strategic Unit TA if required.

ii. Support the establishment and orientation of core startup leadership teams with potential embedding at a similar entity.

iii. Establish legal foundations, including mapping and gazetting designated areas based on state and regional 30-year growth projections, that align with the principles of the urban-rural continuum. Already established cities at this time align their boundaries with future growth and LG delineation.

iv. Adopt a comprehensive communications strategy to build public awareness and bring public sector stakeholders to the agency design process to ensure coordination and integration across all stakeholders, both

vertically and horizontally, are maximised formally and procedurally from the onset. Key organisational issues for consideration at this stage include Office facilities that lend themselves to modern city management functionality, ICT and data management, adequate staffing and operational resourcing. The FMHUD could provide guidance on standard management frameworks and estimated budgets that could be customised based on local needs.

b) Capacitate (or functionally reform) city and metropolitan agency urban management operations to enable them to deliver the goals of the NUDP and SUDP through:

I. Adoption of organisational structure aligned with Integrated Planning/Development and Planning Subsidiarity principles.

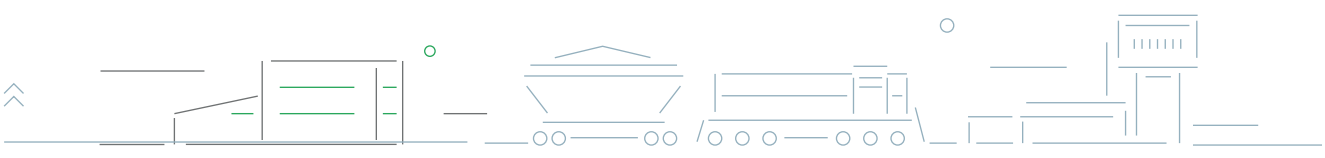
ii. Implementation of operational activities, including the following:

- Long Term Structure Planning;
- Strategic Land Management and Bank;
- Integrated Infrastructure Planning and Delivery;
- Development Control at the District scale;
- Public Private Partnership Operations;
- Neighbourhood/LG One Stop Shop Supervisory and Capacitation;
- Support units such as GIS, ICT, Research, etc.

iii. Adoption and implementation of appropriate coordination procedures, including internal coordination, full-scale coordination across line ministries and vertical integration with state, local, (and federal where needed) entities.

iv. Onboarding organisational management and commitment of budget lines for the hiring of dedicated staff and procurement of office and conference space, digital equipment, transportation, and other expenditures required to integrate land, planning, transportation, environmental planning, and development control activities, as urban management requires devoted

THE LACK OF A COMPLETE AND SOUND INSTITUTIONAL FRAMEWORK FOR URBAN MANAGEMENT IS A ROOT CAUSE OF MANY FAILURES IN URBANISATION AND PUBLIC SERVICE DELIVERY IN NIGERIAN CITIES.



PILLAR 3: EFFECTIVE URBANISATION INSTITUTIONS AND GOVERNANCE

Objective: Effective urban governance and institutional system that will result in sustainably planned and well managed urbanization.		
OUTCOMES	PRIORTY POLIES	STRATEGIES
1. Major national polices are harmonized with NUDP.	1. Integrate and harmonize NUDP horizontally and vertically with national and state policies.	1.1. Harmonize NUDP horizontally across Federal Government policies.
		1.2. Domesticate NUDP at the state level with SUDP.
2. Nigeria and state legal frameworks are reformed to support establishment of municipal urban management, efficient land delivery, and safe and climate responsive construction.	2a. Support reform of urban management legal framework to enable city/metropolitan urban management and increase land registration.	2a.1. Conduct assessment of the Nigerian urban-relatived legal framework.
		2a.2. Help reform land use regime.
		2a.3. Reform urban planning law.
	2b. Review and update building, construction and development codes for safety and security, to ensure safe, durable, climate responsive, and resilient cities and built environment.	2b.1. Update National Building Codes to deliver safe, affordable, technologically appropriate, climate friendly and green construction.
		2b.2. Review and reform state codes to remove binding constraints to NUDP implementation, sustainable urban development, and give teeth to enforcement mechanisms.
		2b.3. Streamline and standardize the regulations and procedures for development control and devolve approvals to LGA and city/metropolitan levels (with supervision at state level as needed).
3. Urban Governance bodies are established at all scales and vertically integrated.	3. Establish and vertically/horizontally integrate urban management official bodies (Commission, Boards, Councils) at all scales.	3.1. Prepare organizational and management models for councils and city management operations, business processes and standard operating procedures.
		3.2. Design and operationalize systematic and transparent vertical integration of all urban management operations.
4. State Urban Management systems are reformed to make states the strategic directors; cites and metros are the urban managers; and localities are the delivery partners.	4a. Reform states urban management operations to enlarge strategic leadership role, reform business processes, and domesticate NUDP.	4a.1. States expand their strategic urban management roles.
		4a.2. Formalize Civic Participation, Human Rights, Equity and inclusion in Urban Management.
		4a.3. Instate state level TA unit to support the establishment of new city and metropolitan entities (like Strategic NUDP Unit does for states) and devolve those functions.
	4b. Establish city and metropolitan urban management agencies where appropriate.	4b.1. Facilitate city and metropolitan agency startup.
		4b.2. Operationalize (or functionally reform) city and metropolitan agency urban management operations capable of delivering NUDP and SUDP.
	4c. Provide leadership and TA to assist LG establishment of One Stop Shops, Neighborhood Development Units, Slum Upgrading Units and Development Control.	4c. States provide leadership and TA to plan and capacitate LGAs for establishment of One Stop Shops, Neighborhood Development Units, Slum Upgrading Units and Development Control.

4.4 PILLAR 4: SUSTAINABLE URBAN PLANNING AND LAND MANAGEMENT

Objective: To instate coordinated and reliable land management systems in all states, across all scales, and through the urban-rural continuum; that effectively, transparently, and inclusively delivers sustainable cities and settlements in Nigeria.

PILLAR 4: SUSTAINABLE LAND PLANNING AND LAND ADMINISTRATION

1 NATIONAL, LARGE SCALE REGIONAL AND STATE SPATIAL STRUCTURE PLANS ARE COMPLETED TO A 2050 TIME HORIZON TO SERVE AS A BASIS FOR MUNICIPAL AND LOCAL PLANS

2 CITY/METROPOLITAN STRUCTURE PLANS ARE COMPLETED TO A 2050 TIME HORIZON

3 STRATEGIC LAND MANAGEMENT AND DELIVERY AT STATE LEVEL IS INSTITUTIONAL STRENGTHENED

4 URBAN INNOVATION IS THRIVING IN NIGERIA, BASED ON THE EXPERIMENTS OF STATE LEVEL INNOVATION LABS THAT DEMONSTRATE AND PILOT SUSTAINABLE URBAN SOLUTIONNS

Properly planned and well-managed urban areas are critical for an economically viable, prosperous, sustainable, and peaceful nation.

Nigeria is expected to add 212 million urban dwellers by 2050, almost doubling the current population.[1] As a result, urban areas in Nigeria are growing feverishly but without much planning. Most existing plans are outdated, excessively aspirational, without a future orientation, or sit on shelves without public access.

In general, urban planning in Nigeria has tended to be short-term and incremental, adding on to the existing settlement pattern, without consideration of the long-term demographic projections, their spatial requirements, or a holistic overview of the interlocking regional, city, local, and neighbourhood scales in a "system of cities and places." Formal land development that does occur tends to be auto-oriented suburban sprawl that consumes resources disproportionately and promotes increasing congestion. Development control is difficult because there are either no plans against which to control or such plans that do exist are difficult to ground because they are not geo-referenced. This results in unplanned settlements that are overcrowded, unhealthy, unsafe and without security of tenure.

Though delays in the land delivery process have often also been attributed to the Land Use Act (1978) due to its ties to the 1999 Constitution, which stipulates conditions that preclude its revision, it is acknowledged that pragmatic steps are required to be taken immediately to reform the land administration process and improve its capacity to cope with the

demands of rapid urban growth.

While several states have adopted urban development plans, land reform pilots, and land administration reforms, the Federal Government has addressed the affordable housing challenge through myriad affordable housing and slum upgrading policies and programs, including articulating proposals to scale up these programs and unlock constraints.[ii]

The adoption of urban planning and land management can serve as powerful tools for implementing the vision of sustainable cities in Nigeria if systematically designed, methodically organised, resourced, and diligently applied. This policy seeks to ensure that planning and land management cater to the needs of all stakeholders and citizens, allowing the co-creation of sustainable cities and boosting the involvement of stakeholders in delivering a sustainable urban vision and the "Urban Dividend."

4.4.1 Priority Policies

4.4.1.1 Facilitate the adoption of a framework of integrated National, Sub-Regional, and State-level Spatial Plans.

This policy aims to complete national and regional structuration plans that will set the stage for smaller-order plans and to build popular awareness, political will and technical capacity to use principles of sustainable urbanism.

a) Promote large-scale structure planning as a critical policy element in spatialising and grounding national goals, enabling informed decisions on the identification of locations for key national facilities and the exploitation of natural resources, and providing a basis for state, regional, metropolitan, city, and local plans to evolve.

This level of planning will achieve the following:

i. Harmonize knowledge across horizontal and vertical scales to avoid patchwork or contradictory plans;

ii. Establish a benchmark instrument to project national population growth, allocate economic and land use and make course corrections in other policies where they misalign with resource constraints or other ambitions;

iii. Serve as a vehicle for national communication or "national dialogue" on sustainable urban planning and the 'Urban Dividend' to build political will among leadership.

Key components of national, regional and state-level spatial structure planning are:

- Economic geography analysis, which will identify economic trends and strategically structure economic geographies;
- Resilience analysis, which will identify hazards and protected lands;
- Strategic population allocations and concomitant trunk infrastructure structuration; and,
- Resolution of spatial imbalances in zonal resource allocation and development.

b) Support governments in budgeting for, prioritising, and procuring advisory teams to initiate or complete national and regional plans.

c) Promote the use of the planning process as a strategic opportunity to build political will and technical capacity on principles of

Sustainable Urbanism.

4.4.1.2 Implement City and Metropolitan Structure Planning Across the 'Urban-Rural Continuum'.

The focus of this policy is to complete plans that will underpin and help develop the Nigerian "system of cities."

a) Support the preparation of city and metropolitan structures and urban plans using relevant tools and techniques for planning at the appropriate scale (especially green and grey systems).

- Strengthening the structure of the planning process by using hazard risk and resiliency planning as the backbone of the planning process. This approach uses a terrain-based and environmental hazard analysis to produce a Green Network Plan (see Pillar 4). The "Green Network Plan" can be used to structure the "backbone" of both urban growth and rural transforming areas, tying them together across their geographies, which are often transcended by rivers, wetlands, and other natural features. Extending green fingers into the built-up areas can host urban agriculture, tourism, and non-motorized transport; help build climate resilience against heat island effects; and provide physical and mental health and amenity services.
- The Use of Resilience mapping to inform zoning plans, with preserved, protected and hazardous "no build" zones framing the identified development zones, which will have their own density allocations. After these are determined, infrastructures can be strategically allocated to service projected populations through "Integrated Development Strategies" for short, medium, and long terms and "Capital Investment Plans" at all scales.
- The use of Structure planning as a high-level process will be complemented with indicative detailed plans (such as CBD or priority neighbourhood plans and acupuncture projects) that help improve public understanding of projects and how they will shape urban landscapes in the long term.

b) Support the application of the 'Transect Model' in the planning framework, which looks at the urban-rural continuum, not just at discrete zones and promotes flexibility and gradual transition between zones while giving consideration to local architectural typologies and balancing density requirements for planning in compact centres to protect agricultural land, inhibit sprawl, and receive the multiple benefits of sustainable urban design. This model would provide a template for developing physical planning guidelines for adaptation by the States and LGs, thereby simplifying formal planning and providing a communication tool to facilitate participatory planning activities. The Transect Model will also:

- Allow identification of different density zones and enable better understanding of the socio-economic-spatial functional requirements at a finer grain than with traditional planning;
- Support the inclusive design of urban areas better serving vulnerable populations, women

and youth, because they are not segregated by income, only by form and

- Allow for mixed-use urban design that promotes economic development.

c) Integrate Transportation and Land Use Planning at every scale.

Towards addressing the mobility challenge in Nigeria's urban centres, the NUDP will promote a 'business unusual' approach to transportation planning that better supports the well-functioning economic densities needed to derive benefits from the Urban Dividend based on the following concepts:

I. Focus on Mobility rather than solely Automotive Solutions: The policy will adopt a strategic focus on the broader concept of Mobility, which implies a wide and flexible system of ways to "get around" instead of a focus on automotive solutions and roads. Shifting the lens from the hardware to the "act" of mobility opens up diverse opportunities in "mobility as a service" and the potential for "multi-modality", including collective transport, small vehicles (both motorised and non-motorized), electric vehicles, ride-hailing, non-motorized transport (NMT, including micro-hauling vehicles, bicycles and walking), along with their supporting infrastructures (such as multi-modal transit hubs, light rail corridors, NMT corridors (including greenways), electric charging stations, bike storage, etc.).

Multi-modality will remain a lynchpin of this concept, which involves facilitating the choices available to the public to use and transfer between different modes of transport. Specific focus would be transport affordability, accessibility, safety, and security for all, especially for women, school children, the young, and the old.

ii. Adoption of the '15 minute-city' principle of neighbourhood hubs land use and transportation planning: The policy envisages cities are structured around neighbourhoods in which all types are clustered within walking or non-motorised transport (NMT) distances from home. Creating a constellation of clustered functions closer to neighbourhoods would reduce the need to travel often or for long distances, reducing the literal and opportunity costs of their time, the cost of transportation infrastructure, and the contributions to greenhouse gas emissions.

This approach contributes to well-being through healthy mobility. It enhances social capital functions needed for a secure society by allocating people's "found time" to positive community, enterprise, and household needs. The design of 15 minute-cities will be supported by closely coordinated urban management.

iii. Integrated mobility and land use planning: Contemporary sustainable urbanisation principles require that land use and transportation planning are addressed seamlessly as integrated exercises, not in parallel, with neither being "added on top" of the other.

This principle adopts mobility systems as a structuring tool for land use density allocations through "transit-oriented development (TOD), in which networks of transit hubs of all scales connect along to the "last mile" with local micro-transport, NMT, or walkable public realms.

This approach will also promote vertical development as a transport function, using stairways and elevators to bring people closer to transit hubs than horizontal auto-oriented sprawl. In this way, land use and transport are seamlessly integrated, and the cost factors of higher-density construction can be revised to incorporate mobility costs. To achieve integrated mobility and land use planning, its management process must also be integrated through close office proximity, schedule coordination, procedural guidelines, and practical demonstrations of the concept.

d) Ensure strategic integrated planning of all infrastructure across sectors.

The policy will promote Integrated infrastructure planning and development to achieve more effective and cost-efficient strategic planning and capital investment by location and need rather than randomly. Construction costs could be shared across design and build functions, and beneficiaries could benefit from more effective public service delivery in the long run. Other related concepts, such as "Complete Streets", would be considered as a means to further integrate planning and construction.

At the same time, utilities would be encouraged to collaborate by using "utilidors" and common rights of way instead of randomly locating their trunk lines, resulting in significantly less land acquisition cost and disruption during construction and maintenance.

The concept would be supported through the following activities:

- Promoting strong cross-collaboration between Ministries, Departments and Agencies (MDAs) across Infrastructure silos by coordinated planning at every scale.
- Facilitating improved collaboration with relevant agencies across all tiers of government to establish standard guidelines for infrastructure integration, sustainability, operations, and maintenance of infrastructure that will filter down to the local scale and Neighbourhood Development Unit.
- Establishing mechanisms to ensure infrastructure-providing MDAs align with structure plans, master plans, strategic development plans, and capital investment plans before budgeting or construction.
- Promoting and prioritising sustainable, green, accessible, and reliable infrastructure solutions before structure and master planning.
- Working closely with private sector partners and communities to explore efficient, innovative, and

community-acceptable solutions.

- Developing capacity to facilitate Public-Private-Partnerships (PPPs) in construction, operation and maintenance.
- Developing capacity to facilitate community-based infrastructure solutions.
- Maximising efficiency technology where possible to reduce consumption and facilitate operations.
- Establishing an infrastructure maintenance compact with public, private and community entities.

4.4.1.2 Strengthen strategic land delivery and management capacity at the state level.

This policy aims to establish practical yet strategic land programs that will more efficiently deliver land to individuals and for development.

Effective land management is a fundamental requirement for sustainable urban development, and each of the seven Pillars of the NUDP addresses land reform in diverse ways.



This Priority Policy will be driven by three strategic and pragmatic objectives to facilitate more efficient land management and administration, namely: Encouraging fast tracking Systemic Land Titling and Registration; Encouraging the standardising, simplifying and digitising of sporadic land titling and registration processes (that will then be administered under activities in Pillar 7: Delivery); and, Establishment of a department or unit for strategic long term land management. The functions will all be supported with adequate allocation of funds and resources, along with targeted professional expertise.

Strategic activities to be implemented will involve the following:

a) Establish strategic land management units to oversee land administration reforms, undertake land bank management, develop land strategy, and supervise LGA land administration. To facilitate the mid-spectrum functions[1] of Urban planning and management, this activity will coordinate the middle-ground activities required to guide strategic land management and set the stage for accurate and efficient delivery of development permitting (Pillar 6) and will involve:

   I. Working with MDAs, stakeholders, private sector and rural, traditional and community leaders under the structure planning process to identify/map lands that should be protected, preserved, or set aside as hazardous, environmentally or culturally sensitive, or undevelopable.

   ii. Identifying blocks of land that can be developed, re-densified or settled, working with planners to insert them into structure and zoning plans,

   iii. Collaborating with the Systematic Land Titling and Registration (SLTR) team to identify opportunities for group SLTR in relevant zones.

   iv. Collaborating with communities that want to redevelop using land readjustment or coordinating with housing offices to develop community housing/co-housing.

   v. Working with infrastructure agencies to identify and map land corridors for large road and utility "Rights of Way,"

   vi. Negotiating and managing land banks and identifying options for future land rights.

   vii. Facilitating and protecting the rights of the vulnerable (women and squatters, youths) to access land with opportunities for grievances redress.



THE LACK OF A COMPLETE AND SOUND INSTITUTIONAL FRAMEWORK FOR URBAN MANAGEMENT IS A ROOT CAUSE OF MANY FAILURES IN URBANISATION AND PUBLIC SERVICE DELIVERY IN NIGERIAN CITIES.



b) Revitalize land administration in Nigeria by scaling up Systematic Land Titling and Registration (SLTR) and streamlining the sporadic land titling process.

A cardinal objective of this policy is to significantly improve Nigeria's rating on the World Bank Doing Business rankings for Registering Property[i] by implementing reform of its land registration processes through the following:

I. Conduct extensive awareness building and advocacy to improve public perception of the value of land titling and registration in the light of global evidence indicating that LTR unlocks land market fluidity and benefits individuals who can use it for collateral against business loans and mortgages, thus stimulating economic development and the housing sector.

Moreover, modest and progressive land taxation (especially if it captures the value of commercial vertical development) can benefit everyone if it is directed at public service delivery.

ii. Take steps to unblock the Systematic Land Titling and Registration process. SLTR is an efficient, "fit for purpose," and cost-effective way to deliver bulk land registration using innovative techniques, including ortho-imagery, GPS and other relevant technologies.[ii] Successful pilots were completed in Cross River, Lagos, Kano and Kaduna. It is time to continue that work.

iii. Build on SLTR regulations drawn up by the Presidential Technical Committee on Land Reform (PTCLR), which include a review of the following regulations: Regulations on Registries, Regulations on Mortgages, and Regulations on Sectional Titles.[iii]

c) Standardize and simplify sporadic land titling and registration tools: The redesign and digitisation of the land delivery process and establishment of a Land Information System would be a top

priority for all states, as it will dovetail with the SLTR delivery—this exercise, which would be conducted in states in conjunction with the Federal Government. Once re-designed and regulated, the land administration operations would be digitised at local One Stop Shops monitored by the states online.

4.4.1.4. Establish and operate Innovations Labs that act entrepreneurially to test, demonstrate and pilot "frontier' concepts, technologies, and urban design.

This policy aims to provide a welcoming space to test and catalyse urban innovation in Nigeria based on the experiments that demonstrate and pilot sustainable urban solutions.

i. The Federal Government would work towards establishing one 'Innovation Lab' across the Six Geopolitical Zones.

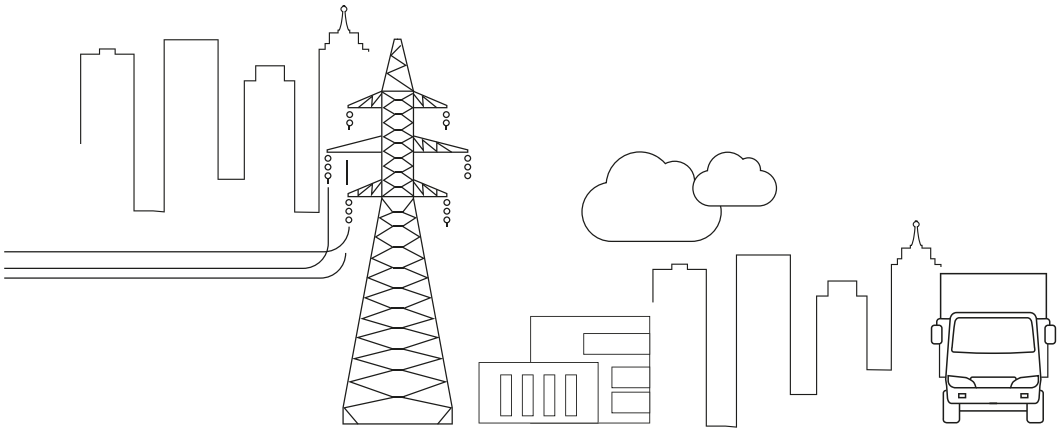
ii. Innovation Lab staff would be mandated to:

- Manage the Innovation testing process, including preparing plans, mobilising budgets and funding, and operations.
- Produce demonstration projects, monitor success, and share with the Nigeria Innovation Lab network.
- Develop a program of innovative approaches to public awareness of the NUDP, the Urban Dividend, and sustainable urbanism, such as acupuncture/tactical events designed to kinesthetically promote innovative sustainable urbanist solutions; tangible examples of best practices and models;
- Conduct exhibitions at public places such as shopping or concert venues where cultural creatives frequent; exhibitions at urban conferences; design/build competition to demonstrate green/sustainable neighbourhood models; tactical urban exemplars and showcase them in documentaries;
- Conduct peer-to-peer education through forums, workshops, and study tours.

PILLAR 4: SUSTAINABLE URBAN PLANNING AND MANAGEMENT

Objective: To produce sustainably planned and well managed urbanization.

OUTCOMES	PRIORTY POLIES	STRATEGIES
1.National, Large scale regional and state spatial structure plans are completed to a 2050 time horizon to serve as a basis for municipal and local plans.	1. Complete National, Large-Scale Regional Planning, State and Territorial (regional) level structure plans, using process to build capacity on sustainable urbanism and NUDP.	1.1. Budget and procured necessary advisory teams.
		1.2. Use Planning Process to build Political Will and Technical Capacity on principles of Sustainable Urbanism.
2. City/metropolitan structure plans are completed to a 2050 time horizon.	2. Conduct City/ Metropolitan Structure planning across Urban-Rural Continuum.	2.1. Prepare City/Metropolitan Structure/ Urban Plans.
		2.2. Integrate Transportation and Land Use Planning at every scale to reduce congestion and improve mobility.
		2.3. Ensure Infrastructure delivery is sustainable, inclusive and coordinated with official plans.
3.Strategic Land Management and Delivery at state level is institutionally strengthened.	3. Strengthen strategic land management and delivery capacity at the state level.	3.1. Establish strategic land management units to oversee land administration reforms, undertake "strategic" land management, including land bank management, and supervise LGA and land administration.
		3.2. Revitalize land administration in Nigeria by scaling up Systemic Land Titling and Registration (SLTR) and streamlining sporadic land titling process.
		3.3. Standardize and simplify sporadic land titling and registration.
4.Urban innovation is thriving in Nigeria, based on the experiments of state level Innovation Labs that demonstrate and pilot sustainable urban solutions.	4. Establish and operate Innovations Lab that act entrepreneurially to test, demonstrate and pilot "frontier" concepts, technologies and urban design.	4.1. Establish and manage Innovation Labs.
		4.2. Produce demonstration projects, monitor success, and share with Nigeria Innovation Lab network.



4.5 PILLAR 5: DYNAMIC URBAN-RURAL CONTINUUM ECONOMY AND SHARED PROSPERITY

Objective: To use sustainable urban/territorial development and effective management to stimulate inclusive and equitable economic growth and prosperity for all Nigerians.

1 ECONOMIC AND INDUSTRIAL POLICY ALIGN WITH NUDP TO GENERATE ECONOMIC BENEFITS OF SUSTAINABLE URBANIZATION MANAGEMENT

2 URBAN ECONOMY SYSTEM IS SPECIALIZED ACROSS URBAN-RURAL CONTINUUM, CREATING "URBAN RURAL LINKAGES" WITHIN A "SYSTEM OF CITIES" AND LED SPACES AND PLACES

3 STATE AND LOCAL MUNICIPAL FINANCE AND PPPs SYSTEMS ARE STRENGTHENED TO HELP FINANCE URBAN DEVELOPMENT.

4 AFFORDABLE HOUSING AND NEIGHBOURHOOD DEVELOPMENT FINANCE IS AVAILABLE TO MEET PROJECTED DEMAND.

Sustainably planned and well-managed cities are drivers of urban and national economies, which in turn support sustainable development as part of the 'Urban Dividend,'[73] according to the World Bank study of 750 global cities ", Competitive Cities" (2015)[74] while two important studies of African economic geographies: "African Cities: Opening Doors to the World"[75] and "From Oil to Cities: Nigeria's Next Transformation" lay out the mechanisms for making this happen.[76]

Nigeria boasts of the megacity of Lagos and a few other cities that are jointly responsible for producing the bulk of the national GDP.[77] However, the remainder are yet to harness its economic geography potential and economic development ambitions in policy or management and urban development sprawls without exploiting the economic potential of "systems of cities" - structured hierarchies of networks and density. Therefore, the potential economic advantages of integrated land, infrastructure and public service provision are missed.

Moreover, Local Economic Development (LED) programs, Green Economy, and industrial development activities are yet to be strategically spatialised, thereby denying them the benefits derivable from economic networks. While the informal economy deserves increased focus, cross-state regional development is constrained by limited cooperation. Focusing on infrastructure as a solution to economic growth is inadequate as this would be better founded on well-integrated spatial plans that facilitate innovation and economic dynamism.

The lack of economic and urban policy integration also implies that the value of a strong public and municipal finance system as a vehicle to mobilise resources by delivering own source revenues back to the states and cities for

recycling into public services has been largely overlooked. Likewise, Nigeria's housing finance regime, while providing some support to the growing middle class, is yet to adequately provide the spatial solutions required to address the challenge of housing affordability and its potential to boost the national economy through the expansion of the construction industry.

By strongly linking economic and urban spatial visions, this Pillar outlines policies that can help Nigeria benefit from their integration and help achieve the 'Urban Dividend.'

4.4.1 Priority Policies

This policy aims to improve the horizontal alignment and integration between NUDP and national economic development policies.

4.5.1.1 Integrate Sustainable Urbanism into national economic development and industrial policy.

a) Support the harmonisation of national and state economic development planning with NUDP. While promoting the principles and logic of Integrating Sustainable Urbanism into national economic development and industrial policy, policy harmonisation dialogues with relevant economic development agencies will be undertaken as a top priority.

Supported by dedicated high-level expertise conversant with the "Urban Dividend" process, the dialogues would advocate for reforms in systemic land registration and explore opportunities for strengthened public financial management that will be calibrated to the ministerial policy and budget calendars to facilitate successful integration.

b) Promote spatialisation of economic development policies and programs. In support of the policy dialogues and potential reforms, the NUDP would promote the basic principle of 'Spatializing Economic Development,' using the concepts of 'System of Cities and Settlements,' the 'Urban-Rural Continuum,' as well as the spatial planning of rural-urban linkages needed to achieve the Urban Dividend.

4.5.1.2 Spatialize the urban economy system at all scales along the Urban-Rural Continuum, creating an integrated hierarchy of economic places within the "system of cities."

This policy focuses on the implementation of harmonised policy (achieved in Policy 1) by spatialising national economic development, industrial development and LED policies. In doing so, it stimulates economic dynamism by providing a conducive spatial structure for them to operate.

a) Spatialise the regional economy through intentional economic spatial structure planning.

i. Enhance regional planning processes by establishing planning protocols and undertake activities that will reinforce urban-rural linkages, the urban-rural continuum and metropolitan/regional spatial and economic structure planning of 'System of Cities' with a time horizon of not less than 30 years.

ii. Utilise conventional and innovative analytical tools to assess existing patterns and trends for economic clustering

and agglomeration, deploying appropriate economic and geographical analysis such as UN Habitat's 'Spatial Development Framework' analysis conducted with community involvement.[vi]

iii. Mainstream urban planning and management protocols that emphasise 'clustered' mixed-use economic/productive activities at all scales, including industrial estates and business parks; town centres, markets, and shopping centres; small and micro businesses; and recreational and tourist resorts, with an enhanced focus on integrating projects with neighbourhoods and towns rather than on gated privatised projects.

b) Pilot and Mainstream Local Economic Development (LED) into Neighbourhood Development Planning

i. Promote design projects that deliberately and spatially facilitate linkages between urban-rural economic networks of food production, packaging, marketing and distribution in urban areas. Support urban farmers' organisations by designing, programming, and constructing co-located spaces for education, loans, and agricultural inputs and regulating them.

ii. Emphasize neighbourhood and town scale design using a '15-minute walkable town' principal centring on mixed-use "Neighbourhood Hubs", including space for local businesses/workspaces, markets, ICT, innovation activities and enabling environment functions.

iii. Promote special land-use and housing design concepts to cater for the needs of micro and small enterprises (office, production, and retail space) in a conducive and easily accessible working environment in all approved development plans.

iv. Develop the LED Green Economy by linking business development to neighbourhood urban design and development (Pillar 7) that:

- Links "space" for the circular economy of waste management with small business development of recycling, composting, and "upcycling" industries (turning trash into marketable commodities);
- Links integrated water resources management with small business of rainwater harvesting, permeable pavement, and landscape materials; and,
- envisages neighbourhoods primed for distributed grid and solar installation economies.

4.5.1.3 Improve Public Financial Management (PFM) and Public Private Partnerships (PPPs) systems to expand finance of development.

This policy addresses the reform of public and municipal finance systems required to unleash the flow of Own Source Revenues for urban development and public service delivery.

a) Enhance Own Source Revenue (OSR) levels through reformed and integrated Public Financial Management Systems (PFM) at metropolitan, city and LGA scales. Strategies include

- Build and strengthen the

integrated capacity of states and LGAs to build capacity to source own funds and revenues for urban development;

- Facilitate adequate and transparent mobilisation, allocation, disbursement, and cost recovery of diversified financial resources;
- Institute appropriate mechanisms for effective recovery of debts and collection of service charges for public services

b) Develop innovative Public Financial Management (PFM) systems that will enhance the delivery of "Urban Dividend."

- Develop value-capture mechanisms to expand local governments' capacity and revenue base and build accountability to the citizenry.
- Consider the application of short-term tax and fiscal innovations to support the expansion and formalisation of small-, medium- and micro-enterprises (SMMEs) and poverty alleviation (such as tax holidays and progressive subsidies) programmes.

c) Expand the use of innovative and inclusive Public Private Partnerships.

d) Explore prospects for accessing funding from climate-friendly international asset and property managers and investors.

4.5.1.4 Strengthen access to housing and neighbourhood development finance and affordability.

The focus of this policy is to provide inclusive access to housing finance or affordable housing through construction, finance, and non-construction-related strategies.

a) Enhance enabling environments for affordable housing finance and materials.

i. Prepare realistic housing market analyses of actual demand by income strata of existing and future populations, that clarify household demand on an "ability to pay" basis and show the housing demand pyramid in simple terms.

ii. Explore opportunities to use digital banking platforms for housing or construction finance with Nigerian startups.

iii. Explore innovative building materials and consider establishing de-risking mechanisms, community materials enterprises, bulk purchasing and other techniques to reduce materials costs. Work with the Nigeria Climate Department to develop locally produced green, affordable building materials.

b) Expand and strengthen non-construction solutions to reduce the cost of housing.

i. Establish a position of a "supply chain oversight entity" to undertake strategic management of the affordable housing materials supply chain, grow it and help develop LED and SMEs to maximise green and affordable building materials.

ii. Research relevant and affordable housing innovations not tied to direct costs, such as cluster housing design, co-housing and

community housing, partially shared facilities, incremental housing, sites and services innovations, accessory dwelling units, site densification, and site re-organization.

iii. Foster partnerships among stakeholders (PPP, Public-public, etc.) for efficient infrastructure and service delivery that will cut costs of services (thus reducing housing costs), especially in the development of water, solid waste management, waste-to-energy systems, as well as exploring approaches to monetising public service delivery that will generate income by bringing residents into an enterprise. This could also include reverse metering of solar power.

iv. Assess and test non-direct housing affordability policies such as land use policies that permit integration of economic and residential structures (work from home and production retail); regulatory reforms that support community sweat equity construction, relaxed controls over incremental housing and cluster housing; LED collaborations on community-based solutions to housing building materials and labour provisioning; professionalisation of affordable construction techniques and other enabling environments for affordable housing; and coordination of this exercise with the One Stop Shops (Pillar 6).

v. Establish a project wherein affordable techniques in site design, architecture, construction, building materials and labour can be tested in the field. This could be done in partnership with donors and partners.

c) Identify and legislate innovative approaches to improve housing affordability, such as:

i. Inclusionary zoning requires a certain percentage of affordable units in any new construction project.

ii. "Backyard" and accessory dwelling units and density bonuses are given to developers who increase and add affordable housing.

FOCUSING ON INFRASTRUCTURE AS A SOLUTION TO ECONOMIC GROWTH IS INADEQUATE AS THIS WOULD BE BETTER FOUNDED ON WELL-INTEGRATED SPATIAL PLANS THAT FACILITATE INNOVATION AND ECONOMIC DYNAMISM.

PILLAR 5: DYNAMIC URBAN-RURAL CONTINUUM ECONOMY AND SHARED PROSPERITY.

Objective: To use sustainable urban/territorial development and effective management to stimulate inclusive economic growth and equitable prosperity for all Nigerians.		
OUTCOMES	PRIORITY POLICIES	STRATEGIES
1. Economic and Industrial policy align with NUDP to generate economic benefits of sustainable urbanization management.	1. Integrate sustainable urbanism into national economic development and industrial policy.	1.1. Harmonize national and state economic development planning with NUDP.
		1.2. Spatialize economic development policies and programs.
2. Urban economy system is spatialized across Urban-Rural Continuum, creating "urban-rural linkages" within a "system of cities" and LED space and places.	2. Spatialize the urban economy system at all scales along the Urban-Rural Continuum, creating an integrated hierarchy of economic places within the system of cities.	2.1. Spatialize the regional economy.
		2.2. Pilot and Mainstream LED into Neighborhood Development Planning (in coordination with Pillars 4 and 7).
3. state and local Municipal Finance and PPPs system are strengthened to help finance urban development.	3. Improve state and local systems of Public Municipal Finance and PPPs to finance urban developmet.	3.1. Reform Public Financial Management System at Metropolitan/City/LGA scales.
		3.2. Develop innovative PFM system that will enhance delivery of "Urban Dividend"
		3.3. Expand the use of innovative and inclusive public private partnerships.
4. Affordable housing and neighbourhood development finance is available to meet projected demand.	4. Strengthen access to housing and neighbourhood development finance and affordability.	4.1. Expand affordable housing finance and strengthen building materials affordability.
		4.2. Expand and strengthen non-construction, non finance solution to reducing cost of housing.
		4.3. identify and legislate innovative approaches to improve housing affordability.

> **A "BUSINESS UNUSUAL" APPROACH WILL INVOLVE EMPOWERING CITIZENS AND COMMUNITIES TO TAKE A MORE ACTIVE ROLE IN THE "CO-CREATION" OF THEIR NEIGHBOURHOODS, BUILDING ON THE FORMAL AND INFORMAL EFFORTS ALREADY UNDERWAY OR USING INNOVATIVE APPROACHES.**

NIGERIA IS EXPECTED TO ADD

212 MILLION

URBAN DWELLERS BY 2050, ALMOST DOUBLING THE CURRENT POPULATION.

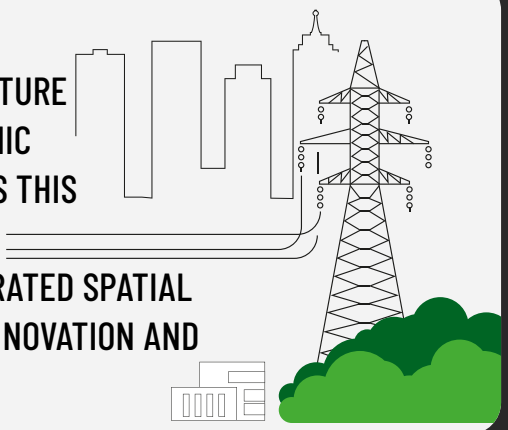
IT IS ACKNOWLEDGED THAT PRAGMATIC STEPS ARE REQUIRED TO BE TAKEN IMMEDIATELY TO REFORM THE LAND ADMINISTRATION PROCESS AND IMPROVE ITS CAPACITY TO COPE WITH THE DEMANDS OF RAPID URBAN GROWTH.

SUSTAINABLY PLANNED AND WELL-MANAGED CITIES ARE DRIVERS OF URBAN AND NATIONAL ECONOMIES, WHICH IN TURN SUPPORT SUSTAINABLE DEVELOPMENT AS PART OF THE 'URBAN DIVIDEND.

THE ADOPTION OF URBAN PLANNING AND LAND MANAGEMENT CAN SERVE AS POWERFUL TOOLS FOR IMPLEMENTING THE VISION OF SUSTAINABLE CITIES IN NIGERIA IF SYSTEMATICALLY DESIGNED, METHODICALLY ORGANISED, RESOURCED, AND DILIGENTLY APPLIED.

THE LACK OF ECONOMIC AND URBAN POLICY INTEGRATION ALSO IMPLIES THAT THE VALUE OF A STRONG PUBLIC AND MUNICIPAL FINANCE SYSTEM AS A VEHICLE TO MOBILISE RESOURCES BY DELIVERING OWN SOURCE REVENUES BACK TO THE STATES AND CITIES FOR RECYCLING INTO PUBLIC SERVICES HAS BEEN LARGELY OVERLOOKED.

FOCUSING ON INFRASTRUCTURE AS A SOLUTION TO ECONOMIC GROWTH IS INADEQUATE AS THIS WOULD BE BETTER FOUNDED ON WELL-INTEGRATED SPATIAL PLANS THAT FACILITATE INNOVATION AND ECONOMIC DYNAMISM.



UNDERPINNING HUMAN CAPACITATION AND RESOURCING IS THE PROMOTION OF A "DATA MINDSET" TO ENERGISE THE URBAN INNOVATION OPPORTUNITIES OF THE 21ST CENTURY AND THE EXPANSION OF DIGITAL SMART TOOLS ACROSS EVERY ASPECT OF THE URBANISATION MANAGEMENT PROCESS.

4.6 PILLAR 6: THRIVING ECOSYSTEM, GREEN CITIES, HEALTHY PEOPLE

Objective: To promote climate responsive, resilient and ecologically healthy urban areas that also contribute to public health, wellbeing, and circular economy.

1 URBAN AREAS ARE APPROPRIATELY SPATIALIZED TO HELP IMPLEMENT NATIONAL CLIMATE POLICY

2 FOOD SECURITY AND FOOD SYSTEMS ARE ENHANCED BY MAINSTREAMING INTO DEVELOPMENT OF "URBAN RURAL LINKAGES".

3 DISASTER RISK REDUCTION IS ENHANCED BY URBAN DESIGN AND MANAGEMENT

4 CIRCULAR ECONOMY AND HEALTHY CITIES ARE ENHANCED BY URBAN DESIGN AND MANAGEMENT

The environment is the fundamental terrain and milieu on which cities, towns, and villages are constructed, and the primary situational analysis should frame the territorial design and management of Nigeria's urbanisation.

Though climate and environment may not currently constitute the foremost crises facing Nigeria at this time,[79] their neglect comes with its peril, as it silently and relentlessly brings Nigeria and the world closer to disasters and ecosystem collapse and exacerbates all other crises confronting Nigeria.

Climate Mitigation aims to reduce the greenhouse gas emissions that cause global warming and climate change, thus averting future catastrophic climate change and ecosystem collapse.

Climate Adaptation and Resilience deals with coping with the impacts of climate change, aiming to reduce vulnerability to disasters, hazards, and changes.

Climate and environmentally responsive planning will enhance food security by dedicating suitable space and urban design that supports food systems and urban agriculture across the urban-rural continuum.

Resilience planning will also help set the stage for disaster risk reduction programs to succeed. Hazard risk mapping will help locate settlements away from disaster-prone areas and manage retreat from threats. Neighbourhood hubs can support community resilience management.

Climate and environmentally responsive land management are the basis for the principles of "Circular Economy" and "Healthy cities." When cities and regions are sustainably managed, they can contribute to new viable green economies in solid waste, water and health management.

Nigeria ratified the Paris Agreement in 2017; in 2021, the country pledged to reduce GHG emissions by 20% by 2030 and achieve NetZero by 2060, signed UNFCC COP26 agreements on methane reduction and forestry protection, and passed the Climate Act committing all MDAs to the Nationally Determined

Contributions; and established a National Climate Commission, headed by the President. This high level and comprehensive focus on climate action reflects Nigeria's commitment to climate action and forms a pivotal hinge for sustainable urbanisation.

4.6.1 Priority Policies

4.6.1.1 Plan regions and cities to enhance Climate Resilience and Mitigation of Climate Change in alignment with National Climate Policy.

This policy aims to use sustainable urban planning, design and management to help achieve the National Climate Policy.

a) Develop strong formal collaboration with all national and international entities working on Climate Change in Nigeria: This includes coordination with National Climate Desk on coordinated policy and implementation plans; exploration of opportunities and collaboration with multilateral agencies for implementation in the urban context; building strong partnerships with climate MDAs on state and urban councils to domesticate integrated urban and climate policies and to implement extant laws and policies and enforce mechanisms for climate change mitigation and adaptation; and mainstreaming climate information into Strategic NUDP Communication Policy.

USING NATURE'S WISDOM

GREEN SYSTEMS

In addition to the Blue Transect, the Green Transect (Figure 19) also follows nature's wisdom. The Green Transect System consists of wetlands, agricultural zones, forests, linear and urban parks, school athletic fields, urban agricultural plots, urban landscaping, and green roofs and walls. By preserving and linking as many green systems as possible throughout the city, several positive outcomes result, as follows.



FIGURE 19: GREEN TRANSECT

b) Mainstream climate resilience planning into spatial planning at all scales, starting with hazard vulnerability risk analysis and mapping: Through climate responsive land management, Nigeria's natural landscapes, resources, wetlands and waterways, forests, and ecosystems would be mapped, reserved, sustainably managed, or protected from development so they can contribute to GHG mitigation and climate resilience. Hazard vulnerability risk analysis and mapping will be prioritised and integrated "up front" in the planning process, at the structure planning level.

Indicative activities include:

i. Hazard Vulnerability Risk Analysis: Identification of safe and secure development sites and locations where development should be excluded, managed through hardening or nature-based solutions (NBS), or relocated through managed retreat. Hazard risk mapping technology would be adopted at all levels (satellite and lidar imagery, crowdsourcing using phones, or community GIS using hand-held GPS devices, etc.)

ii. Allocation of identified natural zones and greenways for public access to nature through the development of linking linear parks, public parks and recreation areas, ensuring citizen participation is fully engaged in the analysis and management decisions.

c) Mainstream Climate Change mitigation and resilience into management of Sustainable Urbanisation processes. The integration of principles and strategies for reducing GHG emissions and promoting resilience in Sustainable Urban design guidelines will be prioritised, emphasising such fundamental principles as the following green city concepts that emphasise structural solutions:[82]

i. Design of compact, clustered, mixed-use and transit-oriented development that curtails resource use and emissions through enhanced walkable access to daily needs through the '15-minute city' principle and reduced Vehicle Kilometers Travelled (VKT).

ii. Integration of 'Green Systems' and 'Blue Systems' to frame the city plan through promoting the use of 'Nature Based Solutions' (NBS) to manage drainage and flooding; use of trees and landscaping to reduce heat island effects; provision of street architecture to facilitate walkability and increase livability and health; restoring rivers to their ecological functions instead of serving as dumps; supporting the developing the Green Economy.

iii. Development and adoption of Sustainable site planning and building codes that detail out site-based NBS such as rainwater harvesting/retention and graywater harvesting for site use; shading and site cooling landscaping; green site materials such as permeable paving and recycled products; and native plant/food plant selection.

iv. Development and adoption of Green building and landscaping codes that focus on low-cost, climate-friendly design solutions (such as passive cooling architectural design, passive site orientation to accommodate solar and wind opportunities, passive materials selection and window shading.

v. Development and adoption of Community power and utility solutions such as community solar, environmental treatment zones, and community solid waste management.

These approaches will be adopted to improve climate friendliness in crosscutting ways by enhancing carbon sequestration in green areas, reducing heat islands (thus reducing power usage and enabling walk-around neighbourhoods), and using nature-based solutions (NBS) to manage intense rainfall and flooding. They also enhance human health by providing green mobility networks across cities, spaces for recreation or sports, and access to nature promotes the natural wellness of biophilia.

4.6.1.2 Enhance Food Security through Support to Food Systems Planning Across the Urban-Rural Continuum.

This policy aims to plan territories to enhance urban-rural linkages and provide suitable space for urban agriculture at all scales.

Recent surveys indicate that food insecurity is an important and growing challenge in Nigeria[ii], which is at risk of increasing with climate change and rising global instability. An alarming 5% to 9.9% of Nigerian urban children are malnourished, and 32% demonstrate stunted growth. (National Nutrition and Health Survey, NBS, 2018).

A special aspect of territorial planning is its potential to strengthen urban-rural linkages to advance Food Systems. Rural-urban linkages are the physical, economic, social and political connections that link remote areas to large cities through smaller towns and cities in between. The increasing demand for food and jobs among urban dwellers has also prompted attention to Urban Agriculture.

The NUDP will promote and facilitate stronger and more efficient linkages between rural and urban areas towards contributing to increased production and improved farmers' livelihoods through an integrated urban agriculture system that can be inserted widely into different parts of the city plan, including the "green network," the neighbourhood cluster, or the site plan, along with green infrastructure and green architecture.

Where links are intentional and strong, rural farmers can sell higher quality and larger shares of produce in urban markets; labourers can migrate or commute to nearby towns for seasonal work, and competition can drive innovation in the food system. The NUDP advances strategies to manage rural-urban linkages to achieve sustainable development through the following:

a) Strengthen Urban-Rural Linkages and Food Systems through Territorial Planning

   i. Strengthening of 'System of Cities and Settlements' and Rural-Urban linkages towards easing costs of foodstuffs and delivering more variety to urban areas through regional spatial planning of interconnected industrial and LED solutions that build the nodes required to support Food System processes

such as post-harvest preparation, packaging, storing, marketing, and widespread distribution of foodstuffs.

ii. Utilise the ONSDP process as a Food System analytic to foreground the Green Network, agricultural land suitability and hazard mapping.

iii. Facilitate collaboration with relevant agricultural MDAs to identify suitable land for larger-scale urban farming and ensure its reservation and incorporation into the Green Network.

iv. Plan/Establish Innovation Hubs to strengthen urban-rural economic and functional linkages.

b) Mainstream Food Systems, Food Security economies and Urban Agriculture into regional and urban planning, management codes and implementation.

i. Review urban zoning guidelines to accommodate large-scale urban agriculture in wetlands and other suitable locations (as determined by resilience and structure planning) and permit urban gardens and small farm animals if needed.

ii. Develop site planning guidelines for residential urban agriculture, including site irrigation.

iii. Promote collaboration between neighbourhoods and local communities to spatialise and develop community facilities for fertilizer, compost, post-harvest packaging and other operations that support urban agriculture functionality.

iv. Facilitate collaboration between relevant MDAs and the urban agriculture programming office to ensure adequate spatial planning for marketing events, festivals, agro-tourism, and other economic development activities. In collaboration with architects, ensure that the building code accommodates roof and wall gardens when appropriate.

4.6.1.3 Application of urban planning, design and management in support of Disaster Risk Reduction and Management.

This Policy focuses on integrating land use management and disaster risk management through practices such as hazard mapping and land regulation, resilience-oriented urban design, and prioritisation of support for hazard-affected and internally displaced persons.

Collective emergency response based on social capital is an essential element of Disaster Risk Reduction (DRR) and Disaster Risk Management (DRM). Appropriate urban design can contribute to the development of social capital through the judicious design of neighbourhood units with hubs and a welcoming public realm where people can get to know and trust each other through everyday activities. Neighbourhood hubs also support disaster risk management, such as emergency preparedness training, preparation of emergency supplies, and designation of safe places in the event of disasters.

Extensive internal displacement has also emerged among the critical urban management issues in Nigeria, with increasing migration of Internally Displace Persons (IDPs) into urban areas, accelerating population growth and

exacerbating housing shortages in many towns and cities. Poverty and the lack of access to adequate shelter are pushing some poor urban households have also been compelled to settle in locations that are vulnerable to natural disasters, presenting an iterative risk on risk.

The NUDP will facilitate seamless coordination between agencies tasked with disaster response or management, providing the spatial configurations and construction to both pro-actively minimise disaster risk and support disaster response through the following strategies, among others:

a) Spatializing disaster resilience processes: Promote the adoption of modular '15-minute neighbourhoods,' each with a central, easily accessible "resilience hub" that facilitates coordination and activation around disasters and hazards.

   I. Establishment/identification of community disaster awareness, training, planning, and protection centres to serve temporary shelter, supply storage, and first aid and resource distribution purposes.

   ii. Incorporation of mobility considerations for multiple evacuation and emergency transfer in the case of threatening disasters in Spatial planning (mobility) training and practice.

b) Adoption of resilient infrastructure solutions. Promote consideration for climate and other disaster potentials or use of nature-based solutions instead of hardware at the outset in infrastructure planning, design and installations towards avoiding hazard risk areas.

4.6.1.4 Application of spatial planning and urban design to support 'Circular Economy' and 'Healthy City' solutions in water, sanitation and hygiene (WASH) interventions for improved wellbeing

This policy encourages urban spatial strategies that promote a Circular Economy and Healthy City solutions.

Circular Economy Principles. As outputs have increased over the 20th century to create unsustainable amounts of pollution and climate-damaging carbon emissions, a new vision of the city, a circular system or "circular metabolism," modelled on nature's cyclical processes, has emerged. This circular metabolism approach, which sees outputs as damaging to urban and environmental quality, incorporates a design that reduces inputs at the front end and includes maximum recycling of outputs through the system repeatedly.

The 'Healthy Cities' concept is allied to the "Circular Economy" principles as they both emphasise environmental management and urban design with implications for human health. Urban health is a vital index of the well-being of residents in cities.

Unfortunately, Nigerian cities are facing a triple health burden of infectious diseases, non-communicable diseases, violence and injuries, and, more recently, the COVID-19 pandemic. The NUDP supports health-sector MDAs in providing urban design and spaces that help build a 'Healthy Cities' program such as:

   i. Sustainable urban design with adequate provision for local clinics at every neighbourhood hub, which can provide local preventative care, ameliorating the need for higher level secondary and primary care in

already sparse medical services.

ii. Sustainable environmental management, towards reducing adverse impacts of environmental hazards;

iii. Judicious urban spatial planning to reduce air and water pollution arising from toxic industrial emissions and fuel-based transport. Air and water pollution are central problems for human health, contributing to asthma and other underlying vulnerabilities to diseases, as evidenced in the COVID-19 pandemic.

The NUDP, through urban spatial management, will support the siting of industrial facilities at appropriately distant locations from residences and water sources, reduction in auto-oriented sprawl in favour of transit-oriented compact transit-oriented development (TOD), mainstreaming of non-motorized transport (NMT) infrastructure, installation of electric vehicle (EV) charging station networks to encourage adoption of non-fossil fuel transportation.

iv. Progressive substitution of high-input agriculture in favour of sustainable urban agriculture will heal the air, water, earth, food, and people;

v. Sustainable urban design incorporates green networks, parklands, and walkways in neighbourhoods, providing healthy physical and mental lifestyles that have ripple effects on general health, as well as promoting urban safety and security, which are key indicators of human well-being: Recommended urban design, best practices include: engaging all citizens in local area design, designing mixed-use neighbourhoods with "eyes on the street,"[84] co-creating beautiful and welcoming public realms that guarantee inclusiveness and public ownership; providing adequate health-related public services (water, sanitation, solid waste and drainage management), and considering gender, age, and disability friendly details.

a) The NUDP will support the adoption of the following strategies:

I. Institutionalize Circular Economy and Healthy City solutions into urban management and development programmes. The climate-responsive territorial spatial layouts identified in Sections 4.6.1.1 and 4.6.1.2 set the stage for local area spatial planning to underpin the programmatic rollout of the green city "circular economy."

ii. In conjunction with relevant MDAs, develop urban management tools such as Integrated Development Strategies, guidelines and regulations that will spatialise Circular Economy and integrate Healthy City principles into urban planning practice;

iii. Remote close collaboration among water, sanitation, solid waste, and health MDAs is needed to adequately

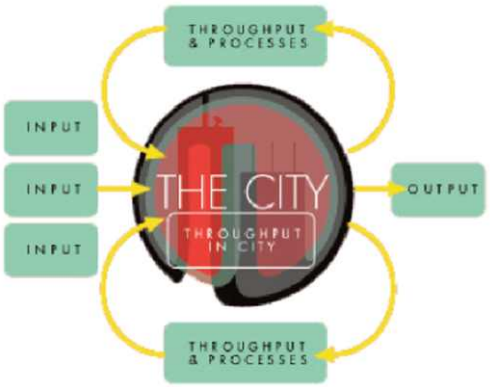
spatialise their systems for neighbourhood-scale waste and materials composting and recycling programs, integrated urban water resource management, and community energy systems, among others.

iv. Promote business opportunities that will implement the Circular Economy and Healthy Cities, such as recycling/composting companies, building materials upscaling, tree planting, conservation of green spaces, non-motorized transport, and adoption of green technology.

v. Promote close coordination between relevant security agencies and the Federal Ministry of Environment (FME) to effectively monitor and enforce relevant laws on environmental resource exploitation and pollution and change laws that are inadequate to reduce exposure.



FIGURE 9: LINEAR METABOLISIM



vi. Facilitate awareness building across public, private, and civil society sectors to popularise and mainstream the concepts into planning guidelines, regulations, and processes.

APPROPRIATE URBAN DESIGN CAN CONTRIBUTE TO THE DEVELOPMENT OF SOCIAL CAPITAL THROUGH THE JUDICIOUS DESIGN OF NEIGHBOURHOOD UNITS WITH HUBS AND A WELCOMING PUBLIC REALM WHERE PEOPLE CAN GET TO KNOW AND TRUST EACH OTHER THROUGH EVERYDAY ACTIVITIES.



PILLAR 6: THRIVING ECOSYSTEM, GREEN CITIES, HEALTHY PEOPLE

Objective: To promote climate-responsive, resilient and ecologically healthy urban areas that contribute to public health, well-being, and circular economy.

OUTCOMES	PRIORITY POLICIES	STRATEGIES
1. Urban areas are appropriately spatialised to help implement national climate policy.	1. Plan territories and design cities for climate hazard resilience and GHG mitigation in alignment with the National Climate Policy	1.1. Develop strong formal collaboration with all national and international entities working on Climate Change in Nigeria.
		1.2. Mainstream climate resilience planning into spatial planning at all scales, especially hazard vulnerability risk analysis and mapping.
		1.3. Mainstream Climate Change mitigation and resilience through Sustainable Urbanization.
2. Food Security and Food Systems are enhanced by mainstreaming into developing "urban-rural linkages".	2. Improve Food Security with Food Systems planning across the urban-rural continuum.	2.1. Strengthen Urban-Rural Linkages to Enhance Food Systems
		2.2. Mainstream Food Security and Urban Agriculture into regional and urban planning, management codes, and implementation.
		2.3. Use urban management and planning processes to leverage Food Security economies into urban development.

OUTCOMES	PRIORITY POLICIES	STRATEGIES
3. Disaster Risk Reduction is enhanced by urban design and management.	3. Use Urban Planning, design and management to support Disaster Risk Reduction and Management.	3.1. Spatialize disaster resilience. 3.2. Adopt resilient infrastructure solutions
4. Circular Economy and Healthy Cities are enhanced by urban design and management.	4. Use spatial planning and urban design to support "Circular Economy" and "Healthy City" solutions in waste, water, sanitation and wellbeing.	4.1. Institutionalise Circular Economy and Healthy City solutions into urban management and development.

> **THE OVERARCHING PURPOSE OF THE NUDP IS TO TRANSFORM THE INSTITUTIONAL FRAMEWORK FOR URBAN MANAGEMENT AND FACILITATE THE DELIVERY OF SUSTAINABLE CITIES AND CITY REGIONS FOR ALL IN NIGERIA.**

4.7 PILLAR 7: DEVELOPMENT OF ACCESSIBLE, SUSTAINABLE URBAN NEIGHBOURHOOD

Objective: To create competent, efficient and simplified capacity at the local scale to deliver equitable access to livable, affordable and secure neighborhoods that deliver economic, social, and health well-being to all Nigerians.

1. LOCAL URBAN PLANNING, DEVELOPMENT AND DELIVERY FUNCTIONS EFFICIENTLY WITHIN ACCESSIBLE AND PUBLIC FACING URBAN MANAGEMENT UNITS SUCH AS ONE STOP SHOPS
2. LOCAL DEVELOPMENT IS COORDINATED AND FACILITATED WITHIN COHERENT UNITS THAT DELIVER INTEGRATED NEIGHBOURHOODS, SLUM UPGARDING AND AFFORDABLE HOUSING
3. HOUSING AND INFRASTRUCTURE DELIVER IS CORDINATED
4. LAND REGISTRATION, DEVELOPMENT/CONSTRUCTION PERMITTING, AND DATA MANAGEMENT ARE EFFICIENTLY MANAGED AT THE LOCAL LEVEL

Local delivery of national and state urban visions is an essential component for achieving urbanisation and the harnessing of the Nigerian population as co-creators and partners in the urban development process.

Local Governments (LGs), the third tier of Government in Nigeria, were envisaged to operate with a degree of autonomy as guaranteed by the 1999 Constitution."[85] However, across most diagnoses of Nigerian urban sector reform, there is a general consensus that LGs are a critical yet under-functioning tier of government. Some of the issues associated with the performance service delivery at the Local Government level include lack of capacity, inefficiency, marginalisation, and corrupt practices.

Many existing Local Government councils may be under-resourced to build capacity to provide efficient service, and a vicious downward cycle has resulted in their responsibilities being taken from them.

However, according to the Good Urban Governance (GUG) Assessment of Nigeria undertaken in 2011, Local Governments studied observed they 'experience undue control over their activities in budgeting, project implementation, taxation and levies, recruitment of staff and access to loan facilities. All the LGs studied also noted that they do not enjoy financial autonomy and identified areas of interfering in their statutory functions, including solid waste management, public transport services and physical planning.[86]

The NUDP proposes a re-orientation of the current pessimistic viewpoint under a 'Business Unusual' approach wherein local scale urban management is strengthened to complement reorganised higher-level strategic and structural management to provide essential local activities.

There is a general consensus, however, that local government (or governance) possess the potential to perform significant roles in implementing urban

policy if they are well-capacitated, supported, and resourced. LGs could assist states in contending with the tidal wave of challenges arising from rampant urbanisation; better promote inclusion and consensual outcomes by liaising and collaborating with the citizenry; manage detailed aspects of neighbourhood development, slum upgrading, and community services; and help build the social contract that will enable accountable fiscal decentralisation, thereby completing the virtuous cycle of good governance.

4.7.1 Priority Policies

This policy aims to establish and build local management capacity to deliver the "last mile" of implementation within the state, municipal and local urban management structure.

4.7.1.1 Promote Full Compliance at all Levels of Government with the Provisions of the Nigerian Urban and Regional Planning Act No 88 Of 1992.

a) Overall guidance for the NUDP shall derive from the provisions of the Nigerian Urban and Regional Planning Decree No 88 Of 1992 shall provide overall guidance for the NUDP, particularly Section 5 (a), (b) and (c), which states as follows:

"For the purposes of the initiation, preparation and implementation of the National Physical Development Plans, the Federal, State and Local Governments shall establish and maintain respectively:

i. National Urban and Regional Planning Commission (hereafter in this Act referred to as "the Commission");

ii. State Urban and Regional Planning Board (hereafter in the Act referred to as "the Board") in each of the States of the Federation and the Federal Capital Territory, Abuja; and,

iii. Local Planning Authority (hereafter in this Act referred to as "the Authority") in each of the Local Government Areas and the Area Councils of the Federation

b) The NUDP will provide guidelines for establishing, operationalising, and capacitating urban planning entities and institutions to entities at all levels to facilitate the implementation of the NRP as stated by law.

4.7.1.2 Strengthen, integrate and simplify the delivery of local and neighbourhood planning, land administration operations, development control and other services.

a) The key aspiration of the local governance principle is the One Stop Shop (OSS) concept, which co-locates the "last mile" of urban management to constituents, including local planning, development control, land administration, provision of public services, business services and social services at the community level.

The NUDP will facilitate this concept through the implementation of the following components:

- Neighbourhood Development Units (NDU's)
- Slum Upgrading Units
- Affordable Housing Observatory
- Development Control and Community Monitoring Departments
- Land Title Registration Systems

- SDG data collection and analysis units for monitoring and evaluation

One-stop shops (and their mirror digital format) will be the frontline interface with the community for all urban development activities. As such, they would reflect a positive, supportive, welcoming atmosphere that invites the community to engage in the urban development process in all possible collaborative ways. They would also be comfortable and user-friendly.

While the One Stop Shop serves the general public through land administration, development control, and building plan approvals, the One Stop Shop's local and neighbourhood planning activities will focus on the 60-70% of the population who do not have adequate means or resources for private sector solutions already available to the middle- and upper-income strata through the private sector and mortgage banking.

b) Key activities to facilitate the establishment of the One Stop Shop will include:

- Prepare plans, prototypes and materials and provide technical assistance for OSS inception. The first step in establishing One-Stop Shops is to design a standard model that states and localities can customise. The NUDP Strategic Unit and state counterparts may collaborate on site selection criteria, standardised design concepts, business processes, and management (that can be customised by location).
- As a "last mile" link to the community, One-Stop Shops would be located where the need and pressure are greatest across the relevant territory in larger-scale structure planning as part of a hierarchy of modules across scales. The location of One-Stop Shops would also be considered strategically in the context of higher-level plans and "Integrated Development Plans" in coordination with state and municipal planning and land strategy offices.
- The digital One Stop Shop should mirror the functions of the physical One Stop Shop and should be easily accessible through commonly used platforms, not requiring expensive equipment.

4.7.1.3 Simplify, systematise, and decentralise housing and neighbourhood development.

This policy aims to simplify, systematise and decentralise the coherent delivery of housing, neighbourhoods, public and social services.

a) Modularize delivery of sustainable neighbourhoods and housing with "Neighbourhood Delivery Units."

Nigeria's Housing Policy was promulgated in 1991 (revised in 2012) with the goal of providing housing to all Nigerians by the year 2050. Governments at Federal and state levels have implemented various mass housing programmes, which, together with the expansion of the mortgage industry, essentially serve the growing middle class. However, despite the various efforts made by the Government to provide housing for the past 20 years, Nigeria still faces a huge housing deficit, which is currently estimated to be about 16-20 million housing units, along with deficiencies in essential services such as water, sanitation, power, drainage, waste

management, and social services as the pace of the country's rapid urbanisation is moving faster than the public capacity to keep up with it.

i. The central focus of the 'business unusual' approach will be to consider affordable housing delivery as an integrated service, along with public and social services. Historically, sometimes known as "sites and services," this concept has been updated to a more expansive principle known as the '15-minute neighbourhood.' Under this model, dense and clustered housing surrounds a neighbourhood hub within walking or biking distance, including markets, clinics, personal and daily needs, public gathering places, restaurants, business training centres, childcare, sports facilities, and ICT services. By integrating the planning and design of all components of the modular 15-minute neighbourhood unit, efficiencies can be achieved across the board, costs of living decreased, and human and social capital can be built, achieving the following benefits:

- Access to a constellation of clustered functions closer to people's homes reduces the opportunity costs of daily life in time and money.
- Clustered nearby services offload some of the housing spatial requirements and permit smaller, more affordable units. (Getting toddlers to "early learning centres" or teenagers to sports activities in the neighbourhood hubs will go a long way to making smaller units more acceptable).
- Neighbourhood hubs would contain multi-modal transport stations, which reduces transfer time and costs for travellers. Smart mobility can be integrated across payment platforms. At the same time, healthy mobility (involving non-motorized transport) contributes to well-being (which saves money) and social cohesion in the public realm.
- The '15-minute neighbourhood' promotes prosperity by placing micro-enterprise and LED opportunities closer to home (important for women and parents who may need to balance their social reproduction responsibilities) and allows people to allocate "found time" to a positive community, enterprise, and household needs.
- This concept also promotes social capital by incorporating the 'public realm'- a market plaza, garden, or streetscapes where people can relax and meet sociably.

b) Establishment of 'Neighbourhood Delivery Units (NDU)' to deliver '15-minute neighbourhoods.' These units include multi-disciplinary staff and protocols that can break down silos and stamp out neighbourhoods in collaboration with local residents and stakeholders.

The NDU process can be devised to generate multiple pilot exercises to test the model, along with many of the sustainable building and infrastructure solutions currently circulating on the global stage.

Experiments across Africa and the global south show creativity and innovation with this integrated and innovation-based approach,[87] which can be harnessed and customised locally.

c) Expansion of Informal Settlement and Slum Upgrading programmes in states and LGAs

As a subset of housing and basic services delivery, expansion of upgrading programs should be seen as a high priority. Currently, 52% of Nigerian urban households live in informal settlements, lacking essential infrastructure such as water and sanitation, electricity, health, roads, and waste disposal. It has been easy to ignore this significant proportion of the Nigerian population. Still, the COVID-19 pandemic has spotlighted the comparatively higher level of exposure and vulnerability of slum dwellers to disease and suffering due to a lack of basic services. Generally, slum dwellers are poor, but a proportion of people live there because housing supply in the next income strata is just not available.

Similar to neighbourhood development units (NDUs), special slum upgrading units can be established (possibly as dedicated extensions of the current national program). The current program can be used as a basis for this devolution, and its directors should be closely involved with its inception, focusing on integrated and highly grounded approaches.

The approach to slum upgrading requires a strategic and thoughtful cost/benefits analysis of upgrading vs. redevelopment vs. greenfield development in terms of human, social, land and construction costs. This is why it is so important to have these programs inserted into a One Stop Shop format where they can be evaluated against other options. The practice of scraping and excising slums from the urban fabric is not a logical, equitable, or humane approach if it results in massive dislocation and disruption of social networks, which can cause economic, social and health damage that further exacerbates the underlying problem. Slum upgrading programs that provide infrastructure, land tenure security, targeted finance, and services help residents build their social capital and collaborate on their housing development. Appropriately done, upgrading is an essential component of the urban-rural fabric that will promote economic development and poverty reduction, the "Urban Dividend."

2.3. Domesticate and expand Affordable Housing services to the local level in NDUs and SLUs at one-stop shops, where housing can be delivered more efficiently.

Affordable housing is a big priority for the Government of Nigeria, and the federal ministries have been bearing the brunt of the work. It is an opportune time for the domestication or coordination of this activity more fully in conjunction with localised NDUs and slum upgrading. These units can also provide affordable housing services through construction and non-construction related solutions that increase housing affordability under such principles such as "time and distance are money," "shared space is valuable," "outdoor space is cheaper than indoor space," "social capital is an investment in the future;" the "economic power of incrementalism;" and the opportunities of the green economy.

These principles are reflected in design solutions such as the clustering of land use and functions that reduce the distance travelled; flexible unit design and incrementalism; drainage, solid waste, water/sanitation, and energy provision that are also community business opportunities; and perhaps most important, focusing on the welfare and wellbeing functions that build social capital and communities of resilience, reducing long term public and private costs from disasters.

i Affordable housing activities should be integrated into the local Neighbourhood Development and Slum Upgrading units, with pertinent solutions. These units would first and foremost design neighbourhood scale affordability, coordinating with existing or potential residents. This is likely to be more cost-effective than designing individual units. Moreover, it can utilise collaboration with communities and their capital: human, social and economic.

ii Based on higher-level planning, state and municipal planners should clarify demand by preparing income-based housing market analyses by jurisdiction, identifying the population and household demand by "ability to pay". These can also help to ascertain if building more middle-income housing may free up lower-income housing due to the lack of supply of the former.

iii Targeted income-based approaches to housing delivery can help speed appropriate housing delivery by assessing the need by income category and devoting resources to the neediest categories. For example, people in the lower middle-income strata may qualify for "rent to own" schemes, public-private partnerships (PPPs) in sites and services approaches, and cooperative approaches where people pool and re-organise land for development. Even more, innovative solutions are required at income levels below the poverty line, such as public and community collaboration on incremental typology design that will mobilise their inclusion, innovation, "sweat equity", and social capital to drive this agenda. Special consideration should be given to solutions for vulnerable populations, such as the elderly, disabled, and women- or children-headed households, as well as flexible design for co-housing, extended families, and household size evolution.

iv. These units should also be the "user interface" for the Affordable Housing Library and include technical information, policies, standardised designs, material solutions, innovative construction techniques, LED and Green Economy solutions, etc. In addition, new building materials and "model housing" constructions can be prepared to demonstrate solutions. They can also host and develop construction artesian training on new construction technologies and systems.

4.7.1.3 Integrate and coordinate planning and development of neighbourhoods.

This policy ensures a fully coordinated, integrated planning and delivery of land use and infrastructure.

a) Integrate, coordinate and modularise planning and delivery of housing, neighbourhoods, infrastructure, and public and social

services. A central principle of the '15-minute neighbourhood concept is to facilitate integrated land use and infrastructure provision. Basic urban infrastructure have historically been planned and built in parallel to settlement planning and in silos disconnected from each other, resulting in a patchwork of unrelated and inefficient systems that often fail to reach the neediest of the population. Building on and in coordination with higher-level plans (structure plans, strategic development plans, and capital investment plans), integrated infrastructure planning should be incorporated at the local planning stages, as land and infrastructure planners work side by side to design neighbourhoods coherently. Because these activities are typically located in separate departments, it will be necessary to set rigorous integration procedures, and likely co-location of the technicians.

b) Provide sustainable mobility of people, goods and services. Building on the "new mobility" principles outlined in Section 5, transportation planning should be carefully integrated into land use planning through, for instance:

   i. Linking Transport planning to place-based demographics, census and population projections in order to respond to the specific needs of the population.

   ii. Facilitating the provision of space for transit stops, intermodality, or integration with the "last mile:" so vehicles are parked wherever they can find a spot in streets and sidewalks. Mobility requires dedicated space and place for intermodal hubs and local transit stops, with full consideration for the circulation of vehicles and people and their comfort through adequate site planning, landscaping, seating and shading, and comfort functions such as toilets, water, and food.

   iii. Planning at the local scale from the user's perspective…preferably the most vulnerable. Connectivity should be designed to maximise utility (e.g., not locating a market entrance on the other side of the block from the transit hub).

   iv. Considering the "user interface" on the digital platform for public transport to enable ease of access, multi-modality, and inter-modality by implementing cross-modal payment structures and ride arrangements. Though still innovative, Nigeria possesses the digital human capital to test and develop them.

c) Expand inclusive access to water and sanitation. As per the National Demographic and Health Survey (NDHS 2020), piped water as the main source of drinking water was available to only 19 per cent of urban households, and the COVID-19 crisis highlighted this gap. Only residents of Abuja and parts of Lagos have access to a piped sewer system. Residents of other towns use septic tanks, while open defecation is still practised according to WASH NORM II studies carried out in 2019. This challenge will be addressed not only as a utility challenge but also as an environmental, health and safety challenge as, by 2030, Nigeria is committed to 100% access to safe

water and sanitation systems.

i At the regional scale (as noted in Pillar 4), well-planned land management must protect surface water courses, groundwater resources and aquifer recharge zones while developing water storage facilities. At the city scale of distribution, judicious planning of trunk lines should work in tandem with integrated development of neighbourhood and slum upgrading sites.

ii At the local and neighbourhood level, water and sanitation services will be provided through a "business unusual" approach by leveraging community social capital and coordination. For example, suppose water utilities utilise smart technologies to monitor leakage and theft, meter consumption, and use cost recovery methods that incentivise efficiency. In that case, they should work in close coordination with community groups to bring management and maintenance ownership to those systems. Other innovations, such as community rainwater harvesting, household water efficiencies technologies, recycling of grey water to use in sanitation systems, local scale waste composting and biogas digesting, and neighbourhood environmental treatment zones all benefit from a community scale implementation for bulk purchase, local knowledge transfer, and shared maintenance, which in turn promote micro-enterprise opportunities. Communities that have an investment in systems are more likely to incentivise and maintain them.

d) Expand inclusive access to power.

The power sector in Nigeria is recognised as one of the most important facilitators of economic development. Yet, its capacity falls short of demand and is Nigeria's second major contributor to GHG emissions. Alternatives to reliable energy sources, such as generators, are expensive and climate-unfriendly.

Clean energy and power would be spatialised in neighbourhood and architectural design through providing space for community solar gardens and inserting community rooftop solar where appropriate such as in community hubs. Green power economies would also be integrated into the neighbourhood scale at the community hub through the programming of clean energy businesses, capacity building, solar installation, and support services needed to make it pervasive in the community. Legal constraints to reverse metering would be urgently addressed to take advantage of off-grid and distributed-grid solutions.

e) Protect settlements from stormwater through sustainable drainage management and Nature Based Solutions. Urban drainage has historically used piped infrastructure to manage storm runoff, but this approach is expensive, makeshift drains are often simply attached to road construction, and therefore many places have weak or no drainage management. Moreover, conventional urbanisation with excessive paving and hardpack exacerbates the runoff, which is getting even worse with climate change-induced intense storms. In

places where water is erratic, intense storms may alternative with drought, making careful water management a priceless necessity.

f) The "business unusual" approach to drainage management uses "natures wisdom" and "nature-based solutions", sometimes called "low impact development", to manage runoff through principles of "retention" and "infiltration" of rain into the groundwater, where it will replenish underground aquifers, serves to water green infrastructure (which in turn provides shade trees for walkers), and urban agriculture, and provide potable water for humans if collected in rain-water harvesting. Instead of whisking water away through expensive piped systems, it becomes a commodity to invest for the benefit of the community.

g) Green infrastructure and NBS drainage management would be infused into the planning and site planning of cities wherever possible in master plans and local development plans, drainage management guidelines, and site development regulations that mandate retention and infiltration against historical runoff. Demonstration models can incorporate all the elements to show the many was that green infrastructure can benefit a city, neighbourhood, or street.

h) Assist neighbourhoods to establish comprehensive circular economy-based solid waste management systems. Improper Solid or poorly managed waste management is an environmental and health hazard increasingly understood as a major climate emission contributor. It has mainly been a privatised, household based and elite solution in Nigeria, based on a "linear economy" solution where waste goes to landfills and dump sites.

Sustainable solid waste management is a public good, a community-level challenge that should be incorporated into urban spatial planning and management from the inception. In a circular economy, waste is recycled, reused, composted, and minimised through reduced consumption. The systems that afford this across the public, private, and community divide can be complex, requiring behavioural change. However, when the systems are spatialised into neighbourhood design, they can become a normal part of life. These programs can be managed and regulated by the public sector and enacted by developers, community members and local businesses.

Keeping waste inside the closed loop of the Circular Economy is a massive Green Economy opportunity. It lends itself to local management, which can be a source of micro-enterprise for under-employed groups, especially youth. Linking back to the activities of Pillar 1, this agenda can be a significant opportunity to link youth entrepreneurs to a critical societal and environmental need.

i. Use of urban design to improve access to Social Welfare and Wellbeing facilities and services. One of the most harmful aspects of urban poverty is the intangible lack of well-being and sickness of deprivation. This issue was laid bare in the COVID-19-19 pandemic as it hit crowded and poorly serviced communities hardest. In

slums, rates of preventable illness levels are high while levels of safety, security and life improvement avenues are low, pushing poor residents further down the spiral of deprivation. Their negative coping mechanisms, such as eating less food, or taking children out of school, leave physical, emotional and psychological scars on all members of poor and vulnerable households that play out over years and maybe lifetimes. These services require provision of spaces and places (both built and natural environments) where these services can be actively programmed or passively delivered, ideally co-located for efficiency.

All urban areas need to be provided with welfare and well-being services that support the physical, emotional, mental and social well-being of their residents. Yet, this element of community design is often missing in neighbourhood design across all income strata. While even middle-income estates can benefit from the inclusion of spaces that promote "neighbourliness," the benefits of welfare and well-being services are especially pronounced in lower-income communities. These can include the normal social services of health and education. Still, these should be ingrained into the neighbourhood at the micro-scale through clinics, libraries, sports fields and social spaces that encourage positive interaction by being co-located and easy to access during the course of daily routine.

A special aspect of community well-being can be delivered through the well-designed public realm, including plazas, parks, and urban spaces throughout the city. The value of the public realm cannot be underestimated in terms of building community, neighbourliness, security, and safety.

Wellbeing is also a form of collective social capital that can help uplift people when they work together to solve community infrastructure challenges. Social capital can be built as communities manage solid waste, grow a community garden or plant green infrastructure, help each other install rainwater harvesting systems, or learn to create a new green economy business. Going forward, this social capital can help reinforce communities' trust and strength, their resilience to disasters or other negative events, and in the end, uplift the community in a "virtuous cycle".

4.7.1.4. Improve local delivery and management of land registration, development and construction permits, development control, and data management.

This policy aims to simplify land and development control processes, make them more efficient, and bring them closer to the communities they serve.

The final components of the One Stop Shop include the typically most regular user interfaces: Land Titling and Registration and Development Control and Building Permitting. Because sporadic land titling is often initiated when people want to construct, the two offices should have a seamless interface. These offices should have both a physical presence and a digital presence that is interlinked. The physical offices should be designed to be welcoming, transparent, and user-friendly, with plenty of seating and

comforts, maps and information on the walls, material handouts, conference tables to lay out drawings and documents, and computers to provide access to those who don't have it.

a) Establish Land Registration window and staffing at One Stop Shop (mirrored online and supervised by state). Land Administration Public Interface should be strengthened at the local level. Many states operate land administration (titling and registration) at LGA windows. Subsequent to reform and regulatory activities conducted in Pillar 5, Land Administration windows should be set up concurrent with Development Control windows at local One Stop Shops.

b) Establish a Development Control public-facing facility at One Stop Shop (mirrored online and supervised by the state). Development Control Public Interface should be strengthened at the local level. Once soft support for urban planning is established through the construction of the social compact, development control and enforcement can become easier if the right tools are in place to manage it. Development control depends on first having a clear-cut and detailed plan to control. This is not always an obvious fact, which makes the task difficult for even the smartest of technicians. The best plans are digitally zoned at the plot scale so that there is no ambiguity on the potential development options for the site (and fewer grounds for corruption). A second requirement of successful development control is transparent and simple business processes to control permitting. Ideally, these should be systematised at the state or even federal level (with standardised approaches). Even when plans are adopted or control processes simplified, the propensity of the people to either shun or side-track applying for a planning permit prior to carrying out development is an issue. Using technology to enforce correct development has been successful in the Kaduna "Eyes and Ears' project, using public digital enforcement as a supplement to operational reforms and soft efforts for acquiescence to social contact.

c) Establish a Data Collection Centre to contribute to Urban Observatory to help track Sustainable Development Goals, Climate Action, NUDP achievement and other national goals.

The Federal government of Nigeria has signed on to several international compacts, such as the SDGs and Paris Agreement, along with having its own goals for poverty, water and sanitation. While the national and state ministries and the National Bureau of Statistics support SDG achievement assessment, data collection remains a difficult challenge. Data will continue to grow in importance as a tool for the development of all types, for decision-making, monitoring and evaluation, and urban management. Increasingly, data can be collected at the individual level through mobile phones, but community-scale data is invaluable for urban management. One Stop Shops should be considered as a resource in data collection at the local level, as part of the

constellation of the broader system connected to the LAIS, MIS and Urban Observatory. Its operations should be carefully designed to feed back into the Urban Observatory, the SDG office, and the NUDP monitoring and evaluation process.

PILLAR 7: DEVELOPMENT OF ACCESSIBLE, SUSTAINABLE NEIGHBORHOODS

Objective: To create competent, efficient and simplified capacity at the local scale to deliver equitable access to livable, affordable and secure neighborhoods that deliver economics, social, and healthy well-being to all Nigerians.

OUTCOMES	PRIORITY POLICIES	STRATEGIES
1. Local urban planning, development and delivery functions efficiently within accessible and public facing urban management units such as One Stop Shops.	1. Strengthen, integrate, and simply local/neighborhood planning, access to land administration, and delivery of development permitting.	1.1. Prepare plans, prototypes, materials, and technical assistance for OSS inception.
		1.2. Establish One Stop Shops.
2. Local development is coordinated and facilitated within coherent units that deliver integrated neighborhoods, slum upgrading and affordable housing.	2. Simplify, systemative, and decentralize housing and neighborhood delivery.	2.1. Modularize delivery of sustainable neighborhoods and housing with the "Neighborhood Delivery Units."
		2.2.Expand Informal Settlement/Slum Upgrading programs to states/LGA. (to be done in parallel with NDU if desired).
		2.3. Domesticate and expand Affordable Housing to the state/LGA level in NDUs and SLUs at One Stop Shops.
3. Housing and infrastructure delivery is coordinated within neighborhoods.	3. integrate and coordinate planning and delivery of housing, infrastructure, public and social services	3.1. Integrate, coordinate and modularize planning and delivery of infrastructure, public social services into Neighborhood planning and management.
		3.2. Provide sustainable mobility of people, goods and services.
		3.3. Expand inclusive access to water and sanitation.
		3.4. Expand inclusive access to clean power
		3.5. Protect settlements from stormwater through sustainable drainage management and nature based solutions.
		3.6. Help neighborhoods establish a comprehensive circular economy based solid waste management system.
		3.7. Use urban design to improve access to social welfare and well-being facilities and services.
4. Land registration development/construction permitting, and data management are efficiently managed at the local level.	4. Improve local delivery/management of Land Registration, Development/Constrution Permits, Development Control and Data Management.	4.1. Establish Land Registration window and staffing at One Stop Shop (mirrored online and supervised by state).
		4.2. Establish Development Control public facing facility at One Stop Shop (mirrored online and supervised by state).
		4.3. Establish a Data Collection Center to Contribute to Urban Observatory; help track Sustainable Development Goals, Climate Action, NUDP achievement and other national goals.

CURRENTLY,

52%

OF NIGERIAN URBAN HOUSEHOLDS LIVE IN INFORMAL SETTLEMENTS, LACKING ESSENTIAL INFRASTRUCTURE SUCH AS WATER AND SANITATION, ELECTRICITY, HEALTH, ROADS, AND WASTE DISPOSAL.

MANY EXISTING LOCAL GOVERNMENT COUNCILS MAY BE UNDER-RESOURCED TO BUILD CAPACITY TO PROVIDE EFFICIENT SERVICE, AND A VICIOUS DOWNWARD CYCLE HAS RESULTED IN THEIR RESPONSIBILITIES BEING TAKEN FROM THEM.



SPECIAL CONSIDERATION SHOULD BE GIVEN TO SOLUTIONS FOR VULNERABLE POPULATIONS, SUCH AS THE ELDERLY, DISABLED, AND WOMEN- OR CHILDREN-HEADED HOUSEHOLDS, AS WELL AS FLEXIBLE DESIGN FOR CO-HOUSING, EXTENDED FAMILIES, AND HOUSEHOLD SIZE EVOLUTION.

WELLBEING IS ALSO A FORM OF COLLECTIVE SOCIAL CAPITAL THAT CAN HELP UPLIFT PEOPLE WHEN THEY WORK TOGETHER TO SOLVE COMMUNITY INFRASTRUCTURE CHALLENGES.

A SPECIAL ASPECT OF COMMUNITY WELL-BEING CAN BE DELIVERED THROUGH THE WELL-DESIGNED PUBLIC REALM, INCLUDING PLAZAS, PARKS, AND URBAN SPACES THROUGHOUT THE CITY.



UNFORTUNATELY, NIGERIAN CITIES ARE FACING A TRIPLE HEALTH BURDEN OF INFECTIOUS DISEASES, NON-COMMUNICABLE DISEASES, VIOLENCE AND INJURIES, AND, MORE RECENTLY, THE COVID-19 PANDEMIC.



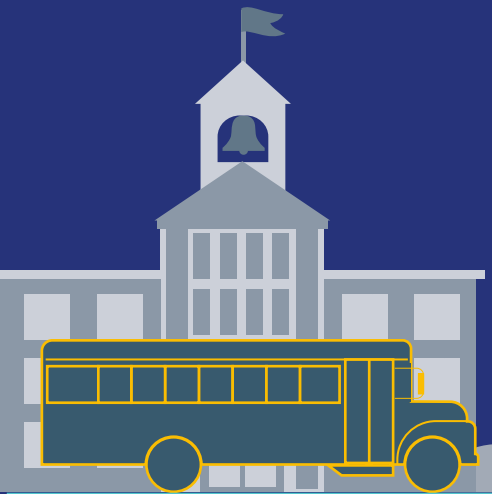
SOCIAL CAPITAL CAN BE BUILT AS COMMUNITIES MANAGE SOLID WASTE, GROW A COMMUNITY GARDEN OR PLANT GREEN INFRASTRUCTURE, HELP EACH OTHER INSTALL RAINWATER HARVESTING SYSTEMS, OR LEARN TO CREATE A NEW GREEN ECONOMY BUSINESS.

CHAPTER

05

IMPLEMENTATION PLAN

THIS POLICY IS ACCOMPANIED BY AN IMPLEMENTATION PLAN (IP), WHICH PROVIDES A DETAILED OUTLINE OF STRATEGIC ACTIVITIES, SCHEDULES, AND EXPECTED OUTPUTS AND OUTCOMES FOR THE NATIONAL URBAN DEVELOPMENT POLICY. THE IMPLEMENTATION PLAN WILL ALSO SERVE AS THE BASIS FOR A MONITORING AND EVALUATION PLAN TO BE DEVELOPED BY FMHUD AND THE INITIAL NUDP STARTUP.



CHAPTER 06

CONCLUSION

This Policy is the result of the hard work and contributions of Nigerian professionals, the urbanist community and stakeholders throughout the uncertainty and turmoil caused by the global pandemic of 2020-2022. Despite the challenges, they continued with resolve to contribute countless hours to its drafting, debate, review, and refinement.

Such a document could not have been possible without this community of experts, professionals, academics and business leaders. It is hoped that this policy will continue to be a living document, which will bring in even more partners over time to test and improve on its formula and to help co-create its vision.

This community's commitment demonstrates not only their resolve but the urgency of the urban management challenge in Nigeria. This moment in history is unique in that it has taught untold lessons about the interconnections between humans and nature, the fragility of global ecology and health, and the determination enduring in the human spirit.

This moment in history is also unique in that it presents Nigeria with an opportunity to improve its cities, to take a path that will engage more sustainably with the wider world, to more fairly distribute the benefits of the planet, and to manage human settlements more sincerely.

This policy embodies the understanding that the tools that take the right steps are available if there is a commitment to use them. It sets the stage for Nigeria to bring in all who choose to collaborate to use the tools and institutions needed to co-create cities, towns, and villages that help its citizens thrive and grow.

This policy sets the stage for Nigeria to develop its settlements in sustainable ways that serve not only its current residents but, if well implemented, those in future generations.

APPENDIX 1

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“RECENT SURVEYS INDICATE THAT FOOD INSECURITY IS AN IMPORTANT AND GROWING CHALLENGE IN NIGERIA, WHICH IS AT RISK OF INCREASING WITH CLIMATE CHANGE AND RISING GLOBAL INSTABILITY.