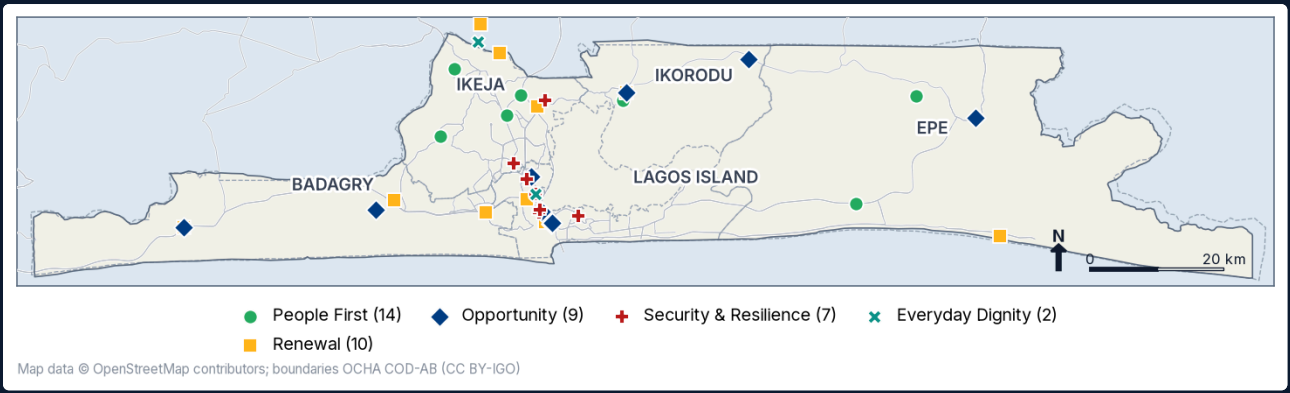
PROMISE ATLAS · ÌLÉRÍ ÈKÓ



The Lagos Promise Research Compendium

Every pledge of Ìlérí Èkó · The Lagos PROMISE, read on the ground of Lagos: what it commits to, where it lands, what Lagos has already built, what the evidence shows, and what to measure next.

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Review edition: draft for stakeholder review

19 November 2026

About this edition

The Lagos Promise Research Compendium. Promise Atlas (Ìlérí Èkó research programme). Review edition, prepared for stakeholder review, November 2026.

Subject. *Ìlérí Èkó · The Lagos PROMISE*, the abridged manifesto of Dr Kadri Obafemi Hamzat for the 2027 Lagos governorship (66 PDF pages, May 2026, published 30 October 2026; S-0001). All 96 labelled pledges and 5 unlabelled statements are covered, chapter by chapter, in the book's own order.

Status of this edition. This is a working research document, not a campaign publication. Two of the 31 chapters (P.1 Health and P.2 the Lagos Mind) carry completed, reproducible spatial analysis. The other 29 are documentary chapters: they set out each pledge in the book's words, its geography, the continuity record and the published evidence, and they name the analysis that would add most. The coverage of each chapter is shown in the research coverage table in the closing section. Lines attributed to the author and marked *draft* await the author's approval.

How to read the evidence marks. Every finding carries one of five marks: P the PROMISE itself, word for word; E a published official or news source, cited by its register number (S-####); S this study's own reproducible spatial analysis; I the author's interpretation, kept apart from fact; C an illustrative concept, never an approved design. Book pages are cited by the printed folio a reader sees, as IE p.14.

Reproducibility. Every number from this study's analysis is written by a script in the project repository (`scripts/`) to `data/processed/`, and every source has a hashed local copy listed in `research/source_register.csv`. The text is built from editable Markdown by `scripts/build_compendium.py`. The figures are built by `scripts/compendium_figures.py`.

Rights. Manifesto wording is quoted for research and review. Map data © OpenStreetMap contributors (ODbL). Other data licences are listed in Appendix C.

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Executive summary

What this is. A research reading of every pledge in *Ìlérí Èkó · The Lagos PROMISE*, the 2027 manifesto of Dr Kadri Obafemi Hamzat. All 96 labelled pledges (82 commitments, 14 aspirations) and 5 unlabelled statements are set out in the book's exact words, with printed page references, across the book's seven pillars and 31 chapters. For each chapter, the compendium explains the promise, why it matters for Lagos, where it lands, what earlier administrations built, what published evidence exists, and what the delivery team will need to measure.

Why it fits the PROMISE. The book's own first principle is "Measure Before You Promise", and it commits to "face the public in every IBILE division so that failure cannot hide inside a state average" (IE p.7). This compendium applies that method ahead of time: a pledge register, a hashed source register of 141 documents, a 64-event continuity record, and road-network analysis reported by division and Local Government Area.

Principal findings

1. **The PROMISE is a continuity programme, and the record supports that framing.** Most chapters open with what the State has already built since 1999. The verified record bears this out in rail (Blue Line September 2023, Red Line October 2024), ports (Lekki Deep Sea Port, January 2023), waterways (OMI EKO, October 2025) and health, education and safety institutions. The PROMISE mostly finishes, scales and connects existing systems rather than starting new ones E I.

1. **The hospital expansion choices are where the load already sits.** Of the 16 General Hospitals with published 2019 figures (S-0027), Ikorodu admitted the most patients and Alimosho the second most, and Odan had the largest medical team. These are the three the book names for expansion by up to 50%. Alimosho General Hospital (Igando) is also the nearest public hospital, by road, for about one Lagosian in six, more than any other E S.

1. **Health access is already broad, and the PROMISE extends it.** About 8 in 10 Lagosians live within 10 km of a public hospital by road today, and about 3 in 4 within 2 km of a public primary-care point. Ojo General Hospital, reported under construction in January 2025 (S-0137), halves the average trip in Ojo LGA (14.8 to 7.4 km). With the two new General Hospitals at the model's best-reaching locations (model outputs, not announced sites), on the Lagos–Badagry and Lekki–Epe corridors, coverage within 10 km rises to about 9 in 10 S. The model is least complete where Lagos is least connected: in Epe division, the median populated square sits about half a kilometre from the modelled road network (against about 35 m in Ikeja division), and that last leg is counted only as a straight line, not by the footpath, track or water route actually used. Settlements of that kind, around Epe and the lagoon shores, are where measured travel times should be collected first S I.

1. **The technical-college pledge reaches the furthest Local Governments, with one finding to act on.** The three PROMISE colleges cut the average road trip to a public technical college from 12.0 to 8.7 km and halve the share of Lagosians more than 20 km away (1 in 7 to 1 in 14). Badagry LGA's average falls from 38.5 to 12.0 km, and Badagry is also the model's own first choice. Across the population tests, the next college performs most favourably near Ajah–Sangotedo on the western Lekki corridor (best on three of four tests; on the share beyond 30 km the best area lies further east in Ibeju-Lekki), while Orimedu ranks 466th or lower of 2,586 candidate squares. Orimedu has a separate case as an employment location: it is the candidate area beside both the Lekki Free Zone

and the Lekki Deep Sea Port, which is the pledge's own test, "so skills lead to work". Neither is an officially selected location: Ajah–Sangotedo is this study's model output (CONCEPT), and Orimedu appears as a 2025 budget line (S-0011 p.19), not a confirmed site. Of the five further colleges reported as approved in 2025 (S-0140), the model indicates that one on the Ajah–Sangotedo axis would reach the largest group still beyond 20 km S I.

1. **Most pledges name a place or a number; few carry their own date or sum.** About four pledges in ten name a place and four in ten state a number or target. About one in nine carries its own date, and very few name funding. Year-by-year milestones, baselines and costs are therefore the first work of the delivery dashboard the PROMISE itself commits to (M.3, M.4) P I.

1. **A small number of the book's figures differ from published sources.** Examples are internally generated revenue (the book's "about ₦1.87 trillion" IE p.60 against ₦1.774 trillion in the 2025 Citizens Accountability Report, S-0013) and the LCARP flood wording. The book also gives different totals for the population of Lagos in different chapters. These are reported constructively in the chapters, with sources, so that the published baselines can be reconciled before the dashboard is set E.

1. **The most GIS-native pledges are still ahead.** The early-warning and risk-mapping pledge (S.3), the 180 km coast (S.2), the ten priority junctions (R.1, which the book does not name), the four satellite secretariats (P.4), fresh food hubs in every Local Government (O.2) and the riverine and lagoon-side communities (I.6) each have a defined next analysis with named open data. The research agenda orders them by value.

What is finished and what is not

- **Finished:** the complete pledge register in the book's words, with a documented second reading of all 101 rows against the printed pages (19 November 2026); a citation audit of all 31 chapters; 31 chapter readings; two analysed chapters (P.1 Health and P.2 the Lagos Mind) with reproducible scripts, maps, scenarios and stated limitations; the source register, the continuity record, figures, and a working web story map for P.1 and P.2.
- **Not finished:** spatial analysis for the other 29 chapters; reading the text set inside the book's images and infographics (the register covers the text layer only); verifying the geocoded places, which are still marked for review; sensitivity tests on the network analysis; any engineering study (all are briefs, none started). These are set out with their data needs in the closing research agenda.

> *A manifesto is a list of places before it is a list of promises.*
>
> THE AUTHOR DRAFT LINE: AWAITING AUTHOR APPROVAL

Research purpose, scope and method

Purpose

The PROMISE sets its own test. Its first operating principle is "Measure Before You Promise" (IE p.7), and the Hamzat Compact commits that every major commitment "will be published, measured, independently reviewed and openly reported" (see chapter M.4). A manifesto that asks to be measured needs a map of where each promise lands and a record of what already exists there.

This compendium provides that record. It has three aims:

1. **Account for every pledge.** Each of the 96 labelled pledges, and the 5 unlabelled statements, is set out in the book's exact words with its printed page, and placed in its chapter.
2. **Read each pledge on the ground.** For every chapter: why it matters for Lagos, where it lands, what earlier administrations built, what published evidence exists, what can be concluded, and what the delivery team will need to measure.
3. **Show what spatial analysis adds.** Where a pledge names places or services that people travel to, this study measures it on the real road network of Lagos. Two chapters are complete; the rest name the next analysis.

Scope

- **Source.** *Ìlérí Èkó · The Lagos PROMISE* (S-0001), 66 PDF pages, SHA-256 `381b4922…a0b1d`. The book calls itself an abridged version (IE p.3). The "Full Campaign Manifesto" download on koh2027.ng is byte-identical to it, so this is the complete public text as of November 2026.
- **Structure.** Seven pillars that spell P-R-O-M-I-S-E, 31 chapters, and 101 register rows: 82 commitments, 14 aspirations and 5 unlabelled statements.
- **Geography.** Lagos State, reported by the five IBILE divisions (Ikeja, Badagry, Ikorodu, Lagos Island, Epe) that the book itself commits to, and by Local Government Area where the data allow.
- **Out of scope.** Costing of pledges, comparison with other candidates' manifestos, and any unpublished or proprietary data.

Method

1. Pledge register P

Every pledge is a row of `policy/proposal_register.csv` (IE-001 to IE-101). The book's words were extracted from the PDF by font: pledge headings are set in Bebas Neue Bold 19 pt and pledge text in Inter 12 pt, which keeps pull quotes and statistics out (`scripts/extract_pledges_verbatim.py`). Each row records the verbatim text, the printed page, and the place, target, date, agency and funding the wording states. The printed page of every passage of the book is fixed by splitting each PDF spread into its two printed pages (`scripts/extract_printed_pages.py`): PDF page N carries printed pages 2(N−2) and 2(N−2)+1.

Rows begin as *draft* and become *checked* only after a second reading against the page. On 19 November 2026 all 101 rows were second-read by an independent method (`scripts/verify_register.py`): the heading and its type are found on the page, the printed page is recomputed from the heading's position on the spread, the text is matched word for word against the

page's text layer, and the pledge's paragraph extent is re-read from line geometry. The eleven rows these tests could not settle were checked by eye on the rendered page. Two rows were corrected and the five unlabelled statements were given the book's own wording. All 101 rows are now *checked*; the record is in `policy/verification/`. Text set inside images is outside this check (see Limitations).

All 31 chapters then had a citation audit: every quotation attributed to the book was matched against its printed page, every registered source was looked up, and claims were checked in the local copy of the source where one is held. Corrections from that audit are in this edition.

2. Evidence base E

Published evidence is held in a source register of 141 sources (`research/source_register.csv`), each with its URL, date, a quality tier and a SHA-256 hash of the local copy: 78 primary (official or original), 39 strong secondary, 18 context and 6 discovery-only. A continuity timeline of 64 events records what each administration since 1999 built in each field, and how well each event is verified (33 verified, 26 partially verified, 4 resting only on the manifesto's own claim, 1 contradicted by the sources). A register of twelve Lagos master plans records which can be obtained.

What a facility *is* comes from official publications, never from crowd-sourced maps. The order of authority is: the Lagos State budget documents (the quarterly Budget Performance Report lists every hospital and college as its own budget line), then the Lagos Bureau of Statistics, then official agency pages, then dated news reports for changes of status. Open datasets (GRID3, OpenStreetMap) are used only for the location of a facility already confirmed. This rule caught real errors: in the open data, Epe General Hospital still appeared as a State hospital although it became a Federal Medical Centre in October 2024, and two Health Centres were labelled General Hospitals.

3. Spatial analysis S

The analysed chapters measure access along roads, not in straight lines, because a lagoon or a creek between a home and a hospital counts in real life.

- **Network.** The OpenStreetMap drive network for Lagos (Geofabrik extract, 17 November 2026), as an undirected graph of its largest connected component.
- **People.** WorldPop 1 km population grids for 2025 and the 2030 projection (release R2025A): 3,374 populated squares across the state. Modelled population grids run below official Lagos figures, so they are used only as shares ("8 in 10 Lagosians"), rankings and growth rates, never as headcounts.
- **Distances.** Dijkstra shortest paths from every facility; each square takes the distance to its nearest facility, plus the straight-line distance from the square's centre to the road.
- **Scenarios.** Today; with facilities under construction; with the pledged facilities; and, where the book names no site, with sites chosen by a greedy p-median search (the squares that cut the people-weighted mean distance most). Model sites are always labelled as the author's analysis, never as announced locations.
- **Reporting units.** Shares of the 2030 population by distance band (under 5 km, 5–10, 10–20, over 20 km), means by Local Government Area, and catchments (the people for whom each facility is nearest by road).

4. Interpretation and concepts I C

The author's reading is written separately from the evidence and marked. Engineering and 3D studies are proposed only where a model answers a question a map cannot, and they are held to four status classes: EXISTING (from survey or records), CONCEPT (our illustration, the default), ANALYSIS (a

model built to test something) and VALIDATED (signed by a named qualified professional). Nothing in this compendium is validated. The proposed studies are listed in the chapter on technical contribution.

5. Local knowledge and evidence

The author knows many of the places the PROMISE reaches at first hand, including hard-to-reach settlements around Epe such as Isan, on the lagoon and creek edges where the last part of a journey may be on foot, by motorcycle or by boat. That familiarity is used in one way only: to decide which questions to ask of the evidence. It shaped, for example, the close-up of Epe division in the Lagos context chapter, which asks how far populated squares sit from the modelled road network, and the research agenda's emphasis on measured travel times for lagoon-side and riverine communities (I.6).

It is never used as evidence. No figure in this compendium comes from personal observation, no settlement's population, service level or travel time is stated from memory, and no private or proprietary community records are used. Where a local observation would matter to a conclusion, the chapter states the question and names the published data or field survey that would answer it. The principle is simple: local knowledge informs the questions; evidence supports the conclusions.

6. Writing rules

- The book is the authority for what is promised. Pledges are never reworded and presented as the book's words.
- A figure the book states is reported as the book's statement. Where a published source gives a different figure, both are given with their sources.
- A budget line is "funded", not "built". A projection is "projected". A comparison names its set ("the most of the General Hospitals reported for 2019").
- Where the book names no site or baseline, the chapter says where the pledge would do most good and what the delivery team will need to measure.

> *A hospital is only as close as the road that leads to it.*
>
> THE AUTHOR DRAFT LINE: AWAITING AUTHOR APPROVAL

The PROMISE at a glance

An engineer's manifesto

Ìlérí Èkó · The Lagos PROMISE is a continuity manifesto written in an engineer's terms. Its "Statement of Purpose" sets out four operating principles before any pledge is made IE p.6-7 P:

> ***Measure Before You Promise.*** *No commitment in this Promise stands without a baseline. A government that will not state where it started reserves the right to define its own success afterward.*

> ***Instrument the City.*** *A megacity that is not instrumented with data is governed by anecdote. Decisions will be made against data, or they will be deferred until the data exists.*

> ***Build Systems, Not Projects.*** *We must treat every intervention as part of a connected chain, funding the weakest link rather than the most visible one, and budgeting for lifecycle costs from day one.*

> ***Publish and Be Judged.*** *We will publish our targets, review them independently, and face the public in every IBILE division so that failure cannot hide inside a state average.*

These principles shape the method of this compendium. The book asks for baselines, for data, for systems and for reporting by division. A pledge-by-pledge spatial record, reported by IBILE division, is the book's own method applied ahead of time I.

The book also frames itself as the next stage of a relay. Most chapters open with "Where we are": what the State has already built since 1999, under Governors Tinubu, Fashola, Ambode and Sanwo-Olu, followed by what the PROMISE will finish or add. The continuity record behind each chapter is set out in its "What Lagos already has" section.

Architecture: P-R-O-M-I-S-E

The seven pillars spell the word PROMISE. They hold 31 chapters and 101 register rows.

Pillar	Chapters	Commitments	Aspirations	Statements
P People First	P.1 Health · P.2 The Lagos Mind · P.3 Safe Communities · P.4 Citizen Service	11	4	1
R Renewal	R.1 Building Greater Lagos · R.2 IMOLE power · R.3 Water · R.4 ILE MIMO clean ground	11	1	3
O Opportunity	O.1 Enterprise · O.2 Feeding Lagos · O.3 Blue Economy · O.4 Culture · O.5 IMO digital · O.6 Treasury	18	5	0
M Machinery of Government	M.1 ADEHUN compact · M.2 Justice · M.3 Digital government · M.4 The Hamzat Compact	9	0	0
I Inclusion	I.1 Women · I.2 Youth and Sport · I.3 Dignity and Elders · I.4 Child Protection · I.5 Informal Economy · I.6 One Lagos	15	1	0

Pillar	Chapters	Commitments	Aspirations	Statements
S Security & Resilience	S.1 Safety · S.2 Resilient Lagos · S.3 Disaster Preparedness · S.4 Smart Lagos	8	1	1
E Everyday Dignity	E.1 Home · E.2 Lagos in Motion · E.3 Cost of Living	10	2	0
Total	**31**	**82**	**14**	**5**

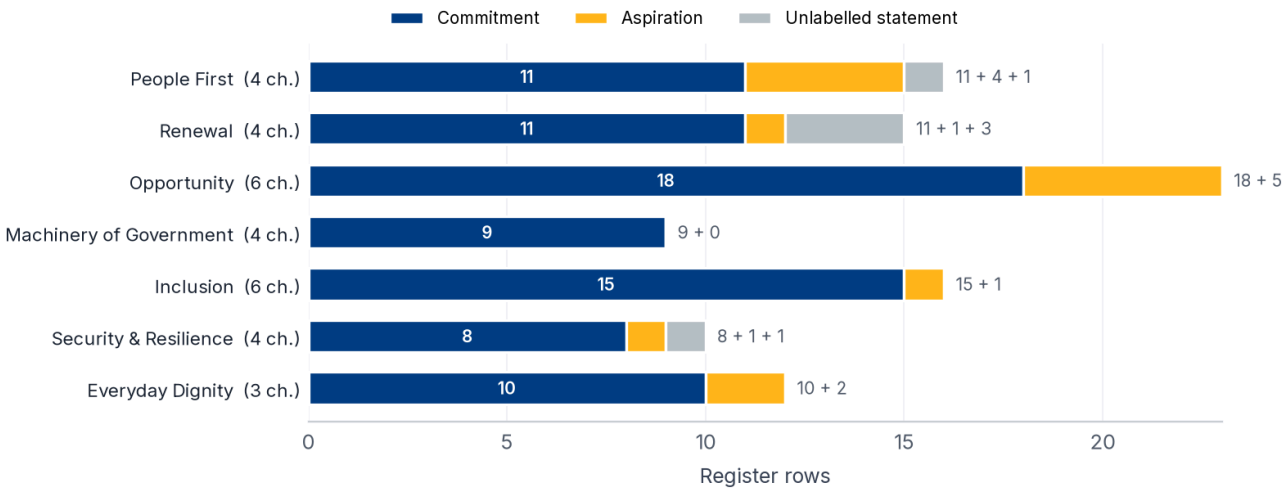


Figure 1. The 101 register rows by pillar: 82 commitments, 14 aspirations and 5 unlabelled statements. Labels give commitments + aspirations (+ statements). Source: policy/proposal_register.csv, from the book's own 'Pledge of ... (commitment / aspiration)' headings.

Commitment and aspiration. The book labels every pledge one or the other. A commitment is a promise to be held to; an aspiration states a direction that depends on others (the private sector, the federal government, markets). The labelling is itself an honesty device, and this compendium keeps it: aspirations are reported as aspirations throughout. The five unlabelled statements are passages the register records because they carry programme content (for example the S.4 Smart Lagos chapter, which has no labelled pledge).

What the pledges specify

A pledge that names a place, a number, an agency and a date can be tracked from the first day. The register codes, from each pledge's own wording, which of these it states.

	Place or area named	Number or target stated	Agency named	Date stated	Funding stated
People First (15)	67%	80%	47%	20%	0%
Renewal (12)	67%	58%	50%	25%	0%
Opportunity (23)	30%	52%	39%	22%	4%
Machinery of Government (9)	44%	33%	11%	0%	0%
Inclusion (16)	25%	19%	25%	0%	6%
Security & Resilience (9)	33%	11%	33%	0%	0%
Everyday Dignity (12)	42%	17%	42%	0%	8%
All pledges (96)	**43%**	**42%**	**36%**	**11%**	**3%**

Figure 2. Share of the 96 labelled pledges whose own wording names a place, a number, an agency, a date or funding, by pillar (pledge count in brackets). These are the fields a published delivery dashboard would set first. Coded from the book's wording in policy/proposal_register.csv (draft coding; to be second-read).

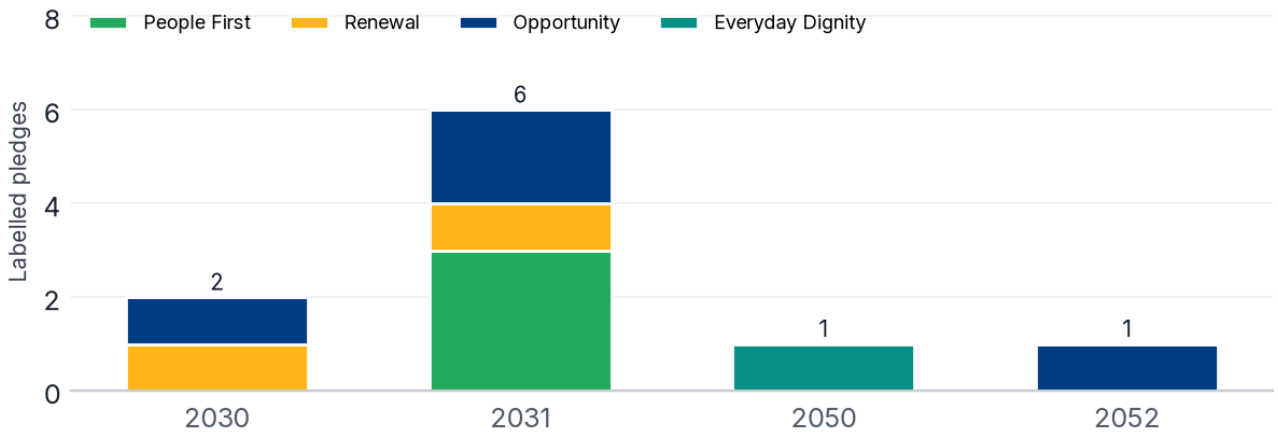


Figure 3. When the pledges say they will land: the 10 labelled pledges whose own wording carries a year from 2026 onwards, by the latest year named. The other 86 pledges state no year; the 2027-2031 term is their implied horizon. Years in the book's prose outside the pledge text are not counted. Source: policy/proposal_register.csv (verbatim_text).

Three readings follow I:

1. **People First and Renewal are the most specific pillars.** Two thirds of their pledges name a place and most state a number. These are the pillars where spatial analysis can start at once, and where this study's two completed chapters sit.
2. **Dates are mostly set at the chapter level, not the pledge level.** About one pledge in nine carries its own date in its wording, most often "by 2031", the end of the term. Year-by-year milestones are the natural first task of the delivery dashboard the book promises in M.3 and M.4.
3. **Funding is a principle, not a pledge field.** The Treasury chapter states that "every commitment in this Promise is a Naira commitment" (IE p.60), and the pledges themselves rarely name a sum. Costing belongs to the first budget cycle, and this compendium does not attempt it.

The book's first principle, "Measure Before You Promise", turns these readings into a work list: for each pledge, the delivery team will need a baseline, a target and a date, reported by IBILE division. The research agenda at the end of this compendium proposes the order.

Where the PROMISE lands

Forty-four places are named in the book's pledges and "Where we are" pages, and 42 of them could be located: hospitals, colleges, industrial parks, rail lines, markets, waterfronts and estates.

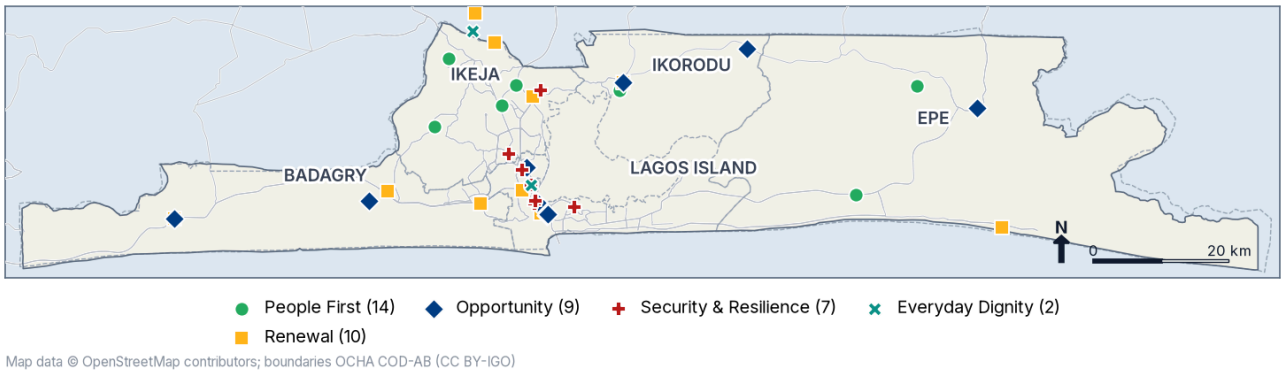


Figure 4. Every place the PROMISE names that could be located (42 points), by pillar; shape and colour both identify the pillar. Precision varies from exact site to town centre (see each chapter's place table). Source: data/processed/promise_places.geojson.

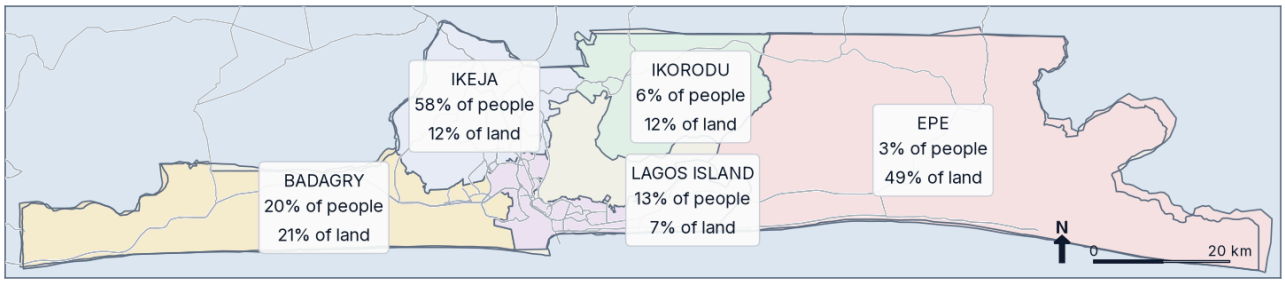
The named places reach every division. The outer divisions of Badagry, Ikorodu and Epe carry the book's new-build pledges (industrial parks, technical colleges, HOMS estates, hospital growth), while the inner city carries renewal and completion (rail, junctions, markets, the Lagos Island secretariat). The pattern reads as two programmes running together: new capacity where Lagos is growing, and completion where it is already dense I.

Lagos: the ground the PROMISE is written for

Five divisions, twenty Local Governments

Lagos is governed and, under the PROMISE, will be reported through five administrative divisions: **I**keja, **B**adagry, **I**korodu, **L**agos Island and **E**pe, the IBILE divisions created by Edict No. 3 of April 1968 (S-0023) E. The PROMISE makes these divisions its unit of accountability: it will "face the public in every IBILE division so that failure cannot hide inside a state average" IE p.7 P. Below the divisions sit the 20 Local Government Areas and the 37 Local Council Development Areas created from them in the early 2000s (S-0023 gives 2002; the book gives 2003 IE p.24) E.

This compendium therefore reports at three scales wherever the data allow: the state, the five divisions, and the twenty Local Government Areas.



Map data © OpenStreetMap contributors; boundaries OCHA COD-AB (CC BY-IGO); population shares WorldPop 2020 (share of Lagos only)

Figure 5. The five IBILE divisions, the reporting geography the PROMISE commits to (Ikeja, Badagry, Ikorodu, Lagos Island, Epe). Each label gives the division's share of Lagos's people (WorldPop 2020, used as shares only) and of its land area. Source: data/processed/ibile_divisions.geojson.

The divisions differ sharply in size and density E (WorldPop, aggregated by this study). Ikeja division holds about half of all Lagosians on a small share of the land. Epe division is the largest by land area and holds about one Lagosian in twenty. Badagry division holds nearly a quarter of the people, Lagos Island about one in eight, and Ikorodu about one in ten (WorldPop 2030 projection, shares only).

How many Lagosians

Estimates of the population of Lagos vary widely between sources, and the book itself uses several figures: "close to 24 million" IE p.92, "more than twenty million" IE p.104, and a projection to "pass 40 million by 2030" IE p.14 P. Modelled population grids, such as WorldPop, give lower totals again.

This study does not take a side on the total. It uses the population grid only for **shares, rankings and growth rates**, which are robust to the choice of total: "8 in 10 Lagosians", not a headcount. This is a deliberate methodological rule (see the method chapter) and it applies throughout.

Where Lagos is growing

On the WorldPop projection, the population of Lagos grows by about 10% between 2025 and 2030 S. The growth is not even:

Division	Share of Lagosians, 2030	Projected growth 2025–2030
Ikeja	49%	9.9%
Badagry	23%	10.1%
Lagos Island	13%	10.0%
Ikorodu	10%	10.3%
Epe	4.5%	11.2%

Among Local Government Areas, Ibeju-Lekki is projected to grow fastest (11.9%), followed by Epe and Badagry (10.5% each). The eastern Lekki–Epe corridor and the western Lagos–Badagry corridor are where the projection places the fastest relative growth, while the established mainland continues to hold most people. Several PROMISE pledges point at exactly these corridors: the technical colleges at Badagry and Ibeju-Lekki (P.2), the industrial parks at Epe, Badagry, Ikorodu and Ojo (O.1), and the HOMS estates in Badagry, Epe and Ikorodu (E.1) I.

Source: data/processed/p1_access_cells.geojson (WorldPop 2025 and 2030, R2025A), aggregated by this study.

Water, coast and corridors

Lagos is shaped by water. The Lagos and Lekki lagoons separate the mainland from the coastal strip, and the book puts the State's Atlantic coastline at 180 km (chapter S.2) P. Water is both a constraint and an asset in the PROMISE: it is the setting of the flood and coastal pledges (R.4, S.2, S.3) and of the OMI EKO waterways programme (O.3, E.2).

Movement runs along a small number of corridors. The verified continuity record gives the backbone the PROMISE inherits E:

- the Lekki Deep Sea Port, inaugurated in January 2023;
- the Blue Line from Marina to Mile 2, in commercial operation from 4 September 2023;
- the Red Line from Agbado to Oyingbo, in commercial operation from 15 October 2024;
- the OMI EKO waterways programme, launched on 17 October 2025.

These four, with the road network, define the travel geography against which the PROMISE's service pledges are measured in this compendium.

The eastern corridor shows the pattern most clearly from space. Between the lagoons and the Atlantic, a narrow coastal ridge carries the Lekki-Epe expressway, the Free Zone and the Deep Sea Port, while Epe sits on the far shore of the Lekki Lagoon. Several of the PROMISE's new facilities point to this ridge E P.



Figure 6. The Lekki-Epe corridor from Sentinel-2 (cloud-masked median of 47 scenes, Nov 2024 to Mar 2025): the coastal ridge between the lagoons and the Atlantic, with the PROMISE places that fall inside the frame. The image shows ground conditions only; markers show where the book's pledges point, at the precision the book allows. Source: data/imagery/lagos_s2_2024-11-01_2025-03-31.png, data/processed/promise_places.geojson.

Why road distance

A straight line across a lagoon is not a journey. Every access measure in this study follows the road network, so that the creeks, lagoons and the limited number of crossings count the way they do in daily life. Distances are reported in kilometres, not minutes, because travel time depends on the hour and the day while distance does not.

Road distance has a known weakness, and it matters most in the outer divisions. The model measures from each populated 1 km square to the nearest point on the mapped road network in a straight line, then along the roads. Where settlements sit away from the network, on creek and lagoon edges or along unmapped tracks, that first leg is longer and its real route (a footpath, a motorcycle track or a boat crossing) is not modelled. The author's own familiarity with communities around Epe, such as Isan, prompted the question; the model answers it in part. In Epe division the median populated square is about half a kilometre from the modelled network, against about 35 m in Ikeja division, and about one populated square in ten is more than 3.6 km from it S. The close-up below shows where.

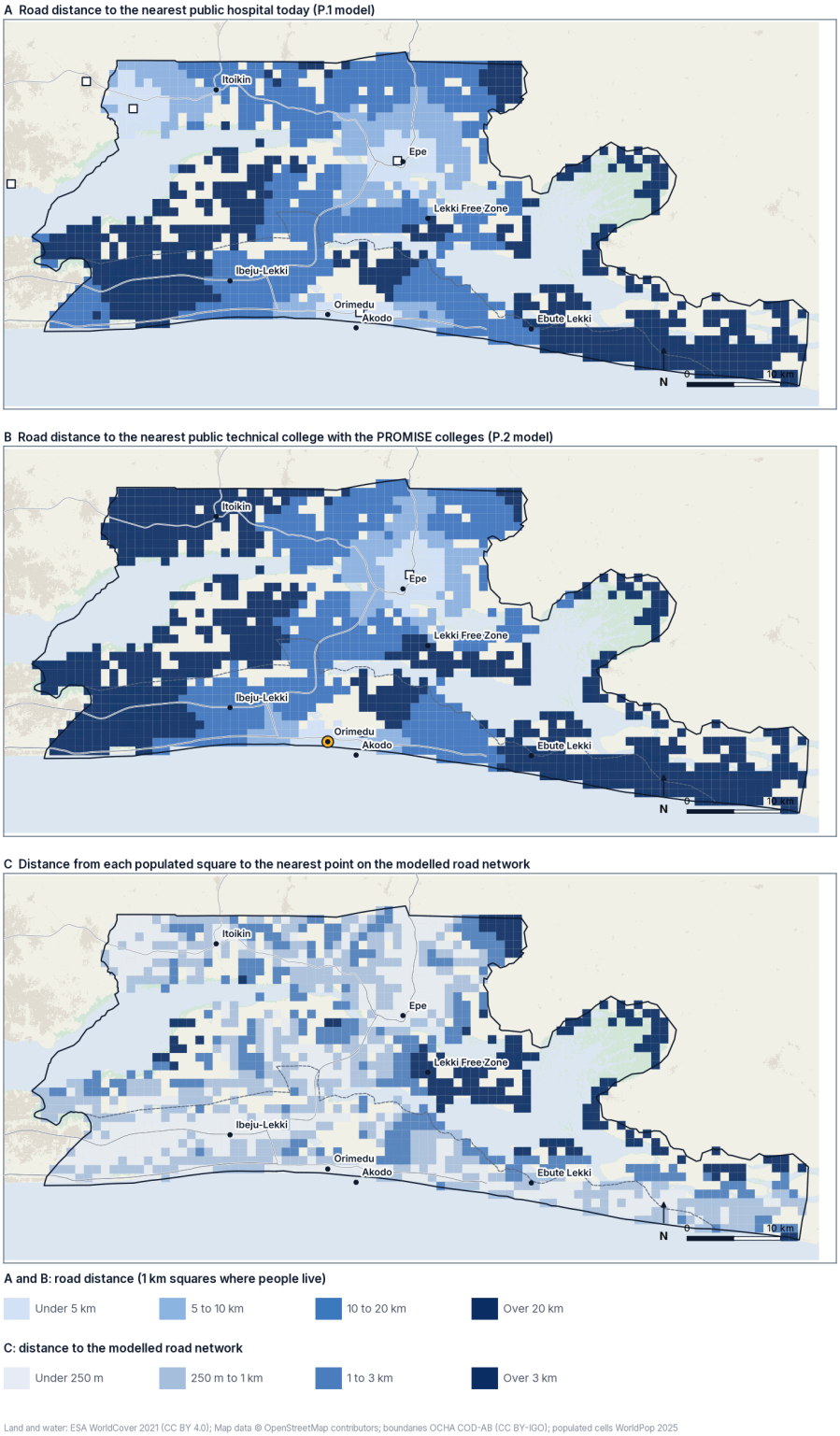


Figure 7. Epe division (Epe and Ibeju-Lekki LGAs) in close-up, from the P.1 and P.2 road-network models. White squares are existing public hospitals (A) and technical colleges (B); gold discs are the PROMISE colleges at town-level locations. In the model, about 28% of the division's projected 2030 population lives more than 20 km by road from a public hospital (A). Panel C shows why road distance alone can understate the trip for some settlements: the median populated square in the division is about 511 m from the modelled road network, against about 35 m in Ikeja division; the model adds that last leg as a straight line, not by the footpath, track or water route actually used. Model outputs [S], not measured travel times. Source: data/processed/p1_access_cells.geojson, p2_access_cells.geojson.

I For pledges that depend on reaching people (health, schools, training, markets, emergency response), the outer divisions' results should be read as lower bounds on the real journey. Measured travel times for a sample of these settlements, including the water legs, are the most useful single

addition to the model, and they need a field survey rather than more desk analysis.

> *Every coloured square on these maps is somebody's street.*
>
> THE AUTHOR DRAFT LINE: AWAITING AUTHOR APPROVAL

P

People First

4 CHAPTERS · 15 PLEDGES

People First is the first pillar of the PROMISE and the one that sets out the state's direct services to the person. The pillar opener page lists four chapters IE p.13: Our Health, Our Dignity (P.1); The Lagos Mind (P.2); Safe Communities (P.3); and Citizen Service (P.4). Together they hold 16 register rows (IE-001 to IE-016): 11 commitments, 4 aspirations and 1 unlabelled statement. The campaign's own description of the pillar booklet is "Health, education, safety and service built around the dignity of every Lagosian" (S-0002).

The opener page carries no quotation. Each chapter instead opens with a statement attributed to Dr Kadri Obafemi Hamzat, and the first sets the pillar's tone: "The dignity of a family rests on the health of its members, and no Lagosian should have to choose between care and ruin. We will not leave anyone behind" IE p.14. The last carries it to the counter of every public office: "Government must be felt at the gate of the citizen" IE p.24.

The pillar contains the book's most specific health targets to 2031, including 120 flagship Primary Health Care Centres, 15 Maternal and Child Centres, 2 new General Hospitals and the expansion of named General Hospitals by up to 50 per cent IE p.14-15. It names three technical colleges, at Meiran, Ibeju-Lekki and Badagry IE p.18, and four satellite secretariats, at Badagry, Ikorodu, Lagos Island and Epe IE p.24. It also sets one service standard, 24-hour acknowledgement, 7-day response and 30-day resolution, for both safety and citizen complaints [IE p.22, p.24].

P.1 and P.2 are the two chapters of the compendium with spatial analysis: road-distance models of access to public hospitals, primary care and technical colleges. P.3 and P.4 are documentary, and each names the analysis that would add most.

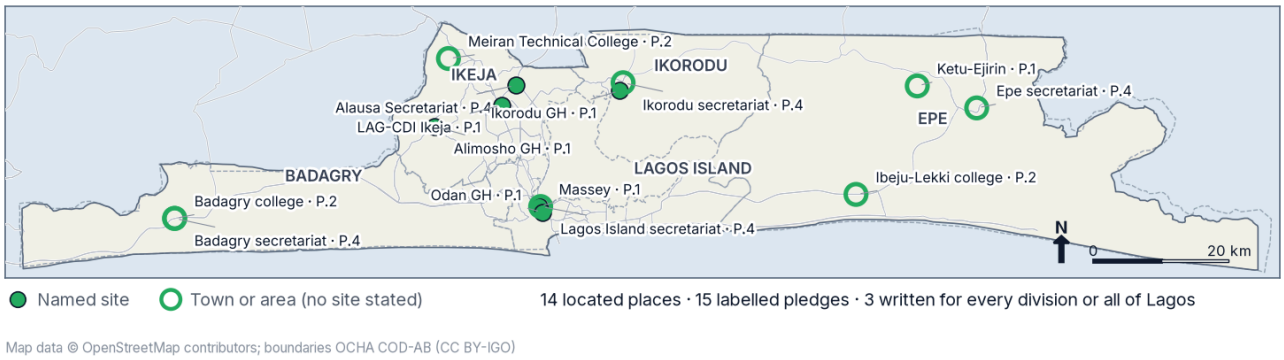


Figure 8. Where People First lands: the places its pledges name, located from the book's own wording (chapter code after each name). 3 of the pillar's register rows are written for every division or all of Lagos and so have no single point. Locations are geocoded to the precision the book allows; none implies a site has been chosen. Source: data/processed/promise_places.geojson, policy/proposal_register.csv.

P.1 PEOPLE FIRST ANALYSED

Our Health, Our Dignity

The promise

IE-001 **Pledge of the Vulnerable** COMMITMENT IE p.14

"Drive malaria below 1 per cent toward pre-elimination, cut maternal mortality to 200 per 100,000, lift Non Communicable Diseases (NCD) screening to 90 per cent, and open community mental health units in all 5 divisions by 2031."

TARGET malaria <1%; MMR 200/100,000; NCD screening 90%; mental health units in 5 divisions DATE by 2031

WHERE all 5 IBILE divisions

IE-002 **Pledge of Care on Lagos Soil** ASPIRATION IE p.14

"Make every grade of care available in Lagos and reverse outbound medical tourism, through Lagos Cancer Diagnosis Centre Ikeja (LAG-CDI), Medipark, Massey, Odan, Ketu-Ejirin and the wider specialist network."

WHERE Ikeja (LAG-CDI); Medipark; Massey; Odan; Ketu-Ejirin

IE-003 **Pledge of Systems** COMMITMENT IE p.14

"Reach 9,000 doctors, open 2 new General Hospitals, increase the total number of flagship Primary Health Care Centres (PHC) to 120 by 2031. Increase the Maternal and Child Centres to 15 by 2031."

TARGET 9,000 doctors; 2 new General Hospitals; 120 flagship PHCs; 15 MCCs

DATE PHCs and MCCs by 2031; doctors and 2 new GHs: not stated WHERE locations of new General Hospitals not stated

IE-004 **Pledge of the Healthcare Economy** COMMITMENT IE p.15

"Expand Ilera Eko coverage to 30 per cent, stand up the single-umbrella Health Systems Strengthening Window, advance drug and vaccine sovereignty through Lagos State Essential Medicines (Drug) Agency (LASEMDA) and Lagos State Medical Industries and Innovation Zone (LASMIIZO), and to continue to improve on the health sector expenditure."

TARGET Ilera Eko coverage 30%

IE-005 **Pledge of Expansion** COMMITMENT IE p.15

"Some of our General Hospitals will be expanded to cater to the rising population, Alimosho General Hospital, Odan General Hospital, Ikorodu General Hospital are examples of these General Hospitals that will be expanded by up to 50% by 2031."

TARGET up to 50% expansion DATE by 2031 WHERE Alimosho GH; Odan GH (Lagos Island); Ikorodu GH

The health chapter carries five pledges IE p.14-15. Four are commitments: outcome targets for malaria, maternal mortality, NCD screening and community mental health units by 2031; a systems pledge of 9,000 doctors, 2 new General Hospitals, 120 flagship Primary Health Care Centres and 15 Maternal and Child Centres; a financing pledge built on Ilera Eko, LASEMDA and LASMIIZO; and the expansion of named General Hospitals "by up to 50% by 2031" IE p.15. The fifth, care on Lagos soil through the specialist network, is labelled an aspiration IE p.14. Two of the pledges, Systems and Expansion, are physical and spatial, and they are the subject of this study's analysis.

Why it matters for Lagos

The chapter opens with the candidate's statement that "no Lagosian should have to choose between care and ruin" (IE p.14). Its "Where we are" text describes a public system that already carries heavy load: the PROMISE puts public health facility use at "as many as 20 million orthodox health visits a year" and states that the population "is projected to pass 40 million by 2030" (IE p.14). Both are the book's statements.

The pledge of expansion is written for that growth: the hospitals "will be expanded to cater to the rising population" (IE p.15). This study's population model, built on the WorldPop 2025 and 2030 grids (S-0056, S-0057) and used for shares and growth rates only, projects Lagos to grow by about 10 per cent between 2025 and 2030, with Alimosho LGA alone taking about a fifth (21.5 per cent) of that growth. This growth rate is much slower than the book's own projection of more than 40 million Lagosians by 2030 (IE p.14) would imply; the two are not reconciled here, and the model is used for where growth falls, not how large it is. Growth on that scale means a hospital's catchment, not only its wards, decides how much good an expansion does.

Where it lands: geographic context

Table 1. Places named by P.1 and how precisely they could be located (data/processed/promise_places.csv)

Place	Role in the pledge	Location precision
LAG-CDI Ikeja (Lagos Cancer Diagnosis Centre)	specialist care network	site
Medipark	specialist care network	not_found
Massey (Children's Hospital)	specialist care network	site
Odan General Hospital	expand up to 50% by 2031	site
Ketu-Ejirin	specialist care network	area_centroid
Alimosho General Hospital	expand up to 50% by 2031	site
Ikorodu General Hospital	expand up to 50% by 2031	site

The book names three hospitals for expansion, Alimosho General Hospital (Igando), Odan General Hospital (Lagos Island) and Ikorodu General Hospital, and calls them "examples" (IE p.15): the list is open, and "up to 50%" is a ceiling. The specialist network names Ikeja (LAG-CDI), Medipark, Massey, Odan and Ketu-Ejirin (IE p.14). The two new General Hospitals, the 120 flagship PHCs and the 15 Maternal and Child Centres carry no sites in the book, and the mental health units are pledged "in all 5 divisions" (IE p.14). For the unsited items this study asks where they would reach the most Lagosians.

What Lagos already has

Table 2. Continuity record for P.1 (research/history/CONTINUITY_TIMELINE.csv)

Year	Administration	Event	Evidence
2015	Fashola (2007-2015)	Lagos State Health Scheme Law (Law No 4 of 2015, signed May 2015) creates LASHMA / Ilera Eko	partially verified
2018	Ambode (2015-2019)	Ilera Eko scheme commences operations (Dec 2018)	partially verified
various	Tinubu (1999-2007)	Health, housing, security and 'blueprint' continuity claims attributing origins to Tinubu (RRS, housing estates, health reforms)	manifesto claim only

The book places the origin of the health platform in the Tinubu administration and says "every succeeding administration has built on it" (IE p.14). The documentary record supports a long relay. The Lagos State Health Scheme Law, Law No. 4 of 2015, is the legal basis of Ilera Eko (S-0079). The Q3 2026 Budget Implementation Report lists 19 State General Hospitals as separate budget lines (S-0016 p.13). A new 280-bed General Hospital at Ojo, beside LASU, was reported under construction in January 2025 (S-0137; S-0017 p.32). The former Epe General Hospital passed to the Federal Government as Federal Medical Centre Epe under a memorandum of 3 October 2024 (S-0138; S-0139). The Lagos Bureau of Statistics counted 294 primary health centres across the 57 LGAs and LCDAs in 2019 (S-0026 Table 4.1 p.27).

Evidence available

Table 3. Registered sources for P.1 (research/source_register.csv)

ID	Title	Date	Tier
S-0002	The Lagos Promise - Pillar 1: People First		PRIMARY
S-0032	Lagos Diagnostic Study and Pathway for Transformation: A Rapid Multi-Sector Analytical Review of the Mega-City	2023-06	PRIMARY
S-0033	Lagos Multi-Sector Analytical Review and Engagement Framework: Summary Note	2023-06	PRIMARY
S-0047	World Urbanization Prospects 2025: The World's Cities in 2025 - Data Booklet	2025	PRIMARY
S-0048	World Urbanization Prospects 2025: Frequently Asked Questions	2025	STRONG_SECONDARY
S-0049	Demographic Statistics Bulletin 2022	2023-12	STRONG_SECONDARY
S-0055	WorldPop Nigeria - Spatial Distribution of Population 2025, 100 m constrained, R2025A v1 (record only)	2025-09-01	PRIMARY
S-0056	WorldPop Nigeria population 2025, 1 km constrained UN-adjusted, R2025A v1	2025	PRIMARY
S-0057	WorldPop Nigeria population 2030, 1 km constrained UN-adjusted, R2025A v1	2025	PRIMARY
S-0061	GRID3 NGA - Settlement Extents v4.1 - Data Release Notes (dataset record)	2026-08-14	PRIMARY
S-0064	Nigeria - Subnational Administrative Boundaries (COD-AB)	2026-04-16	PRIMARY
S-0079	Lagos State Official Gazette Extraordinary No 32 Vol 48 (5 June 2015): Law No 4 - Lagos State Health Management Agency and Lagos State Health Scheme	2015-06-05	PRIMARY
S-0137	Lagos to open 280-bed multi-specialist general hospital by December 2025	2025-01-28	STRONG_SECONDARY
S-0138	Lagos hands over General Hospital to FG, now Federal Medical Centre Epe	2024-10-04	STRONG_SECONDARY
S-0139	FG signs MoU with Lagos govt to establish FMC at Epe General Hospital	2024-10-04	STRONG_SECONDARY

- E Hospital roster: S-0016 p.13 (19 General Hospitals by budget line); S-0137 (Ojo); S-0138 and S-0139 (Epe, now federal).

- E Hospital load: the Lagos Bureau of Statistics *Spotlight on Lagos Statistics 2021* reports 2019 inpatients, doctors and bed occupancy by hospital, but for **9 of the 19** General Hospitals only (S-0027 Tables 3.3, 3.7-3.9).
- E Primary care: the 2019 official count (S-0026) and GRID3 health facility points for location. The GRID3 points are used for distance only and are not quoted as a count.
- S The study's own model: the OpenStreetMap road network (S-0066) and WorldPop 1 km population grids (S-0056, S-0057). Every populated square is routed by road to its nearest public hospital and to its nearest primary-care point. Distances are road kilometres, not travel times. The scripts and outputs are listed in the dossier for IE-003 and IE-005.

Findings

Access today.

- S About 8 in 10 Lagosians (79.4 per cent) live within 10 km by road of a public hospital, and 3 in 4 (76.5 per cent) within 2 km of a public primary-care point. The mean road distance to a public hospital is 7.0 km.
- S Alimosho General Hospital at Igando is the nearest public hospital for 15.8 per cent of Lagosians, about 1 in 6, more than any other public hospital. Nearest-by-road is a model of catchment, not of referral practice.

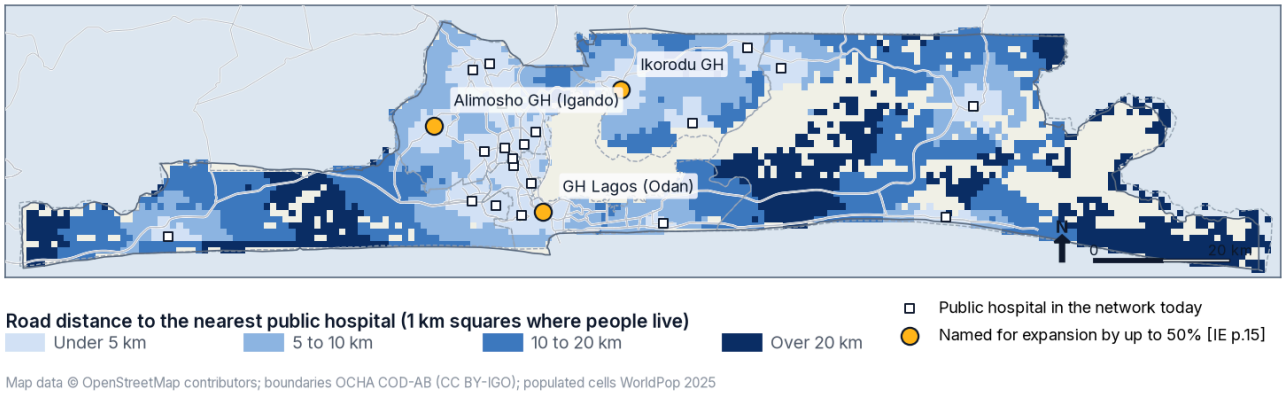


Figure 9. P.1: road distance from every populated 1 km square to the nearest public hospital today (State General Hospitals on the Q3 2026 budget roster, the two Federal Medical Centres and the two teaching hospitals). Distances along the OpenStreetMap road network (Nov 2026). Source: scripts/p1_health_access.py.

Why these three hospitals.

- E Of the 16 General Hospitals listed in the 2019 tables (S-0027 Tables 3.7-3.9), Ikorodu General Hospital admitted the most inpatients (8,189) and Alimosho the second most (6,805), and Odan had the largest medical team (103 doctors) (S-0027).
- I The book's three named hospitals are therefore where published load and the largest catchment already sit. The 2019 tables list 16 General Hospitals (the current budget roster has 19, including newer facilities such as Imota and Orchid Road), so this study can say "the busiest of the General Hospitals reported for 2019", not "the busiest in Lagos today".

What Ojo and the two new hospitals change.

- S With the Ojo General Hospital open, the mean road distance to a hospital in Ojo LGA falls from 14.8 km to 7.4 km, the largest single change in any LGA in the near term. Across Lagos, the share within 10 km rises to 85.2 per cent of the 2030 population.

- S The study then placed two further hospitals where they cut total person-kilometres the most (a greedy p-median search, with Ojo open). The first site falls in Badagry LGA near Ijotan and Iworo; the second at Sangotedo in Eti-Osa LGA. With Ojo and these two, 91.0 per cent of Lagosians in 2030, about 9 in 10, would live within 10 km of a public hospital, the share beyond 20 km would fall from 4.1 to 0.7 per cent, and the Lagos-wide mean would fall from 7.0 to 5.6 km.
- S The gains concentrate on the two growth corridors: the Ibeju-Lekki LGA mean falls from 19.6 to 12.2 km and the Badagry LGA mean from 14.4 to 8.0 km.
- C The two sites are model outputs from this study (status CONCEPT). They are not announced or proposed locations, and the book gives none.

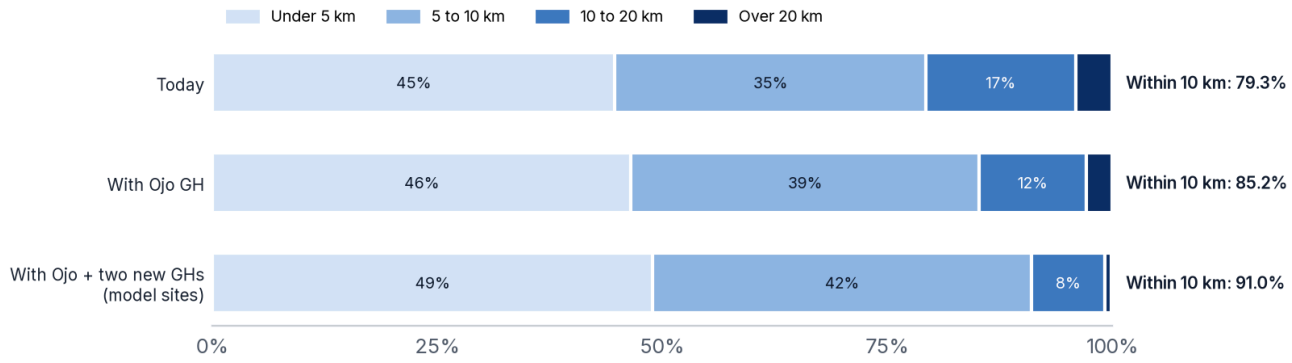


Figure 10. Share of Lagosians (2030 projected distribution) by road distance to the nearest public hospital in three scenarios. The two new General Hospitals are placed at the model's best sites (greedy p-median), not at announced sites; the book names no sites. Source: data/processed/p1_summary.json.

Implications and opportunities

I Three readings follow for the delivery team.

1. The expansion pledge is aimed where load already concentrates. The book's open wording ("examples", "up to") leaves room to add hospitals to the list as the data improve; the same test, catchment share plus published load, can be applied to each candidate.
2. The Ojo General Hospital is the largest near-term access gain, and it is continuity: started in the current administration and due for completion; if it is completed in the PROMISE period, it delivers this gain.
3. If the two new General Hospitals follow population, the western (Badagry road) and eastern (Lekki-Epe) corridors are where they reach the most Lagosians. Publishing the siting criteria alongside the chosen sites would apply the book's own principle, "Publish and Be Judged" IE p.7.

The outcome targets of the Pledge of the Vulnerable have no published baselines in the book. In the book's own terms, "Measure Before You Promise" IE p.7, the delivery team will need to state the starting rates for malaria prevalence, maternal mortality and NCD screening, and the current counts of flagship PHCs, Maternal and Child Centres and doctors in the state service, so that the 2031 targets can be judged against them.

Research gaps and next steps

The analysis carries these limitations, which travel with every number above:

1. The road graph is undirected: one-way streets, turn restrictions and ferries are ignored.

2. OpenStreetMap completeness has not been validated in peri-urban Ibeju-Lekki and Epe, where the longest distances are.
3. No sensitivity test has yet been run on cell snapping, a 100 m population grid or the p-median search.
4. Hospital load data are from 2019 and cover the 16 General Hospitals listed in the State's 2019 tables, not the full current roster of 19; the project's extract (data/processed/p1_hospital_load_lbs.csv) transcribes nine of them, and the comparisons above were re-checked against all 16.
5. Several hospital coordinates are town- or road-level approximations, adequate at 1 km and not at street scale.
6. WorldPop totals run below official Lagos figures, so only shares and growth rates are used.
7. The first leg from each populated square to the road is added as a straight line. In Epe division the median populated square is about half a kilometre from the modelled network, so for creek-side and lagoon-side settlements around Epe (Isan is one the author knows) the real journey to hospital, by footpath, motorcycle track or boat, is longer than the road figure. Weighted by people the effect is small (about 4 per cent of Epe LGA's projected population lives in squares more than 1 km from the network), but it falls on exactly the settlements a "no one left behind" pledge is written for S I . See the Epe division close-up in the Lagos context chapter.

The most consequential next step is to confirm what "up to 50%" means on the ground at the three named hospitals. Engineering brief ENG-01 (General Hospital expansion headroom; not started) would trace each plot and its existing buildings from dated imagery and test whether a 25 or 50 per cent addition of floor area goes out or up. Its traced plots would be EXISTING or ANALYSIS and its expansion masses CONCEPT. It needs plot boundaries, building footprints and storey counts (imagery and a site visit), and the Ministry of Health's definition of the 50 per cent (beds, floor area or service capacity). For the primary-care targets, the next analysis needs a published list of the current flagship PHCs and Maternal and Child Centres with addresses, which would let the 120 and 15 targets be mapped against population shares by LGA.

P.2 PEOPLE FIRST ANALYSED

The Lagos Mind

The promise

IE-006 **Pledge of Foundations** COMMITMENT IE p.18

"Deepen EKOEXCEL across all public primary schools and extend it into secondary education, so every Lagos child continues to read, write, reason in an organized and measurable way."

TARGET EKOEXCEL in all public primary + secondary WHERE all public primary schools

IE-007 **Pledge of Skills** ASPIRATION IE p.18

"Align technical and vocational training with the real economy and scale the AI Workforce Transformation Programme, so skills lead to work. Complete Meiran Technical College and build an additional two at Ibeju Lekki and Badagry."

TARGET 1 completed + 2 new technical colleges WHERE Meiran (Alimosho/Ifako-Ijaye); Ibeju-Lekki; Badagry

IE-008 **Pledge of the Lagos Mind** ASPIRATION IE p.18

"Strengthen the universities and the research base, and renew the teachers, trainers and lecturers who carry the system."

IE-009 **Pledge of Equity** ASPIRATION IE p.18

"Guarantee every child in every division a fair start, whatever his or her parents income, language or ability. Hence reducing out of school children significantly."

TARGET out-of-school children reduced 'significantly' (no number) WHERE every division

The chapter carries four pledges on one page IE p.18. Only the Pledge of Foundations, which deepens EKOEXCEL across public primary schools and extends it into secondary education, is labelled a commitment. The other three are aspirations: skills aligned with the economy, including the completion of Meiran Technical College and two new colleges "at Ibeju Lekki and Badagry"; stronger universities and renewed teachers; and a fair start for every child in every division, "reducing out of school children significantly". The skills pledge is the chapter's one spatial item, and it is the subject of this study's analysis.

Why it matters for Lagos

The candidate's opening line sets the purpose: "We will form, retain and renew the Lagos mind, so that every child learns and every worker can earn" IE p.16. The "Where we are" text then names what the skills pledge is for. It describes "a 3-way mismatch. Industries cannot find skilled workers. Trained graduates cannot find jobs. Employers fill critical roles with expatriates or leave them empty" IE p.18, and it asks that "what we teach must not drift away from what the economy needs" IE p.16. The pledge's own last clause, "so skills lead to work" IE p.18, is therefore a test the colleges can be held to: where they sit relative to young people and relative to jobs.

Where it lands: geographic context

Table 4. Places named by P.2 and how precisely they could be located (data/processed/promise_places.csv)

Place	Role in the pledge	Location precision

Place	Role in the pledge	Location precision
Meiran Technical College	complete technical college	area_centroid
Ibeju-Lekki (new technical college)	new technical college (site not stated)	area_centroid (site not stated in manifesto)
Badagry (new technical college)	new technical college (site not stated)	area_centroid (site not stated in manifesto)

The book names three places: Meiran, where a college is to be completed, and Ibeju-Lekki and Badagry, where two are to be built (IE p.18). It names the LGAs, not plots. The Ibeju-Lekki site is identified from the budget rather than the book: the 2025 Citizens Budget funds the "Construction of Buildings at the New Technical College at Orimedu Ibeju-Lekki" (S-0011 p.19). That is a budget line; it is not by itself evidence that funds were released or that construction has begun. The Badagry and Meiran points in this study are town-level locations.

What Lagos already has

Table 5. Continuity record for P.2 (research/history/CONTINUITY_TIMELINE.csv)

Year	Administration	Event	Evidence
2008	Fashola (2007-2015)	World Bank concept note for 'Lagos Eko Project' (May 2008): designed after 'new Government was elected in April 2007'; IDA US$95m; financing agreement 20 July 2009	contradicted

The book reports that EKOEXCEL "reaches around 500,000 pupils across 1,028 public primary schools and has retrained more than 14,000 teachers", and lists the higher-education and skills platform above it: LASU, LASUSTECH, LASUMHS, LASUED, the colleges of education, LASTVEB, the technical institutions and LSETF (IE p.16). These are the book's figures.

The book traces the foundation to the Eko Project. The World Bank's project documents date the Eko Secondary Education Project's concept note to May 2008 and its financing agreement to July 2009 (S-0088; S-0090), and record its close in August 2016 (S-0091). These documents place the World Bank project in the Fashola administration, after the April 2007 election (S-0088), and describe a secondary-school programme; the earlier Tinubu-era programme the book describes has not yet been located in the published record, so the two are reported separately here rather than reconciled. The financing agreement is directly relevant to this chapter: it provided school development grants to 632 public schools and 5 technical colleges, and grants to the 5 technical colleges for "twinning arrangements" with the private sector, "so as to strengthen linkages between the skills to be acquired by students at the technical colleges and the actual skills demanded by the labor market" (S-0090 p.7). The PROMISE's "so skills lead to work" continues that aim.

The technical colleges themselves are a continuity thread. A July 2025 report names the five State technical colleges (Agidingbi, Ikotun, Ikorodu, Ado-Soba and Odomola-Epe) and states that five more were approved to make ten across the five divisions (S-0140). Badagry and Ibeju-Lekki were named as the next two colleges as early as 2016 (S-0141, a context-tier source whose date is still to be confirmed).

Evidence available

Table 6. Registered sources for P.2 (research/source_register.csv)

ID	Title	Date	Tier
S-0002	The Lagos Promise - Pillar 1: People First		PRIMARY

ID	Title	Date	Tier
S-0060	GRID3 NGA - Education Facilities (Nigeria - Schools)	2020-12-20	STRONG_SECONDARY
S-0063	Education Facilities of Nigeria (OpenStreetMap export)	2026-11-02	CONTEXT
S-0088	Lagos Eko Project - Project Information Document (Concept Stage, P106280)	2008-05-20	PRIMARY
S-0089	Lagos Eko Secondary Education Project - Project Appraisal Document (P106280)	2009-05-18	PRIMARY
S-0090	Financing Agreement, Credit 4591-NG (Lagos Eko Secondary Education Project)	2009-07-20	PRIMARY
S-0091	Lagos Eko Secondary Education Project - Implementation Completion and Results Report (P106280)	2017-02-28	PRIMARY
S-0098	World Bank project page P106280 Lagos Eko Secondary Education	n/a	PRIMARY
S-0140	Lagos State to establish 5 new technical colleges across state to boost vocational education	2025-07-18	STRONG_SECONDARY
S-0141	Lagos to build two technical colleges 2017	2016-10-28	CONTEXT

- E College roster: S-0140 (the five State colleges and the 2025 approval of five more); S-0011 p.19 (Orimedu); LASTVEB workshop budget lines (S-0016 pp.67-68).
- E Continuity: S-0088 to S-0091 (World Bank Eko Project documents).
- S The study's own model: the OpenStreetMap road network (S-0066) and WorldPop 2025 and 2030 grids (S-0056, S-0057), used for shares only. Every populated square is routed by road to its nearest public technical college: the five State colleges plus the Federal Science and Technical College, Yaba. Results below use the 2030 population. The scripts and outputs are listed in the dossier for IE-007.

Findings

What the PROMISE network does.

- S The mean road distance from a Lagosian to a public technical college is 12.0 km today. Completing Meiran brings it to 11.3 km; adding the Badagry and Orimedu colleges brings it to 8.7 km.
- S The share of Lagosians more than 20 km by road from any public technical college falls from 14.8 per cent, about 1 in 7, to 6.9 per cent, about 1 in 14.
- S Meiran becomes the nearest college for 13.0 per cent of Lagosians, about 1 in 8, and the mean distance within its catchment falls from 10.3 to 4.9 km. In Alimosho LGA, which is projected to take about a fifth of Lagos's growth to 2030, the mean falls from 7.4 to 4.8 km.
- S Badagry LGA sees the largest change in the state: its mean distance falls from 38.5 to 12.0 km. Ibeju-Lekki falls from 38.6 to 20.3 km.
- S Together the three new catchments hold about a quarter (23.8 per cent) of Lagosians in 2030, and the mean distance within them falls from 23.5 to 9.6 km.

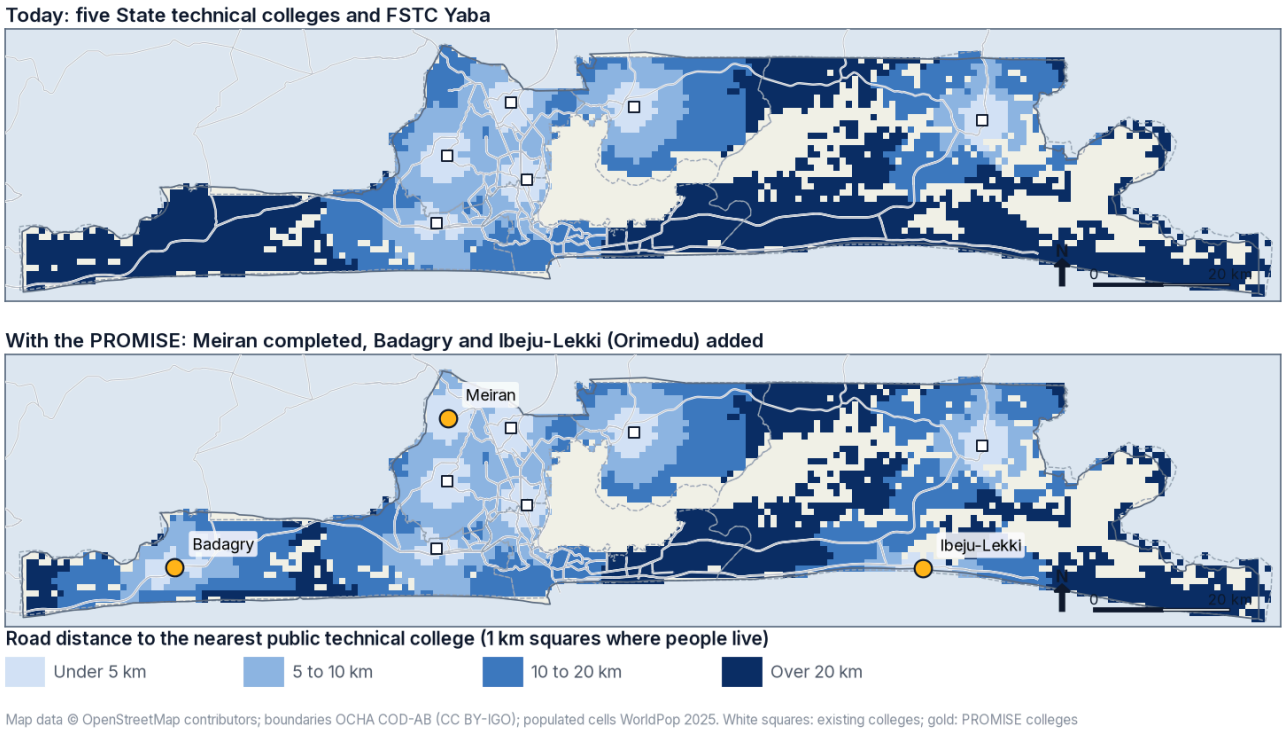


Figure 11. P.2: road distance to the nearest public technical college, today and with the three PROMISE colleges (Meiran, Badagry, Orimedu in Ibeju-Lekki). College sites for Badagry and Orimedu are town-level (approx_town). Source: scripts/p2_skills_access.py.

Where a second new college does most good.

- S When the model places two new colleges freely (with Meiran completed), its first choice falls at Badagry, the same place the book names. Its second choice falls in Eti-Osa LGA near Ajah, about 35 km west of Orimedu. The model's two sites give a Lagos-wide mean of 7.8 km against 8.7 km for the PROMISE's two.
- S A second test held Meiran and the Badagry college fixed and scored 2,586 candidate squares for the second college under four objectives. On the mean road distance and on the shares beyond 15 km and beyond 20 km, the best square lies on the western Lekki corridor in Eti-Osa, between Ajah and Sangotedo; on the share beyond 30 km it lies in Ibeju-Lekki further east. Orimedu ranks between 466th and 1,061st across the four objectives. With a college near Sangotedo as the second, 2.7 per cent of Lagosians would remain beyond 20 km, against 6.9 per cent with Orimedu.
- S Eti-Osa is the LGA the PROMISE network changes least: its mean falls only from 26.6 to 26.0 km.
- S Epe LGA is also unchanged by the three PROMISE colleges, because its nearest college is already Odomola-Epe: about 1 in 4 of its projected 2030 population (24.3 per cent) remains more than 20 km by road from a public technical college, mostly in the north-west of the LGA around Itoikin and the lagoon-side settlements west of Epe town (see the Epe division close-up in the Lagos context chapter).
- I On population objectives, the second college does most good on the western Lekki corridor near Ajah and Sangotedo. Orimedu's case is not population; it is the book's stated purpose, "so skills lead to work". Orimedu lies about 7.1 km in a straight line from the Lekki Free Zone and 11.8 km from the Lekki Deep Sea Port, which makes it the candidate area beside both job anchors. The two results answer different questions, and both are true.
- C The Ajah-Sangotedo location is a model output from this study (status CONCEPT). It is not an approved, proposed or announced site.

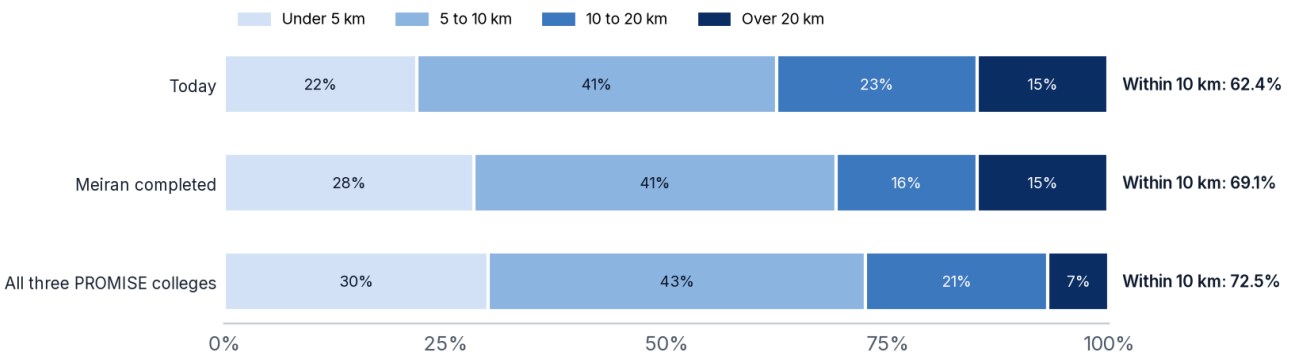


Figure 12. Share of Lagosians (2030 projected distribution) by road distance to the nearest public technical college in three scenarios. Source: data/processed/p2_summary.json.

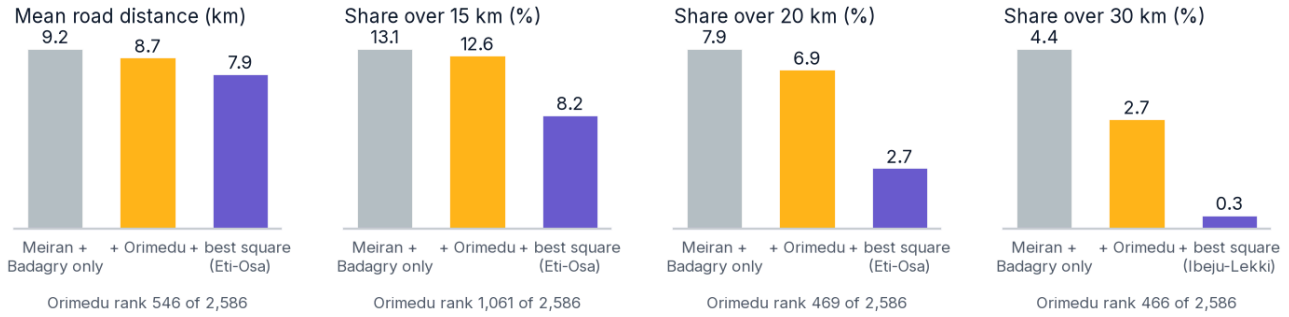


Figure 13. P.2 second-site test (author's analysis): with Meiran and Badagry fixed, 2,586 candidate 1 km squares were scored for the third college under four population objectives. The violet bar is the best square (a model output, not a proposal); the gold bar is the book's Ibeju-Lekki college at Orimedu. Source: data/processed/p2_summary.json, p2_site_objectives.csv.

Badagry.

- I Badagry is the one location where the book's choice and the road network's first choice coincide. On this evidence it is the single most effective of the three named colleges at bringing young Lagosians within reach of technical training.

Implications and opportunities

I The PROMISE's three colleges more than halve the share of Lagosians beyond 20 km of technical training, and Badagry carries the largest gain. Orimedu ties training to the jobs at the Free Zone and the port, which is the pledge's own test. The 2025 approval of five further colleges (S-0140) offers the natural route to the population result as well: of those five, a college on the Ajah-Sangotedo axis is where this study's model indicates the next one would do most good for young people still far from any college. Publishing the siting reasons for each college, people for one and jobs for another, would apply the book's principle "Publish and Be Judged" (IE p.7).

The other three pledges have no stated baselines. The delivery team will need to measure the current EKOEXCEL coverage in secondary schools, the out-of-school count by division (the book's "significantly" has no number) and the share of technical college leavers in work, so that "so skills lead to work" can be reported.

Research gaps and next steps

The analysis carries these limitations:

1. The road graph is undirected and ignores one-way streets, turn restrictions and ferries; distances are road kilometres, not travel times.
2. OpenStreetMap completeness is unvalidated in the eastern Lekki corridor, where the decisive distances are.
3. No sensitivity test has yet been run.
4. Meiran, Orimedu and Badagry are town-level points. A 2-5 km shift in Orimedu's point would not change LGA averages much but would change the 7.1 km Free Zone figure, which should not be quoted at street scale until the site is fixed.
5. Catchments assume young people attend the nearest college, while LASTVEB admission is statewide. For students in creek- and lagoon-side settlements around Epe, daily attendance also depends on the first leg to the road, which the model counts as a straight line; boarding provision, transport support or satellite training centres may matter more there than a further campus. This is a question for the delivery team to measure, not a finding I.
6. The college roster includes FSTC Yaba (federal). One 2022 report is said to list a "Badagry" college among the operating five; this is most likely Ado-Soba (Amuwo-Odofin LGA, Badagry division) and remains to be confirmed.

The most consequential next step is a ground screen of the two Lekki corridor areas, Orimedu and the Ajah-Sangotedo model area: land height, water and wetland cover, open land on imagery, and road distance to the Lekki-Epe Expressway and to the job anchors. Engineering brief ENG-03 (technical-college site screening on the Lekki corridor; not started; screening layers ANALYSIS, any campus test fit CONCEPT) sets this out. It needs a bare-earth elevation model (FABDEM or Copernicus GLO-30, S-0067), dated Sentinel-2 imagery, surface water (S-0068) and, from LASTVEB, a campus area requirement.

Safe Communities

The promise

IE-010 **Pledge of the Neighbourhood** COMMITMENT IE p.22

"Extend the Neighbourhood Safety Agency into every locality across the 20 local governments and 37 council development areas."

TARGET LNSA in every locality WHERE 20 LGAs; 37 LCDAs

IE-011 **Pledge of Prevention** COMMITMENT IE p.22

"Scale CACCOV across schools, markets, motor parks and faith communities, so the strongest safety outcome is the crime that never happens."

IE-012 **Pledge of the Citizen Voice** COMMITMENT IE p.22

"Answer every safety complaint against a published standard of 24-hour acknowledgement, 7-day response and 30-day resolution."

TARGET 24h / 7d / 30d

IE-013 **Pledge of the Survivor** COMMITMENT IE p.22

"Expand the Sexual Assault Referral Centre network across every IBILE division, with survivor-centred care."

TARGET SARC in each of 5 divisions WHERE every IBILE division

IE-014 **Street-level harassment (touts, illegal levies)** UNLABELLED STATEMENT IE p.20

"The most consistent complaint we heard is street-level harassment: touts who peep into cars at intersections, steal in traffic, obstruct vehicles, damage them, and abuse motorists and passengers. Illegal levies collected at junctions. It is a daily indignity, and an extortion. This is the first thing I plan to change."

DATE first priority WHERE intersections / junctions statewide

The chapter carries four commitments and one unlabelled statement IE p.20-22. The commitments extend the Neighbourhood Safety Agency "into every locality across the 20 local governments and 37 council development areas"; scale CACCOV across schools, markets, motor parks and faith communities; answer every safety complaint against a published standard of 24-hour acknowledgement, 7-day response and 30-day resolution; and expand the Sexual Assault Referral Centre network "across every IBILE division" IE p.22. The statement, in the "Where we are" text, names street-level harassment at junctions as "the first thing I plan to change" IE p.20.

Why it matters for Lagos

The chapter opens with the candidate's statement that "no one will be above the law and no one will be beneath the protection of the law" IE p.20. Its argument rests on what Lagosians told the campaign. Asked what makes them feel unsafe, "they did not begin with armed robbery or burglary. They stated clearly that the state had worked very hard on those issues" IE p.20. The concern they raised was conduct at intersections: touts who "obstruct vehicles", and "Illegal levies collected at junctions" IE p.20. The chapter's stance is explicit: "Our task is to strengthen this, not to replace it" IE p.20.

Where it lands: geographic context

The chapter names no facility or site. Its geography is administrative: every locality across the 20 LGAs and 37 LCDAs for neighbourhood safety, and every IBILE division for the referral centres IE p.22. The one physical setting it names is the junction IE p.20, which is also the unit of the R.1 junction programme IE p.27.

What Lagos already has

Table 7. Continuity record for P.3 (research/history/CONTINUITY_TIMELINE.csv)

Year	Administration	Event	Evidence
2007	Fashola (2007-2015)	Lagos State Security Trust Fund Law (commencement 3 Sept 2007)	verified
2016	Ambode (2015-2019)	Lagos Neighbourhood Safety Corps Law signed 15 Aug 2016; LNSA board inaugurated Nov 2016	verified
various	Tinubu (1999-2007)	Health, housing, security and 'blueprint' continuity claims attributing origins to Tinubu (RRS, housing estates, health reforms)	manifesto claim only

The book describes a framework built over two decades IE p.20. The Lagos State Security Trust Fund, established in 2007, "has mobilised around ₦17 billion in equipment, cash and materials, with independently audited annual accounts"; the Lagos Neighbourhood Safety Agency, established in 2016, "now fields over 6,000 unarmed community-based officers across all local government and local council development areas"; and the 767 and 112 emergency lines "are well established". The ₦17 billion and 6,000 figures are the book's statements.

E The founding dates are confirmed. The Security Trust Fund Law commenced on 3 September 2007 (S-0101), and the Neighbourhood Safety Corps law was signed on 15 August 2016 (S-0106). The book also traces the Fund's roots to Tinubu-era support for policing and the Rapid Response Squad IE p.20; the continuity record has not yet tested that link, so it is reported as the book's account.

Evidence available

Table 8. Registered sources for P.3 (research/source_register.csv)

ID	Title	Date	Tier
S-0002	The Lagos Promise - Pillar 1: People First		PRIMARY
S-0101	Security Trust Fund Law of Lagos State (text, commencement 3 Sept 2007)	2007-09-03	STRONG_SECONDARY
S-0106	Ambode signs Lagos Property Protection, Neighbourhood Safety bills	2016-08-16	STRONG_SECONDARY

- E S-0101 (Security Trust Fund Law) and S-0106 (Neighbourhood Safety law, 2016) for the institutional dates.
- E S-0026, the Lagos Bureau of Statistics abstract of LGA and LCDA statistics, gives the 57 administrative units the neighbourhood pledge is written against.
- No registered source yet gives the current deployment of neighbourhood safety officers by LGA or LCDA, the locations of the Sexual Assault Referral Centres, or complaint-handling times.

Findings

- P All four pledges are commitments, and two carry a stated geography: every LGA and LCDA, and every IBILE division (IE p.22). None carries a date.
- P The Pledge of the Citizen Voice states the chapter's only numerical standard: 24 hours, 7 days and 30 days (IE p.22). The same standard reappears for all citizen complaints in P.4 (IE p.24).
- P The book states that the Neighbourhood Safety Agency already operates "across all local government and local council development areas" (IE p.20). The pledge to extend it "into every locality" (IE p.22) is therefore a pledge of depth within each area rather than of new areas.
- I The chapter's first priority, conduct at junctions, and R.1's junction improvement programme meet at the same places. This study reads the two as one opportunity: a junction that is redesigned, signalled and supervised serves both the safety pledge and the commute.
- I Using one service standard (24h / 7d / 30d) across safety and citizen complaints gives the delivery team a single measure to publish across government, consistent with "Publish and Be Judged" (IE p.7).

Implications and opportunities

I The chapter's pledges are institutional, and their success will be shown in records rather than on a map. Three measures would let the public judge them: the number of officers deployed per LCDA against population shares; the share of safety complaints acknowledged within 24 hours, answered within 7 days and resolved within 30, reported by division; and the number of IBILE divisions with an operating referral centre. The book gives no starting values for these, so the delivery team will need to state them first, as the book's own principle "Measure Before You Promise" requires (IE p.7). The 2024 Assembly debate on restructuring the LCDAs (S-0124; outcome not confirmed) is worth tracking, since the neighbourhood pledge is written against the 37 LCDAs.

Research gaps and next steps

The most consequential next analysis is a division-level coverage map for the two pledges with a geography. It needs: the Neighbourhood Safety Agency's deployment roster by LGA and LCDA; the addresses of the existing Sexual Assault Referral Centres; LGA and LCDA boundaries (S-0064; LCDA boundaries are not yet held); and population shares by LGA from the WorldPop grids (S-0056). With these, officers per head and road distance to the nearest referral centre could be reported for each IBILE division. A second step, once R.1's junction screen exists, would overlay candidate junctions with the locations of complaints about touts, if the Agency or the Citizen Voice channel publishes them by location.

P.4 PEOPLE FIRST LOCATED

Citizen Service

The promise

IE-015 **Pledge of the Front Door** COMMITMENT IE p.24

"Establish a satellite secretariat in Badagry, Ikorodu, Lagos Island and Epe, so that a resident is served in their own division rather than always travelling to Ikeja."

TARGET 4 satellite secretariats WHERE Badagry; Ikorodu; Lagos Island; Epe

IE-016 **Pledge of the Citizen Voice** COMMITMENT IE p.24

"Acknowledge every citizen's complaint within 24 hours, provide an initial response within 7 days, and resolve routine matters within 30 days through the Citizens' Hamzat Compact Voice."

TARGET 24h / 7d / 30d

The chapter carries two commitments IE p.24. The Pledge of the Front Door establishes "a satellite secretariat in Badagry, Ikorodu, Lagos Island and Epe, so that a resident is served in their own division rather than always travelling to Ikeja". The Pledge of the Citizen Voice sets a published standard for every citizen's complaint: acknowledgement within 24 hours, an initial response within 7 days and resolution of routine matters within 30 days, through the Citizens' Hamzat Compact Voice.

Why it matters for Lagos

The candidate's opening line is that "Government must be felt at the gate of the citizen" IE p.24. The "Where we are" text lists where Lagosians meet the state: "The registry. The permit desk. The clinic. The school office. The tax counter. The local council" IE p.24. The chapter treats each of these as a front door and commits to a standard at each. The satellite secretariats apply the same idea to geography: a resident should be able to reach the state's offices within their own division.

Where it lands: geographic context

Table 9. Places named by P.4 and how precisely they could be located (data/processed/promise_places.csv)

Place	Role in the pledge	Location precision
Badagry satellite secretariat	satellite secretariat (site not stated)	area_centroid (site not stated in manifesto)
Ikorodu satellite secretariat	satellite secretariat (site not stated)	area_centroid (site not stated in manifesto)
Lagos Island satellite secretariat	satellite secretariat (site not stated)	area_centroid (site not stated in manifesto)
Epe satellite secretariat	satellite secretariat (site not stated)	area_centroid (site not stated in manifesto)
Alausa Secretariat (current seat)	current single front door	site

The four towns named in the pledge, with Ikeja, are the towns that give their names to the five IBILE divisions, the administrative divisions created in 1968 that the book uses as its reporting geography (S-0023 s.1.3). The current seat of government, the Secretariat at Alausa in Ikeja, is geocoded as the reference point. The book names towns, not buildings, so each secretariat is carried at the centre of its named town and marked for review.

What Lagos already has

Table 10. Continuity record for P.4 (research/history/CONTINUITY_TIMELINE.csv)

Year	Administration	Event	Evidence
1968	Pre-1999	Lagos State's five administrative divisions (Lagos/Eko, Ikeja, Ikorodu, Epe, Badagry = IBILE) created by Edict No.3 of April 1968	verified
1999	Tinubu (1999-2007)	Citizens' Mediation Centre (manifesto: 'Citizens' Mediation Bureau') established as a unit of the Directorate of Citizens' Rights, Ministry of Justice	verified
2000	Tinubu (1999-2007)	Office of the Public Defender created (reported 24 July 2000) within Citizens' Rights Dept, Ministry of Justice; now Bureau of the Public Defender	verified
2002	Tinubu (1999-2007)	37 Local Council Development Areas created from the 20 LGAs	partially verified
2007	Fashola (2007-2015)	Citizens' Mediation Centre Law enacted; CMC reports 300,000+ matters resolved since January 2007	verified
2011	Fashola (2007-2015)	LASRRA Law (commencement 27 June 2011); registration flagged off 19 Sept 2013	partially verified
2024	Sanwo-Olu (2019-2027)	Assembly bill to restructure LCDAs into Area Administrative Councils (Oct-Nov 2024); Assembly says LCDAs will not be scrapped	partially verified

The book lists a citizen-service base built across several administrations (IE p.24): the 20 LGAs and 37 LCDAs, which it dates to 2003 under the Tinubu administration; Citizens Gate; LASRRA, "which has registered residents into a system that unlocks transport and credit benefits"; the Citizens' Mediation Bureau, which "has resolved more than 300,000 disputes free of charge since 2007"; the Office of the Public Defender; and the Public Complaints Commission.

E Several of these are confirmed by registered sources:

- The Ministry of Justice states that the Citizens' Mediation Centre was first established in 1999, that its law was enacted in 2007, and that it has resolved over 300,000 matters counted from January 2007 (S-0025; S-0095). The book's figure matches.
- The LASRRA Law commenced on 27 June 2011 (S-0102), and in May 2025 the state reported about 6.5 million residents registered (S-0133).
- The date of the LCDAs is recorded differently by source: the 2013 Development Plan gives June 2002 (S-0023 s.1.3), while most press and Assembly statements cite the 2003 law. The book's 2003 is consistent with the latter.

Evidence available

Table 11. Registered sources for P.4 (research/source_register.csv)

ID	Title	Date	Tier
S-0002	The Lagos Promise - Pillar 1: People First		PRIMARY
S-0025	Citizens' Mediation Centre / Bureau page		PRIMARY
S-0026	Abstract of Local Government Statistics 2020	2020	PRIMARY
S-0095	Citizens' Mediation Centre/Bureau page	undated	PRIMARY
S-0102	Lagos State Residents Registration Agency Law (commencement 27 June 2011)	2011-06-27	STRONG_SECONDARY

ID	Title	Date	Tier
S-0124	Lagos Assembly: LCDAs won't be scrapped / Local Government reform bill coverage	2024-2025	STRONG_SECONDARY
S-0133	LASRRA: over 6.5m Lagos residents registered, 10m targeted by 2027	2025-05-05	STRONG_SECONDARY

- E S-0025, S-0095 (Citizens' Mediation Centre); S-0102, S-0133 (LASRRA); S-0023 (IBILE divisions and the LCDAs); S-0124 (2024 LCDA reform debate, outcome not confirmed).
- E S-0026 gives LGA and LCDA statistics for 2019, but does not map LGAs to IBILE divisions; that mapping comes from this project's own LGA table.
- No registered source yet gives the volumes of citizen visits to Alausa by division, or complaint-handling times.

Findings

- P The Pledge of the Front Door is one of the most precisely located pledges in the pillar: four named towns, one purpose ("served in their own division"), no date (IE p.24).
- P The complaint standard (24h / 7d / 30d) is the same standard the book sets for safety complaints in P.3 (IE p.22). It is stated twice and applies across government.
- I With the four satellites, each IBILE division would have a state secretariat in the town that gives the division its name. This study reads the pledge as the completion of a pattern that has existed since 1968: the five divisions as the frame for both service and reporting, which matches the book's commitment to "face the public in every IBILE division" (IE p.7).
- I The chapter's continuity is strong. The mediation, public defender and registration institutions it lists date from 1999 (S-0095), the early 2000s and 2011 (S-0102), and the pledge builds service points on top of them rather than new institutions.

Implications and opportunities

I The secretariats do the most good where they are easiest to reach for the residents of each division. Because the book names towns, the choice of site within each town is still open, and road access from the rest of the division is the natural test. For the Citizen Voice, the delivery team will need to measure current acknowledgement, response and resolution times, so that the 24-hour, 7-day and 30-day standard has a published starting point ("Measure Before You Promise" (IE p.7)). Reporting both by division would let each satellite secretariat show its own result.

Research gaps and next steps

The most consequential next analysis is a road-distance comparison: from every populated square of Lagos, the distance by road to Alausa today against the distance to the nearest of the five secretariat towns (Alausa plus the four satellites). It would report, for each division and LGA, the share of residents whose nearest state secretariat moves closer, and by how much. It needs: the OpenStreetMap road network (S-0066) as used in P.1 and P.2; WorldPop population shares (S-0056, S-0057); the geocoded secretariat towns above, refined to candidate sites once the state names them; and ferry routes for the Lagos Island and Epe waterside, which the current road graph does not model. The engineering triage finds no 3D or engineering study is needed for this pledge: it is an accessibility question, and a building model would not improve a road-distance answer.

R

Renewal

4 CHAPTERS · 12 PLEDGES

Renewal is the second pillar of the PROMISE and the one that carries its physical infrastructure: roads, bridges, rail and freight, power, water, waste and drainage. The pillar opener page lists four chapters (IE p.26): Building Greater Lagos (R.1); IMOLE: The Lagos Power Promise (R.2); Water (R.3), titled on its own pages "Water Infrastructure, Treatment and Distribution" (IE p.32); and Waste, Drainage and Flood (R.4), titled on its own pages "ILE MIMO: The Clean Ground Promise" (IE p.36). Together they hold 15 register rows (IE-017 to IE-031): 11 commitments, 1 aspiration and 3 unlabelled statements.

The opener page carries no quotation. Each chapter opens with a statement attributed to Dr Kadri Obafemi Hamzat, and the first states the pillar's standard: "an engineer measures a government by what stands and by what still works. We will build Lagos to last" (IE p.27). The power chapter states its continuity in one line: "We are not starting again. We are finishing a transition that is already underway" (IE p.30).

The pillar applies the book's engineering principles most directly. It sets an order of work, junctions first, on the book's statement that "about 70 per cent of the congestion in this state is attributed not to the length of the roads but to the junctions on them" (IE p.27). It continues projects that span several administrations: the Blue Line to Okokomaiko and the Red-Blue link at Iganmu (IE p.28), and Adiyan Waterworks Phase II (IE p.34). Its quantified targets are grid power into households from 1,000 to about 3,500 megawatts by 2031, an aspiration (IE p.31); 6 million more Lagosians with clean water (IE p.34); and 95 per cent waste-collection coverage by 2030 (IE p.38).

None of the four chapters has spatial analysis yet. Their findings are documentary, and each names the analysis that would add most. For R.1 that is a candidate screen for the ten priority junctions, presented as this study's analysis and not as the campaign's list.



Figure 14. Where Renewal lands: the places its pledges name, located from the book's own wording (chapter code after each name). 2 of the pillar's register rows are written for every division or all of Lagos and so have no single point. Locations are geocoded to the precision the book allows; none implies a site has been chosen. Source: data/processed/promise_places.geojson, policy/proposal_register.csv.

R.1 RENEWAL LOCATED

Building Greater Lagos

The promise

IE-017 **Pledge of Roads and Bridges** COMMITMENT IE p.27

"Rehabilitate the state road network and restore the bridge stock to a published standard, so Lagosians drive on roads that hold and cross bridges that endure."

TARGET published standard WHERE state road network; bridge stock

IE-018 **Pledge of the Junction** COMMITMENT IE p.27

"Run a standing junction improvement programme, starting with ten named priority sites, and restore traffic signals statewide within the first year."

TARGET 10 junctions; statewide signals DATE signals within first year

WHERE ten priority junctions (names not given in abridged document)

IE-019 **Pledge of Rail** COMMITMENT IE p.28

"We will complete the Blue Line to Okokomaiko and link the Red Line and Blue Line at the National Theatre, Iganmu."

TARGET Blue Line Phase 2; Red-Blue interchange WHERE Blue Line Mile 2 to Okokomaiko; National Theatre Iganmu

IE-020 **Integrated freight and logistics system** UNLABELLED STATEMENT IE p.29

"We will build a fully integrated freight and logistics system linking the Lekki Deep Sea Port and the wider ports system, airports with industrial zones, and inland markets to support economic growth and global competitiveness."

WHERE Lekki Deep Sea Port; ports; airports; industrial zones; inland markets

The chapter carries three commitments and one unlabelled statement IE p.27-29. The commitments rehabilitate the state road network and restore the bridge stock "to a published standard"; run "a standing junction improvement programme, starting with ten named priority sites, and restore traffic signals statewide within the first year"; and "complete the Blue Line to Okokomaiko and link the Red Line and Blue Line at the National Theatre, Iganmu" IE p.27-28. The statement commits to "a fully integrated freight and logistics system linking the Lekki Deep Sea Port and the wider ports system, airports with industrial zones, and inland markets" IE p.29.

Why it matters for Lagos

The candidate's opening line: "an engineer measures a government by what stands and by what still works. We will build Lagos to last" IE p.27. The chapter's argument is about order of work. The book cites the State's Development Plan for a daily travel time of "over an hour", and states that "about 70 per cent of the congestion in this state is attributed not to the length of the roads but to the junctions on them" IE p.27. From this it draws its priority: "A junction improvement costs a fraction of a kilometre of new carriageway and returns more of the commute" IE p.27. Both figures are the book's statements.

Where it lands: geographic context

Table 12. Places named by R.1 and how precisely they could be located (data/processed/promise_places.csv)

Place	Role in the pledge	Location precision
Okokomaiko (Blue Line terminus)	Blue Line extension terminus	area_centroid
Mile 2 (Blue Line current end)	Blue Line phase 1 end	area_centroid
Marina (Blue Line start)	Blue Line phase 1 start	area_centroid
National Theatre, Iganmu (Red-Blue link)	Red Line / Blue Line interchange	site
Lekki Deep Sea Port	freight system anchor	site

The rail pledge is the most precisely located item in the chapter: the Blue Line onward to Okokomaiko in Ojo LGA, and the Red-Blue interchange at the National Theatre, Iganmu IE p.28. The line's current end is Mile 2 (continuity record; the book does not name it). The freight statement names the Lekki Deep Sea Port IE p.29. The ten priority junctions are described as "named" in the pledge IE p.27, but their names are not printed in the book, which is the complete public text.

What Lagos already has

Table 13. Continuity record for R.1 (research/history/CONTINUITY_TIMELINE.csv)

Year	Administration	Event	Evidence
1980	Pre-1999	Master Plan for Metropolitan Lagos 1980-2000 (Wilbur Smith & Associates as UN sub-contractor) - last statewide long-term regional plan	verified
2002	Tinubu (1999-2007)	LAMATA Law signed by Governor Tinubu on 13 January 2002	verified
2002	Tinubu (1999-2007)	Lagos Rail Mass Transit concessioning framework and water-transport assessment prepared (Jan 2002) under World Bank-supported LUTP preparation	partially verified
2009	Fashola (2007-2015)	Lagos Rail Mass Transit Blue Line construction begins (2009 or 2010; CCECC; state-funded)	partially verified
2011	Fashola (2007-2015)	KOH moves to Commissioner for Works and Infrastructure (2011-May 2015)	verified
2013	Fashola (2007-2015)	Lagos State Development Plan 2012-2025 published (Sept 2013): four pillars; calls for new Regional Master Plan and Drainage Master Plan	verified
2014	Fashola (2007-2015)	STMP Extension to the Mega City Region (Dec 2014, horizons 2017/2022/2032) and Lagos Urban Transport Master Plan (Nov 2014)	verified
2023	Sanwo-Olu (2019-2027)	Lekki Deep Sea Port inaugurated 23 Jan 2023 (16.5 m depth reported); first commercial vessels 2023	verified
2026	Sanwo-Olu (2019-2027)	Strategic Transport and Mobility Master Plan update to 2050 unveiled by LAMATA (29 Apr 2026, AFD-funded)	verified
various	Tinubu (1999-2007)	Health, housing, security and 'blueprint' continuity claims attributing origins to Tinubu (RRS, housing estates, health reforms)	manifesto claim only

The book lists what Lagos inherits: "the densest road network in Africa, a major bridge system, 2 operating rail lines, Bus Rapid Transit corridors, ferry terminals, the Lekki Deep Sea Port and the Lagos-Calabar Coastal Highway", much of it following "a blueprint drawn by President Bola Ahmed Tinubu as Governor" IE p.27.

E The transport record supports a long relay across four administrations:

- LAMATA was established by law in January 2002 under Governor Tinubu (continuity record, World Bank 2002 appraisal).
- The 2014 Lagos Urban Transport Master Plan recorded the Blue Line (27.5 km) and Red Line (30 km) as planned lines (S-0074). Blue Line Phase I, Marina to Mile 2, opened to commercial service on 4 September 2023, and the Red Line, Agbado to Oyingbo, on 15 October 2024 (continuity record).
- The Lekki Deep Sea Port was inaugurated on 23 January 2023 (continuity record).
- LAMATA unveiled an update of the Strategic Transport and Mobility Master Plan to 2050 in April 2026 (S-0097).
- The candidate served as Commissioner for Works and Infrastructure from 2011 to 2015 (continuity record), the period in which the Lekki-Ikoyi bridge was commissioned in May 2013 (S-0131).

Evidence available

Table 14. Registered sources for R.1 (research/source_register.csv)

ID	Title	Date	Tier
S-0003	The Lagos Promise - Pillar 2: Renewal		PRIMARY
S-0022	Lagos State Transport Policy (2024)	2024-05-28	PRIMARY
S-0032	Lagos Diagnostic Study and Pathway for Transformation: A Rapid Multi-Sector Analytical Review of the Mega-City	2023-06	PRIMARY
S-0033	Lagos Multi-Sector Analytical Review and Engagement Framework: Summary Note	2023-06	PRIMARY
S-0034	Lagos Platform for Development: Multi-Sector Analytical Review and Engagement Framework Overview	2023-06	STRONG_SECONDARY
S-0047	World Urbanization Prospects 2025: The World's Cities in 2025 - Data Booklet	2025	PRIMARY
S-0073	Consultancy Services for the Extension of the Strategic Transport Master Plan and Travel Demand Model to Cover the Mega City Region - Final Report	2014-12	PRIMARY
S-0074	Nigeria, Lagos Urban Transport Master Plan - Final Report	2014-11	PRIMARY
S-0097	Lagos Unveils 2050 Transport Vision, Shifts Focus to Integrated Mass Transit System	2026-04-29	PRIMARY
S-0131	Fashola: Lekki-Ikoyi bridge will be tolled	2013-05-29	STRONG_SECONDARY
S-0132	Why work on Lagos-Badagry road expansion is slow - Hamzat	2014-04	CONTEXT

- E Transport master plans: S-0073 (Strategic Transport Master Plan extension, 2014), S-0074 (Urban Transport Master Plan, 2014), S-0097 (2050 update, no document published), S-0022 (Lagos State Transport Policy 2024).
- E This study has not yet found a published source for the 70 per cent junction figure in the transport master plans, and a text search of the 2024 Transport Policy found no "over an hour" commute figure (S-0022). The book attributes the commute figure to the State's Development Plan, whose 2022-2052 edition this study has not yet obtained.
- No registered source gives a statewide junction inventory, signal status or bridge condition records.

Findings

- P The junction pledge is the chapter's sharpest measurable commitment: ten priority sites to start, and signals restored statewide "within the first year" IE p.27.
- P The road and bridge pledge commits to a "published standard" IE p.27 rather than to a length or count, which makes the standard itself the first deliverable.
- P The rail pledge is labelled a commitment here IE p.28. The same two items reappear in E.2, Lagos in Motion, labelled an aspiration and paired with the pursuit of funding for the Green Line IE p.116. The delivery team will want to settle which label governs, since the book asks to be judged on its labels.
- I The junction-first argument is a change of emphasis from the corridor and network focus of the 2014 master plans (S-0073, S-0074). It complements them: the Blue and Red Lines those plans set out are now in service, and the junctions are where the network's lines meet.
- I Okokomaiko and Iganmu are the natural next steps on lines already in service, continuing a programme carried across several administrations.

Implications and opportunities

I The ten junctions are the chapter's most consequential choice, and the book's own principles suggest how to make it: "Measure Before You Promise" and "Instrument the City" IE p.7. A published method for choosing them (flows, delay, crash records and the bus and rail interfaces at each junction) would let residents see why their junction is or is not in the first ten. The signal pledge needs a baseline count of signalised junctions and their working status, which the delivery team will need to measure at the start of the first year.

Research gaps and next steps

The most consequential next analysis is a candidate screen for the ten junctions. It is this study's own analysis, not the campaign's list. It needs: the OpenStreetMap drivable network (S-0066), from which junction betweenness centrality can be computed on a network weighted by population origins (WorldPop shares, S-0056); junction degree and road class; the locations where BRT, rail and ferry interchanges meet the road network; and, to test the centrality ranking, any junction lists or traffic counts in LAMATA's master plans and statistics (S-0073, S-0074) and the Lagos Bureau of Statistics transport tables. Engineering brief ENG-04 (junction existing conditions and swept paths; not started) follows it: at one candidate junction, a traced layout (EXISTING or ANALYSIS) and design-vehicle swept paths (ANALYSIS) in Civil 3D and Vehicle Tracking, with any improvement layout labelled CONCEPT.

R.2 RENEWAL IDENTIFIED

IMOLE: The Lagos Power Promise

The promise

IE-021 **Pledge of Light** ASPIRATION IE p.31

"Increase grid power into households from 1,000 megawatts to about 3,500 by 2031."

TARGET 1,000 MW to ~3,500 MW DATE by 2031

IE-022 **Pledge of the Market** COMMITMENT IE p.31

"Stand up LASERC and a phased Lagos electricity market in 4 dated stages, in partnership with EKEDC and Ikeja Electric."

TARGET 4 dated stages (dates not given) WHERE EKEDC and Ikeja Electric franchise areas

IE-023 **Pledge of the Renewable Pathway** COMMITMENT IE p.31

"Expand embedded generation in the industrial parks and carry the Solar Villages legacy into a statewide renewable and mini-grid pathway."

WHERE industrial parks; unserved communities

The chapter carries three pledges IE p.31. The Pledge of Light, labelled an aspiration, would "increase grid power into households from 1,000 megawatts to about 3,500 by 2031". Two commitments set the institutions and the route: stand up LASERC and "a phased Lagos electricity market in 4 dated stages, in partnership with EKEDC and Ikeja Electric"; and expand embedded generation in the industrial parks while carrying "the Solar Villages legacy into a statewide renewable and mini-grid pathway".

Why it matters for Lagos

The candidate's opening line states the aim: "The next phase of this state is the one in which our power becomes our own, reliable and affordable in every home" IE p.30. The book's "Where we are" text sets the scale with a single figure, "Lagos needs close to 10,000 megawatts" IE p.30, against which the 3,500 MW aspiration is a step. It also places the chapter in continuity: "We are not starting again. We are finishing a transition that is already underway" IE p.30. All the megawatt figures are the book's statements.

Where it lands: geographic context

The chapter names no site. Its geography is the franchise areas of the two distribution companies it names, EKEDC and Ikeja Electric IE p.30-31, and the industrial parks, which the book places at Epe, Badagry, Ikorodu and Ojo in O.1 IE p.42. The renewable pathway is statewide.

What Lagos already has

Table 15. Continuity record for R.2 (research/history/CONTINUITY_TIMELINE.csv)

Year	Administration	Event	Evidence
2015	Fashola (2007-2015)	Lagos Solar project: solar for 172 schools and 11 PHCs (pilot Epe PHC Jan 2015; UK aid/DFID)	manifesto claim only

Year	Administration	Event	Evidence
2020	Sanwo-Olu (2019-2027)	Lagos Climate Action Plan 2020-2025 (second five-year CAP, with C40) and Lagos Resilience Strategy (2020)	verified
2023	Federal	Electricity Act 2023 signed by President Tinubu (June 2023)	verified
2024	Sanwo-Olu (2019-2027)	Lagos State Electricity Law signed 3 Dec 2024; NERC transfers regulatory oversight to LASERC (Dec 2024)	verified

The book lists the groundwork: embedded power, renewable projects, the Solar Villages initiative, the Electricity Act 2023, and the Lagos State Electricity Law and LASERC (IE p.30).

E The legal steps are confirmed. The Electricity Act 2023 was signed in June 2023 (S-0043); the book describes it as giving states "a genuine role in their own electricity markets" (IE p.30); the Lagos State Electricity Law was signed in December 2024 and regulatory oversight has since passed from NERC to LASERC (continuity record, from secondary sources; the NERC transfer order is still to be registered). The continuity record has not yet located a published inventory of the Solar Villages sites; documenting it would give the renewable pathway its starting point.

E The book's metering figures match the regulator's. The PROMISE puts Lagos at "About 1.95 million active customers, 1.68 million of them metered, 86.2%, against a national rate of 57.3%", with about 268,000 customers unmetered (IE p.30). NERC's report for the fourth quarter of 2025 gives Eko and Ikeja together 1,949,453 active customers, 1,680,977 metered (86.2 per cent), against 57.27 per cent nationally, which leaves 268,476 unmetered (S-0037 p.57). By June 2026 the regulator reported the Eko and Ikeja metering rates at 88.7 and 87.9 per cent, against a national 61.5 per cent (S-0038 p.17; Eko and Ikeja rates in Table 15, printed p.56). The direction since the book's baseline is upward.

Evidence available

Table 16. Registered sources for R.2 (research/source_register.csv)

ID	Title	Date	Tier
S-0003	The Lagos Promise - Pillar 2: Renewal		PRIMARY
S-0037	NERC Quarterly Report: Fourth Quarter 2025	2026-04	PRIMARY
S-0038	NERC Quarterly Report: Second Quarter 2026	2026-09	PRIMARY
S-0039	NERC 2025 Annual Report	2026-08	PRIMARY
S-0040	NERC Metering Factsheet (issued 14 October 2026)	2026-10-14	STRONG_SECONDARY
S-0041	NERC Metering Factsheet July-August 2026 (image)	2026-11	STRONG_SECONDARY
S-0042	NERC Metering Factsheet September-October 2025	2026-02	STRONG_SECONDARY
S-0043	Electricity Act, 2023	2023-06	PRIMARY

- E NERC quarterly and annual reports (S-0037, S-0038, S-0039) and metering factsheets (S-0040 to S-0042).
- E The Electricity Act 2023 (S-0043).
- E The Lagos State Development Plan 2012-2025 set a longer-run figure of a minimum of 15,000 MW of generating capacity for Lagos (S-0023 p.20), which places the book's 10,000 MW need within an established planning range.

- The book's figure that "around 48% of classified 11kV feeders in the Eko and Ikeja areas are recorded as Band A" (IE p.30) was not found by text search of the NERC 2025 Annual Report (S-0039) and is reported as the book's statement.

Findings

- P The Pledge of Light is the chapter's one quantified target, 1,000 MW to about 3,500 MW by 2031 (IE p.31), and the book labels it an aspiration.
- I This study reads the aspiration label as the book's own signal that the supply figure depends on generation and transmission beyond the state's direct control, while the market and renewable pledges, which the state can deliver, are commitments.
- P The Pledge of the Market commits to "4 dated stages" (IE p.31), but the stages and their dates are not printed. Publishing them would turn the commitment into a timetable.
- E The metering baseline the book cites is the regulator's own figure for December 2025, reproduced to the decimal (S-0037 p.57).
- I The two commitments are institutional and the aspiration is physical. This study reads the chapter as a sequence: the market and regulator come first, and the megawatts follow from the market.

Implications and opportunities

I The chapter is well placed to apply the book's principle "Instrument the City" (IE p.7). The state already reports metering through the regulator, and LASERC now holds the oversight role. The delivery team will need to measure three further baselines: grid supply delivered to Lagos households (the 1,000 MW starting point), the share of feeders in each service band, and the capacity of embedded and mini-grid generation already operating. Reporting each by IBILE division would let the public follow progress toward 3,500 MW in the same geography the book uses for every other pledge.

Research gaps and next steps

The most consequential next analysis is a division-level supply baseline from the distribution companies' published feeder band lists. It needs: the Eko and Ikeja Electric feeder lists with band classifications (published by the companies under NERC rules); a mapping of feeders to the areas they serve, to LGA level at least; LGA boundaries (S-0064); and population shares (S-0056). This would test the book's 48 per cent Band A figure and give each division a published starting point. A second step, for the renewable pathway, is a solar and mini-grid suitability screen for the four industrial park towns once their sites are known. The engineering triage finds no 3D or engineering study is needed for this chapter.

R.3 RENEWAL LOCATED

Water Infrastructure, Treatment and Distribution

The promise

IE-024 **Pledge of the Tap** COMMITMENT IE p.34

"Expand treatment through Adiyan Phase II and rehabilitate the waterworks, so 6 million more Lagosians have clean water every day."

TARGET +6 million people served WHERE Adiyan (Ifo border); waterworks statewide

IE-025 **Pledge of the Regulator** COMMITMENT IE p.34

"Improve the Lagos Water Regulatory Commission to hold quality, tariff and service to account."

IE-026 **Pledge of the Water Tariff** COMMITMENT IE p.34

"Deliver water at a tariff the working household can afford, through the Water and Sanitation Window."

IE-027 **District metering and leak detection** UNLABELLED STATEMENT IE p.35

"There will be district level measurement, wider metering, faster leak detection and billing as well as complaint resolution."

The chapter carries three commitments and one unlabelled statement IE p.34-35. The Pledge of the Tap would "Expand treatment through Adiyan Phase II and rehabilitate the waterworks, so 6 million more Lagosians have clean water every day". The Pledge of the Regulator strengthens the Lagos Water Regulatory Commission "to hold quality, tariff and service to account", and the Pledge of the Water Tariff commits to water "at a tariff the working household can afford, through the Water and Sanitation Window" IE p.34. The statement adds the operating measures: "district level measurement, wider metering, faster leak detection and billing as well as complaint resolution" IE p.35.

Why it matters for Lagos

The candidate's opening line ties water to health: "The first measure of a public health system is whether the water that runs in the household is safe" IE p.32. The "Where we are" text gives the chapter's baseline directly: "Lagos Water Corporation reaches about 35% of metropolitan Lagos. Demand runs at around 540 million gallons a day against a stated supply capacity of 210 million" IE p.32. These are the book's figures. The pledge is written as an outcome in people, 6 million more Lagosians served, which makes it one of the more directly measurable pledges in the pillar.

Where it lands: geographic context

Table 17. Places named by R.3 and how precisely they could be located (data/processed/promise_places.csv)

Place	Role in the pledge	Location precision
Adiyan Waterworks (Phase II)	treatment expansion, +6m people	site
Akute Waterworks	targeted investment cited	not_found

Place	Role in the pledge	Location precision
Iju Waterworks	targeted investment cited	site

The chapter names the Iju-Adiyan system and Akute IE p.32 and Adiyan Phase II IE p.34. The Adiyan and Iju waterworks lie on the Ogun State side of the boundary and supply Lagos. Akute could not be geocoded, and the Adiyan point in the places table is an approximate location that needs review before any site-scale use. The "6 million more Lagosians" are not assigned to divisions in the book.

What Lagos already has

Table 18. Continuity record for R.3 (research/history/CONTINUITY_TIMELINE.csv)

Year	Administration	Event	Evidence
1992	Pre-1999	Adiyan Waterworks Phase I (rated 70 MGD) commissioned	partially verified
2008	Fashola (2007-2015)	Adiyan Waterworks Phase II project started (70 MGD design); still ~80% complete in 2025	partially verified
2010	Fashola (2007-2015)	Lagos Water Supply Master Plan 2010-2020: target 745 MGD by 2020 vs ~210 MGD installed	partially verified
2013	Fashola (2007-2015)	Lagos State Development Plan 2012-2025 published (Sept 2013): four pillars; calls for new Regional Master Plan and Drainage Master Plan	verified

The book lists the institutional base, the Lagos Water Corporation, the Lagos State Water Regulatory Commission and the Wastewater Management Office, and "major, mini and micro waterworks", and notes that "Targeted work around Akute and the Iju-Adiyan system has shown what a focused investment can do" IE p.32.

E The book's baseline is consistent with the state's own earlier plan. The Lagos State Development Plan 2012-2025 recorded state water demand at 540 million gallons a day and installed capacity at 33 per cent of demand (S-0023 p.20), and stated that public supply met 33 per cent of the population's needs (S-0023 p.95). The Lagos Water Supply Master Plan 2010-2020 set a target of 745 million gallons a day by 2020 (S-0115). The continuity record places the start of Adiyan Phase II around 2008, with the project reported at about 80 per cent complete in 2025; these dates come from press reports and are partially verified. Adiyan II is therefore a project that has run across three administrations, and the PROMISE commits to finishing it.

Evidence available

Table 19. Registered sources for R.3 (research/source_register.csv)

ID	Title	Date	Tier
S-0003	The Lagos Promise - Pillar 2: Renewal		PRIMARY
S-0016	Lagos State Budget Implementation Report Q3 2026	2026-10-27	PRIMARY
S-0066	Geofabrik OpenStreetMap extract - Nigeria (record only)	2026-11-13	CONTEXT
S-0076	Lagos Resilience Strategy	2020	PRIMARY

ID	Title	Date	Tier
S-0115	Lagos Water Supply Master Plan coverage: 'Five years after masterplan expired, Lagos still in search of safe drinking water'	2025	STRONG_SECONDARY

- E S-0023 (Development Plan 2012-2025: demand, capacity and coverage); S-0115 (Water Supply Master Plan target, press record; the plan itself was not found online); S-0076 (Lagos Resilience Strategy 2020, water and sanitation chapter); S-0016 (2026 budget lines for the water sector).
- No registered source gives the Lagos Water Corporation's current service areas, connections by LGA, or Adiyan Phase II's design output from a primary document.

Findings

- P The Pledge of the Tap is quantified as an outcome in people (6 million more Lagosians with clean water every day) and named in its means (Adiyan Phase II and rehabilitation) IE p.34. It carries no date.
- E The demand figure the book uses, 540 million gallons a day, is the same figure the 2013 Development Plan recorded (S-0023 p.20). The book's 210 million gallons a day matches the plan's December 2010 supply figure (S-0023 p.92), and its demand figure of 540 is the plan's. The plan put service coverage at 44 per cent (S-0023 p.20), above the book's 35 per cent for the Water Corporation; the plan's 33 per cent is installed capacity as a share of demand, a different measure, and the two coverage figures may be defined differently.
- I Read together, the two documents show that the book's baseline is the state's long-standing planning figure. This study reads the PROMISE's choice to lead with completing a large treatment plant, rather than with a new capacity target, as practical: the first gain comes from finishing what is already mostly built, and the 2027 delivery team will want to re-measure demand and capacity at the start of the term.
- P The statement on district metering, leak detection and complaint resolution IE p.35 is the chapter's instrument for "Instrument the City" IE p.7: it is how the 6 million would be counted.

Implications and opportunities

I The pledge's own unit, people served, sets the measure the delivery team will need. Three baselines would let it be reported: the population currently connected to public supply, by LGA; the output of each waterworks, including what Adiyan Phase II adds when commissioned; and the volume lost between treatment and tap. District metering, which the book commits to IE p.35, is the means of producing the third. Reporting the 6 million by division would show where the new supply reaches.

Research gaps and next steps

The most consequential next analysis is a map of public water supply against population growth by LGA. It needs: the Lagos Water Corporation's distribution zones or service-area boundaries and its waterworks list with rated and actual outputs (not in the repository; to be requested from the Corporation or LASWARCO); the Adiyan Phase II design capacity from a primary source; LGA boundaries (S-0064); and WorldPop population shares and growth rates (S-0056, S-0057). It would show which LGAs Adiyan II and the rehabilitated works can serve first, and where the next increment would

reach the most people. The Adiyan location should be corrected from its approximate point before mapping. The engineering triage finds no 3D study is needed here: Adiyan II is process plant in Ogun State, not a site-fit question.

R.4 RENEWAL LOCATED

ILE MIMO: The Clean Ground Promise

The promise

IE-028 **Pledge of Collection** COMMITMENT IE p.38

"Reach 95% waste-collection coverage by 2030 through the 5-tier community system, with 4 transfer stations, 1 material recovery facility and 1 waste-to-energy facility."

TARGET 95% collection; 4 transfer stations; 1 MRF; 1 WtE DATE by 2030 WHERE sites not stated

IE-029 **Waste to value** UNLABELLED STATEMENT IE p.39

"We will turn waste into value. Recycling, composting, biogas and refuse-derived fuel at scale, through private sector concessions, new material recovery facilities in Ikorodu and Badagry, the Lafarge alternative-fuel partnership and the Ikosi market biogas project."

WHERE Ikorodu; Badagry; Ikosi market

IE-030 **Pledge of Clear Drains** COMMITMENT IE p.38

"Sustain the primary and secondary drainage programme and the Emergency Flood Abatement Gang (EFAG)."

IE-031 **Pledge of Resilience** COMMITMENT IE p.38

"Protect the coast and the low-lying communities through the Climate Action and Resilience Plan and early-warning cooperation, so households stay dry in the rains."

WHERE coast; low-lying communities

The chapter carries three commitments and one unlabelled statement IE p.38-39. The Pledge of Collection would "Reach 95% waste-collection coverage by 2030 through the 5-tier community system, with 4 transfer stations, 1 material recovery facility and 1 waste-to-energy facility". The Pledge of Clear Drains sustains "the primary and secondary drainage programme and the Emergency Flood Abatement Gang (EFAG)", and the Pledge of Resilience protects "the coast and the low-lying communities through the Climate Action and Resilience Plan and early-warning cooperation" IE p.38. The statement commits to turning waste into value through "recycling, composting, biogas and refuse-derived fuel at scale", naming "new material recovery facilities in Ikorodu and Badagry, the Lafarge alternative-fuel partnership and the Ikosi market biogas project" IE p.39.

Why it matters for Lagos

The candidate's opening line states the chain the chapter is built on: "A bag of waste dumped into a drain can become a flood for an entire community. We will build the system that keeps Lagos clean, its drains clear and its households dry" IE p.36. The "Where we are" text puts the waste stream at "between 13,000 and 16,000 tonnes of waste every day ... for a population of more than 25 million", and records that the state "has invested substantially in drainage in recent years, and begun moving the waste system away from collect-and-dump toward a circular economy. That progress is real" IE p.36. Its conclusion is the chapter's economic case: "The cost of not collecting our waste is far greater than the cost of collecting it" IE p.36. The tonnage and population figures are the book's statements.

Where it lands: geographic context

Table 20. Places named by R.4 and how precisely they could be located (data/processed/promise_places.csv)

Place	Role in the pledge	Location precision
Ikorodu material recovery facility	new MRF (site not stated)	area_centroid (site not stated in manifesto)
Badagry material recovery facility	new MRF (site not stated)	area_centroid (site not stated in manifesto)
Ikosi market biogas project	market biogas	site

The chapter names three places, all in the waste-to-value statement: Ikorodu and Badagry for new material recovery facilities, and the Ikosi market for biogas (IE p.39). The four transfer stations and the waste-to-energy facility carry no sites. Drainage and coastal resilience are framed by setting, "the coast and the low-lying communities" (IE p.38), rather than by place.

What Lagos already has

Table 21. Continuity record for R.4 (research/history/CONTINUITY_TIMELINE.csv)

Year	Administration	Event	Evidence
1977	Pre-1999	Lagos State Refuse Disposal Board established (forerunner of LAWMA); renamed LAWMA Dec 1991; LAWMA Law 2007	partially verified
2006	Tinubu (1999-2007)	World Bank approves US$200m Lagos Metropolitan Development and Governance Project (drainage, solid waste, slum upgrading of 9 communities)	verified
2013	Fashola (2007-2015)	Lagos State Development Plan 2012-2025 published (Sept 2013): four pillars; calls for new Regional Master Plan and Drainage Master Plan	verified
2015	Fashola (2007-2015)	Drainage master plan for primary channels (2015)	partially verified
2020	Sanwo-Olu (2019-2027)	Lagos Climate Action Plan 2020-2025 (second five-year CAP, with C40) and Lagos Resilience Strategy (2020)	verified

E The chapter continues a long record:

- The Lagos State Refuse Disposal Board was established in 1977 and became LAWMA in 1991, with the LAWMA Law in 2007 (S-0116; partially verified, as LAWMA's own pages differ on the law's year).
- In 2006 the World Bank approved the US$200 million Lagos Metropolitan Development and Governance Project, which included US$61.38 million for drainage and US$63.81 million for solid waste (S-0086).
- The Lagos Climate Action Plan 2020-2025 (S-0021) and the Lagos Resilience Strategy 2020 (S-0076) cover waste and flooding, and the Lagos Climate Adaptation and Resilience Plan followed in June 2024 (S-0020). The book's Pledge of Resilience names this plan as its vehicle (IE p.38).
- In November 2023 the Ministry of the Environment reported that a Secondary Drainage Master Plan covering 2025-2065 was in preparation, following the 2015 plan for primary channels (S-0096).

Evidence available

Table 22. Registered sources for R.4 (research/source_register.csv)

ID	Title	Date	Tier

ID	Title	Date	Tier
S-0003	The Lagos Promise - Pillar 2: Renewal		PRIMARY
S-0020	Lagos State Climate Adaptation and Resilience Plan (LCARP), June 2024 (Phase II Report, published as Appendix IV by FSD Africa)	2024-06	PRIMARY
S-0021	Lagos Climate Action Plan: Second Five-Year Plan 2020-2025	2021-06	PRIMARY
S-0032	Lagos Diagnostic Study and Pathway for Transformation: A Rapid Multi-Sector Analytical Review of the Mega-City	2023-06	PRIMARY
S-0033	Lagos Multi-Sector Analytical Review and Engagement Framework: Summary Note	2023-06	PRIMARY
S-0034	Lagos Platform for Development: Multi-Sector Analytical Review and Engagement Framework Overview	2023-06	STRONG_SECONDARY
S-0036	Lagos State Development Policy Report: Investing in Resilient Infrastructure (2023) - NOT LOCATED		DISCOVERY_ONLY
S-0054	Long-term determination of shoreline changes along the coast of Lagos	2020	STRONG_SECONDARY
S-0067	Copernicus DEM GLO-30 Public (record only)	2021 release	PRIMARY
S-0068	JRC Global Surface Water v1.4 (record only)	2022	PRIMARY
S-0069	Global Flood Database v1 (2000-2018) (record only)	2021	STRONG_SECONDARY
S-0071	21-storey Ikoyi building collapsed due to negligence of Lagos agencies - Coroner	2022-08-10	DISCOVERY_ONLY
S-0072	Recurring Building Collapse In Lagos Exposes Gaps In Enforcement, Accountability	c.2026-11	DISCOVERY_ONLY
S-0076	Lagos Resilience Strategy	2020	PRIMARY
S-0080	Review of Lekki Comprehensive Master Plan - Request for Expression of Interest	2021-04 (from URL path)	PRIMARY
S-0086	Lagos Metropolitan Development and Governance Project - Project Appraisal Document (P071340)	2006-06-07	PRIMARY
S-0087	Lagos Metropolitan Development and Governance Project - Implementation Completion and Results Report (P071340)	2014-03-24	PRIMARY
S-0096	LASG rallies engineering experts for development of secondary drainage master plan	2023-11-07	PRIMARY
S-0116	LAWMA profile (history 1977-2007)	undated	PRIMARY

- E S-0086 and S-0087 (World Bank LMDGP); S-0116 (LAWMA history); S-0021, S-0076, S-0020 (climate and resilience plans); S-0096 (Secondary Drainage Master Plan); S-0080 (Lekki Comprehensive Master Plan review).
- E The book attributes to the World Bank an estimate that "Lagos loses 2 to 3% of GDP every year to flood damage" IE p.36. This study has not located that figure in World Bank documents (S-0036). The nearest World Bank figure found is flood damage of almost US$4 billion a year, in the 2023 Lagos summary note (S-0033 p.9).
- No registered source gives current waste-collection coverage by LGA, the locations of existing transfer stations, or the sites of the planned facilities.

Findings

- P The Pledge of Collection is the chapter's most quantified commitment: a coverage target (95 per cent), a date (2030) and a facility count (4 transfer stations, 1 material recovery facility, 1 waste-to-energy facility) IE p.38.
- P The pledge counts one material recovery facility IE p.38, while the statement on the next page names new facilities "in Ikorodu and Badagry" IE p.39. The two can be read together (one under the collection programme, a second through concessions), but the delivery team will want to state the count it reports against.
- P The drainage and resilience pledges are commitments to sustain and protect, without quantities IE p.38. They name the existing programmes and plans that carry them.
- I The chapter is the clearest application in the pillar of "Build Systems, Not Projects" IE p.7: collection, drains and flood resilience are treated as one chain, and the pledge sequence follows the chain from the household to the coast.

Implications and opportunities

I The 95 per cent target needs a published starting value: the book states that collection "does not yet reach every part of Lagos" IE p.36 but gives no current coverage. The delivery team will need to measure coverage by LGA, using the same definition each year, so that progress toward 2030 can be reported by division. The Secondary Drainage Master Plan, if adopted, is a natural delivery vehicle for the Pledge of Clear Drains and gives the pledge the quantities the book leaves open.

Research gaps and next steps

The most consequential next analysis is a siting screen for the four transfer stations, framed as where they would do the most good. It needs: the locations of existing landfills and transfer facilities (LAWMA records, or OpenStreetMap landfill and waste tags as a first pass); the OpenStreetMap road network (S-0066) for haul distances; population shares and growth by LGA (S-0056, S-0057); surface water and flood history to exclude flood-prone land (S-0068, S-0069); and land-use exclusions from the district master plans where available (S-0080). The screen would rank candidate areas by the population each would serve within a stated road distance, and would be presented as analysis, not as proposed sites. The engineering triage finds no 3D study is needed for the waste facilities; for drains, a 30 m elevation model cannot resolve drainage channels, and any flow-path work would be an optional extension of brief ENG-05 (not started).

O

Opportunity

6 CHAPTERS · 23 PLEDGES

Opportunity is the third pillar of the PROMISE and the one that carries its economic programme. The pillar opener page lists six chapters (IE p.40): Enterprise, Industry and Trade (O.1); Feeding Lagos (O.2); Maritime and the Blue Economy (O.3); The Lagos Stage and Culture (O.4); IMO, the digital chapter (O.5); and The Lagos Treasury (O.6). Together they hold 23 register rows (IE-032 to IE-054): 18 commitments and 5 aspirations.

The opener page carries no quotation. Each chapter instead opens with a statement attributed to Dr Kadri Obafemi Hamzat. The enterprise chapter sets the tone: "Lagos is a city of enterprise, and its future depends on whether trade, industry, technology and investment grow together" (IE p.41). The Treasury chapter closes the pillar with the line that binds the rest of the book to money: "Every commitment in this Promise is a Naira commitment" (IE p.60).

The pillar works at three scales. At the scale of the state it sets the largest numerical targets in the book: annual investment from about ₦1 trillion toward ₦5 trillion by 2031 and formal MSMEs from about 120,000 toward 1 million (IE p.42), one million youths trained in four years and fibre from 2,700 to 6,800 kilometres (IE p.58-59). At the scale of the divisions it names places: four industrial parks at Epe, Badagry, Ikorodu and Ojo (IE p.42), a 420-hectare food logistics hub and fresh food hubs in all 20 Local Governments (IE p.46), and an OMI EKO network of 25 terminals on a 140-kilometre water corridor (IE p.51). At the scale of public finance it commits to revenue growth without new taxes, debt within a sustainable threshold and one consolidated Treasury (IE p.62).

None of the six chapters has spatial analysis yet. The findings that follow are documentary, and each chapter names the analysis that would add most.



Figure 15. Where Opportunity lands: the places its pledges name, located from the book's own wording (chapter code after each name). 1 of the pillar's register rows are written for every division or all of Lagos and so have no single point. Locations are geocoded to the precision the book allows; none implies a site has been chosen. Source: data/processed/promise_places.geojson, policy/proposal_register.csv.

O.1 OPPORTUNITY LOCATED

Enterprise, Industry and Trade

The promise

IE-032 **Pledge of Investment** ASPIRATION IE p.42

"Grow annual investment from about 1 trillion naira toward 5 trillion naira by 2031 through the Invest in Lagos platform and its Deal Book."

TARGET ~N1tn to N5tn per year DATE by 2031

IE-033 **Pledge of the Million** ASPIRATION IE p.42

"Scale formal MSMEs from about 120,000 toward 1 million by 2031, backed by the LASMECO 10-billionnaira finance programme and a formalisation pipeline."

TARGET 120,000 to 1,000,000 formal MSMEs DATE by 2031

IE-034 **Pledge of the Parks** COMMITMENT IE p.42

"Deliver the 4 industrial parks at Epe, Badagry, Ikorodu and Ojo under the Industrial Policy 2025 to 2030."

TARGET 4 industrial parks DATE Industrial Policy 2025-2030 WHERE Epe; Badagry; Ikorodu; Ojo

IE-035 **Pledge of the Women-Led Floor** COMMITMENT IE p.42

"Guarantee a 50 per cent women-led floor across every commerce programme. The women-led reservation. At least 50 per cent of the beneficiaries of every state enterprise programme are reserved for women-led businesses, including the LASMECO finance window. The reservation is published and audited rather than asserted, and it is reported jointly with Obirin Eko at I.1."

TARGET 50% women-led

The chapter carries four pledges IE p.42. Two are aspirations with numerical horizons for 2031: annual investment from about ₦1 trillion toward ₦5 trillion, and formal MSMEs from about 120,000 toward 1 million. Two are commitments: delivery of four named industrial parks under the Industrial Policy 2025 to 2030, and a women-led floor of 50 per cent across every state enterprise programme, "published and audited rather than asserted" and reported jointly with Obirin Eko at I.1 IE p.42.

Why it matters for Lagos

The chapter opens with the statement that Lagos's "future depends on whether trade, industry, technology and investment grow together" IE p.41. Its "Where we are" text sets the scale of the task in its own terms: about 120,000 enterprises formally enrolled, "against millions of Lagosians trading informally", and a formalisation agenda that "has barely started" IE p.41. The candidate frames the chapter personally: "I helped build this. I also know what it has not yet done." IE p.41. The MSME pledge is therefore the chapter's centre of gravity: it asks the state to bring a very large existing enterprise base into the formal economy, where finance, export support and the women-led reservation can reach it.

Where it lands: geographic context

Table 23. Places named by O.1 and how precisely they could be located (data/processed/promise_places.csv)

Place	Role in the pledge	Location precision
Epe industrial park	industrial park (site not stated)	area_centroid (site not stated in manifesto)
Badagry industrial park	industrial park (site not stated)	area_centroid (site not stated in manifesto)
Ikorodu industrial park	industrial park (site not stated)	area_centroid (site not stated in manifesto)
Ojo industrial park	industrial park (site not stated)	area_centroid (site not stated in manifesto)

Three of the four pledges are statewide and name no place. The Pledge of the Parks names four towns: Epe, Badagry, Ikorodu and Ojo (IE p.42). The book does not give site boundaries, so the places table carries each park at the centroid of its named area, marked for review.

I Read against the five IBILE divisions, the parks sit in three of them: Epe in Epe division, Ikorodu in Ikorodu division, and Badagry and Ojo both in Badagry division. All four lie in the outer divisions, the same three divisions in which the book places new Lagos HOMS estates (E.1 (IE p.112)).

What Lagos already has

Table 24. Continuity record for O.1 (research/history/CONTINUITY_TIMELINE.csv)

Year	Administration	Event	Evidence
2006	Tinubu (1999-2007)	Lekki Free Trade Zone works begin (China-Nigeria zone)	partially verified

The book lists the base the chapter builds on (IE p.41): first place nationally on ease of doing business, scoring 85.6% in PEBEC's 2025 assessment; LASMECO, a ₦10 billion fund with the Bank of Industry and Sterling Bank; the Lagos State Export Readiness Programme, with a founding cohort of 252 exporters trained; 20 Trade Champions deployed; and the Industrial Policy 2025 to 2030, which "has framed 4 industrial parks". The continuity record adds an earlier landmark: works on the Lekki Free Trade Zone began in 2006 under Governor Tinubu (partially verified, from a 2009 policy briefing).

Evidence available

Table 25. Registered sources for O.1 (research/source_register.csv)

ID	Title	Date	Tier
S-0004	The Lagos Promise - Pillar 3: Opportunity		PRIMARY
S-0019	Lagos Economic Development Update (LEDU) 2024 - Abridged Version	2024	PRIMARY
S-0030	Lagos State Industrial Policy (LSIP) 2025-2030	2026-04-30	PRIMARY
S-0033	Lagos Multi-Sector Analytical Review and Engagement Framework: Summary Note	2023-06	PRIMARY
S-0044	2025 Subnational Ease of Doing Business and Business Facilitation Act Performance Report	2025-12	PRIMARY
S-0050	Nigeria Country Data Overview: Data from the Small Firm Diaries	2023-07-25	CONTEXT

- E The PEBEC ranking is confirmed: the 2025 Subnational Ease of Doing Business report places Lagos first, with 62.7 of 73.0 points, or 85.6% (S-0044 p.8).
- E The national MSME shares the book cites (96% of businesses, 84% of employment) appear in a 2023 Small Firm Diaries country overview hosted by the National Bureau of Statistics (S-0050 p.4).

That document is a secondary compilation, not the SMEDAN/NBS MSME survey, which this study has not yet obtained.

- E The Industrial Policy 2025 to 2030 was publicly launched in April 2026, but its text has not been found as a public document (s-0030). Press reports of the launch do not name the four parks, so the book is at present the only source for the four locations.
- The book's figures for LASMECO, the 252 exporters, the 20 Trade Champions and inward investment of "$2.5 billion and over $6 billion a year" IE p.41 have not yet been matched to a primary source and are reported here as the book's statements.

Findings

- P The PROMISE quantifies two of its four pledges with a 2031 horizon: investment from about ₦1 trillion toward ₦5 trillion a year, and formal MSMEs from about 120,000 toward 1 million IE p.42. Both are labelled aspirations, which is the book's own signal that they are directions rather than guarantees.
- P The industrial parks pledge is the chapter's one spatial commitment, and it ties delivery to an existing state instrument, the Industrial Policy 2025 to 2030 IE p.42.
- P The women-led floor is defined as a published and audited reservation of at least 50 per cent of beneficiaries, including the LASMECO window IE p.42. It is one of the few pledges in the pillar that specifies its own reporting method.
- I The four parks fall in three outer divisions and none in the Ikeja or Lagos Island divisions. This study reads the choice as placing new production in the outer divisions, consistent with the housing pledge for the same three divisions IE p.112.

Implications and opportunities

I The MSME target is a formalisation target more than a creation target: the book's own text places the enterprises already in Lagos, trading informally IE p.41. The delivery measure that follows is the number of enterprises moving onto the formal register each year, broken down by LGA and by the women-led share, since the book commits to publishing that share. The parks pledge gains most if each park is planned with its freight access, power supply and labour catchment from the outset, so that the four sites can be compared on the same terms.

Research gaps and next steps

The most consequential next analysis is the four industrial parks against freight routes and labour catchments. It needs: site boundaries or coordinates for each park from the Ministry of Commerce, Cooperatives, Trade and Investment or the Industrial Policy text (s-0030); the OpenStreetMap road network with truck-relevant classes; the locations of the Apapa, Tin Can and Lekki ports and the Lagos-Ibadan and Lagos-Badagry freight corridors; and population shares by LGA for the labour catchment within a stated road distance. For the MSME and investment aspirations, the delivery team will need to measure the formal MSME register and annual investment inflows from one published baseline, as the book's own principle requires ("Measure Before You Promise" IE p.7).

O.2 OPPORTUNITY LOCATED

Feeding Lagos

The promise

IE-036 **Pledge of the Plate** ASPIRATION IE p.46

"Raise food self-sufficiency from about 5 per cent through local production, aquaculture and backward integration with the Nigerian agricultural base."

TARGET from ~5% (no target number)

IE-037 **Pledge of the Cold Chain** COMMITMENT IE p.46

"Operationalise the 420-hectare Lagos Food Logistics Hub and the cold-chain network to cut post-harvest loss."

TARGET 420 ha hub operational WHERE Lagos Food Logistics Hub (location not stated; believed Ketu-Ereyun, Epe - verify)

IE-038 **Pledge of Supply** COMMITMENT IE p.46

"Sustain the Produce-for-Lagos offtake guarantee and the Bulk Food Company, so the Lagos plate stays full and affordable. Increase the number of mid-level fresh food hubs to all the main 20 Local Governments."

TARGET fresh food hubs in 20 LGAs WHERE all 20 LGAs

The chapter carries three pledges IE p.46. One is an aspiration: to raise food self-sufficiency "from about 5 per cent" through local production, aquaculture and backward integration with the Nigerian agricultural base. It states a starting point but no end figure. Two are commitments: to operationalise the 420-hectare Lagos Food Logistics Hub and the cold-chain network, and to sustain the Produce-for-Lagos offtake guarantee and the Bulk Food Company while extending mid-level fresh food hubs "to all the main 20 Local Governments".

Why it matters for Lagos

The chapter's subtitle defines its scope as "growing, moving, storing and securing the food of the megacity" IE p.45. Its "Where we are" text is direct about the arithmetic: Lagos has "the smallest land area of any Nigerian state and the largest population", and it consumes "enormous quantities of food" while growing "very little of it" IE p.45. The book then lists what Lagos does have: "a vast consumer market, a fast-growing aquaculture sector, real entrepreneurial energy, expanding processing capacity and a strategic logistics position" IE p.45. Its conclusion sets the frame for the pledges: "The challenge is not simply to grow more food; is to build a food system" IE p.45. The pledges follow that frame. Two of the three concern storage, logistics and distribution rather than farming.

Where it lands: geographic context

Table 26. Places named by O.2 and how precisely they could be located (data/processed/promise_places.csv)

Place	Role in the pledge	Location precision
Lagos Rice Mill, Imota	food system asset	site

The fresh food hubs pledge is the chapter's widest geographic commitment: one mid-level hub in each of the 20 Local Governments IE p.46, which places the programme in every IBILE division. The 420-hectare Lagos Food Logistics Hub is named but not located in the chapter text, and this study has not yet confirmed its site from a primary source, so it is not mapped here. The only food-system asset the chapter places by name is the Lagos Rice Mill at Imota IE p.45, in Ikorodu division. The self-sufficiency pledge also points to the water: aquaculture is named as a route to production IE p.46, and the Blue Economy chapter commits to deepening "the aquaculture and fisheries base along the frontage and lagoon" IE p.50.

What Lagos already has

No continuity events are yet recorded for this chapter in the project timeline.

The book lists the programmes already in place IE p.45: the Lagos Food Systems Infrastructure Company (LAFSINCO) market-modernisation programme, the Produce-for-Lagos offtake guarantee, the Lagos Bulk Food Company, the Ekolog logistics system, the Lagos Rice Mill at Imota, Ounje Eko interventions and farmer support. "We have begun the work," the chapter says IE p.45. Two of the three pledges are framed as continuation: the Supply pledge begins with "Sustain", and the Cold Chain pledge asks the state to "operationalise" a named 420-hectare hub IE p.46. The continuity timeline holds no dated events for this chapter yet.

Evidence available

Table 27. Registered sources for O.2 (research/source_register.csv)

ID	Title	Date	Tier
S-0004	The Lagos Promise - Pillar 3: Opportunity		PRIMARY
S-0044	2025 Subnational Ease of Doing Business and Business Facilitation Act Performance Report	2025-12	PRIMARY
S-0050	Nigeria Country Data Overview: Data from the Small Firm Diaries	2023-07-25	CONTEXT
S-0065	WFP Nigeria - Food Prices (record only)	2026-11-08	CONTEXT

The registered evidence for this chapter is thin. No primary source on the Food Logistics Hub, LAFSINCO, the Bulk Food Company or the fresh food hubs has yet been registered, and the self-sufficiency baseline of "about 5 per cent" IE p.46 has not been matched to a published estimate. These are reported here as the book's statements. A World Food Programme market price series with market locations has been recorded but not downloaded (S-0065).

Findings

- P The PROMISE quantifies the chapter in three ways: a self-sufficiency baseline of about 5 per cent, a hub of 420 hectares, and fresh food hubs in all 20 Local Governments IE p.46. Only the last is a coverage target.
- P The self-sufficiency pledge is labelled an aspiration and gives no target year or end value IE p.46. The two commitments carry no timeline.
- P The chapter's diagnosis and its pledges are aligned: the book names post-harvest losses and supply-chain disruption among the pressures on the household IE p.45, and the Cold Chain pledge

is aimed "to cut post-harvest loss" IE p.46.

- I The 20-LGA pledge is the most measurable commitment in the chapter, because it can be checked hub by hub and LGA by LGA. It is also the pledge whose benefit depends most on location within each LGA.

Implications and opportunities

I A fresh food hub serves the households within practical reach of it. Placing one hub in each Local Government guarantees that every LGA is covered, and the choice of site within each LGA then decides how many households the hub serves. The delivery team will need to measure, for each LGA, where the existing markets and any existing mid-level hubs are, so that new hubs add reach rather than duplicate it. For the self-sufficiency aspiration, the delivery team will need a published method and baseline for the 5 per cent figure before progress can be reported against it.

Research gaps and next steps

The most consequential next analysis is fresh food hub access per LGA by road. It needs: the locations of existing mid-level fresh food hubs and major food markets (from LAFSINCO and the state ministry responsible for agriculture); the boundaries of the 20 Local Governments; the OpenStreetMap road network for road distances; and population shares by LGA (shares only). The output would rank candidate hub sites within each LGA by the share of residents within a stated road distance. The location of the 420-hectare Food Logistics Hub should be confirmed from a primary source before it is mapped.

I One hub per Local Government is an equal count, not an equal reach. Epe and Ibeju-Lekki together make up the Epe division, which holds about half of Lagos's land area (see the IBILE figure in the Lagos context chapter), much of it rural land along the lagoon edges (ESA WorldCover). In these two LGAs, the siting test should include the producers' side as well as the consumers': how far a farm or fish landing is from the hub by road or water, since a hub that is close to buyers but far from producers will not reduce losses at the source.

O.3 OPPORTUNITY IDENTIFIED

Maritime and the Blue Economy

The promise

IE-039 **Pledge of the Waterways** COMMITMENT IE p.50

"Expand the LASWA ferry network and the OMI EKO partnership across the inland waterways."

TARGET OMI EKO: 15 routes, 75 electric vessels, 140 km corridor, 25 terminals (p27 infographic)

WHERE lagoon and inland waterways

IE-040 **Pledge of the Seafarer Development Pathway** COMMITMENT IE p.50

"Build a Lagos seafarer development pathway with the Maritime Academy and the federal regulators, so that Lagosians are trained, certified, given sea time and placed on international vessels."

IE-041 **Pledge of Value** ASPIRATION IE p.50

"Retain maritime, shipping and marine-services value in the Lagos economy. Deepen the aquaculture and fisheries base along the frontage and lagoon, feeding the state."

WHERE frontage; lagoon

The chapter carries three pledges IE p.50. Two are commitments: to expand the LASWA ferry network and the OMI EKO partnership across the inland waterways, and to build a Lagos seafarer development pathway with the Maritime Academy and the federal regulators, so that Lagosians are "trained, certified, given sea time and placed on international vessels". The third is an aspiration: to retain maritime, shipping and marine-services value in the Lagos economy and to deepen the aquaculture and fisheries base "along the frontage and lagoon, feeding the state".

Why it matters for Lagos

The chapter's "Where we are" text begins: "Lagos has always drawn its strength from water" IE p.49. It describes about 180 kilometres of Atlantic frontage, a deep lagoon, creeks and an extensive inland-waterway system, and it describes Lagos as "a water state" that "will create a network that expands our ferry routes, just as we spent decades building roads" IE p.49. The book's own assessment is balanced: "Our commerce is strong: ports, LASWA, the OMI EKO partnership, marine logistics" IE p.50. It also names what is still to be built: a state maritime manpower pipeline, and blue-specific architecture in a financial sector it describes as "the deepest in Nigeria" IE p.50. It closes: "We have the pieces. The task now is to assemble them." IE p.50.

Where it lands: geographic context

The chapter's geography is the water itself. The book places Lagos's beaches and waterfronts on a line "from Badagry through Lagos Island and Lekki to Epe" IE p.49, which touches the Badagry, Lagos Island and Epe divisions. The waterways pledge covers "the inland waterways" IE p.50. The OMI EKO panel quantifies the network: 15 ferry routes, 75 electric vessels, a 140-kilometre water corridor and 25 terminals IE p.51. The book does not list the terminals, so no OMI EKO site is yet mapped in this study, and the chapter has no geocoded places.

What Lagos already has

Table 28. Continuity record for O.3 (research/history/CONTINUITY_TIMELINE.csv)

Year	Administration	Event	Evidence
2002	Tinubu (1999-2007)	Lagos Rail Mass Transit concessioning framework and water-transport assessment prepared (Jan 2002) under World Bank-supported LUTP preparation	partially verified
2002	Tinubu (1999-2007)	Lekki Deep Sea Port concept receives presidential endorsement (27 Feb 2002)	partially verified
2006	Tinubu (1999-2007)	Lekki Free Trade Zone works begin (China-Nigeria zone)	partially verified
2008	Fashola (2007-2015)	Lagos State Waterways Authority Law (commencement 21 July 2008) creates LASWA	verified
2014	Fashola (2007-2015)	STMP Extension to the Mega City Region (Dec 2014, horizons 2017/2022/2032) and Lagos Urban Transport Master Plan (Nov 2014)	verified
2023	Sanwo-Olu (2019-2027)	Lekki Deep Sea Port inaugurated 23 Jan 2023 (16.5 m depth reported); first commercial vessels 2023	verified
2025	Sanwo-Olu (2019-2027)	OMI EKO waterways programme launched 17 Oct 2025 (EUR410m; AFD/EU/EIB)	verified

The book records the base IE p.49: the Lekki Deep Sea Port, "operational since 2023"; the Badagry port "moving through federal, technical and investment processes"; LASWA strengthened; ferry infrastructure expanded; and the OMI EKO project underway. The continuity record traces this water programme across three governors' administrations.

- E The Lekki Deep Sea Port concept received presidential endorsement in February 2002, under Governor Tinubu (partially verified, from the Nigerian Ports Authority, S-0113).
- E The Lagos State Waterways Authority Law took effect on 21 July 2008, under Governor Fashola, creating LASWA (verified from secondary copies; S-0100).
- E LAMATA's 2014 extension of the Strategic Transport Master Plan included inland-waterway corridors among its proposals (verified; S-0073).
- E The Lekki Deep Sea Port was inaugurated on 23 January 2023 (verified; S-0112).
- E OMI EKO was launched on 17 October 2025 at the Five Cowries Terminal as a €410 million programme, of which €360 million comes from the Agence Française de Développement, the European Union and the European Investment Bank (verified; S-0110, S-0111).

Evidence available

Table 29. Registered sources for O.3 (research/source_register.csv)

ID	Title	Date	Tier
S-0004	The Lagos Promise - Pillar 3: Opportunity		PRIMARY
S-0046	The Global Tech Ecosystem Index 2026	2026-05	STRONG_SECONDARY
S-0073	Consultancy Services for the Extension of the Strategic Transport Master Plan and Travel Demand Model to Cover the Mega City Region - Final Report	2014-12	PRIMARY

ID	Title	Date	Tier
S-0081	Lagos Urban Transport Project - Project Appraisal Document (P074963)	2002-10-25	PRIMARY
S-0100	Lagos State Waterways Authority Law (text, commencement 21 July 2008)	2008-07-21	STRONG_SECONDARY
S-0110	OMI EKO: Lagos commences EUR410 million inland waterway project on Lagos Lagoon	2025-10-17	STRONG_SECONDARY
S-0111	Lagos State partners AFD, European Union and European Investment Bank launch OMI EKO	2025-10	PRIMARY
S-0112	President Buhari inaugurates 16.5 metres Lekki Deep Sea Port	2023-01-23	STRONG_SECONDARY
S-0113	The concept of the Lekki Deep Sea port was granted presidential endorsement on 27 Feb 2002	undated	PRIMARY

The OMI EKO figure of 15 routes and 25 terminals in the book IE p.51 matches the launch reporting (S-0110). The book's ferry baseline of "about 280,000 passenger journeys" IE p.49 has not been matched to a published LASWA series, and the book does not state the period it covers. The description of Lekki as the deepest port in West Africa is the Nigerian Ports Authority's and the press's; one press report gives a smaller initial draught of about 14 metres (source not yet registered). These are reported as the book's statements.

Findings

- P The PROMISE quantifies the waterways programme through the OMI EKO panel: 15 routes, 75 electric vessels, a 140-kilometre corridor and 25 terminals IE p.51. The pledge itself states no target year IE p.50.
- P The seafarer pathway answers the need the chapter names in its own words, a state maritime manpower pipeline IE p.50. It specifies the full sequence: training, certification, sea time and placement.
- E The water programme is the clearest continuity line in the pillar: the Lekki port concept (2002), the LASWA Law (2008), the waterway corridors of the 2014 transport master plan, the port's opening (2023) and OMI EKO (2025) are each documented (the 2002 endorsement partially).
- I The chapter links the water to food as well as transport: the Value pledge places aquaculture and fisheries "along the frontage and lagoon, feeding the state" IE p.50, which connects it to the self-sufficiency aspiration in O.2 IE p.46.

Implications and opportunities

I The value of 25 terminals depends on how many residents can reach them by road and on foot. The book notes that most of the population "lives near water" IE p.49; the delivery team will need to measure that share terminal by terminal, so that the order in which routes open follows the number of people each terminal serves. For ridership, the delivery team will need a published annual passenger series from LASWA with its period stated, so that the 280,000 baseline and later growth can be compared on the same basis.

Research gaps and next steps

The most consequential next analysis is the population within reach of the OMI EKO terminals. It needs: the names and coordinates of the 25 OMI EKO terminals and the 15 route alignments, from LASWA or the financiers' project documents (S-0110, S-0111); the existing LASWA jetty list; the OpenStreetMap road and footpath network to measure road distance to each terminal; and population shares by LGA or grid cell (shares only, not headcounts). The analysis would report the share of Lagosians within a stated road distance of a terminal, by division, and the order of route openings that would serve the largest share first.

O.4 OPPORTUNITY LOCATED

The Lagos Stage and Culture

The promise

IE-042 **Pledge of the Stage** COMMITMENT IE p.54

"Build the Lagos Creative Economy Window and the infrastructure that grows Nollywood, music and fashion into a paying creative economy."

IE-043 **Pledge of Heritage** COMMITMENT IE p.54

"Protect the heritage inventory and run a structured Lagos Cultural Calendar around the Eyo and Gelede festivals."

WHERE Isale Eko; Badagry; Ikeja division

IE-044 **Pledge of Tourism** COMMITMENT IE p.54

"Strengthened the Lagos Tourism Board and turn the cultural inheritance into a visitor economy."

The chapter carries three commitments IE p.54: to build the Lagos Creative Economy Window and the infrastructure that grows Nollywood, music and fashion "into a paying creative economy"; to protect the heritage inventory and run a structured Lagos Cultural Calendar around the Eyo and Gelede festivals; and to strengthen the Lagos Tourism Board and "turn the cultural inheritance into a visitor economy". None carries a numerical target or a timeline.

Why it matters for Lagos

The chapter opens with the statement that "Lagos is the cultural capital of Africa" and that the state "will protect her heritage, open her artistic ambition to the world, and turn culture into jobs and pride" IE p.52. Its subtitle, "culture as an engine" IE p.52, sets the economic reading. The "Where we are" text describes Lagos as the home of Nollywood, "roughly 2,500 films a year", and as carrying "the overwhelming majority of Nigeria's film, music and fashion output" IE p.52. It names three areas for work in its own terms: creative industries that remain "largely informal, with little access to structured finance"; a festival calendar that exists "but not as one coordinated, marketed experience"; and heritage sites "from Lagos Island to Badagry" that are "under-visited relative to their significance" IE p.52. Each of the three pledges answers one of these.

Where it lands: geographic context

Table 30. Places named by O.4 and how precisely they could be located (data/processed/promise_places.csv)

Place	Role in the pledge	Location precision
Isale Eko (Eyo Festival)	heritage	area_centroid (site not stated in manifesto)
J. Randle Centre	cultural infrastructure	site
National Museum, Onikan	cultural infrastructure	site

The chapter is the most place-specific in the pillar after O.1. The book names the Eyo Festival of Isale Eko, the Egungun festivals of Ikeja division, the Sangbeto and Igunnuko masquerades and the Gelede tradition IE p.52. It names four cultural venues: the J. Randle Centre, the Lagos State Cultural Centre, the National Museum at Onikan, and the restored National Theatre at Iganmu, now the Wole Soyinka Centre for Culture and Creative Arts IE p.52. A sidebar extends the calendar to the Badagry Heritage Festival and the Egungun masquerades IE p.54.

I The named heritage falls mainly in two divisions. Isale Eko, the J. Randle Centre and the National Museum at Onikan sit together on Lagos Island, in Lagos Island division, and the Badagry Heritage Festival anchors Badagry division. The Egungun festivals carry the calendar into Ikeja division IE p.52. The heritage line "from Lagos Island to Badagry" IE p.52 is therefore also a route that a visitor programme could follow.

What Lagos already has

Table 31. Continuity record for O.4 (research/history/CONTINUITY_TIMELINE.csv)

Year	Administration	Event	Evidence
2001	Tinubu (1999-2007)	Gelede proclaimed UNESCO Masterpiece of the Oral and Intangible Heritage (Benin, Nigeria, Togo); inscribed on Representative List 2008	partially verified
2025	Federal	National Theatre reopened as Wole Soyinka Centre for Culture and Creative Arts (1 Oct 2025)	verified

The book records recent additions to the cultural base: the return of the Eyo Festival in December 2025 after eight years, with President Bola Ahmed Tinubu joining it, and the reopening of the National Theatre in October 2025 after extensive renovation IE p.52. The continuity record confirms the second: the National Theatre reopened as the Wole Soyinka Centre for Culture and Creative Arts on 1 October 2025, as a federal and Bankers' Committee project (verified). The 2020 Lagos Resilience Strategy, published under Governor Sanwo-Olu, also covers the creative sector (S-0076).

Evidence available

Table 32. Registered sources for O.4 (research/source_register.csv)

ID	Title	Date	Tier
S-0004	The Lagos Promise - Pillar 3: Opportunity		PRIMARY
S-0052	Oral heritage of Gelede (Representative List of the Intangible Cultural Heritage of Humanity)	2008	PRIMARY
S-0053	Nigeria - Media and Entertainment (Country Commercial Guide)	2025-09-08	CONTEXT
S-0076	Lagos Resilience Strategy	2020	PRIMARY
S-0099	Oral heritage of Gelede (RL 00002)	2008 (inscription); 2001 (proclamation)	PRIMARY

- E The Gelede statement is supported with one nuance. UNESCO proclaimed the Oral Heritage of Gelede a Masterpiece of the Oral and Intangible Heritage of Humanity in 2001 and inscribed it on the Representative List in 2008, as a heritage shared by Benin, Nigeria and Togo (S-0052, S-0099). The book's sentence joins the two steps under 2008 IE p.52.

- E The book's estimate that film and music contributed "₦1.97 trillion to GDP in 2023" IE p.52 matches a U.S. International Trade Administration country guide (S-0053), which cites no underlying source. The National Bureau of Statistics table has not been located.
- The figures of about 2,500 films a year, the 1854 first record of the Eyo procession and Nollywood's world ranking IE p.52 have not yet been matched to a registered source and are reported as the book's statements.

Findings

- P The chapter's three pledges are all commitments and none is quantified IE p.54. Measurement will therefore rest on the indicators the delivery team chooses.
- P The Heritage pledge names two festivals, Eyo and Gelede IE p.54. The broader calendar of the Badagry Heritage Festival, the Egungun masquerades and "the city's wider events" appears in the sidebar IE p.54, not in the pledge.
- E Two of the chapter's dated claims, the National Theatre reopening (2025, per the continuity record; source not yet registered) and the Gelede inscription (2008), are supported by independent sources, the second with the nuance noted above.
- I The cultural venues the book names cluster on Lagos Island. This study reads the chapter as building outward from that cluster toward Badagry and Ikeja division through the calendar and the visitor economy.

Implications and opportunities

I A heritage inventory is, by nature, a list of places. Publishing it with locations would let the Tourism Board, the Cultural Calendar and the transport chapters work from the same map, and would let visitor numbers be reported site by site. The delivery team will need to measure visitor numbers, festival attendance and creative-sector finance disbursed through the Creative Economy Window, since the chapter's pledges carry no targets of their own.

Research gaps and next steps

The most consequential next analysis is a mapped Lagos heritage inventory joined to the Cultural Calendar. It needs: the state heritage inventory with coordinates and condition (from the Ministry of Tourism, Arts and Culture or the Lagos Tourism Board); the venues and dates of the festivals in the calendar, including Eyo, Gelede, Egungun and the Badagry Heritage Festival; site visitor counts; and the OpenStreetMap road network and the OMI EKO terminal list (O.3) for access by road and water. The output would show which heritage sites lie within a stated distance of a terminal or main road, by division, as the basis for a visitor route from Lagos Island to Badagry.

O.5 OPPORTUNITY LOCATED

IMO: Future Ready Lagos

The promise

IE-045 **Pledge of Training** COMMITMENT IE p.58

"Train one million youths in 4 years in different technology, skills, which will be matched with jobs."

TARGET 1,000,000 youths DATE 4 years

IE-046 **Pledge of Connectivity** COMMITMENT IE p.58

"Expand statewide fibre and open-access infrastructure and lower broadband costs, connecting schools, hospitals, hubs and underserved communities."

TARGET fibre 2,700 km to 6,800 km; up to 1 Gbps WHERE statewide

IE-047 **Pledge of the Builder** ASPIRATION IE p.58

"Make Lagos the best place in Africa to build a company, through LASRIC finance and a First-Buyer Government Innovation Policy."

IE-048 **Pledge of Sovereignty** COMMITMENT IE p.58

"Stand up the cyber-security centre and the data governance framework, retain public value locally, and make Lagos a producer of technology."

IE-049 **Pledge of the First Buyer** COMMITMENT IE p.58

"Direct 10 per cent of government procurement toward Lagos-developed innovations through the Lagos First-Buyer Policy, so that the state is the first customer of the companies."

TARGET 10% of procurement

IE-050 **Pledge of the Innovation Legal Entity** COMMITMENT IE p.59

"Make Lagos State Science, Research and Innovation Council (LASRIC) a full innovation agency with matching grants, research commercialisation support and published performance outcomes, underpinned by a Lagos State Innovation Bill and a regulatory sandbox."

IE-051 **Pledge of What We Invent** COMMITMENT IE p.59

"Establish a Lagos Patent Bank within the Promise period, working to World Intellectual Property Organization frameworks, so that intellectual property created in Lagos is owned in Lagos."

TARGET Patent Bank established DATE within 2027-2031

The chapter carries seven pledges, the most of any chapter in the pillar IE p.58-59. Six are commitments: to train one million youths in four years with matching to jobs; to expand statewide fibre and open-access infrastructure and lower broadband costs; to stand up the cyber-security centre and a data governance framework; to direct 10 per cent of government procurement to Lagos-developed innovations through a First-Buyer Policy; to make LASRIC a full innovation agency under a Lagos State Innovation Bill with a regulatory sandbox; and to establish a Lagos Patent Bank within the Promise period. One is an aspiration: to make Lagos "the best place in Africa to build a company" IE p.58.

Why it matters for Lagos

The chapter opens with the statement that "the 21st century is the digital century" and that Lagos will be "the producer, not only the consumer, of technology in Africa" IE p.56. The "Where we are" text sets out a strong base: an ecosystem ranked first in Dealroom's 2025 Rising Stars category, valued at around $15.3 billion, with more than 2,000 start-ups and five unicorns; an integrated transport payment card used by more than 6.5 million residents; and a government in which "about 35 per cent of government activity is now technology-driven" IE p.56. Its definition of the task is about connection rather than invention: "An ecosystem is the connections that turn an idea into a company, and a company into an employer" IE p.56. The pledges follow that definition, joining training to jobs, fibre to institutions, and start-ups to the state as first customer.

Where it lands: geographic context

Table 33. Places named by O.5 and how precisely they could be located (data/processed/promise_places.csv)

Place	Role in the pledge	Location precision
Yaba technology cluster	tech cluster	area_centroid (site not stated in manifesto)

Most of the pledges are statewide. The one named place is Yaba, which "remains one of Africa's most recognised technology clusters", with KITE@Yaba IE p.56. Yaba lies in Lagos Mainland LGA, in Lagos Island division, and is carried in the places table at the centroid of the area.

The Connectivity pledge is the chapter's spatial commitment. The pledge names the places the network is meant to reach, starting with schools, hospitals and hubs IE p.58. A feature panel quantifies it: "We will take fibre from 2,700 kilometres to 6,800 kilometres, connecting schools, hospitals, innovation hubs and research institutions, with 1 Gbps" IE p.59. The "Where we are" text gives the same 2,700-kilometre baseline and records "over 450 cameras" live IE p.56.

What Lagos already has

No continuity events are yet recorded for this chapter in the project timeline.

The book lists the base IE p.56: Yaba and KITE@Yaba, LASRRA, the state's geographic-information systems, and digital systems for e-tax, e-procurement, permits and planning. LASRIC already exists, and the Innovation Legal Entity pledge upgrades it to a full agency IE p.59. The continuity timeline holds no dated events for this chapter yet.

Evidence available

Table 34. Registered sources for O.5 (research/source_register.csv)

ID	Title	Date	Tier
S-0004	The Lagos Promise - Pillar 3: Opportunity		PRIMARY
S-0045	Global Tech Ecosystem Index 2025	2025-05	PRIMARY

- E The Dealroom figures are confirmed in the 2025 Global Tech Ecosystem Index: Lagos ranks first on the Rising Stars list, with five unicorns and ecosystem valuation grown 11.6 times since 2017 (S-0045 p.18), and an enterprise value of $15.3 billion (S-0045 p.19).

- The figures of more than 2,000 start-ups, 6.5 million card users, 35 per cent of government activity, 2,700 kilometres of fibre and 450 cameras IE p.56 have not yet been matched to a registered source and are reported as the book's statements.

Findings

- P The PROMISE quantifies three of the seven pledges: one million youths in four years IE p.58, fibre from 2,700 to 6,800 kilometres with up to 1 Gbps (in the feature panel, not the pledge text) IE p.59, and 10 per cent of government procurement IE p.59. The Patent Bank carries a timeline, "within the Promise period" IE p.59.
- P The fibre panel implies a network about two and a half times its stated current length (6,800 against 2,700 kilometres) IE p.59.
- P Three pledges create or reform institutions with legal form: the LASRIC agency under an Innovation Bill, the Patent Bank to WIPO frameworks, and the cyber-security centre and data governance framework IE p.58-59.
- E The book's headline ecosystem figures are drawn accurately from the Dealroom 2025 index (S-0045).
- I The fibre pledge is the chapter's most mappable commitment, because its destinations are named classes of public buildings whose locations are known.

Implications and opportunities

I Schools and hospitals are already mapped for other chapters of this compendium (P.1, P.2). A fibre programme planned against those layers can be reported site by site: the number of public schools and hospitals connected each year, by LGA. For the training pledge, the delivery team will need to measure job placement as well as enrolment, since the pledge ties training to jobs IE p.58. For the First-Buyer Policy, the delivery team will need a published procurement baseline against which the 10 per cent share is reported.

Research gaps and next steps

The most consequential next analysis is the planned fibre network against the public buildings it is meant to connect. It needs: the route of the existing 2,700-kilometre network and the planned extension to 6,800 kilometres (from the state's infrastructure and broadband agencies); the locations of public schools, General Hospitals and primary health centres already assembled for P.1 and P.2; innovation hub locations, starting with Yaba; and LGA boundaries. The output would be the share of public schools and hospitals within a stated distance of the network today and after the extension, by division.

O.6 OPPORTUNITY IDENTIFIED

The Lagos Treasury

The promise

IE-052 **Pledge of Revenue** COMMITMENT IE p.62

"Deepen the Internal Revenue Service and grow Internally Generated Revenue by expanding the tax net without increasing taxes to keep Lagos fiscally independent."

IE-053 **Pledge of Restraint** COMMITMENT IE p.62

"Issue sovereign instruments only within a sustainable debt-service threshold, with published use of proceeds."

IE-054 **Pledge of One Treasury** COMMITMENT IE p.62

"Keep every named instrument inside the consolidated Lagos Treasury, with one audit and one Citizens' Observatory. Capital discipline; Capital expenditure is tied to the long-term objectives of the Lagos State Development Plan 2022 to 2052, so that each budget cycle is tested against a horizon longer than the administration that writes it."

The chapter carries three commitments IE p.62: to deepen the Internal Revenue Service and grow Internally Generated Revenue (IGR) "by expanding the tax net without increasing taxes"; to issue sovereign instruments "only within a sustainable debt-service threshold, with published use of proceeds"; and to keep every named instrument inside one consolidated Lagos Treasury, "with one audit and one Citizens' Observatory". The third pledge adds a rule of capital discipline: capital expenditure is tied to the long-term objectives of the Lagos State Development Plan 2022 to 2052 IE p.62. None of the three carries a numerical target.

Why it matters for Lagos

The chapter opens with the statement that binds the whole book to money: "Every commitment in this Promise is a Naira commitment" IE p.60. The Treasury is therefore the chapter on which the delivery of every other chapter depends. Its three pledges match the three verbs of its opening statement: "raise the revenue with discipline, plan the spending with rigour, and manage the debt with restraint" IE p.60. A sidebar adds a test for spending: "Every major project passes a cost-and-benefit test before money is released" IE p.62.

Where it lands: geographic context

The Treasury pledges are statewide and name no place, so the chapter has no geocoded places. Its geography lies in the capital budget: the capital projects the Treasury funds are located in specific LGAs and divisions, and the state's budget implementation reports carry capital project lines (S-0016).

What Lagos already has

Table 35. Continuity record for O.6 (research/history/CONTINUITY_TIMELINE.csv)

Year	Administration	Event	Evidence

Year	Administration	Event	Evidence
2006	Tinubu (1999-2007)	Revenue Administration Law 2006 gives LIRS autonomy; IGR rises from N42.3bn (2005) to N60.3bn (2006) to N87.0bn (2007) actual	partially verified
2011	Fashola (2007-2015)	World Bank first Lagos State Development Policy Operation (US$200m) - fiscal and PFM reforms	verified
2013	Fashola (2007-2015)	Lagos State Development Plan 2012-2025 published (Sept 2013): four pillars; calls for new Regional Master Plan and Drainage Master Plan	verified
2019	Sanwo-Olu (2019-2027)	Sanwo-Olu and KOH (Deputy Governor) sworn in 29 May 2019; T.H.E.M.E.S agenda	verified
2023	Sanwo-Olu (2019-2027)	THEMES+ agenda for second term (social inclusion, gender, youth) announced at 29 May 2023 inauguration	verified
2025	Sanwo-Olu (2019-2027)	Record state bond incl. first sub-national green bond	manifesto claim only

The book tells the fiscal story as continuity. "Before the tax reforms of 2007, this entire state raised under ₦94 billion a year of its own money. Today we raise about ₦1.87 trillion. Close to 20 times as much" (IE p.60). It records the 2025 Budget of Sustainability at about ₦3.37 trillion, "most of it self-financed and much of it going to capital projects", and a record state bond in 2025 that included "the country's first sub-national green bond" (IE p.60). Its summary is: "This is not a state in trouble. It is a state that has proved it can pay its own way." (IE p.60).

- E The early IGR series is documented. A World Bank programme document of 2011, citing Lagos State Government figures, reports actual IGR of ₦42.3 billion in 2005, ₦60.3 billion in 2006 and ₦86.96 billion in 2007 (S-0092 p.41). The 2007 figure is consistent with the book's "under ₦94 billion". The reforms began earlier than 2007: the Revenue Administration Law of 2006, under Governor Tinubu, gave the Lagos Internal Revenue Service its autonomy (partially verified).
- E The World Bank's three Development Policy Operations for Lagos (2011, 2014, 2015) document the fiscal and financial-management reforms of the Fashola years and the transition to Governor Ambode (S-0092, S-0093, S-0094).
- E The state's Debt Management Office reports IGR rising from ₦437.16 billion in 2020 to ₦1.292 trillion in 2024 (S-0018 p.20).

Evidence available

Table 36. Registered sources for O.6 (research/source_register.csv)

ID	Title	Date	Tier
S-0004	The Lagos Promise - Pillar 3: Opportunity		PRIMARY
S-0011	Y2025 Lagos State Citizens Budget - Budget of Sustainability	2025-02-26	PRIMARY
S-0012	Lagos State 2025 Appropriation Law	2025-01	PRIMARY
S-0013	Lagos State Y2025 Citizens Accountability Report	2026-07	PRIMARY
S-0014	Lagos State Y2024 Citizens Accountability Report	2025-08	PRIMARY
S-0015	Lagos State Government Financial Statements for the year ended 31 December 2024 (Audited)	2025-05	PRIMARY

ID	Title	Date	Tier
S-0016	Lagos State Budget Implementation Report Q3 2026	2026-10-27	PRIMARY
S-0017	Lagos State MTEF Y2026-Y2028 (Approved)	2025-07	PRIMARY
S-0018	Lagos State Debt Sustainability Analysis (DSA) and Debt Management Strategy (DMS) Report, November 2025	2025-11	PRIMARY
S-0019	Lagos Economic Development Update (LEDU) 2024 - Abridged Version	2024	PRIMARY
S-0031	FMDQ: Lagos State Champions Sustainability with N244.82 Billion Green and Fixed Rate Bonds	2026-02	STRONG_SECONDARY
S-0092	First Lagos State Development Policy Operation - Program Document (P117237)	2011-02-18	PRIMARY
S-0093	Second Lagos State Development Policy Operation - Program Document (P123352)	2014-02-27	PRIMARY
S-0094	Third Lagos State Development Policy Operation - Program Document (P151947)	2015-05-29	PRIMARY
S-0121	Scorecard for the Lagos T.H.E.M.E.S+ Development Agenda	2024-01-30	CONTEXT
S-0127	Lagos reform report (Cities Alliance, low-resolution PDF)	undated	DISCOVERY_ONLY

- E The 2025 budget figure is confirmed: the Citizens Budget gives total expenditure of ₦3.367 trillion, of which ₦2.071 trillion (62 per cent) is capital (S-0011 p.10). This supports the book's statement that much of the budget goes to capital projects.
- E For 2025 outturn, the Citizens Accountability Report records actual IGR of ₦1.774 trillion against a final budget of ₦2.230 trillion (S-0013 p.17). The book's "about ₦1.87 trillion" IE p.60 does not match this or the 2024 figure; it may reflect a different definition or period, which the book does not state.
- E An FMDQ listing notice records a ₦14.82 billion green bond series and a ₦230 billion bond issued by Lagos State in 2025 under a ₦1 trillion programme (S-0031). The book's claims that this was the largest bond of any Nigerian state and the first sub-national green bond in the country IE p.60 have not yet been checked against a full issuance record.

Findings

- P The chapter's pledges set rules rather than numbers: no new taxes, a debt-service threshold, published use of proceeds, one consolidated treasury, one audit and one Citizens' Observatory IE p.62.
- P The capital-discipline rule ties each budget cycle to the Development Plan 2022 to 2052, "a horizon longer than the administration that writes it" IE p.62.
- E The book's account of revenue growth since the mid-2000s is supported in direction and order of magnitude by World Bank and state sources (S-0092 p.41; S-0018 p.20). The ratio "close to 20 times" is the book's arithmetic on its own two figures.
- I The Treasury pledges are accountability pledges as much as fiscal ones. Published use of proceeds, one audit and a Citizens' Observatory each create a public record that later chapters of the PROMISE can be measured against.

Implications and opportunities

I The Citizens' Observatory would be most useful if it publishes IGR on one stated definition with a reconciled series, so that the "about ₦1.87 trillion" baseline IE p.60 and later years compare on the same basis. The delivery team will need to measure and publish the debt-service threshold itself, since the pledge commits to it but does not give its value. Reporting capital spending by LGA and division would show where the Treasury's capital lands, which is the bridge between this chapter and the place-based pledges of the rest of the book.

Research gaps and next steps

The most consequential next analysis is capital expenditure by location: where the state's capital budget lands, by LGA and IBILE division. It needs: the capital project lines from the 2026 budget implementation reports (S-0016) and the 2025 Appropriation Law (S-0012, which requires OCR); a project-to-LGA assignment for each line; LGA boundaries; and population shares by LGA (shares only). Alongside it, a reconciled IGR series from 2005 to 2025 from the World Bank, Debt Management Office and Citizens Accountability sources (S-0092, S-0018, S-0013) would give the Treasury one published baseline.

M

Machinery of Government

4 CHAPTERS · 9 PLEDGES

Machinery of Government is the fourth pillar of the PROMISE. Where the first three pillars set out what the state will deliver, this one sets out how the state will be organised to deliver it. The pillar opener page lists four chapters IE p.63: ADEHUN: The Lagos Compact (M.1); Lagos Justice (M.2); Digital Government and the Citizen Interface (M.3); and The Hamzat Compact (M.4). Together they hold nine register rows (IE-055 to IE-063), all labelled commitments. The pillar has no aspirations.

The opener page carries no quotation. Each chapter opens with its own statement attributed to Dr Kadri Obafemi Hamzat, and the pillar's argument is carried by those lines. The Lagos Compact begins: "Government must be felt at the gate of the citizen, in the local council and the traditional institution as much as in Alausa" IE p.64. The Hamzat Compact closes the pillar with the sentence that frames the whole book: "A promise unmeasured is a promise unkept" IE p.72.

The pledges work on the institutions themselves: the public service, the relationship between the state, the local governments and the traditional rulers, the magistracy and legal aid, digital service, and the published accountability of the government. Only one pledge carries a figure, the rise in the civil jurisdiction of the Magistrates' Courts from ₦10 million to ₦50 million IE p.68. Three name the divisions as their reach: the Council of Obas and Chiefs, the Magistrates' Court estate and legal aid [IE p.66, p.68].

For this study the pillar matters twice. It is a set of pledges, and it is also the method the book applies to every other pillar: "We will publish our targets, review them independently, and face the public in every IBILE division" IE p.7. No chapter in the pillar has spatial analysis. The findings that follow are documentary, and M.4 sets out how a published pledge register could serve the accountability the book commits to.



Figure 16. Where Machinery of Government lands: the places its pledges name, located from the book's own wording (chapter code after each name). 2 of the pillar's register rows are written for every division or all of Lagos and so have no single point. Locations are geocoded to the precision the book allows; none implies a site has been chosen. Source: data/processed/promise_places.geojson, policy/proposal_register.csv.

M.1 MACHINERY OF GOVERNMENT IDENTIFIED

ADEHUN: The Lagos Compact

The promise

> IE-055 **Pledge of the Public Service** COMMITMENT IE p.66
> **"Deliver a merit-based, performance-driven, technology-enabled public-service reform."**

> IE-056 **Pledge of the Compact** COMMITMENT IE p.66
> **"Operationalise the 6-node Hamzat Compact across every chapter of this PROMISE."**

> IE-057 **Pledge of the Council** COMMITMENT IE p.66
> **"Deepen cooperative engagement with the Lagos State Council of Obas and Chiefs across every division."**
> WHERE every division

> IE-058 **Pledge of the Council** COMMITMENT IE p.66
> **"We will set up the LAGOS STATE ECONOMIC COUNCIL meeting, whereby the Governor and some members of the State Executive Council (EXCO) will regularly meet with Chairmen of the Local Governments and Local Council Development Areas - for synergy and peer review to advance our performance."**
> WHERE 20 LGAs; 37 LCDAs

The chapter carries four commitments IE p.66. The first is a public-service reform that is "merit-based, performance-driven, technology-enabled". The second operationalises "the 6-node Hamzat Compact across every chapter of this PROMISE". The two that follow share the heading Pledge of the Council: deeper engagement with the Lagos State Council of Obas and Chiefs "across every division", and a new Lagos State Economic Council at which the Governor and some members of the State Executive Council regularly meet the chairmen of the Local Governments and Local Council Development Areas "for synergy and peer review". All four are institutional pledges. None states a number or a date.

Why it matters for Lagos

The chapter defines the Compact as "the social contract between the state, the local government, the traditional and religious institutions, and the citizens" IE p.64. Its argument is about design. The candidate introduces it as a problem "about design rather than about people" and states it in one line: "A citizen with a problem that spans 2 ministries has no single door, and no officer whose performance depends on it being solved" IE p.64. The Compact is the book's answer: a government organised so that a citizen's problem has an owner, delivered "through the council, the chief and the community" IE p.64.

The Compact pledge also gives the chapter a reach beyond its own page. By attaching the Hamzat Compact (M.4) to "every chapter of this PROMISE" IE p.66, it makes M.1 the hinge between the pledges of the other six pillars and the accountability arrangements that are meant to track them.

Where it lands: geographic context

The chapter names no site. Its geography is the governance network the book describes: 20 constitutional local governments, 37 council development areas and the Council of Obas and Chiefs (IE p.64). The pledge on the Council of Obas and Chiefs is framed "across every division", and the Economic Council would bring the chairmen of all the local councils into one forum with the state. I The five IBILE divisions, created in 1968, are the frame in which the book commits to report throughout, and the local councils nest inside them. The Economic Council is therefore the natural place at which council-level and division-level delivery could be compared.

What Lagos already has

Table 37. Continuity record for M.1 (research/history/CONTINUITY_TIMELINE.csv)

Year	Administration	Event	Evidence
1968	Pre-1999	Lagos State's five administrative divisions (Lagos/Eko, Ikeja, Ikorodu, Epe, Badagry = IBILE) created by Edict No.3 of April 1968	verified
2002	Tinubu (1999-2007)	37 Local Council Development Areas created from the 20 LGAs	partially verified
2024	Sanwo-Olu (2019-2027)	Assembly bill to restructure LCDAs into Area Administrative Councils (Oct-Nov 2024); Assembly says LCDAs will not be scrapped	partially verified

The book opens the chapter on what is already in place: "the largest grassroots governance network in the federation", "the most extensive sub-national public service in Nigeria", and the Local Government Administration Law 2025, which "gives the local tier its legal framework" (IE p.64). The continuity record dates the IBILE divisions to Edict No. 3 of 1968 (verified) and the 37 Local Council Development Areas to 2002 or 2003 (partially verified: the sources differ on the year). A 2024 bill proposed restructuring the LCDAs into Area Administrative Councils; the Assembly stated that the LCDAs would not be scrapped, and the final outcome has not been confirmed (S-0124). The chapter's companion in the People First pillar adds satellite secretariats in Badagry, Ikorodu, Lagos Island and Epe (IE p.24).

Evidence available

Table 38. Registered sources for M.1 (research/source_register.csv)

ID	Title	Date	Tier
S-0005	The Lagos Promise - Pillar 4: Machinery of Government		PRIMARY
S-0044	2025 Subnational Ease of Doing Business and Business Facilitation Act Performance Report	2025-12	PRIMARY
S-0124	Lagos Assembly: LCDAs won't be scrapped / Local Government reform bill coverage	2024-2025	STRONG_SECONDARY

- E The Lagos Bureau of Statistics publishes tables by the 20 LGAs and 37 LCDAs, including local government staff, schools, health and local government finance (S-0026, 2019 data). This shows that a statistical record at council level already exists. It does not assign the councils to IBILE divisions.
- E The campaign's pillar booklet reproduces the chapter text unchanged (S-0005). Neither the book nor the booklet lists the six nodes of the Hamzat Compact.
- The Local Government Administration Law 2025 has not been obtained by this study and is reported as the book's statement.

Findings

- P The chapter makes four commitments, none quantified or dated IE p.66.
- P The Compact pledge is cross-cutting: it attaches the accountability arrangements of M.4 to every chapter of the book IE p.66.
- P The Economic Council is defined by its membership and purpose, "synergy and peer review to advance our performance" IE p.66, which makes it a performance forum as well as a coordination one.
- E A council-level statistical record exists (S-0026), so the local tier can be measured with published data.
- I The six nodes are not named in the published text. The author reads the four verbs of the book's conclusion ("published, measured, independently reviewed and openly reported" IE p.124) as the clearest public statement of what the Compact does, pending the full list.

Implications and opportunities

I Peer review among council chairmen works best when every council is measured on the same indicators from the same baseline. The Economic Council could adopt a short common set drawn from the pledges that land locally (primary care, schools, waste collection, markets) and review it at each meeting. The public-service reform will need its own baseline: the delivery team will need to measure what "performance-driven" means in practice, for example service times and resolution rates by MDA, which links this chapter to the Service Charter in M.4.

Research gaps and next steps

The most consequential next analysis is a council-level delivery baseline: the indicators the Economic Council would review, assembled for all 57 councils and grouped by IBILE division. It needs the Lagos Bureau of Statistics council tables (S-0026) brought up to date, an agreed assignment of each LGA and LCDA to its division, and published LCDA boundaries, which the standard administrative boundary set (S-0064) does not carry. The delivery team will also need to publish the six nodes of the Hamzat Compact so that the Compact pledge can itself be tracked.

M.2 MACHINERY OF GOVERNMENT IDENTIFIED

Lagos Justice

The promise

IE-059 **Pledge of the Nearer Court** COMMITMENT IE p.68

"Raise the civil jurisdiction of the Magistrates' Courts from ₦10 million to ₦50 million, expand the Magistrates' Court estate across the divisions, and invest in the welfare and resourcing of the magistracy."

TARGET N10m to N50m jurisdiction WHERE across the divisions

IE-060 **Pledge of Legal Access** COMMITMENT IE p.68

"Extend legal aid through the Office of the Public Defender and the Citizens' Mediation Bureau across every division."

WHERE every division

IE-061 **Pledge of Forensic Justice** COMMITMENT IE p.68

"Deepen the DNA Forensic Centre, the Sexual Assault Referral Centre forensics and the cyber forensic architecture."

The chapter carries three commitments IE p.68. The Pledge of the Nearer Court raises the civil jurisdiction of the Magistrates' Courts from ₦10 million to ₦50 million, expands the Magistrates' Court estate "across the divisions" and invests in the welfare and resourcing of the magistracy. The Pledge of Legal Access extends legal aid through the Office of the Public Defender and the Citizens' Mediation Bureau "across every division". The Pledge of Forensic Justice deepens the DNA Forensic Centre, Sexual Assault Referral Centre forensics and the cyber forensic architecture. The chapter closes with a statement on the independence of the Bench: "Everything in this chapter concerns the administration of justice, not the exercise of judicial power. The Lagos State Judiciary is a separate arm of government and I commit to the conditions that keep it so" IE p.68.

Why it matters for Lagos

The chapter's opening statement places justice inside the book's theme of dignity: "The dignity of every Lagosian rests on the dignity of the courtroom, the legal-aid clinic, the mediation table and the police interview suite" IE p.67. Its argument starts where most citizens meet the law: "Most Lagosians meet the law in a Magistrates' Court, and many meet it first at a registry counter, a bail desk or a police station" IE p.67.

The book then sets out its reasoning for the jurisdiction pledge. It states that the Magistrates' Courts "carry the overwhelming share of everyday matters", that their civil ceiling "still stands at ₦10 million, which has not moved with the value of ordinary disputes", and that a case "any magistrate is competent to hear is pushed upward into a High Court list" IE p.67. It cites a national figure, that roughly 70% of Nigeria's correctional population are people awaiting trial, and concludes: "A long wait for trial is itself hardship, and reducing it is a matter of basic fairness" IE p.67. These are the book's statements; this study has not yet matched the national figure to a registered source.

Where it lands: geographic context

The chapter names no court or office. Two of its three pledges are framed by geography: the court estate "across the divisions" and legal aid "across every division" (IE p.68). I The pledges therefore land wherever residents are furthest, by road, from a magistrates' court, a Public Defender office or a mediation centre. The places where an expanded estate would do the most good can be identified from published locations and the road network once the current estate is mapped.

What Lagos already has

Table 39. Continuity record for M.2 (research/history/CONTINUITY_TIMELINE.csv)

Year	Administration	Event	Evidence
1999	Tinubu (1999-2007)	Citizens' Mediation Centre (manifesto: 'Citizens' Mediation Bureau') established as a unit of the Directorate of Citizens' Rights, Ministry of Justice	verified
2000	Tinubu (1999-2007)	Office of the Public Defender created (reported 24 July 2000) within Citizens' Rights Dept, Ministry of Justice; now Bureau of the Public Defender	verified
2002	Tinubu (1999-2007)	Lagos Multi-Door Courthouse established by NCMG with High Court of Lagos (June 2002)	partially verified
2007	Tinubu (1999-2007)	Lagos Multi-Door Courthouse Law No 21 of 2007 assented by Tinubu on 18 May 2007	verified
2007	Fashola (2007-2015)	Citizens' Mediation Centre Law enacted; CMC reports 300,000+ matters resolved since January 2007	verified
2017	Ambode (2015-2019)	Lagos State DNA and Forensic Centre commissioned by Ambode, 27 Sept 2017	partially verified

The book describes "the most ambitious justice reform platform in Nigeria" and lists its parts in order (IE p.67): the Citizens' Mediation Bureau in 1999, the Office of the Public Defender in 2000, the Lagos Multi-Door Courthouse in 2002, the Justice Reform Summit, and the DNA Forensic Centre. The continuity record supports the sequence. The mediation unit was established in 1999 within the Ministry of Justice and placed on a statutory footing in 2007 (verified, S-0095). The Office of the Public Defender dates from 2000 (verified). The Multi-Door Courthouse began in 2002 (partially verified) and was established in law by Law No. 21 of 2007, assented by Governor Tinubu on 18 May 2007 (verified, S-0078). The DNA and Forensic Centre was commissioned by Governor Ambode on 27 September 2017 (S-0119).

Evidence available

Table 40. Registered sources for M.2 (research/source_register.csv)

ID	Title	Date	Tier
S-0005	The Lagos Promise - Pillar 4: Machinery of Government		PRIMARY
S-0025	Citizens' Mediation Centre / Bureau page		PRIMARY
S-0051	World Prison Brief: Nigeria	2026	STRONG_SECONDARY
S-0078	Lagos Multi-Door Courthouse Law, Law No 21 of 2007 (Supplement to Lagos State Official Gazette Extraordinary No 56 Vol 40, 3 Aug 2007)	2007-05-18	PRIMARY
S-0095	Citizens' Mediation Centre/Bureau page	undated	PRIMARY
S-0119	First DNA forensic centre opens in Lagos	2017-09	STRONG_SECONDARY

ID	Title	Date	Tier
S-0120	Lagos State Forensic Lab to gulp N89b	2012-07-23	CONTEXT

- E The Ministry of Justice reports that the Citizens' Mediation Centre has resolved over 300,000 matters counted from January 2007 (S-0025). The book uses the same figure in the People First pillar (IE p.24). The Ministry uses both "Centre" and "Bureau"; the book uses "Bureau".
- E The Multi-Door Courthouse Law establishes the courthouse as a court-connected dispute resolution centre (S-0078).
- This study holds no published register of magistrates' court locations, caseloads or times to disposal, and no Lagos-specific figure for people awaiting trial.

Findings

- P The Pledge of the Nearer Court is the only pledge in the Machinery of Government pillar with a figure: a fivefold rise in the civil jurisdiction ceiling, from ₦10 million to ₦50 million (IE p.68).
- P Two of the three pledges commit to reach by division, the court estate and legal aid (IE p.68).
- E The institutions the book names as its foundation are documented, with founding dates consistent with the book's sequence where the book gives one (S-0095, S-0078; the 2002 Multi-Door start is partially verified; S-0119 dates the DNA centre to 2017).
- I The jurisdiction pledge changes the rules under which cases are allocated rather than requiring new buildings, so it is the pledge in this chapter that could take effect earliest. The book does not say which instrument will carry it.
- I The statement on the independence of the Bench sets a boundary for every pledge in the chapter: they concern resourcing and access, not judicial decisions.

Implications and opportunities

I The book's own reasoning gives the delivery team its indicators. To show the effect of the higher ceiling, it will need to measure the number of civil cases filed at each level before and after the change, and the time to disposal in the Magistrates' Courts. To show the reach of legal aid by division, it will need the location and caseload of each Public Defender and mediation office. To track the wait for trial, it will need the share of people awaiting trial in custodial centres in Lagos, since the book's figure is national.

Research gaps and next steps

The most consequential next analysis is a map of access to justice by division: the location of every magistrates' court, Public Defender office, mediation centre and Multi-Door Courthouse outlet, with road distance from each settlement and a count of offices per division. It needs the Lagos State Judiciary's list of magistrates' court locations, the Ministry of Justice's office list, GRID3 settlement extents (S-0061), the OpenStreetMap road network (S-0066) and the administrative boundaries (S-0064). It would show where the expanded estate and legal aid would do the most good, and give the Pledge of Legal Access a baseline to report against.

M.3 MACHINERY OF GOVERNMENT IDENTIFIED

Digital Government and the Citizen Interface

The promise

> IE-062 **Pledge of the Benchmark** COMMITMENT IE p.71
>
> **"Hold Lagos digital government to the standard of the leading digital governments, with published delivery dashboards."**
>
> TARGET published delivery dashboards

The chapter carries one commitment: to "hold Lagos digital government to the standard of the leading digital governments, with published delivery dashboards" IE p.71. Its opening statement sets the aim: "We will make the Lagos government one connected, digital service for every citizen" IE p.70.

Why it matters for Lagos

The chapter begins with the working city before sunrise: a stall-holder in Tejuosho, a fisherman in Epe, a teacher in Alimosho, a developer in Yaba, an artisan in Mushin. "Millions of people. Millions of journeys. One city" IE p.70. It then records what digital reform has already changed (land administration, planning approvals, healthcare, payments and traffic management) and states that LASRRA "has registered over 7.2 million residents" IE p.70.

The book's reasoning is that the next step is joining these services up. Starting a business "means dealing with several institutions, each doing something necessary", and residents are asked for information the government already holds, "twice, and sometimes three times" IE p.70. The book is careful to place the cause in the growth of the system rather than in the people who run it, and it measures the cost in the citizen's terms, "in hours and in trips" IE p.71.

Where it lands: geographic context

The pledge is statewide and names no site. The five places in the opening passage illustrate the range of citizens the service is meant to reach, in three of the five divisions (Lagos Island, Epe and Ikeja); they are not delivery sites. I A digital service reaches every division at once. Its geography lies in the offline steps that remain (the office a citizen must still visit, the document that must still be collected), which is where the time the book counts "in hours and in trips" IE p.71 is spent.

What Lagos already has

No continuity events are yet recorded for this chapter in the project timeline.

The book credits earlier digital reform in five service areas and the LASRRA resident register IE p.70. The People First pillar adds Citizens Gate and LASRRA's link to transport and credit benefits IE p.24. The Security pillar records that the candidate, as Commissioner for Science and Technology, built the Geographic Information System and LASRRA IE p.92; the continuity record dates his appointment to that office to August 2005 (partially verified).

Evidence available

Table 41. Registered sources for M.3 (research/source_register.csv)

ID	Title	Date	Tier
S-0005	The Lagos Promise - Pillar 4: Machinery of Government		PRIMARY

- E The campaign's pillar booklet reproduces the chapter unchanged (S-0005).
- The LASRRA figure of over 7.2 million registered residents has not been matched to a registered source; a 2025 press report quotes 6,465,667 registrations (S-0133), so the two figures need reconciling and is reported as the book's statement.
- The printed page carries a fragment, "government envelope and the multilateral architecture" (IE p.71), that does not connect to the surrounding text. The booklet carries the same fragment (S-0005). Some text appears to have been left out in layout, and this study does not attempt to reconstruct it.

Findings

- P The chapter's one commitment is the only place in the book that names "published delivery dashboards" (IE p.71).
- P The benchmark, "the leading digital governments", is not named or measured in the book.
- I The dashboard element ties this chapter directly to the Hamzat Compact (M.4). A digital government held to a published standard is also the channel through which the rest of the book's commitments would be reported.

Implications and opportunities

I Two choices will decide whether the pledge can be judged. The first is the benchmark set: which governments, on which published indices. The second is the citizen-facing measure: the number of steps, visits and repeated data requests for the most common services. The delivery team will need to measure both at the start, in line with the book's principle "Measure Before You Promise" (IE p.7).

Research gaps and next steps

The most consequential next step is a service inventory: for the most-used services of each MDA, whether they can be completed online, how many visits remain, and which items of data the citizen is asked to supply that the state already holds. It needs MDA service lists and process descriptions, LASRRA's published registration statistics, and the benchmark indices the delivery team adopts. The inventory would give the published dashboards their first baseline.

M.4 MACHINERY OF GOVERNMENT IDENTIFIED

The Hamzat Compact

The promise

> IE-063 **Pledge of the Charter** COMMITMENT IE p.72
>
> **"Publish a Service Charter for every Ministry, Department and Agency, with service standards, response times."**
>
> TARGET charter for every MDA

The chapter carries one commitment: to "publish a Service Charter for every Ministry, Department and Agency, with service standards, response times" IE p.72. Its subtitle names the frame around it, "the accountability architecture: published, audited, named, heard", and its opening statement sets out what the architecture is for: "A promise unmeasured is a promise unkept. We will publish every commitment, audit every naira, hear every division, and give every citizen the standing to hold the government to its word" IE p.72.

Why it matters for Lagos

The Hamzat Compact is the book's accountability frame, and it appears well beyond this page. The preface states that "accountability sits at the centre of this PROMISE, through the Hamzat Compact" and that "records of delivery will be published and made available to all Lagosians" IE p.4. The operating principle "Publish and Be Judged" commits to "publish our targets, review them independently, and face the public in every IBILE division so that failure cannot hide inside a state average" IE p.7. The Lagos Compact operationalises it "across every chapter of this PROMISE" IE p.66. The conclusion gives its fullest statement: "every major commitment will be published, measured, independently reviewed and openly reported. We will not ask Lagosians to trust our words. We will ask them to measure our work" IE p.124.

The chapter itself puts the case in one sentence: "machinery is not the same as trust. A resident who reports a blocked drain and gets no feedback does not care how many oversight bodies exist" IE p.72. Its stated next step is "making promises into something a Lagosian can check" IE p.72.

Where it lands: geographic context

The pledge names no site. Its geography is the reporting geography of the whole book: the five IBILE divisions, at which the book commits to face the public IE p.7 and which its opening statement promises to "hear" IE p.72.

What Lagos already has

Table 42. Continuity record for M.4 (research/history/CONTINUITY_TIMELINE.csv)

Year	Administration	Event	Evidence
1968	Pre-1999	Lagos State's five administrative divisions (Lagos/Eko, Ikeja, Ikorodu, Epe, Badagry = IBILE) created by Edict No.3 of April 1968	verified

Year	Administration	Event	Evidence
1999	Tinubu (1999-2007)	Tinubu sworn in 29 May 1999; start of unbroken 27-year progressive/APC line in Lagos	partially verified
2005	Tinubu (1999-2007)	KOH appointed Commissioner for Science and Technology (Aug 2005); retained by Fashola in 2007	partially verified
2007	Fashola (2007-2015)	Fashola sworn in 29 May 2007; Ten Point Agenda	partially verified
2011	Fashola (2007-2015)	KOH moves to Commissioner for Works and Infrastructure (2011-May 2015)	verified
2011	Fashola (2007-2015)	World Bank first Lagos State Development Policy Operation (US$200m) - fiscal and PFM reforms	verified
2015	Ambode (2015-2019)	Ambode sworn in 29 May 2015; adopts LSDP 2012-2025 four pillars	partially verified
2016	Federal	Nigeria joins Open Government Partnership (July 2016, 70th country)	verified
2019	Sanwo-Olu (2019-2027)	Sanwo-Olu and KOH (Deputy Governor) sworn in 29 May 2019; T.H.E.M.E.S agenda	verified
2023	Sanwo-Olu (2019-2027)	THEMES+ agenda for second term (social inclusion, gender, youth) announced at 29 May 2023 inauguration	verified

The book lists the foundation, "built over 2 decades", on which it will "we will build on it rather than replace it" (IE p.72): an independent Auditor-General under the state's Audit Law, a Public Accounts Committee in the House of Assembly, a Bureau of Statistics, an Office of Civic Engagement, a resident registration system, a published Citizens Budget, and reforms within the Open Government Partnership that Nigeria joined in 2016. The continuity record confirms that Nigeria joined the Partnership in July 2016 (verified, S-0126); the book's wording, "the national Open Government Partnership", is accurate, and this study found no record of a separate Lagos State membership.

Evidence available

Table 43. Registered sources for M.4 (research/source_register.csv)

ID	Title	Date	Tier
S-0005	The Lagos Promise - Pillar 4: Machinery of Government		PRIMARY
S-0011	Y2025 Lagos State Citizens Budget - Budget of Sustainability	2025-02-26	PRIMARY
S-0012	Lagos State 2025 Appropriation Law	2025-01	PRIMARY
S-0013	Lagos State Y2025 Citizens Accountability Report	2026-07	PRIMARY
S-0014	Lagos State Y2024 Citizens Accountability Report	2025-08	PRIMARY
S-0015	Lagos State Government Financial Statements for the year ended 31 December 2024 (Audited)	2025-05	PRIMARY
S-0016	Lagos State Budget Implementation Report Q3 2026	2026-10-27	PRIMARY
S-0017	Lagos State MTEF Y2026-Y2028 (Approved)	2025-07	PRIMARY
S-0018	Lagos State Debt Sustainability Analysis (DSA) and Debt Management Strategy (DMS) Report, November 2025	2025-11	PRIMARY

ID	Title	Date	Tier
S-0093	Second Lagos State Development Policy Operation - Program Document (P123352)	2014-02-27	PRIMARY
S-0094	Third Lagos State Development Policy Operation - Program Document (P151947)	2015-05-29	PRIMARY
S-0117	Femi Hamzat (biography)	accessed 2026-11-14	DISCOVERY_ONLY
S-0118	Hamzat at 60: A beacon of loyalty, commitment in governance	2024	CONTEXT
S-0121	Scorecard for the Lagos T.H.E.M.E.S+ Development Agenda	2024-01-30	CONTEXT
S-0122	Consolidating Fashola's successes in Lagos (Ten Point Agenda)	undated	CONTEXT
S-0123	Cabinet Retreat: Ambode Sets Key Agenda For His Govt	2015-10-29	CONTEXT
S-0126	Nigeria Self-Assessment Report OGP (Nigeria joined OGP as 70th country, July 2016)	2017-09-13	STRONG_SECONDARY
S-0128	Obafemi Hamzat at 54 (biography)	2019-09-22	CONTEXT
S-0129	Obafemi Hamzat: Sanwo-Olu's administration doesn't condone corruption (interview)	2024-08-12	CONTEXT
S-0130	Lagos deputy governor-elect's father dies	2019-05-13	STRONG_SECONDARY
S-0134	Lagos development agenda designed to outlive governments - Hamzat	2026-06-09	CONTEXT

- E Lagos already publishes a Citizens Budget (S-0011), annual Citizens Accountability Reports on budget outturn (S-0013, S-0014), audited financial statements (S-0015), quarterly budget implementation reports (S-0016) and a medium-term expenditure framework (S-0017). These are the financial half of a delivery record.
- E The book already contains one service standard of the kind a charter would hold: every citizen complaint acknowledged within 24 hours, an initial response within 7 days and routine matters resolved within 30 days (IE p.24).
- The six nodes of the Compact named in M.1 (IE p.66) are not listed in the book or the pillar booklet (S-0005).

Findings

- P The chapter's pledge is a service-level commitment: a charter with standards and response times for every MDA (IE p.72).
- P The Compact itself is defined across four pages of the book [IE p.4, p.7, p.72, p.124], and its consistent verbs are publish, measure, review independently and report openly.
- E The state's existing publications report money: what was budgeted and what was spent (S-0011 to S-0016). I What the Compact adds is a record of delivery against each commitment, which no current publication in this study's library provides.

How a published pledge register would serve the Compact

I The four verbs translate directly into the fields of a published delivery dashboard built on a pledge register.

1. **Published.** Each commitment is a stable record with the book's exact words and page, so that the pledge cannot drift. This study's register holds 101 rows on that pattern. In its coding, 40 rows carry a stated target and 12 a stated timeline.
2. **Measured.** Each record carries a baseline, an indicator, a target and a data source with its update date. This is the book's principle "Measure Before You Promise" (IE p.7) applied pledge by pledge.
3. **Independently reviewed.** Each record carries a reviewer's assessment that is separate from the delivering MDA's own report, and states what kind of evidence supports it (a published source, a field check or a budget line). Budget lines show what is funded, not what is built, and a register can keep the two apart.
4. **Openly reported.** Each record is broken down by IBILE division where the pledge lands locally, so that results are seen division by division rather than only as a state average, as the book's operating principle requires (IE p.7).

The Service Charter supplies the service layer beneath this: for each MDA, the standards and response times against which the citizen's own experience can be checked. This study's register is one possible starting structure, built from outside government and ahead of time. It is not the campaign's register.

Implications and opportunities

I The charters and the dashboard need each other. A charter without published performance is a statement of intent, and a dashboard without service standards reports only large projects. The P.4 complaint standard (IE p.24) shows that the book already writes standards in a measurable form; extending that form to every MDA is the substance of this pledge.

Research gaps and next steps

The most consequential next step is to assemble baselines for the 40 register rows that carry a stated target, so that each has a published starting value, a source and a reporting unit (state or division). It needs the register, the state's budget implementation reports for the link to funding (S-0016), Lagos Bureau of Statistics series (S-0026) and the sector sources named in each chapter of this compendium. The delivery team will also need to publish the six nodes of the Compact and the list of MDAs that will carry charters.

I

Inclusion

6 CHAPTERS · 16 PLEDGES

Inclusion is the fifth pillar of the PROMISE. It addresses who the other pillars must reach. The book's contents list six chapters under it (IE p.11): Obìnrin Èkó: Women and Gender (I.1); OMO Èkó: Youth and Sport (I.2); Iyì Èkó & Àgbà Èkó: Dignity, Universal Access, and Elders (I.3); The Protection of Every Lagos Child (I.4); The Inclusive Informal Economy (I.5); and One Lagos (I.6). Together they hold 16 register rows (IE-064 to IE-079): 15 commitments and one aspiration, the Pledge of Pluralism.

The pillar opener page carries only the pillar's name (IE p.74). Each chapter opens with a statement attributed to Dr Kadri Obafemi Hamzat, and the last of them states the pillar's purpose: "A Promise is delivered when the dividend reaches every Lagosian, in every IBILE division, of every gender, ability, language, faith and circumstance. We will build one Lagos in which no Lagosian is invisible" (IE p.88).

The pillar works largely through other pillars. The women-led floor of 50 per cent is set in the enterprise chapter and reported jointly with I.1 (IE p.42). Universal design is to be built into new construction "working with R.1 and E.2" (IE p.83). The informal economy chapter shares its concern with levies with the cost-of-living chapter (IE p.122). The Pledge of the Margin commits to reach "the lagoon-side, riverine and informal-settlement communities with the full PROMISE" (IE p.88), which makes it a test of every other pillar's reach.

Several pledges carry precise standards: a 24-hour safeguarding intake with joint assessment within 48 hours, and an annual audit of every child's care institution and school (IE p.84). No chapter in the pillar has spatial analysis yet. The findings that follow are documentary. One Lagos (I.6) sets out the settlement accessibility study that would give the Pledge of the Margin its baseline.



Figure 17. Where Inclusion lands: the places its pledges name, located from the book's own wording (chapter code after each name). 1 of the pillar's register rows are written for every division or all of Lagos and so have no single point. Locations are geocoded to the precision the book allows; none implies a site has been chosen. Source: data/processed/promise_places.geojson, policy/proposal_register.csv.

I.1 INCLUSION IDENTIFIED

Obìnrin Èkó: Women and Gender

The promise

IE-064 **Pledge of Safety** COMMITMENT IE p.76

"Deepen the Domestic and Sexual Violence Agency and the Family Support Units, so every Lagos woman is safe in the home, the workplace, the school and the street."

IE-065 **Pledge of Agency** COMMITMENT IE p.76

"Scale women-led enterprise through the 10-billion-naira LASMECO window and the Employment Trust Fund, with a 50 per cent women-led floor at O.1."

TARGET 50% women-led

The chapter carries two commitments IE p.76. The Pledge of Safety deepens the Domestic and Sexual Violence Agency and the Family Support Units, "so every Lagos woman is safe in the home, the workplace, the school and the street". The Pledge of Agency scales women-led enterprise through "the 10-billion-naira LASMECO window and the Employment Trust Fund, with a 50 per cent women-led floor at O.1". One pledge works through protective institutions; the other works through finance, and is tied by its own wording to the enterprise chapter.

Why it matters for Lagos

The chapter's opening statement sets its scope: "The mother of Lagos is the maker of Lagos. We will protect the dignity of every Lagos woman, keep the door open for the girl-child, and secure her safety, her health and her economic agency" IE p.76. Its "Where we are" text makes one observation: that women have "a highly dominant presence" in the informal commercial sector of traders and retail shop owners, and that female entrepreneurs find finance harder to reach in proportion to their numbers IE p.76. The Pledge of Agency follows directly from that observation: if women are a large share of Lagos traders, enterprise finance that reaches women reaches a large share of the trading economy.

Where it lands: geographic context

Neither pledge names a place. I The safety pledge lands wherever the Domestic and Sexual Violence Agency and the Family Support Units receive and handle cases, and its reach is the reach of their offices and referral routes in each division. The People First pillar adds a related commitment with an explicit geography, the Sexual Assault Referral Centre network "across every IBILE division" IE p.22. The enterprise pledge lands where women-led businesses trade, which the book places largely in the markets and retail streets of the informal economy (I.5).

What Lagos already has

No continuity events are yet recorded for this chapter in the project timeline.

The book names the institutions the chapter builds on: the Domestic and Sexual Violence Agency, the Family Support Units, LASMECO and the Employment Trust Fund IE p.76. The enterprise chapter describes LASMECO as "worth ₦10 billion with the Bank of Industry and Sterling Bank" IE p.41. The

Safe Communities chapter records "survivor-support institutions for domestic and sexual violence" already in place (IE p.20). The continuity record lists the THEMES+ agenda of 2023, which added social inclusion, gender equality and youth to the state's development agenda (reported, S-0121, press scorecard).

Evidence available

Table 44. Registered sources for I.1 (research/source_register.csv)

ID	Title	Date	Tier
S-0006	The Lagos Promise - Pillar 5: Inclusion		PRIMARY
S-0047	World Urbanization Prospects 2025: The World's Cities in 2025 - Data Booklet	2025	PRIMARY
S-0055	WorldPop Nigeria - Spatial Distribution of Population 2025, 100 m constrained, R2025A v1 (record only)	2025-09-01	PRIMARY
S-0056	WorldPop Nigeria population 2025, 1 km constrained UN-adjusted, R2025A v1	2025	PRIMARY
S-0057	WorldPop Nigeria population 2030, 1 km constrained UN-adjusted, R2025A v1	2025	PRIMARY
S-0058	GRID3 NGA - Health Facilities v4.0 (state files)	2026-11-10	PRIMARY
S-0060	GRID3 NGA - Education Facilities (Nigeria - Schools)	2020-12-20	STRONG_SECONDARY
S-0061	GRID3 NGA - Settlement Extents v4.1 - Data Release Notes (dataset record)	2026-08-14	PRIMARY
S-0064	Nigeria - Subnational Administrative Boundaries (COD-AB)	2026-04-16	PRIMARY
S-0066	Geofabrik OpenStreetMap extract - Nigeria (record only)	2026-11-13	CONTEXT
S-0136	APC unveils Damilola Sonayon-James as deputy governorship candidate	2026-06-09	STRONG_SECONDARY

- P The O.1 text defines the floor precisely: "At least 50 per cent of the beneficiaries of every state enterprise programme are reserved for women-led businesses, including the LASMECO finance window. The reservation is published and audited rather than asserted, and it is reported jointly with Obirin Eko at I.1" (IE p.42).
- This study holds no registered source for the caseload of the Domestic and Sexual Violence Agency or the Family Support Units, or for the current share of LASMECO and Employment Trust Fund beneficiaries that are women-led. The LASMECO amount is reported as the book's statement.

Findings

- P The chapter's one figure is the 50 per cent women-led floor, and its one amount is the ₦10 billion LASMECO window (IE p.76).
- P The floor is among the few pledges in the book that specify their own reporting method: published, audited and reported jointly across two chapters (IE p.42).

- I The two chapters read together give the floor a wider scope than either alone. I.1 applies it to LASMECO and the Employment Trust Fund; O.1 applies it to "every state enterprise programme" (IE p.42). The delivery team will need one published list of the programmes the floor covers.

Implications and opportunities

I The floor can be reported from the first quarter if each programme records whether a beneficiary business is women-led under one published definition (ownership, management or both). For the safety pledge, the delivery team will need to measure what "deepen" means: the number of cases received, the time to first response and the share referred on to care, by division where the data allow.

Research gaps and next steps

The most consequential next step is a baseline of the women-led share in the state enterprise programmes the floor covers, starting with LASMECO and the Employment Trust Fund. It needs beneficiary records with a women-led flag from each programme, an agreed definition of "women-led", and, for the division breakdown, the business location of each beneficiary. With that baseline, the joint O.1 and I.1 report the book commits to would have a starting value to report against.

I.2 INCLUSION IDENTIFIED

OMO Èkó: Youth and Sport

The promise

> IE-066 **Pledge of Work** COMMITMENT IE p.79
>
> **"Deliver youth employment and entrepreneurship through the Graduate Internship Placement Programme and the Lagos State Employment Trust Fund."**

> IE-067 **Pledge of the Field** COMMITMENT IE p.79
>
> **"Continue the renewal of the stadia and sports infrastructure even as we build grassroots sport across every division"**
>
> WHERE every division

The chapter carries two commitments IE p.78-79. The Pledge of Work delivers youth employment and entrepreneurship through the Graduate Internship Placement Programme and the Lagos State Employment Trust Fund. The Pledge of the Field continues "the renewal of the stadia and sports infrastructure even as we build grassroots sport across every division". Both build on programmes and assets that already exist; neither states a number or a date.

Why it matters for Lagos

The chapter's opening statement frames the city as a stage: "A megacity is the stage on which her young people perform. We will keep the door open for the youth, build the field for the athlete, and turn the demographic dividend into jobs, skill and pride" IE p.78. The book's case rests on the age of the population. It describes Lagos as "the youngest major megacity on the African continent" and states that more than three quarters of Lagosians are under 35 and that the median age is under 20 IE p.78. These are the book's statements; this study has not yet matched them to a registered source. On the book's own reading, the scale of the young population is the reason for both pledges: a route from school into work, and sport as part of everyday life in every division.

Where it lands: geographic context

The Pledge of Work names no place. The Pledge of the Field has two geographies: the stadia, which are fixed sites, and grassroots sport "across every division" IE p.78-79. I Grassroots sport would do the most good where young residents are most numerous relative to nearby pitches and courts. That can be estimated from published facility locations and population shares, without headcounts.

What Lagos already has

No continuity events are yet recorded for this chapter in the project timeline.

The book lists the structures already built for young Lagosians: the Employment Trust Fund, the Graduate Internship Placement Programme and KeepFit Lagos IE p.78. The enterprise chapter states that the internship programme "places around 2,500 young people a year" IE p.44. The stadia renewal is described as a continuing programme ("continue the renewal" IE p.79), which places the pledge in the line of earlier work rather than as a new start.

Evidence available

Table 45. Registered sources for I.2 (research/source_register.csv)

ID	Title	Date	Tier
S-0006	The Lagos Promise - Pillar 5: Inclusion		PRIMARY
S-0066	Geofabrik OpenStreetMap extract - Nigeria (record only)	2026-11-13	CONTEXT

- E OpenStreetMap records sports pitches, stadia and recreation grounds as mapped features (S-0066, record only; the extract has not yet been downloaded).
- This study holds no registered source for the internship programme's placement figures, the Employment Trust Fund's youth beneficiaries, or the state's register of stadia and sports facilities. The figures above are reported as the book's statements.

Findings

- P Both pledges are commitments that continue named programmes and assets; neither is quantified IE p.79.
- P The book's one figure for youth employment is in another chapter: around 2,500 internship placements a year IE p.44. It is a current figure, not a target.
- P The Pledge of the Field is one of several pledges in the book framed "across every division", which makes it reportable by division.
- I Set against the book's statement that more than three quarters of Lagosians are under 35 IE p.78, the internship figure suggests that the Employment Trust Fund and enterprise routes, rather than placements alone, will carry most of the Pledge of Work. The delivery team will need a target for each route.

Implications and opportunities

I The delivery team will need to measure three things at the start: the number of young people placed or financed each year through each programme, the share who are in work or running a business a year later, and the number of public sports facilities open to community use in each division. The last of these turns "grassroots sport across every division" into a figure that can be published and compared.

Research gaps and next steps

The most consequential next analysis is an inventory of public sports facilities by division, with the road distance from each settlement to the nearest pitch or court and the share of young residents within a stated distance. It needs the Ministry of Youth and Sports list of stadia and mini-stadia, OpenStreetMap sports features and road network (S-0066), GRID3 settlement extents (S-0061), the administrative boundaries (S-0064), and the age structure by LGA from the Lagos Bureau of Statistics (S-0026), used as shares only.

I.3 INCLUSION IDENTIFIED

Iyì Èkó & Àgbà Èkó: Dignity, Universal Access, and Elders

The promise

> IE-068 **Pledge of Rights** COMMITMENT IE p.82
>
> **"Strengthen the Lagos State Office for Disability Affairs and the disability-rights legislative pipeline."**

> IE-069 **Pledge of Universal Design** COMMITMENT IE p.82
>
> **"Build universal design into every public asset and the transport system."**
>
> WHERE every public asset; transport system

> IE-070 **Pledge of the Elder** COMMITMENT IE p.82
>
> **"Deliver healthy ageing programmes and ensure the delivery of pension and welfare services."**

The chapter carries three commitments IE p.82. The Pledge of Rights strengthens the Lagos State Office for Disability Affairs and "the disability-rights legislative pipeline". The Pledge of Universal Design builds "universal design into every public asset and the transport system". The Pledge of the Elder delivers healthy ageing programmes and ensures "the delivery of pension and welfare services". The first is institutional, the second is a standard for construction, and the third is a service commitment.

Why it matters for Lagos

The chapter's opening statement sets the standard: "Lagos belongs to every Lagosian. We will build a city where every door opens, every platform is reachable, every service is available, and every public asset is built to a universal-access standard" IE p.80. Its reasoning is that the law is in place and the built city now needs to follow it. The book notes that most public buildings were designed before accessibility became a requirement, and that Lagos "is quietly a city with a growing number of older people who built it, and they must be allowed to age in dignity" IE p.80.

Where it lands: geographic context

The chapter names no site. Its geography is the public estate and the transport system. A pull-quote sets out how the pledge will be delivered: "working with R.1 and E.2, so that new construction is accessible by default" IE p.83. I That links the pledge to the places where the book is building: the rail lines and junctions of R.1, and the bus terminals "across IBILE" and ferry services of E.2 IE p.116. Each new station, terminal and jetty is an occasion to meet the standard from the start, and existing interchanges are where a retrofit would serve the most travellers.

What Lagos already has

Table 46. Continuity record for I.3 (research/history/CONTINUITY_TIMELINE.csv)

Year	Administration	Event	Evidence

Year	Administration	Event	Evidence
2011	Fashola (2007-2015)	Lagos State Special People's Law (24 June 2011) establishes LASODA	verified

The book names the foundation: the Lagos State Special Peoples Law of 2011 and the Lagos State Office for Disability Affairs IE p.80. The continuity record confirms that the Special People's Law, enacted on 24 June 2011 under Governor Fashola, established the Office (verified, S-0105). One reference page is headed 2010, a minor inconsistency in the source.

Evidence available

Table 47. Registered sources for I.3 (research/source_register.csv)

ID	Title	Date	Tier
S-0006	The Lagos Promise - Pillar 5: Inclusion		PRIMARY
S-0061	GRID3 NGA - Settlement Extents v4.1 - Data Release Notes (dataset record)	2026-08-14	PRIMARY
S-0067	Copernicus DEM GLO-30 Public (record only)	2021 release	PRIMARY
S-0105	Special People's Law of Lagos State (2011)	2011	STRONG_SECONDARY

- E The 2011 law and the Office it established are documented (S-0105).
- This study holds no published audit of the accessibility of public buildings or transport interchanges in Lagos, no registered figure for the older population by division, and no published coverage figure for pension and welfare services. The book's statements on these points are reported as its own.

Findings

- P The chapter makes three commitments; none is quantified or dated IE p.82.
- P The universal design pledge is a rule, not a project: it applies to "every public asset" IE p.82, and the book directs it at new construction "by default" IE p.83.
- E The legal base the book cites is in force and dates from 2011 (S-0105).
- I By tying universal design to R.1 and E.2 IE p.83, the book places the pledge on the same sites as its largest transport commitments. The universal design pledge can therefore be tracked alongside those projects, station by station and terminal by terminal.

Implications and opportunities

I A rule applied by default needs a published standard and a check at completion. The delivery team will need to state which accessibility standard applies, record whether each new public asset meets it at handover, and keep a list of existing assets to be retrofitted, ordered by use. For the Pledge of the Elder, it will need to measure the older population by division from census-based projections and the number of older residents reached by each programme.

Research gaps and next steps

The most consequential next analysis is an accessibility baseline for the transport interchanges: every rail station, BRT terminal, bus terminal and ferry jetty in public use, recorded against a published accessibility checklist (step-free access, ramps, tactile paving, accessible toilets, boarding). It needs the facility lists of the transport agencies, OpenStreetMap station and jetty features with their accessibility tags (S-0066), and a site audit protocol agreed with the Office for Disability Affairs. The baseline would let the book's "accessible by default" standard be reported for each interchange as it is built or renewed.

I.4 INCLUSION IDENTIFIED

The Protection of Every Lagos Child

The promise

IE-071 **Pledge of the Named Owner** COMMITMENT IE p.84

"Establish a dedicated legal entity with a named executive accountable for the protection of every child in Lagos."

IE-072 **Pledge of the Single Front Door** COMMITMENT IE p.84

"Stand up a co-located multi-agency safeguarding hub with one 24-hour intake and joint assessment within 48 hours."

TARGET 24h intake; 48h assessment

IE-073 **Pledge of the Safe Institution** COMMITMENT IE p.84

"Audit every child's care institution and school annually, and require criminal background checks."

TARGET annual audit of every institution

The chapter carries three commitments IE p.84. The Pledge of the Named Owner establishes "a dedicated legal entity with a named executive accountable for the protection of every child in Lagos". The Pledge of the Single Front Door stands up "a co-located multi-agency safeguarding hub with one 24-hour intake and joint assessment within 48 hours". The Pledge of the Safe Institution audits "every child's care institution and school annually" and requires criminal background checks. Together they set out an institution, a process and an inspection regime.

Why it matters for Lagos

The chapter's opening statement summarises its design in one line: "We will give the protection of children a single owner, a single front door and a standard the state can be held to" IE p.84. In place of a "Where we are" section, the chapter defines whom it protects: "A child, in this chapter and in Lagos law, is any person under the age of 18" IE p.84. It gives three examples: a 16-year-old trading in a market, a 17-year-old in an apprenticeship and a 15-year-old who has left school, and states that the chapter's protection reaches every one of them IE p.84. The definition matters because it extends the chapter into the markets and workshops of the informal economy (I.5), not only into homes and schools.

Where it lands: geographic context

The chapter names no site. I Its geography has two parts. The safeguarding hub is a single co-located service, so the question is how a report from any division reaches the 24-hour intake and how a joint assessment is carried out within 48 hours wherever the child is. The annual audit covers every school and every care institution in the state, so its geography is the full map of those institutions, division by division.

What Lagos already has

No continuity events are yet recorded for this chapter in the project timeline.

The book does not list existing child-protection institutions in this chapter, and the continuity record holds no entry for it. The related institutions named elsewhere in the book are the Domestic and Sexual Violence Agency and the Family Support Units (I.1 IE p.76) and the Sexual Assault Referral Centres (P.3 IE p.22).

Evidence available

Table 48. Registered sources for I.4 (research/source_register.csv)

ID	Title	Date	Tier
S-0006	The Lagos Promise - Pillar 5: Inclusion		PRIMARY

- E The GRID3 schools layer records school locations across Nigeria, including Lagos (S-0060). Its reference date is December 2020, so it is a starting frame for the audit, not a current list.
- This study holds no registered source for the number of children's care institutions in Lagos, their locations or their current inspection arrangements.

Findings

- P The chapter sets two of the most precisely timed service standards in the pillar: a 24-hour intake and joint assessment within 48 hours IE p.84.
- P It sets an annual cycle for the audit of every care institution and school, with criminal background checks as a requirement IE p.84.
- P The Named Owner pledge applies the logic of the Lagos Compact (M.1) to children: one accountable owner for work that the safeguarding hub brings together across several agencies [IE p.64, p.84].
- I The three pledges are measurable as written. Each can be reported as a share: reports taken in within 24 hours, assessments completed within 48 hours, and institutions audited in the year.

Implications and opportunities

I The audit pledge needs a complete list before its first cycle can start. Every school, public and private, and every registered care institution will need a record with its location, operator and audit date, so that the annual share audited can be published by division. The safeguarding hub will need a case record that time-stamps each report at intake and at joint assessment, which is what the 24-hour and 48-hour standards will be measured against.

Research gaps and next steps

The most consequential next step is to build the audit universe: a single geocoded register of every school and children's care institution in Lagos, grouped by division. It needs the GRID3 schools layer (S-0060) as a starting frame, the state's school census from the Ministry of Education, the register of approved children's homes and care institutions held by the responsible ministry, and the administrative boundaries (S-0064). This register is the baseline against which the Pledge of the Safe Institution would report its first year.

I.5 INCLUSION IDENTIFIED

The Inclusive Informal Economy

The promise

IE-074 **Pledge of Formalisation** COMMITMENT IE p.86

"Make formalizing an advantage through the Business Formalization Incentive and a one-stop registration route."

IE-075 **Pledge of the Fair Levy** COMMITMENT IE p.86

"Confront the levies that fall hardest on petty traders and micro-enterprises."

IE-076 **Pledge of the Modern Market** COMMITMENT IE p.86

"Modernize market infrastructure, sanitation and safety."

WHERE markets (not named)

The chapter carries three commitments IE p.86. The Pledge of Formalisation makes "formalizing an advantage through the Business Formalization Incentive and a one-stop registration route". The Pledge of the Fair Levy confronts "the levies that fall hardest on petty traders and micro-enterprises". The Pledge of the Modern Market modernises "market infrastructure, sanitation and safety". Two pledges concern the rules small traders work under; the third concerns the places where they trade.

Why it matters for Lagos

The chapter's opening statement sets the terms: "The trader who opens before dawn and closes after dark is not outside the Lagos economy. She is the Lagos economy. We will build a state that can see her, serve her and count her" IE p.86. Its subtitle names the people it addresses: "the traders, artisans and cooperatives who carry Lagos" IE p.86. The book states that micro and small enterprises are 84% of employment and that Lagos holds the country's largest concentration of them IE p.86. Its diagnosis is constructive: what these enterprises lack "is not enterprise", but affordable finance, working markets and a regulatory environment suited to small businesses IE p.86. The three pledges answer the last two of these; finance is carried by O.1 and I.1.

Where it lands: geographic context

The chapter names no market. I Formalisation and levy reform are statewide rules, but they are felt where traders work, which makes the markets the geography of all three pledges. The Pledge of the Modern Market would do the most good in the markets that serve the most traders and in those where safety risk is highest. The Disaster Preparedness chapter (S.3) records fire incidents at Balogun Market, Idumota, Tejuosho, Mile 12, Oyingbo and Mushin IE p.98-100, which gives one published starting point for ranking markets by safety need.

What Lagos already has

No continuity events are yet recorded for this chapter in the project timeline.

The enterprise chapter records that Lagos ranks first nationally on ease of doing business, scoring 85.6% in PEBEC's 2025 assessment (IE p.41). The Cost of Living chapter carries a companion commitment to "harmonise levies, taxes and fees paid by small businesses" (IE p.122), and the Feeding Lagos chapter lists the market-modernisation programme of the Lagos Food Systems Infrastructure Company (LAFSINCO) among the work already begun (IE p.45). The book does not date the Business Formalization Incentive.

Evidence available

Table 49. Registered sources for I.5 (research/source_register.csv)

ID	Title	Date	Tier
S-0006	The Lagos Promise - Pillar 5: Inclusion		PRIMARY

- E The PEBEC 2025 subnational report places Lagos first with 62.7 of 73.0 points, or 85.6% (S-0044).
- E The 84% employment share the book cites appears in a 2023 country overview hosted by the National Bureau of Statistics, which states that MSMEs "provide 84% of job opportunities" in Nigeria (S-0050 p.4). The overview's figure is national and covers micro, small and medium enterprises; the book attributes it to micro and small enterprises.
- This study holds no published register of Lagos markets with their size, ownership or condition, and no schedule of the levies paid by market traders.

Findings

- P The chapter makes three commitments; none is quantified or dated (IE p.86).
- P The Pledge of the Fair Levy and the Pledge of the Fair Tax in E.3 (IE p.122) address the same burden from two pillars and can be delivered and reported as one programme.
- P The Pledge of the Modern Market is the chapter's one place-based pledge. The book does not name the markets it will cover.
- E The business-environment ranking the book cites is confirmed (S-0044).
- I The opening statement's three verbs, "see her, serve her and count her" (IE p.86), describe a measurement task as much as a service one. A state that can count its traders by market can report formalisation, levy relief and market works in the same units.

Implications and opportunities

I The delivery team will need to measure, for each market: the number of traders, the share registered through the one-stop route, the levies and fees paid and to whom, and the state of sanitation and fire safety. Reported together, these let the three pledges be judged market by market and division by division. Formalisation is most likely to grow where it brings a visible return, such as access to finance or reduced levies, which is the advantage the Pledge of Formalisation describes.

Research gaps and next steps

The most consequential next analysis is a statewide market register: every public market located and described by size, operator, sanitation facilities and road distance to the nearest fire station, with the market-fire history of S.3 attached. It needs the state's list of markets from the Ministry of Commerce

and the local governments, OpenStreetMap marketplace features and road network (S-0066), fire station locations, and the administrative boundaries (S-0064). The register would show where market modernisation does the most good and give the three pledges a common baseline.

I.6 INCLUSION IDENTIFIED

One Lagos

The promise

IE-077 **Pledge of Pluralism** ASPIRATION IE p.88

"Protect the cultural, ethnic and faith pluralism that defines Lagos."

IE-078 **Pledge of the Margin** COMMITMENT IE p.88

"Reach the lagoon-side, riverine and informal-settlement communities with the full PROMISE."

WHERE lagoon-side, riverine and informal-settlement communities

IE-079 **Pledge of the Diaspora** COMMITMENT IE p.88

"Engage the Lagos diaspora as a state asset."

The chapter carries three pledges IE p.88. The Pledge of Pluralism, the pillar's one aspiration, is to "protect the cultural, ethnic and faith pluralism that defines Lagos". The Pledge of the Margin commits to "reach the lagoon-side, riverine and informal-settlement communities with the full PROMISE". The Pledge of the Diaspora commits to "engage the Lagos diaspora as a state asset". The chapter's subtitle describes it as "the consolidated equity weave: no invisible Lagosian" IE p.88: the chapter that gathers the reach of every other pillar.

Why it matters for Lagos

The chapter's opening statement sets the test the whole book is to be judged by: "A Promise is delivered when the dividend reaches every Lagosian, in every IBILE division, of every gender, ability, language, faith and circumstance. We will build one Lagos in which no Lagosian is invisible" IE p.88. Its "Where we are" text is a single sentence: "Lagos is the most cosmopolitan state in the federation, drawing people from every part of Nigeria and beyond" IE p.88.

The Pledge of the Margin is the chapter's operative commitment. It does not add a new service. It asks that the services in every other chapter, the clinics, schools, water, power, security and transport, reach a defined set of communities. That makes it a measure of reach for the whole book.

Where it lands: geographic context

The Pledge of the Margin is the most explicitly geographic pledge in the pillar. It names three kinds of community by setting: lagoon-side, riverine and informal settlement IE p.88. Other chapters name the same settings. The Pledge of the Coast commits to coastal defence along "the 180 km frontage, protecting the lagoon-side and low-lying communities" IE p.96, and the Safety chapter names riverine and peri-urban communities in its account of where CCTV coverage stands, ahead of its Pledge of Smart Policing IE p.92-93. I Read together, these place the margin along the Lagos Lagoon, Lekki Lagoon and Badagry Creek shores and the riverine wards of the outer divisions, and in informal settlements across all five divisions. The book does not list the communities. Identifying them from published data is the first step in reaching them.

What Lagos already has

No continuity events are yet recorded for this chapter in the project timeline.

The book does not list existing programmes for the communities the Pledge of the Margin names. The relevant base is spread across the other pillars: primary health care (P.1), schools (P.2), water transport and jetties (E.2), coastal defence (S.2) and community safety (P.3, S.1). The Pledge of the Margin asks that each of them be reported for these communities.

Evidence available

Table 50. Registered sources for I.6 (research/source_register.csv)

ID	Title	Date	Tier
S-0006	The Lagos Promise - Pillar 5: Inclusion		PRIMARY
S-0026	Abstract of Local Government Statistics 2020	2020	PRIMARY

- E GRID3 Settlement Extents v4.1, released in August 2026, delineates settlement blocks within built-up and small settlement areas, enriched with morphological, environmental and building metrics (S-0061 p.1, p.3). Version 4.1 removed hamlets and blocks with no buildings (S-0061 p.1), so the smallest waterside communities may need to be added from the previous version or from OpenStreetMap place records.
- E GRID3 health facilities, version 4.0, cover 2018 to 2025 (S-0058); GRID3 school locations have a reference date of December 2020 (S-0060).
- E OpenStreetMap carries the road network, water bodies, jetties and ferry terminals (S-0066, record only; not yet downloaded). The administrative boundaries are held (S-0064).
- No published list of Lagos informal settlements has been registered by this study. The settlement accessibility study below uses published data only.

Findings

- P The chapter's one place-based pledge, the Pledge of the Margin, is a commitment, and it names its communities by setting rather than by place (IE p.88).
- P The Pledge of Pluralism is the only aspiration in the Inclusion pillar; the other fifteen pledges are commitments.
- P The Pledge of the Margin is reinforced in the Security and Resilience pillar: the Pledge of the Coast names lagoon-side and low-lying communities (IE p.96), and the Safety chapter names riverine communities (IE p.92).
- I Because the pledge commits to "the full PROMISE", its natural measure is the distance from each of these communities to the services the other chapters provide: the clinic, the school and, for waterside settlements, the jetty.

Implications and opportunities

I A settlement-level baseline would let every chapter report its reach to these communities in the same units. The delivery team will need to agree a working definition of each setting (lagoon-side, riverine, informal) and a published list of the communities that meet it, so that progress is reported for

the same set each year. For the Pledge of the Diaspora, it will need to measure engagement through a stated indicator, such as diaspora investment or remittance channels used, which the book does not yet name.

Research gaps and next steps

The most consequential next analysis is a settlement accessibility study for lagoon-side, riverine and informal-settlement communities, built entirely from published data. The method is as follows.

1. Identify the settlements: GRID3 settlement blocks (S-0061), with OpenStreetMap place records for the smallest communities, classed as lagoon-side or riverine where they adjoin the lagoons, creeks and rivers mapped in OpenStreetMap (S-0066).
2. Locate the services: health facilities (S-0058), schools (S-0060), and jetties and ferry terminals (S-0066).
3. Measure access: distance by road from each settlement to the nearest clinic and school, and to the nearest jetty for waterside settlements, with distance by water recorded separately where a settlement is reached by boat.
4. Report by division (S-0064): the share of settlements within stated distance bands of each service, using shares of settlements, not headcounts.

The output would give the Pledge of the Margin a baseline and show, chapter by chapter, where reaching these communities with the full PROMISE would do the most good. Informal settlements need a published definition before they can be included on the same footing.

I The study should be designed with the settlements that are hardest to reach by road in mind. The author's own familiarity with communities around Epe, such as Isan, suggests three questions the desk data cannot yet answer and a short field survey could: how residents actually travel to the nearest clinic, school and market (on foot, by motorcycle or by boat, and how long it takes); which jetty or landing they use; and how that changes in the rainy season. The answers would calibrate the road model's first leg (see the Epe division close-up in the Lagos context chapter) and give the Pledge of the Margin a measured baseline. Until that survey is done, no travel time or service level for any named settlement is stated in this compendium.

S

Security and Resilience

4 CHAPTERS · 9 PLEDGES

Security and Resilience is the sixth pillar of the PROMISE. Its opener page lists four chapters IE p.90: The Safety of Lagos (S.1), Resilient Lagos (S.2), Disaster Preparedness (S.3, titled in full "Disaster Preparedness and Emergency Response" at IE p.98) and Smart Lagos (S.4). Together they hold ten register rows (IE-080 to IE-089): eight commitments, one aspiration and one unlabelled statement, the Smart Lagos chapter, which carries a vision but no labelled pledges.

The opener page carries no quotation. Each chapter opens instead with a statement attributed to Dr Kadri Obafemi Hamzat. The resilience chapter states the pillar's purpose most directly: "We will defend the coast, adapt the city to a changing climate, and protect the Lagosian whose home floods every rainy season" IE p.94. The preparedness chapter adds the principle of acting early: "We will build a Lagos that is ready for the storm surge, the building collapse, the chemical incident and the public-health emergency, before they arrive" IE p.98.

The pillar works at two scales. At the scale of institutions it builds on what Lagos already has: the Security Trust Fund and the Neighbourhood Safety Agency IE p.92, LASEMA as "the 24/7 coordinating spine across all 9 hazard categories" IE p.100, and the state's registration and geographic information systems IE p.104. At the scale of territory it names the longest geography in the book, "the 180 km frontage" with its lagoon-side and low-lying communities IE p.96.

This is the pillar where spatial evidence fits the book most naturally. The Pledge of Early Warning commits to "risk-mapping and hazard-register architecture" IE p.102, which is a geographic task by definition. None of the four chapters has completed spatial analysis yet. The findings that follow are documentary, and S.2 and S.3 set out the analyses this study proposes.



Figure 18. Where Security & Resilience lands: the places its pledges name, located from the book's own wording (chapter code after each name). 1 of the pillar's register rows are written for every division or all of Lagos and so have no single point. Locations are geocoded to the precision the book allows; none implies a site has been chosen. Source: data/processed/promise_places.geojson, policy/proposal_register.csv.

S.1 SECURITY & RESILIENCE IDENTIFIED

The Safety of Lagos

The promise

IE-080 **Pledge of Community Safety** COMMITMENT IE p.93

"Deepen the Neighbourhood Safety Agency and treat the citizen as a co-architect of safety."

IE-081 **Pledge of Smart Policing** COMMITMENT IE p.93

"Deploy CCTV, drones, the central command and the predictive-policing architecture as a force multiplier."

WHERE CCTV thin in residential, riverine, peri-urban areas (p48)

IE-082 **Pledge of the Officer** COMMITMENT IE p.93

"Deepen officer welfare, accommodation, training and the Future Officer of the Law across the security and emergency services."

The Safety of Lagos makes three commitments: to deepen the Neighbourhood Safety Agency with the citizen as "a co-architect of safety", to deploy CCTV, drones, a central command and predictive policing "as a force multiplier", and to invest in the officers themselves IE p.93. The chapter describes its aim as "a Police-led, intelligence-driven, community-anchored safety architecture" IE p.92. All three pledges are institutional; none carries a numerical target or a date.

Why it matters for Lagos

The chapter's opening statement sets the standard: "The first responsibility of a government is to ensure that her citizens can go about their daily activities without any fear" IE p.92. It reads as the state-level partner of P.3 Safe Communities, which extends the Neighbourhood Safety Agency "into every locality across the 20 local governments and 37 council development areas" IE p.22. S.1 adds the technology and the workforce behind that local presence.

Where it lands: geographic context

The book gives the chapter a clear geography of its own. It describes CCTV coverage as "strong along commercial corridors and thin in residential, riverine and peri-urban communities" IE p.92. Read with the Pledge of Smart Policing, this points the next phase of deployment outward: from the commercial corridors to residential neighbourhoods, the lagoon and creek settlements, and the growing edges of the state. The register rates IE-081 as the most spatial pledge in the chapter.

What Lagos already has

Table 51. Continuity record for S.1 (research/history/CONTINUITY_TIMELINE.csv)

Year	Administration	Event	Evidence
2007	Fashola (2007-2015)	Lagos State Security Trust Fund Law (commencement 3 Sept 2007)	verified

Year	Administration	Event	Evidence
2011	Fashola (2007-2015)	LASRRA Law (commencement 27 June 2011); registration flagged off 19 Sept 2013	partially verified
2016	Ambode (2015-2019)	Lagos Neighbourhood Safety Corps Law signed 15 Aug 2016; LNSA board inaugurated Nov 2016	verified
2017	Ambode (2015-2019)	Lagos State DNA and Forensic Centre commissioned by Ambode, 27 Sept 2017	partially verified

The book opens with what earlier administrations built. It calls Lagos's arrangement "the most sophisticated sub-national security architecture in Nigeria" IE p.92 and names three parts of it: the Security Trust Fund, "founded in 2007"; the Neighbourhood Safety Agency, "established in 2016", with "a grassroots presence in every local government and council development area"; and the Lagos State Security Policy, which "holds it together as one framework" IE p.92. The chapter also recalls the candidate's years as Commissioner for Science and Technology, when the state's geographic information and registration systems were developed IE p.92.

Evidence available

Table 52. Registered sources for S.1 (research/source_register.csv)

ID	Title	Date	Tier
S-0007	The Lagos Promise - Pillar 6: Security and Resilience		PRIMARY
S-0032	Lagos Diagnostic Study and Pathway for Transformation: A Rapid Multi-Sector Analytical Review of the Mega-City	2023-06	PRIMARY
S-0033	Lagos Multi-Sector Analytical Review and Engagement Framework: Summary Note	2023-06	PRIMARY
S-0049	Demographic Statistics Bulletin 2022	2023-12	STRONG_SECONDARY
S-0055	WorldPop Nigeria - Spatial Distribution of Population 2025, 100 m constrained, R2025A v1 (record only)	2025-09-01	PRIMARY
S-0056	WorldPop Nigeria population 2025, 1 km constrained UN-adjusted, R2025A v1	2025	PRIMARY
S-0058	GRID3 NGA - Health Facilities v4.0 (state files)	2026-11-10	PRIMARY
S-0059	GRID3 NGA - Health Facilities v4.0 - Data Release Notes	2026-11-10	STRONG_SECONDARY
S-0062	Health Facilities of Nigeria (OpenStreetMap export)	2026-11-02	CONTEXT
S-0065	WFP Nigeria - Food Prices (record only)	2026-11-08	CONTEXT
S-0070	Police deploy 30,000 officers for Lagos LG polls tomorrow	c.2025-07 (page shows '1 year ago')	DISCOVERY_ONLY
S-0101	Security Trust Fund Law of Lagos State (text, commencement 3 Sept 2007)	2007-09-03	STRONG_SECONDARY
S-0102	Lagos State Residents Registration Agency Law (commencement 27 June 2011)	2011-06-27	STRONG_SECONDARY
S-0106	Ambode signs Lagos Property Protection, Neighbourhood Safety bills	2016-08-16	STRONG_SECONDARY
S-0119	First DNA forensic centre opens in Lagos	2017-09	STRONG_SECONDARY

ID	Title	Date	Tier
S-0120	Lagos State Forensic Lab to gulp N89b	2012-07-23	CONTEXT

E The founding years are confirmed in published law and press: the Security Trust Fund Law commenced on 3 September 2007 (S-0101), and the Neighbourhood Safety Corps law was signed in August 2016 (S-0106). The LASRRA law commenced in 2011 (S-0102).

P The book's own figures are reported here as the book's statements. It puts the Trust Fund's recent contribution at "about ₦1.85 billion" and "228 operational vehicles, drones, and other security gadgets" across 2024 and 2025, and the police ratio at "roughly one police officer for every 1,410 residents" (IE p.92). This study has not found an independent published source for these figures and does not repeat them as fact.

Findings

P The chapter commits to three directions (community, technology and workforce) and states one spatial baseline in prose: where CCTV coverage is strong today and where it is not yet (IE p.92).

P The Pledge of the Officer runs on in the register with a separate paragraph printed below the pledges on the same page, on "zero tolerance for intimidation, obstruction, vehicle damage, or verbal abuse" (IE p.93). That paragraph echoes the street-level focus of P.3 (IE p.20).

I The author reads S.1 as the instrument layer for P.3. P.3 places people in every locality; S.1 gives them cameras, a common command and data. The two chapters will be judged together, and a shared set of division-level indicators would let them be.

Implications and opportunities

The book's principle "Instrument the City" (IE p.7) applies directly here. A camera and drone programme can be planned and reported by IBILE division, with coverage measured in residential, riverine and peri-urban settings as well as along the corridors. Publishing that coverage would turn the book's own description into a baseline the public can follow, in the spirit of "Publish and Be Judged" (IE p.7).

Research gaps and next steps

The most consequential next analysis is a coverage baseline for the Pledge of Smart Policing: the share of residential, riverine and peri-urban settlements within a stated distance of a public camera or a command node, by IBILE division. It needs camera and command-centre locations (held by the state and not public), settlement extents from published datasets, and the OSM road network. Until camera locations are released, this study can map settlement types by division as the denominator the delivery team will need to measure against. Officer numbers by division, and response-time records, would complete the baseline.

S.2 SECURITY & RESILIENCE IDENTIFIED

Resilient Lagos

The promise

IE-083 **Pledge of the Coast** COMMITMENT IE p.96

"Deliver coastal defense and flood resilience along the 180 km frontage, protecting the lagoon-side and low-lying communities."

WHERE 180 km Atlantic frontage; lagoon-side

IE-084 **Pledge of Clean Air** ASPIRATION IE p.96

"Improve air quality, expand green space, and plant trees aggressively across every division."

WHERE every division

Resilient Lagos makes one commitment and one aspiration. The Pledge of the Coast commits to "coastal defense and flood resilience along the 180 km frontage, protecting the lagoon-side and low-lying communities"; the Pledge of Clean Air aspires to better air quality, more green space and tree planting "across every division" IE p.96. Neither carries a numerical target or a date. The chapter's title line names its three themes: "adaptation, coastal defence and net zero" IE p.94.

Why it matters for Lagos

The chapter frames resilience as part of the city's character: "Ours is a city that refuses to stand and watch" IE p.94. Its stated task is preparation: "Our task is therefore not simply to respond when disaster strikes. It is to prepare before it does" IE p.96. The book returns to the coast in three places: here, in R.4's Pledge of Resilience, which protects "the coast and the low-lying communities through the Climate Action and Resilience Plan" IE p.38, and in O.3, which treats the same frontage as an economic asset IE p.49.

Where it lands: geographic context

The Pledge of the Coast has the longest geography in the book: the Atlantic frontage from the Badagry end to the Lekki Peninsula, together with the lagoon shore. The state's Climate Action Plan gives the same coastline length, "180 km", and describes a coastal plain in which water bodies and wetlands cover over 40% of the state's land area (S-0021 p.19).

What Lagos already has

Table 53. Continuity record for S.2 (research/history/CONTINUITY_TIMELINE.csv)

Year	Administration	Event	Evidence
2003	Tinubu (1999-2007)	Eko Atlantic / Bar Beach coastal reclamation project originated (founding year 2003 per developer/encyclopaedic sources)	partially verified
2006	Tinubu (1999-2007)	World Bank approves US$200m Lagos Metropolitan Development and Governance Project (drainage, solid waste, slum upgrading of 9 communities)	verified
2010	Fashola (2007-2015)	Lagos State Urban and Regional Planning and Development Law 2010 creates LASPPPA, LASBCA, LASURA	verified

Year	Administration	Event	Evidence
2015	Fashola (2007-2015)	Drainage master plan for primary channels (2015)	partially verified
2020	Sanwo-Olu (2019-2027)	Lagos Climate Action Plan 2020-2025 (second five-year CAP, with C40) and Lagos Resilience Strategy (2020)	verified
2024	Sanwo-Olu (2019-2027)	Lagos Climate Adaptation and Resilience Plan (LCARP) unveiled at 10th Lagos International Climate Change Summit (June 2024), KOH representing the Governor	verified

The book credits successive administrations with strengthening "drainage infrastructure, emergency response, environmental management, building safety and coastal protection", through LASEMA, LASEPA, LAWMA, LASBCA and the Ministry of the Environment and Water Resources IE p.94. It traces coastal work to the Tinubu years ("we have reclaimed land from the Atlantic") and records that in 2024 "Dr. Hamzat (on behalf of the Lagos State Governor) unveiled the Lagos Climate Adaptation and Resilience Plan (LCARP), complementing the Lagos Climate Action Plan" IE p.94.

Evidence available

Table 54. Registered sources for S.2 (research/source_register.csv)

ID	Title	Date	Tier
S-0007	The Lagos Promise - Pillar 6: Security and Resilience		PRIMARY
S-0020	Lagos State Climate Adaptation and Resilience Plan (LCARP), June 2024 (Phase II Report, published as Appendix IV by FSD Africa)	2024-06	PRIMARY
S-0021	Lagos Climate Action Plan: Second Five-Year Plan 2020-2025	2021-06	PRIMARY
S-0031	FMDQ: Lagos State Champions Sustainability with N244.82 Billion Green and Fixed Rate Bonds	2026-02	STRONG_SECONDARY
S-0035	The Cost of Air Pollution in Lagos	2019-11-01	STRONG_SECONDARY
S-0054	Long-term determination of shoreline changes along the coast of Lagos	2020	STRONG_SECONDARY
S-0076	Lagos Resilience Strategy	2020	PRIMARY
S-0080	Review of Lekki Comprehensive Master Plan - Request for Expression of Interest	2021-04 (from URL path)	PRIMARY
S-0086	Lagos Metropolitan Development and Governance Project - Project Appraisal Document (P071340)	2006-06-07	PRIMARY
S-0087	Lagos Metropolitan Development and Governance Project - Implementation Completion and Results Report (P071340)	2014-03-24	PRIMARY
S-0096	LASG rallies engineering experts for development of secondary drainage master plan	2023-11-07	PRIMARY
S-0104	Urban and Regional Planning and Development Law of Lagos State (2010, as amended)	2010	STRONG_SECONDARY
S-0114	Lagos launches Climate Adaptation and Resilience Plan and Strategy	2024-06	STRONG_SECONDARY

E The plans the chapter builds on are published. The Climate Action Plan 2020-2025 (S-0021, launched June 2021) and the Lagos Resilience Strategy of 2020 (S-0076) date from that period, and the LCARP launch in June 2024, with the candidate representing the Governor, is confirmed in press (S-0114). The

LCARP report states that about 165 km² across 14 of the 20 LGAs is projected to be inundated (S-0020 p.27).

E Published shoreline research describes a dynamic coast. Nwilo and colleagues measured shoreline positions from 1900 to 2016 on transects spaced 200 m apart (S-0054 pp.2, 5). They report accretion west of the harbour moles and erosion to the east, and find that coastal works near Victoria Island moved erosion further east along the Lekki Peninsula (S-0054 p.11). The World Bank's 2023 review states that 86 percent of the state's coastline is subject to erosion (S-0033 p.9).

Findings

P The chapter's one commitment is defined by geography rather than by quantity: a stretch of coast and the communities behind it. The chapter states no length of defence, no budget and no date, so the measure of delivery will need to be set at the start of the term, as the book's principle "Measure Before You Promise" requires (IE p.7).

E I The published shoreline evidence supports the book's choice to define the pledge along the whole frontage. If works at one point shift erosion to the next stretch of coast (S-0054 p.11), a programme planned frontage-wide, as the pledge is, will deliver more than one planned site by site.

I The author reads the Pledge of Clean Air as the chapter's division-level indicator. Tree cover and green space can be measured from satellite imagery for every division now, which makes this aspiration one of the easiest in the pillar to baseline.

Implications and opportunities

S.2 is one of this study's two flagship research opportunities in the pillar. The proposed analysis, not yet started, has three parts.

1. **Shoreline change.** Waterlines extracted from Landsat (from the 1980s) and Sentinel-2 (from 2015) composites, measured on fixed transects along the 180 km frontage in the manner of S-0054, giving a rate of change for each stretch of coast. JRC Global Surface Water (S-0068) would serve as a cross-check.
2. **Low-elevation exposure.** Land below the water levels stated in published plans, taken from the Copernicus GLO-30 elevation model (S-0067), with water bodies masked out. GLO-30 is a surface model that includes buildings and trees, so a bare-earth version and a local sea-level datum are needed before any result is published.
3. **People and divisions.** The share of each IBILE division's population living on that low-lying land, reported as shares only.

Engineering brief ENG-05 (coast and low-lying land: ground profiles and stated water levels, labelled ANALYSIS, not started) would add ground profiles from ocean to lagoon at a few transects. It is a simple level comparison, not a flood-risk assessment, and would show why the book places coastal defence in the PROMISE. ENG-02 (the Lekki corridor context surface, ANALYSIS) provides the base for the Lekki stretch.

Research gaps and next steps

E The book cites the LCARP for "coastal flooding of up to four metres" along the frontage IE p.100. The LCARP edition held by this study pairs projected sea-level rise with "up to 4 meters of flooding due to extreme rainfall" (S-0020 p.11), and its Chapter 3 is the plan's introduction rather than a coastal flood assessment. The delivery team will want to quote the plan's own wording and section when it sets the coastal baseline.

The most consequential next analysis is the shoreline change baseline in step 1 above. It needs only open imagery (Landsat and Sentinel-2) and a fixed transect set, and it gives the Pledge of the Coast the starting line the book asks every commitment to have. The low-elevation step then needs a bare-earth elevation model, a tide datum from the hydrographic authorities and the locations of existing coastal works.

S.3 SECURITY & RESILIENCE LOCATED

Disaster Preparedness and Emergency Response

The promise

IE-085 **Pledge of Readiness** COMMITMENT IE p.100

"Enhance LASEMA and the Emergency Operations Centre as the 24/7 coordinating spine across all 9 hazard categories. Namely; • Road Accident • Truck and tanker incident • Fire • Medical emergencies • Building Collapse • Explosion • Flood • Electric poles • Public complaints"

TARGET 9 hazard categories

IE-086 **Pledge of the First Responder** COMMITMENT IE p.102

"Strengthen the Fire and Rescue Service and the Ambulance Service, with pre-hospital emergency medicine from P.1."

IE-087 **Pledge of Early Warning** COMMITMENT IE p.102

"Build the multi-hazard early-warning, risk-mapping and hazard-register architecture."

IE-088 **Pledge of the Community** COMMITMENT IE p.102

"Deliver community preparedness and drills through the Lagos Emergency Preparedness Window."

The chapter makes four commitments, each about readiness before an event: LASEMA and the Emergency Operations Centre as "the 24/7 coordinating spine across all 9 hazard categories" IE p.100; stronger Fire and Rescue and Ambulance Services; "the multi-hazard early-warning, risk-mapping and hazard-register architecture"; and community drills "through the Lagos Emergency Preparedness Window" IE p.102. The only number in the pledges is the nine hazard categories, which the book lists.

Why it matters for Lagos

The chapter's opening statement is about timing: "We will build a Lagos that is ready for the storm surge, the building collapse, the chemical incident and the public-health emergency, before they arrive" IE p.98. The book connects the hazards to daily life in plain terms: "They are our neighbor's shop; our children's school route; our parents' market stalls" IE p.100.

Where it lands: geographic context

Table 55. Places named by S.3 and how precisely they could be located (data/processed/promise_places.csv)

Place	Role in the pledge	Location precision
Balogun Market	market fire history	site
Idumota	market fire history	area_centroid (site not stated in manifesto)
Tejuosho Market	market fire history	site
Mile 12 Market	market fire history	site
Oyingbo Market	market fire history	site

Place	Role in the pledge	Location precision
Mushin market area	market fire history	area_centroid (site not stated in manifesto)
Gerrard Road collapse site, Ikoyi	2021 building collapse (45 lives)	area_centroid

The chapter names its places through events. It records the 2021 building collapse in Ikoyi, which the book states took 45 lives (IE p.98), and market fires at "Balogun Market, Idumota, Tejuosho, Mile 12, Oyingbo and Mushin" (IE p.100). These seven places are geocoded in this study's place file; six are market districts, in Lagos Island, Surulere, Ebute-Metta, Mushin and Kosofe, and all seven locations are marked for review. The coastal hazard, by contrast, runs along "approximately 180 kilometres of Atlantic frontage" (IE p.100), the same geography as S.2.

What Lagos already has

No continuity events are yet recorded for this chapter in the project timeline.

The book describes the state's arrangement as "the most advanced sub-national emergency-management architecture on the African continent" (IE p.98). It names LASEMA, which "operates round the clock as a multi hazard response force", the Fire and Rescue Service and the Ambulance Service, and recalls that during COVID-19 it was the state's "emergency architecture" that "led Nigeria's response" (IE p.98). The Lagos Resilience Strategy of 2020 (S-0076) and the LCARP of 2024 (S-0020) supply the planning frame.

Evidence available

Table 56. Registered sources for S.3 (research/source_register.csv)

ID	Title	Date	Tier
S-0007	The Lagos Promise - Pillar 6: Security and Resilience		PRIMARY
S-0020	Lagos State Climate Adaptation and Resilience Plan (LCARP), June 2024 (Phase II Report, published as Appendix IV by FSD Africa)	2024-06	PRIMARY
S-0071	21-storey Ikoyi building collapsed due to negligence of Lagos agencies - Coroner	2022-08-10	DISCOVERY_ONLY
S-0072	Recurring Building Collapse In Lagos Exposes Gaps In Enforcement, Accountability	c.2026-11	DISCOVERY_ONLY
S-0076	Lagos Resilience Strategy	2020	PRIMARY

P The book cites two figures to show what is at stake. It reports the LCARP as projecting coastal flooding "of up to four metres", and the World Bank as estimating that Lagos "loses two to three per cent of GDP annually to flood-related damage" (IE p.100). Both are the book's statements. This study did not locate the World Bank report the book names (S-0036); the World Bank's 2023 review gives its estimate as almost US$4 billion a year in flood damage (S-0033 p.9). On the LCARP wording, see S.2.

E The 2021 Ikoyi collapse and the coroner's finding are reported in press (S-0071, S-0072). The primary inquest report the book cites has not been located.

Findings

P The Pledge of Early Warning is the most GIS-native commitment in the book. Risk mapping and a hazard register are geographic products by definition: each hazard has a place, an exposed population and a responsible agency.

P The book's nine categories (road accident, truck and tanker incident, fire, medical emergencies, building collapse, explosion, flood, electric poles and public complaints IE p.100) are the operational categories of a response agency. They mix hazard types with a channel for complaints, and they do not yet name the storm surge, chemical incident and public-health emergency of the opening statement IE p.98.

I The author reads this as an opportunity for the hazard register. A register can carry both views: the response categories LASEMA dispatches against, and the hazard types that early warning and risk mapping must forecast.

P The Pledge of the First Responder refers to "pre-hospital emergency medicine from P.1" IE p.102. The abridged P.1 text names the ambulance service in its account of what Lagos has IE p.14 but carries no separate pre-hospital pledge, so the two chapters will need a shared definition.

Implications and opportunities

This chapter is the second flagship research opportunity in the pillar. This study proposes, as a method not yet carried out, a prototype hazard register for Lagos with one row per hazard and place, holding: the hazard type and the LASEMA category it maps to; its location or extent; the share of the IBILE division's population within that extent (shares only); the responsible agency; and the record of past events. The first layers can come from open data: low-lying land from the Copernicus GLO-30 model (S-0067), surface water history (S-0068) and observed flood events (S-0069); the coastal layer from the S.2 shoreline work; and the market-fire places in this chapter. A second layer would measure road distance from each listed market to the nearest fire station, which is the planning question behind the Pledge of the First Responder.

Research gaps and next steps

The most consequential next analysis is the market-fire response layer, because the book names the places and the data to test it are largely open. It needs fire station locations (from the Fire and Rescue Service, or OSM checked against official lists), market extents, and the OSM road network for distances by road. The full hazard register then needs what the delivery team will hold and should publish: LASEMA incident logs by category and location, building-collapse records, and the Emergency Operations Centre's dispatch data.

S.4 SECURITY & RESILIENCE IDENTIFIED

Smart Lagos

The promise

> IE-089 **(no pledges listed)** UNLABELLED STATEMENT IE p.104
>
> **"Our task is therefore not simply to build a digital city, but to build a smart city, one where technology improves everyday life, public institutions work together seamlessly, and every decision is guided by reliable evidence, transparency and accountability."**

Smart Lagos is the one chapter in the pillar without labelled pledges. The register records it as an unlabelled statement (IE-089). Its content is the chapter's opening statement and its "Where we are" text, both on IE p.104: "The intelligent megacity is more than sensors and screens. It is the city in which the data of safety, mobility, energy, health and citizenship is consolidated under one command, and turned into faster, fairer decisions." The campaign's pillar booklet carries the same "Where we are" text and likewise lists no pledges (S-0007).

Why it matters for Lagos

The chapter states its task in one sentence, repeated as a pull quote: "Our task is therefore not simply to build a digital city, but to build a smart city, one where technology improves everyday life, public institutions work together seamlessly, and every decision is guided by reliable evidence, transparency and accountability" IE p.104 IE p.106. This is the book's operating principle "Instrument the City" IE p.7 stated at the scale of the whole state.

Where it lands: geographic context

The chapter names no places. Its geography is the state as a whole, and its tools are geographic: it lists the Lagos State Geographic Information System (LASGIS), the residents' register (LASRRA), "intelligent transport initiatives, digital land administration, integrated payment systems, emergency response infrastructure, fibre connectivity and digital government" IE p.104.

What Lagos already has

Table 57. Continuity record for S.4 (research/history/CONTINUITY_TIMELINE.csv)

Year	Administration	Event	Evidence
2005	Tinubu (1999-2007)	KOH appointed Commissioner for Science and Technology (Aug 2005); retained by Fashola in 2007	partially verified
2011	Fashola (2007-2015)	LASRRA Law (commencement 27 June 2011); registration flagged off 19 Sept 2013	partially verified

The book holds that "Over the past two decades, Lagos has laid a strong foundation for becoming a smart city" IE p.104, and it adds the state's technology ecosystem as a source of "the innovation capacity needed to drive smarter urban management" IE p.104.

Evidence available

Table 58. Registered sources for S.4 (research/source_register.csv)

ID	Title	Date	Tier
S-0007	The Lagos Promise - Pillar 6: Security and Resilience		PRIMARY
S-0052	Oral heritage of Gelede (Representative List of the Intangible Cultural Heritage of Humanity)	2008	PRIMARY
S-0102	Lagos State Residents Registration Agency Law (commencement 27 June 2011)	2011-06-27	STRONG_SECONDARY
S-0133	LASRRA: over 6.5m Lagos residents registered, 10m targeted by 2027	2025-05-05	STRONG_SECONDARY

E The LASRRA law commenced in June 2011 (S-0102). A 2025 press report quotes the responsible commissioner as putting registrations at 6,465,667, about 6.5 million (S-0133). The book itself, in its digital government chapter, puts registrations at "over 7.2 million residents" IE p.70, a later figure reported as the book's statement. Registration counts are the only published measure this study has found for the systems the chapter names.

Findings

P S.4 carries a vision and an inventory of existing systems, but no labelled commitment, target or date. Its measurable content therefore sits in other chapters: the predictive-policing and central command of S.1 IE p.93, the hazard register of S.3 IE p.102, the one transport card of E.2 IE p.116, and the digital government chapters elsewhere in the book.

I The author reads Smart Lagos as the integrating layer of the pillar. The phrase "consolidated under one command" IE p.104 describes a shared data platform beneath S.1 to S.3. Read that way, the chapter's measure of delivery is whether the pillar's other pledges can report from one evidence base, by IBILE division.

Implications and opportunities

A first step that needs no new technology is an inventory: each state data system the chapter names, matched to the PROMISE commitments it could measure and to the IBILE divisions it covers. Such an inventory would show which pledges can already be reported from existing systems and which will need new instruments. Promise Atlas, this study's own platform, is an external prototype of the same idea: the PROMISE's commitments set against published data, place by place.

Research gaps and next steps

The most consequential next step is that inventory, built from the state's published service charters and agency reports, with a column for the division-level indicator each system could supply. The delivery team will also need to decide whether Smart Lagos is to carry pledges of its own in the full programme, since the register currently holds the chapter as a statement without a printed page entry (derived here as IE p.104).

E

Everyday Dignity

3 CHAPTERS · 12 PLEDGES

Everyday Dignity is the seventh and last pillar of the PROMISE, and the one closest to the household. Its opener page lists three chapters (IE p.108): Home for Lagos (E.1), Lagos in Motion (E.2) and Cost of Living (E.3). Together they hold twelve register rows (IE-090 to IE-101): ten commitments and two aspirations.

The opener page carries no quotation. Each chapter opens instead with a statement attributed to Dr Kadri Obafemi Hamzat, and two of them share a phrase that names the pillar. "The dignity of a household begins with the dignity of a roof" (IE p.110); "The dignity of a household is measured at the household budget" (IE p.122). The mobility chapter adds: "The megacity that moves is the megacity that lives" (IE p.114).

The pillar names its places most clearly in housing and transport. E.1 commits to more Lagos HOMS estates "in Badagry, Epe and Ikorodu Divisions where we will still have sizable land" (IE p.112), and to a mortgage pathway "at 10 per cent down and single-digit interest" (IE p.112). E.2 commits to "11 new electric ferries" on the lagoon, one transport card, and "bus terminals across IBILE" (IE p.116). E.3 sets the household programme in income and in the levies paid by small businesses (IE p.122).

Two of the three chapters are spatial at heart: where new homes are built, and how the rail, bus and ferry networks join up. None of the chapters has completed spatial analysis yet. The findings that follow are documentary, and E.1 and E.2 name the analyses that would add most.



Figure 19. Where Everyday Dignity lands: the places its pledges name, located from the book's own wording (chapter code after each name). 1 of the pillar's register rows are written for every division or all of Lagos and so have no single point. Locations are geocoded to the precision the book allows; none implies a site has been chosen. Source: data/processed/promise_places.geojson, policy/proposal_register.csv.

E.1 EVERYDAY DIGNITY IDENTIFIED

Home for Lagos

The promise

IE-090 **Pledge of the Roof** COMMITMENT IE p.112

"Deliver affordable housing through the Ministry of Housing, Lagos State Development and Property Corporation (L.S.D.P.C) and the Lagos Building Investment Company (L.B.I.C) pipeline etc, so decent shelter is within reach of the ordinary household. Build more Lagos Homs Housing estates in Badagry, Epe and Ikorodu Divisions where we will still have sizable land and work with existing land space to build more in Ikeja and Lagos Island Divisions."

WHERE Badagry, Epe, Ikorodu, Ikeja, Lagos Island divisions

IE-091 **Pledge of the Mortgage** COMMITMENT IE p.112

"Deliver a home-ownership pathway at 10 per cent down and single-digit interest."

TARGET 10% down; single-digit interest

IE-092 **Pledge of the Plan** COMMITMENT IE p.112

"Deliver planned, climate-resilient growth under the Lagos State Master Plan to 2050."

IE-093 **Pledge of the Long-Resident** COMMITMENT IE p.112

"Protect the long-resident community in urban renewal through dignified consultation."

IE-094 **Pledge of the Fair Rent** COMMITMENT IE p.112

"Collaborate with private developers and LSDPC to increase housing stock at affordable prices."

Home for Lagos makes five commitments IE p.112. Two are about supply: more Lagos HOMS estates and more housing stock through the Ministry of Housing, LSDPC, LBIC and private developers. One is about finance: "a home-ownership pathway at 10 per cent down and single-digit interest". One is about planning: "planned, climate-resilient growth under the Lagos State Master Plan to 2050". One is about people: protecting "the long-resident community in urban renewal through dignified consultation". The mortgage benchmark is the chapter's only number, and no pledge carries a date.

Why it matters for Lagos

The chapter opens with "The dignity of a household begins with the dignity of a roof" IE p.110. Its reasoning is growth: "As Lagos continues to attract hundreds of thousands of new residents each year, placing growing pressure on both home ownership and rental accommodation, our responsibility is clear: to build on this progress and expand access to decent housing for everyone who calls Lagos home" IE p.110.

Where it lands: geographic context

The Pledge of the Roof is the most specific spatial pledge in the pillar. It names three divisions for new Lagos HOMS estates, "Badagry, Epe and Ikorodu Divisions where we will still have sizable land", and two where the state will "work with existing land space to build more", Ikeja and Lagos Island IE p.112.

The book thus covers all five IBILE divisions, with greenfield estates in the outer three and infill in the inner two. It names no sites, so no places for this chapter are geocoded yet.

What Lagos already has

Table 59. Continuity record for E.1 (research/history/CONTINUITY_TIMELINE.csv)

Year	Administration	Event	Evidence
1980	Pre-1999	Master Plan for Metropolitan Lagos 1980-2000 (Wilbur Smith & Associates as UN sub-contractor) - last statewide long-term regional plan	verified
2003	Tinubu (1999-2007)	Eko Atlantic / Bar Beach coastal reclamation project originated (founding year 2003 per developer/encyclopaedic sources)	partially verified
2005	Tinubu (1999-2007)	Lagos State Urban and Regional Planning and Development Law No. 9 of 2005 (amending 1996 law)	verified
2006	Tinubu (1999-2007)	World Bank approves US$200m Lagos Metropolitan Development and Governance Project (drainage, solid waste, slum upgrading of 9 communities)	verified
2010	Fashola (2007-2015)	Lagos State Urban and Regional Planning and Development Law 2010 creates LASPPPA, LASBCA, LASURA	verified
2013	Fashola (2007-2015)	Lagos State Development Plan 2012-2025 published (Sept 2013): four pillars; calls for new Regional Master Plan and Drainage Master Plan	verified
2026	Sanwo-Olu (2019-2027)	No statewide physical 'Lagos State Master Plan to 2050' located	manifesto claim only
various	Tinubu (1999-2007)	Health, housing, security and 'blueprint' continuity claims attributing origins to Tinubu (RRS, housing estates, health reforms)	manifesto claim only

The book credits successive administrations, "beginning with the administration of President Bola Ahmed Tinubu", with investment in "new housing estates", land administration, physical planning and home ownership (IE p.110). The planning institutions the Pledge of the Plan relies on were created by the Urban and Regional Planning and Development Law of 2010 (S-0104).

Evidence available

Table 60. Registered sources for E.1 (research/source_register.csv)

ID	Title	Date	Tier
S-0008	The Lagos Promise - Pillar 7: Everyday Dignity		PRIMARY
S-0032	Lagos Diagnostic Study and Pathway for Transformation: A Rapid Multi-Sector Analytical Review of the Mega-City	2023-06	PRIMARY
S-0033	Lagos Multi-Sector Analytical Review and Engagement Framework: Summary Note	2023-06	PRIMARY
S-0034	Lagos Platform for Development: Multi-Sector Analytical Review and Engagement Framework Overview	2023-06	STRONG_SECONDARY
S-0035	The Cost of Air Pollution in Lagos	2019-11-01	STRONG_SECONDARY
S-0080	Review of Lekki Comprehensive Master Plan - Request for Expression of Interest	2021-04 (from URL path)	PRIMARY

ID	Title	Date	Tier
S-0086	Lagos Metropolitan Development and Governance Project - Project Appraisal Document (P071340)	2006-06-07	PRIMARY
S-0087	Lagos Metropolitan Development and Governance Project - Implementation Completion and Results Report (P071340)	2014-03-24	PRIMARY
S-0104	Urban and Regional Planning and Development Law of Lagos State (2010, as amended)	2010	STRONG_SECONDARY

E The scale of the housing task has a long record. The state's 2012-2025 Development Plan recorded that the 1980-2000 Master Plan for Metropolitan Lagos estimated a need for 1.4 million new housing units over those twenty years (S-0023 p.65). The same plan called for a new statewide Regional Master Plan, with district and neighbourhood plans beneath it (S-0023 p.218).

E District and sub-regional plans sit beneath that level. A review of the Lekki Comprehensive Master Plan was procured in 2021 (S-0080), and press accounts, not yet registered by this study, describe the Ikorodu plan as approved and the Badagry and Epe plans as under review or in preparation. Their texts were not found online, so this study has not compared them with the HOMS divisions.

E The World Bank's 2023 review lists Epe and Badagry among the LGAs with the highest population exposure to a 10-year flood (S-0033 p.9). This is the reason the Pledge of the Plan's word "climate-resilient" matters for where new estates go.

Findings

P E.1 commits to estates by division, not by site. The choice of the three outer divisions is reasoned in the book itself: they are where the state "will still have sizable land" (IE p.112).

P E The Pledge of the Plan names "the Lagos State Master Plan to 2050" (IE p.112). This study has not located a published statewide physical plan under that title. The nearest instruments are the long-range development plan to 2052, LAMATA's transport master plan to 2050 (S-0097) and the district plans. The delivery team will want to name the instrument and publish it, which would also meet the 2012-2025 Development Plan's call for a statewide plan (S-0023 pp.218-219).

I The author reads the Pledge of the Roof and the Pledge of the Plan as one decision. Where the new estates are placed in Badagry, Epe and Ikorodu will determine whether they are also climate-resilient growth, so site selection is where the two pledges meet.

Implications and opportunities

This study proposes, as a method not yet carried out, a flood and suitability screening of open land in the three HOMS divisions. Candidate land would be screened on low elevation against stated water levels (Copernicus GLO-30, S-0067), surface water history (S-0068), observed flood extents (S-0069) and wetland cover, and then ranked on road distance to the BRT, rail and ferry network of E.2 and to existing schools and health centres. The output would be a map of land that best meets both the Pledge of the Roof and the Pledge of the Plan, offered as analysis rather than as a site list.

Research gaps and next steps

The most consequential next analysis is that screening. Beyond the open data above, it needs state land ownership and allocation records, the approved sub-regional plans for Badagry, Epe and Ikorodu, and a bare-earth elevation model. For the Pledge of the Mortgage and the Pledge of the Fair Rent, the delivery team will need to measure a baseline that is not spatial: current mortgage terms, the number of households reached, and rents by division.

E.2 EVERYDAY DIGNITY LOCATED

Lagos in Motion

The promise

IE-095 **Pledge of Rail** ASPIRATION IE p.116

"We are committed to completing the Blue Line to Okokomaiko and connecting the Red Line to the Blue Line at the National Theatre. while actively pursuing the funding required to deliver the Green Line – in partnership with Ministry of Finance Incorporated (MOFI)."

WHERE Okokomaiko; National Theatre Iganmu; Green Line corridor

IE-096 **Pledge of the Bus** COMMITMENT IE p.116

"Expand and reform Bus Rapid Transit and the bus network across every division."

WHERE every division

IE-097 **Pledge of the Ferry** COMMITMENT IE p.116

"Scale the OMI EKO ferry architecture across the lagoon by bringing 11 new electric ferries thereby reducing pollution and cost of transportation on water."

TARGET 11 new electric ferries WHERE lagoon

IE-098 **Pledge of One Ticket** COMMITMENT IE p.116

"Integrate rail, bus and ferry under one transport card, with accessible, road-safe mobility for all."

IE-099 **Pledge of Terminals** COMMITMENT IE p.116

"We commit to building bus terminals across IBILE."

WHERE across the 5 IBILE divisions

Lagos in Motion makes four commitments and one aspiration IE p.116. The commitments expand and reform Bus Rapid Transit and the bus network "across every division", scale OMI EKO "by bringing 11 new electric ferries", integrate "rail, bus and ferry under one transport card", and build "bus terminals across IBILE". The aspiration completes the Blue Line to Okokomaiko, connects the Red Line to the Blue Line at the National Theatre, and pursues funding for the Green Line with MOFI. The book draws the line between chapters itself: "The roads, rail lines, terminals and junctions themselves are built at R.1. This chapter is about making them work as one service for the commuter" IE p.114.

Why it matters for Lagos

The chapter's opening statement names the aim: "rail, ferry, road and Bus Rapid Transit operate as one connected system, so millions of Lagosians can move with dignity, safety and speed" IE p.114. A pull quote names the instrument: "one ticket, one timetable through the Cowry Card. Rail, bus, ferry and road brought together" IE p.119.

Where it lands: geographic context

Table 61. Places named by E.2 and how precisely they could be located (data/processed/promise_places.csv)

Place	Role in the pledge	Location precision
Agbado (Red Line start)	Red Line phase 1 end	area_centroid

Place	Role in the pledge	Location precision
Oyingbo (Red Line end)	Red Line phase 1 end	area_centroid

The chapter's places are its network. The Blue Line runs "from Marina to Mile 2" and the Red Line "from Agbado to Oyingbo" IE p.114; the Rail pledge extends the first to Okokomaiko and joins the two at the National Theatre, Iganmu IE p.116. The two Red Line ends are geocoded in this study's place file and marked for review; the Blue Line ends and the National Theatre interchange are not yet included. The bus and terminal pledges are set "across every division" and "across IBILE", and the ferry pledge "across the lagoon" IE p.116.

What Lagos already has

Table 62. Continuity record for E.2 (research/history/CONTINUITY_TIMELINE.csv)

Year	Administration	Event	Evidence
2002	Tinubu (1999-2007)	LAMATA Law signed by Governor Tinubu on 13 January 2002	verified
2002	Tinubu (1999-2007)	Lagos Rail Mass Transit concessioning framework and water-transport assessment prepared (Jan 2002) under World Bank-supported LUTP preparation	partially verified
2007	Fashola (2007-2015)	LAMATA Law amended to make LAMATA responsible for bus regulatory contracts	verified
2008	Fashola (2007-2015)	BRT-Lite begins operations 17 March 2008 (Mile 12-CMS, 22 km), first BRT in sub-Saharan Africa	partially verified
2008	Fashola (2007-2015)	Lagos State Waterways Authority Law (commencement 21 July 2008) creates LASWA	verified
2009	Fashola (2007-2015)	Lagos Rail Mass Transit Blue Line construction begins (2009 or 2010; CCECC; state-funded)	partially verified
2009	Fashola (2007-2015)	Strategic Transport Master Plan (STMP) BRT corridors defined ('2009 STMP')	partially verified
2013	Fashola (2007-2015)	Lagos State Development Plan 2012-2025 published (Sept 2013): four pillars; calls for new Regional Master Plan and Drainage Master Plan	verified
2014	Fashola (2007-2015)	STMP Extension to the Mega City Region (Dec 2014, horizons 2017/2022/2032) and Lagos Urban Transport Master Plan (Nov 2014)	verified
2017	Ambode (2015-2019)	Lagos Bus Reform Project Final Report (May 2017)	verified
2018	Ambode (2015-2019)	Transport Sector Reform Bill passed by Assembly 1 Feb 2018 (Transport Sector Reform Law 2018)	partially verified
2023	Sanwo-Olu (2019-2027)	Blue Line Phase I (Marina-Mile 2, 13 km) commercial operations 4 Sept 2023	verified
2024	Sanwo-Olu (2019-2027)	Red Line (Agbado-Oyingbo) commercial operations 15 Oct 2024	verified
2025	Sanwo-Olu (2019-2027)	OMI EKO waterways programme launched 17 Oct 2025 (EUR410m; AFD/EU/EIB)	verified
2026	Sanwo-Olu (2019-2027)	Strategic Transport and Mobility Master Plan update to 2050 unveiled by LAMATA (29 Apr 2026, AFD-funded)	verified

The book opens with an established system: LAMATA, "created in 2002 under President Bola Ahmed Tinubu GCFR", which "plans and coordinates every mode under the Lagos State Transport Policy of 2024"; Bus Rapid Transit from 2008; the Blue Line from September 2023; the Red Line from October 2024; and OMI EKO from 2025, "the largest ferry upgrade in our history" IE p.114.

Evidence available

Table 63. Registered sources for E.2 (research/source_register.csv)

ID	Title	Date	Tier
S-0008	The Lagos Promise - Pillar 7: Everyday Dignity		PRIMARY
S-0021	Lagos Climate Action Plan: Second Five-Year Plan 2020-2025	2021-06	PRIMARY
S-0022	Lagos State Transport Policy (2024)	2024-05-28	PRIMARY
S-0024	Three years on, Blue Line moves 9m passengers in 70,000 trips (LAMATA news)	2026-09-05	PRIMARY
S-0028	Transport Statistics 2020	2020	PRIMARY
S-0032	Lagos Diagnostic Study and Pathway for Transformation: A Rapid Multi-Sector Analytical Review of the Mega-City	2023-06	PRIMARY
S-0033	Lagos Multi-Sector Analytical Review and Engagement Framework: Summary Note	2023-06	PRIMARY
S-0034	Lagos Platform for Development: Multi-Sector Analytical Review and Engagement Framework Overview	2023-06	STRONG_SECONDARY
S-0035	The Cost of Air Pollution in Lagos	2019-11-01	STRONG_SECONDARY
S-0036	Lagos State Development Policy Report: Investing in Resilient Infrastructure (2023) - NOT LOCATED		DISCOVERY_ONLY
S-0054	Long-term determination of shoreline changes along the coast of Lagos	2020	STRONG_SECONDARY
S-0067	Copernicus DEM GLO-30 Public (record only)	2021 release	PRIMARY
S-0068	JRC Global Surface Water v1.4 (record only)	2022	PRIMARY
S-0069	Global Flood Database v1 (2000-2018) (record only)	2021	STRONG_SECONDARY
S-0073	Consultancy Services for the Extension of the Strategic Transport Master Plan and Travel Demand Model to Cover the Mega City Region - Final Report	2014-12	PRIMARY
S-0074	Nigeria, Lagos Urban Transport Master Plan - Final Report	2014-11	PRIMARY
S-0075	Lagos Bus Reform Project: Final Report	2017-05	PRIMARY
S-0077	Implementation Completion and Results Report (IDA-37200 IDA-37201) - Lagos Urban Transport Project (LAMATA-hosted version)	2011-03-29	PRIMARY
S-0081	Lagos Urban Transport Project - Project Appraisal Document (P074963)	2002-10-25	PRIMARY
S-0082	Lagos Urban Transport Project - Implementation Completion and Results Report (P074963)	2011-06-16	PRIMARY

ID	Title	Date	Tier
S-0083	Nigeria - Lagos Urban Transport Project: Project Performance Assessment Report (IEG)	2016-06-30	PRIMARY
S-0084	Second Lagos Urban Transport Project - Implementation Completion and Results Report (P112956)	2017-10-25	PRIMARY
S-0085	Africa's first bus rapid transit scheme: the Lagos BRT-Lite system (SSATP Discussion Paper No. 9)	2009-09-01	PRIMARY
S-0097	Lagos Unveils 2050 Transport Vision, Shifts Focus to Integrated Mass Transit System	2026-04-29	PRIMARY
S-0100	Lagos State Waterways Authority Law (text, commencement 21 July 2008)	2008-07-21	STRONG_SECONDARY
S-0103	Lagos State Transport Sector Reform Law 2018 (arrangement of sections)	2018	STRONG_SECONDARY
S-0107	Sanwo-Olu flags off commercial operations of Lagos Blue Line Rail	2023-09	STRONG_SECONDARY
S-0108	You Ain't Seen Nothing Yet, Says Sanwo-Olu as Lagos Redline Rail Commences Operation	2024-10-16	STRONG_SECONDARY
S-0109	Lagos Blue Line records 8 million passengers, Phase II installs first T-beam	2026-07-16	STRONG_SECONDARY
S-0110	OMI EKO: Lagos commences EUR410 million inland waterway project on Lagos Lagoon	2025-10-17	STRONG_SECONDARY
S-0111	Lagos State partners AFD, European Union and European Investment Bank launch OMI EKO	2025-10	PRIMARY
S-0125	Lagos Metropolitan Area Transport Authority - background	undated	PRIMARY

E The milestones are confirmed in published sources. The LAMATA law dates from 2002 (S-0081). The World Bank describes the 2008 BRT-Lite scheme as Africa's first bus rapid transit (S-0085). The Blue Line began commercial operations on 4 September 2023 (S-0107) and, by LAMATA's count, had carried more than nine million passengers by September 2026 (S-0024), above the "seven million riders" the book reports IE p.114. The Red Line opened in October 2024 (S-0108). OMI EKO was launched in October 2025 with 15 routes and 25 terminals planned (S-0110, S-0111). The 2024 Transport Policy is published (S-0022), and LAMATA unveiled a transport master plan to 2050 in April 2026 (S-0097).

P The book's figure for BRT, "well over 600 million passengers" since 2008 IE p.114, is reported as the book's statement; this study has not confirmed a cumulative figure from a published source.

Findings

P I The Rail pledge appears twice in the book with different labels: as an aspiration here IE p.116 and as a commitment in R.1, "We will complete the Blue Line to Okokomaiko and link the Red Line and Blue Line at the National Theatre, Iganmu" IE p.28. The author reads the difference as consistent with the chapters' division of labour: R.1 builds the line, E.2 adds the Green Line, whose funding is still to be secured.

P The ferry pledge of "11 new electric ferries" IE p.116 sits beside the book's account of OMI EKO in O.3, which gives "75 Electric Vessels", "15 Ferry Routes", "25 Terminals" and "140 KM of Water Corridor" IE p.51. The book does not say whether the 11 are part of the 75 or in addition to them; the delivery team will want to state it.

P The one-card pledge builds on a system already in use. The book states that the integrated transport payment card "is used by more than 6.5 million residents across rail, waterways, buses and taxis" IE p.56.

I The author reads E.2 as the network chapter of the book. Its pledges have most value where modes meet: rail stations, BRT stops, jetties and the new terminals. That is where one ticket and one timetable would be felt first.

Implications and opportunities

This study proposes two analyses, neither yet carried out. The first is an integrated network map: rail, BRT and ferry routes and stops on one base from OpenStreetMap and published LAMATA and OMI EKO plans, with the interchange points the pledges create. The second is a terminal catchment analysis: for existing and candidate bus terminals, the share of each IBILE division's population within a set road distance, with shares only. It would show where new terminals in each division would join the most people to the rail and ferry network.

Research gaps and next steps

The most consequential next analysis is the terminal catchment study, because the Pledge of Terminals is set by division and the book's principle "Publish and Be Judged" asks for reporting in every IBILE division IE p.7. It needs existing terminal and stop locations from LAMATA, the OMI EKO terminal list, the OSM road network and population shares by division. A later engineering study of terminal layouts is deferred until real sites exist.

E.3 EVERYDAY DIGNITY IDENTIFIED

Cost of Living

The promise

IE-100 **Pledge of Income** ASPIRATION IE p.122

"Lift the income-side capacity of every working household through the MSME, entrepreneurship and cooperative pipelines."

IE-101 **Pledge of the Fair Tax** COMMITMENT IE p.122

"Harmonise levies, taxes and fees paid by small businesses."

Cost of Living holds one aspiration and one commitment IE p.122. The Pledge of Income aspires to "lift the income-side capacity of every working household through the MSME, entrepreneurship and cooperative pipelines". The Pledge of the Fair Tax commits to "harmonise levies, taxes and fees paid by small businesses". Neither carries a number or a date. The chapter's opening statement sets a wider frame: to "lift the income capacity of every working household, hold down the cost across housing, food, transport, energy and health, and protect the most vulnerable" IE p.122.

Why it matters for Lagos

The chapter makes its case from the difference between the growth of the state economy and the household budget: "economic growth at the State level does not automatically translate into household income" IE p.122. It describes its own approach as "a coherent household affordability programme" built by connecting existing delivery platforms IE p.122. The chapter is the last in the book, and it gathers threads from earlier chapters: housing (E.1), transport (E.2), food (O.2) and enterprise (O.1).

Where it lands: geographic context

The chapter names no places and the register rates both pledges as of low spatial relevance. Its geography is administrative. Levies and fees on small businesses are raised at more than one level of government, so the Pledge of the Fair Tax lands across the 20 local governments and 37 council development areas the book names elsewhere IE p.22, and in the markets where small traders work. The household cost items it lists, by contrast, vary by place: rent, the journey to work and the distance to fresh food.

What Lagos already has

Table 64. Continuity record for E.3 (research/history/CONTINUITY_TIMELINE.csv)

Year	Administration	Event	Evidence
2011	Fashola (2007-2015)	LASRRA Law (commencement 27 June 2011); registration flagged off 19 Sept 2013	partially verified

The book credits successive administrations with investment "in public transport, housing, food systems, healthcare, education, employment and social protection", and names the delivery platforms already in place: "LASRRA, the Lagos State Employment Trust Fund, cooperative institutions, targeted

support programmes and digital public services" IE p.122. The LASRRA law commenced in 2011 (S-0102).

Evidence available

Table 65. Registered sources for E.3 (research/source_register.csv)

ID	Title	Date	Tier
S-0008	The Lagos Promise - Pillar 7: Everyday Dignity		PRIMARY
S-0065	WFP Nigeria - Food Prices (record only)	2026-11-08	CONTEXT

P The book's economic figure is that "Lagos State GDP has risen from 54.77 trillion Naira in 2024 to 66.47 trillion Naira in 2025" IE p.122. This study reports it as the book's statement; the chapter does not name its source, and this study has not confirmed it from a published series.

E No source in this study's register is tagged to E.3 other than the campaign's pillar booklet (S-0008), which carries the same text.

Findings

P E.3's two pledges work through other chapters' instruments. The Pledge of Income relies on the "MSME, entrepreneurship and cooperative pipelines" IE p.122, which O.1 quantifies: formal MSMEs "from about 120,000 toward 1 million by 2031" IE p.42. The Pledge of the Fair Tax has a close partner in I.5's Pledge of the Fair Levy, to "confront the levies that fall hardest on petty traders and micro-enterprises" IE p.86.

I The author reads E.3 as the household view of the whole PROMISE. Its measure is not a single programme but whether the essential costs it lists (housing, food, transport, energy and health) become easier for a household to carry, through what the other chapters deliver.

Implications and opportunities

Two pieces of evidence would let this chapter be reported in the way the book asks. The first is a published schedule of the levies, taxes and fees a small business pays, by local government and council development area, which is the baseline harmonisation would be measured against. The second is a household cost baseline by IBILE division, built from the chapter's own five items. Several of those items have a spatial component this study can supply from other chapters: road distance to a fresh food hub (O.2), to a bus terminal or station (E.2) and to a health centre (P.1).

Research gaps and next steps

The most consequential next step is the levy baseline, because it is the measure for the chapter's one commitment. It needs the levy and fee schedules of the state and of each local government and council development area, which the delivery team will hold. A household cost survey by division, of the kind the state statistics office could run, would provide the baseline for the Pledge of Income. Neither is a spatial analysis in the first instance; both become one once reported by division.

Cross-cutting findings and development implications

The 31 chapters read the PROMISE one subject at a time. Read together, five patterns stand out.

1. Continuity is the PROMISE's strongest evidence

Across the pillars, the book's "Where we are" pages make claims about what earlier administrations built. Of the 64 events in the continuity record, 33 are verified in published sources and 26 partly verified; 4 rest only on the book's own claim and 1 is contradicted (the Eko Project, which the World Bank dates to 2008–09 rather than the Tinubu years) E. A programme that can show its foundations in verified dates is easier to defend and easier to deliver: the delivery team inherits working institutions, not blank sheets I.

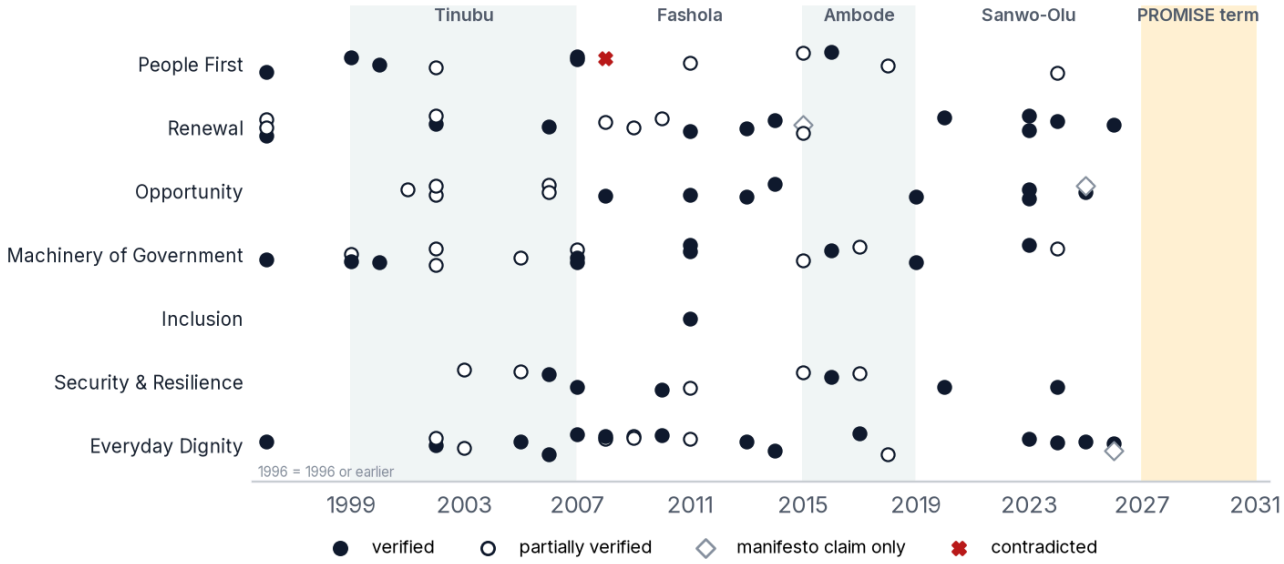


Figure 20. The continuity record: 63 dated events behind the PROMISE's chapters, by pillar and administration (an event tagged to several pillars appears once in each). Marker fill shows how far each event has been checked against a published source. The shaded band is the 2027-2031 term the PROMISE covers. Source: research/history/CONTINUITY_TIMELINE.csv.

Implication. The continuity record should be completed to the verified standard for every chapter before the record is published, starting with the four claims that rest only on the book.

2. The outer divisions carry the new build; the inner city carries completion

The places the PROMISE names split cleanly. New capacity (industrial parks, technical colleges, HOMS estates, General Hospital growth) is placed in Badagry, Ikorodu and Epe divisions and on the Lekki and Badagry corridors. Completion and renewal (rail, junctions, markets, water works) sit in the established mainland P. The population projection points the same way: the fastest relative growth to 2030 is in Ibeju-Lekki, Epe and Badagry S.

Implication. Facilities placed on the growth corridors will serve populations that are still arriving. Siting tests should therefore use the 2030 population, as this study does, and should be repeated as better population data appear.

3. Road distance is the common currency of the service pledges

Hospitals, primary care, technical colleges, satellite secretariats, fresh food hubs, bus terminals and emergency response are all services people travel to. The same road-network method, the same 1 km population squares and the same reporting bands serve all of them S. Building the method once for P.1 made P.2 a matter of days.

Implication. A single access model of Lagos, maintained by the State, would let every service pledge be reported in the same units by division and Local Government Area. This is "Instrument the City" IE p.7 in practical form.

4. The analysis supports the book's choices, and sharpens them

Where this study has tested a pledge, the analysis has supported the book's choice and added a refinement. For the hospitals, the three named for expansion are the busiest of those reported, and the two new ones do most good on the two growth corridors. For the colleges, Badagry is confirmed and Orimedu is justified by its jobs, while an Ajah–Sangotedo site emerges as the best place for one of the five further colleges S I. Neither result contradicts the PROMISE; both make it easier to deliver.

Implication. Siting analysis is most useful before land is acquired. It should be run for every pledge that names a district but not a site.

5. Baselines and dates are the next task

The book's principle is that no commitment stands without a baseline IE p.7. In the register, most pledges name a place or a number, but few state a starting value, and about one in nine carries its own date P. Where the book does state a baseline, the chapters check it against published sources. Most agree: the metering figures match the regulator's to the decimal, and the water-demand figure matches the 2013 Development Plan. A few need reconciling, such as internally generated revenue and the population total E.

Implication. A pledge register with four fields per pledge (baseline and source, target, date, division) is the minimum structure for the "published, measured, independently reviewed and openly reported" commitment of the Hamzat Compact. The register behind this compendium already holds the first and last of these for every pledge.

> ***Good data doesn't argue with a plan. It shows where the plan does the most good.***
>
> THE AUTHOR DRAFT LINE: AWAITING AUTHOR APPROVAL

Technical contribution

This compendium is built on a technical stack designed so that every number can be traced and every result reproduced. This chapter describes what has been built, what each tool contributes, and which engineering studies are proposed.

What has been built

Component	What it does	Where it lives
Pledge register	101 rows, the book's exact wording extracted by font, printed pages, coded fields	`policy/proposal_register.csv`, `scripts/extract_pledges_verbatim.py`
Printed-page text	Every PDF spread split into the two printed pages a reader cites	`policy/extraction/printed/`, `scripts/extract_printed_pages.py`
Source register	141 sources with URL, date, tier and SHA-256 of the local copy	`research/source_register.csv`, `research/library/`
Continuity record	64 dated events, each with an evidence status	`research/history/CONTINUITY_TIMELINE.csv`
Facility rosters	Hospitals and colleges verified against State budget lines before mapping	`scripts/build_p1_hospitals.py`, `build_p2_education.py`
Road-network access model	Dijkstra on the OSM drive network, 1 km population squares, scenarios and greedy p-median siting	`scripts/p1_health_access.py`, `p2_skills_access.py`
Web story map	Scroll-driven live maps for P.1 and P.2: tap any square for its road distance in every scenario	`web/`, `scripts/build_web_p1.py`, `build_web_p2.py`
This compendium	Markdown source, generated pledge, timeline, place and source tables, figures, PDF and Word output	`publications/compendium/`, `scripts/build_compendium.py`

What each tool contributes

- **GIS and network analysis (Python: geopandas, NetworkX-style shortest paths on the OSM graph).** It turns "close to home" into a measured distance along real roads, for every populated square of Lagos, and it tests where pledged facilities do the most good. This is the core of the analysed chapters.
- **Remote sensing (Google Earth Engine; Sentinel-2, ESA WorldCover).** It supplies the land and water base used in the maps. For S.2 (the coast) it is the proposed instrument: shoreline change from the Landsat and Sentinel-2 archives, and low-lying land from the Copernicus GLO-30 elevation model.
- **Spatial database (PostGIS, proposed).** At present the analysis runs on files. Once more than three or four chapters are analysed, a PostGIS database holding the register, the facilities and the access results would let the web map and the delivery dashboard query one source of truth. It is proposed, not built.
- **Web mapping (MapLibre GL JS, static hosting).** It turns the compendium's maps into a public, explorable record that needs no server and no licence.

- **CAD, civil and BIM (Civil 3D 2027, Revit 2027, installed).** These are proposed only where a model answers a question that a map cannot (see below). InfraWorks and ReCap are not installed on this machine; the briefs use Civil 3D surfaces and Revit massing instead.
- **ArcGIS.** Not used. The story map is a custom build by decision, to keep it owned, unbranded and free to host.

Proposed engineering studies

Each brief in `engineering/STUDY_BRIEFS.md` states the question, the inputs and the status class its outputs must carry. None has started, and nothing is validated.

Brief	Chapter	Question it answers	Status class of the output
ENG-01	P.1	What does "up to 50%" mean on the actual Igando, Ikorodu and Odan hospital plots: footprint headroom from imagery and plot area?	CONCEPT (massing)
ENG-02	P.2, S.2, E.1	A shared Lekki-corridor context surface (terrain, roads, the Free Zone and port) for siting and illustration	EXISTING + ANALYSIS
ENG-03	P.2	Site screening for a technical college on the Lekki corridor (Orimedu, and the Ajah–Sangotedo axis)	ANALYSIS (internal)
ENG-04	R.1	Existing conditions and design-vehicle swept paths at candidate priority junctions	EXISTING + ANALYSIS
ENG-05	S.2	Ground profiles across the coastal strip against water levels stated in published plans	ANALYSIS

Rules that apply to every study: existing and proposed elements on separate layers; the status label printed on every image that leaves the folder; no study published as a design; and no study called validated without a named, qualified reviewer.

The author's contribution

The original work in this compendium is the author's: the verbatim register and its printed-page method; the facility verification against budget rosters, which corrected errors in open datasets; the road-network access model and its scenarios; the siting tests, including the second-site finding in P.2; the chapter readings; and the research agenda. The figures in this compendium were drawn from these outputs, and the web story map makes the same analysis explorable.

> *You can only measure a promise against a map you trust.*
>
> THE AUTHOR DRAFT LINE: AWAITING AUTHOR APPROVAL

Methodological limitations

The findings in this compendium are only as strong as the methods behind them. The limitations below apply to the whole work. Chapter-specific limits are stated in P.1 and P.2.

The source

1. **An abridged text.** The book describes itself as abridged (IE p.3). The campaign's "Full Campaign Manifesto" download is the same file, so this is the complete public text at November 2026. If a longer edition appears, the register will need a new version.
2. **Text inside images is not extracted.** The pledge register is built from the PDF's text layer. Figures, infographics and text set as images are read by eye only where a chapter needed them. Some baselines in the book's graphics may therefore be missing from the register.
3. **Register verification covers the text layer.** All 101 rows had a documented second reading on 19 November 2026 (`scripts/verify_register.py`): heading and type, printed page, word-for-word text, and paragraph extent, with a visual check of the eleven rows the automated tests could not settle. Two rows were corrected (IE-061, IE-082: a following paragraph on another subject had been included), and the five unlabelled statements now carry the book's own sentence instead of a summary. Two pledges run across two printed pages (IE-003, pp.14-15; IE-049, pp.58-59) and are cited by the page of their heading. The O.5 chapter title is printed two ways: "IMO: The Lagos Digital Promise" on the pillar page (IE p.40) and "IMO: Future Ready Lagos" on the chapter page and contents (IE p.56); this compendium uses the chapter-page form. The full record is in `policy/verification/`.

The evidence

1. **Uneven verification of continuity.** 26 of the 64 continuity events are only partly verified, usually because the date or figure rests on press reports rather than official records.
2. **Some book figures cannot yet be sourced.** Where no published source was found, the chapters report the figure as the book's statement and say so. Where a published source differs, both are shown.
3. **Dated statistics.** The most recent published hospital-level figures (admissions, doctors, bed occupancy) are for 2019. They list 16 General Hospitals, not the full current roster of 19, and comparisons are confined to the hospitals listed.
4. **Source page numbers.** Citations to registered sources give the PDF page of the source file unless a table or printed page is named; citations to the book always give the printed page.

The spatial analysis

1. **Undirected road network.** One-way streets, turn restrictions and ferry links are not modelled. Distances are network lengths, not travel times, and they are reported in kilometres for that reason.
2. **OpenStreetMap completeness is not yet validated** in peri-urban Ibeju-Lekki and Epe, where the longest distances are. A sample check against Sentinel-2 imagery is planned.
3. **Population grids are modelled.** WorldPop is used only for shares, rankings and growth rates. Its 2030 surface is a projection.

4. **Facility locations vary in precision.** Several hospitals and the three PROMISE colleges are placed at town or road level (`approx_town`, `approx_road`). That is adequate for 1 km analysis but not for street-scale claims. The precision of every point is recorded.
5. **No sensitivity tests yet.** Results have not been re-run with a 100 m population grid, different snapping rules or an exact p-median solver. The headline shares are unlikely to move much, but the model sites could shift by a few kilometres.
6. **Nearest is not the same as used.** Catchments assume people use the nearest facility by road. Referral patterns, specialist services and statewide admissions (as for technical colleges) differ.

Scope

1. **29 of 31 chapters are documentary.** Their findings come from the book, the continuity record and published sources, not from new analysis. The research agenda names the analysis each needs.
2. **No costing.** The compendium does not estimate the cost of any pledge.
3. **Engineering studies are proposals.** No engineering model has been built, and none would be a design.

Research coverage and agenda

Coverage at this edition



Figure 21. Research depth by chapter. 2 of 31 chapters (P.1, P.2) have a completed road-network analysis; 10 have their named places located; the rest are documentary readings of the book against published sources. Counts are labelled pledges only. Source: web/data/chapters.json (from the compendium chapter metadata).

Table 66. Research coverage by chapter, as built. "Analysed" = reproducible spatial analysis; "located" = the chapter's named places are mapped; "identified" = pledges registered and read, analysis not yet done.

Ch.	Chapter	Commit. / Aspir.	Places mapped	Research stage	Dossier	Web chapter
P.1	Our Health, Our Dignity	4 / 1	6	analysed	IE-003/005	web/p1
P.2	The Lagos Mind	1 / 3	3	analysed	IE-007	web/p2
P.3	Safe Communities	4 / 0	–	identified	–	–
P.4	Citizen Service	2 / 0	5	located	–	–
R.1	Building Greater Lagos	3 / 0	5	located	–	–
R.2	IMOLE: The Lagos Power Promise	2 / 1	–	identified	–	–
R.3	Water Infrastructure, Treatment and Distribution	3 / 0	2	located	–	–
R.4	ILE MIMO: The Clean Ground Promise	3 / 0	3	located	–	–
O.1	Enterprise, Industry and Trade	2 / 2	4	located	–	–
O.2	Feeding Lagos	2 / 1	1	located	–	–
O.3	Maritime and the Blue Economy	2 / 1	–	identified	–	–
O.4	The Lagos Stage and Culture	3 / 0	3	located	–	–
O.5	IMO: Future Ready Lagos	6 / 1	1	located	–	–
O.6	The Lagos Treasury	3 / 0	–	identified	–	–
M.1	ADEHUN: The Lagos Compact	4 / 0	–	identified	–	–
M.2	Lagos Justice	3 / 0	–	identified	–	–

Ch.	Chapter	Commit. / Aspir.	Places mapped	Research stage	Dossier	Web chapter
M.3	Digital Government and the Citizen Interface	1 / 0	–	**identified**	–	–
M.4	The Hamzat Compact	1 / 0	–	**identified**	–	–
I.1	Obìnrin Èkó: Women and Gender	2 / 0	–	**identified**	–	–
I.2	OMO Èkó: Youth and Sport	2 / 0	–	**identified**	–	–
I.3	Iyì Èkó & Àgbà Èkó: Dignity, Universal Access, and Elders	3 / 0	–	**identified**	–	–
I.4	The Protection of Every Lagos Child	3 / 0	–	**identified**	–	–
I.5	The Inclusive Informal Economy	3 / 0	–	**identified**	–	–
I.6	One Lagos	2 / 1	–	**identified**	–	–
S.1	The Safety of Lagos	3 / 0	–	**identified**	–	–
S.2	Resilient Lagos	1 / 1	–	**identified**	–	–
S.3	Disaster Preparedness and Emergency Response	4 / 0	7	**located**	–	–
S.4	Smart Lagos	0 / 0	–	**identified**	–	–
E.1	Home for Lagos	5 / 0	–	**identified**	–	–
E.2	Lagos in Motion	4 / 1	2	**located**	–	–
E.3	Cost of Living	1 / 1	–	**identified**	–	–

Priority research, in order

The order weighs three things: how much the pledge depends on location, how much of the method already exists, and how consequential the result would be for delivery.

#	Study	Chapter	Method and data	Why now
1	**Text inside the book's images**	All	Read the infographics and image-set text page by page and add any baselines they carry to the register (the 101 text-layer rows were second-read on 19 November 2026)	Some of the book's baselines sit only in its graphics
2	**Government at the front door**	P.4	The P.1 road-network model, run to Alausa and the four satellite secretariats (Badagry, Ikorodu, Lagos Island, Epe)	Reuses the existing model, so it is quick; clear division-level result
3	**The ten priority junctions**	R.1	A candidate screen from OSM network centrality and corridor position, offered as analysis, not as the campaign's list; existing conditions at the leading candidates (ENG-04)	The book's first-year infrastructure pledge; it names no junctions
4	**Early warning and risk mapping**	S.3	A hazard register for Lagos: flood-prone land from elevation and drainage, market fire and building-collapse history, population shares exposed, by division	The most GIS-native pledge in the book

#	Study	Chapter	Method and data	Why now
5	**The 180 km coast**	S.2	Shoreline change from Landsat and Sentinel-2 since the 1980s, low-lying land from Copernicus GLO-30, shares of people and assets within set elevation bands; ground profiles (ENG-05)	High consequence; methods are well established
6	**Fresh food hubs in every Local Government**	O.2	Road-distance access to markets and candidate hub sites per LGA, with the P.1 model	One hub per LGA is a placeable target
7	**Lagoon-side, riverine and informal-settlement communities**	I.6	GRID3 settlements and OSM jetties, schools and clinics; distance from every settlement to each service, by division (shares of settlements)	Carries the Pledge of the Margin into numbers
8	**HOMS estates screening**	E.1	Flood, elevation, road access and service screening of candidate land in Badagry, Epe and Ikorodu	Before land is committed
9	**Sensitivity and validation for P.1 and P.2**	P.1, P.2	100 m population grid, exact p-median, OSM completeness check against imagery in the east	Strengthens the two published chapters
10	**Hospital expansion headroom**	P.1	ENG-01 massing on the three named hospital plots	Makes "up to 50%" concrete

Dependencies

- **Data.** All the studies above use open or published data already held or freely available. None needs unpublished data.
- **Decisions for the author.** Whether the research edition (with the P.2 second-site result and the baseline reconciliations) goes to stakeholders as is, and which draft author lines are approved.
- **Infrastructure.** A PostGIS store becomes worthwhile from about the fourth analysed chapter. Hosting for the web story map is still to be chosen; any static host will do.

Appendix A · The full pledge register

All 101 rows of `policy/proposal_register.csv`: the 96 labelled pledges (C = commitment, A = aspiration) and 5 unlabelled statements, in the book's own words, with printed page numbers. Register status: 101 rows checked by a second reading, the rest draft.

P · People First

ID	Ch.	Pledge	Type	Page	Wording (book)
IE-001	P.1	Pledge of the Vulnerable	C	14	Drive malaria below 1 per cent toward pre-elimination, cut maternal mortality to 200 per 100,000, lift Non Communicable Diseases (NCD) screening to 90 per cent, and open community mental health units in all 5 divisions by 2031.
IE-002	P.1	Pledge of Care on Lagos Soil	A	14	Make every grade of care available in Lagos and reverse outbound medical tourism, through Lagos Cancer Diagnosis Centre Ikeja (LAG-CDI), Medipark, Massey, Odan, Ketu-Ejirin and the wider specialist network.
IE-003	P.1	Pledge of Systems	C	14	Reach 9,000 doctors, open 2 new General Hospitals, increase the total number of flagship Primary Health Care Centres (PHC) to 120 by 2031. Increase the Maternal and Child Centres to 15 by 2031.
IE-004	P.1	Pledge of the Healthcare Economy	C	15	Expand Ilera Eko coverage to 30 per cent, stand up the single-umbrella Health Systems Strengthening Window, advance drug and vaccine sovereignty through Lagos State Essential Medicines (Drug) Agency (LASEMDA) and Lagos State Medical Industries and Innovation Zone (LASMIIZO), and to continue to improve on the health sector expenditure.
IE-005	P.1	Pledge of Expansion	C	15	Some of our General Hospitals will be expanded to cater to the rising population, Alimosho General Hospital, Odan General Hospital, Ikorodu General Hospital are examples of these General Hospitals that will be expanded by up to 50% by 2031.
IE-006	P.2	Pledge of Foundations	C	18	Deepen EKOEXCEL across all public primary schools and extend it into secondary education, so every Lagos child continues to read, write, reason in an organized and measurable way.
IE-007	P.2	Pledge of Skills	A	18	Align technical and vocational training with the real economy and scale the AI Workforce Transformation Programme, so skills lead to work. Complete Meiran Technical College and build an additional two at Ibeju Lekki and Badagry.
IE-008	P.2	Pledge of the Lagos Mind	A	18	Strengthen the universities and the research base, and renew the teachers, trainers and lecturers who carry the system.
IE-009	P.2	Pledge of Equity	A	18	Guarantee every child in every division a fair start, whatever his or her parents income, language or ability. Hence reducing out of school children significantly.
IE-010	P.3	Pledge of the Neighbourhood	C	22	Extend the Neighbourhood Safety Agency into every locality across the 20 local governments and 37 council development areas.
IE-011	P.3	Pledge of Prevention	C	22	Scale CACCOV across schools, markets, motor parks and faith communities, so the strongest safety outcome is the crime that never happens.
IE-012	P.3	Pledge of the Citizen Voice	C	22	Answer every safety complaint against a published standard of 24-hour acknowledgement, 7-day response and 30-day resolution.
IE-013	P.3	Pledge of the Survivor	C	22	Expand the Sexual Assault Referral Centre network across every IBILE division, with survivor-centred care.

ID	Ch.	Pledge	Type	Page	Wording (book)
IE-014	P.3	Street-level harassment (touts, illegal levies)	–	20	The most consistent complaint we heard is street-level harassment: touts who peep into cars at intersections, steal in traffic, obstruct vehicles, damage them, and abuse motorists and passengers. Illegal levies collected at junctions. It is a daily indignity, and an extortion. This is the first thing I plan to change.
IE-015	P.4	Pledge of the Front Door	C	24	Establish a satellite secretariat in Badagry, Ikorodu, Lagos Island and Epe, so that a resident is served in their own division rather than always travelling to Ikeja.
IE-016	P.4	Pledge of the Citizen Voice	C	24	Acknowledge every citizen's complaint within 24 hours, provide an initial response within 7 days, and resolve routine matters within 30 days through the Citizens' Hamzat Compact Voice.

R · Renewal

ID	Ch.	Pledge	Type	Page	Wording (book)
IE-017	R.1	Pledge of Roads and Bridges	C	27	Rehabilitate the state road network and restore the bridge stock to a published standard, so Lagosians drive on roads that hold and cross bridges that endure.
IE-018	R.1	Pledge of the Junction	C	27	Run a standing junction improvement programme, starting with ten named priority sites, and restore traffic signals statewide within the first year.
IE-019	R.1	Pledge of Rail	C	28	We will complete the Blue Line to Okokomaiko and link the Red Line and Blue Line at the National Theatre, Iganmu.
IE-020	R.1	Integrated freight and logistics system	–	29	We will build a fully integrated freight and logistics system linking the Lekki Deep Sea Port and the wider ports system, airports with industrial zones, and inland markets to support economic growth and global competitiveness.
IE-021	R.2	Pledge of Light	A	31	Increase grid power into households from 1,000 megawatts to about 3,500 by 2031.
IE-022	R.2	Pledge of the Market	C	31	Stand up LASERC and a phased Lagos electricity market in 4 dated stages, in partnership with EKEDC and Ikeja Electric.
IE-023	R.2	Pledge of the Renewable Pathway	C	31	Expand embedded generation in the industrial parks and carry the Solar Villages legacy into a statewide renewable and mini-grid pathway.
IE-024	R.3	Pledge of the Tap	C	34	Expand treatment through Adiyan Phase II and rehabilitate the waterworks, so 6 million more Lagosians have clean water every day.
IE-025	R.3	Pledge of the Regulator	C	34	Improve the Lagos Water Regulatory Commission to hold quality, tariff and service to account.
IE-026	R.3	Pledge of the Water Tariff	C	34	Deliver water at a tariff the working household can afford, through the Water and Sanitation Window.
IE-027	R.3	District metering and leak detection	–	35	There will be district level measurement, wider metering, faster leak detection and billing as well as complaint resolution.
IE-028	R.4	Pledge of Collection	C	38	Reach 95% waste-collection coverage by 2030 through the 5-tier community system, with 4 transfer stations, 1 material recovery facility and 1 waste-to-energy facility.
IE-029	R.4	Waste to value	–	39	We will turn waste into value. Recycling, composting, biogas and refuse-derived fuel at scale, through private sector concessions, new material recovery facilities in Ikorodu and Badagry, the Lafarge alternative-fuel partnership and the Ikosi market biogas project.

ID	Ch.	Pledge	Type	Page	Wording (book)
IE-030	R.4	Pledge of Clear Drains	C	38	Sustain the primary and secondary drainage programme and the Emergency Flood Abatement Gang (EFAG).
IE-031	R.4	Pledge of Resilience	C	38	Protect the coast and the low-lying communities through the Climate Action and Resilience Plan and early-warning cooperation, so households stay dry in the rains.

O · Opportunity

ID	Ch.	Pledge	Type	Page	Wording (book)
IE-032	O.1	Pledge of Investment	A	42	Grow annual investment from about 1 trillion naira toward 5 trillion naira by 2031 through the Invest in Lagos platform and its Deal Book.
IE-033	O.1	Pledge of the Million	A	42	Scale formal MSMEs from about 120,000 toward 1 million by 2031, backed by the LASMECO 10-billionnaira finance programme and a formalisation pipeline.
IE-034	O.1	Pledge of the Parks	C	42	Deliver the 4 industrial parks at Epe, Badagry, Ikorodu and Ojo under the Industrial Policy 2025 to 2030.
IE-035	O.1	Pledge of the Women-Led Floor	C	42	Guarantee a 50 per cent women-led floor across every commerce programme. The women-led reservation. At least 50 per cent of the beneficiaries of every state enterprise programme are reserved for women-led businesses, including the LASMECO finance window. The reservation is published and audited rather than asserted, and it is reported jointly with Obirin Eko at I.1.
IE-036	O.2	Pledge of the Plate	A	46	Raise food self-sufficiency from about 5 per cent through local production, aquaculture and backward integration with the Nigerian agricultural base.
IE-037	O.2	Pledge of the Cold Chain	C	46	Operationalise the 420-hectare Lagos Food Logistics Hub and the cold-chain network to cut post-harvest loss.
IE-038	O.2	Pledge of Supply	C	46	Sustain the Produce-for-Lagos offtake guarantee and the Bulk Food Company, so the Lagos plate stays full and affordable. Increase the number of mid-level fresh food hubs to all the main 20 Local Governments.
IE-039	O.3	Pledge of the Waterways	C	50	Expand the LASWA ferry network and the OMI EKO partnership across the inland waterways.
IE-040	O.3	Pledge of the Seafarer Development Pathway	C	50	Build a Lagos seafarer development pathway with the Maritime Academy and the federal regulators, so that Lagosians are trained, certified, given sea time and placed on international vessels.
IE-041	O.3	Pledge of Value	A	50	Retain maritime, shipping and marine-services value in the Lagos economy. Deepen the aquaculture and fisheries base along the frontage and lagoon, feeding the state.
IE-042	O.4	Pledge of the Stage	C	54	Build the Lagos Creative Economy Window and the infrastructure that grows Nollywood, music and fashion into a paying creative economy.
IE-043	O.4	Pledge of Heritage	C	54	Protect the heritage inventory and run a structured Lagos Cultural Calendar around the Eyo and Gelede festivals.
IE-044	O.4	Pledge of Tourism	C	54	Strengthened the Lagos Tourism Board and turn the cultural inheritance into a visitor economy.
IE-045	O.5	Pledge of Training	C	58	Train one million youths in 4 years in different technology, skills, which will be matched with jobs.
IE-046	O.5	Pledge of Connectivity	C	58	Expand statewide fibre and open-access infrastructure and lower broadband costs, connecting schools, hospitals, hubs and underserved communities.

ID	Ch.	Pledge	Type	Page	Wording (book)
IE-047	O.5	Pledge of the Builder	A	58	Make Lagos the best place in Africa to build a company, through LASRIC finance and a First-Buyer Government Innovation Policy.
IE-048	O.5	Pledge of Sovereignty	C	58	Stand up the cyber-security centre and the data governance framework, retain public value locally, and make Lagos a producer of technology.
IE-049	O.5	Pledge of the First Buyer	C	58	Direct 10 per cent of government procurement toward Lagos-developed innovations through the Lagos First-Buyer Policy, so that the state is the first customer of the companies.
IE-050	O.5	Pledge of the Innovation Legal Entity	C	59	Make Lagos State Science, Research and Innovation Council (LASRIC) a full innovation agency with matching grants, research commercialisation support and published performance outcomes, underpinned by a Lagos State Innovation Bill and a regulatory sandbox.
IE-051	O.5	Pledge of What We Invent	C	59	Establish a Lagos Patent Bank within the Promise period, working to World Intellectual Property Organization frameworks, so that intellectual property created in Lagos is owned in Lagos.
IE-052	O.6	Pledge of Revenue	C	62	Deepen the Internal Revenue Service and grow Internally Generated Revenue by expanding the tax net without increasing taxes to keep Lagos fiscally independent.
IE-053	O.6	Pledge of Restraint	C	62	Issue sovereign instruments only within a sustainable debt-service threshold, with published use of proceeds.
IE-054	O.6	Pledge of One Treasury	C	62	Keep every named instrument inside the consolidated Lagos Treasury, with one audit and one Citizens' Observatory. Capital discipline; Capital expenditure is tied to the long-term objectives of the Lagos State Development Plan 2022 to 2052, so that each budget cycle is tested against a horizon longer than the administration that writes it.

M · Machinery of Government

ID	Ch.	Pledge	Type	Page	Wording (book)
IE-055	M.1	Pledge of the Public Service	C	66	Deliver a merit-based, performance-driven, technology-enabled public-service reform.
IE-056	M.1	Pledge of the Compact	C	66	Operationalise the 6-node Hamzat Compact across every chapter of this PROMISE.
IE-057	M.1	Pledge of the Council	C	66	Deepen cooperative engagement with the Lagos State Council of Obas and Chiefs across every division.
IE-058	M.1	Pledge of the Council	C	66	We will set up the LAGOS STATE ECONOMIC COUNCIL meeting, whereby the Governor and some members of the State Executive Council (EXCO) will regularly meet with Chairmen of the Local Governments and Local Council Development Areas - for synergy and peer review to advance our performance.
IE-059	M.2	Pledge of the Nearer Court	C	68	Raise the civil jurisdiction of the Magistrates' Courts from ₦10 million to ₦50 million, expand the Magistrates' Court estate across the divisions, and invest in the welfare and resourcing of the magistracy.
IE-060	M.2	Pledge of Legal Access	C	68	Extend legal aid through the Office of the Public Defender and the Citizens' Mediation Bureau across every division.
IE-061	M.2	Pledge of Forensic Justice	C	68	Deepen the DNA Forensic Centre, the Sexual Assault Referral Centre forensics and the cyber forensic architecture.
IE-062	M.3	Pledge of the Benchmark	C	71	Hold Lagos digital government to the standard of the leading digital governments, with published delivery dashboards.

ID	Ch.	Pledge	Type	Page	Wording (book)
IE-063	M.4	Pledge of the Charter	C	72	Publish a Service Charter for every Ministry, Department and Agency, with service standards, response times.

I · Inclusion

ID	Ch.	Pledge	Type	Page	Wording (book)
IE-064	I.1	Pledge of Safety	C	76	Deepen the Domestic and Sexual Violence Agency and the Family Support Units, so every Lagos woman is safe in the home, the workplace, the school and the street.
IE-065	I.1	Pledge of Agency	C	76	Scale women-led enterprise through the 10-billion-naira LASMECO window and the Employment Trust Fund, with a 50 per cent women-led floor at O.1.
IE-066	I.2	Pledge of Work	C	79	Deliver youth employment and entrepreneurship through the Graduate Internship Placement Programme and the Lagos State Employment Trust Fund.
IE-067	I.2	Pledge of the Field	C	79	Continue the renewal of the stadia and sports infrastructure even as we build grassroots sport across every division
IE-068	I.3	Pledge of Rights	C	82	Strengthen the Lagos State Office for Disability Affairs and the disability-rights legislative pipeline.
IE-069	I.3	Pledge of Universal Design	C	82	Build universal design into every public asset and the transport system.
IE-070	I.3	Pledge of the Elder	C	82	Deliver healthy ageing programmes and ensure the delivery of pension and welfare services.
IE-071	I.4	Pledge of the Named Owner	C	84	Establish a dedicated legal entity with a named executive accountable for the protection of every child in Lagos.
IE-072	I.4	Pledge of the Single Front Door	C	84	Stand up a co-located multi-agency safeguarding hub with one 24-hour intake and joint assessment within 48 hours.
IE-073	I.4	Pledge of the Safe Institution	C	84	Audit every child's care institution and school annually, and require criminal background checks.
IE-074	I.5	Pledge of Formalisation	C	86	Make formalizing an advantage through the Business Formalization Incentive and a one-stop registration route.
IE-075	I.5	Pledge of the Fair Levy	C	86	Confront the levies that fall hardest on petty traders and micro-enterprises.
IE-076	I.5	Pledge of the Modern Market	C	86	Modernize market infrastructure, sanitation and safety.
IE-077	I.6	Pledge of Pluralism	A	88	Protect the cultural, ethnic and faith pluralism that defines Lagos.
IE-078	I.6	Pledge of the Margin	C	88	Reach the lagoon-side, riverine and informal-settlement communities with the full PROMISE.
IE-079	I.6	Pledge of the Diaspora	C	88	Engage the Lagos diaspora as a state asset.

S · Security & Resilience

ID	Ch.	Pledge	Type	Page	Wording (book)
IE-080	S.1	Pledge of Community Safety	C	93	Deepen the Neighbourhood Safety Agency and treat the citizen as a co-architect of safety.
IE-081	S.1	Pledge of Smart Policing	C	93	Deploy CCTV, drones, the central command and the predictive-policing architecture as a force multiplier.
IE-082	S.1	Pledge of the Officer	C	93	Deepen officer welfare, accommodation, training and the Future Officer of the Law across the security and emergency services.
IE-083	S.2	Pledge of the Coast	C	96	Deliver coastal defense and flood resilience along the 180 km frontage, protecting the lagoon-side and low-lying communities.
IE-084	S.2	Pledge of Clean Air	A	96	Improve air quality, expand green space, and plant trees aggressively across every division.
IE-085	S.3	Pledge of Readiness	C	100	Enhance LASEMA and the Emergency Operations Centre as the 24/7 coordinating spine across all 9 hazard categories. Namely; • Road Accident • Truck and tanker incident • Fire • Medical emergencies • Building Collapse • Explosion • Flood • Electric poles • Public complaints
IE-086	S.3	Pledge of the First Responder	C	102	Strengthen the Fire and Rescue Service and the Ambulance Service, with pre-hospital emergency medicine from P.1.
IE-087	S.3	Pledge of Early Warning	C	102	Build the multi-hazard early-warning, risk-mapping and hazard-register architecture.
IE-088	S.3	Pledge of the Community	C	102	Deliver community preparedness and drills through the Lagos Emergency Preparedness Window.
IE-089	S.4	(no pledges listed)	–	104	Our task is therefore not simply to build a digital city, but to build a smart city, one where technology improves everyday life, public institutions work together seamlessly, and every decision is guided by reliable evidence, transparency and accountability.

E · Everyday Dignity

ID	Ch.	Pledge	Type	Page	Wording (book)
IE-090	E.1	Pledge of the Roof	C	112	Deliver affordable housing through the Ministry of Housing, Lagos State Development and Property Corporation (L.S.D.P.C) and the Lagos Building Investment Company (L.B.I.C) pipeline etc, so decent shelter is within reach of the ordinary household. Build more Lagos Homs Housing estates in Badagry, Epe and Ikorodu Divisions where we will still have sizable land and work with existing land space to build more in Ikeja and Lagos Island Divisions.
IE-091	E.1	Pledge of the Mortgage	C	112	Deliver a home-ownership pathway at 10 per cent down and single-digit interest.
IE-092	E.1	Pledge of the Plan	C	112	Deliver planned, climate-resilient growth under the Lagos State Master Plan to 2050.
IE-093	E.1	Pledge of the Long-Resident	C	112	Protect the long-resident community in urban renewal through dignified consultation.
IE-094	E.1	Pledge of the Fair Rent	C	112	Collaborate with private developers and LSDPC to increase housing stock at affordable prices.

ID	Ch.	Pledge	Type	Page	Wording (book)
IE-095	E.2	Pledge of Rail	A	116	We are committed to completing the Blue Line to Okokomaiko and connecting the Red Line to the Blue Line at the National Theatre. while actively pursuing the funding required to deliver the Green Line – in partnership with Ministry of Finance Incorporated (MOFI).
IE-096	E.2	Pledge of the Bus	C	116	Expand and reform Bus Rapid Transit and the bus network across every division.
IE-097	E.2	Pledge of the Ferry	C	116	Scale the OMI EKO ferry architecture across the lagoon by bringing 11 new electric ferries thereby reducing pollution and cost of transportation on water.
IE-098	E.2	Pledge of One Ticket	C	116	Integrate rail, bus and ferry under one transport card, with accessible, road-safe mobility for all.
IE-099	E.2	Pledge of Terminals	C	116	We commit to building bus terminals across IBILE.
IE-100	E.3	Pledge of Income	A	122	Lift the income-side capacity of every working household through the MSME, entrepreneurship and cooperative pipelines.
IE-101	E.3	Pledge of the Fair Tax	C	122	Harmonise levies, taxes and fees paid by small businesses.

Appendix B · The author's lines

Original lines by the author, grounded in findings of this study. They are attributed to the author only, never to the candidate. Lines marked draft await the author’s approval and will not appear in the final edition.

#	Line	Grounded in	Status
1	A hospital is only as close as the road that leads to it.	P.1: every distance measured by road, not a straight line	draft
2	The busiest hospitals are where a city has already voted with its feet.	P.1: Ikorodu and Igando carry the load and get the 50%	draft
3	Distance is the first fee every patient pays.	P.1: the access maps	draft
4	Put the classroom where the work is, and the journey from school to a job gets shorter than the commute.	P.2: Orimedu near the Lekki Free Zone	draft
5	A trade you can't reach every morning is a trade you never learn.	P.2: technical-college access	draft
6	A manifesto is a list of places before it is a list of promises.	Series premise: every pledge lands somewhere	draft
7	Continuity is not glamorous, but it is how cities get finished.	P.2 page 5: colleges named in 2016, funded in 2025, completed in the PROMISE	draft
8	Every coloured square on these maps is somebody's street.	1 km access grids, used in every episode	draft
9	Good data doesn't argue with a plan. It shows where the plan does the most good.	The siting analyses in P.1 and P.2	draft
10	You can only measure a promise against a map you trust.	Verification work: budget rosters over GRID3 labels	draft
11	Every number in this book can be walked back to a page or a script.	Page tags and evidence marks on every figure; reproducible scripts	draft
12	A college at the far end of the road still has to be reached from the near end.	Lekki corridor chainage: Orimedu is 51 km by road from Lekki Phase I	draft

Appendix C · Data attribution and licences

Data	Used for	Attribution / licence
Ìlérí Èkó · The Lagos PROMISE (abridged manifesto, 66 PDF pages, SHA-256 381b4922…a0b1d)	All pledge wording and page references	Campaign material, all rights reserved; quoted for research and review
OpenStreetMap (Geofabrik Nigeria extract, Nov 2026)	Road network, roads, rail and ferry layers	© OpenStreetMap contributors, ODbL 1.0
WorldPop 1 km constrained population, 2025 and 2030 (R2025A)	Weighting of access results (shares and growth only)	WorldPop, University of Southampton, CC BY 4.0
GHS-POP (JRC)	Division shares (cross-check)	European Commission JRC, CC BY 4.0
Nigeria COD-AB administrative boundaries (OCHA HDX)	State and LGA boundaries	OSGOF via OCHA HDX, CC BY-IGO
geoBoundaries	Boundary cross-checks	geoBoundaries, CC BY 4.0
GRID3 Nigeria health facilities v4.0	Primary-care point locations only (never facility status)	GRID3, CC BY 4.0
ESA WorldCover 2021; Copernicus Sentinel-2 (Nov 2024–Mar 2025 composite)	Land and water base; imagery context	© ESA WorldCover project / Copernicus Sentinel data, CC BY 4.0
Lagos State budget documents (Q3 2026 Budget Performance Report, Citizens Budget, MTEF), Lagos Bureau of Statistics	Facility rosters, status of projects, published statistics	Lagos State Government publications, cited by S-number

Population grids are used only as shares, rankings and growth rates, because modelled grids run below official Lagos figures. No unpublished or proprietary field data is used anywhere in this compendium.

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Every source cited in this compendium, from the project source register (`research/source_register.csv`; each local copy is hashed). Tier: PRIMARY = official or original; SECONDARY = analysis or reporting; CONTEXT = background only.

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