



REQUEST FOR PROPOSAL (RfP)

Feasibility Study for the Implementation of Low Emission Zone (LEZ) in Lagos State

C40 Cities Climate Leadership Group, Inc.
120 Park Avenue, 23rd Floor
New York, NY 10017
United States of America

August 2025

1. C40 Cities Climate Leadership Group Inc. (“C40”)

C40 is a network of nearly 100 mayors of the world’s leading cities, who are working to deliver the urgent action needed right now to confront the climate crisis, and create a future where everyone, everywhere can thrive. Mayors of C40 cities are committed to using a science-based and people-focused approach to help the world limit global heating to 1.5°C and build healthy, equitable and resilient communities. Through a Global Green New Deal, mayors are working alongside a broad coalition of representatives from labour, business, the youth climate movement and civil society to go further and faster than ever before.

The strategic direction of the organisation is determined by an elected Steering Committee of C40 mayors which is co-chaired by Mayor Sadiq Khan of London, United Kingdom, and Mayor Yvonne Aki-Sawyerr of Freetown, Sierra Leone. Three term Mayor of New York City Michael R. Bloomberg serves as President of the C40 Board of Directors, which is responsible for operational oversight. A nine-person management team, led by Executive Director, Mark Watts, leads the day-to-day management of C40. C40’s three core strategic funders are Bloomberg Philanthropies, the Children’s Investment Fund Foundation (CIFF) and Realdania.

To learn more about the work of C40 and our cities, please visit our [Website](#), or follow us on [Twitter](#), [Instagram](#), [Facebook](#) and [LinkedIn](#).

2. Summary, Purpose and Background of the Project

The purpose of this project is to assess the environmental, economic, and social implications of introducing a Low-emissions Zone (LEZ) in the city of Lagos, identify optimal locations, and propose policy recommendations.

C40’s Air Quality Programme works with cities to accelerate reductions in air pollutants and greenhouse gases (GHGs) through the implementation of robust air quality management efforts. The programme supports cities by facilitating peer-to-peer knowledge sharing, providing direct technical assistance, organising training, building city staff capacity, and conducting research and pilot studies in collaboration with city staff.

C40’s African Cities for Clean Air (AC4CA) initiative supports C40 African cities to attain the data, evidence and technical capacity needed to design and implement priority air quality legislations, policies, programs and technologies, as well as to support and empower African Mayors to effectively implement solutions that improve air quality.

This project is made possible with funding from the Clean Air Fund, a philanthropic initiative with the mission to tackle air pollution around the world. It leads a coalition of funders interested in climate change, children and health to fund and support a multinational portfolio of clean air programmes to deliver impactful and scalable improvements to air quality, human health and decarbonisation.

3. Project Scope

C40 is currently accepting proposals from Suppliers to develop a feasibility study to assess the environmental, economic, and social implications of introducing a LEZ, identify optimal locations, and propose policy recommendations for Lagos State. Suppliers with a presence in Lagos, Nigeria or familiar with the West African megacities context are preferred; suppliers outside of West Africa are encouraged to find a local partner to minimise travel costs and carbon emissions.

Work Package 1: Air Quality Baseline and Impact Assessment

Activity 1.1: Baseline Needs Assessment

The baseline assessment is a critical diagnostic step for the Supplier to provide evidence-based insights into current emissions profiles, mobility patterns, and environmental risks associated with the targeted urban area. The Supplier shall:

- Evaluate the current air quality and emission sources in Lagos State. Where possible, identify differences in types of emissions and levels of exposure for local residents across the city.
- Assess the traffic patterns and fleet composition.
- Review existing policies and regulatory frameworks related to emissions and transport.
- Undertake a legal review to identify the city's power and understand whether it has the mandate to implement a LEZ.
- Identify potential frontline communities that could benefit from a LEZ if it is delivered in an inclusive and equitable way.
- Identify any socio-economic patterns across the city that could hinder or delay the potential establishment of a LEZ in certain areas.
- Identify three areas, including their buffer zones in the city where the delivery of a LEZ to improve air quality could be truly impactful from an inclusion, equity and health perspective.
- Compile key indicators or metrics (equity, health, and economic) for LEZ site prioritisation and selection.
- Submit the baseline needs assessment findings to city's relevant departments (including transportation, air quality, and environmental departments) for feedback and alignment with urban and climate action planning, and air quality management planning work. This city internal consultation and engagement process aims to gather input, guidance, and varied viewpoints in order to improve the baseline needs assessment and support in site selection.

- **Deliverable:** Baseline needs assessment

Activity 1.2: LEZ Impact Assessment

This assessment aims to evaluate the anticipated environmental, health, economic, social, and operational impacts associated with establishing a LEZ, to help Lagos State authorities determine how to move forward with implementation. To ensure that any future LEZ interventions are evidence-based, equitable, and sustainable, the Supplier will:

- Based on the outcomes of the baseline assessment, consult Lagos State staff to decide on the location and bounds of the site under investigation.
 - Use existing air quality monitoring data collected from the Lagos air quality monitoring network for air quality modeling. The Supplier shall propose an appropriate methodology (e.g. dispersion modeling or chemical transport modeling approach) to simulate pollutants spread, and visualise hotspots across Lagos. The Supplier shall assess the potential environmental, economic, and social impacts within the identified area.
 - Evaluate the potential environmental benefits of implementing a LEZ. This includes expected benefits (e.g., improved air quality, reduced disease burden, lower greenhouse gas emissions).
 - Evaluate the economic implications for businesses, transport operators, and residents.
 - Identify the social impacts, including accessibility, inclusion, equity, and public health improvements. Identify potential unintended consequences (e.g., displacement, increased costs for vulnerable populations).
 - Recommend mitigation measures.
 - Where possible and relevant, identify opportunities to deliver equitable health impacts and other social benefits beyond air quality improvement
- **Deliverable:** Low emissions zone impact assessment report

Work Package 2: Stakeholder Consultation and Engagement

Activity 2.1: Stakeholder Engagement and Public Awareness Campaigns

The Supplier shall conduct a stakeholder mapping exercise, creating a list of stakeholders who are likely to be impacted by the implementation of a LEZ in Lagos State. These may include, but are not limited to, the Transport Department, the Ministry of Environment, the Lagos State Environmental Protection Agency (LASEPA), the transport associations, the political representatives, and residential groups, organisations, businesses, informal workers, street vendors, within the identified sites and their buffer zones.

Following the rationales identified in the stakeholder mapping, the Supplier shall prioritize key stakeholders to engage, clarifying engagement rationale, appropriate engagement approach to ensure engagement is meaningful and intended outcome. This may include the conduct of structured interviews, focus groups, and any other relevant approach. Key stakeholders to consider may include transport unions, logistics providers, environmental agencies, businesses, civil society, residents and community members. Through this consultation and engagement, the Supplier shall gather the stakeholders' perceptions on air quality, transport access, affordability, and perceived barriers to LEZ compliance. The Supplier shall propose public awareness and participation strategies for future implementation of the LEZ.

- **Deliverable:** Stakeholder engagement and consultation for LEZ design and delivery (report)
- **Deliverable:** Campaign recommendations to build public support for LEZ implementation (report)

Activity 2.2: LEZ Study Validation Workshop

The Supplier shall host an in-person LEZ feasibility study validation workshop. This workshop will serve as a platform for presenting key findings, testing recommendations, and soliciting Lagos State stakeholders' feedback.

The Supplier shall lead on the planning and delivery of the LEZ feasibility study validation workshop, coordinating with Lagos State officials to identify a suitable venue, agree on a list of participants, host and deliver the workshop, produce and share an agenda and presentation materials with C40 and City officials for at least one round review. The Supplier shall cover the costs of the venue, meals, refreshments, and provide transport reimbursement for 35 participants. The Supplier will prepare a post-workshop survey and engage with participants to assess the different activities of the workshop for future improvement.

Following completion of the LEZ feasibility study validation workshop, the Supplier shall summarise outcomes in a report that should cover, but are not limited to: activities covered, key feedback from stakeholders, and evaluation of the workshop.

- **Deliverable:** Workshop Agenda & presentation materials
- **Deliverable:** Validation workshop outcome report

Work Package 3: Regulatory Framework Development

Activity 3.1: Policy Recommendations

The Supplier shall translate the technical findings, and contextual realities gathered through the LEZ feasibility study into actionable, context-sensitive policy guidance that will support future decision-making in assessing and implementing LEZ measures. To ensure equity and socioeconomic consideration, the Supplier shall propose policy measures that mitigate disproportionate impacts on low-income groups, informal workers, or micro-entrepreneurs.

The Supplier shall recommend governance arrangements, regulatory instruments, and inter-agency coordination mechanisms needed for future effective implementation of the LEZ. The policy recommendations shall include, but are not limited to:

- Defining LEZ boundaries: this implies the identification and selection of high-impact areas for initial future implementation.
- Regulatory and enforcement mechanisms.
- Recommending emission standards for vehicles allowed within the LEZ.
- Proposing incentive initiatives for compliance (e.g., subsidies for cleaner vehicles, tax incentives, penalties).
- Define the roles and responsibilities of implementing authorities, and the communities.
- Propose recommendations for monitoring and measuring the impact of the LEZ including but not limited to indicators for success (pollution levels, compliance rates, health metrics), reporting schedules, and impact review.

The Supplier will provide a detailed rationale that aligns with national legal frameworks, Lagos State climate goals, and urban mobility policies.

- **Deliverable:** Policy recommendations report

Activity 3.2: Implementation Strategy & Financial Feasibility

The Supplier shall translate the technical recommendations from the LEZ feasibility assessment into a concrete and phased implementation strategy. This includes the development of an action plan covering institutional setup, regulations, vehicle compliance mechanisms, infrastructure upgrades, public communication, and monitoring systems. The Supplier shall identify realistic funding pathways, revenue mechanisms, and incentive structures for future implementation of the LEZ. The Supplier shall also explore potential financing mechanisms, including Lagos State budget, climate finance, emissions-based tolls, and public-private partnerships, and define roles and responsibilities of the relevant Lagos State government agencies and partners. The Supplier will outline monitoring, evaluation, and adaptation mechanisms.

- **Deliverable:** Implementation strategy and financial feasibility report

Work Package 4: Project Final Report, Close-out and Evaluation

This work package includes (1) preparation of a comprehensive Final Project Report and supporting materials, and (2) delivery of a Project Evaluation Report and project close-out meeting.

Activity 4.1: Final Project Report (Public Facing)

The Final Report will serve as the definitive record of the technical assistance project for Lagos State, integrating all key findings from Work Packages 1–3. Within the report, the Supplier will synthesize the results of key deliverables and clearly structure this public-facing report to facilitate understanding by both technical and decision makers.

- **Deliverable:** Final project report (public-facing report summarizing key outcomes of the technical assistance deliverables, including an executive summary).

Activity 4.2: Project-Close Out and Evaluation Report

The Supplier will prepare a concise Project Evaluation Report to document successes, challenges, and recommendations for future implementation of the LEZ in Lagos State. This report will reflect on the project's execution, stakeholder participation, the effectiveness of the validation workshop, and any adjustments made in response to contextual needs and lessons learned.

The Supplier will also convene a close-out meeting with C40 and Lagos State to share final materials, and facilitate the discussions. During this close-out session, the Supplier will walk through key takeaways, discuss sustainability strategies, and respond to any technical or policy questions from the project team.

- **Deliverable:** Project close-out and evaluation report.

4. Proposal Guidelines

This Request for Proposal represents the requirements for an open and competitive process. Proposals will be accepted until **September 12th 2025 at 17.00 pm GMT**. Any proposals received after this date and time will not be accepted. All proposals should include clear timetables, how you will work with C40, clear costs and detail on experience in this area.

The proposal should give C40 evaluators all the information they need to assess your bid. Please clearly indicate where applicable:

- How your proposal is responsive to the Evaluation Criteria;
- The assumptions you are making about the project;
- Risks you have identified and appropriate mitigation measures;
- Information about your fee;
- Proposed timeline of implementation;
- Any additional support that you need to make the project a success, including any inputs you will need from third parties or C40 staff;
- Proposed working partnership with C40, including (as applicable) project governance and management, key personnel, key roles and responsibilities, and escalation procedure for issues.

You must include adequate information about how your costs were calculated to enable evaluation of cost reasonableness.

Supplier Diversity

C40 is committed to supplier diversity and inclusive procurement through promoting equity, diversity and inclusivity in our supplier base. We believe that by procuring a diverse range of suppliers, we get a wider range of experiences and thoughts from suppliers and thus are best able to deliver to the whole range of our diverse cities and the contexts that they operate within.

We strongly encourage suppliers (individuals and corporations) that are diverse in size, age, nationality, gender identity, sexual orientation, majority owned and controlled by a minority group, physical or mental ability, ethnicity and perspective to put forward a proposal to work with us.

Feel welcome to refer to [C40's Equity, Diversity and Inclusion Statement](#) as supplier diversity and inclusive procurement is one element of applying equity, diversity and inclusion to help the world limit global heating to 1.5°C and build healthy, equitable and resilient communities.

Contract

Please note this is a contract for professional services and not a grant opportunity. Organisations unable to accept contracts for professional services should not submit bids. The work will be completed on the [C40 Standard Services Contract](#).

These terms and conditions are accepted as drafted by the majority of our suppliers and we reserve the right to penalise your bid on the basis of non-acceptance of terms. If you do wish to include any requested amendments with your proposal, please do not mark up the document in tracked changes but provide [a separate negotiation document](#) for review setting out clearly your rationale for the change.

If C40 are unable to execute a contract with the winner of this competitive process, we reserve the right to award the contract to the second highest Potential Supplier

Subcontracting

If the organisation submitting a proposal needs to subcontract any work to meet the requirements of the proposal, this must be clearly stated. All costs included in proposals must be all-inclusive of any outsourced or contracted work. Any proposals which call for outsourcing or contracting work must include a name and description of the organisations being contracted.

5. RfP and Project Timeline

Please note that these dates are to be used as a guide and are subject to change.

RfP Timeline

Activity	Due Date
Request for Proposals sent out	August 13, 2025
Questions submitted to C40	August 13 - September 4, 2025
C40 responds to questions	September 5, 2025
Deadline for receiving Offers	September 12, 2025
Evaluation of Proposal	September 15 - 19, 2025
Presentation on short listed Proposals	September 30, 2025
Selection decision made	October 2, 2025
All Potential Suppliers notified of outcome	October 6, 2025
Project Start	As soon as the contract is signed

Project Timeline

Deliverables / Activity	Description	Due Date
1	<i>Kick off meeting</i>	Week 1
2	Kick off meeting report	Week 2
3	Baseline assessment report	Week 10

4	LEZ impact assessment report	Week 14
5	Stakeholder engagement and consultation for LEZ design and delivery report	Week 18
6	Campaign recommendations to build public support for LEZ implementation report	Week 21
7	Policy recommendations report	Week 25
8	Implementation strategy & financial feasibility report	Week 32
9	Final project report	Week 37
10	Workshop Agenda & presentation materials <i>Hosting and delivering the workshop</i>	Week 40
11	Validation workshop outcome report	Week 42
12	Project close-out summary report	Week 48
13	<i>Close-out meeting</i>	Week 48

* **Note:** Bolded items are deliverables that need to be submitted for review and approved before finalised.

5. Proposal Evaluation Criteria

Proposals will be evaluated against the following criteria.

Evaluation Criteria	Weighting
Project delivery approach proposed, interpretation of brief and quality of proposal	30 %
Supplier's track record and references <ul style="list-style-type: none"> • <i>Capability, experience, and availability of the proposed team</i> • <i>References from other clients including not-for-profit clients</i> 	25 %
Project management approach including ability to deliver outputs on time and with quality	20 %
Budget (value for money) <ul style="list-style-type: none"> • <i>Economy: minimising the cost of resources used</i> 	20 %
Equity and ethical alignment considerations: C40 is looking to appoint an organisation or individual service provider that shares our values and is grounded in the context of the local community. Consideration will focus on: <ul style="list-style-type: none"> • <i>Organisation which has prior experience or presence in Nigeria, West African region or Africa will be preferred.</i> 	5 %

6. Project Budget

Total project costs (including VAT and other 'hidden' costs) should not exceed **\$50,000 US Dollars**.

All proposals must include proposed costs to complete the tasks described in the project scope, including all VAT and taxes. Costs should be stated as one-time or non-recurring costs or monthly recurring costs. The proposal must indicate a cost breakdown structure, outlining the costs for each component of the project. All costs incurred in connection with the submission of this RfP are non-refundable by C40. All budgets are to be prepared in US Dollars.

Payment will be made according to meeting project milestones as approved by the C40 point of contact.

7. C40 Policies

C40 expects third parties to be able to abide by these C40 policies

- Non-Staff Code of Conduct Policy [here](#)
- Equity, Diversity and Inclusion Policy [here](#)

8. Submissions

Each Potential Supplier must submit 1 copy of their proposal to the email address below by **September 12th 2025 at 17.00 pm GMT**.

- Simon Sambou
Regional Technical Advisor, Air Quality - West Africa
ssambou@c40.org

Cc:

- Seneca Naidoo
Technical Head for Breathe Cities, Africa
snaidoo@c40.org
- **Crispus Michira**
Project Manager, African Cities for Clean Air
cnyaundi@c40.org

Potential suppliers can ask their questions [here](#). Anonymised answers to questions will be provided on the same link at the end of the question and answer period (see timetable).

On the basis of the applications received, C40 reserves the right to promote the establishment of consortium relationships or to ask potential suppliers to refine their applications after receipt.

Disclaimer

C40 will not accept any liability or be responsible for any costs incurred by Potential Suppliers in preparing a response for this RfP. Responses submitted will be accessible by all C40 staff and external evaluators.

Neither the issue of the RfP, nor any of the information presented in it, should be regarded as a commitment or representation on the part of C40 (or any of its partners) to enter into a contractual arrangement. Nothing in this RfP should be interpreted as a commitment by C40 to award a contract to a Potential Supplier as a result of this procurement, nor to accept the lowest price or any tender.