

Request for Proposal (RfP)

Lagos State Urban Heat Assessment

C40 Cities Climate Leadership Group, Inc.

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United States of America

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1. C40 Cities Climate Leadership Group Inc.

C40 is a network of nearly 100 mayors of the world's leading cities 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 limit global heating in line with the Paris Agreement and build healthy, equitable, and resilient communities. We work alongside a broad coalition of representatives from labour, business, the youth climate movement, and civil society to support mayors to halve emissions by 2030 and help phase out fossil use while increasing urban climate resilience and equity.

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

2. Summary, Purpose, and Background of the Project

2.1 Program Background:

The Resilient Future Cities Program (RUF) is a technical assistance initiative designed to support cities in achieving strengthened climate resilience, addressing the impacts of urban flooding, droughts, and extreme heat, while protecting vulnerable communities and fostering sustainable urban development. RUF actions are delivered through three main workstreams:

- A. Enabling action implementation
- B. Delivering adaptation actions
- C. Raising ambition and scaling delivery.

2.1.1 RUF Objectives:

Improved climate resilience and better protection for vulnerable populations from climate impacts through enhanced urban resilience capacity, planning, and management, increased adoption of nature-based solutions, and improved climate leadership.

2.1.2 RUF Target Outcomes:

- A. Improved equitable and inclusive urban climate resilience governance and mainstream climate adaptation in financial and urban planning in cities
- B. Increased equitable and inclusive high-impact adaptation actions, with a focus on nature-based solutions, protecting vulnerable communities, and addressing the diverse adaptation needs of communities
- C. Strengthened city leadership for climate action and knowledge sharing to accelerate climate resilience regionally and globally

2.2 Project and Purpose

The RUF program is seeking a consultant (individual or firm) to conduct an Urban Heat Assessment for Lagos State. This will cover the urban heat island effect, heat waves, extreme temperatures and other heat related hazards affecting the city. This is a strategic intervention that will support the different efforts to improve climate adaptation and resilience in the city. This work will therefore also feed into the wider Lagos

Climate Change Risk Assessment (CCRA) and Lagos Climate Action Plan (CAP 2026). In addition, the consultant will also lead the implementation of related technical training activities.

This study is being commissioned at a moment when Lagos’s climate risk profile is actively evolving. The Lagos CCRA (2021) highlighted urban heat as a major hazard affecting the city. The CCRA Self-Assessment (2026) clearly indicates that current hazards and risks (including heat) have changed notably since the 2021 Climate Risk Assessment. Heatwaves are becoming more intense and more frequent, the urban heat island effect has expanded across the city due to land-use change, densification, and the loss of green cover; average outdoor temperatures have risen significantly and are projected to reach 42°C by 2030, 44°C by 2050, and 46°C by 2070; and the LCARP estimates heat-related costs of inaction at \$5 billion. Despite this, no dedicated heat management and action plan exists for Lagos, and extreme heat has never been assessed as a standalone hazard. The Urban Heat Assessment is therefore intended to directly address the information and integration gaps identified in the CCRA self-assessment, and to strengthen the evidence base ahead of Lagos’s CCRA update due in 2026.

2.2.1 The Urban Heat Assessment: This is an evidenced need across several Lagos climate strategy and policy documents, including the Lagos Climate Adaptation and Resilience Plan (LCARP). While the Lagos Climate Risk Assessment (CRA) 2021 assessed heatwaves as one of nine hazards, the State is yet to produce a dedicated, spatially detailed assessment of extreme heat and the urban heat island effect within the city. The specific needs linked to the Urban Heat Assessment are;

- A. Dedicated Heat Risk Assessment and Evidence Gap:** The CCRA (2021) assessed heatwaves at a high level alongside eight other hazards but did not map heatwaves, the urban heat island effect, heat intensity, distribution or extreme temperature in detail. The CCRA Self-Assessment 2026 confirms that heatwaves and the urban heat island effect have expanded due to land-use change and densification, yet no dedicated heat management and action plan exists to address these. The heat risk assessment needs to establish the baseline heat evidence required to develop an Urban Heat Action Plan planned by the city in 2027, to inform heat mitigation investments. Using heat index analysis, **this heat evidence should include the probability, intensity, frequency and spatial scale (maps) of current heatwaves and the urban heat island effect affecting the city and provide future projections of the same parameters, up to 2050.** The heat risk assessment should provide foundation data on general average temperatures in the city and how they are impacted by climate change. This heat risk assessment should cover all heat related hazards, with the findings expected to inform the development of Lagos Heat Action Plan.
- B. Grid-Level Resolution Gap:** The CCRA identifies Lagos Island, Lagos Mainland, Agege, Kosofe, and Oshodi-Isolo as the LGAs most severely affected by heatwaves and the the urban heat island effect, but heat exposure has not been mapped at the LCARP’s 50m × 50m grid standard. The assessment, therefore, needs LGA-level and ideally ward/community-level resolution across all 20 LGAs, with finer detail for the five most affected LGAs. The scale, grid and scope of this will need to align with the provisions of the Lagos Risk Atlas being developed and fed into it.
- C. Impact Assessment on Vulnerable Population Groups and Urban Systems:** Extreme heat disproportionately affects women, children, the elderly, outdoor and informal workers, and residents of densely built, poorly cooled neighbourhoods. The study will integrate socioeconomic vulnerability layers and assess the current and anticipated future impact of heat on identified key vulnerable population groups as well as vulnerable urban systems and sectors. This will ensure the assessment can function as an equitable planning tool, rather than just a technical hazard document. This findings will feed directly into the Climate Change Risk Assessment (CCRA 2026)

2.2.2 Current Heat and Heat-Compounding Hazards the Study Will Entail: The Heat Risk Assessment will consolidate and analyse the full set of heat-related and climate-compounding hazards and drivers affecting Lagos State, including using heat-humidity index analysis when assessing past and current data. Drawing on the CCRA (2021), LCARP (2024), and the 2026 CCRA Self-Assessment, these include:

- A. Extreme Heat and Heatwave Exposure:** rising average and peak temperatures, projected to reach 42°C by 2030, 44°C by 2050 and 46°C by 2070, with increasing frequency, duration, and intensity of heatwave events. The study will also break down the extreme heat data into day time and night time.
- B. Urban Heat Intensity and Distribution:** driven by land-use change, densification, high impervious-surface cover, and loss of vegetation, with Lagos Island, Lagos Mainland, Agege, Kosofe, and Oshodi-Isolo the most severely affected LGAs. This also includes general average temperatures in the city and how they are impacted by climate change.
- C. Heat-Health Risk:** heat stress morbidity and mortality, disproportionately affecting women, children, the elderly, outdoor and informal workers, and residents of poorly ventilated housing. This should include what data is available on heat mortality and morbidity in Lagos? Who produces the data and frequency? Who has access to the data? Which city or health systems have access? etc
- D. Compound Heat Events:** using heat-humidity index to analyze the interaction of extreme heat with humidity, drought, power outages, and post-flood recovery periods, in line with the CCRA Self-Assessment finding that hazard interdependencies are not yet captured in existing single-hazard mapping.
- E. Built Environment and Surface Drivers:** roofing and pavement materials, building density, low urban canopy cover, and limited green and open space in vulnerable neighbourhoods.
- F. Energy and Infrastructure Stress:** rising cooling demand, strain on power supply, and exposure of critical infrastructure and services to extreme heat.
- G. Green Space and Urban Canopy Deficits:** uneven distribution of parks, trees, and shaded public space, concentrated away from the most heat-exposed and low-income communities.
- H. Water and Livelihood Stress:** increased water demand during heat events, and productivity and income losses for outdoor and informal workers, contributing to the LCARP’s estimated \$5 billion cost of inaction.

Note: The assessment must treat these not as isolated hazards but as an interacting system, in line with the LCARP’s call for a genuine multi-hazard approach. The assessment will also build directly on the foundation of the Risk Atlas, with which it shares data inputs and a common spatial framework. In addition, the findings will inform a city-wide heat action plan, being scheduled for 2027. The action plan will provide a framework of actions and projects that will be executed by the city on a 5 – 10 years’ timeline, backed up by budget under the new administration.

2.2.3 Activities and Deliverables

The consultant will be expected to deliver a full technical work programme rather than a desk summary. Implementing and integrating findings from the assessments mentioned above, at a minimum, the study will involve:

- Activity 1. Data Audit and Consolidation:** Inventory and quality assessment of existing satellite, meteorological (including NiMet records), land-use, building-density, health and socioeconomic datasets, as well as any previous heat or heat impact assessments completed for Lagos state, held across Lagos MDAs (including Ministry of the Environment & Water Resources, Ministry of Health, Lagos State Emergency Management Agency, Lagos State Parks and Gardens Agency and Ministry

of Physical Planning & Urban Development), identifying gaps and resolution limitations.

Deliverable 1: Data Audit Report

Activity 2. Current and Future Projection Modelling: Provide the baseline heat evidence required to develop an Urban Heat Action Plan planned by the city in 2027, to inform heat mitigation investments. Using heat index analysis, this heat evidence should include the probability, intensity, and frequency of current heatwaves and the urban heat island effect affecting the city and provide future projections of the same parameters, up to 2050. Incorporation of forward-looking climate and urban growth scenarios (at minimum a low- and high-emission scenario) compared to current scenarios to model how heat exposure evolves to year 2050, supporting long-term land-use and infrastructure planning. The findings here should provide a forecast of how climate change will impact on general average city temperature.

Deliverable 2: Baseline Heat Assessment

Activity 3. Urban Heat Mapping and Land Surface Temperature Analysis: Remote-sensing analysis of land surface temperature (LST) (using C40 Heat Insight Tool (HIT) as the main tool¹, with Landsat imagery and Google Earth Engine), applying the LCARP's 50m × 50m grid approach across all 20 LGAs, with finer ward/community-level resolution for the five priority LGAs (Lagos Island, Lagos Mainland, Agege, Kosofe, and Oshodi-Isolo). This should be participatory and the map design should incorporate community and stakeholder participation. The map should provide data on the city's current average temperature distribution across different locations and provide the same map reflecting the data for 2050.

Deliverable 3: Urban Heat Map

Activity 4. Heat Vulnerability and Risk Assessment: Integration of exposure, sensitivity, and adaptive-capacity indicators, overlaying population, health, infrastructure, and socioeconomic vulnerability layers so the assessment identifies which communities and urban systems, sectors and assets face the greatest combined heat risk. This will also involve heat-humidity index in assessing past and current heat data.

Deliverable 4: Heat Vulnerability and Risk Report

Activity 5. Heat Mitigation Options Analysis: With findings from the assessment and using C40 HIT, this activity will include identification and prioritisation of heat mitigation measures relevant to Lagos, including cool surfaces (roofs and pavements), urban greening and canopy expansion in vulnerable areas, de-paving and permeable surfaces, establishment of cooling centres especially in informal areas, shading of public space and passive cooling in buildings, matched to the highest-risk zones. Recommended mitigation measures should be quantitative indicating expected outcome from implementing mitigation measures. The perspectives of the city stakeholders, especially public institutions and communities should be considered and integrated here.

Deliverable 5: Heat Mitigation Options Report

Activity 6. Recommendation on Adoption of Findings and Implementation: Recommendations on how the assessment outputs should be adopted and inform the heat action plan, as well as integrated into the Lagos Risk Atlas.

¹ HIT is currently in its Minimum Viable Product (MVP) phase, any data or results should be reviewed with the C40 team before further use.

Activity 7. Stakeholder Engagement and Validation: Structured engagement with relevant MDAs and a validation process to verify outputs against trusted local data and ground-truth knowledge.

Deliverable 5: Draft Study Report

Activity 8. Technical Training: Capacity-building for city stakeholders in remote sensing for LST extraction (Landsat/Google Earth Engine), heat-risk mapping, and heat mitigation planning, to develop, interpret, maintain, and apply the assessment.

Deliverable 6: Final Study Report

2.2.4 Recommendations Expected

The study is expected to produce actionable recommendations that feed directly into Lagos's planning, investment, and CCRA-update processes, including:

- **Priority Heat Intervention Zones:** Identification of the highest-risk areas (by heat exposure and by combined multi-hazard vulnerability) to guide where action intervention including cool surfaces, nature-based solutions such as urban greening options, cooling, cooling centers and shading investment should be focused.
- **Heat Mitigation Investment Guidance:** Recommendations on the mix, sequencing, and indicative scope of mitigation measures to inform the heat mitigation investments planned under the programme and the development of the Urban Heat Action Plan.
- **Risk-Informed Land-Use and Planning Guidance:** Recommendations on densification controls, ventilation corridors, urban canopy and permeable-surface requirements, and heat-resilient building standards for integration into development approval conditions.
- **Inputs to the CCRA Update:** Clearly structured outputs that can be incorporated directly into the 2026 CCRA update, addressing the heat-mapping, grid-resolution and future-projection gaps the CCRA Self-Assessment identified.
- **Data-Governance and MER Recommendations:** Guidance on how the assessment integrates with a future cross-MDA Monitoring, Evaluation and Reporting (MER) framework, addressing the CCRA Self-Assessment finding that Lagos lacks adequate information systems to integrate climate risk into strategy, planning and budgeting.
- **Recommendations for Ongoing Maintenance Community and Institutional Ownership:** Clarifying which agency holds, updates, and governs the assessment, including coordination between Ministry of the Environment & Water Resources and the Ministry of Health and community based organization , so it remains current across electoral and budget cycles.

3. Proposal Guidelines

This Request for Proposal represents the requirements for an open and competitive process. Proposals will be accepted until 11:59pm EST [31] [July] 2026. 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 details 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:

- The assumptions you are making about the project;
- Your proposed methodology

- How your proposal is responsive to the Evaluation Criteria
- Risks you have identified and appropriate mitigation measures;
- Budget;
- 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, communication strategy, key personnel, key roles and responsibilities, and escalation procedure for issues.
- Past experience (with examples)
- Company and team profile

AI-Usage Requirements

The use of AI-supported tools must be kept to an absolute minimum, and no output (text or visuals) should be produced by AI. Any AI-supported tools used must be clearly outlined and justified in the methodology section. Furthermore, the methodology must explicitly detail how results will be validated and verified using a combination of independent human oversight and cross-referencing with trusted databases/sources. Any data C40 shares is strictly confidential and cannot be shared with any AI tools.

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. We also strongly encourage locally based suppliers or suppliers with strong local presence to apply.

Feel welcome to refer to C40's [Equity, Diversity, and Inclusion Statement](#). Supplier diversity and inclusive procurement is one element of applying equity, diversity, and inclusion to help deliver the goals of the Paris Agreement 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.

If C40 is 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.

4. RFP, Project Timeline and Payment Schedule

RfP timeline	Due date
Request for Proposals sent	[20] [July] 2026
Deadline for receiving Offers	[31] [July] 2026, 11:59pm EST
Clarification of Offers	[31] [July] 2026
Evaluation of Proposal	[3] [Aug] 2026 - [7] [Aug] 2026
Selection decision made	[7] [Aug] 2026
All Potential Suppliers notified of outcome	7] [Aug] 2026
Contract negotiation and signing	[10] [August] 2026 - [14] [August] 2026

Project Timeline	Due date
The project initiation phase must be completed by	[17] [August] 2026
Project planning phase must be completed by	[28] [August] 2026
Project implementation phase is expected to be completed by	[18] [December] 2026
Final report submission and project completion	[29] [January] 2027

Payment Tranche	Deliverable
Tranche 1	Upon submission of inception report
Tranche 2	Upon completion of Deliverable 3 – Heat Vulnerability and Risk Report
Tranche 3	Upon Completion of Deliverable 5 – Draft Report
Tranche 4	Upon Completion of Deliverable 6 - Final Report

5. Proposal Evaluation Criteria

Proposals will be evaluated against the following criteria.

Evaluation Criteria	Weighting
Clear understanding of the project and requirements	25%

Methodology	25%
Experience and team quality	25%
Budget	25%

Following the evaluation of written submissions, C40 reserves the right to invite a shortlist of the highest-ranked bidders for an interview or technical presentation to further validate their proposals. If conducted, the results of these sessions will be incorporated into the final technical score as outlined in the evaluation criteria.

6. Project Budget

The budget for this project is **USD20,000**. 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. All costs incurred in connection with the submission of this RfP are non-refundable by C40.

Payment will be made according to meeting project milestones and deliverables as approved by the C40 point of contact. Physical training logistics and local travels within Lagos state are expected for this work and estimated expenses are to be included in the budget.

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](#)
- [C40 Non-Staff Travel and Expenses Policy - [here](#)]

8. Submissions

Each Potential Supplier must submit **one copy of their proposal** to the email addresses below by **[31] [July] 2026, 11:59pm EST**:

[Kirsty Griffin, Senior Technical Manager, Adaptation Planning. kgriffin@c40.org]

[Obosi Philip, Climate Resilience Adviser, Lagos. pobosi@c40.org]

Based on the submissions received, C40 reserves the right to promote the establishment of consortium relationships or request potential suppliers refine their submission after receipt.

Have a concern?

C40 is committed to the highest standards of ethical behaviour. As such, we are committed to being open and responsive to complaints and suggestions on how we can improve from outside the organisation. Please refer to [C40 Complaints Procedure](#) on how to reach us.

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 (if any).

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.