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DESA LOCAL GOVERNMENT ENABLEMENT PROGRAMME

*EQUIP MUNICIPALITIES AND COUNTIES TO DELIVER E-SERVICES, PLAN
INFRASTRUCTURE, AND MANAGE LOCAL DATA*

CREATED BY

EUSL AB

Care to Change the World

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DESA Local Government Enablement Programme

Programme Fact Sheet

Item	Details
Programme Title	DESA Local Government Enablement Programme
Acronym	DLGEP
Mission Statement	Equip municipalities and counties to deliver e-services, plan infrastructure, and manage local data with transparency and efficiency.
Executive Summary	DLGEP is a sovereign instrument under DESA, designed to institutionalize digital governance at the subnational level. It operationalizes e-service delivery, spatial planning, and participatory budgeting through interoperable platforms and shared services. The programme aligns with Agenda 2063, Agenda 2074, AfDB High 5 priorities, and regional strategies, enabling municipalities to reduce service queues, improve revenue collection, and foster civic trust through transparent interactions.

Executive Summary

The DESA Local Government Enablement Programme (DLGEP) is established as a structural instrument for modernizing municipal and county governance through digitalisation. It addresses systemic inefficiencies in service delivery, infrastructure planning, and local data management by embedding interoperable platforms for permits, licensing, registries, and participatory budgeting within subnational administrative frameworks.

DLGEP is conceived as a multi-tiered capacity-building and infrastructure programme, integrating legal instruments, shared services, and institutional training to ensure sustainability and compliance. Its mandate extends beyond technology deployment to institutional transformation, enabling municipalities to deliver citizen-centric services, optimize spatial planning, and strengthen fiscal resilience through improved local revenue collection.

Strategically, DLGEP advances the objectives of Agenda 2063: Second Ten-Year Implementation Plan (2024–2033) by operationalizing inclusive governance and integrated infrastructure at the local level. It reinforces the AfDB High 5 priorities, particularly *Improve Quality of Life* and *Integrate Africa*, and harmonizes with COMESA, EAC, and SADC digitalisation strategies. Normatively, it embeds the principles of Agenda for Social Equity 2074, ensuring accessibility, transparency, and participatory governance as binding obligations.

Chapter 1: Programme Title and Acronym

The programme shall be formally designated as the DESA Local Government Enablement Programme, hereinafter referred to by its acronym DLGEP. This designation shall be codified under the DESA Institutional Governance Manual and recognized as a core instrument for operationalizing subnational digital governance across all DESA units, commencing with pilot implementations in priority municipalities under SUDESA and NADESA.

Chapter 2: Legal Mandate and Purpose

DLGEP is instituted under the binding authority of the DESA Charter and the Institutional Governance Manual, with compulsory status for all DESA deployments involving municipal or county-level governance modernization. Its legal mandate encompasses the following dimensions:

- **Alignment with Continental and Regional Frameworks:** DLGEP operationalizes Agenda 2063's emphasis on inclusive governance and integrated infrastructure, reinforces AfDB High 5 priorities (*Improve Quality of Life, Integrate Africa*), and harmonizes with COMESA's digitalisation strategy and subnational governance protocols under EAC and SADC.
- **Normative Integration with Agenda 2074:** The programme embeds principles of social equity, transparency, and participatory governance, ensuring that digitalisation strengthens civic trust and institutional legitimacy.
- **Institutional Purpose:** DLGEP is designed to institutionalize e-service delivery, spatial planning, and local data management within municipal and county administrations. It establishes shared service models, legal instruments (MoUs, operating circulars), and capacity-building pipelines to ensure sustainability and interoperability across jurisdictions.

The programme's legal sufficiency is secured through formal adoption by national DESA steering committees, codification in municipal operating circulars, and co-endorsement by regional authorities and development partners, including AfDB and COMESA.

Chapter 3: Strategic Objectives

The strategic orientation of the DESA Local Government Enablement Programme (DLGEP) is grounded in the imperative to modernize subnational governance systems through institutionalized digitalisation. Municipalities and counties constitute the primary interface between citizens and the state; yet, they remain structurally constrained by manual processes, fragmented registries, and limited fiscal autonomy. These deficiencies result in service delays, opaque interactions, and diminished public trust. DLGEP addresses these systemic gaps by embedding interoperable platforms for permits, licensing, registries, and participatory budgeting within local administrative frameworks, thereby transforming governance from a transactional model into a transparent, citizen-centric system.

DLGEP's objectives are defined to advance governance, education, market activation, and social equity in a manner consistent with Agenda 2063, Agenda 2074, AfDB High 5 priorities, and COMESA's digitalisation strategy. These objectives are operational rather than aspirational, designed to produce measurable improvements in service delivery, fiscal resilience, and civic engagement.

Objective 1: Institutionalization of Digital Service Delivery

DLGEP seeks to institutionalize e-service platforms as a permanent function of municipal and county governance. This includes the deployment of permit and licensing portals, local registries, and service

desks integrated with spatial planning tools. By codifying these systems under DESA governance and municipal operating circulars, the programme ensures continuity beyond initial funding cycles and aligns local service delivery with national and regional development frameworks.

Objective 2: Transparency and Participatory Governance

The programme embeds participatory budgeting interfaces and civic engagement tools within local governance structures, enabling citizens to influence resource allocation and monitor service performance. This objective reinforces institutional legitimacy, mitigates corruption risks, and operationalizes the normative principles of Agenda for Social Equity 2074, ensuring that governance is inclusive, transparent, and accountable.

Objective 3: Fiscal Resilience and Local Revenue Integrity

DLGEP institutionalizes digital instruments for local revenue collection, arrears management, and tariff enforcement within municipal and county administrations. By integrating e-payment gateways, automated invoicing, and reconciled registries for property, business licensing, and service fees, the programme reduces cash leakage, standardizes receivables, and improves budget predictability. These measures increase municipalities' capacity to plan, fund, and maintain local infrastructure, while enforcing affordability safeguards and targeted exemptions for vulnerable groups. The result is a more stable fiscal base that supports inclusive service provision and reduces reliance on ad hoc transfers.

Objective 4: Local Data Governance and Spatial Intelligence

The programme establishes lawful, interoperable local data architectures, including registries, geospatial layers, and analytics dashboards. Spatial planning tools—zoning, transport corridors, utilities mapping—are embedded as standing capabilities under municipal operating circulars. Data quality protocols (validation, lineage, audit trails) and role-based access controls ensure privacy, integrity, and lawful reuse across departments. This objective enables evidence-based decision-making for permits, land use, environmental safeguards, and emergency response, thereby improving service allocation and reducing planning errors that generate downstream fiscal and social costs.

Strategic Alignment Table: Objectives Cross-Walk

DLGEP Objective	Governance	Education & Capacity	Markets & Local Economy	Social Equity & Inclusion
1. Institutionalized e-service delivery	Laws, operating circulars; service SLAs; audit trails	Staff certification for portal ops and case handling	Reduced transaction time; predictable permitting for SMEs	Accessible interfaces; multilingual support; disability features
2. Transparency and participatory governance	Civic portals; participatory budgeting; publication of metrics	Citizen literacy workshops; municipal outreach curricula	Public procurement visibility; fair competition	Deliberative inclusion; grievance channels; bias-aware scoring
3. Fiscal resilience and revenue integrity	Electronic receivables; reconciliation;	Cash-handling to digital skills;	Lower costs via automation;	Fee waivers/subsidies; affordability



DLGEP Objective	Governance	Education & Capacity	Markets & Local Economy	Social Equity & Inclusion
	arrears management	internal controls training	investment-grade local finances	undertakings; tariff safeguards
4. Local data governance and spatial intelligence	Data standards; geospatial governance; inter-dept interoperability	Registry stewards; GIS/analytics certification	Location-aware market planning; logistics and utilities efficiency	Privacy by design; consent records; equitable service allocation
5. Inclusive service ecosystems and local innovation*	Sandboxes; policy pilots; ethics review	App studios; civic tech accelerators; help desks	GovTech SMEs; local vendors; shared-services marketplaces	Co-creation with civil society; universal design and language access

*Objective 5 is introduced and elaborated in Part 3 below.

Alignment with Continental and Regional Agendas (Compact View)

Framework	DLGEP Contributions (Illustrative)
Agenda 2063 (STYIP 2024–2033)	Inclusive governance; integrated infrastructure; results-based public service; local capacity pipelines
AfDB High 5	<i>Improve Quality of Life</i> (service access), <i>Integrate Africa</i> (interoperability), <i>Industrialize Africa</i> (GovTech SMEs)
Regional Strategies (COMESA/EAC/SADC)	Digitalisation and data harmonisation; municipal qualifications recognition; shared services and knowledge repositories
Agenda for Social Equity 2074	Participatory budgeting; accessibility by design; affordability undertakings; grievance redress; public disclosure

Objective 5: Inclusive Service Ecosystems and Local Innovation

DLGEP extends beyond digitising forms and workflows to cultivate inclusive, locally relevant service ecosystems. Municipal sandboxes and civic tech studios are established under lawful charters to prototype permit flows, inspection routes, and community services, with ethics and accessibility reviews as binding gates. The programme enables GovTech SMEs to co-produce modules—service desks, participatory budgeting interfaces, spatial viewers—under open standards and shared APIs. This objective ensures that digitalisation generates domestic value creation, localized support capacity, and iterative service improvement anchored in real community needs.

**Governance–Education–Social Equity Nexus (Narrative)**

Collectively, DLGEP's objectives strengthen governance by codifying lawful, interoperable e-services and data standards, embedding accountability through audit trails, public dashboards, and participatory instruments. Education is advanced via structured certification pathways for municipal staff—registry stewardship, geospatial analytics, case management—with continuous learning embedded in operating circulars. Markets benefit from predictable permitting cycles, transparent procurement, and reliable local data for planning and logistics, which lower transaction costs and de-risk investment. Social equity is secured through affordability undertakings, inclusive interfaces, multilingual access, and grievance redress mechanisms that convert civic feedback into binding corrective action.

Module–Outcome Mapping (Analytical Table)

DLGEP Module	Operational Capability	Primary Outcome	Secondary Effects
Permit & Licensing Portal	Case intake, identity verification, workflow automation	Shorter service queues; predictable timelines	Reduced informal payments; higher SME formalisation
Local Registries (Property/Business/Civil)	Master data; update governance; audit trails	Improved revenue base; data integrity	Better planning; cross-department interoperability
Spatial Planning Tools (GIS)	Zoning, utilities mapping, route optimisation	Fewer planning errors; safer, efficient infrastructure	Lower rework costs; resilient emergency response
Service Desks & Help Centres	Multichannel intake; SLA tracking; accessibility by design	Transparent citizen interactions	Higher satisfaction; measurable performance for staff development
Participatory Budgeting Interfaces	Civic proposals, deliberation, voting, allocation tracking	Trust and co-ownership of local decisions	Anti-corruption signalling; targeted resource allocation
Revenue Collection & Arrears Management	e-Payments, reconciliation, receivables dashboards	Improved cash flow; fiscal resilience	Investment-grade reporting; lower borrowing costs
Data Governance & Dashboards	Standards, privacy, role-based access, public metrics	Evidence-based policy and disclosure	Continuous improvement; institutional legitimacy
Municipal Sandboxes & Civic Tech Studios	Policy pilots; ethics/accessibility gates; open APIs	Local innovation; GovTech SME activation	Domestic maintenance/support

DLGEP Module	Operational Capability	Primary Outcome	Secondary Effects
			capacity; exportable solutions

Indicative Economic Impact

By standardising permitting and collections, municipalities typically realise reductions in processing time and arrears, measurable as lower administrative unit costs and increased monthly net collections. Spatial intelligence reduces planning errors and rework, producing savings in civil works and utilities routing. Transparent civic interaction and participatory budgeting decrease frictional costs associated with disputes and corrective re-allocations. Together, these channels improve local creditworthiness and investor confidence, stimulate GovTech and construction SMEs, and broaden equitable access to essential services.

Summary of Strategic Objectives and Expected Outcomes

Objective	Expected Outcome	Indicative KPI
1. Institutionalized e-service delivery	Permanent integration of permit/licensing portals and service desks	Number of operational portals; average processing time reduction
2. Transparency and participatory governance	Civic engagement through participatory budgeting and public dashboards	% of budget allocated via participatory processes; citizen satisfaction index
3. Fiscal resilience and revenue integrity	Improved local revenue collection and arrears management	% increase in collections; arrears clearance rate
4. Local data governance and spatial intelligence	Operational GIS tools and lawful data registries	Number of GIS-enabled decisions; compliance with data governance standards
5. Inclusive service ecosystems and local innovation	Activation of municipal sandboxes and GovTech SME participation	Number of SMEs engaged; number of civic tech prototypes deployed

Analytical Linkage to MRV Framework

These objectives shall be codified within the DESA Monitoring, Evaluation, and Learning (MEL) system, ensuring quarterly reporting and public disclosure through the unified dashboard. KPI families will be harmonized with Agenda 2063 indicators and AfDB High 5 targets, enabling cross-walks to continental and regional development agendas. Independent audits will validate compliance with inclusion mandates, accessibility standards, and fiscal integrity benchmarks.

Chapter 4: Institutional Architecture and Governance

The governance architecture of DLGEP is designed to ensure institutional legitimacy, operational accountability, and compliance with ethical and regulatory standards. It establishes a multi-tiered structure that integrates oversight, implementation, and certification functions within the broader DESA governance system, while maintaining alignment with national laws, regional protocols, and international best practices.

Central Oversight

The DESA Central Unit shall serve as the supreme governing authority for DLGEP, responsible for policy formulation, standard-setting, and accreditation. It shall maintain direct accountability to the Creativa Center Board and operate under the provisions of the Institutional Governance Manual. The Central Unit shall also coordinate strategic partnerships with continental and regional bodies, including AfDB, AUC, and COMESA.

National Implementation Units

Each DESA country-level entity (e.g., SUDESA, NADESA) shall establish a DLGEP Implementation Unit under its national steering committee. This unit shall be responsible for programme execution, localization of municipal frameworks, procurement of digital platforms, and coordination with ministries, municipal councils, and private sector actors. It shall report to the DESA Central Unit through quarterly compliance and performance reviews.

Municipal Operating Cells

At the subnational level, Municipal Operating Cells shall be constituted under local government charters to manage day-to-day operations of e-service portals, registries, and participatory budgeting interfaces. These cells shall maintain compliance with DESA standards on ethics, accessibility, and affordability, and shall submit monthly operational reports to the national DLGEP Implementation Unit.

Advisory Board

A DLGEP Advisory Board shall be constituted to provide strategic guidance and technical validation. Membership shall include representatives from AfDB, COMESA, national governments, academia, and civil society. The Advisory Board shall convene biannually to review progress, approve major policy adjustments, and validate compliance with inclusion and accessibility standards.

Compliance Mechanisms

All governance instruments shall be codified under the DESA Institutional Governance Manual. Compliance shall be enforced through quarterly reporting, independent audits, and public disclosure of performance metrics via the DESA Monitoring and Evaluation dashboard. Non-compliance shall trigger corrective action protocols, including suspension of certification privileges and reallocation of funding.

Chapter 5: Implementation Framework

The implementation framework of DLGEP is structured around a three-tier model—Infrastructure, Application, and Capacity—sequenced across three phases: Initiation, Scale-Up, and Consolidation. This design ensures operational feasibility, legal sufficiency, and measurable impact at the municipal and county levels.

Three-Tier Model

- **Infrastructure Tier:** Establishment of secure hosting environments, municipal data centers, and connectivity backbones for e-service portals, registries, and spatial planning tools.



- **Application Tier:** Deployment of interoperable platforms for permits, licensing, participatory budgeting, and revenue collection, integrated with geospatial modules and accessibility features.
- **Capacity Tier:** Development of municipal staff certification pathways, governance training, and civic literacy programmes to ensure sustainability and local ownership.

Sequencing Phases

- **Phase 1: Initiation (Months 0–6)**
Legal adoption of DLGEP by national steering committees; municipal MoUs executed; baseline assessments; procurement of digital platforms; accreditation of initial municipalities.
- **Phase 2: Scale-Up (Months 6–18)**
Deployment of e-service portals and registries across priority municipalities; activation of participatory budgeting interfaces; integration of spatial planning tools; certification of first municipal cohorts.
- **Phase 3: Consolidation (Months 18–36)**
Institutionalization of DLGEP as a permanent function within municipal governance; creation of regional hubs for shared services; formalization of cost-recovery mechanisms through advanced certification tiers and GovTech SME partnerships.

Operational Safeguards

All phases shall incorporate compliance with DESA standards on ethics, accessibility, and affordability. Tariff safeguards shall be applied to prevent exclusion of vulnerable groups, and affordability targets shall be monitored through the unified Monitoring & Evaluation system.

Chapter 6: Fiduciary Architecture and Financing Instruments

The financial architecture of DLGEP is designed to ensure adequacy of resources, predictability of funding flows, and long-term sustainability beyond the initial implementation horizon. It establishes a blended finance model anchored in the DESA Development Fund and complemented by second-lien participation from development finance institutions (DFIs), private sector co-financing, and cost-recovery mechanisms.

Financing Principles

- **Transparency and Accountability:** All financial transactions shall be subject to audit and disclosure under DESA fiduciary standards and AfDB safeguard policies.
- **Diversification of Sources:** Funding shall be drawn from multiple streams to mitigate dependency risk and ensure resilience against fiscal shocks.
- **Value for Money:** Procurement and operational expenditures shall prioritize cost-efficiency without compromising quality or compliance.
- **Alignment with Development Objectives:** Financing instruments shall reinforce Agenda 2063, AfDB High 5 priorities, COMESA digitalisation strategy, and Agenda 2074 goals.

Sources of Financing

- **DESA Development Fund:** Primary source of financing for DLGEP under its governance modernization portfolio.



- **African Development Bank (AfDB):** Second-lien financier providing concessional loans, grants, and technical assistance through sector-specific windows.
- **Private Sector Co-Financing:** Strategic partnerships with technology providers, GovTech SMEs, and telecom operators for in-kind contributions (software licenses, cloud credits) and internship stipends.
- **Development Finance Institutions and Donors:** Additional resources mobilized for accessibility and civic engagement components.
- **Cost-Recovery Mechanisms:** Revenue streams generated through advanced certification fees and shared-service subscriptions, structured to ensure affordability while contributing to programme sustainability.

Tariff Safeguards and Affordability Targets

Municipal service fees and platform subscription costs shall be regulated under DESA affordability benchmarks to prevent exclusion of vulnerable groups. Subsidies and exemptions shall be instituted for low-income households, financed through donor contributions and CSR allocations.

Chapter 7: Compliance and Ethics

DLGEP shall operate under binding compliance and ethical standards to ensure lawful, transparent, and equitable administration of subnational digital governance. These standards are enforceable under the DESA Institutional Governance Manual, municipal operating circulars, and the national DESA steering committee's resolutions. Compliance is evidenced through documented controls, public reporting, and independent audit.

Legal Bases and Scope of Compliance.

The programme's obligations derive from national law, municipal charters, and DESA's codified instruments, including the Data Governance Protocol, the Accessibility and Inclusion Standard, and the Affordability Undertaking. DLGEP constitutes a compulsory programme wherever DESA undertakes municipal or county-level enablement. Its purpose is to lawfully institutionalise e-services, registries, spatial intelligence, participatory budgeting, and local revenue integrity while safeguarding privacy, due process, and equal access.

Data Protection and Privacy.

All platforms—permit/licensing portals, registries, spatial systems, service desks—shall enforce encryption at rest and in transit, role-based access controls, immutable audit trails, and lawful retention/disposal schedules. Cross-department data use requires documented purpose limitation and registrar authorisation; cross-border exchange (where applicable) requires harmonised standards validated by the national DESA steering committee and recorded in audit logs.

Algorithmic Transparency and Fairness.

Where algorithmic scoring or prioritisation is used (e.g., queue management, risk flags for arrears or inspections), DLGEP mandates pre-deployment fairness tests, model cards, and explainability reports accessible to oversight bodies. Human-in-the-loop is compulsory for decisions affecting rights, entitlements, or sanctions. Bias counters and error bounds shall be disclosed to municipal controllers and included in annual audit scopes.

Accessibility and Inclusion Safeguards.

DLGEP enforces universal design across all citizen-facing interfaces, including assistive technologies (text-to-speech, dyslexia-friendly readers, numeric visualisation), multilingual access, and alternative service channels for low-connectivity constituencies. Inclusion targets for women, youth, and persons with disabilities are codified in operating circulars and verified through accessibility conformance statements and beneficiary feedback loops.

Affordability and Tariff Safeguards.

Municipal fees and subscription costs for shared services shall be subject to affordability benchmarks, with documented fee waivers and subsidies for vulnerable groups. Any revision of tariffs requires prior disclosure, public comment windows, and steering committee validation.

Grievance Redress and Whistleblower Protection.

A two-tier grievance system shall operate at municipal and national levels. Municipal Service Desks register complaints, acknowledge within defined timelines, and track corrective action to closure. The national DLGEP Implementation Unit adjudicates escalations, issues binding remediation orders, and protects complainants from retaliation. Findings and resolutions are disclosed through the DESA public dashboard.

Audit Obligations and Enforcement.

Independent audits shall be conducted annually, covering financial stewardship, accessibility conformance, algorithmic governance, and data protection. Quarterly compliance reports are submitted by municipal operating cells to the national DLGEP Unit and consolidated for public disclosure. Material non-compliance triggers corrective action plans, funding conditionalities, suspension of accreditation, or de-accreditation.

Obligation–Evidence–Cadence Matrix (Compact View).

Obligation	Instrument	Responsible Entity	Evidence of Compliance	Cadence
Data protection & privacy	Data Governance Protocol	Municipal Registrar; DLGEP Unit	Access logs; DPIAs; encryption/config reports	Quarterly / Annual
Algorithmic transparency & fairness	Model cards; Explainability reports	Municipal Controllers; DLGEP Unit	Bias audit certificates; human-in-loop records	Pre-deployment / Annual
Accessibility & inclusion	Accessibility & Inclusion Standard	Service Desk; Accessibility Officer	Conformance statements; beneficiary feedback	Quarterly / Annual
Affordability safeguards	Affordability Undertaking	Municipal CFO; DLGEP Unit	Tariff notices; waiver/subsidy registers	Prior to changes / Quarterly
Fiscal integrity	Operating Circulars; SLAs	Municipal CFO; Internal Audit	Reconciliations; arrears dashboards	Monthly / Quarterly

Obligation	Instrument	Responsible Entity	Evidence of Compliance	Cadence
Public disclosure & MRV	MEL Framework; Dashboard policy	DLGEP Unit; DESA Central Unit	Published KPIs; audit summaries	Quarterly / Annual

Graduated Enforcement (Indicative).

Trigger	Action	Authority
Minor deviation	Advisory notice and remediation checklist	Municipal Controllers
Repeated non-compliance	Time-bound corrective action plan	National DLGEP Unit
Material breach (rights/fiduciary)	Funding conditionality or suspension	DESA Central Unit
Persistent breach	De-accreditation and partner exit	DESA Central Unit

Chapter 8: Regional Replication and Integration

The regional replication design establishes a legally coherent and operationally feasible pathway for cross-border adoption within COMESA, EAC, and SADC. DLGEP harmonises municipal enablement with regional digitalisation strategies, ensuring mutual recognition of credentials, interoperability of data standards, and portability of service modules across participating jurisdictions.

Harmonisation Vectors.

Replication proceeds through alignment of data schemas for permits, property and business registries, and spatial layers; adoption of shared API specifications and codebooks; and recognition of municipal staff certifications under DESA accreditation. Regional tasking includes cross-jurisdiction peer review, pooled procurement, and shared examinations overseen by the DESA Central Unit.

Shared Services and DESA Hubs.

A hub-and-spoke model is instituted to host shared infrastructure—secure cloud tenancy, learning platforms with accessibility features, spatial services, participatory budgeting modules—and to maintain consolidated registries of accredited municipalities, trainers, and auditors. National DESA units operate as spokes, localising portals and workflows while leveraging pooled resources, faculty exchanges, and joint audits.

Portability and Interoperability.

DLGEP establishes a unified certification register and a catalogue of portable application modules (permit flows, service desks, revenue dashboards, spatial viewers). Portability is guaranteed through common exam blueprints, assessor codes, proctoring standards, and documented equivalence mappings. Interoperability is enforced via versioned API contracts, test suites, and conformance statements signed by municipal controllers.

Knowledge Platforms and Peer Review.

Regional repositories maintain lesson plans, lab protocols, accessibility statements, sandbox case studies, and audit findings. Periodic peer reviews benchmark practice, close conformance gaps, and publish anonymised improvement notes to the DESA knowledge base for replication by other municipalities.

Compliance in Regional Operations.

Quarterly replication reports are filed by national units; biannual regional reviews validate progress and adjudicate adjustments. Cross-border data exchange occurs only under harmonised standards recorded in audit trails, with explicit registrar approvals and documented purpose limitation. Inclusion safeguards remain binding, with participation targets for women and youth codified in operating circulars and verified through MRV.

Regional Alignment (Compact Table).

Regional Body	Harmonisation Focus	DLGEP Artefacts	Portability Mechanism
COMESA	Digitalisation, data standards, trade facilitation	Shared APIs; registry schemas; dashboard lexicons	Unified certification register; joint examinations
EAC	Municipal qualifications recognition; e-governance	Training curricula; assessor codes; audit templates	Equivalence mappings; proctoring standards
SADC	Spatial planning and utilities; service affordability	GIS codebooks; tariff safeguards; accessibility kits	Conformance statements; pooled procurement

Through this architecture, DLGEP provides a replicable, interoperable, and auditable pathway for subnational digital governance, enabling municipalities and counties to deliver reliable e-services, plan infrastructure with evidence, and manage local data lawfully and efficiently—while preserving affordability, accessibility, and public trust.

Chapter 9: Programme Benefits and Economic Rationale

DLGEP delivers measurable structural benefits across governance efficiency, fiscal resilience, and social equity, translating policy intent into quantifiable economic outcomes. By institutionalizing e-service delivery and lawful data governance, municipalities reduce transaction costs, accelerate service timelines, and improve revenue integrity. These gains strengthen local creditworthiness, attract investment, and stimulate GovTech and construction SMEs, creating multiplier effects across the local economy.

Primary Benefit Channels.

- **Service Efficiency:** Digital permit and licensing portals reduce average processing time by 40–60%, eliminating queues and informal payments.
- **Revenue Integrity:** Automated invoicing and arrears dashboards increase collection rates by 15–25%, improving municipal liquidity and budget predictability.



- **Planning Accuracy:** Spatial intelligence reduces civil works rework costs by up to 20%, mitigating overruns and environmental risks.
- **Civic Trust and Participation:** Participatory budgeting interfaces enhance transparency and reduce dispute-related costs, fostering co-ownership of local decisions.
- **Market Activation:** GovTech SMEs engaged in sandbox environments generate local innovation, maintenance capacity, and exportable solutions.

Indicative Economic Impact Table.

Benefit Channel	Mechanism	Indicative KPI
Service efficiency	Workflow automation; SLA tracking	Avg processing time reduction; citizen satisfaction
Revenue integrity	e-Payments; reconciliation; arrears dashboards	% increase in collections; arrears clearance rate
Planning accuracy	GIS zoning; utilities mapping	% reduction in rework costs; compliance with codes
Civic trust and participation	Participatory budgeting; public dashboards	% of budget via participatory process; grievance resolution rate
Market activation	GovTech SME engagement; sandbox pilots	Number of SMEs onboarded; number of prototypes deployed

Strategic Contribution.

DLGEP advances Agenda 2063's Second Ten-Year Implementation Plan by embedding inclusive governance and integrated infrastructure at the local level. It reinforces AfDB High 5 priorities—*Improve Quality of Life* and *Integrate Africa*—through transparent service delivery and interoperable municipal systems. Normatively, it operationalizes Agenda for Social Equity 2074 by institutionalizing accessibility, affordability, and participatory governance as binding obligations.

Chapter 10: Measurement, Reporting, and Verification (MRV)

The MRV framework for DLGEP is established as a binding instrument to ensure transparency, accountability, and continuous performance improvement. It operates under the unified DESA Monitoring, Evaluation, and Learning (MEL) system and is harmonized with Agenda 2063 indicators, AfDB reporting protocols, and COMESA digitalisation benchmarks.

Purpose and Principles

- **Performance Measurement:** Assess achievement of objectives in service delivery, fiscal resilience, and civic engagement.
- **Compliance Assurance:** Verify adherence to ethical standards, accessibility obligations, and fiduciary safeguards.
- **Strategic Alignment:** Ensure contribution to continental and regional development agendas.



KPI Families

- **Governance Efficiency:** Number of operational portals; average processing time reduction; SLA compliance rate.
- **Fiscal Integrity:** % increase in collections; arrears clearance rate; reconciliation accuracy.
- **Civic Engagement:** % of budget allocated via participatory processes; grievance resolution rate; citizen satisfaction index.
- **Accessibility and Inclusion:** Accessibility compliance score; % participation by women and youth; beneficiary feedback ratings.
- **Strategic Impact:** Alignment with Agenda 2063 indicators; interoperability achieved within COMESA corridors.

Reporting Cadence

- **Monthly Operational Reports:** Submitted by municipal operating cells to national DLGEP units.
- **Quarterly Compliance Reports:** Consolidated by national units for DESA Central Unit review.
- **Biannual Advisory Board Reviews:** Validation of progress and strategic alignment.
- **Annual Public Performance Report:** Disclosure of aggregated results on DESA's unified MEL dashboard.

Verification and Audit

Independent audits shall validate data integrity, ethical compliance, and accessibility conformance. Findings shall be disclosed publicly and integrated into corrective action plans where necessary.

Chapter 11: Stakeholder Engagement and Capacity Building

DLGEP's effectiveness depends on structured engagement with a defined constellation of public authorities, municipal administrations, academic partners, private sector actors, and civil society organisations. Engagement is institutionalised through formal instruments and measured through the unified DESA Monitoring, Evaluation, and Learning system, ensuring that capacity building is permanent, auditable, and aligned with national and regional priorities.

Government and Subnational Authorities.

Prime, Finance/Planning, Local Government, ICT/Digital, and Interior/Justice ministries shall serve as custodians of legal sufficiency, fiscal integration, and data governance, while municipal councils and county executives shall act as operational principals for portals, registries, spatial systems, and participatory budgeting. Line departments (works, land, water and sanitation, public health, markets, revenue) shall appoint domain focal points to manage data quality, workflows, and accessibility compliance.

Academic and Training Institutions.

Public administration schools, polytechnics, universities, and accredited TVETs shall deliver modular training and certification aligned to DLGEP's competency map. Faculties of GIS/urban planning, information systems, and law shall co-develop curricula for registry stewardship, spatial analytics, case management, and administrative law and ethics.

Private Sector and Utilities.

GovTech SMEs, system integrators, telecoms/ISPs, payments providers, and utilities shall participate under vendor-neutral frameworks, shared-services SLAs, and open-standards commitments. They shall contribute to municipal sandboxes, interoperability test suites, and knowledge repositories, while adhering to affordability undertakings and accessibility standards for citizen-facing modules.

Civil Society and Inclusion Partners.

Consumer associations, disability advocacy networks, local chambers, women and youth organisations, and legal aid clinics shall participate in co-design of service flows, accessibility audits, grievance redress monitoring, and participatory budgeting facilitation. Their role is codified through consultative schedules and evidence requirements in the MEL framework.

Capacity-Building Architecture (Tracks and Certifications).

Capacity building is a standing function. Certifications are portable across jurisdictions and co-endorsed by national DESA units and, where applicable, regional bodies.

Track	Target Role(s)	Competency Cluster (Indicative)	Assessment & Evidence
Governance & Case Management	Case Managers; Service Desk Leads	Administrative law and due process; workflow design; SLA management; grievance handling; accessibility by design	Proctored exam; live case audit; accessibility conformance statement
Registry Stewardship & Data Quality	Municipal Registrars; Records Officers	Master-data governance; data lineage; validation rules; lawful retention/disposal; audit trails	Data quality scorecards; registrar attestation; audit sampling
Spatial Intelligence (GIS)	Planners; Engineers; Inspectors	Zoning and land-use; utilities mapping; route optimisation; environmental and safety overlays; emergency response layers	GIS lab practicum; scenario exercise; planning decision dossier
Revenue Integrity & e-Payments	CFO teams; Revenue Officers	Receivables lifecycle; reconciliation; arrears management; e-payment gateways; affordability safeguards	Reconciliation walkthrough; arrears dashboard; policy compliance check
Accessibility & Inclusion	Accessibility Officers; UX Leads	Universal design; assistive technologies; multilingual access; inclusion targets; beneficiary feedback loops	Accessibility testing logs; user panels; beneficiary satisfaction index
Data Governance & Privacy	Data Protection Officers; System Owners	Role-based access; encryption and key management; DPIAs; purpose limitation; cross-department and cross-border controls	DPIA register; access log review; incident drill



Track	Target Role(s)	Competency Cluster (Indicative)	Assessment & Evidence
Participatory Budgeting & Civic Tech	Budget Facilitators; Community Liaisons; SMEs	Deliberation protocols; proposal intake; voting systems; disclosure; open APIs; sandbox ethics	Pilot cycle report; ethics review record; code and API conformance note

Faculty Enablement and Train-the-Trainer.

A municipal faculty registry is maintained at the DESA Central Unit. Trainers must hold an advanced tier certification and complete pedagogy modules on adult learning and inclusion. Recertification occurs on a fixed calendar and is contingent on audit results and learner outcomes.

Engagement Cadence and Evidence.

Monthly municipal operating reports feed into quarterly national consolidation for Steering Committee review. Biannual stakeholder consultations are minuted and published. All learning events produce attendance registers, pre-/post-assessments, and remediation plans for identified gaps.

Chapter 12: Participation and Partnership Framework

The participation and partnership framework defines lawful entry, obligations, and exit conditions for all parties engaging in DLGEP. Instruments are standardised across DESA units to preserve neutrality, enforce affordability, and guarantee portability of capacities and credentials.

Entry Instruments and Scope.

Participation is formalised through Memoranda of Understanding, Operating Circulars, and, where applicable, Service-Level Agreements and Affordability Undertakings. Instruments are executed by authorised representatives, registered with the national DESA steering committee, and monitored by the DESA Central Unit for conformity.

Instrument	Purpose	Mandatory Clauses (Indicative)
Memorandum of Understanding	Legal basis for cooperation; scope; term	Roles and responsibilities; data exchange; inclusion commitments; dispute resolution; termination
Operating Circular	Procedural and technical obligations	Accreditation/recertification; exam and proctoring standards; accessibility and privacy controls; reporting and MRV
Service-Level Agreement	Performance obligations for shared services and municipal sandboxes	Uptime and response metrics; change control; incident management; corrective action; cost transparency
Affordability Undertaking	Tariff safeguards and targeted exemptions	Fee caps; subsidy/waiver registers; public notices; revision protocols
Data Governance Addendum	Privacy, security, and interoperability	Role-based access; encryption; DPIAs; audit trails; cross-department/cross-border conditions



Instrument	Purpose	Mandatory Clauses (Indicative)
Open-Standards Commitment	Interoperability and vendor neutrality	API/versioning; test suites; escrow for critical schemas; conformance statements

Eligibility and Entry Conditions.

Applicants must demonstrate (i) institutional capacity and governance maturity appropriate to their role, (ii) compliance history free of unresolved material audit findings, (iii) inclusion plans with measurable targets, (iv) open-standards readiness and API conformity, and (v) agreement to affordability undertakings where citizen-facing charges apply. Utilities and payments partners shall evidence licences and consumer protection compliance. GovTech SMEs shall provide code security attestations and support SLAs.

Compliance, Reporting, and Enforcement.

Quarterly compliance reports and annual independent audits are mandatory. Material deviations trigger corrective action plans, funding conditionalities, suspension, or exit pursuant to the graduated enforcement regime under the DESA Institutional Governance Manual. Findings are summarised on the public dashboard to preserve civic trust.

Risk Allocation and Safeguards.

Operational risk resides with the service operator; data protection risk with the data controller (municipal registrar or designated officer); algorithmic risk with the model owner as identified in model cards and explainability reports; financial risk with the contracting party according to the SLA. Force majeure and cybersecurity incidents are governed by incident response playbooks, with notification windows and post-incident remediation validated by audits.

Co-Investment and PPP Options.

Where appropriate, municipalities may enter PPPs for shared platforms, call centres, or spatial services, subject to procurement law and DESA vendor-neutrality standards. Risk-sharing may include outcome-based payments linked to verified reductions in processing time, increases in reconciled collections, or accessibility compliance scores.

Calls to Action (CTAs).

Partner Class	Action Sought	Entry Path	Value Proposition
Sovereign & DFIs	Second-lien concessional finance; results-based grants for inclusion and accessibility	MoU + Financing Agreement + Operating Circular	High-integrity fiduciary architecture; public MRV; measurable performance-based disbursements
Municipalities & Counties	Adoption of DLGEP portals, registries, GIS, and participatory budgeting	MoU + Operating Circular + SLA	Reduced queues; revenue integrity; public trust; portability of staff credentials

Partner Class	Action Sought	Entry Path	Value Proposition
GovTech SMEs & Integrators	Module co-production; sandbox participation; local maintenance/support	MoU + SLA + Open-Standards Commitment	Access to standardised APIs; predictable procurement; regional replication via DESA hubs
Telecoms/ISPs & Payments	Secure hosting, connectivity, and e-payment rails with affordability safeguards	MoU + SLA + Affordability Undertaking	Stable volumes; reputational uplift; participation in regional shared services
Academia & TVETs	Delivery of certification pathways; assessor pools; joint research	MoU + Accreditation + Operating Circular	National recognition; regional portability of credentials; funded faculty enablement
Civil Society & Inclusion Networks	Co-design; accessibility audits; grievance oversight	MoU + Observer Protocol	Formal role in participatory budgeting; transparency; evidence-based influence on corrective action

Exit and Transition.

Orderly exit requires data hand-back, escrow release of critical schemas where applicable, and a 90-day transition plan to preserve service continuity. Persistent non-compliance or wilful breach triggers accelerated transition under DESA enforcement provisions.

Chapter 13: Usage and Capacity — Subnational Demand Justification

Purpose and Method

This chapter provides an evidence-based, auditable estimate of traffic volumes and peak-hour concurrency that municipal and county systems will need to sustain when DLGEP is implemented. Figures combine (i) continental baselines for mobile data usage and affordability constraints, (ii) activity-specific benchmarks for video, collaboration, portals, and payments, and (iii) peak concurrency modelling appropriate for service desks, permit portals, council sessions, and citizen streaming. These inputs justify fiber backbones, metro rings, and shared service platforms under DLGEP.

Continental Baselines and Growth Trajectories

Authoritative mobility analyses show Sub-Saharan Africa's present-day smartphone data use around 5–7 GB/month, with trajectories rising to ~12–17 GB/month by 2030–2031 depending on sub-region and scenario. This confirms latent demand that fiber unlocks as affordability improves and services digitize. Concurrent ITU diagnostics underline affordability and usage gaps, especially in rural areas, reinforcing the case for cost-efficient, high-capacity municipal infrastructure and inclusive tariffs.

Activity Benchmarks (Citizen & Municipal)

- **On-demand video (education, civic information, local media): ~1 GB/hour (SD), ~3 GB/hour (HD), ~7 GB/hour (UHD) per platform guidance.**



- **YouTube live/ingest bitrates (council streams & public briefings):** recommended ~4–12 Mbps for 1080p streams and ~30–35 Mbps for 4K @ 30–60 fps; municipalities typically stream at **1080p 30–60 fps**.
- **Enterprise collaboration (Teams) for municipal staff:** HD calls ~1.2–2 Mbps per participant; group sessions scale near 2 Mbps per stream and benefit from QoS.
- **VoIP (WhatsApp) for citizen service lines:** voice ~0.7 MB/min and video near ~1 Mbps (measured).

Reference Locality and User Cohorts

For planning, we model a metropolitan capital and surrounding counties with 1,000,000 active users and a municipal workforce of 10,000 staff (including service desk agents, registrars, inspectors, planners, and finance officers). This can be rescaled proportionally for smaller municipalities, and aggregated for regional backbones.

Monthly Demand Scenarios (1,000,000 citizens)

Using conservative profiles consistent with baselines and activity usage:

Scenario	Per-user monthly usage	Aggregate per month	Aggregate per year
Baseline (current SSA mobile behaviour)	6.7 GB	≈ 6.39 PB	≈ 76.68 PB
Activation (post-fiber, municipal e-services + media)	20 GB	≈ 19.07 PB	≈ 228.88 PB
Full utilisation (education, civic streaming, portals)	50 GB	≈ 47.68 PB	≈ 572.20 PB
Activity-based moderate (daily mix)*	~39.2 GB	≈ 37.40 PB	≈ 448.85 PB

*Daily mix illustration: 45 minutes SD video (~0.75 GB), 20 minutes group collaboration (~0.30 GB at ~2 Mbps), 20 minutes VoIP (~0.014 GB), plus 0.25 GB for portals/social/app updates → ~1.31 GB/day → ~39.2 GB/month.

Interpretation for AfDB: Even a moderate activation case (~19 PB/month) requires robust metro rings and shared caching/CDN layers. The full utilisation case (~48 PB/month) is plausible as education, health, and local media adopt streaming, and portals reach scale.

Municipal Workforce Traffic (10,000 staff)

- **Teams collaboration & video meetings:** assume 15% concurrent participation at ~2 Mbps → ~3 Gbps peak.
- **Council live streams (two concurrent sessions):** 1080p@30–60 fps at ~4–12 Mbps per stream → ~24 Mbps (plus redundancy and audience egress).
- **Portal operations & registries:** CRUD and workflow traffic is modest per user but requires high availability and low latency; design for >5,000 TPS headroom in peak filing periods (permits/taxes), backed by active-active database clusters.

Peak-Hour Concurrency (Citizen + Staff)

Citizen concurrency at peak hour (evening/weekend), combined with staff collaboration during business hours, yields the following indicative backbone requirements for a 1,000,000-user city:

Concurrent Activity	Share of population	Per-user rate	Aggregate throughput
SD streaming	5% (50,000 users)	~1 Mbps	~50 Gbps
HD streaming	1% (10,000 users)	~3 Mbps	~30 Gbps
Group collaboration (Teams)	0.5% (5,000 users)	~2 Mbps	~10 Gbps
Total peak (citizen)			~90 Gbps

Municipal staff traffic adds ~3–5 Gbps during working hours, with bursts around council meetings and portal deadlines (tax/permit cycles).

Engineering note: Design backhaul for ≥ 100 –120 Gbps peak with N+1/N+2 redundancy, QoS for real-time collaboration, CDN/offload for popular content, and edge caching for portals and civic media. These figures align with platform-level video and collaboration benchmarks and continental usage growth.

Affordability, Inclusion, and Tariff Safeguards

ITU reports confirm affordability remains the binding constraint in Africa; municipal service design must pair capacity with fee caps, subsidies, and inclusive access channels to avoid reproducing the usage gap. DLGEP codifies Affordability Undertakings, accessibility standards, and multichannel service desks to ensure equitable uptake, which in turn validates infrastructure investments through real usage rather than latent demand.

Financing Implications for funders

- **Capex justification:** Metro fiber and backbones sized to ≥ 100 Gbps peak, shared platforms scaled to ~20–50 PB/month demand profiles, with active-active clusters and regional hubs for pooled procurement and maintenance.
- **Results-based disbursement:** Link tranches to verified reductions in processing time, increases in reconciled collections, accessibility compliance scores, and portal uptime, all published via DESA’s MRV dashboard.
- **Sustainability:** Unit costs are lowered through shared services, open-standards modules, and local GovTech maintenance capacity cultivated under DLGEP’s capacity tracks.

Closing Statement

The DESA Local Government Enablement Programme (DLGEP) is hereby affirmed as a sovereign, ethical, and scalable instrument for subnational digital governance under the DESA architecture. It institutionalizes e-service delivery, lawful local registries, spatial intelligence, participatory budgeting, and revenue integrity across municipalities and counties, converting policy intent into durable administrative capacity and measurable public value.

DLGEP advances Agenda 2063: Second Ten-Year Implementation Plan (2024–2033) by embedding inclusive governance and integrated infrastructure at the local level, and reinforces the AfDB High 5



priorities—notably *Improve Quality of Life* and *Integrate Africa*—through interoperable municipal platforms and verified service improvements. Normatively, it is anchored in Agenda for Social Equity 2074, enforcing accessibility, affordability, and participatory rights as binding obligations across all citizen-facing interfaces and workflows.

From a fiduciary and engineering standpoint, the programme is bankable and auditable. The usage and capacity analysis demonstrates that a moderate activation profile (≈ 37 PB/month; ≈ 448 PB/year for one million active users) paired with a peak-hour design envelope of ~ 100 – 120 Gbps provides sufficient headroom for municipal portals, collaboration, council streams, and citizen media without congestion externalities. These figures are consistent with published video and collaboration benchmarks and with regional usage trajectories as affordability improves and services digitize. Financing structures—DESA Development Fund, second-lien participation by DFIs (including AfDB), PPP modules, and cost-recovery mechanisms—combine transparency with performance-based disbursement tied to verified reductions in processing time, increases in reconciled collections, accessibility conformance, and portal uptime.

Operationally, DLGEP's three-tier implementation model (Infrastructure, Application, Capacity) and sequenced phasing (Initiation, Scale-Up, Consolidation) ensure legal sufficiency, interoperability, and institutional permanence. Governance is enforced through the DESA Central Unit, national implementation units, municipal operating cells, and an advisory board with regional representation. Compliance and ethics are codified in DESA instruments—data protection, algorithmic transparency, accessibility, affordability—and verified through quarterly reporting, independent audits, and public disclosure on the unified DESA MEL dashboard.

Regionally, DLGEP is designed for replication and integration within COMESA, EAC, and SADC through shared services, portable certifications, and harmonized data/API standards, enabling labour and knowledge mobility and pooled procurement benefits. The partnership framework provides clear entry instruments (MoUs, Operating Circulars, SLAs), vendor-neutral open-standards commitments, and graduated enforcement, ensuring that risk is allocated transparently and service continuity preserved through orderly transition provisions.

Accordingly, DLGEP stands ready for sovereign adoption and AfDB financing. It delivers a pragmatic pathway for municipalities and counties to govern with evidence, serve with transparency, plan with intelligence, and include with fairness—advancing national competitiveness and social equity within a regional system expressly designed for interoperability, resilience, and growth.