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**AFRICAN CARTOGRAPHY SEARCH FOR A NEW DYNAMIC
FOR ITS INSERTION INTO DEVELOPMENT PROJECTS
(AOCRS)**

AFRICAN ORGANIZATION OF CARTOGRAPHY AND REMOTE SENSING

**AFRICAN CARTOGRAPHY
SEARCH FOR A NEW DYNAMIC
FOR ITS INSERTION INTO
DEVELOPMENT PROJECTS**

**REPORT SUBMITTED
TO THE 9THE UNITED NATIONS REGIONAL CARTOGRAPHIC
CONFERENCE FOR AFRICA**

**Addis Ababa
Nov.1996**

Presented by UNIS MUFTAH

REPORT

The investigation described in this report was initiated by remarks made not only by public and private managers responsible for designing or carrying-out development projects, but also by technical officials and especially by various bilateral and multilateral funding organizations.

In 1985, the World Bank undertook an expert examination of 1000 development projects which it had financed, in order to evaluate the results obtained and to examine failures, if they existed. That analysis showed that, with a few specific differences due, in particular, to physical difficulties, local contexts, climatic conditions and the diligence of executive personnel : in East Africa, a little more than one project out of two, was a failure and in West Africa, one out of three.

Many National Officials participating at the sixth United Nations Regional Cartographic Conference for Africa, November 1986 agreed that the **ABSENCE OF ADAPTED CARTOGRAPHY** is **ONE** of the **MAIN CAUSES OF FAILURE, DELAY, OR POSTPONEMENT, OR EVEN ABANDON** of certain development projects, inserting themselves fully into the framework of the recommendations of the Heads of States and Governments listed in the Lagos Action Plan and the Priority Programme for the Economic Recovery of Africa. They followed the many resolutions adopted by the various United Nations Regional Cartographic Conferences for Africa.

During that Sixth United Nations Regional Cartographic Conference for Africa, the participants insisted and stressed the fact that, in numerous cases, those persons responsible for carrying-out development projects are confronted from the very beginning by the absence of cartography adapted to these development projects.

The African Organization of Cartography and Remote Sensing (AO CRS), was made responsible to search for the best-adapted means for making an enquiry as complete as possible so as to avoid the known and detected mistakes and to make concrete suggestions for new management procedures.

After a preliminary proposal made by the (AO CRS) on 20 September 1988, a certain number of discussions took place with international organizations and, in particular, with the European Communities Commission in Brussels. The final version of the request was submitted to the Direction Generale du Développement (DG VIII) of the European Communities Commission on 18 January 1989.

The main objectives of the investigation were :

to identify the causes of development projects difficulties

to identify the existing financial, equipment, physical and personnel resources

to search and compile sufficient reliable data for analyzing the situation

to determine detailed aspects of the project, making possible an examination of its timeliness and its coherence with sectorial politics as well as the drafting of a financial proposal

to take into consideration an active participation of decision-makers, planners, executive personnel whether local, exterior or international beneficiaries

to elaborate the analysis of the results and to suggest a follow-up programmes

- Conclusions and future proposals.

Before presenting the history of the different stages of carrying-out the investigation, it appears to be important to mention that such an operation had to take into account realities often discordant. The conclusions to be drawn or final suggestions to be proposed were to be submitted to senior officials in 47 African countries having an extremely-wide range of situations, resources, applied methodologies, as well as differents directives issued by their respectives governments.

However, the importance of the stake was so great that the (AOCRS) accepted to hold such a wager.

The history of the various activities and interventions is given below.

After signature of the contract and preparation of the investigation methodology tools, the activities were divided into two phases :

FIRST PHASE (from August 1990 to December 1991)

A coordinator for the project was appointed.

A group of experts were selected in four different African regions, in order to profit from various backgrounds ; West Africa, Central Africa, East Africa, Southern Africa, their respective governments were approached in ordre to obtain their agreements.

The questionnaire drawn-up in English and French contained questions divided into seven sections which concerned :

- 1) Identification of the organization
- 2) Basic survey networks for the country (situation and probable evolution) for geodesy, levelling, gravimetry, aerial photo coverage, satellite coverage, etc.
- 3) Cartographic situation, revision procedures and probable evolution
- 4) Executing organisms and their resources
- 5) Training and research facilities
- 6) Personnel
- 7) Development projects :
 - identification (conforming with a proposed nomenclature)
 - local centralizing or initiating organisms
 - listing of (short-term) foreseeable projects
 - listing of projects which had failed or had encountered difficulties due to the absence or inadequate cartography
 - proposals for the most adapted solutions in each country for including cartography in development projects.

In order to ensure that replies to questions were sufficient, without being too long, and that they would be coherent, it was decided to undertake a rapid test in each of the countries of the experts present selected above.

That test completed enabled us to put, the questionnaire into its final form which was then sent to the 47 countries in April 1991.

The replies took rather a long time to reach the AOCRS, but by April 1992, 29 countries had replied. Nearly 11 countries could not reply as they were confronted with various problems, particularly political ones, preventing them from giving priority to cartographic problems. The percentage obtained (nearly 80%) appeared to be sufficient for drawing somme general conclusions.

The following countries were visited with a certain amount of success : Mauritania, Chad, Niger, Ivory Coast, Togo, Uganda, Kenya, Rwanda, Madagascar, Mozambique, Lesotho, Benin, Cameroun, Zimbabwe, Namibia.

In order to complete those data, visits were organized to multiple sources outside-Africa, either during international conferences or during short specific visits.

The analysis of the replied questionnaires and the data obtained from sources outside-Africa should have been completed at the end of that first phase and 1991 but the necessity to obtain certain details and to coordinate replies made it mandatory to begin, without waiting, the end of the first phase.

SECOND PHASE (from January 1992 to April 1993)

In order to facilitate the analysis of the replies received, it appeared basically necessary to ask the experts to undertake a certain number of circular-journeys making it possible to complete or refine the information received and to obtain details on certain data from officials.

A frist selection of nine institutions were being considered at the end of the investigation ; that selection will be presented to the various countries concerned to obtain their approval.

At the end of that second phase and noting the large number and wide range of proposed suggestions, it apperared necessary to consult certain other experts who had had wide African experience in the concerned domains.

Advice, recommendations and suggestions were thus obtained from experts and responsables of the following Institutions.

Regional Centre for Services in Surveying Mapping and Remote Sensing, Nairobi, Kenya

Ordnance Survey International

International Training Center,
Enschede

Institut Geographique National France

University of Toronto in Missisanga

CONCLUSIONS AND RECOMMENDATIONS

Following the results of these investigations, AOCRS presents below : Firstly a list of proposals for actions which appear to be necessary. Secondly recommendations which, depending on the case, and local contexts will be sent to decision-makers.

Those proposals and recommendations, have as final objective :

"SEARCH FOR A NEW DYNAMIC FOR INSERTING THE NECESSARY AND ADAPTED CARTOGRAPHY INTO DEVELOPMENT PROJECTS."

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AOCRS PROPOSES

-to proceed rapidly to the setting-up of a Group of Experts composed of available Africans who, on request from countries, would be willing to advise or support local organisms which need to be set-up, developed, or need advice on technical or management procedures.

-to use all means to make officials such as economic and technical actors, decision-makers, financers, producers, users, etc, aware of the benefits of cartography and of the need to give it a high priority because it leads to successful development projects.

-to set-up an African cartographic databank and to ensure that it is regularly up-dated.

-to continue the analyse of identified national institutions and to make every effort to enable them to attain maximum effectiveness in the domains related to the tasks defined for them, enabling them later on to serve as models.

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In order to attain these objectives

AOCRS RECOMMENDS to political authorities

A) that National Geographic Information Committees headed at the ministeriel level -should be set-up where they do not already exist-and to make such Committees responsible for :

- Identifying basic requirements in Geographic Information and to up-date regularly that identification taking into account the National Development Plan,

- coordinating programming, financing and project-execution activities

B) that one single High Interministrial Authority should define the need of cartographic activities, elaborate the 5 years plans for cartographic projets and should be responsible for financing development projects and also for seeking the best-adapted financing by maintaining contacts with funding organizations

C) that the first priority should be the setting-up of a single organism to collect, store, conserve, maintain and distribute all geographic information documents

D) that National Cartographic Institution in each country should have a juridical personnalite have a financial autonomy and should be responsible for :

- reconsidering critically the traditional standards and assist the National Commitee to identify priority needs and to define programmes

- ensuring that the various actors are made aware of the low cost of cartographic studies when compared to the total costs of development projects.

E) that at the national level there should be ensured the

- Annual Form of Budget, if necessary, in conformity with a long-term budgetary plan, i.e a guarantee of annual resources for undertaking programmes defined by the high Interministerial authority and also ensuring equipment maintenance

- training programme

- investment programme

F) that legal texts should be enacted for imposing the necessary coordinations, and the uniqueness of action so avoiding the launching of parallel activities or those not sufficiently prepared in advance which give rise to useless expenditures

G) that original, local or external financial solutions should be sought and that even auto-financing should be considered, e.g. setting-up a Cartography for Development Fund similar to road and other funds.