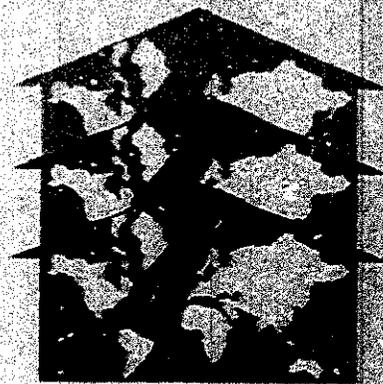


**END OF MISSION REPORT**  
**LAND POLICY/MOGADISHU, SOMALIA**

**JULY 1985**



**OFFICE OF HOUSING  
AND URBAN PROGRAMS  
AGENCY FOR  
INTERNATIONAL DEVELOPMENT**

Prepared by  
**PADCO**  
**PLANNING AND DEVELOPMENT  
COLLABORATIVE INTERNATIONAL**

**END OF MISSION REPORT**  
**LAND POLICY/MOGADISHU, SOMALIA**

**Prepared for**

**Regional Housing and Urban Development Office**  
**East and Southern Africa**  
**Office of Housing and Urban Programs**  
**United States Agency for International Development**

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**July 1985**

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## END OF MISSION REPORT

### LAND POLICY MOGADISHU, SOMALIA

#### I. INTRODUCTION

During the last mission by PADCO in February/March 1985, the Mayor of Mogadishu requested that a followup mission take place in April or May to establish the final procedures for the allocation and sale of lots in the newly designated expansion area of Mogadishu. It was agreed that it would be desirable to have both the planning and registration consultants in Somalia at the same time. Due to various scheduling conflicts, it was not possible to field the mission until July. Robert Olsen, Architect/Planner from PADCO, was in Somalia July 6-17 to overlap with David Greenwood, Land Registration Expert, July 11-17. The main tasks of the scope-of-work for PADCO's part of the assignment included:

- Assist the Land Office in the mapping of existing subdivisions on the Mogadishu City plan.
- Assist the Land Office on the preparation of detailed land use plans for a new large subdivision in Mogadishu.
- Prepare estimates of the costs of providing infrastructure to the new subdivision and identify land costs based on the Government's new land pricing policies.
- Provide training in land use design standards to staff of the Land Office.

The consultant wishes to thank the Mayor of Mogadishu and his staff for their cooperation and assistance during this mission. The special efforts of Ahmed Haji Cumar, Mayor's Representative on Land Affairs, and Abdi Abshir Yusuf, Technical and Engineering Director, are particularly appreciated. The staff of the USAID Engineering Division also provided support and assistance.

## II. ACTIVITIES OF THE LAND OFFICE

During the last mission, a schedule of activities for the Land Office, USAID and consultants was prepared. This schedule listed a number of activities to be carried out by the Land Office prior to the next visit by the consultants. These items were discussed with the staff of the Land Office at the end of the previous mission and a preliminary report was left in Mogadishu. The following is a review of the accomplishments of the Land Office during the last four months:

### A. SITE DESIGN

A preliminary site plan for the new area was prepared by the consultant during the previous mission. The Land Office has drafted detailed plans of the first phase of the site in preparation for implementing the plan. One plan shows the dimension of lots and widths of streets to be used by the surveyors in laying out the site. The other plan has lot numbers to be used for assigning and registering the parcels. In the past, only one plan of an area has been done. Since all streets and lots were the same width and size, it was not necessary to provide a plan with dimensions.

Other than a mistake in the orientation of one section, the staff had accurately transferred the plan and seems to understand the proposed layout. The size of the smallest lots (150 m<sup>2</sup>) was questioned, but after discussion it was agreed to proceed with the plan.

### B. SURVEY

The principal streets of the new plan have been laid out on the site and cleared of brush and trees. The layout was done using some survey equipment. The alignment of the extension of 21 October Road, that was done during the last visit, was not correct and a new, more accurate, alignment of the road was done before the survey and clearing of the cross streets. The principle of the 3-4-5 triangle was used to determine right angles at intersections of streets. The rights-of-way appear to be generally correct.

The Municipality is currently in the process of providing a gravel base to the roadbed of the extension of 21 October Road. This will extend for about three kilometers beyond the existing paved section. Thus the Municipality has already made a big financial commitment to the new site; although, at the present time, they have no idea of how much the street improvements will cost.

The Mayor has instructed the Land Office to not cut the trees on the site. The staff was concerned that it would be difficult, if not impossible, to survey the lots with the fairly heavy brush existing on much of the site. After a field visit, it was agreed that the site should be cleared of brush except for the large public spaces. All the trees would be left except for those in road rights-of-way.

### C. OTHER ACTIVITIES

Little progress has been made on any of the other activities listed in the schedule. The organization still consists of the Mayor's Representative for Land and the two department heads. All decisions and resolution of problems rest with these individuals. It is difficult for the work to progress since there are many people visiting the Land Office each day with questions and requests. The Technical Director estimated that he sees 100 to 150 people a day. With this constant pressure, it is obviously difficult to accomplish other work.

It was proposed that the Land Office review the manuals prepared by David Greenwood before the consultants come on this assignment. This was not possible since the copies of the Somali translations were given to the Land Office by Mr. Greenwood upon his arrival. There has been some difficulty in getting reports and materials to the Land Office; they also had not received copies of the PADCO report prepared in March after the last mission. Therefore, they had only the preliminary report that was prepared in the field.

### III. ACTIVITIES OF THIS MISSION

Since the time in Somalia was shorter than previous missions, work was concentrated on those activities that would help the Land Office complete the preparations for the allocation and sale of the next development area. The main activities of the consultant included:

#### A. EXISTING PLANS

Efforts were made to map the existing subdivision plans onto a plan of Mogadishu. After spending most of a day reviewing the plans for the Wadajir section to the southwest of the city, it was concluded that the plans are so disorganized as to be impossible to map in their present form. Also, there were many discrepancies between the plans and aerial photographs of the site. An overlay of a plan was prepared dividing the subject area into a number of approximately equal-sized areas. The plans are to be redrawn with corrected and updated information. Based on these plans, it will be possible to assign block numbers for future cadastral work. It will also be possible to then show the limits of each block on the master plan and grid developed by Mr. Greenwood.

Review of the existing plans indicated that there are duplicate numbers in the same area as well as a variety of letters and symbols used to distinguish between lot numbers. Once the zone has been organized into blocks, the numbering system can be rationalized and organized. This will be an intermediate step to preparing the final master plan and the individual section plans to be used for registration.

#### B. WATER SUPPLY TO THE NEW AREA

The World Bank is financing upgrading and expansion of the Mogadishu water system. A contract has been signed and work has started on a major expansion of service in Wadajir adjacent to the new expansion site. It is still possible to modify the plans to accommodate the expanded demand and possibly to even extend the lines into the new area. If this is going to happen, the Land Office must move rapidly to make a request to the Mogadishu Water Agency for service into the new area. The request should include information on the number on new families projected to be served over the next four to five years. This information will then be communicated to The World Bank consulting engineers who will make the necessary studies and modifications to the system.

An effort was made to get the Mayor's Representative to meet with the Water Agency but this did not happen. Followup will be needed to see that the work is done to get water into the new site.

### C. LAND PRICES FOR THE NEW AREA

On the recommendation of earlier USAID-financed studies, the Government has agreed to differential land prices for the city. For the expansion areas on the edge of the city, the approved prices are:

- |  |                         |
|--|-------------------------|
| • Grade 1 (lots facing major streets)                    | So.Sh.15/m <sup>2</sup> |
| • Grade 2 (interior lots larger than 250m <sup>2</sup> ) | So.Sh.10/m <sup>2</sup> |
| • Grade 3 (lots less than 250 m <sup>2</sup> )           | So.Sh.7/m <sup>2</sup>  |

These prices are increased from a cost of So.Sh.3/m<sup>2</sup> that was traditionally charged for land in the city regardless of location. The consultant prepared a plan showing the pricing zones of the new area and calculated the approximate revenues that will be generated by the sale of the first phase of the expansion zone. The following table compares the revenues received from differential pricing with revenues from a uniform cost per square meter:

All land at So.Sh.3/m <sup>2</sup>	So.Sh.2,950,000
All land at So.Sh.7/m <sup>2</sup>	So.Sh.6,900,000
Differential pricing So.Sh.7, 10 & 15/m <sup>2</sup>	So.Sh.10,100,000

With differential land pricing, revenues are increased from just under So.Sh.7 million at a standard price of So.Sh.7/m<sup>2</sup> to over So.Sh.10 million. This 47 percent increase in revenues results from the fact that the largest lots are in the higher price categories. Figures I and II show the pricing zones on sections of the site plan. While the lots selling at So.Sh.15/m<sup>2</sup> are a small percentage of the total lots, they account for a much larger percentage of the surface area because of their size. The cost of standard size lots in the first phase of the expansion zone will be:

LOT SIZE (m <sup>2</sup> )	COST (So.Sh.)
150	1,050
200	1,400
300 (interior)	3,000
300 (on main street)	4,500
450 (interior)	4,500
450 (on main street)	6,750
600	9,000
900	13,500

**Best Available Copy**

FIGURE I

 SoSh 15/m<sup>2</sup>

 SoSh 10/m<sup>2</sup>

 SoSh 7/m<sup>2</sup>

PRICING ZONES  
(Scale: 1/2000)

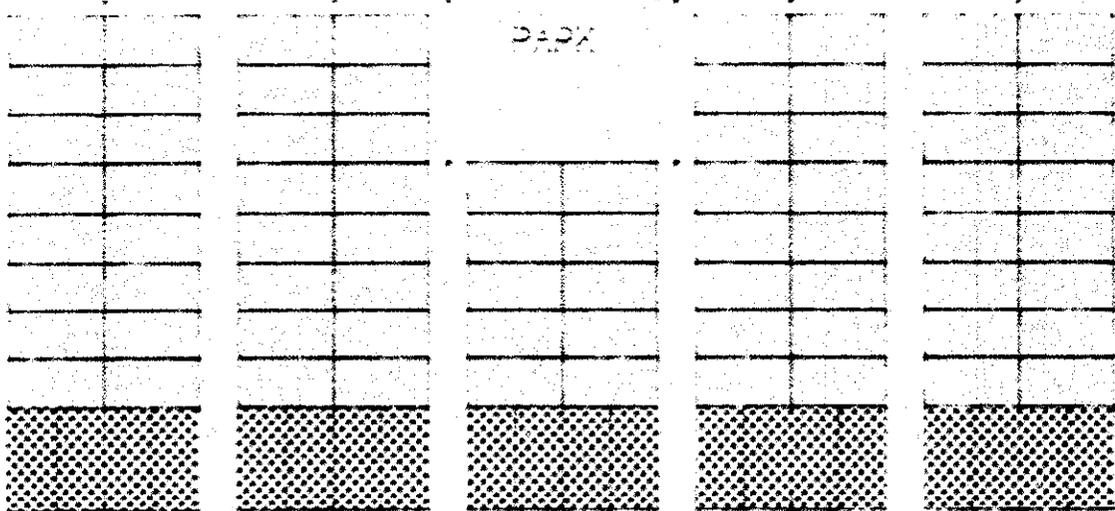
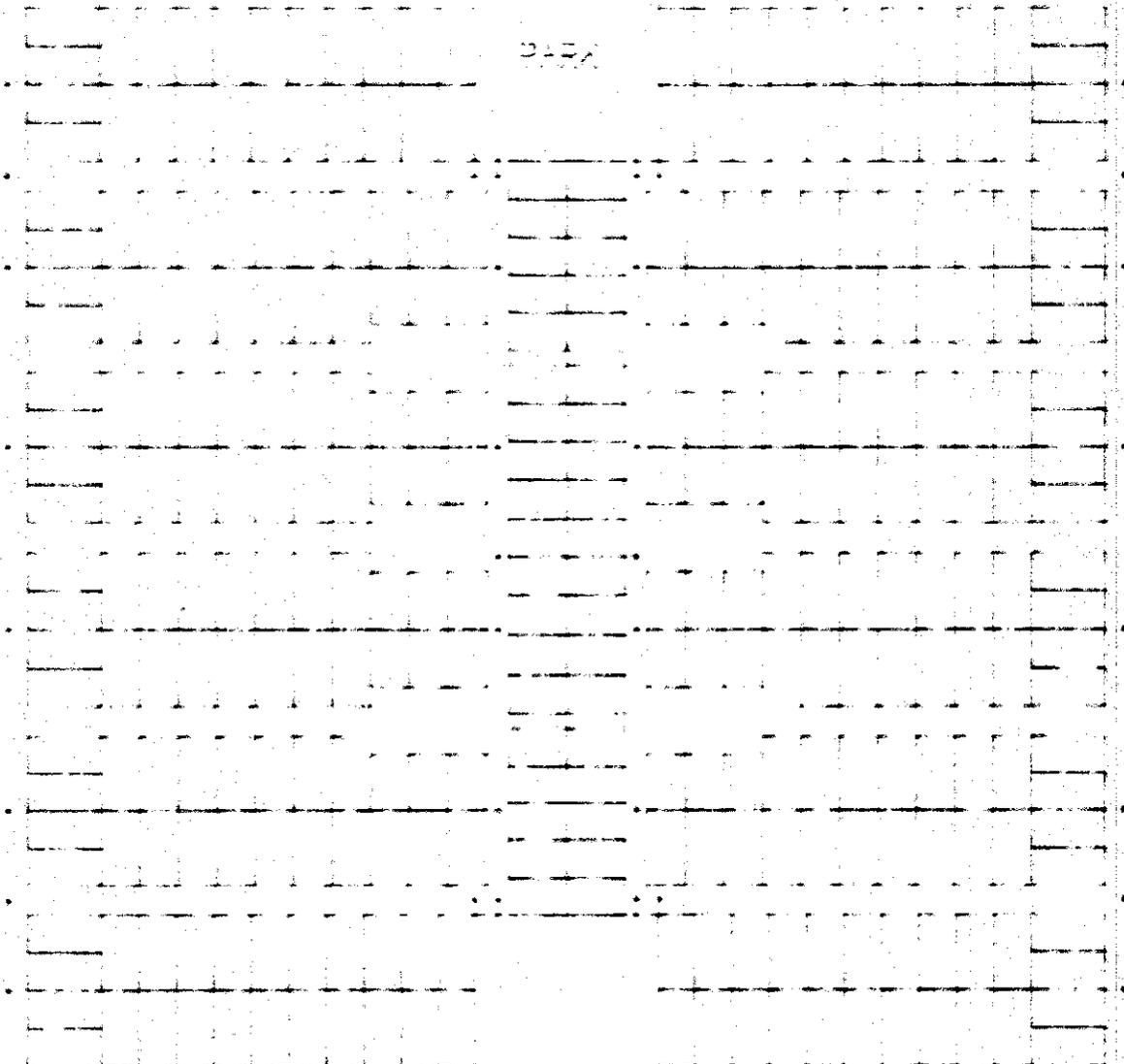
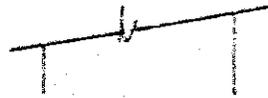
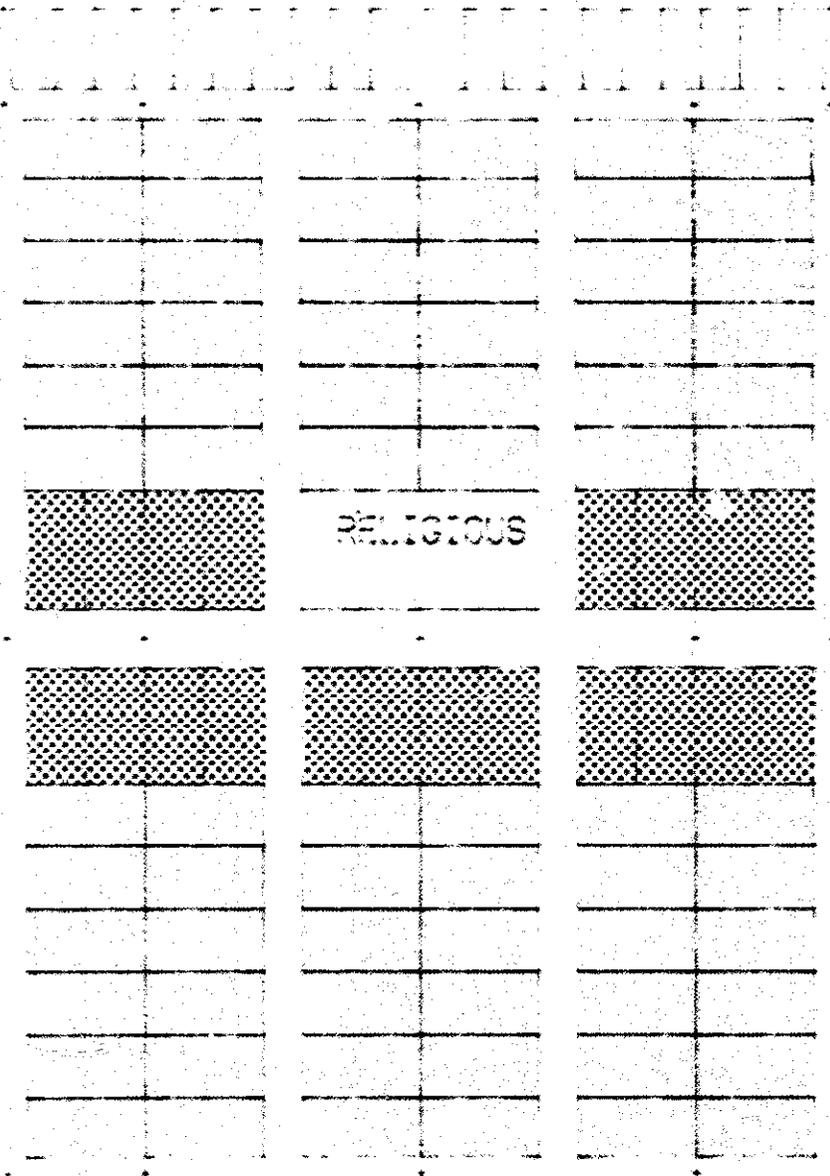


FIGURE II

PRICING ZONES  
(Scale: 1/2000)

-  SoSh 15/m<sup>2</sup>
-  SoSh 10/m<sup>2</sup>
-  SoSh 7/m<sup>2</sup>



SCHOOL AND SPORTS FIELD

#### D. MAPPING OF MOGADISHU

The Technical Director and consultant met with Mr. T. Wailes to discuss progress on The World Bank proposal to map Mogadishu for the Water Agency. Mr. Wailes feels that final approval to proceed with the work will be given in August. If so, they would complete the mapping by the end of the year. This is also contingent on the release of the aerial photographs by the Government.

Maps will be prepared at a scale of 1:2000 showing streets and water lines. Mr. Wailes was not sure but it is likely that the maps will include contours. These maps could then serve as a base for the cadastral maps since lot lines could be drawn in by the Land Office based on subdivision maps and field surveys.

During the last PADCO mission, there was discussion of joint funding by The World Bank and USAID, but Mr. Wailes was not aware of an agreement having been completed. They are planning to go ahead on their own. In that case, the maps would become the property of the Mogadishu Water Agency. Contacts should be made now to assure that reproducible copies of the maps can be made available to the Land Office. It must be stressed again that without a good set of plans of the city, it will be impossible to do the work of the Land Office.

#### E. SITE DESIGN

The first phase of the expansion area was selected and designed so that it could be implemented without additional site information. To complete the design of the next phases, it was necessary to have field measurements from the site in order to preserve the low land as open space. The work program listed site survey as one of the activities of the Land Office to be completed before this mission. Since this was not done, it was necessary during the mission to do field measurements. It proved difficult because of the lack of vehicles, or other problems, and was not finished until the next to last day. A plan was completed for phase two development and left with the Technical Director of the Land Office.

Because of the irregular open space, it will not be possible to simply repeat the module of the first phase without modification. Therefore, technical assistance will be required in the future for completing the designs for the other phases. Phases one and two will probably not be completed for one to two years so there is no immediate pressure for this assistance.

## F. EQUIPMENT AND SUPPLIES

At the request of the RHUDO, the consultant purchased and hand-carried to Mogadishu some supplies for the Land Office. These were basic materials needed for this assignment, and to start work on the maps for the city. Supplies included a 50-yard roll of drafting film, a set of jewel tip pens, ink, and triangles. The drafting film should last for a number of months but additional supplies and equipment will be needed. Also, mylar reproductions of sections of the map of Mogadishu were done in Washington and sent to USAID for delivery to the Land Office.

#### IV. CONCLUSIONS AND RECOMMENDATIONS

Based on the experience and observations of several missions to Mogadishu, it is clear that the present pace of assistance is having a positive impact but will not result in an efficient land management unit. The RHUDO will need to continue to work with the Municipality and the USAID Mission to increase the level of support.

##### A. SCHEDULE OF ACTIVITIES

The objectives for assistance and schedule outlined in the last PADCO report (March 1985) are still valid for the project. The Municipality was overly optimistic in requesting a visit the end of April since the work just doesn't move that rapidly. The Land Office did accomplish some of the tasks outlined, particularly in the design and layout of the site. Since many activities were not completed, the schedule has been revised to reflect the actual situation and assuming slow progress on the project activities. (Figure III)

The main objective of the schedule is to achieve some progress on the implementation of the new design standards and registration procedures until one or two long-term advisors can be fielded to work at the Land Office. This is one of a number of conditions that the consultant feels are necessary for the success of USAID assistance to the Land Office.

##### B. CONDITIONS NEEDED FOR IMPROVEMENT OF THE LAND OFFICE

While some good progress was made on mapping and finalizing plans for the first and second phases of the expansion area, the Land Office is in total confusion. There is little hope of substantial change without an increase in assistance. At a minimum, the following are required:

###### 1. Long-Term Advisors

At least one fulltime advisor to the Land Office for 18 months to two years is needed. If only one advisor can be provided, he should be an expert in land administration and survey. He could provide assistance to both the Technical and Administrative Departments. The master planning and site design could continue to be done on a short-term basis.

FIGURE III  
SCHEDULE OF ACTIVITIES

ACTIVITIES	FEBRUARY 1985 EVALUATION & PROGRAMMING MISSION	PREPARATION		JULY 1985 PHASE I IMPLEMENTATION	PREPARATION		JANUARY 1986 PHASE II IMPLEMENTATION
		LAND OFFICE	USAID		LAND OFFICE	USAID	
MAPPING	<ul style="list-style-type: none"> <li>• Explore purchase of topographic maps</li> <li>• Program</li> </ul>		<ul style="list-style-type: none"> <li>• Copies of PADCO plan</li> <li>• Secure basic drafting supplies</li> <li>• Start process for topographic maps</li> </ul>	<ul style="list-style-type: none"> <li>• Establish grid facility</li> <li>• Program for redrawing subdivision plans</li> <li>• Training</li> </ul>	<ul style="list-style-type: none"> <li>• Compile copies of subdivision plans &amp; locate on plan</li> <li>• Files for maps</li> <li>• Complete lot phase remapping</li> </ul>	<ul style="list-style-type: none"> <li>• Obtain drafting equipment and supplies</li> <li>• Obtain topographic maps</li> </ul>	<ul style="list-style-type: none"> <li>• Evaluate progress on mapping</li> <li>• Program to complete process</li> <li>• Training</li> </ul>
SITE DESIGN	<ul style="list-style-type: none"> <li>• Training on design standards</li> <li>• Concept plan</li> <li>• Subdivision plan for 1st phase</li> <li>• Staff review</li> </ul>	<ul style="list-style-type: none"> <li>• Complete subdivision plan</li> </ul>	<ul style="list-style-type: none"> <li>• Schedule next short-term mission</li> </ul>	<ul style="list-style-type: none"> <li>• Evaluate lot phase experience</li> <li>• Subdivision plan for 2nd phase</li> <li>• Identify phase 3 site</li> </ul>	<ul style="list-style-type: none"> <li>• Complete subdivision plan</li> <li>• Coordinate with water &amp; electric</li> <li>• Cost estimate</li> <li>• New staff</li> </ul>	<ul style="list-style-type: none"> <li>• Schedule next short-term mission</li> </ul>	<ul style="list-style-type: none"> <li>• Detailed concept plan</li> <li>• Program for five years</li> <li>• Subdivision plan 3rd phase</li> </ul>
SURVEY	<ul style="list-style-type: none"> <li>• Establish program</li> </ul>	<ul style="list-style-type: none"> <li>• Layout phase 1</li> </ul>	<ul style="list-style-type: none"> <li>• Schedule next short-term mission</li> </ul>	<ul style="list-style-type: none"> <li>• Review layout of phase 1</li> <li>• Training</li> <li>• Field measure for phase 2</li> </ul>	<ul style="list-style-type: none"> <li>• Compile layout phase 1</li> <li>• Survey site for phase 3</li> </ul>	<ul style="list-style-type: none"> <li>• Schedule next short-term mission</li> <li>• Obtain survey equipment</li> </ul>	<ul style="list-style-type: none"> <li>• Review layout of phase 1</li> <li>• Begin layout of phase 2</li> <li>• Training</li> </ul>
REGISTRY	<ul style="list-style-type: none"> <li>• Establish program</li> </ul>		<ul style="list-style-type: none"> <li>• Schedule next short-term mission</li> <li>• Translation of manuals</li> </ul>	<ul style="list-style-type: none"> <li>• Start Registry for phases 1 &amp; 2</li> <li>• Start Registry maps</li> <li>• Training</li> </ul>	<ul style="list-style-type: none"> <li>• Review Greenwood manuals</li> <li>• Print forms</li> <li>• Obtain files</li> <li>• Start registration of phase 1</li> </ul>	<ul style="list-style-type: none"> <li>• Schedule next short-term mission</li> </ul>	<ul style="list-style-type: none"> <li>• Review progress</li> <li>• Start work on existing areas</li> <li>• Training</li> </ul>

FIGURE III, continued  
SCHEDULE OF ACTIVITIES

ACTIVITIES	FEBRUARY 1985 EVALUATION & PROGRAMMING MISSION	PREPARATION		JULY 1985 PHASE I IMPLEMENTATION	PREPARATION		JANUARY 1986 PHASE II IMPLEMENTATION
		LAND OFFICE	USAID		LAND OFFICE	USAID	
PRICING POLICY AND ALLOCATION	<ul style="list-style-type: none"> <li>Evaluate progress on legislation</li> <li>Establish program</li> </ul>		<ul style="list-style-type: none"> <li>Provide copies of manuals</li> <li>Translation of manuals</li> <li>Schedule next short-term mission</li> </ul>	<ul style="list-style-type: none"> <li>Review allocation procedure</li> <li>Establish collection &amp; accounting procedures</li> <li>Training</li> </ul>	<ul style="list-style-type: none"> <li>Review Greenwood manuals</li> <li>Establish allocation procedures for phase I</li> <li>Allocate plots in phase I</li> </ul>	<ul style="list-style-type: none"> <li>Schedule next short-term mission</li> </ul>	<ul style="list-style-type: none"> <li>Review procedures</li> <li>Training</li> </ul>
SITES AND SERVICES							<ul style="list-style-type: none"> <li>Select site</li> <li>Schematic plan</li> <li>Review procedures</li> </ul>
CADASTRAL SURVEY						<ul style="list-style-type: none"> <li>Schedule next short-term mission</li> <li>Obtain topographic maps</li> </ul>	<ul style="list-style-type: none"> <li>Establish program</li> <li>Training</li> </ul>
LONG-TERM ADVISORS	<ul style="list-style-type: none"> <li>Review funding for project</li> </ul>					<ul style="list-style-type: none"> <li>Complete PP</li> <li>Award contract</li> </ul>	<ul style="list-style-type: none"> <li>Advisors in Mogadishu</li> </ul>

**2. Continued Training of Personnel**

Administration and management skills need to be upgraded in all departments. There is also need for technical training for the survey of drafting sections. Much of this training could be on the job, but special courses such as the management courses being conducted by USAID should also be planned. Some possible areas for training include:

**Management**

- Land Office organization
- Delegation of responsibility
- Supervision of employees
- Programming and budgeting

**Technical**

- Drafting procedures and standards
- Use and maintenance of equipment
- Land use planning and design
- Land survey principles and practices

**3. Supplies and Equipment**

As discussed in earlier reports, the Land Office has very little in the way of equipment and supplies. What they do have is not well maintained and seldom used. Supplies such as ink, drafting film, blueprint paper, and forms are required, as well as equipment, including drafting materials and a blueprint machine. The \$300 or so spent on supplies for this mission helped but won't last for long. A list of needed equipment was provided by Mr. Greenwood in his reports.

**4. Aerial Photos or Maps of Mogadishu**

This will be necessary to complete the redrawing and registration of existing subdivisions. Contour maps of new areas would greatly facilitate the planning and design process.

**5. Better Control of Visitors to the Land Office**

It is very difficult to do any work at the Land Office because of the constant stream of visitors demanding information. This is all part of a generally lax atmosphere which results in limited output from the staff.

### C. FOLLOWUP ACTIVITIES BY RHUDO/NAIROBI

During the next RHUDO visit to Somalia, followup with the Land Office is needed on:

1. **Request for expansion of the water system to the new areas**  
The World Bank advisor felt this could be done but requires a request to the Mogadishu Water Agency. When I left, this had not been done. It is important that this be done immediately since work is in progress.
  
2. **Progress on mapping of the City by The World Bank**  
The contact person is Mr. Wailes, whose offices are located at the Water Tower on 21 October Road. Steps need to be taken to assure copies for the Land Office.

### D. CONCLUSIONS

The Mayor of Mogadishu and the management of the Land Office appear to be committed to improving the operation and products of the Land Office. They have been receptive to some of the earlier suggestions and recommendations which resulted from the USAID-financed assistance. The job of organizing and streamlining the land management activities of the Office is enormous. The present staff unfortunately has not had sufficient training and experience to be able to efficiently complete the many tasks required. The need for sustained and consistent direction cannot be over emphasized. Long-term advisors working with the staff on a day-to-day basis will be able to help establish schedules and programs to accomplish needed tasks and rationalize the operations. The Land Office has carried out a very ambitious land distribution program in the past and is capable, with proper assistance, of developing a greatly improved program in the future.