INCREMENTAL HOUSING IN KHARTOUM: A PARIDGM SHIFT?

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Global University Consortium Exploring Incremental Housing
Historical Overview

• Government houses for colonial administrators, own housing for upper class, informal, self-built housing for low-income groups.

• Finished housing in the post-independence era (after 1956) for government employees, police force, etc. PLUS some popular housing units.

• Shift to site-and-services in the mid-1970s became imperative because of insufficient budgets: 85% of the housing units planned in the first Six-Year Plan, 1977 – 1984.
Example of Finished Government Employees’ housing
Site-and-Services Roles

- With government owning 98% of unregistered land, it was easy to parcel and lease it out, at subsidized prices, to various classes of beneficiaries.
- Potable water and storm water drainage are to be provided immediately by the govt. at 80% subsidy.
- Electricity and roads mostly financed by beneficiaries (only 20% government subsidy).
- Social services are to be provided through communal self-help.
- Houses were to be owner-managed and financed.
• Limited budgets, vast horizontal expansion, high subsidies and low cost recovery precluded the government from playing its role in service provision fully.

• Therefore, ‘site and services’ became mostly ‘site only’ with services following after several decades.

• Slow development in site and services: only 1/3 of allocated parcels got developed, often over a couple of decades.
## Site-and-Services Performance

<table>
<thead>
<tr>
<th>Years</th>
<th>Distributed Plots</th>
<th>% of Total</th>
<th>% Developed</th>
<th>% Under construction</th>
<th>% Not Developed</th>
</tr>
</thead>
<tbody>
<tr>
<td>1956 - 1960</td>
<td>11,807</td>
<td>3.8</td>
<td>98.7</td>
<td>1</td>
<td>0.3</td>
</tr>
<tr>
<td>1961 - 1970</td>
<td>27,957</td>
<td>9.0</td>
<td>90</td>
<td>5.2</td>
<td>4.8</td>
</tr>
<tr>
<td>1971 - 1976</td>
<td>9,405</td>
<td>3.0</td>
<td>65</td>
<td>9</td>
<td>26</td>
</tr>
<tr>
<td>1977 - 1982</td>
<td>57,477</td>
<td>18.4</td>
<td>43</td>
<td>9</td>
<td>48</td>
</tr>
<tr>
<td>1983 - 1990</td>
<td>7,771</td>
<td>2.5</td>
<td>59</td>
<td>10</td>
<td>31</td>
</tr>
<tr>
<td><strong>Sub-total 1956-1990</strong></td>
<td><strong>114,417</strong></td>
<td><strong>36.7</strong></td>
<td><strong>63</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1991 – 2000</td>
<td>120,000</td>
<td>38.5</td>
<td>27</td>
<td>13</td>
<td>60</td>
</tr>
<tr>
<td>2001 - 2007</td>
<td>77,375</td>
<td>24.8</td>
<td>10</td>
<td>10</td>
<td>80</td>
</tr>
<tr>
<td><strong>Sub-total 1991-2007</strong></td>
<td><strong>197,375</strong></td>
<td><strong>63.3</strong></td>
<td><strong>20</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Grand Total</strong></td>
<td><strong>311,792</strong></td>
<td><strong>100</strong></td>
<td><strong>34.3</strong></td>
<td><strong>9.2</strong></td>
<td><strong>56.5</strong></td>
</tr>
</tbody>
</table>
Results

• Site and Services managed to increase access to residential plots but didn’t result in a parallel increase in housing stock.

• *Meanwhile* ..... informal settlements proliferated to meet the growing demand for housing:
  
  In 1990, Greater Khartoum included some 83 informal settlements housing more than 60% of its residents.
Informal Settlements in Khartoum
Paradigm Shift?

- Realization that the housing deficit was widening while subsidies which also benefited high-income groups led to a marked policy shift;

- Since early 1990s core housing and cross-subsidy through building and selling ‘improved’ and luxury units at market prices became a major housing supply mechanism in Khartoum State.
Core Housing Features

- Relatively small plot sizes (250 – 300 m²)
- Basic Core = 30 m² comprising one Bedroom, kitchen, pit latrine and boundary wall.
- Experimentation with low-cost building materials and techniques, and with low-cost sanitation systems (pit latrines, shared septic tank, small treatment plants).
- 10% deposit, then annual installments over 20 years.
### Core Housing in Khartoum State

<table>
<thead>
<tr>
<th></th>
<th>Actual Demand*</th>
<th>Units Built</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Before 2001</td>
<td>?</td>
<td>3,757</td>
<td>?</td>
</tr>
<tr>
<td>2002-2007</td>
<td>42,300</td>
<td>14,500</td>
<td>34</td>
</tr>
</tbody>
</table>

- Number of low-income households who signed-up for and qualified to receive core housing units
- ..... A drop in a bucket?
Incremental Housing: Street view
Before .....
After
Before ......
After
Replication at the National Scale

• Since 2008, The National Housing Fund (NHF) was established to supply affordable incremental housing nationwide.
• 5-Year Target: 150,000 units in 15 States.
• Total declared budget: about one billion dollars over 4 years.
• Funding through local banks, government contribution, loans from foreign countries and donors, plus revolving fund from sale of units.
• 1st phase due to be completed in 7 states by the end of 2010.
• Will it succeed in producing enough affordable units to satisfy the growing housing demand?
Dr. Gamal Mahmoud Hamid is the first Head of the Physical Planning and Urban Design Department. Before that, he was an Urban Planning Specialist with the Arab Urban Development Institute (AUDI), from 2000 to 2003, after which he assumed the position of Director of its Child Protection Initiative from 2003 to 2008, a regional program founded by AUDI and the World Bank. He joined AUDI after a two years (1998-2000) position with the United Nations Urban Settlements Program (UN-Habitat) as Housing and Urban Planning Specialist with its Urban Upgrading and Poverty Alleviation Program implemented by Khartoum State. He obtained a Master of Science in Architecture Studies degree from the Massachusetts Institute of Technology (in 1986) and a Ph.D. in Urban Planning (in 1992), after which he has been promoted to Assistant Professor. Dr. Hamid is author of Population Displacement in Sudan: Patterns, Responses, Coping Strategies (New York, Center for Migration Studies, 1996); Local Urban Development between State Agencies and Popular Institutions: the Case of Greater Khartoum, Sudan.