Journal of Human Sciences Oum El Bouaghi University ISSN 1112-9255/E-ISSN 2588-2414

Volume: 10 Number 01 – June 2023



Uses of per-urban real estate between urban sprawl and agricultural exploitation in the metropolitan city of Constantine (Legal reforms and urban development policies)

استخدامات العقار شبه الحضري بين الزحف العمراني والاستغلال الزراعي في المدينة الحاضرة قسنطينة (إصلاحات قانونية و سياسات التهيئة العمرانية)

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Abstract

This study focused on shedding light on the most important legislation and laws that regulate, manage and protect the periurbain lands surrounding the major cities already exploited or vacant in Algeria since independence until the present day. The struggle over this type of land between the various sectors in the Algerian city (urban, agricultural, industry, trade) is not recent, but its roots go back to the beginning of the seventies of the twenty first century.

The study covered the metropolitan city of Constantine, which experiencing an accelerated urban dynamic due to the high demographic growth and the increasing and continuous demand for housing. This led to the emergence of a set of imbalances and spatial problems, despite the presence of many legal texts and strict and clear urban policies.

Methodologically, we used several methods: descriptive, analytical and deductive, in addition to the historical method, then relying on the data of the general census of housing and population for several periods on the one hand, and the results of various interviews and dialogues with local groups on the other hand.

Finally, this study recommends the need to monitor and control the future phenomenon of urban expansion of cities. In addition to updating laws and activating the disabled ones in order to protect the semi-urban land adjacent to our cities and ensure its sustainability now and in the future.

Keywords:

per-urban land, expansion, agricultural exploitation, Law, urban planning, Constantine metropolis

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ركزت هذه الدراسة على إلقاء الضوء على أهم التشريعات والقوانين التي تنظم وتدير وتحمي الأراضي شبه الحضرية المحيطة بالمدن الكبرى المستغلة بالفعل أو الشاغرة في الجزائر منذ الاستقلال وحتى يومنا هذا فالصراع على هدا النوع من الأراضي بين مختلف القطاعات في المدينة الجزائرية (الحضرية ، الفلاحية ، الصناعة ، التجارة) ليس حديث النشأة إنما تعود جذوره الى بداية السبعينيات من القرن الواحد والعشرين.

غطت هذه الدراسة المدينة المترو بولية قسنطينة التي تشهد ديناميكية عمرانية متسارعة بسبب ارتفاع النمو الديموغرافي و الطلب المتزايد و المستمر على السكن. مما أدى لظهور مجموعة من الاختلالات و المشاكل المجالية ،رغم وجود العديد من النصوص القانونية و السياسات العمرانية الصارمة و الواضحة.

منهجيا ، استخدمنا عدة طرق : وصفية ,تحليلية واستنتاجية بالإضافة إلى المنهج التاريخي ثم الاعتماد على معطيات التعداد العام للسكن والسكان لعدة فترات من جهة و نتائج المقابلات و الحوارات المختلفة مع الجماعات المحلية من جهة أخرى.

أخيرا, توصي هده الدراسة بضرورة المراقبة والتحكم المستقبلي في ظاهرة التوسع العمراني للمدن.إضافة الى تحديث القوانين و تفعيل المعطل منها من اجل حماية الأرض الشبه الحضرية المجاورة لمدننا و ضمان استدامتها حاليا ثم مستقبلا.

الأرض شبه الحضرية ،التوسع ، الاستغلال الزراعي، القانون، التخطيط العمراني، قسنطينة ، مترويول.

1- INTRODUCTION:

The real estate or "land" has a vital role in bringing the population and ensuring their stability in the city. The local groups for managing the city (municipalities) aim to ensure integration between the economic importance of the real estate (providing the city with different agricultural products to ensure self-sufficiency) and social importance (contributing to achieving social cohesion And justice (between members of the same society in various fields) and environmental importance (being a natural outlet for city dwellers in their spare time) and that can only be achieved through the good use of this sensitive resource, and then contributing to its protection and sustainability as it should. For this reason, the issue of its exploitation has been and remains a real challenge to urban planning and sustainable development policies applied in every country.

Today, Algeria is one of the most important developing countries that have paid much attention to the issue of land and the problem of real estate ownership since its independence (in 1962) until today. Laws were set and policies were amended in order to ensure regulation, protection and control over how this sensitive and important economic resource for development is used from various violations and violations, while securing the requirements of population growth for cities from it at every stage of the city's development and expansion.

From here, the problem of semi-urban real estate and how to preserve it as a non-renewable heritage became the focus of discussion in all successive Algerian economic development policies, especially after the state abandoned officially the real estate market monopoly in favor of a group of public and private actors (groups or individuals). For this reason, researchers consider that the phenomenon of city reconstruction and urban expansion at the expense of agricultural lands is one of the most important features that the major Algerian cities have known since the seventies, and it continues to this day, especially in the cities of the northern regions of the country. Most of which are located within agricultural plains or surrounded by fertile agricultural lands, due to the waves of migration (mass or individual) that were recorded immediately after independence, and the most important results of which were:

- The high rate of urban growth in terms of type and function of demographics.

- Increasing pressure on urban centers and their inflation.
- Expansion of a city that has transformed from a regular layout to a random and chaotic one that is difficult to control or manage.

The importance of studying this topic is evident because it is considered one of the important problems with negative dimensions at all levels in the major Algerian cities, and its semi-urban space, because it threatens the spatial balance between the lands allocated for urban use on the one hand and the semi-urban lands surrounding the city (especially those with agricultural use) on the other hand. The urban expansion of the city has become directly proportional to the consumption of semi-urban agricultural real estate. Especially, since it is of high quality and an increasing annual consumption. National statistics confirm that the arable area in Algeria is limited and does not exceed 7.5 million hectares, and therefore it represents only 03% of the area of Algeria, while the per capita share of arable land is only 0.30 hectares and it's in Continuous decline (from 0.29 hectares per capita in 1992 to 0.20 hectares in AD 2000, then 0.11 hectares in 2008) (CNES, 2008). In this case, we chose to apply this study in the third metropolitan air of northeastern Algeria: the contemporary metropolis of Constantine, trying to answer the following question: How do quasi-urban real estate actually exploit in present-day Constantine, in the context of the diversity of laws, policies and tools of development?

This is a large city that is witnessing a very rapid urban dynamic that has lead to the exhaustion of all its real estate reserves and directing its expansion towards satellite cities, targeting primarily semi-urban lands since the beginning of the seventies, as indicated by some previous studies such as the study (M.COTE, 2010), which confirmed that "population mobility from Constantine, to the surrounding areas, dates back to 1975.Because of many factors, the most important of which are rapid population growth, the absence of agricultural planning policies, and the lack of application of legal texts in most cases.

Finally, this study recommends the need to monitor and control the phenomenon of future urban expansion of the Algerian city in general and the present city of Constantine in particular, in addition to updating the old laws and activating the disabled ones within a comprehensive urban development policy in order to ensure the sustainability of cities now and in the future.

2. MATERIAL AND METHODS

2.1. Study area: location and qualifications

Constantine city is located on a limestone rock with an irregular triangle shape with its base in the north and its head south in the middle, thus the eastern region of the country, it is about 245 km from the Tunisian border in the east and about 431 km from Algiers in the North and 235 km from the city of Biskra to the South.

The metropolis of Constantine consists of five municipalities which are: Constantine, El-Kharoub, Ain Samara, Hamma Bouziane and Didouche Mourad, and it is located Southwest of the state of Constantine, bordered from the North by the municipality of Zigoud Youcef and the municipality of Beni Hamidene, from the East by the municipality of Ibn Badis and the municipality of Ouled Rahmoune, and one of its most important topographical features is the presence of mountains (djbal Al-Wahsh, 1202 m, Chettaba mountain, 1316 m high,....), plateaus (Sidi Mecid plateau, 725 meters above sea level, the Ain El-Bey plateau between 700-800 meters above sea level).(PAW,2010)

Thus, the difficulty of the topography impeded the process of the growth of its cities in a coordinated approach due to the various spaces and natural discontinuities that distort the general shape of urban fabric and its distinction by wounding.

2.2Methodology:

This study focused on the analytical reading of many laws, legislative texts, urban policies and urban development tools that organize and classify peri urban lands in Algeria since independence until today. We want to clarify the results of this applicable legislation and highlight its spatial image and scope on the study area, the metropolis of Constantine, and that is after the issuance of the 1989 Constitution as the most prominent political and economic event in Algeria and because it was an important turning point in the history of the Algerian city and produced several serious social, spatial and economic transformations in a city full of convergence and striving for sustainability.

2.3 objectives

This study aimed to shed light on the most important legislation that affect urban lands in Algeria, with an explanation of the reasons of materialization's lack in a field at each stage of the growth and development of the city.

3. ANALYZE AND RESULTS'S STUDY

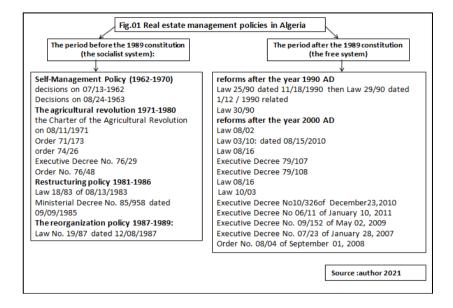
3.1. Real estate management policies in Algeria: urban goals and strategies

The problem of semi urban lands in Algeria dates back to the colonial period in particular, where historical studies have shown that the nature of collective ownership (Arch, Habous or Kabila) prevailing since 1830 played a major role in delaying the centenarians in the attack on per-urban agricultural lands in Algeria. Therefore, the colonizer deliberately privatized the land to allow it to be transferred between people, whether they are centenarians or Algerians, by issuing a set of laws, the most important of which are the Choura Law issued on 4/22/1862 and the Warney Law of 07/26/1873 AD.

This resulted in the formation of about 22,000 colonial farms with an area of 3 million hectares, and thus the beginning of the semi-urban agricultural real estate crisis in Algeria. We can summarize the total changes that have occurred in the nature of the real estate system in Algeria from independence to the present day in two different stages in terms of goals, means and mechanisms, namely: the socialist system stage and the free system stage, as will be detailed bellow.

- **3.1.1-the period before the 1989 constitution or the socialist system**: which's divided by specialists into four partial periods, each with its own laws and reforms as follows in see fig 01.
- Self-Management Policy from 1962 to 1970.
- The policy of the agricultural revolution from 1971to1980.
- Restructuring policy from 1981 to 1986.
- The reorganization policy from 1987to1989.

Perhaps the most important thing that I embodied in my field is the return to the policy of small units that were eliminated by the previous policy (restructuring), and thus the dispersal of the public sector, in addition to the difficulty of dealing with the ocean and the actual abandonment of the state from the agricultural sector. This is due to the rush to implement the reform process, which led to the distribution of 10 percent of the land outside the framework of the law, prompting the owners whose lands were nationalized in the past to protest and go to the courts.



3.1.2- The period after the 1989 constitution or the free system.

It is divided also into tow partial periods, each with its own laws and reforms as follows in see fig 01.

- Reforms after the year 1990: The reforms of this stage based on the implementation of a new approach that controls the rules of urban activity and clarifies the mechanisms and rules of control, especially those related to the codification of the Algerian preparation and reconstruction tools. Also affected the banks, which in 1990 AD witnessed the emergence of the Currency and Credit Law, which aims to liberate the economy from the central restrictions resulting and the application of the central planning policy.
- Reforms after the year 2000: This stage present diverse testes and laws which are the real estate market, as well as the deficiency of the penal legal texts, their lack of deterrent power, and their lack of realistic application.

3.2 Spectacular images of land exploitation in Constantine metropolis since 1962

Constantine semi urban land has known a main of transformations and a very high rate of exploitation in light of the various per-urban land's strategies and policies that the country has witnessed since its independence until now. So, we can divide these fifty eight years, between 1962 AD and 2020 AD in to five periods

such as detailed underneath:

3.2.1. The first stage 1962-1970:

This social transition period was marked by the intensity of the rural displacement movement residents of the neighboring states (Umm El-Bouaghi, Mila, Skikda, Jijel ...) in order to settle in the city of Constantine to provide most of the equipment and services and in search of work and better living conditions. As for urbanism, it was characterized by the continuity in the implementation of the (calsat) scheme for the year 1956 AD through the continued growth of the planned neighborhoods, such as Bellevue neighborhood, the lower part of the Qudaa al-Muhareb neighborhood and the al-Mu'tafin neighborhood.....which are considered in their entirety the achievement of projects that had begun in the colonial period.

Specialists considered these expansions as the beginning of the construction movement that exceeded the urban perimeter of the city of Constantine, as its real estate area was estimated in 1962, immediately after independence, at about 413.71 hectares, or 6.92% of the total area, with an annual consumption rate of 69 square meters per year. In adding to this, the beginning of the massive emergence of the phenomenon of chaotic neighborhoods that were based in Al-Manshar neighborhood, Boudraa Saleh neighborhood and Ben Al chargui neighborhood in the western side of the city, and its random growth in empty pockets not suitable for reconstruction, especially on the eastern side (El amir Abd el Kadar neighborhood, Bourdj al-Rimal, Bentellis, the Romagna neighborhood, especially after the Calzat scheme has classified some lands within the urban fabric as protected areas that must be preserved. (Ben Ghoudbane. F,2001)

As for the tin huts, they were concentrated in Sarkina and Mansoura and along the Valley of the Rimal and Boumerzoug, the fourth word in the south and southeast. The built (urban) real estate areas in the city in 1966 AD reached about 658 hectares, while the semi-urban real estate area in the areas surrounding the city reached 392 hectares.

3.2.2- The second stage 1971-1981:

This period is considered as a period of great urban expansion that led to the emergence of civilized blocks in the form of major housing groups, as part of the New Urban Residential Areas policy (ZHUN) in two directions: the eastern (Al-Duksi neighborhood, the Sakiet Sidi Youcef neighborhood and the Al-Ziadiya neighborhood)

and the western (on the axis of the National Road RN05 Ouadi al-Rhumel, where we find the 20 August neighborhood, the 05 July neighborhood and the Hassan Boudjnana neighborhood).

What also distinguished this stage was the emergence of the urban master plan for the year 1973 AD-1974 AD completed by the National Urban Development Fund (now URBACO), and it focused in its directives on making use of the basic equipment for the fabric, which required the expansion of the urban perimeter of the city at the expense of carved out rural milieus, amongst, about 412.71 hectares of land on the banks of the Boumerzoug Valley and the Valley of the Rimal, represented by the completion of two industrial zones, the Division of Lead with 36.60 hectares, and the Palma Lamorica region with 29.10 hectares, in addition to several basic installations for the capital of the East and housing projects of 328 hectares, the most important of which is the University of Mentouri on the arm of Boufrika Passengers station, Martyr Hamlawi stadium (previously 17June). (PDAU, 1998) From here, a new phase began to move away from the urban fabric of the rock (the core), because some empty pockets between the neighborhoods had been exploited by resettling individual prefabricated buildings, between the gammas neighborhood and the Sissaoui neighborhood on the southeast axis, and between the Boudraa Saleh neighborhood and the new urban residential area: Boussof.

Towards, the west of the state, in addition to the Al-Ikhwa Farad neighborhood, towards the south. It also proposed areas for expansion, some facilities, public facilities, and activities in each of the municipalities: Didouche Mourad, El Kharroub, Ibn Ziyad and Ain Smara, in addition to the new city project in Ain El Bey.

As well as the establishment of new urban areas on the outskirts of the city: Bawasof, Jabal Al Wahsh, Sarkina and Bkira, thus the built-up (urban) real estate areas in the city in 1977 AD were estimated at about 1485 hectares, while the semi-urban real estate area in the surrounding areas reached 2,101.71 hectares, i.e. It has nearly quadrupled in a ten-year period.

3.2. 3- The third phase 1982-1989 AD:

As for the beginning of the year 1982 AD, an urban master plan was developed for Constantine city as a geographical unit that includes the five municipalities of Constantine, El Khroub, Ain Smara and the Didouche Mourad by the Studies Office (CNERU)

with the aim of developing a solution for the problem of reconstruction in Constantine, and thus exploiting the areas classified through the plan Calzat previously in the construction of various residential projects and the intensity of the urban movement of the city of Constantine is evident through its reconstruction axes outside its urban perimeter and at the expense of the semi-urban real estate adjacent to it through the rise in real estate areas built between 1977 and 1987 by about 1053 hectares, at a consumption rate of 105.3 hectares / year, which exacerbated the housing crisis in the city a year after year.

The process of resettling a number of housing projects and equipment that the state has completed around the old nuclei of the four satellite cities surrounding the city of Constantine (El-Kharroub, Ain Samara, Didouche Mourad, and El-Hamma Bouziane), was the greatest impetus at the beginning of the process of emptying the surplus population of the mother city towards the suburbs. Thus, the semi-urban real estate area reached between 2,271.89 hectares in 1987 AD .Without forgetting the policy of allocations that the state officially adopted, starting in 1988 AD in the suburbs of the city and at the expense of vacant real estate, and often in locations outside the boundaries of the urban plan.

By the end of this stage, the problem of excessive consumption of urban real estate reserves arose due to the pressure of reconstruction, as the expansion of the mother city of Constantine moved towards its outskirts and at the expense of the municipalities of the first semi-urban ring, which prompted the planners and the authorities to consider an alternative in order to absorb this population surplus through The proposal to establish a new city on the Ain El-Bey plateau, which is considered one of the poorly yielded agricultural lands located 13km from the city of Constantine, attempting to reduce the population until the year 2000 AD.

3.2.4- The fourth stage 1990-2000 AD

The liberalization of the real estate market and the fundamental change of the country's system and the transition from the central authority to the decentralized authority prompted local groups, especially the municipality to formally withdraw from the assignment tasks, leaving the field for new public bodies and the private sector, which strongly entered the field of real estate promotion, which resulted in different patterns and forms of housing

allocations in each of the southern side Ain Al-Bay Plateau - which acquires the percentage of these allocations on an area of 152 hectares (Ain Al-Bey 1, Ain Al-Bey 2, Ain Al-Bey 3, the Brothers Farad, Ain Al-Bey 7) and the southwestern side of Boussouf and Al djabas in the western side (61.11 ha), the expansion of the Gammas neighborhood and the construction of the new urban area, djabal Al-Wahch (82.80 hectares), Al-Mina (22.80 hectares), Al-Bardah (87.62 hectares) and Sarkina in the northeastern region. (Abdi. N, Field survey 2017) As for the special allocations, they were distinguished by their spread in rural circles, where the areas of separation between Constantine and its suburbs underwent radical transformations, represented by the development of residential use, especially in the Sissaoui, Saleh Bey and Ain el Bey areas, and other special allocations.

In 1998 AD, the master plan for preparation and reconstruction came in an attempt to find decent alternatives to all the problems resulting from the random reconstruction in the Constantinian urban gathering by proposing a new urban project, the new city project, Ali Mendjlie, especially after the process of exploiting most of the urban real estate in the city or periurbain in the dependent cities.

Without reaching to meet the growing demands on housing in particular, urban and urban growth has been directed towards new reception areas, in addition to proposals to rehabilitate the current urban sphere and control its management, as the built-up real estate space between 1987 and 1998 AD decreased by about 1053 hectares, while the real estate space increased. Its urban area amounts to 2565 hectares, at a consumption rate of 105.3 hectares / year. (Abdi. N, Field survey 2017)

3.2.5- The fifth phase 2001-2020 AD:

This phase focused a lot on new city projects as a solution for the housing crisis in the city of Constantine for the horizon of the year 2025 AD, as confirmed by the DUC's data and the instructions of the urban planner for the preparation and reconstruction of the Constantinian urban gathering, and especially after walking on the path of globalization and the major challenges that are imposed on the city and the users of its area. The new city Ali Mendjlie, south of Constantine city, was the first in planning, implementation, and even exploitation and saturation, as it continued to deplete more than half of its lands reserves in a short period (it was programmed

In 1982 AD, established in 1995 AD, its exploitation began in

2001 AD, the chat of excessive consumption of lands began in it at the 2010 AD), all because of the rapid pace of demographic growth as well as urban growth in the city. Some field investigations have confirmed that construction and reconstruction works at the expense of arable lands, which were spread through real estate were used for non-agricultural purposes, but that were exploited for agricultural lands, the area of which had reached during the period of 1980, the expropriation of the area reached 78 in the year 1996.

The second new city in the urban agglomeration of Constantine is the city of Massinissa, located in the east of El Khroub city at the crossroads of two important roads namely the national road RN03 and the national road RN02 with 16 kilometers away from Constantine city. It was well known within the framework of the new cities construction program to relieve pressure on the "mother" city of Constantine. Administratively, it is affiliated with the El Khroub municipality, extending over a portion of a plateau of 436 hectares, and after the decision to establish the new city of Massinissa. (Revision PDAU, 2014)

In 2000 AD, the first major road linking it to the National Road RN03 and the highway was built, add Sidi Omar, which is the nucleus of the new city, was divided in to two distinct parts .As for the beginning of the year 2012 AD, attention has turned to a new third city in the municipality of Ain abid, as one of the municipalities of the second periurbain ring of Constantine's city, as a future solution to the problem of housing, expansion and real estate.

Consequently, the percentage of agricultural real estate deducted for the account of the reconstruction sector increased from 1962 at an accelerated pace from year to year, reaching in 2008 AD with 10427 hectares, i.e. 14.67% of the total agricultural area in the state, estimated at 71,082 hectares, with a different degree of fertility (very fertile 33.46%, fertile 14.16), this is according to the estimates of the BNEDER Rural Studies Office, so that the problem of the sustainability of the property and its preservation is always on the table and sharply at the level of the metropolitan city of Constantine, as the most important challenge facing local communities since the beginning of the eighties. (Abdi. N, Field survey 2017)

4. CONCLUSION

Although real estate is the one of the basis for the development and expansion of population agglomerations and cities in general, the Algerian legislator did not pay him much attention, as the real estate policy in Algeria was characterized in the beginning (since independence) by stagnation and legal vacuum, and the public interest's relinquishment of following up on the actions of collectively divided investments.

Agricultural lands are an open market for speculation and trading by way of sale or rent, what led to the waste of all productive forces of physical capital (real estate). Its policy in Algeria remains on fig 01 despite all the legislations, laws, and decrees enacted by the state to control its direction, starting the post independence period (the policy of real estate reserves) to the end of the new laws (reforms) of 1990.

Among the most important weaknesses of these laws is that they depend for their application on intermittent and sectoral tools, and this is due to the large number of interventions and the overlapping of powers and tasks between the various city management bodies. which caused the suspension of the wheel of reforms and the recording of a great delay in the issuance of legal texts regulating the real estate market, despite the availability of material and human capabilities for that, as well as the slow pace of Decision making due to the lack of a clear future political vision sometimes and other times the lack of consensus at all about the policy to be pursued, and perhaps the most prominent example of this is the fate of the agricultural lands belonging to the national property subject to Law 87/19, which have remained unresolved despite the passage of nearly twelve years since The issuance of the Real Estate Guidance Law.

Through our analysis of the real estate problem in the cities of the Constantine metropolitan assembly, we noticed that it also did not escape the phenomenon of the large consumption of the semi-urban real estate surrounding it, due to the scarcity of real estate suitable for reconstruction and the difficulty of its location on the one hand, and the high population increase and the growing demand for land suitable for reconstruction (urban property) on the other hand.

The nature of the city's topography, which is a major obstacle to its growth and expansion, forced the city's managers to shift its growth towards what is known locally as the subordinate cities of the main city after it had exhausted all its real estate reserves in a short period of time. Despite the considerable amount of legal texts that characterized the period of time between 1962-2020 AD in Algeria,

it was not possible to develop an optimal solution either to the real estate problem inside the city because of its characteristics and advantages, we mention the most important of which:

- The absence of framing from the side of the urban development tools.
- Per-urban land has a dual authority divided between several management bodies that are conflicting with each other and whose tasks are not clear.
- Per-urban land runs through a set of laws that lack deterrence power and give freedom of decision to various local groups without requiring them to integrate with each other.

If Periurbain land was and still is a major obstacle to the development of major Algerian cities in particular, despite the ideological stakes present since independence and which are a reflection of conflicts over directing the state's real estate ownership, the biggest problem in Algeria is the weakness of arable areas in view of the demographic development, and the failure to guarantee an acceptable level From food security, will the local public understand the importance of this resource later or not?

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- Executive Decree 79/107 includes defining the conditions related to estimating the sale prices of lands included in the municipal real estate reserves and determining the profit from the municipality's intervention.
- Executive Decree No. 326/10 of December 23, 2010 defining the modalities for applying the concession right to exploit agricultural lands belonging to the state's private property, the Official Gazette No. 79.
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- Executive Decree No. 09/152 of 02 May 2009 defining the conditions and methods of granting concessions on lands belonging to private property of the state and destined for the realization of investment projects, the Official Gazette, No. 27.
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