

THE ROLE OF THE INHABITANTS' PARTICIPATION IN THE ELIMINATION OF PRECARIOUS NEIGHBORHOODS IN M'SILA CITY

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Abstract:

This paper highlight on the RHP (RéSORption de l'Habitat Précaire) as a national strategy to absorb precarious housing by assessing the results that are achieved by the program, as well as the role of inhabitants' participation in the success of urban development and urban improvement in the Algerian city. RHP is a program financed and chartered by The International Bank for Reconstruction and Development to help developing countries. Algeria is one of those countries that benefited from this program, which seeks to reform precarious areas from the inside by involving its population in the process, rather than solutions based on confronting the situation from outside, by distributing housing or similar solutions. According to the faltering progress of the RHP projects in the field, the Algerian government was forced to acknowledge the failed of the program due to several obstacles, which eventually stopped it, to be compensated by other programs, but without any avail, that made the government back again to RHP program (based on the participation population in it) with funding from the National Housing Fund in 2011, which benefited the city of M'sila from it. In this study, we will examine the neighborhood of Ichbilia as a case study because of its specific characteristics (location, population ...) without other precarious neighborhoods in the M'sila city. This study was based on a methodological interview with the beneficiaries of the RHP program on the one hand, and with all the actors in the process from public authorities and study offices on the other hand.

Keywords: Population Participation, Precarious Housing, RHP Program, Urban Improvement, International Bank for Reconstruction and Development.

Introduction:

The phenomenon of precarious housing has been widespread in Algerian cities. In 1994, the Ministry of Housing recorded more than 120,000 precarious housing, that are can fall at any moment needed to be reconstructed. precarious residential neighborhoods are solutions that people use it to solve their housing problems, which the state has been unable to solve it because of its inability to strike a balance between supply and demand (Frey.J.P 1985; Mili.M et al, 2015). These neighborhoods later became a major obstacle to the expansion of cities and black points to the public authorities, which prompted the latter to take the procedures, that are including the total demolition of these neighborhoods and the deportation of residents as a solution to eliminate it, but these actions failed and re-form these neighborhoods again, The Ministry of Housing and Urbanization declared that it was costly and inefficient, the strategy of deporting the population was not effective, and the precarious neighborhoods continued to increase and it reported that in a report on: "the program to absorb precarious neighborhoods and study its impact on the envirenement "(Ministère de l'Habitat, 1998, P09).

Due to widen the circle of precarious housing, and its implications of the various aspects, so they thought to abandon the idea of demolition and replacing it with the idea of gradual integration within the urban fabric through the RHP program aimed at upgrading the built environment by various services, as well as the demolition and reconstruction of precarious housing with regulation of the Legal Status, this is all within a participatory framework that depends on the self-help of the beneficiaries to ensure the success of the process (Ghasemi chawki, 2013, P246). Where the government signed a loan agreement with the International Bank for Reconstruction and Development on July,09, 1998 to capitalize on its experience in developing and integrating precarious areas in urban areas (Laon Agreement, 1998, p02).

Methodology:

This study attempts to put under the microscope, the degree of success of the program of resolution of the precarious neighborhoods (RPH) launched by Algeria, according to the role that the inhabitants could play it in this operation. The investigation was conducted over nine months, from December 2016 to September 2017. This survey used several approaches and a set of research techniques according to the analytical steps discussed:

- In the first analytical section, we used the historico-statistical approach, using a documentary background: official documents, including ministerial decrees, a scientific bibliographic search in Algeria and in the Maghreb countries (Tunisia, Morocco), as well as the reports and statistics provided by the different urban management administrations.
- The second component used the non-directive interview technique. The corpus required for the interview survey is generally small in size, since the information from the interviews is validated by the context and does not need to be confirmed by their probabilities of occurrence.
- Moreover, according to Becker (2002), this corpus must be diversified based on the selection of components that are not strictly representative but that are characteristic of the population. What is called by Donégani Michelat and Simon (1980) of "principle of diversification". For this we chose three representatives per institution (Municipal People's Congress or City Hall, Housing Department, National Housing Fund, architectural design offices) as well as 10% of residents benefiting from this operation, a total of 30 inhabitants. which raises our sample to 38. We began by explaining that we are interested in the modalities and mechanisms of RHP implementation in the city of M'sila as a national strategy. The main instruction is: "What is the role of your institution in the implementation of this program and the main obstacles that you have encountered at your level? "

Program of absorbing precarious housing (RHP) around the world:

RHP is a program funded by the International Bank for Reconstruction and Development to provide financial assistance (financing loans) and to provide expertise in the form of agreements with governments of developing countries such as Algeria, Tunisia, Senegal, etc. The framework of life in it (Barbas Eltahir, 2008, P34) We mention among these experiences the following:

The Tunisian Experience:

Since the independence, Tunisia has inherited precarious residential neighborhoods spread over of the major cities (Tunisia, Sfax ...) (Liauzu.C, 1976, P611). The situation has continued and the number of these neighborhoods has increased as a result of intensive rural migration to the cities in search of work , And on the other hand the lack of supervision, which led to distorting the urban landscape of the cities, which prompted the Tunisian government to look for solutions to eliminate the problem of these neighborhoods (Ministry of Equipment, Urban Planning and Sustainable Development, 2012, P135). The Tunisian government sought to underline a program to eliminate precarious housing in 1980, when the study was sent to the International Bank for Reconstruction and Development, which agreed to finance the program (Hatem Kahlon, 2013, P37).

The project aims at improving the quality of life in the precarious neighborhoods, by reducing the disparities and social integration in urban areas instead of removing it, in addition to involving the municipalities in the preparation and maintenance of public facilities, the residents will participate in the completion of their housing, Contributed to the growth of economic activities that helped improve the social status of the population (Mustafa Mohamed Moussa, 2010, P245-247).

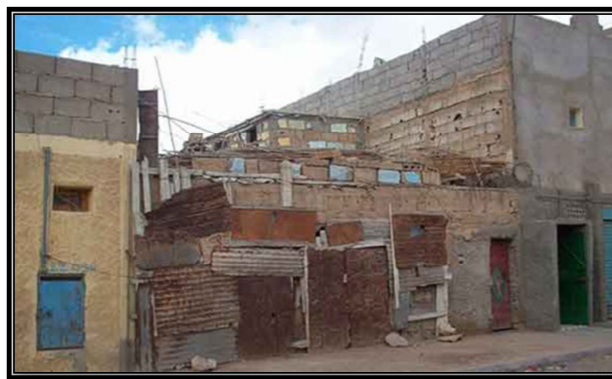


FIG (01): The Precarious Habitat in Kasserine, Tunisia
Source :Kasserine<http://www.kapitalis.com/anbaa-tounes/2017/05/18/>

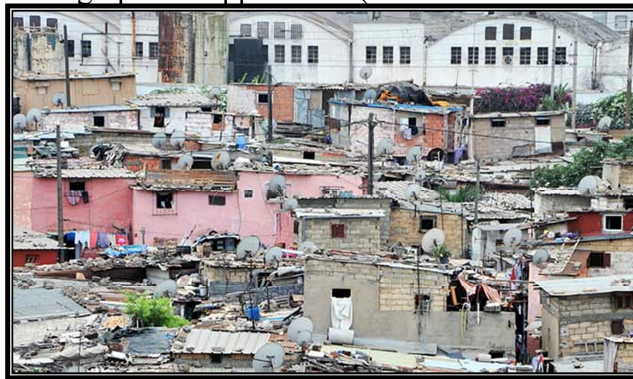
The Moroccan Experience:

The phenomenon of precarious housing in Morocco is back to the colonial era, due to the colonization policy against the native population, which led them to constructed a precarious neighborhoods on the limites of the ancient Moroccan cities (Rabat, Casablanca, Marrakech ...), The phenomenon continued to grow as a result of poverty and the deterioration of the purchasing ability of citizens on the one hand and the marginalization of the villagers (Lack of infrastructure, drought, isolation ...) who migrated to the cities on the other hand (Achraf Belhadj, 2014).

The Moroccan government has set up a national strategy to reduce the spread of precarious neighborhoods through the Economic and Social Development Plan N° 1973-77, which includes interventions in the form of development plans for precarious neighborhoods, with increased participation from local authorities and specialized ministries, as well as the World Bank to ensure program funding and implementation , Where studies have been prepared to restructure and repair neighborhoods (Telemçani.MB, Missamou.R, 2000, P114).

The Moroccan government has benefited from several projects financed by the World Bank, including the Urban Development Project for Rabat in 1978 worth 18 million dollars, which aims to develop the city of Rabat through several partial projects such as the completion of several public facilities and various infrastructure, In addition to the restructuring of precarious neighborhoods and providing them with different networks (Laon Agreement, 1978, P04).

These projects have been able to rehabilitate many precarious neighborhoods in several areas in addition to developing the reconstruction mechanisms from circulating the reconstruction documents and following up their application (Mustafa Mohammed Moussa, 2010, P245).



FIG(02) : The Precarious Habitat in Casablanca, Maroc
 Source :<https://ladepeche.ma/bientot-fin-bidonvilles-a-casablanca/>

RHP program in Algeria:

Program definition:

The RHP program is part of the new housing policy adopted by the Algerian Ministry of Housing in 1998 as a strategy for the elimination of precarious housing areas (Meskaldji, G, 1994, P86; Moussanneef, S, 2006, P147). Which is distributed in 12 states with the support of the International Bank for Reconstruction and Development, in the form of an investment loan for three-year with a financial value about 150 thousand dollars (under Convention N°: 4361-AL of 09 July 1998), where the state contributes 70% of the general cost and 30% rests with beneficiaries and local communities. RHP also relies on its application methodology to involve the beneficiaries in the process of rehabilitation of informal settlements to ensure its success.



FIG(03) : The Precarious Habitat in Annaba, Algeria
 Source :Moussanneef. S, 2006, P238

Program Aims:

According to the Ministry of Housing, the program aims to achieve the following objectives:

- Treatment of the absorption problem of precarious housing in a comprehensive view at the urban and the municipality level.
- Develop new methods to identify the urban agglomeration that are targeted, to ensure more effective in intervention of state.
- Develop new mechanisms to ensure that people are involved in the implementation of project programs to improve housing conditions.

Program Components:

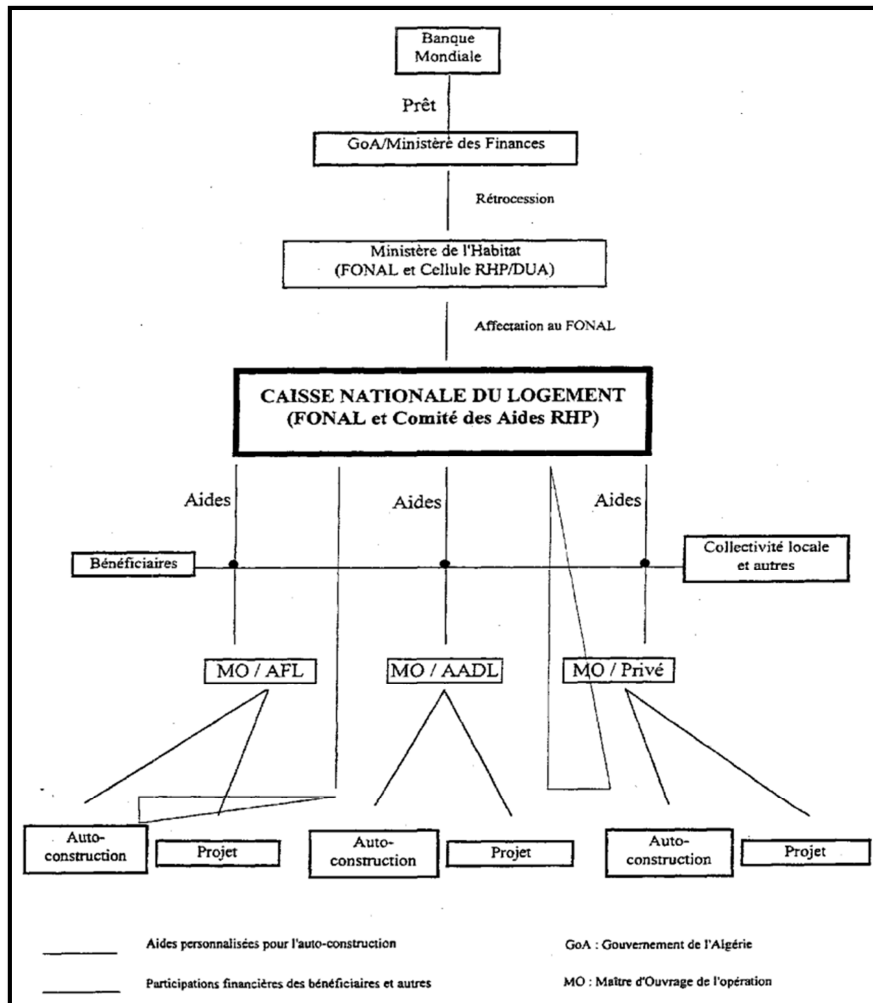
To achieve the aims of the RHP program, it adopted on three partial projects to intervene on the precarious housing areas These projects were as follows:

- Restructuring projects: by upgrading urban tissue through improving the areas by provision of necessary infrastructures (the sewage system, drinking water ...), as well as re-building homes threatened to fall and the development of new service-equipment and facilities. (Ghasmi chawki, 2012, P243).
- Re-housing projects: this kind of intervention areas that contain a houses can not be repaired or rehabilitated (lacking the minimum conditions of life) so demolished and rebuilt again, and move users to another houses or housed in the same location. (Ministère de l'Habitat, 1998, p10).
- Projects backup sites: These are operations aimed at protecting the areas property resulting from the removal of some sites, through the construction of evolutionary houses, fearing redeployment of precarious housing again (Ghasemi chawki, 2013, P252).

Organization of the program:

The Ministry of Housing has taken upon itself the supervision of the RHP program by establishing a central cell at the level of the Directorate of Construction and Reconstruction. The organization of the program was as follows:

- Financial management (World Bank loan) is provided by the National Housing Fund (CNL) where the National Housing Assistance Committee (FONAL) supervises the distribution of assistance to various local implementing agencies after examination of the assistance files.
- Organization and management of the executive side of the project is ensured by the state directorates of reconstruction from the study, financing and design In addition to the determination of the project site. On the other hand, several local commissions such as the Housing Development and Improvement Agency (AADL) and the commune agency are facilitating the operation of the program in the field to enable beneficiaries to manage their housing and fix the problem of legal sites property.



FIG(04): Organizational Structure of RHP
 Source: Ministry of Housing, 1998

How to participate in the RHP program?:

Among the principles that RHP seeks to achieve in the field is the participation of beneficiary, which have been approved by the public authorities, in order to contribute to the completion and running of their residential projects to ensure the success of the process, and to integrat beneficiary into urban life. Population participation in the project will be through:

- Financial contribution to cover the costs of the work of completing their housing.
- To undertake the completion of the remaining works which not covered by the amount of the subsidy.
- Preparation of procedures for acquisition, and evacuation of housing until obtaining contract conditions. (Ghasmi Chawki, 2013, P321).

Characteristics of the study area:

As a result of the administrative division of 1974, in which Algeria has 31 wilaya after 15 states, M'sila is a point of contact between East West, North and South, bordered by the wilaya of Bordj Bou Arreridj, Bouira province, From the north-west of the wilaya of Medea, from the east to wilaya of Batna from the west and south-west of Djelfa province from the south-east of wilaya of Biskra (PDAU, 2010, P3).

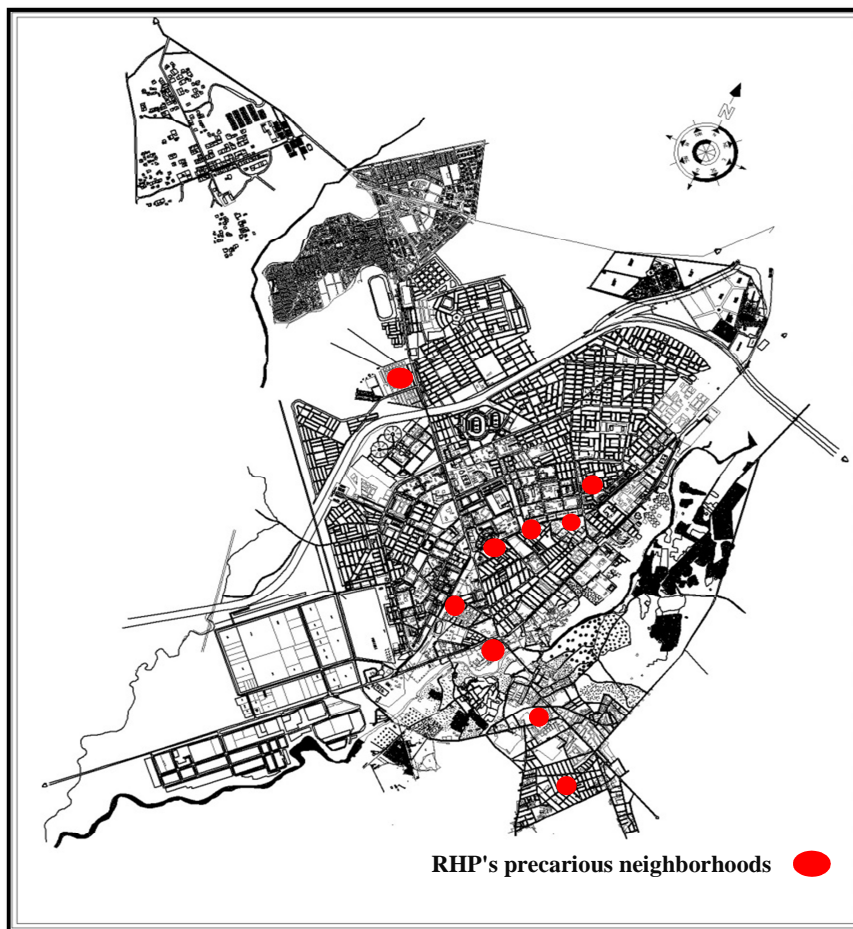
M'sila city is located on the north-west of the chatt al-Houdna Basin. It is bordered on the northern side by the Houdna mountain range. It is the intersection of the National Road N° 40 and the National Road N° 45 and the river of Al-kasab . (Boutabba.H & all, 2014, P27)



FIG(05): Location of the city of M'sila for the state
Source: PDAU.2010 + Treatment of the author

Like 12 wilaya suffering from the widespread of precarious housing, M'sila state has benefited from RHP through several sites, mostly rural to stabilize them in their homes. For example: Bousaada, Sidi aissa, Ain El-Hadjel ... Due to the faltering progress of the RHP projects in the field, the Algerian government was forced to acknowledge the faild of the program due to several obstacles, which stopped the program after less than 3 years.

A program has been registered in the Finance law of 2011 (Ministerial Instruction No. 20 / 56- 02/01/2011) aimed at improving the precarious residential neighborhoods by involving the population in the process, financed by the National Housing Fund, which grants a subsidy of 70 thousand DZ. The city of M'sila benefited from 3 thousand subsidy distributed in nine locations (the neighborhood of Ichbilia, the city center, cheikh Tahir, Djaafra, Al Badr, El-Kouh, Zahir 300 houses, el-Arkouub, Larocad).



FIG(06): Represents the distribution of RHP precarious neighborhoods
 Source: Author 2017

The case study :

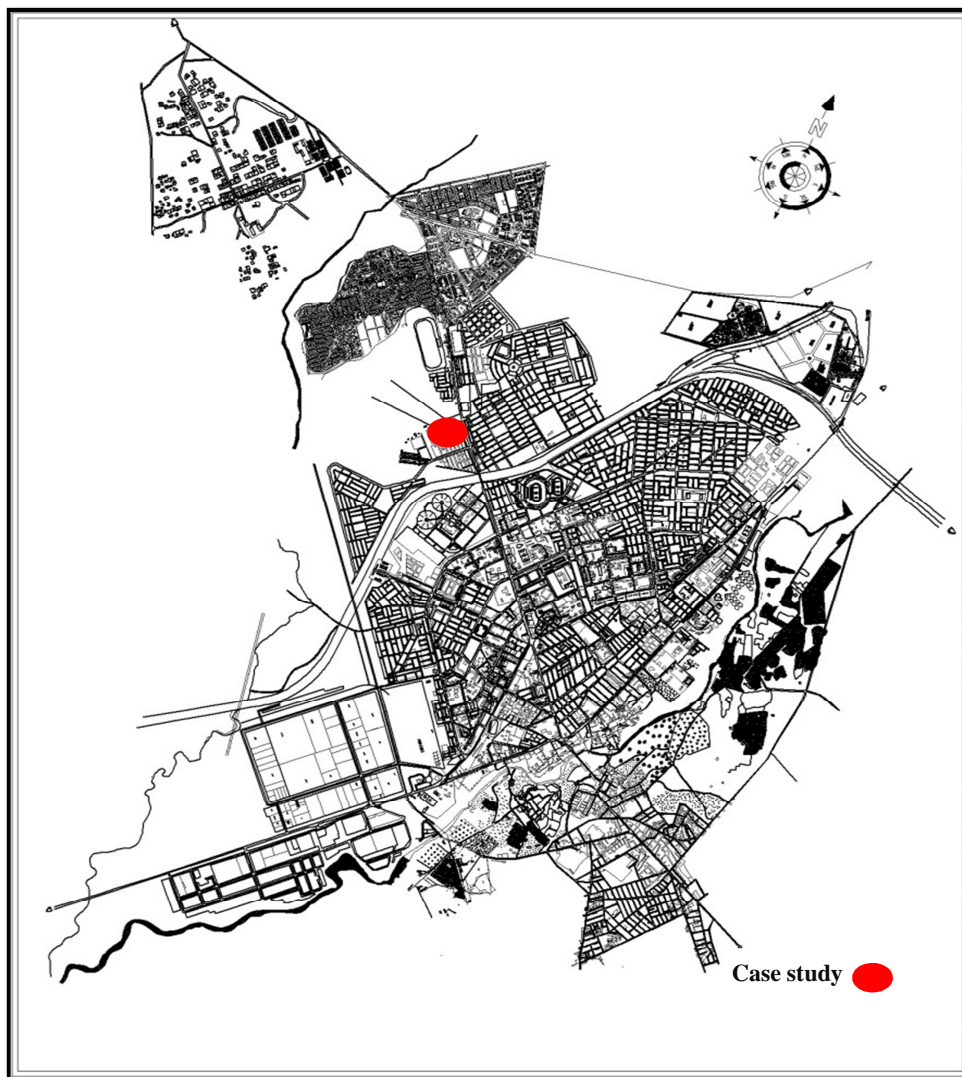
The city of M'sila has been adopted by RHP as a solution to eliminate precarious housing distributed to several sites such as Djaafra, Al-Zaher Al-Kouch, Al-Arkoub ... The neighborhood of Ichbilila is considered one of the most important neighborhoods because it is located in the northern entrance of the M'sila city. In addition to the social and environmental situation, that is why was taken as case study. The site Was an olive forest before the construction of the neighborhood in 1975 within the unplanned self-construction within 12 months as a result of the deportation of a population (the population of Aljamas neighborhood) to build the new wilaya center at the time, the buildings were without foundations and columns (walls and roof with tarnite) On an area of 155 m² for house, with a total area of 16.8 hectares. (ghasmia Fatima Zahra and all, 2012, p. 46).

A total of 720 residents were counted at that time, and adding 100 residents was live in the tents. However, the location of the neighborhood contributed to the increase in the population to 2923 residents in 2008 distributed over 574 homes. the neighborhood become a bad place because of its implications for the individual and society (high of crime and disease prevalence) (DPSB M'sila, 2008).

Tab(01): represents the precarious housing in the neighborhood of Ichbilia

Neighborhood	Number of huts	Houses without a structure	houses vacant	Total	Number of households	Number of individuals
neighborhood of Ichbilia	/	574	31	605	658	2329

Source: DH, 2017



FIG(07): The location of case study in the city of M'sila
 Source: PDAU.2010+ Treatment of the author



FIG(08): represents the plan of the neighborhood of Ichbilia
Source: Google Earth Pro + Treatment of the author

The interveners in RHP :

The project of RHP and other urban projects goes through several stages to achieve it and at each stage where there are interveners such as:

Municipality (APC):

The Municipality is the regional representative of the state, which has the moral personality and the independent financial authority. It is in the form of a deliberative that is elected known as the Common People's Assembly, headed by the President (Loi de communautés locales, 2012, P 6)

The Chairman of the Common People's Assembly shall form a committee composed of a representative of the Directorate of Housing, a representative of the Directorate of Construction and Reconstruction, in addition to the Common Technical Authority, whose job is to study the files submitted by the citizens in order to benefit from the subsidy to approve them by acceptance or rejection (As conditions that was defined),in addition to the administrative facilities granted to the beneficiaries of the project.

Direction of Housing (DH):

The Direction of Housing is responsible for implementing the housing policy at the local level as well as the implementation and control of public subsidies and ensuring follow-up of the relevant achievements.

It preparing the contract conditions for each beneficiary (Agreement between the Housing Direction, the National Housing Fund and the beneficiary). In addition to the delivery of the beneficiary decisions that entitle the beneficiary to receive the amount of benefit in three phases. The first with 40% of the benefit value, followed by the second phase by 40% too and the final phase of 20% is taken after completion of construction (completion of the facade).

The Direction of Housing shall also monitor the progress of the project works in the field and they conform to the agreed conditions, in addition to preparing the payment

National Housing Fund (CNL):

The National Housing Fund (CNL) is a public institution of an industrial and commercial nature, established by Executive Decree N° 91- 145 of 12 May 1991, as amended by Executive Decree N° 94-111 of 18 May 1994, where it manage the contributions and subsidies provided by the State for housing especially inadequate housing, urban restructuring, rehabilitation and maintenance of the built-up and the promotion of social housing (Décret exécutif n° 94-111, 1994, P22)

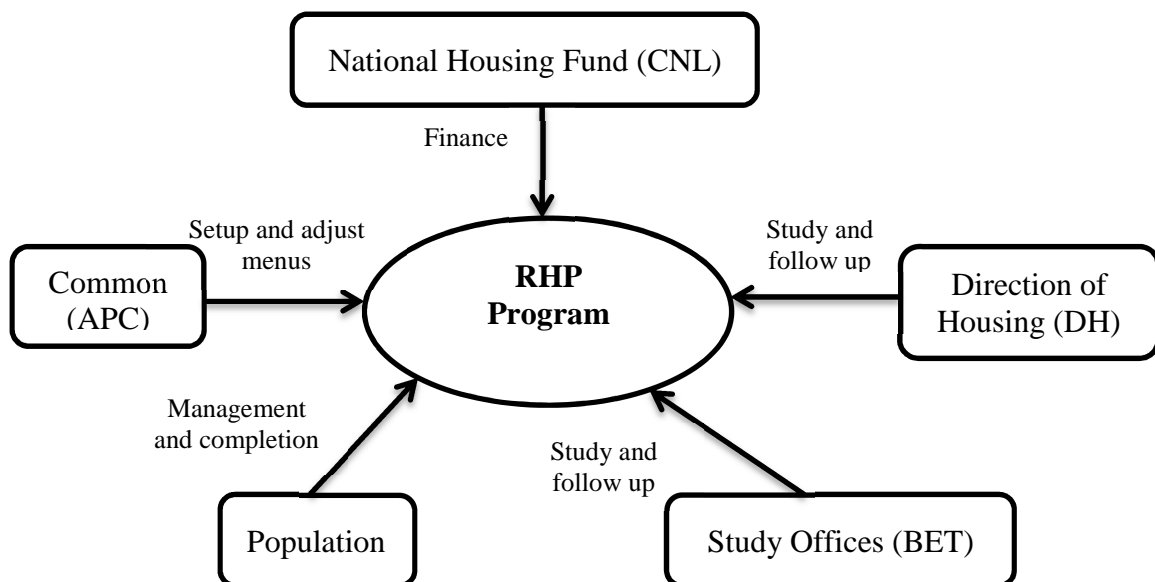
It is the main financier and responsible for paying the installments to the beneficiaries after completion of the necessary procedures (completion of the work of each section). It also has the task of paying the study and follow-up costs of the studies office which is estimated at 5% of the benefit amount (35 thousand DZ), in addition to verifying that beneficiaries do not have any benefits that are eliminates the current benefits.

Study Offices (BET):

The study offices play the role of technical consultant for the project through the study and follow-up of the partial projects starting with the completion of the necessary plans (architecture, civil engineering) until the completion of the projets (receipt of the full amount of the subsidy), in addition to preparing the progress reports of the projects (Descriptive reports of the progress of works). (Boutabba.H, 2001; Mili. M, 2018, P399)

Population (Habitants):

We mean the beneficiaries of the project, which aims to involve them in the management and completion of their homes, in addition to the financial contribution to complete the other works that are not covered by the amount of aid. The number of beneficiaries in the project about 300 beneficiaries.

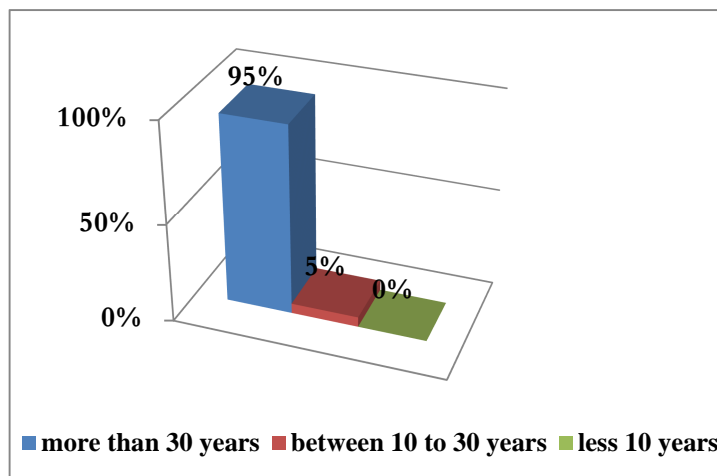


FIG(09): Intervener in RHP Project
 Source: Author 2017

Analysis of the results of the case study:

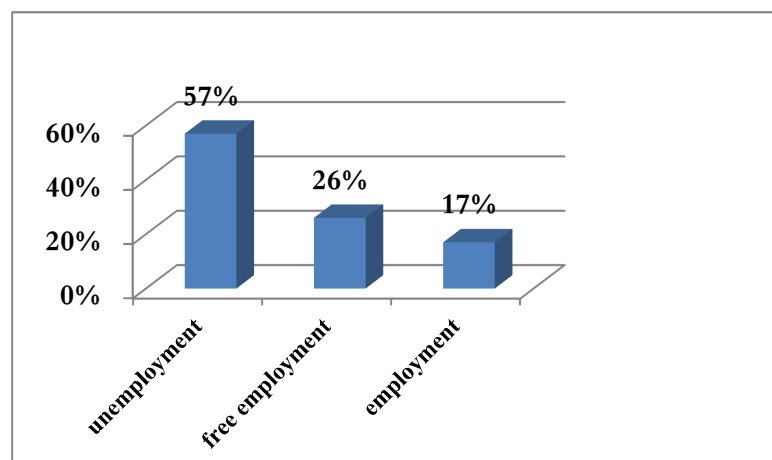
Through the case study conducted on the project (interviews with the beneficiaries), where the focus on several points that are directly related to the subject, the results were as follows:

For the duration of Residence: The majority of the inhabitants of the neighborhood of Ichbilia have a duration of residence more than 30 years 95%, while the rest of the population 5%, the duration of residence is limited between 10 to 30 years, and that is reflected in their answers in estimating the shortcomings in the neighborhood and give us the real Image of it , which can not be observed on the one hand, on the other hand affects the duration of residence on the stability of social relations inside the neighborhood.



FIG(10): Distribution of Population by Duration of Residence in the Neighborhood
 Source: Author 2017

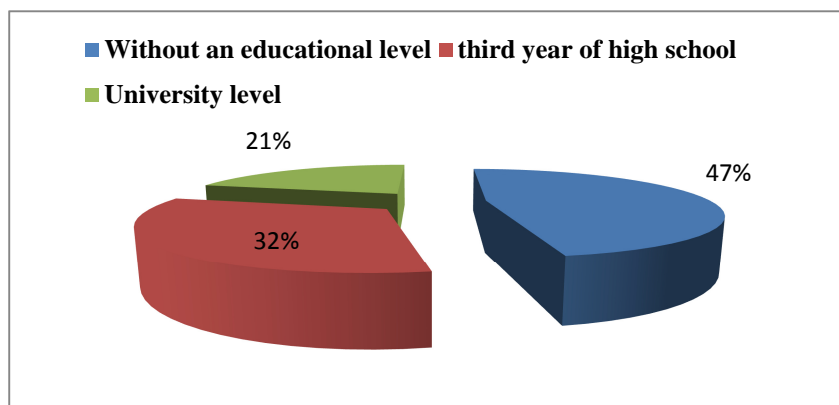
The social situation: There is an increase in the unemployment rate in the neighborhood of Ichbilia, where the percentage of unemployed was about 57%, while the workers in free employment amounted to 26%, while the employees about 17%, which explains the state of their residential environment and their inability to improve it and inability to afford the the extra expenses which are not covered by the value of the subsidy, which affected negatively on the project.



FIG(10): Population distribution by social situation (occupation)
 Source: Author 2017

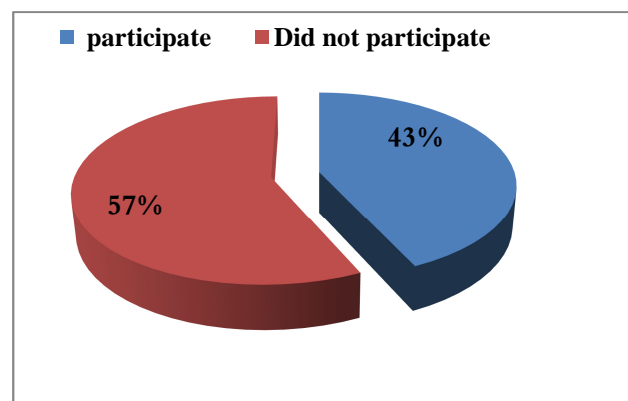
The legal nature of the property: The ownership of the site belongs to the municipality of M'sila, that is reflected in the process of RHP (absence of contracts), which led the municipality to issue an administrative certificate (certificate of exploitation) to replace the contracts to facilitate the process of the project until the administrative procedures are completed later.

The educational level: The social situation reflects to a large extent the educational level of the residents of the neighborhood of Ichbilai, where the majority 47% without educational level, and a less rate of 32% does not exceed the third year secondary of education, while the rest 21% have university education. This also had a clear impact in the way they deal with the study offices and the application of the contract conditions.



FIG(11): Population distribution by educational level
 Source: Author 2017

Participation in the project: The population participation in the program was modest with 57% of the population not participating in the project. This is due to value of subsidy compared to the work agreed upon in the contract conditions on the one hand and the social situation of the population on the other. In addition to the frequent administrative procedures and slow decision-making, which led some to refuse the subsidy, although it is an opportunity to improve their housing situation.



FIG(12): Population distribution by participation in the project
 Source: Author 2017

Program evaluation in the field:

As mentioned previously, the amount of the subsidy (70 thousand dz) has been divided into three installments. The first part is 40% from the value of the subsidy benefit of the citizen after signing the contract conditions. The second part is 40% obtained after completion of the structure of foundations, columns and roof. The remaining 15% is received after completion of the interface and the remaining 5% is counted as a fee for the studies office. In order to take advantage of each part, the beneficiary is required to do a progress report of the works accompanied by photographs.

Tab 02: Status of the RHP program

	Lists sent to APC	Number of Decisions benefit	contract Conditions signed	payment		
				First part	second part	third part
Ichbilia neighborhood	258 registered	186 Beneficiarys	173 Beneficiarys	169 Beneficiarys	134 Beneficiarys	107 Beneficiarys
percentage %	/	72	93	97.7	77.45	62

Source: Housing Directorate + CNL + Author

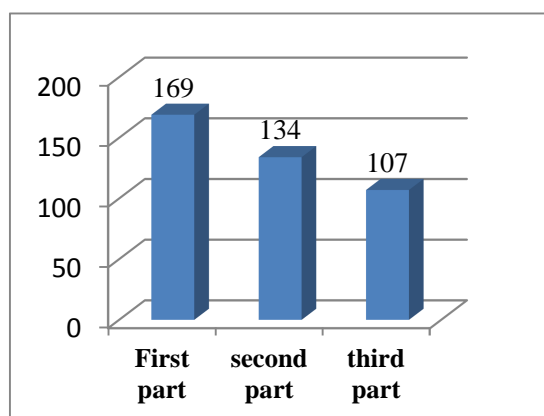


FIG (13): Number of beneficiaries of each part (payment)

Source: Author 2017

Through the table and the above figure we note that the participation rate of beneficiaries in the project about 93% where 173 beneficiaries signed out of 186 on the contract conditions to get receipt of their funds and settlement their housing . While 3% did not complete the administrative procedures to receive the first part of the subsidy due to their social situation, they could not afford the demolition on the one hand and the provision of houses on the other hand.

The results of the interview proved that the program is progressing at a slow way, for five years since the actual launch of the program in 2012 to now more than 40% have not yet completed their housing achievement and 30% are waiting for decisions.



FIG (15): Housing status after the RHP
 Source: Direction of Housing 2017



FIG (14): Housing status before the RHP
 Source: Direction of Housing 2012



FIG (17): Housing status after the RHP
 Source: Direction of Housing 2017



FIG (16): Housing status before the RHP
 Source: Direction of Housing 2012

Results and discussions:

According to the results presented, we can say that the RHP program did not achieve its objectives in eliminating the phenomenon of precarious housing. This is due to omission of many particles that are considered as the base of the program. Which affected on the process and the period of program completion. The most important of these obstacles is the participation of the population in the program has not been exploited very well, where the absence of the preliminary field study, especially from the socio-economic side of view of the population and the physical condition of the population, has affected the determination of the subsidy value which is not enough according to the works agreed in the contract conditions.

The neglect of the social situation of the residents of the neighborhood led to their inability to afford the extra expenses the beneficiary finds himself forced to demolish the house and bear the consequences of the demolition from the transfer of dust and waste on one hand and looking for another house on the other. Moreover, the cultural level of beneficiaries is difficult for the offices studies to deal with them in the application of the contract conditions, and the beneficiaries see that the procedures they are doing are exaggerated and not important. Also the slow of administration in the decision-making and the length of procedures between the project participants, which led to delays the reception of installments to complete the project.

Finally, the study concluded that sociologists should be included in the program to help study offices because they do not improve social communication, the majority of residents of this type of housing have a limited cultural level and need special treatment. As well as the need to do preliminary studies to determine the needs of the citizen and to know the social

situation of population and physical situation of the house to give them the appropriate funding with the necessary facilities by bringing them to the administration and accelerate decision-making. All these things lead the citizen to participate in this type of project, because the optimal use of population participation in public construction projects and rehabilitation projects lead to the improvement of the urban environment, development and improvement of life environmental in it.

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