Electronic mechanisms for concluding public transactions: a tool for promoting administrative culture

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Received: 08/03 /2026 Accepted: 23/04 /2026 Published: 30/06/2026

Abstract:

The digital transformation that Algeria has witnessed in these recent years has undoubtedly had a profound impact on most legal and administrative transactions, due to the many factors that necessitated this trend. Public deals are one of the most important areas subject to corruption and the deviation of public authority, which resulted in the adoption of legal mechanisms with a strategic dimension in the management of public money and the reduction of administrative behaviors of a bureaucratic nature, through the adoption of electronic mechanisms aimed at achieving a deep endeavor and the illusion of enhancing transparency in the management of public facilities.

Keywords: public deals, electronic mechanisms, transparency, governance, administrative.

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Introduction:

The introduction of the term digital or electronic deals, although it did not change the essence of the deal, nevertheless embodied legal guarantees of a procedural nature with the aim of enhancing the principle of administrative transparency in the conclusion and implementation of public deals and preserving public money from all forms of corruption.

Similar to the importance of digital mechanisms, we considered directing the study towards searching for the impact of these mechanisms in confronting administrative corruption in concluding and implementing public deals and establishing administrative transparency as a legal guarantee in the management of public money.

One of Dr. Suleiman Al-Tamawi's comments in his definition of the concept of the administrative contract stated that the latter is a contract in its form and a legal system in its content,[1] based on this statement, that the public deal as one of the legal acts of the administration in general, and one of the voluntary acts in particular, it is subject to a legal system in which the provisions and principles vary, whether it is about how to conclude or implement public deals or the circumstances surrounding their completion.

This legal system, which includes two types of rules, there are legal rules that suggest that public deals are considered a contractual system in which the principle of the authority of the will is embodied based on the rule of the pacta sunt servanda contract, with which contracts can only be concluded by matching the will of the contracting parties to produce legal effects.

On the other hand, there are legal rules that express a legal framework or legislative organization in which the objectives of the legislator are consistent, through which the legislator seeks to achieve a set of public interests by initiating public deals and selecting the contracting customer who must meet a number of technical conditions and legal data that are considered as the technical card for contracting with the public administration, within the framework of its management and meeting the needs of public utilities.

However, the Algerian government's move towards digitization policy, especially with regard to official documents[2] has resulted in amendments that are considered as deep reforms to the Public Procurement Law,as the Algerian legislator has adopted what is known as electronic transactions, as it has adopted many digital procedures and formalities, whether it is the stage of submitting bids through a digital platform introduced by the new Public Procurement Law, or the stage of concluding the deal and approving it by the contracting authority .

Similar to these amendments, through this study, we tried to delve into the concept of the public deal between the traditional view and the electronic nature, which is based on a number of digital procedures that seemed clear and a legal imperative to enshrine administrative transparency. Let's ask what is the goal of the project to adopt the digital system in concluding public deals? Has this measure resulted in administrative transparency in the management of public money, and thus combating and preventing corruption in the field of transactions targeting public money?

To answer this problem, we relied on the descriptive analytical approach to analyze the legal texts related to the rules and regulation of public deals in Algeria. We divided the research paper into three main axes and concluded them with a set of conclusions and recommendations.

1. Electronic public transactions from the outputs of the electronic administration

Modern technology has become a real concern that has dominated all our daily transactions, and it has not stopped there, but has included many public institutions, resulting in the emergence of what is known as electronic

or digital management, which relies on electronic media, as a modern tool for the management of state public facilities, or even in private institutions.

Accordingly, the digital revolution is what contributed to the establishment of digital management that relies on the use of knowledge, information and digital programs, and it can be said that electronic management - in our words - is a procedural formal shift from traditional administrative work to an activity that relies on the application of information technologies embodied in the form of electronic media and platforms, which prompted the Algerian legislator to adopt deep reforms in the field of transactions that are related to the management of public money in a legal framework known as public deals, which refers us to the need to define public deals between their traditional and modern concept that gave them a digital touch that requires knowledge of their impact on establishing transparency in the management of public funds.

1.1 Conceptual framework for public transactions (from the traditional view to the modern view)

The public deal is a strategic tool used by the public authority in the framework of the management of public money and the completion of various financial investments. However, this concept has evolved since the issuance of amendments and recent legislative reforms in order to embody the policy of preventing and combating corruption and the adoption of digitalization as a tool for concluding and implementing public deals. Therefore, we consider it necessary to take note of the traditional and modern concept of public deals to know the extent of the impact of these digital measures on the protection of public money

1.1.1-Traditional Concept of Public Deals:

Public deals are considered a type of legal acts issued by the administration in the framework of performing the administrative function, achieving the public service and managing the public utilities. In terms of legal rooting, they are an administrative contract, but the latter takes a specific nature and form that makes it different in many aspects from private contracts that require the compatibility of the two wills to produce legal effects. In addition, the fact and nature of the service that the contractor is obligated to perform have many scientific studies that aim to determine the legal nature of the public deal and public deals is a form of administrative contracts and is of great importance in the field of economic transactions. Therefore, the Algerian legislator gives it special importance through its independence with special legislation and technical provisions that are in line with the nature of its objectives.

The Algerian legislator defined them through Article 2 of the new Public Deals Law (as written contracts concluded in return by the public buyer called the contracting authority with one or more economic dealers and called the contracting party to meet the needs of the contracting authority in the field of works, supplies, services and studies). Some jurisprudential definitions of public deals were also mentioned,[3] including what was adopted by the French jurist Andre Deloyader as (contracts under which the contractor is obligated to carry out work for the benefit of the public administration for a specific price). Another definition stated that: (the public deal is a written contract between two or more parties in which the parties are obligated to implement what has been agreed upon)[4].

Through these definitions and the definition adopted by the Algerian legislator, public deals are written contracts concluded by the administration with persons who meet the legal conditions imposed on them in accordance with what is known as the book of conditions and this is with the aim of completing works or acquiring supplies or services and studies for the account of the contracting administration.

The subject of public deals is either the completion of works such as the construction of public utilities or the acquisition of supplies and equipment necessary for the operation of public utilities or service deals and studies such as the necessary designs before carrying out the completion of a project or the construction of specific facilities, which is explicitly included in Article 4 of the Public Deals Law, while the Algerian legislator exempted some types of public deals from formality, especially deals for the import of products and services because of their rapid decision-making nature, rapid fluctuation in their prices and availability, and the commercial practices applied in their regard.[5]

It is noticeable through the definition adopted by the Algerian legislator that it is based on two basic criteria.

A- Formal criterion:

This criterion is clear to us from the legislator's affirmation that public deals are written and formal contracts as is known. They are an exception to the principle of the consent of contracts established by the Algerian legislator through Article 54 of the Civil Code[6] which stipulates that a contract is an agreement under which one or several other persons are obligated to grant, do or not do something.

However, the formalism related to the conclusion of public deals derives its provisions from Law 23-12 referred to earlier, which accurately defines all the stages through which the process of concluding public deals. It is

noted through these formalities and procedures that the administration finds itself restricted when concluding public deals. As for the contracted dealer, he is obligated either to accept the offered deal as stated in all its conditions and data, or to reject it. Through the Public Deals Law, the legislator imposes a set of restrictions and procedures that the administration is obligated to take into account in order to preserve the public interest and protect public funds.

It is worth noting that there are many formalities that the administration is committed to completing in order to conclude the public deal, the most important of which are the financial conditions (financial credit), which the administration adheres to within its limits, otherwise this leads to the arrangement of its legal responsibility. In addition, the deals are not final unless approved by the competent authorities,[7] and one of the basic formalities by which public deals are concluded and implemented are the books of conditions,[8] as we will see through the second topic.

B- Objective criterion:

The legislator relied on the objective criterion in his definition of public transactions as well as the formal criterion, and this is through his determination of the nature and subject matter of public transactions, which relate to the following:

-Duration of Completion of Works

-Acquire supplies and equipment

-Providing Services

2.1.1: The concept of public deals in the light of the modern digital revolution:

We know that the public capacity is administrative contracts governed by the amended Deals Law, which defined them as contracts written in the concept of the Public Deals Law, and they are concluded with economic dealers according to the conditions stipulated by law in order to meet the needs of the contracting interest in the field of works, supplies, services and studies. However, with the emergence of what is known as electronic management, there have been many formal amendments to the public deal. Therefore, through the first axis, we will try to allocate the study to identify the mechanisms of electronic means to conclude public deals, while the second axis is dedicated to studying the impact of these mechanisms on the principle of administrative transparency in the management of public funds.

2.1. Electronic means of concluding public deals

It should be noted at the outset that public deals in its modern concept are the most important outputs of electronic management as long as they are

related to public money and the management of public utilities. Electronic management is also one of the most important results of the digital or information revolution, and as some express it (it is not just a formal digital transformation, that is, from paper management to digital management, but this transformation aims to introduce deep reforms to administrative work, and it undoubtedly carries with it the dispensation of paper transactions and reliance on technological means through digital platforms. Since public deals are one of the most important things on which the state is based in the field of public money and public utilities management, they are at the same time one of the most important areas affected by this inevitable digital choice, as the public deal has become concluded by relying on digital procedures due to the amounts of money subject to the deal, and they relate to either the completion of works , the acquisition of supplies, the completion of studies or the provision of services as we mentioned earlier .

Electronic mechanisms are the most important procedures that the administration currently relies on in transactions related to public transactions, which come in the form of an electronic portal guaranteed by Law 23/12,[9]which specified the provisions related to the digitization of public transactions,so we will try to address them in detail.

2 Section I: Procedures for concluding a public transaction in a digital way

When we talk about the mechanisms and procedures for concluding an electronic public deal , this leads us to Chapter Three of Law 23/12 on public deals, which takes two methods. The first method depends on the request for proposals procedure, which constitutes the general rule, while the second method is based on the negotiation procedure, which constitutes the exception, in addition to the consultation procedure in certain cases. The test of how to conclude the deal is due to the jurisdiction and responsibility of the contracting authority. While the conclusion of electronic public deals is based on many digital tools introduced by the new law 23-12, most of which are formalities imposed by digital wealth, we will try to address them based on the legal provisions contained in this law .

First: The electronic announcement of the reference

the conclusion of the public deal through the electronic portal is in fact a consecration of the principle of transparency as one of the most important constitutional principles that the public dealer must respect in the

management of public funds, and the electronic announcement as a new formula in administrative dealing expresses the desire of the administration to contract through various means of electronic advertising. The Algerian legislator included the talk about this procedure in Article 46/02 of it, which was drafted as follows:

The resort to advertising is also mandatory through the electronic portal, through which bids are requested, but what is noticeable to the Algerian legislator is that he has not used the traditional methods and procedures of sending advertisements for publication in the daily newspapers as well as in the official bulletin of the deals of the public dealer and according to the aforementioned text (Article 46/02) The electronic announcement is as follows:

Second - Submitting bids through the electronic portal

The electronic portal is the most important means developed by the state to dedicate digitization, and it is the means on which the contracting authority relies on in all the stages required for the completion of the public deal since the submission of bids , up to the stage of completion of the deal .

It is worth mentioning that the Algerian legislator considered the electronic portal as one of the essence of the formalities by which the public deal is concluded in the light of the new law, which allocated a wide space to it due to its importance in facilitating procedures and establishing transparency in the selection of the economic dealer according to objective criteria. In this regard, Law 23-12 indicated that an electronic portal for public deals is established and managed by the competent departments at the level of a ministry by virtue of a ministerial decision, as well as the contents of the decision issued in 2013 .

It is accessed through the electronic link that is attached to the advertisement for the customer

The economic portal, according to the decision dated 17/11/2013[10],is a website specialized in public deals and a wide space for all public dealers in public deals that allows the publication and exchange of documents and information related to public deals as well as the conclusion of deals in an electronic manner. Its tasks are as follows:[11]

A- The electronic portal allows the publication of the list of economic dealers, including those who are prohibited and those who have been excluded from the public deal project.

B- Publishing reports related to the contracting authority. It is an electronic space to view all

Documents exchanged between the contracting department and the economic dealer.

C- Registering with an electronic account through the form in the portal and then signing it

and send it through the electronic portal.

- D- Opening a database through the electronic portal that allows both the contracting authority and the economic dealer to access it.

E- The electronic portal includes a security system that provides legal protection for all documents related to the public deal and ensures its validity.

Third - Broadcasting in bids:

The bids in the electronic fund are opened publicly to the candidates through the electronic portal, either in their presence or through electronic means, through which the bids deposited are evaluated to select the best of them according to the bids submitted by the contracting authority. A record of this is drawn up, which includes a list of all the procedures that the evaluation process has gone through and the opinion of the contracting authority thereon, with the need to cause the circumstances and stages that they have passed through, under or through the Envelope Opening Committee and the evaluation of bids,[12] with the aim of selecting the best of them in terms of economic and financial conditions. Finally, a record is drawn up by the committee stating all the procedures it has taken, including the reasons for acceptance and rejection, and finally it is sent to the contracting authority after signing it in an electronic manner.

Fourth : The stage of awarding the deal:

The administration then selects the economic dealer on whom the deal was based according to the technical and economic financial criteria previously determined by the administration, without distinguishing between the economic dealers except for those related to the financial and economic conditions, and similarly, the temporary grant of the deal is made through the electronic portal in which everything related to the results of evaluating the offers is mentioned so that the candidates,[13]whose offers were rejected can submit the appeal through the electronic platform, so that the deal is then approved and signed between both the contracting authority and the contracting dealer who submitted the best offer, and then it enters into force after approval by the competent authorities (the official of the public authority, the director of the institution) and after consulting the administrative bodies mentioned in the law.

2. The impact of electronic mechanisms for concluding public deals on the establishment of the principle of administrative transparency

When we talk about transparency in the linguistic sense only , it is a term that contradicts ambiguity, ambiguity and confidentiality , and administrative transparency reflects the clarity and visibility of administrative work, and the flexibility of its relationship with citizens in general , and economic dealers in particular, to reflect to us, through it, that it is administrative behavior based on the ethics of administrative work, whether among employees ,or the management's dealing with individuals within the framework of the management of public facilities and the requirements of observing the principle of equality in the use of their services . These actions can only be based on respect for the principle of administrative transparency. What is the impact of this constitutional principle on the transparency and visibility of the conclusion of the public deal?

1.2. Constitutional reference to the principle of transparency at the stage of concluding public deals

The principle of administrative transparency, which was included in Presidential Decree 15/275 amending and supplementing the Public Deals Law, in addition to the Anti-Corruption Law of 2006,[14] is considered the most important legal principles and foundations governing public money in general. It is also considered one of the most important legal mechanisms that embody the digital transformation adopted by the government, especially in concluding public deals. From this point of view, it shows us the objective goal pursued by a legislator behind the adoption of the digital transformation policy, and that it is not just a formality as much as it is a mechanism to combat ambiguity and corruption that has dominated administrative transactions in the Algerian administration since the one-party policy and the three authorities meet in the hands of the ruling body.

The principle of transparency before talking about its position in the field of public deals is based on its constitutional terms of reference. Why? Because ensuring transparency in the field of protecting public money is a dedication to the most important constitutional principles embodied by the rule of law during the protection of public order and combating all forms of corruption and transparency, as mentioned above, it comes in contrast to the term ambiguity, manipulation and fraud in the management of public funds subject of the [15]deal , and defined by the French dictionary leRobert) as: (la qualité de ce qui visible partout) , but the term is clarity and disclosure,

declaring the intentions of the administration , and what the public authorities do by clarifying their relationship with citizens in general , and their dealers in the field of public money management, which is considered one of the basic principles in international conventions, especially in transactions that fall on public money, including the United Nations Convention against Administrative Corruption.

As for the constitutional reference to the principle of transparency, it has been included in all Algerian constitutions, the most important of which is embodied in the Constitution of 2020 (November 01) [16] ,where Article 9 of it stipulates the following: (Among the goals chosen by the people is to ensure transparency in the conduct of public affairs, and it was also adopted by Article 199 of it, which entrusted the Accounting Council with the task of post-censorship of public property and funds, and that it is invited to contribute to the promotion of good governance and transparency in the management of public funds)).

This has already resulted in the embodiment of this constitutional endeavor through the creation of the supreme authority for transparency, the prevention and combating of corruption, and this is in accordance with the law .

1.1.2 The principle of transparency is a tool to protect electronic public transactions

The principle is considered as a safety and support tool for competitors and candidates to ensure that the procedures for concluding the deal and selecting the contractor were carried out in proper ways and by safe means, which is included in the Public Procurement Law. The Anti-Corruption Law, Law 06/01, also considered one of the most important preventive measures in the conduct of public affairs and the preservation of public money. However,[17] how is the electronic transaction considered a tool to enshrine the principle of administrative transparency in the field of concluding public deals despite the traditional formal procedures adopted by the legislator before the issuance of the digitization law?

Electronic advertising in the field of public transactions and the electronic method of concluding them would lead to the strict application of the procedures stipulated in the law on combating corruption, the most important of which is contained in Article 9 of it, as it included many procedures, the most important of which are :[18]

- Publicity of information relating to the procedure for concluding the public transaction.

- Preparing in advance the conditions for participation and selection.
- Include a declaration of integrity when concluding the public deal.
- Exercising the right to appeal the acknowledgment of the selection of the contractor in the event of non-compliance with the rules and procedures. provided for by law.

Accordingly, reliance on electronic media has the effect of establishing transparency in the field of concluding public deals.

2.1.2The portal is a tool to establish administrative transparency

The principle of transparency is embodied in the fact that every document related to the portal is viewed and read, in addition to the possibility of transparently informing the candidates of all information related to the public administration, in addition to the publication that takes place in the official bulletin of public deals, which requires the public dealer to do in two national daily newspapers, as stated in Presidential Decree 15/247 in Article 204, which stipulates that the competition lawsuit must be placed at the disposal of the contractors. In addition to conducting electronic registration, which provides the contracting authorities and economic dealers with an electronic account, which helps to carry out transactions in a digital manner, Article(04) of the decision of the Minister in charge of Finance. The same form is filled out by all contractors and even entering the portal is only by e-mail. Finally, we point out the need for an accurate database that allows both the economic contracting party and the contracting authorities to access it and carry out any functions available to them. They can also exchange documents and information. The database includes all the information related to the electronic portal, which allows them to contact the contracting administration. It contains the principle of confidentiality.

1.2.2 **Legislative controls are an anti-corruption tool in the field of public procurement**

The Public Deals Law is the first special protection for public funds through the conclusion of deals, as well as specifying the procedures and methods of dealing in such contracts. It includes a set of digital measures and mechanisms as a tool to combat corruption resulting from the conclusion of illegal transactions by the contracting authorities to ensure the transparency of the management of public funds and protect them from waste and achieve personal purposes.

In general, this law includes a set of deterrent measures that are taken in the face of acts andpractices that aim to provide a promise to agents of public deals to prevent or allocate, directly or indirectly, a reward or

concession of any nature on the occasion of preparing, negotiating, concluding or implementing a deal, contract or supplement. These behaviors that are incompatible with the objectives related to the legal protection of public funds and their protection from illegal transactions are sufficient reason to cancel the deal and register those concerned in the list of economic dealers who are prohibited from submitting offers for public deals and canceling the deal without prejudice to criminal follow-up procedures.

The contracting party shall also subscribe to the integrity declaration in accordance with article 51 of the decree. The departments of the Ministry of Finance in charge of public deals shall maintain or cancel the list of prohibitions.

In order to ensure greater integrity and transparency, every public official whose private interests conflict with the public interest must step down as a participant, implementer or observer of the public agreement or authorize this to the presidential authority.

This is with regard to the legal procedures adopted by presidential decrees in the field of regulating and restricting the administration in concluding public deals with a number of formal and substantive legislative controls

2.2.2 Digital mechanisms are a shield for transparency and anti-corruption

It seems that the electronic mechanisms introduced by Law 12-23 are a qualitative service to eliminate the scourge of corruption in the conclusion and completion of public deals, and to protect public money from all forms of corruption and waste , and this is evident through the pivotal role of digitization of procedures at all stages of the public deal, as well as the integrity and transparency of procedures related to the implementation of the public deal, through equality between candidates for its conclusion , and finally the selection of the contractor to whom the deal is awarded according to objective criteria that are published at the level of the electronic portal

The digital technology adopted by the Algerian legislator has a clear impact in enhancing administrative transparency, eliminating deviation in authority and ethics of administrative actions in dealing with and managing public money. It contributes to the promotion and completion of quality projects submitted by the contracting authority in accordance with accurate and clear legal procedures and digital techniques, not to mention that it opens a wide field for the development of the public service, which the

administration has to balance between economic dealers and its interest in protecting public money.

Conclusion

At the end of this study, we note that there are many legislative provisions and digital controls that the Algerian legislator has introduced for the field embodiment of the constitutional principles related to the protection of public money from all forms of corruption in the field of concluding and completing public deals. These provisions are reflected in all stages of the completion process, especially the recent amendments introduced by the legislator, which are considered as strong digital guarantees to reduce the abuses of the administrative authorities in the management of public facilities and dealing with public funds through the clarity and dissemination of all information and documents exchanged. between the parties to the public transaction.

The Algerian legislator considered it an administrative contract. In fact, the conditions for contracting are not met at all stages of concluding public deals, because the legislator has surrounded it with a number of legislative and digital restrictions and controls. The latter are not only related to the contracting party, but mainly to the contracting interest, which has imposed many restrictions on it. The Algerian legislator has also introduced a set of legal guarantees aimed at protecting public funds from waste and irrational consumption by public officials.

Let's finally say that the digitization of public deals is not just a formality as some believe, but it carries with it a set of objective criteria that embody the will of the state to achieve good governance in the management of public utilities, so that the predominant element of this type of administrative contracts remains the legislative and digital framework. One of the stages that public deals go through is the intervention of the legislator by imposing strict restrictions and procedures in order to achieve the public interest and establish legal protection for public funds. Are they contracts subject to the principle of the authority of the will or are they legislation that combines traditional and modern mechanisms?

Marginalization:

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[5] Article 2 of Law 23-12, op. Cit.

[6] Civil Code in the light of judicial practice, full text of the law and its amendments, Bertie Publications 2010..

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[9] Article 105 of Law 23-12, op. Cit.

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[12] Article 43/2 of Law 23-12, op. Cit.

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