

**Administrative cooperation in new technologies, a
common space to decision making and delivery
services on local governance**

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Summary

The paper we are presenting, attempts to expose and analyze the Municip@ Project implemented in some municipalities in the Community of Madrid. The purpose of this project is to increase and improve the public services offered to the citizens, through the use of new information and communication technologies.

We will approach this experience of administrative management from three facets: first, we will put into context the emergence of this instrument of improvement within the framework of the agreements of Digital Cities and its later development in scope of the Community of Madrid, within the Plans of Administrative Simplification; second, we will analyze the position occupied by the different actors in the development of the goals and objectives of this tool, rendering special attention to the role played by the public Administrations, who have supported and participated in this initiative (Autonomic and Local Administration); and lastly, we will go deep in the application, development and impact of the Municip@ Project.

Key Words

Public Management, e-Administration, New Technologies, public services, Local Administration, Community of Madrid, Inter-relation.

INTRODUCTION

The paper that we are presenting attempts to analyze the last modernization initiative driven by the Administration of the Community of Madrid to implement the Information, Communication Technologies, and Internet (E-Administration) in the municipalities of less than 20.000 inhabitants of its geographic scope. This new relationship of cooperation and collaboration between both administrative bodies (regional and local) forms part of the strategic goals and modernization initiatives planned by the Autonomic Administration whose final objective is to improve the public services delivered to the citizens through the use of Information and Communication Technology. It is frequent to talk about modernization as a policy that affects only one Administration in particular. In other case, modernization can also be understood like a tendency that affects to the Administrations of a country or several countries; but the development of the Administrations and their political capacity to carry out policies is more and more dependent on their relationships with other public Administrations and organizations (Arenilla 2000).

The highlights of the discussion will be structured from general to specific, and from macro to micro, mainly because we start with the belief that the implementation of E-Administration cannot be viewed in a isolated way, but instead it must be part of the planned initiatives of a modernization policy. For that reason, the route that which we will follow in our analysis will begin with one conceptual approach and later address a second phase of case analysis, specifically, the evolution and implementation of our unit of analysis, the Municip@ project.

The analysis of this new initiative will allow us to resolve some of the basic questions you relate to the levels of implantation of local E-Administration in the City councils of some Madrilenian municipalities.

FIRST PART. THEORETICAL ELEMENTS.

1. CONCEPTUAL FRAMEWORK ABOUT THE E-ADMINISTRATION.

All process of modernization try to modify the relational system of the Public Administration with its surroundings. This is what the theoreticians of the Management Science call “to reform the Administration is to reform the society”. Also it could be argued that what really looks for with a policy reform is to improve some aspects of the performance, organization or procedures of administrative management. What happens is that those apparent partial transformations, with more or less global intentions, result in an ultimate goal that attempts to change the relationship between the Administration and its environment (Arenilla 2.000).

Being that the ultimate goal of modernization is to invoke change in the way the Administration relates to and interacts with its environment, Information and Communication Technology plays a central role in the accomplishment of this hypothesis. Mainly, because in the present context the circulation and use of Information and Communication Technology and Internet in the society, in general, and the Public Administrations, in particular, have become a preferred vehicle to understand the transformations in progress in the public management (Ramió 2002).

Nowadays we find ourselves immersed in a Society of Information. In this sense, are authors who begin to use the term “Informational Society” not only when putting the emphasis on different technologies, but also on the social organization whose the informational processes become fundamental sources of productivity and

power (Castells 1996). Therefore, this vision, that we supported, insists on the utility of these tools like strategic resources in the organizations.

In the Public Administrations domain the Technologies of Information and Communication are beginning to be used as strategic and high-priority factors in the implementation of any project or innovative objectives. In this context it appears the E-Administration. The concept of E-Administration is used since 1990 to make reference to a series of characteristics of the public organizations: a) The intensive use and increasing diffusion of the Technologies of the Information, Communication and Internet in the Public Administrations. b) The innovation of the internal and external communications of the Public Administrations with, at least, the following actors: citizens, enterprises and other Administrations. c) The transformation of the provision of information and the organization of the public services (Criado 2004).

In an environment characterized by globalization, decentralization, regionalization, a technological revolution in regards to communication, etc, the Information and Communication Technologies have become instruments that allow the renewal of exigent and quality¹ public services, since its use reconsiders the ultimate objective of orienting the citizens and improving the quality and offering of public services. New Technologies have created electronics public services, improved the management (quality, effectiveness and efficiency) of traditional public services, and as a result the welfare of citizen increase. This allows “recovering institutions legitimacy by performance through New Technologies” (Olías de Lima, 2001).

In the context of Public Administration, E-Administration is influencing two ideas, at least: first, the public services concept in framework of new technologies, and second the relationship between Public Administrations with their surroundings, overcoat with other Public Administrations and the citizens. Next we analyse this ideas. -The New Technologies context supposes a challenge to public services concept.

First, it is very difficult to determine an only one definition about public services, and a wide bibliography shows this (Parra, 2005). The evolution of public institution have influenced in this concept changing his characteristics throughout the time, is a dynamic expression. Several elements concur in public service: implies positive activity, essential for the social life, directed to citizen or a generic group, special legal regime, etc. The public services try to implement a kind of relationship and, at the same time, to provoke a behaviour change between the Public Administration and its surroundings. In this sense, E-Administration increases the change on public services concept and on the public environment because of implements a directed relationship through multi channel. New Technologies introduce a new electronic public service concept and redefine basic service. The traditional public services tackle community essential necessities and some policies of modernization have driven his ideas to reform the nearest level of relationship between public institutions and citizen. Basic and essential public services express values of minimum social necessities. But in front of a basic system limited by political competition (essential necessities) E-Administration introduce telematics public services, focus on access of information and public services request. In this case, we are in front of a new concept of basic service and a tool of relationship.

¹ Metric of quality of the electronic public service: it reaches informative or degree of diffusion between the possible candidates; simplicity in the call; term of evaluation, resolution and payment; pursuit and notification; to measure degree of satisfaction of the users (Ministry of Industry and Tourism 2000).

Second, public service is defined by territory² of each Administration (political and administrative competition). At the moment, the evolution of classical public services has an enormous relevance in local Government because of during this time this level of administration has increased its public services activity. Information and Communication Technologies allow to develop more public services in relationship with other administration, and to set only one Administration up. So, New Technologies become a public service delivered by other Administration levels to local administration. Indeed, the municipalities of less than 20,000 inhabitants are the focus in new technologies because of their deficit in these tools. So, numerous initiatives (Digital Cities, GEMA Project, Advance Plan) are projected in this spaces, as the Municip@ project.

All this kind of transformations, redefine and impel the paper of local services. It becomes the entrance to other public administration and its public services. But it is necessary to develop a simplification and rationalization policies among administrative levels.

Third, we found the challenge not only to limit public services concept but to define our public. New Technologies attempt to personalize public services developing impersonal interface overcoming standardization of traditional public service. As we will see later, the extension of information and transaction service, as well as, the kind of information drive to the citizen has design a public service seated in utility criteria and public management criteria to promote public profit more than a social rights and public values. The equality in the access to the services offered through New Technologies would suppose a greater development of the individual freedom. But the fundamentally question is, who access at this kind of service.

In order to achieve the success and excellence, it will be necessary to develop organizational changes, social public policies and inter-relationship among Public Administrations.

-Next to the public service concept approaches, the E-Administration must be used as channel to relationship and organizational transformation (in a context of policy network).

In this sense, the changes caused by the use of these tools are three: intra-organizational changes (inside the organizations), Inter-organizational changes (relationship among organizations), and extra-organizational changes (relationship between the organizations and their surroundings).

From an intra-organizational perspective the total incorporation and use of these tools within the daily operation of the Public Administrations have facilitated and had like objective the creation of an integrated system of information and management of processes.

The relation among Public Administrations with Information and Communication Technologies attenuate the effects of the territorial complexity is derived from the existence of a plurality of organizations (different administrative levels: central, regional and local) and facilitate the intercommunication, the cooperation and the collaboration between Administrations, which allows not only to compensate the administrative fragmentation effects, but also, to eliminate duplicities in services. This tool, next to other elements of policy network, establishes space and mechanisms of inter-relationship, as much from the point of view of the co-decision, implementation and evaluation of public functions. In this context of relationship, some project implemented by New Technologies guarantee the existence of minimum

² Text revised Regulate Basic Local Regime. Art. 85.1 (Parra 2005).

common services in spaces Web shared between different Public Administrations. But in addition this collaboration and the spaces of decision making, we must approach the autonomy principle, mainly in Local Administration. It is important to know the kind and the direction of decision making, and the paper of each administrative level. Indeed, it is necessary to know the specific evolution of public service and the special characteristics in a municipal context. The signs of identity of the municipalities, its mark - that non-localism -, and its capacities to overcome the homogeneity developed by macro and medium administration level.

In relation between the Public Administrations and their surroundings, if we identified this with the citizens³, the use of these instruments of management emphasizes the consideration of the citizen like subject assets in its relations with the Public Administrations creating a communication model that breaks with the autarky of the bureaucratic model approaching the final beneficiary to the Administration. It supposes that the citizen participates and he is implied in the public management of several ways: asking for information; presenting requests, claims and suggestions (what it try to introduce the perception of the citizens); and demanding quality of services (Pastor and García 2005). Therefore, the creation of tools to the service of the external generation of information implies the opening of the organization to the citizen, the indirect participation of this one in the definition of its objectives and their policies (Pastor 2001).

SECOND PART. CASE ANALYSIS.

1. THE PROCESS OF MODERNIZATION OF THE COMMUNITY OF MADRID: THE ATTENTION TO THE CITIZEN AND THE TECHNOLOGIES OF THE INFORMATION AND COMMUNICATION.

The policies of modernization by the Administration of the Community of Madrid since 1995 have the attention to the citizen. Understanding attention to the citizen as a “set of activities and means that the Community of Madrid makes available of the citizens for the exercise of its rights, the compliance with its responsibilities and the access to the public services” (article 1º of Decree 21/2002) The activities that integrate the attention to the citizen are: the information and the advice; the registry of requests and communications; the management of suggestions and claims; the management of procedures; and the benefit of services (article 48,3 Government and Administration Law of the Community of Madrid⁴). The drive of the Technologies becomes an essential tool to improve and to develop the attention to the citizen.

³ The citizen concept is used here in an ample sense including to the different denominations to indicate different contents in the relations with the Public Administrations that end up taking shape in calling to the citizen: interested, user, contributor, client, consumer depending on the predominance of the activity characteristic of this relation (payment of taxes, transferences, services, administrative procedure, et cetera.)

⁴ Law 1/1983, of 13 of December, Government and Administration of the Community of Madrid has been modified by: law 16/1984, of 20 of December; law 6/1988, of 6 of April; law 9/1990, of 8 of November; law 7/1993, of 22 of June; law 18/1995, of 1 of December; law 28/1997, of 26 of December; law 26/1998, of 28 of December; law 8/1999, of 9 of April; law 8/2000, of 20 of June; law 3/2001, of 21 of June; law 14/2001, of 26 of December; law 13/2002, of 20 of December; law 2/2004, of 31 of May; and Law 5/2004, of 28 of December.

The first decision making of the Community of Madrid in this modernization process was the creation of an administrative structure that it led, managed, developed and controlled the change process. It was created General Management (*Dirección General*) of Quality of the Services and Attention to the Citizen and the Independent Organism of Computer science and Communications, as a technical support for the change.

Once constituted the administrative structure, following its policy of modernity, Regional Administration drives the relationship with Local Governments, with a Project to Management and Mechanization Attendance of the Municipalities of Madrid (GEMA Project). During this process of modernization, initiated in the Community of Madrid from year 1995, we can find some logical and strategic ideas.

Before enter in our study, we are going to emphasize general aspects of those projects that have created a space of inter-relationship between regional and local Administrations of Madrid. Also we will approach the Strategic Plans of Simplification and Administrative Management because of they represent the strategic context by which the Community of Madrid guides itself in the matter of Electronic Administration.

1.1. Inter-administrative projects of impulse and implantation of the Technologies of the Information and Communication in the Local Organizations.

We are going to make an approximation to: a) the Project of Management and Mechanization Attendance of the Municipalities of Madrid; b) and One Stop Shop Project. These projects are the antecedent of the new Municip@ initiative, object of our analysis.

a) The Management and Mechanization attendance of the Municipalities Project of Madrid.

The Community of Madrid in 1996 started up the GEMA Project, an initiative whose try to locate City councils in context of the technological innovation.

The GEMA Project consist in a platform or corporative network, of private use, between the Community and municipalities of Madrid drives for exchange information and services using Internet technology, and associated of management tools and administrative transaction (Moya1999). At first, the subject of the Project were the municipalities of less than 10,000 inhabitants, nevertheless, this limit of inhabitants went away extending to 20,000 inhabitants. It is an only territorial classification. In addition the profile was extended to Association, Patronages, and etcetera.

This tool of municipal management made possible to the City councils of the Community of Madrid carrying out the following objectives: the update and innovation of the computer science equipment of the City council; the exchange of information between the Autonomic Administration and the municipalities of Madrid (but not among municipalities); and the creation of the page Web of the municipality. In addition the implementation came accompanied from a training policy destined to the personnel of the City council.

These lines of performance will be contemplated and they will be extended later (in 2006) in the Municip@ Project.

On the other hand, this initiative impulse a positive culture with the use of the Information and Communication Technologies and to improve the benefit of public services to citizens.

This initiative had a welcome in the municipalities of the Community of Madrid, mainly if we consider its high level of participation: 179 municipalities make up the Community of Madrid, 178 adhered to the Project.

Nevertheless, this high level of participation of the municipalities did not correspond with the accomplishment of the pre-selected initiative targets. For example, the Project GEMA made possible to the City councils the creation of a Web through a model of contents that were facilitated by the own Autonomic Administration and shared with other municipalities.

All Webs are informative contents (basic information), in most of their (small and medium municipalities) we were lack content, and in some cases the information is not updated.

We can affirm that the Project GEMA is an initiative that has remained paralyzed and obsolete to other project, mainly because contemplate the impulse of E-Administration. This it would be the case of the Project that we will analyze more ahead: The Municip@ Project.

b) The Project One Stop Shop⁵.

In 1997 the Community of Madrid signs an Agreement of collaboration with the General Administration of the State which was extended all Local Organizations of Madrid (Marco Agreement of the 21 of May of 1997). This Agreement try to obtain the following objectives: to implant an intercommunicated system of registries; to interchange data bases and instruments of information to the citizen; and to simplify administrative procedures. This initiative was named One Stop Shop (Ventanilla Única).

In the process of implementation of the One Stop Shop in the Local Organizations of the Community of Madrid two stages were contemplated. The first stage created an interconnection of registries with the attempts to reach the intercommunication of the total registry units in the three levels of Public Administration, and obtain the Telematic interconnection. The second phase went directed to offer general information on the administrative procedures and to start the transaction of files.

This Project develops two closer ideas: on the one hand, to impel the communication; and another one, the direct access of the citizens to the information offered by the municipalities (Pastor and García 2003).

The same as GEMA Project, the implementation of the One Stop Shop in the municipalities of the Community of Madrid has been a success if we consider as indicator the level of participation of Local Organizations in Project. About 170 municipalities of the 179 it counts on One Stop Shop. Nevertheless, if we analyzed the development of the objectives and the phases that were contemplated for their implementation, One Stop Shop has been used at the moment only as a tool of communication among registries, without taking step to the e-administration that would allow the payment of taxes, immediate procedures resolution (Pastor and García 2005). In the Strategic Plan of Simplification of the Administrative Management 2001-2003 (to which we will talk about next) also included between its targets the development of the Project of One Stop Shop and the importance to advance in an administrative transaction.

1.2. The Strategic Plans of Simplification and Administrative Management.

In 2001 year, Administration of the Community of Madrid created the Strategic Plan of Simplification and Management Administration, before some experience in e-

⁵ The Administration of the Community of Madrid already it had started up before the implantation of the One Stop Shop in the Local Organizations the enterprise (1995).

Administration. This document formally approaches the strategic frame of implantation of the Electronic Administration. This Plan completes later a second phase (2005-2007) in which appears the Municip@ Project.

a) The Strategic Plan of Simplification of Administrative Management 2001-2003.

In 2001 the Administration of the Community of Madrid, following the example of the General Administration of the State⁶ (“INFO XXI, the Society of the Information for all”) and the Administration of the European Union (“E-Europe, a Society of the Information for all”), starts the modernization of its structures and the citizens becomes the central element of improvement using Information and Communication Technologies.

The strategic Plan 2001-2003 is destined to implement Electronic Administration, with a previous simplification of administrative processes and procedures, that allows to manage the following services: the transaction and management through the network, the access to all documents and data bases of the citizen in own Administration, access to the information and services of other Administrations, accomplishment of payments, accreditation of the identity and signs electronics (Community of Madrid 2002).

b) The Strategic Plan of Simplification of Administrative Management 2005-2007.

In year 2005 the second phase of the PESGA is approved which a period of execution of two years (2005-2007). During this time it consolidates the profits reached in the previous phase.

The primary target of this II Phase of the Strategic Plan, is coincident with the model and objectives of the actions undertaken during the process of modernization of the regional Administration, although in this phase the central target was the quality of electronic public services and go deeply into transactional relationship, not only informative relation, and develop new channel of communication to access public services. In this sense, the Municip@ Project- planned in this phase- implement the use of New Technologies in a framework of inter-administrative relationship. This initiative will be about in the next section.

2. MUNICIPAL@ PROJECT

Municip@ is the last initiative of inter-administrative cooperation drive by the regional Administration that it try to develop a process of modernization with the support of the Technologies of the Information and Communication. By means of the recommendations done in Law 57/2003 of Measures of Modernization on Local Government: “the Local Organizations, and specially the municipalities, will have to impel the interactive use of the Technologies of the Information and Communication to facilitate the participation and the communication with the neighbours, for the document presentation and the accomplishment of administrative proceedings, surveys and, in their case, of citizen consultations” (article 70bis, separated 3).

Next, we analyse Municip@ Project, and for it we have structured this section in two great subparagraphs. At a first moment we will see some general aspects on Municip@, in particular, the antecedents of the Municip@ Project, we will examine the strategic frame in which include this initiative and finally we will come near to the analysis of this proposal (what is Municip@, which they are its objectives, that are the agent implied, et cetera). In one second part, we will study the planned and implemented process, analyzing the level of implantation of the Project at the present

⁶ In the scope of the General Administration of the State, the Law of Legal Regime of the Public Administrations in 1992, supposes a change in the citizen-Administration relation, when being increased the rights of the citizens, besides to make the procedures when recognizing itself simpler the use restoring the use of the technologies of the information.

time. On this point, we must clarify that we are not going to make an evaluation of the initiative, because of this type of study would require a long period of time to implementation to observe its real consequences.

Information collected to come from three sources: the direct observation of the pages Web of the municipalities adhered to the Project; of the fulfilment from a questionnaire to the participant municipalities; and of semi-structured interviews made to autonomic and local managers⁷.

2.1. MUNICIP@ PROJECT: GENERAL ASPECTS

1. Antecedents.

This new proposal of inter-administrative cooperation (regional and local) has its origin in PESGA 2005-2007 introducing new technologies in local administration to advance in a better delivery of public services (information, communication and administrative procedures) to the citizens.

Nevertheless, the initiative is not absolutely novel if we consider GEMA Project and One Stop Shop⁸. Also, we can include in these antecedents Digital Cities⁹ Project. There is an initiative of General Administration of the State, and where some Local Administration of the Community of Madrid and Organizations has participated. But we opt for to exclude this initiative from our analysis because of it is a Project destined of a great municipalities areas (Leganés, Aranjuez and Tres Cantos), and our investigation is drive in those Projects implemented in medium and small municipalities, in particular that they have less than 20,000 inhabitants.

In the Project GEMA and the Project of One Stop Shop we can find similar points related to the Municip@ Project. And in this sense, Municip@ resume some of the measures exposed in the previous projects but not activated still (Table 1).

In Table 1 we appreciated how the Project GEMA and the Project of One Stop Shop contemplates among their objectives, although in different level, the implementation of Information and Communication Technologies in its organizations as a tool to exchange and share information between the regional and local administration. Targets reflected in the Municip@ Project.

Other coincident points of these two initiatives with Municip@ are: on the one hand the Project GEMA, contemplate the creation of an Intranet (internal network) with possibilities of external projection, the technology also used allowed to create the own page Web of the municipality; in the case of the Project of One Stop Shop find certain continuity with the Municip@ Project in the interconnection of registries among the participant Administrations. But, in the second phase of the project, we find a possibility of which the citizen can also use the One Stop Shop and Municip@ not only as a tool of information but an instrument of relation with other Administration (information about procedures, transaction of files, etcetera).

Next to these coincident targets, we do not have to forget that the philosophy stimulates the design and implementation of these three Projects also is the same one: to serve more and better to the citizens using the new management and the Information and Communication Technologies.

⁷ The period of investigation was since march to june 2007.

⁸ General Administration of State participates to One Stop Shop.

⁹ Resolution 6 of November of 2003, the Secretariat of State of Telecommunications and Information Society, by which one occurs to publicity to the Agreement of collaboration between the Ministry of Science and Technology and the Community of Madrid, for the accomplishment of the project digital city in municipalities of Leganés, Tres Cantos and Aranjuez

2.1.2. Strategic Framework of the Project.

We find the strategic framework of Municip@ Project in 2005-2007 Plan of the Community of Madrid. This strategic drive the Electronic Administration and Municip@ is a element in its development, and consists of: “the creation of a specific space of communication (by means of technology Web) that contains all the information and services that can be shared between the Community and the Municipalities of the region; equipping the municipalities with new possibilities, with the support in the new technologies, the services are increased or improved that are offered to the citizens” (Community of Madrid 2005).

This initiative is completed with others two targets draw up in PESGA 2005-2007: the common services of immediate answer and services of electronic transaction. Some of these common services are: documents annexed, digital certification, telematics notifications, electronic file document, payments by Internet, interconnection with other Public Administrations, and integration of the information and transaction in madrid.org.

2.1.3. Objectives.

Municip@ Project is an initiative drive in 2005 by the Administration of the Community of Madrid with the purpose of obtaining one more a more agile Administration, effective and modern, that contributes to improve the welfare and the quality public services to citizens, by means of the use of the Information and Communication Technologies.

For the accomplishment of this purpose, Municip@ develop a common Web space between the Autonomic Administration and the municipalities of less than 20,000 inhabitants. These Webs contain local and regional information about services and administrative procedures, and try to create transactional services. These Webs allow closer to citizen local and regional government. At the same time, this project try to obtain the simplification of inter administrative transaction in the municipalities, but not among municipalities.

In relation with this definition we can indicate that the targets in the Municip@ Project are:

- To modernize the coordination (implanting measured for it) between the Administrations Autonomic and Local thus to be able to improve the benefit of services and like only via obtaining an integral attention to the citizen.
- To create a common Web space between the Community of Madrid and the municipalities to exchange information and services.
- To impel the use of the services of Electronic Administration in the local scope of the Community of Madrid, especially in the minor organization that have more difficulties to provide these basic services, even essential service.
- To facilitate the right of the citizen to choose means of access to the services public, through the Web, email, SMS and of the service of telephone attention. Multi channel. In this sense, this Project allows to serve to the citizen during 365 days of the year and 24 hours (temporary accessibility).
- To create new channel of information and communication among Local Administrations and the citizens through the Web, email, SMS and of the service of telephone attention. Inter administrative transaction.

As we can deduce of the indicated objectives, Municip@ as much contributes a series of benefits for the citizens as for the managing public (Public Administrations). In the Public Administrations, Municip@ Project offers the possibility to improve the

effectiveness in the management, standardizing procedures, besides to have a greater capacity of control and evaluation of the results in the benefit of the public services.

2.1.4. The paper of the participant Administrations in the Project.

The Administration of the Community of Madrid has been the main impeller of the Municip@ Project in several facets: technical, cultural, political, etc. For that reason, the Autonomic Administration assumed a series of commitments in all the phases, it is the following ones: the financing of the project in all its phases; to train to the responsible manager and civil services to develop the Project in the City councils; the internal and external diffusion of this initiative; and giving support and necessary technical support to the participant municipalities in all the stages of the Project (Table 2). Municip@ is a unilateral projects.

In the regional Administration these commitments have been carried out by several organisms: the Main directorate of Local Administration, the Main directorate of Quality of the Services and Attention to the Citizen, and the Agency of Computer science and Communications of the Community of Madrid.

In the case of the Local Administration (municipalities) its paper in the Project is centred only in the execution of the initiative. In particular, Local Administration manages the services contents offered to the citizens in its Web (update of the information, etc) and contributed with necessary human resources (Table 2).

As it is possible to be deduced of the mentioned commitments, each one of the participant Administrations (regional and local) will have to maintain a permanent communication in the implementation and development of the Project, activating therefore the relationship of cooperation and collaboration between the Autonomic Administration and the Local Administration.

But, these ideas show that the local autonomy in this project is limited by targets and previous decision making to Regional Administration. The autonomy of the Local Organization is confined to the implementation of the Project.

The participation of the Local Organizations in the final phase of the initiative (beginning) and its absence in the previous (definition of objectives, stages of implantation, situation of origin or game of the Local Organizations, et cetera) provoke a limit vision of collaboration and coordination concept.

2.2. PLANNING AND IMPLEMENTATION OF MUNICIP@

2.2.1. The planning of Municip@: stages for the implementation.

Once defined the Project and its objectives, the Administration of the Community of Madrid had to make a specific Plan of action. The objectives proposed in the Project were ambitious and complex, mainly considering the local context in which they had to be applied: municipalities with less than 20,000 inhabitants, whit very deficient or neither tools of management or new technologies. We do not have to forget that the size of the municipalities is a variable intimately related to the total of resources available by the City councils and their organizational capacity to face the new exigencies of the technology Web (Criado 2003).

On the other hand, the map of municipalities of less than 20,000 inhabitants to whom Municip@ was destined represented a total percentage of 84.36% (151 municipalities) of the 179 municipalities that composed the Community of Madrid. For that reason, the Autonomic Administration decided that this new experience had to begin by means of the application of a Pilot Plan to eleven municipalities (Table 3).

The Pilot Plan begins in March of 2006 putting two stages:

- First, stage that had to extend until 2006 July and whose line of development consisted of designing and installing in each one of the municipalities a computer platform and the web, whose content only informative services;
- Second, stage that would begin when finalizing the previous one and finish until December of 2006, whose main objective would be the conversion of the informative web into a transactional web.

After the conclusion of the stages in the Pilot Plan one second phase in 2007 will start up these targets: the incorporation from new municipalities to the Project; and the extension of the services offered to the citizens with new channels, we are talking about to telephone service 010 and the use mobile phone, Wap, PDA and TDT.

2.2.2. The procedure of inclusion and implementation to Municip@

Once designed the Project (what, how and when) the Administration of the Community of Madrid began a period of diffusion of the new initiative that consisted mainly of celebrating an informative session with Mayors. In addition, this act was reinforced with the handing over informative documentation on Municip@ Project smaller municipalities of 20,000 inhabitants of the region.

The procedure of adhesion and implementation from the municipalities to this Project begins with the deliver request form of adhesion to the Main directorate of Local Administration of the Community of Madrid. This organ reviews the requests and grants (or not) to the municipality. In this moment, the regional Administration plays an important role in the implementation of Project because of is the only in charge to provide the resources and the necessary aids for implement this initiative. And in this sense, the regional Administration deliver: the design and installation of computer platform; the design of the web; training the people of the City council; helping to the managers to migration and/or incorporation of the contents; being in charge of the maintenance of the platform. During the implementation process the Community of Madrid activates the internal and external policy of information, and detecting the errors that can be originated with the beginning of the Project and correct them.

2.2.3. The Municip@ implementation: present diagnosis.

The implementation of Municip@ begins in the 2006 by means of the putting in practice a Pilot Plan. Experience that it tries to carry out the objectives reflected in the Project in eleven municipalities of the Community of Madrid: Ajalvir, Cadalso de los Vidrios, Ciempozuelos, Collado Mediano, Colmenar de Oreja, Estremera, Guadarrama, Navalcalnero, San Martin de la Vega, Torrelaguna and Villarejo de Salvanés (Table 3 is seen).

The Pilot Plan was contemplated as an experimental phase of the Project before making it extensive to the rest of the smaller municipalities of 20,000 inhabitants (approximately about 151 municipalities). Nevertheless, at this moment this experience continues being developed and still the Project has not been opened to new municipalities, although around about 60 municipalities have asked for its adhesion.

At first, our investigation tried to analyze the eleven mentioned municipalities. Nevertheless, we had to exclude from two municipalities: Ciempozuelos and San Martin de la Vega. These two municipalities in the end chose not to implant the Project. In case of San Martin de la Vega one of reasons was the existences of a own Web although not discard in adding itself in the future to this initiative¹⁰. With respect to

¹⁰ Interview made to a public manager of San Martín de la Vega Council (21-05-2007).

Ciempozuelos the personnel destined to the Project received the formation courses, but in the end they chose not to put it in practice and to continue with its own Web¹¹.

Considering the previous data, we will reduce our analyse to nine Madrilenian municipalities: Ajalvir, Cadalso de los Vidrios, Collado Mediano, Colmenar de Oreja, Estremera, Guadarrama, Navalcalnero, Torrelaguna and Villarejo de Salvanes. The population of these municipalities oscillates between 3,000 and 17,000 inhabitants. These municipalities are a representation of the universe population of the Madrilenian municipalities (4 of them count on less than 5,000 inhabitants, 3 municipalities have between 5,000 and 10,000 inhabitants, and the population of 2 municipalities is between 10,000 and 20,000 inhabitants).

We understand that *Municip@* is a Project whose intentionality is to develop electronic Administration in those Madrilenian municipalities that, due to their size (small and medium), usually count on less resources to be able to invest on Information and Communication Technologies.

The analysis of municipalities Webs, will allow us to know which the degree, the availability and benefit of implementation of the Project is and its public services to the citizens. Mainly, *Municip@* contemplates two phases in its process of development: one first stage in which the pages webs must work like informative web, and one second phase in which its conversion in transactional web.

In order to analysis the level of different pages webs, we have differentiated between several typologies from public services, depending on the kind of information and communication that the citizen can obtain when he makes contact with the Web of its City council. And in this sense, and depending on the level of availability of the services public deliver by the municipalities to the citizens, we can differentiate among four kinds of public services: of information (information in line on the service); of interaction (unloading of forms); of bilateral interaction (unloading and delivery of forms); and of transaction (formalization and delivery of forms with receipt requested and payment of the service). With respect to the *Municip@* Project we inclusion two new services public: the services of interaction and the services of bilateral interaction. These typologies, in the case of *Municip@* are included within the denominated transactional services.

In this sense, we have grouped the public services reflected on webs, following categories¹² previous:

- a) Municipality information (history, geographic situation - flat, shield, population, socioeconomic information, communications and access to the municipalities - street, buses, etcetera);
- b) Information about internal organization of the City council (presentation of the Mayor, municipal norm - decrees, sides, et cetera, human control systems, departments, budget and resources);
- c) Services Information, in which we can differentiate between information about services and information as a service (Galán y Torno 2000). With the term information about services we are making reference to institutional responsibility, this type of information allows the citizens to know the public services deliver by the Local Administration (the knowledge of the services permit the utilization of services to the citizens). The information about services is a very ample category that includes several public services, reason why we have chosen to distribute the content of the information

¹¹ Interview made to a public manager of Ciempozuelos Council. (22-05-2007).

¹² This classification is used by several authors (Salvador 2000 y 2003, Criado 2004, Mesa, Ramilo, Casilla y Aguilar 2005), although in our investigation we have change some items.

of this area in three groups, PS by areas, municipal centres and facilities, and urban services. The concept of information as service intends to inform to the citizens like a service of those than more quick the public Administration, therefore within this service includes information that usually is other people's to the own Administration but that it can be from interest to the citizen (spectacles, meteorology, lodgings, restaurants, telephones of interest, information of the traffic, et cetera);

d) Information about relationship with other organization;

e) And finally, participative information (surveys, complaints and suggestions, etcetera).

Once made the investigation, we can emphasize the following things:

The nine municipalities adhered to the Municip@ Project arrange in their web a general information of the municipality and the internal organization of the City council. Nevertheless, any Council are include information about his administrative structure or human resources.

With respect to the information of services, we have different subcategories. Beginning with the personal information by areas, we can emphasize that the analyzed City councils have included in its web information on social services and woman, health, consumption, use, register, taxes, fiscal calendar, aids public and licitations, commerce and tourism, culture, education, sports, youth, technology and development, and citizen participation. Nevertheless, in all cases do not appear information about services of agriculture, fishes and veterinary cattle ranch, services, and notary's offices and registries. Another one of the important deficits of the municipal vestibules is the lack of informative content on municipal enterprises, although in some webs exists a connection in web of this service. In the information on urban services we have been whereupon web that contain information on security, urbanism, works, house, transports and environment. Nevertheless, there is an absolute absence of information on services of cleaning (road cleaning and maintenance of the municipal parks), and little information on cadastre. The information on centres and urban facilities occurs in all the analyzed cases.

The information as a service developed in all webs was enough, and municipalities web cover information on meteorology, telephones of interest, information of the traffic, pharmacy, cinemas, gastronomy and other spectacles.

Another one of the indicators of analyses used in our investigation has been the relational information. Within this category we establish relationship with other administrative levels (European Administration, General Administration of the State and Autonomic Administration). We do not have to forget that these informative webs are consequences of inter-administrative Project of collaboration between the Administration of the Community and the municipalities of Madrid. For that reason, we find available a connection in the main page of the Regional Administrative web. The connections that appear in all municipal webs contain information on the following autonomic services: the 012, Electronic Administration, the Program Prisma and Madrid Digital Community. In addition, also is available a direct link to the page official Web of the Community of Madrid (www.madrid.org).

All municipalities webs studied have incorporated services of participation with the citizens, between we can emphasize: the complaints and suggestions and the surveys of opinion. In all the cases, webs have a survey on public services. The City councils usually ask to the citizen about different questions, for example the destine of municipal budget (City council of Ajalvir, City council of Cadalso de los Vidrios, Collado Mediano City council, and City council of Navalcarnero), the located of a new centre or municipal installation (City council of Guadarrama), and on the opinion of a particular public service (City council of Torrelaguna). The possibility of making complaints and

suggestions is a service that also appears available in the initial page of the municipal web.

Also we must emphasize that in all investigated web, it is possible to be acceded as much to the information in Spanish as in English (multilingual format). On the other hand, we want to put record that the structure and the design of the pages webs adhered to the Municip@ Project practically respond to a same model. This format of web has been facilitated by the Administration of the Community of Madrid with the intention of homogenizer the image of the municipalities. Since it has been put in evidence, all the municipalities adhered to the Municip@ Project are characterized with a high content of information. Nevertheless, with respect to the services of interaction, of bilateral interaction, and transactional, the data are less encouraging. The existence of services of bilateral and transactional interaction is null. In the case of services of interaction is possible unloading document.

In order to finalize, to only emphasize that in general terms the results obtained in the investigation are forceful: the 100% of the Madrilenian municipalities adhered to the Municip@ Project offer in its web information about services and interaction services. Nevertheless, with respect to the benefit of services public of bilateral and transactional interaction the data verify that still it has not been arrived at this level of development of the initiative. Therefore, the information that appears in the page Web of the City councils is first of all general information (information on the City council-aims, competitions, services, location, etcetera and information on the management and transaction of services) but not specialized (imply a specific answer or to make complementary consultations) and particular information (information about processing file)¹³.

3. CONCLUSIONS: MUNICIPAL@ A DEVELOPING PROJECT.

The idea which it has turned throughout this study is that modernization and E-Administration must consist of a same reality. This means that the Information and Communication Technologies and Internet are a part within a policy of modernization that wants to implement in the organization. To invest in new technology do not serve if does not exist a political strategy of modernization that it impels as structural and organizational support during the implantation process of E-Administration. In this sense, we show during the investigation that Autonomic Administration have implemented in Local Government a project of e-Administration but in any of this Council have a process of simplification and rationalization of administrative process.

In the Administration of the Community of Madrid, we were with a leadership and political impulse since 1995 year, which use in its own process of modernisation. Nevertheless, the problems have arisen mainly when their experiences of modernisation have wanted to transfer them to the Local Organizations, establishing for it relationship of cooperation and collaboration. Experiences like GEMA Project and One Stop Shop have been implemented partially. In this cases two public administration (regional and local) do not develop all phases, towards a local E-Administration.

The primary target was to know the implementation of E-Administration in the municipalities of less than 20,000 inhabitants of the Community of Madrid, although is a young initiative and in this moment in a pilot phase.

The initial plan of implementation of the initiative has not obtained the objectives proposed; because of there is not enough time. It had been planned that the municipalities in which it had been begun to implant Municip@ advance to a

¹³ About different kinds of information driven to the citizen, we can see the Decree 21/2002, 24 January.

transactional web, planned on second semester of the 2006. But, this situation has still not taken place, and municipalities' webs continue being a mere informative and interaction channels services. Fact that denotes an underutilization of the possibilities of platform and the technology installed during the beginning of the Project.

On the other hand, the second phase of Municip@ must have begun in 2007. This second stage had as objectives: the adhesion from new municipalities to the Project, and the extension of services to the citizens through new access to the public services (WAP, PDA, TDT, et cetera). These two objectives have still not been accomplished, but we can say that during 2007 have been carried out adhesion requests by multiple City councils, but have still not solved, and the responsible organ of Community of Madrid does not know a date for its resolution.

About the paper of Administration of the Community of Madrid in the implementation of Municip@, we can emphasize the following thing. The Autonomic Administration has accomplished all the commitments assumed for the beginning of Municip@ (the technological resources, the technical advising and the formation to the City councils). Nevertheless, the regional Administration has not articulated any normative framework (for example, an Agreement of Collaboration, the same case of GEMA Project and One Stop Shop) that regulates the relations and commitments assumed in the Project by the two participant Administrations (regional and local).

This lack of regulation also is translated in the absence of an organ or commission that is in charge of the revision and evaluation the adhesion requests, and the creation a criteria about develops and control of the Project. This deficit provokes an informal evaluation of requests and without criteria. On the other hand, any Community of Madrid do not pursuit the implementation of Municip@ Project, neither about the public services offered, this is a indispensable thing to know how if the evolution of several phases contemplated and thus to make the necessary adjustments.

Finally, simply to indicate that we understand that for a later development of the Project, and the municipal webs, the own City councils will have to develop their internal dimension, to reorganize, to systematize and to simplify their internal processes, because of without this previous work it is practically impossible that the Local Administrations (municipalities) can evolve towards a model of E-Administration, in which can deliver transactional services. This previous diagnosis would allow them to know its situation of departure, to plan its necessities and to know what can or not to contribute Projects about E-Administration to its organizations. This analyse will contribute to outline and to define which is the own identity of each Municipal Organization, beyond fashions or unilateral proposals made by other administrative levels.

In another plane, it would be possible to consider which the citizen concept is used in these digital public services because of Municip@ go deeply into citizen concept. But, Can we call citizen and an only user of public services online? Is there a limited concept and definition of citizen? Mainly, when the improvements that introduce the New Technologies in the services go directed to the administrative transaction (the citizen-administered).

These questions must be solved when we know what kind of public services we want to deliver to citizens. At the moment, the data are few in this sense. To analyze this idea involve delimiting the directionality of relationship and the values in this relation. The appearance of new experiences in E-Administration, like the multi-channel services and multiplatform, will have to complete and to approach not only an automation of the relations and to approach the concept of citizen in all their complexity (social, and politically economic mainly).

At the same time, this project tries to obtain the simplification of inter administrative transaction between regional and municipalities' public administration, but not among municipalities.

These final reflections on the implantation of the Municip@ Project in the Madrilenian municipalities of less than 20,000 inhabitants, take to us to conclude indicating that to June of 2007 Municip@ it is still a developing Project.

ANNEXED. PICTURES, TABLES AND GRAPHS.

TABLE 1.
THE PROJECTS OF ADMINISTRATIVE INTERCOMMUNICATION FOR LOCAL ORGANIZATIONS: OBJECTIVES

	Project GEMA (1996)	One Stop Shop (1997)	Project Municip@ (2005)
Targets	1. To impel the internal and external communication using like support the Technologies of the Information and Communication (Intranet and INTERNET). 2. Creation of the page municipal Web (Direct access of the citizens to the information on the municipality).	1. Application of criteria common in the operation of the Registries. 2. Coordination and interconnection Telematics of registries between the participant Public Administrations in the project. 3. General information on the administrative procedures to the form citizen Telematics. 4. Transact form files Telematics.	1. To create a space of common Web between the Community of Madrid and its municipalities for the integration of the information and the services of joint transaction. 2. To facilitate the right of the citizen to choose means of access to the services public (the Web, email, SMS, telephone attention etc.). Multi-channel vocation. 3. To create new information channels and communication between the Local Administration and the citizens; Web, email, SMS, etc.

Source: own elaboration

TABLA 2:
PARTICIPATION LEVEL OF PUBLIC ADMINISTRATION

ADMINISTRATIVE LEVEL	COMPROMISOS
COMMUNITY OF MADRID	<ul style="list-style-type: none"> - INFORMATIC PLATFORM - TRAINING - TECHNICAL SUPPORT - MAINTENANCE - EVALUATION
LOCAL ADMINISTRATION (COUNCIL)	<ul style="list-style-type: none"> - HUMAN RESOURCES - TO GIVE INFORMATION - TO UPDATE INFORMATION

Source: own elaboration

TABLA 3:
PILOT PROJECT OF MUNICIP@

MUNICIPALITY	WEB MUNICIP@	Nº INHABITANTES
AJALVIR	www.ajalvir.es	3.231
CADALSO DE LOS VIDRIOS	www.cadalsodelosvidrios.es	2.741
CIEMPOZUELOS	Not implemented	18.764
COLLADO MEDIANO	www.aytocoladomediano.es	6.159

COLMENAR DE OREJA	www.colmenardeoreja.es	7.247
ESTREMEIRA	www.aytoestremeira.es	1.297
GUADARRAMA	www.ayuntamientodeguadarrama.es	13.025
NAVALCARNERO	www.ayto-navalcalnero.com	17.567
SAN MARTIN DE LA VEGA	Not implemented	15.677
TORRELAGUNA	www.torrelaguna.es	4.060
VILLAREJO DE SALVANÉS	www.villarejodesalvanes.es	6.713
TOTAL PILOT PLAN:	11 municipalities/ Web	96.481 INHABITANTES

Source: own elaboration from data contributed by the Administration of the Community of Madrid and the National Institute of the Statistic (01-12- 2006).

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