The One Stop Shop: the path towards an only Public Administration addressed to citizens?

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Abstract

The One Stop Shop must be regarded as a tool for the modernization of Public Administrations, as it approaches the administration to the citizenship and it provides it with better services, by means of the introduction of effectiveness, efficiency and economy criteria in the management of administrative procedures.

This article deals with the implementation and the surveillance of the One Stop Shop in the towns of the Madrid Region in more than 5.000 inhabitants. In order to do so, we will first approach the context of change and modernization in which this new tool of management is involved. Then we will focus on the implementation of the One Stop Shop in the Madrid Region, by reviewing the main initiatives in this process. Finally, we will analyse the question answered by Municipalities in the Framework Convention.

Key Words:

- Enhancement of the administration
- Citizen care
- Efficiency
- New design of structures
- Public management tools

- Accessibility
- Administrative cooperation
- Intercommunication of registries
- Simplification of procedures
- Decentralization

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1. INTRODUCTION

The paper that we are presenting attempts to analyze the project of One Stop Shop by the Local Governments in the Community of Madrid, in particular, in municipalities more than 5,000 inhabitants.

In Spain the One Stop Shop initiative begins in 1996 coinciding with the second wave of reforms to the government and within the theoretical framework of the New Public Management. In this context the project aims incorporate criteria of effectiveness and efficiency through administrative procedures in early streamlining and simplification to enable flexible administrative structures and close to the citizen.

The administrative efficiency is postulated to introduce organizational changes when considering that "there are relationship between the effectiveness of structures and the results obtained by the organization" (WRIGHT, 1997:29)

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 approach public services, delivered to the citizens, through the One Stop Shop Multi-Purpose (similar to concept Citizens Advice Bureaux). 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 a more dependent on their relationships with other public Administrations and organizations (Arenilla 2000).

The highlights of the discussion will be structured from general to particular and from macro to micro, mainly because we start with the belief that the implementation of One Stop Shop 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 One Stop Shop in municipalities of more than 5.000 inhabitants of its geographic scope.

1.1. Conceptual framework about One Stop Shop.

In the current context, all process of modernization tries 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).

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). New Technologies become a strategic instrument to improve the transformation in the public organizations. 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 this context One Stop Shop try to incorporate the following ideas in this process:

a.. The redesign of organizational structures. This action involves the creation of information, registration and procedure network addressed to citizens, integrated in the structure of several municipalities.

Consequently, the model involves to create One Stop Shop in the jurisdiction of another Administration (Local Government) that become the entrance of document resolving in another authority level (Regional or State Government). This manner of work does a process analysis when the different levels of government represent one phase (from entrance to solution the application). That seeks to eliminate unnecessary duplication of organizational structure and the possibility of introduce two kind of attention, general (Local Government) and specific (Regional and State Government). Besides, this registration units and attention must bear similar characteristics and share common criteria of administrative efficiency (accessibility, lesser waste time) that are essential to the success of the project.

This means improve the internal functioning of the administration to combine "social utility" by reducing the external costs borne by the citizens, and "administrative return" to improve the times wasted to organization.

b.. The redesign of procedures. This concept refers to both the simplification in procedures, reducing paperwork and documentation, such as the standardisation of documents through a common language and criteria of management (standard indicators of registration). At the same time One Stop Shop try to introduce single and complete process of procedure (an only path to resolve our problems).

c.. The incorporation of the approach towards the citizen. This action represents one of the main contributions of the One Stop Shop, as a management tool into the framework of the New Public Management, which would mark the difference from previous reforms, limited the internal scope in public organizations. The incorporation of this approach seeks to set up an administration that is responsive to the "requirements of modernization of our society" (Agreement on February 23, 1996). It is necessary to introduce unformal governing relations between company management and communication mechanisms to break the bureaucratic model of autarky, approaching the final beneficiary public action of the Administration. "The creation of tools to service the external generation of information involves opening the organization to the citizen, his indirect involvement in defining its objectives and policies. (PASTOR G.; 2001;284).

In this context the One Stop Shop allows greater accessibility of government to empower local entities from the immediacy with their environment, giving rise to an Administration and openness to receiving petitions from citizens. "This means that the citizen participates and is involved in governance mainly in several ways; requesting information, submitting requests, complaints and suggestions, which lets you enter the public's perception in the provision of services and demanding not only the provision of services but a level of quality in the same "(PASTOR Albadalejo Solana and Garcia, 2005; 65)

In addition, the One Stop Shop project introduces a heterogeneous vision of the citizen (and user), compared to the homogeneous image of managed as it sought information content levels and differentiated. This has led to the creation of new channels of communication between government and citizens closer administrative

services through means such as telematics Administration (payment of fees, model forms, public bidding) characterized by multi-accessibility.

d. The interconnection between Public Administrations. One Stop Shop purpose to introduce a system of interconnected databases, information and procedures, E-Administration must be used as basic channel to develop the relationship. The relation among Public Administration attenuate the negative effects of the territorial fragmentation

Although, two questions are leaves open: firstly, the level of shared responsibility between government participants in the project and on the other hand, the autonomy of each level of government.

2. ORIGINS AND DEVELOPMENT OF ONE STOP SHOPS. THE TRANSITION FROM ONE STOP SHOPS TO INTEGRATED CITIZENS SERVICE OFFICES

This section is mainly intended to analyse the origins and development of one stop shops within the geographical context of the Community of Madrid. However, and as a way of introduction before we go into the subject, it is important to point out both the distant and general precedents that came with the establishment of this management project in the governmental national context[1].

Within the three governmental and administrative levels (Central, Autonomic and Local) which geographically make up the Spanish Public Administration, the collaboration and coordination aimed at bringing the Administration closer to citizens (this being made through the creation and establishment of an interlinked system of registries, also called One Stop Shops) did not take place immediately. Although the 20/1992[2] Law of Legal Status of Public Administrations and the Common Administrative Procedure added as an innovation[3] the extension of places where citizens could submit their documents, this did not come into force until 1996. Such initiative was enhanced by a mayor of a town in Almería (Orio), who called for the need to carry out the Article 38.4 Section b) of that Law, which would eventually allow its inhabitants to make their administrative arrangements somewhere else apart form the State Administration.

As for the initiatives adopted by the central government to start the One Stop Shop system running, two phases can be distinguished: the first one starts in 1996[4] and sets a collaboration scheme between the General State Administration and the Local Governments; the second phase, which started in 1997[5], stimulated the access of citizens to the Autonomic Administration by allowing the Regional Administrations to

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[1] For further information of the general aspects about the origins and development of One Stop Shops see: PASTOR ALBALADEJO, G and GARCÍA SOLANA, M.J. 2005. "Aproximación al Proyecto Ventanilla Única como herramienta de gestión en las Administraciones Públicas". *Revista CUNAL*, April 2005.

[2] *Official Spanish Gazette* no. 285, 27 November 1992.

[3] Before the Law 30/1992 was passed, the 1958 Law of Administrative Procedure stated that citizens could only submit their documents, applications and communications at the registries of the administrative bodies to which they were addressed. Only in the case these documents were addressed to the State General Administration could citizens submit them at the Local Government Delegations and Civil Government offices as well.

[4] Agreement of the Cabinet of Ministries (23 February 1996).

[5] Agreement of the Cabinet of Ministries (4 April 1997) for the gradual establishment o fan intercommunicated system of registries between the State General Administration, the administrations of the autonomous communities and the bodies that make up the Local Administration (*Official Spanish Gazette* no. 88, 14 April 1997).

take part in the project. In 2005[6] the development of One Stop Shops had far-reaching implications: the 2005 agreement widened the functional scope of One Stop Shops and turned them into integrated Citizens Service offices.

The purpose of this chapter is to look into the origins and development of One Stop Shops in the local governments of the Community of Madrid. With this view, contents have been structured into different sections: to begin with, the start of One Stop Shops in the local governments of the Community of Madrid is tackled. Secondly, the evolution of the One Stop Shops after the establishment of the Strategic Plans of the Autonomous Administration is shown. Finally the future prospects are presented, that is, the transition from One Stop Shops into integrated Citizens Service offices.

2.1. Origins of One Stop Shops at the Local Governments in the Community of Madrid[7]

One Stop Shops cannot be considered an isolated project, but one embedded in a process of modernization which was urged, designed and started by the Community of Madrid from 1995 on. This updating had as its main aim to improve the services provided to citizens[8]. In this line, from 1995 to 1997 (year when the One Stop Shop Project was started) the following improvements were carried out: the creation of the *Dirección General de Calidad de los Servicios y Atención al Ciudadano* (body in charge of the leadership, management, development and control of the modernization process); the Decalogue of Citizens' Rights was passed; the project GEMA (Spanish acronym for the assistance to the management and mechanization investments in the municipalities in the region of Madrid) was introduced; the Observatoy for the Quality of Public Services was instituted, through which several projects saw the light such as the 012 phone number, the www.madrid.org website, the Charters of Customer Services, the Charters of Rights of Citizens, etc. Some of these measures were the basis for the start of the One Stop Shop Project in 1997.

Table 1 shows a general panorama of the One Stop Shop Project in the Community of Madrid. As it can be appreciated, the One Stop Shops in the Regional Administration begin in 1997 thanks to a collaborative agreement signed with the State General Administration that all the Local Governments within the territorial field of application of the Regional Administration could enter if they requested so (Framework Convention of 21 May 1997[9]). In line with the philosophy of modernization urged by the Community of Madrid, this Agreement was intended to improve the quality of citizens' services by making them more accessible. In this sense, some measures and tools were foreseen to facilitate collaboration between the three administrative levels (State General Administration, Administration of the Community of Madrid and local administrations) and to reach the following goals: to establish an interlinked system of registries; to exchange data bases and citizen information mechanisms; to simplify administrative applications and procedures. The One Stop Shop Project gave the Local Governments a major role in the process, since they were now the ones to carry out this

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[6] Agreement of the Cabinet of Ministries (15 July 2005) for the establishment of an integrated network of citizens services in collaboration with the autonomous communities and the bodies that make up the Local Administration.

[7] Although the first steps aimed at the establishment of One Stop Shops in the Community of Madrid begin in 1995, when the Business One Stop Shop Project was started, the object of focus here will be the models of One Stop Shops in Local Governments after the Framework Convention of 21 May 1997.

[8] The Law Decree 21/2002, Article 1 of 24 January for the regulation of Citizens Services in the Community of Madrid.

[9] Published in the *Official Spanish Gazette* number 138, 10 June 1997 and in the *Official Gazette of the Community of Madrid* number 15, 19 January 1998.

service and set up these tools in their administrative organization if they wanted to bring the Administration closer to citizens at this administrative level. However, although this would entail new responsibilities for the Local Governments (more workload in their functional scope), no injection of funds was foreseen, which has undoubtedly limited the smooth running of One Stop Shops in Local Governments.

Table 1
One Stop Shops in the Community of Madrid: An overview

Origins	Framework Convention of 21 May 1997 to collaborate in the gradual establishment of an interlinked system of registries between the State General Administration, the Community of Madrid and the Local Governments in the territorial field of application
Aim	To improve service quality by making it more accessible
Objectives	To set up measures and tools of collaboration leading to: a) the establishment of an interlinked system of administrative registries b) the exchange of date bases and tools of information and assistance to the citizens between the Administrations involved c) the simplification and integration of the administrative applications and procedures in which the Administrations concerned are involved
Actors	− State General Administration − Administration of the Community of Madrid − Local Governments in the Community of Madrid (true protagonists —bring the administration closer to citizens)
Restrictions	No injection of funds to Local Governments

Source: own elaboration with the *Framework Convention of 21 May 1997* between the State General Administration and the Community of Madrid for the gradual establishment of an interlinked system of registries between these Administrations and Local Governments within the territorial field of application of the Community of Madrid.

With a view to reach the goals set in the One Stop Shop Agreement of the Community of Madrid, a series of commitments were made by the Administrations involved (See Table 2).

Table 2
Commitments made by the Public Administrations that take part in the One Stop Shop Project of the Community of Madrid

Level of Administration	Commitments

State General Administration and Administration of the Community of Madrid	• To elaborate and apply common criteria for the running of registry offices
	• To lay down actions leading to improve the coordination and interlink of the registries:
	  − Coordinated introduction of technologies, systems and applications that guarantee both computing compatibility and the coordination of registries
	  − Common criteria about the requisites and validity of the communications made by electronic, computing and telematic means (applicable to all the administrations involved)
	  − In their respective administrative context, the set-up of actions leading to the telematic transmission of registries
	• To provide information (which must be updated on regular basis) about their respective organizational structure and about the local governments tied to the Local Governments under the Agreement.
	• To provide citizen information tools about the functions and activities of the bodies in their respective Administrations as well as about the local Governments dependent on Local Governments.
	• To provide technical assistance and collaboration on organization

	or the computerization of the Local Government registries.
Local Governments	• To apply the common criteria fixed by the AGEs and the Administration of the Community of Madrid about the running of the registries. • To accept in their registries applications, documents or communications addressed to the bodies of the AGE and of the Administration of the Community of Madrid. • Registries must attest the acceptance of relevant documentation. • Transfer of documentation.
State General Administration, Administration of the Community of Madrid and Local Governments	• To inform of any computerizing measure in the registry that might lead to incompatibility in the interlinked systems, as well as negotiate and formalize (through an Agreement) computing compatibility and coordination of registry offices. • To promote information exchanges about their organizations and competences, as well as about the functions, provisions and serviced offered to citizens. This exchange must come together with accessibility to such information and to the tools used by any of the Administrations involved. • To determine formalities and proceedings that are liable to be simplified and/or integrated

Source: own elaboration with the *Framework Convention of 21 May 1997* between the State General Administration and the Community of Madrid for the gradual establishment of an interlinked system of registries between these Administrations and Local Governments within the territorial field of application of the Community of Madrid.

Two phases can be distinguished in the establishing process of One Stop Shops in the Local Governments of the Community of Madrid: the first phase was meant to set up an interlinked system of registries with an aim to achieve full intercommunication between the total number of registry units existing in the three levels of the Public Administration. This way, a telematic interconnection of all the imput and output registries might be achieved. The second phase was intended to provide general information about the administrative procedures as well as to start and deal with proceedings telematically. In this sense, and despite the novelty that One Stop Shops posed, it cannot be ruled out the existence of similar experiences about information exchange which had already been taking place between the Community of Madrid and the Local Governments, such as the GEMA Project. The GEMA Project was a programme used to update the technical means of the Local Governments in the Community of Madrid. Both the GEMA Project and the One Stop Shop Project shared an ultimate goal: to improve the information and services offered to the citizens, that is, to provide the citizen with any kind of service or information they might require, regardless the Administration in charge of the service or the centre/information office chosen. With this aim, the Project covered two work lines that were coincident with those of the One Stop Shops: on the one hand, to boost communication; on the other, to facilitate citizens' direct access to the information offered by the municipalities (Pastor & García, 2003).

The implementation of One Stop Shops in the municipalities of the Community of Madrid has been a total success, if taking as an indicator the degree of participation by the Local Governments in the Project. Nowadays, and out of the 179 municipalities that make up the Community of Madrid, 174 of them are equipped with One Stop Shops now. An analysis of the development of goals and phases contemplated for their introduction shows that, in most cases and up to date, One Stop Shops have been only used as a means of intercommunication between registries. As for the adoption of ITTs, the functioning computer network has converted One Stop Shops into mere registries of documents, leaving aside the Teleadministration, which would enable an instant resolution of administrative arrangements, tax payments, etc. (Pastor & García, 2005).

The 2001-2003 Changeover Plan for the Simplification of Administrative Management (to which we will refer further on) also included as part of its action programme the development of the One Stop Shop Project. It also drew the attention on the importance of moving ahead the current model (Registry One Stop Shop) towards a model of One Stop Shops for administrative processing.

2.2. The establishment of the One Stop Shops at Local Governments in the Community of Madrid. Towards a One Stop Shop for administrative processing

The modernization policies started by the Community of Madrid in 1995 with an aim to improve the quality of the public services offered to citizens led, from 2001 onwards, to the formulation of the Changeover Plan for the Simplification of Administrative Management (Spanish acronym PESGA).

The following lines will deal with the treatment that One Stop Shops have received in the two PESGA actions that have been passed so far. Prior to this, some focus will be given to the goals and actions set by the Community of Madrid within both strategic frameworks and the lines that are coincidental with those of the One Stop Shop Project (see Table 3).

Tabla 3 proves that, despite the fact the One Stop Shop Project was signed some years before the passing of the 2001-2003 PESGA, the objectives suggested in the 1999 project were gathered and developed later on in both Plans for the Simplification of Administrative Management.

Table 3 Analysis of the PESGA and of the One Stop Shop Project

	One Stop Shops	PESGA (2001-2003)	PESGA (2005-2007)
General Aim	To improve the quality of the citizens' service office	To improve the quality of the citizens' service office	To improve the quality of the citizens' service office
Objectives	1. Improve channels of interadministrative communication 2. Introduce a system of advanced communication between Administrations and citizens/firms	1. Simplify and improve the Citizens' Information System. 2. Simplify and facilitate the relationship between citizens and the CAM Administration 3. Simplify and rationalize administrative processing. 4. Simplify and facilitate the internal handling of documents. 5. Simplify and gradually improve administrative management in decision-taking (political and responsible for management), by means of the necessary tools and information systems.	1. Improve and facilitate the relationship between citizens and Administration. 2. Simplifiy administrative processing. 3. Improve organization and work of civil servants by using training as a changing tool 4. Involve the whole organization to get a more modern and rational Administration. 5. Expand and spread new technologies. 6. Achieve a higher level of efficiency in the running of the autonomic administration.
Actions	- Interlink of registries between the three public administrations - Servicie of administrative information and electronic processing of administrative documentation.	Extraorganizational - Citizens service system - Electronic administration Intraorganizational - Simplification and rationalization of administrative processing - Computerised administration of documents. - Management indicator	- Common services in electronic processing. - Immediate response services - Municip@ - The Community in your cell phone - Zero paper - Electronic tender service - Consultation by appointment

			systems	- Job Web

Source: Pastor & García, 2003: 143.

In the **PESGA 2001-2003** the articulation of One Stop Shops in Local Governments was dealt with in two subprojects that meant a policy of continuity of the actions set in the 1997 Regulatory Framework. The aim of the first subproject was the interconnection of registries. Through its materialization, focus was placed on the achievement of total intercommunication of registry units in the three levels of the Public Administration, as well as on the telematic interconnection of all the input and output registries. The purpose of the second subproject was to offer general information about the administrative proceedings, as well as to initiate and deal with documentation telematically. In short, both subprojects PESGA 2001-2003 coincided with the two phases or stages set under the Framework Convention signed by the Community of Madrid in 1997 for the establishment of One Stop Shops in the Local Governments of its territorial field of application.

In the **PESGA 2005-2007** the One Stop Shop was considered a closed and terminated project. This is surprising, bearing in mind that in the majority of the municipalities here studied One Stop Shops has only been developed as a registry for the submission of documents and basic information exchange, leaving aside not only the rest of the sections included in the 1997 Framework Convention of the Community of Madrid, but also those suggested by the second PESGA 2001-2003 subproject. The only sign of continuity could only be appreciated through the Municip@ Project as regards the introduction of electronic administration, the interconnection of registries, bases, etc. Such a project was completed thanks to two actions developed under PESGA 2005-2007, which were: a) immediate response services, or set of actions aimed at the modernization and rationalization of those administrative proceedings familiar to the citizens, as well as expedite and facilitate the relationship between citizens and Administration and simplify the administrative processing, among others; and b) common services of electronic processing referred to time reduction, more clarity in the dialogue with citizens and reduction in the documentation to be submitted.

Table 4 shows the three projects of communication and exchange of information that have been developed so far by the Local Governments of the Community of Madrid. Taking the objectives pursued by each of them as a starting point, a line of continuity and coincidence is somehow established. Among the objectives included in the GEMA Project and in the One Stop Shop Project, although to a different extent, are the establishment in their organizations the ITTs as a means to exchange and share information between the Regional and Local Administration —an objective which is also reflected in the Municip@ Project. Another coinciding point between the three initiatives is the following: with the GEMA Project, besides the creation of an Intranet (internal information web) with broad external possibilities, the technology used also enables the creation of a web page of the municipality; in the case of the One Stop Shop project we can discern some kind of continuity with the Municip@ Project as regards the telematic interconnection of registries between the Administrations involved in the project, especially because a door is left open (in a second phase to the project) for the possibility that a citizen can use the One Stop Shop not only as an information tool but also as a means of interaction with the Administration (information about the state of the proceedings, document processing, etc). Beyond its specific aims, it cannot be forgotten that the philosophy underlying the design and establishment of the three projects of administrative modernization is also the same: the quality of the public services offered to citizens.

Tabla 4. Projects of Administrative Intercommunication in the Local Governments in the Community of Madrid

	GEMA Project (1996)	One Stop Shop Project (1997)	Municip@ Project (2005)
Objectives	1. Boost internal and external communication with the support of the ITTs (INTRANET and INTERNET). 2. Creation of the webpage of the municipality (citizens' direct access to information about the municipality).	1. Application of common criteria for the running of the Registry Offices. 2. Coordination and telematic interlink of registries between the Public Administrations involved in the project. 3. General information to the citizen about administrative proceedings by telematic means. 4. Start and develop proceedings telematically	1. Create a shared web space between the Community of Madrid and its municipalities for the integration of the information and shared processing services. 2. Facilitate the right of the citizens to choose how to access the public services (web, e-mail, SMS, phone, etc). Multichannel vocation. 3. Create new information and communication channels between the Local Administration and the citizens: web, e-mail, SMS, etc.

Source: Pastor & García, 2003 and 2007.

2.3. The path from One Stop Shops to Integrated Citizens Service Offices.

In the year 2005[10] the central government put forward a new initiative of modernization. The major novelty of this action was the opening of a path moving from One Stop Shops to Integrated Citizens Service Offices.

This Project was articulated in the Community of Madrid hardly a year ago thanks to the signing of the Framework Convention (November 15 2007[11]) between the State General Administration and the Regional Administration. The purpose of this Convention is to carry out a series of performances in the territorial field of application of the Community of Madrid in order to set up a network of common spaces of citizens' services: integrated information services, orientation, attention and processing. For these actions the participation of the Local Governments is expected, as long as they are subscribed to the above-mentioned regulatory framework. However, and as we will see later on, this new model of administrative intercommunication does not suppose a breach with the previous model, but rather it is marked by the continuity and improvement of the One Stop Shop model introduced in the Local Governments in the Community of Madrid from 1997 on.

In order to create a network of common spaces services for citizens, the participating public administrations must assume, in the exercise of their respective implementing powers, a series of general and common commitments. Table 5 shows the list of these pledges. As it can be seen, in them only the general guidelines are highlighted, which will be further developed by the public administrations involved.

Table 5. Commitments of the Public Administrations participating in the Integrated Citizens Service Offices Project in the Community of Madrid

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[10] On July 15 2005, the Cabinet passed an Agreement for the establishment of a Network of Integrated Citizens Service Offices.

[11] *Official Gazette of the Community of Madrid* no. 3000, 17 December 2007.

Participating Public Administration	Commitments
➢ State General Administration ➢ Administration of the Community of Madrid ➢ Local Governments in the Community of Madrid	➢ Articulate measures and tools of collaboration for a coordinated and normalized establishment of a network of common spaces for citizens services, that is, means or channels through which citizens may have access to public information and services (face-to-face consulting offices, telephone attention, Internet webpages, etc.) ➢ Create a general framework of obligations that enable the citizens to submit, in the registry offices of the Local Governments in the Community of Madrid that have joined the Convention, the applications, documents and communications addressed to bodies governed by Public Law in the State General Administration and in the Community of Madrid. ➢ Establish commitments to exchange, share and integrate means and tools of information for the citizen; more specifically for the addition and unionization, whenever possible, of some contents in the webpages. ➢ Gradually set up a shared provision of management services through the simplification and integration of administrative proceedings and procedures, as well as the compatibility and interoperability of the information systems that support them

Source: own elaboration with the *Framework Convention of 15 November 2007* between the State General Administration and the Community of Madrid for the establishment of a network of common spaces for citizens' services that enable integrated information services, orientation, attention and processing.

The Integrated Offices of Citizens Services appear as the key elements in the development of the collaborative agreements between the three administrative levels (Central, Autonomic and Local), and in the basic mechanisms for the deliverance of face-to-face public services for citizens. On the basis of their capacities and degree of services offered, three typologies of Integrated Citizens Service Offices can be distinguished (see Table 6): a) Contact Offices; b) Information Offices; and c) Management Offices.

Table 6. Las Oficinas Integradas de Atención al Ciudadano del ámbito geográfico de la Comunidad de Madrid: Tipologías y funciones

Office typology	Level of Services	Functions
Contact Office	Basic level	Acceptance, registration and transfer of citizens' documentation
Information Office	Intermediate level	Acceptance, registration and transfer of citizens' documentation Citizens' guidance and consulting on public services and relevant information
Management Office	Advanced level	Acceptance, registration and transfer of citizens' documentation Citizens' guidance and consulting on public services and relevant information Joint procedure of proceedings and responsibilities of the different Administrations involved

Source: own elaboration with the *Framework Convention of 15 November 2007* between the State General Administration and the Community of Madrid for the establishment of a network of common spaces for citizens' services that enable integrated information services, orientation, attention and processing.

a) the **Contact Offices** offer basic-level services such as the acceptance, registration and transfer of citizens' documentation, that is, they would replace the basic model of One Stop Shops, serving as a support for the intercommunicated system of registries.

The interrelation between the Contact Offices and One Stop Shops is obvious, especially if one observes the commitments assumed by the Administrations involved in the introduction of these mechanisms for citizens' services. As seen in Table 7, the commitments assumed by the diverse administrative levels show little variation if compared to those reflected in the 1997 One Stop Shop Project. As for the local governments, the first pledge achieved reads that the registration of documents to citizens must be made free of charge, without any type of additional cost for the applicant. In the case of the State General Administration and the Regional Administration, the most meaningful novelty is the possibility for the citizens to receive assistance so that they can have access to the electronic services available for them in these Offices.

Table 7. Contact Offices.
Commitments of the Public Administrations involved

Level of Administration	Commitments
State General Administration and the Administration of the Community of	• Elaborate and apply common criteria for the running of the registries. • Coordinated establishment of technologies, systems and applications which guarantee computing compatibility and the coordination of registries • Facilitate the citizens' access to the electronic services offered by the Administrations involved through the means and **guidance (novelty) available** to this end in the contact offices • In their corresponding administrative contexts, develop actions leading to the telematic transmission of registries
Local Governments	• Apply common criteria fixed by the AGEs and the Administration of the Community of Madrid on the running of registries. • Shape up their registries as Contact Offices and admit in them, **free of charge for the citizen (novelty)**, the submission of applications or documents addressed to the bodies dependent on the AGE and the Administration of the Community of Madrid. • Registries must attest the acceptance of relevant documentation. • Immediate transfer by the most appropriate means (computing, electronic or telematic means whenever possible) of the registered documentation to the bodies or governments to which it is addressed, and in any case within the three days following their acceptance.

Source: own elaboration with the *Framework Convention of 15 November 2007* between the State General Administration and the Community of Madrid for the establishment of a network of common spaces for citizens' services that enable integrated information services, orientation, attention and processing.

b) The **Citizens' Individual Consulting Offices** assume intermediate-level services on top of the responsibilities of Contact Offices. These bodies provide the citizen with personal information, guidance and advice on the standarized offer[12] of the main public services offered by the Administrations involved.

The Public Administrations taking part in the establishment of Information Offices will not only comply with the commitments given to Contact Offices, but will also widen their degree of commitment given the new services they are supposed to carry

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[12] The Committee on Monitoring the Framework Convention periodically passes and reviews the standarized offer of public services (Clause 4 (2), *Framework Convention of 15 November 2007* between the State General Administration and the Community of Madrid).

out. In this respect, the three administrative levels commit themselves to exchange their information and guidance tools, as well as to adopt technical or functional measures leading to an easier addition or integration of these tools in systems that facilitate and boost the provision of services through their offices.

c) The **Management Offices** are in charge not only of the services offered by the Contact and Information Offices, but also the advanced level of provision of services, that is, the integrated management services, as they jointly deal with procedures and competence proceedings in the different Administrations involved. The Management Offices have the same functional scope as the One Stop Shops for administrative processing, which is the evolved model of One Stop Shops that has been tried to introduce in the geographical context of the Community of Madrid since 1997.

On putting these mechanisms for citizens' services into practice, the State General Administration, the Administration of the Community of Madrid and the Local Governments involved, assume the commitments of the former offices, to which two new pledges are added. First, determine the procedure and proceedings which are liable to be the object of the supply of processing services by the Management Offices —this decision will gradually affect the procedures of joint processing and those (foe which each Administration will account) in which a material connection exists. Secondly, the three Public Administrations commit themselves to adopt organizational, functional and technical measures to carry out joint systems and processes that make possible their management in the Citizens' Service Offices.

Throughout all this section it can be noticed how Integrated Citizens' Service Offices replace One Stop Shops just as regards conceptual denomination. Nevertheless, these new bodies of inter-administrative management attain an organic and functional content very similar to the One Stop Shop Project initiated by the Community of Madrid in 1997. The only remarkable difference is that the 2007 regulatory framework detailed the state of development for each specific office, on the basis of the competences assumed and the level of services offered to the citizens. This way, the most embryonic of these offices tallies with the Contact Offices, which show a functional content similar to the basic model of One Stop Shops (one Stop Shops as a system of interlink among registries). Concerning the Comprehensive Management Offices, which is the most evolved model in the supply of services, these bodies replace the One Stop Shops of administrative processing. In general terms, we can conclude by saying that the Integrated Citizens' Service Office (similar to Citizens Advice Bureaux) mean the continuity and refinement of the One Stop Shop model presented in the Local Governments in the Community of Madrid in 1997.

3. ONE STOP SHOPS AT MUNICIPALITIES IN THE COMMUNITY OF MADRID WITH MORE THAN 5,000 INHABITANTS

3.1. Research methodology

The present research is the outcome of a series of interrelated, ordered and concrete activities that have defined the methodology employed. In order to carry out this analysis, that is, the diagnosis of the establishment of One Stop Shops at municipalities in the Community of Madrid with more than 5,000 inhabitants, two phases have been considered.

A first phase, or 'data capture' phase, was intended to search for and compile all the required information to elaborate this study, and consequently to gain a better knowledge of the One Stop Shops introduced at the municipalities in the Community of Madrid with more than 5,000 inhabitants. Within this phase, several activities were inserted.

The first step was to spot all the municipalities in the Community of Madrid that offered One Stop Shops —174 out of the 179 municipalities in this community rely on this system for administrative intercommunication. From these general data, a global map of municipalities with more than 5,000 inhabitants and offering One Stop Shops was drawn (75 municipalities), which were classified by population figures (31 municipalities with a population between 5,000-10,000 inhabitants; 13 municipalities with 10,000-20,000 inhabitants; 13 municipalities with 20,000-50,000 inhabitants; 9 municipalities with 50,000-100,000 inhabitants; 9 municipalities with more than 100,000 inhabitants).

Once the municipalities to be researched were traced and a general map of them with the basic information to work on was elaborated, a questionnaire was designed that gathered the information to be found out. Although the results, and hence the contents of the questionnaire, will be covered shortly, it must be highlighted that this tool covers from the organizational structure of the municipal organization in which the One Stop Shop was embedded to its monitoring and control, without forgetting the features of its introduction (degree of establishment, users' profile, commitments of the public administrations involved, etc).

The following step was the sending of the questionnaires to all the municipal organizations with One Stop Shops, as well as its tracking and reception. The number of questionnaires sent was 75 and 47 the answers received, which amounts to 62.6% of the total figure. This figure accounts for more than the half of the questionnaires sent, thus becoming a high percentage in the research carried out by public institutions.

The second phase of the research was centred on the working and analysis of the data obtained by means of the questionnaires. During this phase the information achieved was systemized and structured, and some conclusions were drawn. These conclusions will be dealt with extensively in the following sections.

3.2. Structure and organization as a basis for One Stop Shop.

3.2.1 Administrative attachment.

In this section we have tried to know more precisely the location of One Stop Shop. In all Conventions, signed by Local Government, One Stop Shop is a part of the permanent public structure of each municipal organization. Out of the 47 municipalities in the Community of Madrid that answered the questionnaire, 72,74% (34 municipalities) introduce One Stop Shop in the General Register. Only 21,27% (10) local government locates One Stop Shop in a particular structure named One Stop Shop or Public Attention Office (OAC) and Public Attention Service (SAC).

We can affirm that in most of the cases, 78,73% (General Register, Information Office and General Administration, we consider similar concepts) municipalities, One Stop Shop remains and keep the burocratic or classic organization. Besides, in an effort to deepen the hierarchical chain, in 24 municipalities of 47 has depending One Stop Shop of General Administration/General Secretariat, 3 municipalities of the Presidency Councillor and 3 of a New Technology, Quality, Innovation Councillor. So, only 13 municipalities develop a different treatment to implement One Stop Shop. In the next table we can see more detailed these ideas:

Table 8. Administrative attachment.

Municipalities	5.001-10.000	10.001-20.000	20.001-50.000	50.001-100.000	+100.001	TOTAL	%
General Registry	20	7	2	2	3	34	72,34
Information	1	0	0	0	0	1	2,13
OAC/SAC/V.U.	0	2	2	4 (2 V.U.; 2 OAC)	2	10	21,27
Others. General Administration	0	1	1	0	0	2	4,26
TOTAL	21	10	5	6	5	47	100%

Source: own elaboration

3.2.2. Management

Compliance with the information reflected in table 9, we find 2 political or manager figures that we will find in the process of initiation, implementation and development in One Stop Shop.

Firstly, a political level represented by the Mayors of municipalities, in some cases accompanied by Councillors; secondly, a managerial level represented by the General Secretariat of the municipalities that occupy an important role. In addition, to smaller municipalities the figure of Secretariat is a basic pillar, whit a direct support from mayors of municipalities.

For a better determination of the role of political positions have been valued three aspects: firstly, the impulse; secondly, their participation in the agreement; thirdly, the circulation; and finally, relationship among different political and managerial level to develop One Stop Shop.

The greater or lesser weight in each of these aspects, as well as participation in one or more criteria will give us shows the degree of importance given to each municipality in this project. Out of the 47 municipalities in the Community of Madrid that answered the questionnaire, 33 Mayors had participated in the different phases, 5 General Secretariat, and 21 joint actions (Mayors and General Secretariat). But the more activities are developed for Signed Agreement.

But if we see the next table 46 municipalities had limited its participation to the process of signing the Convention, 7 were also participating in the Impulse, 7 and 2 in circulation the information about One Stop Shop and intermediation.

From the point of view, One Stop Shop has been an administrative formality rather than incorporating a new service to citizens and introduces a new manner to management classic procedures.

Table 9. Politicians and manager participation

Municipalities	5.001-10.000	10.001-20.000	20.001-50.000	50.001-100.000	+100.001	TOTAL	%
Impulse	**0**	**1**	**1**	**1**	**3**	**6**	**12,77%**
Mayor	0	1	1	1	3	6	
Secretary	0	0	0	0	0	0	
Both	0	0	0	0	0	0	
Signed Convention	**21**	**9**	**5**	**6**	**5**	**46**	**97.87%**
Mayor	8	3	4	6	4	25	
Secretary	4	0	0	0	0	4	
Both	9	6	1	0	1	17	
Circulation	**0**	**0**	**0**	**0**	**0**	**7**	**14,89%**

Mayor	1	0	0	0	0	1	
Secretary	0	0	0	0	0	0	
Both	2	1	1	0	0	4	
Other manager	2	0	0	0	0	2	
Relasionthinps	**2**	**0**	**0**	**0**	**0**	**2**	**4,26%**
Mayor	1	0	0	0	0	1	
Secretary	1	0	0	0	0	1	

Source: own elaboration.

3.2.3. Staff at One Stop Shop.

This paragraph is approached from two perspectives, the first related to the role played by the managerial staff of the municipalities during the implementation, and secondly by the profile of staff that develops One Stop Shop.

The staff serving in the One Stop Shop with responsibility and not, varies greatly from one to other municipalities and reflects the reality that exists in our disparate municipal model. The infra-municipalities (dispersion-fragmentation-smaller cities), the difficulties in municipal finance, overloading of services, will have a major impact to introduce changes in a burocratic administration.

Out of the 47 municipalities that have responded to the questionnaire in 30 of them (the table 10 shows 63,83%) are Administrative Assistants responsible for the One Stop Shop, of which 29 are Assistants Register. Secondly, they are as "responsible" of these units in 7 municipalities Service Chief and in 6 Administrative Chief.

At this stage, only in 3 municipalities the role of the General Secretary appears to be primarily responsible for the One Stop Shop. This previous ideas shows little impact and treatment that has had the One Stop Shop in the municipalities and constraints that exist in each municipality for its development.

In this regard, we are also interested in knowing what has been the role played by those responsible in the development and implementation of One Stop Shop. In table 11 we can see there are some different tasks: Direction, coordination, management and administrative tasks. Of the 47 questionnaires, in 38 municipalities assume mostly administrative tasks. Along with this task which is the main in 21 municipalities, other tasks are performed the same, particularly in 3 municipalities will carry out the direction, coordination and 6 of 11 in management.

This information coupled with that in the 30 municipalities responsible for the One Stop Shop has a profile Administrative Assistant gives us bureaucratic profile that have this tool, in addition of the basically function of registration, besides very determined by the unit in which is located (General Administration-General Secreatariat).

Table 10. Responsible staff

Municipalities	5.001-10.000	10.001-20.000	20.001-50.000	50.001-100.000	+100.001	TOTAL	%
Services Chief OAC,SAC	0	0	2	2	1	4	8,5%
Administrative Assitant (Registry)	15	8	3	1	2	30	63,83
Secretary	6	2	0	1		9	18,15
Administrative Chief	0	0	0	1	1	2	4,26
Statistics Chief	0	0	0	1	1	2	4,26
TOTAL	21	10	5	6	5	47	100%

Source: Own elaboration

Table 11. Kind of tasks

Municipalities	5.001-10.000	10.001-20.000	20.001-50.000	50.001-100.000	+100.001	TOTAL	%

	5.001-10.000	10.001-20.000	20.001-50.000	50.001-100.000	+100.001	TOTAL	%
Direction	0	0	0	1	2	3	6,38%
Coordination	0	0	1	3	3	7	14,89%
Management	5	1	0	2	2	10	21,28%
Administrative Task	16	10	4	5	3	38	80,85%
Other	0	0	0	1	0	1	2,13%

Source: own elaboration

The tasks direction, coordination and management will be developed mainly by Administrative Chief, Service and Secretaries of municipalities (medium and superior level). The 6.23% of managerial tasks will be performed in municipalities with over 50,000 inhabitants by Administrative and Service Chief, the coordination reflecting a 14.89% will take place in municipalities with over 20,000 inhabitants per Secretaries Service and Negotiated Chief and management tasks that pose a 21.28% by Administrative and Service Chief and Secretaries.

In a second perspective, we try to analyze the paper improve by the staff who develop One Stop Shop. The personnel providing the service directly, in all 47 municipalities, are Administrative Assistant (100% of the municipalities). To a lesser extent we can find directly linked to One Stop Shop to 2 Secretaries, 1 Head of Service and 1 Head of Office. The table 12 shows clearly the profile definitive in our One Stop Shop. This is not only in smaller village but in the most important and populated cities.

Table 12. Personal staff

Municipios Tipo de participación	5.001-10.000	10.001-20.000	20.001-50.000	50.001-100.000	+100.001	TOTAL	%
Administrative Assitant. Registry	21	10	5	6	5	47	100%
Secretary	2	0	0	0	0	2	4,2%
Service Chief. OAC	0	0	0	0	1	2	4,2%
Administrative Chief	0	0	0	1	0	1	2,13%

Source: own elaboration

In addition, we must clarify that 100% of the cases, people providing the service in the One Stop Shop are more tasks in his job. In the next table we can see perfectly. In the villages of 5.000-20.000 inhabitants the ranges in One Stop Shop-Registry-Information is from 1 to 3 people, 20.000-50.000 is from 2 to 9, in municipalities 50.000-100.000 from 1 to 22 people and the municipalities of over 100,000 inhabitants is from 2 to 30 persons minimum and maximum. In addition when the population of cities increase, the size of the average actual personal staff in One Stop Shop increase the same, for example:

- In the village between 5.000-10.000 the average in One Stop Shop are 1,7 staff;
- Between 10.000-20.000 1.8%;
- In the 20.000-50.000 4.5% on average,
- Between 50,000 -100,000 7 people on average
- and 9.75% in the more than 100,000 inhabitants.

Table 13. Personal staff

Municipalities	5.001-10.000	10.001-20.000	20.001-50.000	50.001-100.000	+100.001	TOTAL	%
Registry	19	7	3	1	2	32	68,08%
Attention and Information to the Citizen	6	2	3	1	2	14	29,79%
Certification	1	0	0	0	0	1	2,13%

Administrative Procedure	4	1	1	0	0	6	12,77%
Statistics/ list of the inhabitans of a town	3	2	2	2	0	9	19,15%

Source: own elaboration

3.2.4. Actors and relationships with the environment

In this paragraph we will study the relationship with other administrations that reveals the degree of coordination and collaboration in several tools. We found that in 40 municipalities have maintained a sort relationship with the CAM (Community of Madrid) in the table 14 we show a 85,11% over 47 questionnaires. With the AGE (State General Administration) 9 municipalities and 1 with the FEMP (Region and Local Spanish Federation), and 3 municipalities declared not having had any relationship with any Civil Service to introduce the One Stop Shop in the municipality. Only 7 municipalities have maintained a relationship with both the AGE and CAM.

The contents of these relations are limited to the implementation of the Convention and clarifications on it during its implementation. 10 municipalities have received further training and technical support 7 through computers or software, despite not contemplated in the Convention.

In the table 15 we affirm that the Community of Madrid have had the most important to improve the Project One Stop Shop in a perspective quantitative and burocratic but anything else.

Table 14. Relationship with other administrarion

Municipalities	5.001-10.000	10.001-20.000	20.001-50.000	50.001-100.000	+100.001	TOTAL	%
State	3	1	2	2	1	9	19,95%
Community of Madrid	17	10	5	4	4	40	85,11%
Spanish Federation	0	0	0	0	1	1	2,13%
Others. Council.	0	0	0	0	0	0	0
NO	0	0	0	2	1	3	6,38%
NS/NC	2	0	0	0	0	2	4,2%

Source: own elaboration

Tabla 15. Kind of relationship

Municipalities	5.001-10.000	10.001-20.000	20.001-50.000	50.001-100.000	+100.001	TOTAL	%
Begin of Convention	12	7	3	3	3	28	59,57%
Clarifications	2	5	5	3	4	29	61,7%
Training	3	4	3	0	0	10	21,28%
Technical support	3	0	2	2	0	7	14,9%
Others	0	0	0	0	0	0	0%

Source: own elaboration

3.3.Establishment of One Stop Shops
3.3.1. Implementation of One Stop Shop.

The implementation of One Stop Shop in the municipalities of the Community of Madrid can be considered a successful (but is only a quantitative opinion). Although the implementation of One Stop Shop is based on existing municipal infrastructure, the spirit and some criteria provides some capacity for transformation.

In 36 of the 47 municipalities expressing that there has been no change. Moreover, only 11 had made any changes, including computer, organizational changes, as we can see in the next table.

In other hand, there are 5 municipalities who have introduced more than a change, 3 of them with municipalities of over 50,000 inhabitants are introduced 3 unless.

Table 16. Implementation changes.

Municipalities	5.001-10.000	10.001-20.000	20.001-50.000	50.001-100.000	+100.001	TOTAL	%
Technical chage	1	2	0	2	3	8	17,02%
Organizacional	1	0	0	2	2	5	10,64%
Tasks of job	2	0	0	1	2	5	10,64%
Procedure change	0	0	0	2	1	3	6,38%
Others	0	0	0	0	1	1	2,13%
Anything	17	8	5	3	3	36	76,6%

Source: own elaboration

3.3.2. Profile of users-customers

If we study the table below, we can confirm that the 100% of user of One Stop Shop are citizen, of questionnaires answered it has been used by citizens. In 22 of them, a 46,8%, have been used by private entities, mainly private agency dealing with official and legal documents. The most surprising is that 28 of the municipalities – 59,57% - have used its own registry, to refer applications and other documents to other government. In this question was important to know the per cent of each items over the total questionnaire but it is very difficult this data because of a very short municipalities area a complete statistic.

Table 17. Users of One Stop Shop

Municipalities	5.001-10.000	10.001-20.000	20.001-50.000	50.001-100.000	+100.001	TOTAL	%
Citizen	21	10	5	6	5	47	100%
Enterprises	6	4	3	4	5	22	46,8%
Public Administration	10	8	2	3	9	32	
State	0	0	0	0	2	2	
Community of Madrid	0	0	0	0	2	2	
Council	10	8	2	3	5	28	59,57%
Others	0	1	0	0	0	1	2.13%

Source: own elaboration

3.3.3. Level Implementation

When we have analysed different question, we can secure what is the level of our One Stop Shop and what is the future that should walk this tool. The use and the profile is confirmed in the table 18 where, 21 municipalities were asked about the level of its One Stop Shop. This three levels are established in a new agreement Offices Citizen Services, which will substitute the actual One Stop Shop. This question allows analyze what is the current situation developed in Madrid.

The 91.49% of the 47 municipalities, that responded to questionnaires, reported being in a basic primary level, which is given only to register and where not provided general information about government and other formalities. Only 1 municipality declares that is an advanced level, which involves processing and interconnection of electronic records via Internet. In other hand, only 3 municipalities (6.38%) affirm to provide information and procedures specialized about other Public Administration (intermediate level).

Table 18. Level of One Stop Shop

Municipalities	5.001-10.000	10.001-20.000	20.001-50.000	50.001-100.000	+100.001	TOTAL	%
Primary Level	21	10	5	6	3	43	91,49%
Registry	21	10	5	6	3	43	
General Information	1	1	1	2	0	5	
Intermédiate Level	0	0	0	2	1	3	6,38%
Avanced Level	0	0	0	0	1	1	2,13%

Source: own elaboration

3.3.4. Management and processing

One of the key elements in the processing and management of One Stop Shop is sending documentation to be registered in each municipality. In the following table (Table 19) we see that 82.98% of documentation that refers to Post Office, it causes double registration documentation. Not only the One Stop Shop is not agile but also repeat an activity carried out by the Post Offices, with the added cost that this entails for municipalities. The other *"path"* or media increases the cost but indeed is often used by some municipalities as a second option. Especially surprising is that only 1 municipality uses the telematics. This question explains more the last table (table 18).

Tabla 19. Management of document

Municipalities	5.001-10.000	10.001-20.000	20.001-50.000	50.001-100.000	+100.001	TOTAL	%
Send by Council	0	3	1	2	1	7	14,89%
Post Office	20	9	4	4	2	39	82,98%
Private Messenger	1	0	0	2	4	7	14,89%
Telematics Tools		0	0	0	1	1	2,13%
Others. Community Bag	1	4	1	1	0	7	14,8%

Source: own elaboration

In the table 20 the use of Post Office increases the time that several municipalities expend to send the documents to other Public Administration. A 42,5% are usually quickly but a 29,78 expend the maximum time accorded in the Agreement, and 2 out of time that suppose a lost of rights of citizen who make this application.

Table 20. Time to send the document

Municipalities	5.001-10.000	10.001-20.000	20.001-50.000	50.001-100.000	+100.001	TOTAL	%
1 day	10	5	2	1	2	20	42,5%
2 dais	4	2	2	2	2	12	25,53%
3 dais	7	3	0	3	1	14	29,78%
+ 3 dais	0	0	1	0	0	1	2,12%
TOTAL	21	10	5	6	5	47	100%

Source: own elaboration

As will be seen later, in most municipalities are not made reports or statistics that will give a detailed of the nature and evolution of the One Stop Shop. In most cases we find general statistics that quantify the total number of documents per year. In this sense, we show an average of registries made during 2007. We can not make any more interpretation due to lack of data.

Table 21. Number of Registries in 2007

Municipalities	5.001-10.000	10.001-20.000	20.001-50.000	50.001-100.000	+100.001
Nº municipalities	18	7	5	5	4
Minimun-Maximun	40-3.600	393-2.000	1.000-3.274	2.500-13.540	1.600-8500
Average of nº registries 2007	401,44	1.231	2.308,6	4.105	3.973,25
Any data	1	3	0	0	1
NS/NC	2	0	0	1	0

Source: own elaboration

3.3.5. Criteria and agreements.

Several agreements are established in the Conventions of One Stop Shop that must be assumed by the Community of Madrid and the State Public Administration, and realize that at least two commitments: on the one hand, the degree of compliance with the Convention and, secondly, the degree of collaboration between different administrations. To appreciate both aspects we discussed several questions showed below:

The first question tried to aboard, the commitment assumes by CAM and AGE to direct information about its organs and entities from all Council which are implemented One Stop Shop. Out of all 47 questionnaires answered - 27 of them - a 57.45% incorporate information about this organs and entities, especially of the Community of Madrid, while a 42.55% do not received type of information.

Tabla 22. Information about organs and entities

Municipalities	5.001-10.000	10.001-20.000	20.001-50.000	50.001-100.000	+100.001	TOTAL	%
YES	**12**	**8**	**3**	**3**	**1**	**27**	**57,45**
Both Public Administrarion	6	5	3	3	1	18	
State Spanish	1	0	0	0	0	1	
Community of Madrid	5	3	0	0	0	8	
NOT	**9**	**2**	**2**	**3**	**4**	**20**	**42,55**
TOTAL	21	10	5	6	5	47	100%

Source: own elaboration

Secondly, in relation to information about activities and functions of the government bodies involved in the One Stop Shop Convention, a 53.19% has been receiving this information, while a 46.81 % has not received any information. As in the previous question (table 22), is the Administration of Community of Madrid in the largest number that has forwarded such information.

Table 23. Information about activities and functions

Municipalities	5.001-10.000	10.001-20.000	20.001-50.000	50.001-100.000	+100.001	TOTAL	%
YES	**11**	**8**	**3**	**2**	**1**	**25**	**53,19%**
Both Public Administrarion	5	4	3	2	1	15	
State Spanish	1	0	0	0	0	1	
Community of Madrid	5	4	0	0	0	9	
NOT	**10**	**2**	**2**	**4**	**4**	**22**	**46,81%**
TOTAL	21	10	5	6	5	47	100%

Source: own elaboration

With the results obtained in previous questions about information, it is surprising to note that the partnership has not covered, nor a basic level of information on almost half of the municipalities. This idea could explain why at a basic level only deals with registration documents and not general information from other government.

Thirdly, in terms of coordination of technologies, systems and software applications, only 14, 89% of the completed questionnaires claim to have had some sort of collaboration in this area and 85.11% have not had any kind of partnership or relationships. In the 7 municipalities that have maintained some partnerships in this area, the content will be reflected in the delivery of computers and software delivery 2 cases.

Tabla 24. Coordination New Technologies.

Municipalities	5.001-10.000	10.001-20.000	20.001-50.000	50.001-100.000	+100.001	TOTAL	%
YES	2	2	1	1	1	7	14,89%
Both Public Administrarion	0	0	0	0	0	0	
State Spanish	0	0	0	0	0	0	
Community of Madrid	2	2	1	1	1	7	
NOT	19	8	4	5	4	40	85,11%
TOTAL	21	10	5	6	5	47	100%

Source: own elaboration

With these results it is difficult to consider an interconnection of registry and the establishment of common criteria to know the documents and procedure begin in the registry. The neglect in the treatment of computerization and electronic data show the difficulties of analysis the impact of volume of registry, except the global data.

Fourthly, when it poses to the municipalities whether there has been some sort of collaboration on simplification of formalities and procedures by establishing common criteria between registry (Local, Regional and State Government), only 4.26% (2 of the 47 municipalities) considers that have to aboard criteria in simplifying administrative in procedure. This simplification was directed to registration documents. Faced with an overwhelming 95.74% it has not made any kind of simplification and reform in the paperwork and procedures. Following confirming the limited scope given to the One Stop Shop and, in consequence, a minimal impact. We confirm other dates ported during the investigation.

Tabla 25. Procedure Simplification.

Municipalities	5.001-10.000	10.001-20.000	20.001-50.000	50.001-100.000	+100.001	TOTAL	%
YES	**0**	**1**	**0**	**1**	**0**	**2**	**4,26%**
Both Public Administrarion	0	0	0	0	0	0	
State Spanish	0	0	0	0	0	0	
Community of Madrid	0	1	0	1	0	2	
NOT	**21**	**9**	**5**	**5**	**5**	**45**	**95,74%**
TOTAL	21	10	5	6	5	47	100%

Source: own elaboration

Fifthly, we boarded the training received about One Stop Shop as a manner to translate knowledge and experience between administrations, and to know this

instrument. A 65.96% did not receive any training on this issue versus a 34, 04% that participate in some program. Over 16 municipalities that were trained, 13 were in charge of the Community of Madrid, and 3 the own Council. The introduction of a tool of governance that involves changes in organizational culture, staff management, improvement in the planning of tasks, must be communicated and transmitted to produce the desired effect, and not rejected or unknowledge.

In this sense the lack of training, coupled with the lack of impulse, monitoring and collaboration with other government gives clear indication of what is the real situation of One Stop Shop, underutilized and with a limit scope in majority of municipality.

Tabla 26. Training

Municipalities	5.001-10.000	10.001-20.000	20.001-50.000	50.001-100.000	+100.001	TOTAL	%
YES	**3**	**4**	**3**	**2**	**4**	**16**	**34,04**
Both Public Administrarion	0	0	0	0	0	0	
State Spanish	0	0	0	0	0	0	
Community of Madrid	3	4	3	1	2	13	
Council	0	0	0	1	2	3	
NOT	**18**	**6**	**2**	**4**	**1**	**31**	**65,96**
TOTAL	21	10	5	6	5	47	100%

Source: own elaboration

Sixthly and finally, we addressed in the questionnaire any activity for information and communication, both internal and external to the Council. A 91.5% confirms that information has been active on One Stop Shop. They were the municipalities which have led this facet and only 3 cases have been training in collaboration with the CAM.

The kind of communication has been classified among internal and external. The internal directed to inform employees of the Council's, in this case the municipalities confirm that in a 29.78% of cases the Council circulate information. But a 70.22% of municipalities not addressed any information to their employees, even those who develop the service directly.

In relation to the external information given a 95.74% of the municipalities conducted at least 1 activity of communication to its citizens.

Table 27. Communication and information

Municipalities	5.001-10.000	10.001-20.000	20.001-50.000	50.001-100.000	+100.001	TOTAL	%
YES	19	9	5	5	5	43	91,5%
State	0	0	0	0	0	0	
Community of Madrid	1	1	1	0	0	3	
Council	19	9	5	5	5	43	
NOT	2	1	0	1	0	4	8,5%
TOTAL	21	10	5	6	5	47	100%

Source: own elaboration

The means used for such process of communication were posters, website municipal, local press, incorporation into the communication plans and other means. Of 43 municipalities that have conducted any activity that communication and representing 91.5% below we show the proportion of the means used in spreading the message.

Table 28. Communication and information

Municipalities	TOTAL	%
Posters	36	76,6%
Website	12	25,53%
Local Press	11	23,4%
Communication Plans	7	14,9%
Others	1	2,13%

Source: own elaboration

3.4. Evaluation and internal monitoring of One Stop Shops

Evaluation and monitoring was another basic indicator used to analyse the state of the introduction of One Stop Shops in those municipalities in the Community of Madrid with more than 5,000 inhabitants. The existence (or not) of evaluation and monitoring systems in the process of introduction of One Stop Shops indicates the degree of commitment expressed by the Administrations participating in the Project, which guarantees that these tools be embedded in a process of constant improvement. This is the philosophy that must inspire the provision of high-quality public services.

The evaluation and monitoring of One Stop Shops in the Local Governments of the Community of Madrid was institutionalized through the creation of a specific body: the Committee on Monitoring and Evaluation. This first section will deal with the most general aspects of this organization. Then, the novelties present in the body of evaluation and monitoring from 2007 on are mentioned. Lastly, attention is paid to find out whether the Local Governments have exerted some kind of control and monitoring of the One Stop Shops established in their bodies, and if so, the real content of this monitoring process will be underlined.

3.4.1. The Committee on Monitoring and Evaluation (1997-2007)

The agreement subscribed on 21 May 1997 between the State General Administration and the Community of Madrid for the collaboration in the gradual establishment of an interlinked system of registries between the State General Administration, the Administration of the Community of Madrid and the Local Governments within the territorial field of application of this Autonomous Community, contemplated among their measures the establishment of a formal body for the management and monitoring of the One Stop Shop Project: the Committee on Monitoring and Evaluation[13]. In general terms, the ultimate goal of this body was to manage, watch, control and sort out interpretation problems that might derive from this One Stop Shop Agreement subscribed by the Public Administrations involved.

a) Composition

The Committee on Monitoring and Evaluation was first set up on 17 September 1998 (year in which the first applications from the Local Governments to join the One Stop Shop Project were presented). The ten-member Committee showed a balanced representation of the General State Administration (AGE) and the Administration of the Community of Madrid (ACM). From the AGE, five people were incorporated to the

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[13] See clause 14 of the Framework Convention of 21 May 1997 signed by the State General Administration and the Autonomous Community of Madrid for the collaboration in the gradual establishment o fan intercommunicated system of registries between the State General Administration, the Administration of the Community of Madrid and the Local Governments within the territorial field of application of this Autonomous Community.

Committee: Director General of the Inspectorate-General of Public Administration Services, who co-chaired it; Deputy Director-General of Proceedings and Management Rationalization; Deputy Director-General of Information Technology Coordination; Deputy Director-General of Sectorial Cooperation with Autonomous Communities; and Head of the Computing Department at the Inspectorate-General of the Public Administration. As for the Administration of the Community of Madrid, the five members making up the Committee were: Deputy Member of the Governing Council who, co-chaired it; Director-General of Service Quality; Council Executive of the Autonomous Body Information Technology and Communications Bureau; Head of Broadcasting and Television Services; and Head of the Information, Initiative and Complaints Office..

For the composition of this Committee the presence of the Local Governments was not contemplated. This representative deficit was compensated in practice with the attendance to some of the sessions of staff connected with the Federation of the Municipalities of Madrid.

b) Functions

With regards to the functional content of the Committee on Monitoring and Evaluation, its activities can be grouped under two basic categories: "A priori" monitoring functions and "a posteriori" monitoring functions.

"A priori monitoring": it is carried out by the Committee before the accession of Local Governments to the Framework Convention takes place. This monitoring approach focuses on the evaluation of the potential suitability of the Local Government that intends to join the Framework Convention on One Stop Shops in the Community of Madrid. In order to check whether the Local Governments fulfil or not the conditions to join the Convention, the Committee evaluates the documentation attached to the application. This documentation is:

− *The Accession Protocol[14]*. Roughly speaking, this document is a formal statement by which the Local Governments express their intention to join the Convention.
− *Certificate of the agreement of the Local Government by which the decision to join the Convention is adopted*. Primarily, the certificate and the agreement to join the Convention comes from the meeting of the Municipal Council, with the exception of those municipalities in which this body has delegated power of signature to the Mayor (in this case, and together with the rest of the documents, evidence of corroboration of such delegation must be provided).
− *A questionnaire, provided and elaborated by the Convention, which contains information on the means and management capability of the Local Government applying for admission to the Convention*. Table 29 shows the information required in the accession questionnaire to the Local Governments. As it can be easily seen, the data required appear in five different sections: the first one refers to general information about the town hall and the municipality; the four remaining are data referred to the registries of the Local Government. With regards to the data concerning registries, the following information is needed: number of Registry Offices and addresses; description of their human and technological resources; and availability of service (days and timetable).

Table 29. Questionnaire for the accession of Local Governments to the One Stop Shop Project. Data required

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[14] This document was annexed to the Framework Convention of 1997, signed by both the Community of Madrid and the State General Administration.

1. GENERAL DATA	• Type of Local Government • Denomination and address • No. of inhabitants • Name and surname if the mayor/President
2. DATA ABOUT THE REGISTRIES OF THE GOVERNMENT (I)	• No. of registry offices • Full address of registry offices

3. DATA ABOUT THE REGISTRIES OF THE GOVERNMENT (II)	• No. of people who work at the registry offices and distribution by categories/levels.
	• Means available in the registry offices:
	  o Mark whether or not it is computerized.
	  o Describe equipment and computer system.

4. DATA ABOUT THE REGISTRIES OF THE GOVERNMENT (III)	• Mark whether the registry offices are interlinked by computer resources (in case there is more than one Office) and describe the intercommunication computing system. • Mark whether there is some type of electronic mail available, and, if so, mention system type as well as access keys or codes. • Mark if the office has access to INTERNET • Mark if the offices have fax register and number available.
5. DATA ABOUT THE REGISTRIES OF THE GOVERNMENT (IV)	• Opening times (days and timetables) of the registry offices • Working days per year for the use of the registry (exclusively those due to local holidays —national or autonomic excluded).

Source: own elaboration

Apart from this documentation, the Committee advised on the fact that the registry offices of the Local Governments should have a series of minimum requirements mandatory for the introduction of One Stop Shops: a computer, processor (at least 486), a printer, access to the Net, MODEM; also it was advised that the opening times of the offices should be at least three hours a day, from Monday to Friday.

Within 15 days, the Committee evaluated the documentation just mentioned and communicated the Local Government whether or not their joining application had been accepted.

The *"A posteriori" monitoring* starts once the Local Governments have already introduced the One Stop Shop system. In this case, a series of actions are carried out in order to manage, monitor and control the introduction of One Stop Shops in the Local Governments of the Community of Madrid. The actions carried out by the Committee on Monitoring and Evaluation can be summarized as follows:

- To adopt the necessary measures both to improve the development and fulfilment of the commitments and obligations established under the Framework Convention and to guarantee an appropriate interadministrative coordination, as well as its communication to the Administrations involved.

- To elaborate a yearly report of monitoring and evaluation of the Framework Convention, which must be sent to the Administrations involved (Central, Regional and Local).

- Take enforceable decisions about questions concerning the interpretation and application of the Framework Convention which might be put forward by the participating Local Governments[15].

- Examine and solve the problems of interpretation and compliance with the Convention that might be raised by the State General Administration or the Administration of the Community of Madrid.

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[15] This function could be assumed at any time by the authorities subscribing the Convention on behalf of the Government of the Nation and of the Community of Madrid, that is, the President of the CAM and the Minister of MAP.

c) Evaluation and monitoring in practice

Regarding the practical running of the Committee on Monitoring and Evaluation, it is important to point out that this body has only met on two occasions (23 September 1998 and 2 March 1999). Since 1999, it is the Citizens' Service Office of the Community of Madrid that has assumed the responsibilities of this Committee. The functions carried out by the Committee (earlier) and by the Citizens' Service Office (later) are:

− to accept the documents attached to the application of Local Governments to join the One Stop Shop Project; to check the minimum conditions required are fulfilled (leaving aside in-depth analysis of the data attached to the application of accession), and to ratify or not the application (so far no refusals have occurred). In this "a priori" monitoring some weak points have been detected, all derived from the lack of an in-depth evaluation of the data incorporated by the Local Governments in the questionnaires attached to the applications. This evaluation is paramount, if bearing in mind that the Local Governments must have the necessary resources prior to the introduction of One Stop Shops in their organizations, above all with a view to move towards a model of One Stop Shop in administrative processing.

− The "a posteriori" monitoring has only been carried out in its quantitative perspective. The yearly report which the Committee on Monitoring and Evaluation supposedly had to submit has become a list of Local Governments with One Stop Shops. In it, the date of registration to the Convention is given, as well as its publication in both the *Official Gazette of the State* and the *Official Gazette of the Community of Madrid* (this information is essential, as the Convention only comes into force after its publication). Thus, the monitoring process has rather become a quantitative account of municipalities which offer One Stop Shops, while leaving aside other aspects related to the introduction of these mechanisms in local Governments.

3.4.2. *Monitoring and Evaluation on the Integrated Citizens' Service Offices (new models of One Stop Shops) (2007-…)*

From 2007 on, after the appearance of the Integrated Service Offices (Contact Offices, Information Offices and Integrated Management Offices), the model of monitoring and evaluation also started to be redesigned.

The Committee on Monitoring and Evaluation created in 2007 replaces the former body of management and monitoring, and consequently its makeup was altered. Table 30 shows a comparative analysis of the makeup of the Committee on Monitoring and Evaluation after the Convention of 15 November 2007. In this new Committee, one of the most remarkable novelties is the participation, for the first time, of the Local Governments. The three representatives for the Local Governments perform their functions on behalf of all the Local Governments. The designation of Local Government members is made by order of accession, in temporary rotations of six-month periods[16]. Nonetheless, it is expected to have always a Local Government with an Integrated Management Office (the model evolved form the One Stop Shop, the One Stop Shop of Administrative Processing).

As seen in Table 30, there is no mentioning to who will be part of the Committee in the case of the State General Administration and the Community of Madrid, which

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[16] The rotation will take place as long as there are more than three local Governments supporting the Convention.

makes a difference with respect to 1997. On top of this, another novelty contemplated here is the incorporation of a secretary in the Committee (a civil servant from the Community of Madrid), who will take part in the sessions of evaluation and monitoring but has no vote.

Table 30.
Comparative Analysis of the Establishing Plan for the Committee on Monitoring and Evaluation
(Framework Convention of 21 May 1997 and Framework Convention of 15 November 2007)

Administrative Level	Members of the Committee (1997-2007)	Members of the Committee (2007)
AGE	– Chair: Director General of the Inspectorate-General of Public Administration Services – Four members: Deputy Director-General of Proceedings and Management Rationalization; Deputy Director-General of Information Technology Coordination; Deputy Director-General of Sectorial Cooperation with Autonomous Communities; and Head of the Computing Department at the Inspectorate-General of the Public Administration	– Chair: Director General of Administrative Modernization (MAP) – Three members appointed by the State General Administration
ACM	- Chair: Deputy Member of the Governing Council - Four members: Director-General of Service Quality; Council Executive of the Autonomous Body Information Technology and Communications Bureau; Head of Broadcasting and Television Services; and Head of the Information, Initiative and Complaints Office.	– Chair: Director General of Service Quality and Citizens' Service of the Community of Madrid – Three members appointed by the Community of Madrid – Secretary: a civil servant from the Community of Madrid
EELL	No representatives	- Three representatives of the EELL

Source: own elaboration with the *Framework Convention of 21 May 1997* between the State General Administration and the Community of Madrid for the gradual establishment of an interlinked system of registries between these Administrations and Local Governments within the territorial field of application of the Community of Madrid; and with the *Framework Convention of 15 November 2007* between the State General Administration and the Community of Madrid for the establishment of a network of common spaces for citizens' services that enable integrated information services, orientation, attention and processing.

As regards the functional scope of the Committee on Monitoring and Evaluation, the current body keeps some sort of continuity with the responsibilities assumed with the 1997 Framework Convention, with only two new powers being introduced[17]: the fixation and review on the standarized offer[18] of the services offered by the Information offices as well as the stating of the services the Management Offices will be in charge of; and the determination, in accordance with the proposal of the Administrations involved.
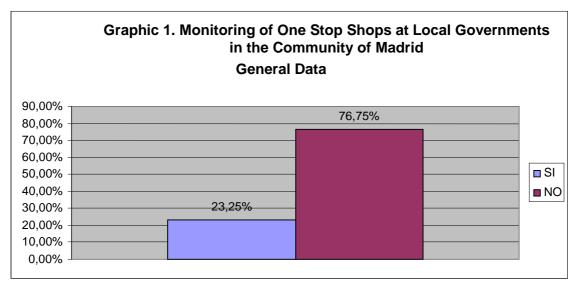
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[17] Clause Seven of the *Framework Convention of 15 November 2007.*
[18] The Committee on Monitoring the Framework Convention periodically passes and reviews the standarized offer of public services (Clause 4 (2), *Framework Convention of 15 November 2007* between the State General Administration and the Community of Madrid).

3.4.3. Internal monitoring on the One Stop Shops by the Local Governments of the Community of Madrid
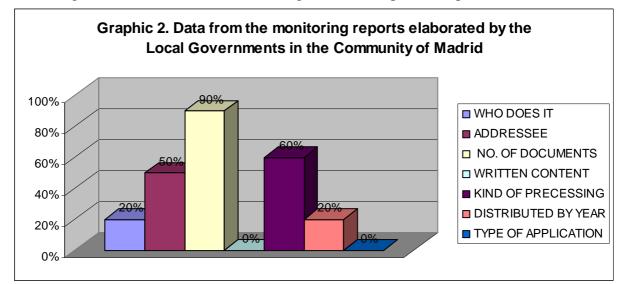
The internal monitoring of One Stop Shops is intended to analyze whether hte Local Governments elaborate and carry out some kina of statistical study or report connected with the establishment of the One Stop Shops in their institutions.

In this sense, and as appreciated in Graph 1, the general data are resounding: out of the 47 municipalities in the Community of Madrid that answered the questionnaire, 76.75% (33 municipalities) have not done any sort of statistical study or report to measure the actual running of the One Stop Shops in their towns. On the contrary, 23.25% (10 municipalities) do admit that they have done some kind of monitoring and control. In view if these results, we can affirm that in most of the cases the establishment of One Stop Shops in the Local Governments of the Community of Madrid has not come in hand with an internal monitoring process associated to the tool.

Graphic 1. Monitoring of One Stop Shops at Local Governments in the Community of Madrid — General Data

Source: own elaboration (data updated on 25 May 2008).

According to the information obtained and reflected on Graphic 2, the ten municipalities (23.25%) that have carried out some sort of assessment and control have also said that, in most of cases (90%) this monitoring has been quantitative —a count of the number of documents registered through the One Stop Shop. In 60% of the cases, the reports on One Stop Shops also gather data about the body addressed, and in 50% of the cases about the kind of processing carried out. To a lesser extent, in around 20% of the municipalities, the monitoring reports contemplate the distribution by year of the documents registered and information concerning the authorship of the report.

Graphic 2. Data from the monitoring reports elaborated by the Local Governments in the Community of Madrid

The data analyzed let us infer that the establishment of One Stop Shops in the municipalities of the Community of Madrid with more than 5,000 inhabitants is, in most cases, an unfinished process. This is so, above all and as stated in this section, because in the process of establishment of One Stop Shops of the basic aspects for the efficient articulation of this tool is not contemplated: the internal monitoring. Without an internal monitoring process that lets us know about the actual state of the establishment and running of One Stop Shops, there is no scope for improvement. This deficit will be to detriment of the development of the management capacity, of the potential that these mechanisms of public management can exert and carry out, and of the service provided to the citizens. Although it is possible for One Stop Shops to become Integrated Management Offices, without any monitoring indicators they will hardly be able to move beyond their basic model (offices for the intercommunication of registries or Contact Offices) and evolve towards a model of highest provision of citizens' services.

4. CONCLUSIONS

One Stop Shops within the territorial field of application in the Community of Madrid it is a Project embedded in a process of modernization launched by the Regional Administration in 1995. This plan was meant to improve the quality of the public services offered to citizens.

The frame of regulation governing the introduction of One Stop Shops at Local Governments in the Community of Madrid (1997 Framework Convention) considers a series of objectives that these tools have to fulfil with an aim to offer citizens a better standard of services. These objectives were the following: to establish an intercommunicated system of administrative registries; exchange databases and tools of information and service to the citizens between the Administrations involved; to simplify and integrate administrative proceedings and operations in which the Administrations involve participate. By fulfilling these goals, the One Stop Shops, though starting as registry offices, were supposed to evolve after fulfilling the objectives pursued, moving in a second phase towards becoming information offices and, in a third phase, offices for administrative processing. Today, these three phases in the establishment of One Stop Shops are compiled on the new 2007 frame of regulation (Framework Convention for the creation of an integrated network of Citizens Services Offices), which substitutes that of 1997 while perfecting and elaborating in more detail different models of One Stop Shops. These would in turn be finally called Contact Offices, Information Offices and Integrated Management Offices.

Beyond the foreseen goals, and as confirmed by the data presented, to date the One Stop Shops at Local Governments of the Community of Madrid have mainly operated as registry offices.

If taking as an indicator the number of municipalities that have joined the Project, the establishment of One Stop Shops at Local Governments in the Community of Madrid has proved to be a complete success, as 97.20% (174 municipalities) out of the 179 existing municipalities already have One Stop Shops.

Nonetheless, even though the majority of the Local Governments in the Community of Madrid (municipalities, in this case) accepted the introduction of this management

model, during the process a series of drawbacks were faced, which should be revised in the future in order to speed up the development of this tool. At no point has an injection of human or economic resources been considered, which might somehow facilitate the introduction of this model, above all if we bear in mind that, by creating One Stop Shops, municipalities manage to expand the services offered to their citizens with the same available means. The non-transfer of resources does not correspond with the degree of responsibility assumed by Local Governments. Regarding this point, we can discuss a series of drawbacks which must normally be solved by the Local Governments alone: on the one hand, they become "entrance gates" for complaints, suggestions and claims addressed to other Administrations (Central y Regional); on the other, this responsibility does not find the compensation of an effort on the part of the local autonomy, as the competence they really assume is not recognized, thus being simple mere executers.

The establishment of the One Stop Shops in the Community of Madrid has not come hand in hand with a monitoring and evaluation system whose aim would be the analysis of the actual running of these tools in the local context. Without it, it is impossible to detect the errors made, and consequently the corresponding lines of improvement cannot be suggested. Despite the fact the 1997 Framework Convention, agreed by both the Community of Madrid and the State General Administration, created a body (the Committee on Monitoring and Evaluation) whose object was to assume the functions derived from the monitoring and evaluation of the One Stop Shop project at the Local Governments in the Community of Madrid, this body has not carried out the majority of its fields of responsibility –in fact it has only met twice between 1998 and 1999. For this reason, its functions have been informally carried out by other bodies belonging to the Community of Madrid, mainly the Citizens Service Offices. In practice, and generally speaking, the monitoring and evaluation of the introduction of One Stop Shops in the Community of Madrid has consisted of:

- An "a priori" monitoring (before the EELL joined the Convention) on the suitability of the Local Government to join the One Stop Shop Agreement. This evaluation consisted of a quantitative analysis of the documents submitted by the Local Governments, but without an in-depth study about whether or not the minimum requirements for acceptance were fulfilled. These requirements were reflected in the application form submitted by each of the applying Local Governments.

- An "a posteri" monitoring (after the EELL had joined the Convention by means of its corresponding accession Protocol). This monitoring had two basic activities: a) to elaborate a yearly report on the monitoring and evaluation of the Framework Convention. This mainly focused on counting the Local Governments that had joined the Convention by joining date and publication (quantitative monitoring); b) to control the state of introduction of the One Stop Shops at the Local Governments, and see if, once the signing of the Protocol had been produced, the One Stop Shop was activated (this being made by the publication of the resolution in the corresponding Official Gazette).

Finally, it must be highlighted that the majority of the Local Governments under research (76.75%) has neither foreseen the articulation of a system of evaluation and monitoring associated to One Stop Shops. In the case of those organizations that do have carried out some sort of control, in 90% of the instances this monitoring has been of a quantitative kind, that is, it is the number of documents registered that has been counted.

In conclusion, and in view of the data obtained in the investigation, it is necessary to think about the current situation of our Local Authorities. The development

of new management tool's going's joint to meet the reality of most of our municipalities that can not assume that since 1996 as a tool like One Stop Shop, or very limited. Moreover, development projects as a Municip@, Sara, O60, Joint One Stop Shop, Stop Shop, SAC, OAC, etc with the same purpose leads to discouragement and shows a lack of planning by the different level of government. It is important to link project, not duplicate services and improve the efficiency.

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