

El desarrollo de la Administración electrónica en España David Sancho (UPF)

Abstract

This paper analyzes the Spanish electronic administration policy. First of all, it is studied the policy formulation and the contents of the government action plans concerning the IS in the 1990s. Secondly, it is analyzed the present situation of the Spanish electronic administration. The governmental eGovernment programs have not managed to promote a coordinated strategy of electronic administration services. The different Ministerial departments have placed their electronic services, designed to solve very specific problems without having a general coordination model. Even so, there are very successful experiences as the State Agency of Tax Administration, or the internet Social Security. Finally the paper examines the local and regional governments' IS policies, paying special attention to the the electronic Administration initiatives. In this case, the variety of the initiatives and the degree of success is very different. The paper focuses on the multilevel nature of this public action strategies.

The first steps toward the Spanish Electronic Administration development

European IS Programmes had been a determining factor of policies on the Spanish national level electronic administration policy. The programme "eEurope: An Information Society for All", established the European top priorities intervention in the area of the IS. Through an agreed and coordinated process of definition, specific objectives, commitments to action plans and deadlines were considered for the first time. It was a far-reaching plan of action which employed a method of open coordination between states and included a comparative evaluation of national initiatives. One of the key factors of eEurope was to obtain state consensus to carry out activities to promote the IS following predetermined schedules. Hence the eEurope initiative implied the acceptance of political commitments on the part of States. The objectives of eEurope could only be achieved if the member states, the European Parliament and the European Commission coordinated the formulation of priorities and plans of action (Thatcher, 2000). In this way, an initiative by the European Institutions combined different national plans on a global scale.

The content of eEurope also served as a model for the design of promotional activities on a national scale and was based on three central ideas for action: a) to introduce all European citizens to the digital age and facilitate their access to the web, b) to spread digital literacy throughout Europe and to above all introduce it into the business culture; and c) to ensure that the introductory process of the IS was socially inclusive and adhered to the trust and safety of the citizen. Without a doubt, the influence of the European IS-promotional programmes played a fundamental role as a conditioning factor for the Spanish position. Firstly, by acting as a stimulus for various actors through specific programmes, secondly, by encouraging institutional change through sectorial liberalisation and thirdly, the generation of isomorphism in sectorial policies by presenting a model of planning to follow concerning IS-promotion policies.

Spain's adoption of IS-related policies came about through a fragmented process which was quite heavily influenced by the 'top-down' factor of European initiatives (Jordana / Sancho, 2004). The predominance of Telefonica in the Spanish telecommunications sector and its close historical links with the government (being a private company under public control) meant that sectorial agents had limited access to the defining process of policy making in the area of IS and telecommunications until well into the 1990s (Jordana 2002). For this reason, Spain's IS policy was characterised for many years by Telefonica's independent initiatives such as the promotion of new programmes in this sector through a foundation of theirs called Fundesco. This situation was quite convenient for the government and at least until 1996-1997, the introduction of competition to the telecommunications sector in Spain and the promotion of a "national champion" led to a certain 'forgetfulness' with regards issues related to the promotion of the IS. Leaving aside Fundesco's activities, government action, without being completely inexistent, was characterised by a certain dispersion of initiatives carried out by different ministries and the emergence of a nucleus of promotional activities within the General Management of Telecommunications.

Moving back in time, it should be pointed out the earliest initiatives concerning the IS appeared in Spain in the mid-'80s, and were closely connected to policies concerning industrial promotion (Sancho, 2000). Telefonica played a key role in stimulating industrial telecommunications policies. At the beginning of the '90s, the Spanish government initiated some of its own programmes aimed specifically at promoting the IS. Of particular interest were the programmes ARCO/TELEMÁTICA (1992-1994) and ARTE/PYME (1995-1999). These programmes aimed at helping small and medium-sized companies, by co-funding projects which involved the use of advanced telecommunications services. There were also specific research and development initiatives for the promotion of telecommunications technology and equipment (PlanSAT 1994-1997, PlanTVD 1996-1998) and an initiative to promote and identify the Emerging Advanced Telecommunications Services (PISTA and PISTA-Cable). This initiative promoted the use of ICT in various sectors such as education, healthcare, administration, industry or transport through pilot schemes. However, as we have already mentioned, in the 1990s, the IS activities spearheaded by the different ministries were dispersed and uncoordinated. These, and similar programmes, were technology-oriented and suffered from the lack of an integrated plan to take advantage of economies of scale, which might have resulted in their co-ordinated management.

2. The Info “XXI” Plan

An attempt to achieve integrated planning of electronic Administration and IS-related policies appeared for the first time in 1999, when the government decided to set up a process to define the national strategy for IS development, thus preventing the duplication of uncoordinated efforts by the different Ministries. In line with this plan of action, the Interministerial Commission of the Information Society and New Technologies was set up, incorporating representatives from different Ministries. Finally, towards the end of 1999, the Government passed a plan called “Info XXI: The Information Society for All” for the period 2000-2003. This plan consisted of numerous initiatives (more than 300 actions and projects) which were to be carried out by the different ministries in the 2001-2003 period, using their own budgets. At the same time, an attempt was also being made to set up projects requiring the support of the private sector. With a certain rhetorical tone, different objectives, deadlines, leaders, collaborators and means of funding the principle action lines making up the initiatives of the action plan were established. In all probability, the elaboration of the Plan ‘Info XXI’ represented a direct reaction to the proposals of the e-Europe initiative, passed in the same year.

The ‘Info XXI’ Plan had three important underlying concepts, which were a reproduction of the model for action in other European countries: the promotion of the telecommunications and IT sector, the creation of a market and competition and the strengthening of electronic administration and access by all to the Information Society. Hence, by copying the philosophy of the ‘e-Europe’ initiative, both the concept of an economic IS was promoted and a social perspective was also included to justify the government's role in this sector (Sancho, 2002). Finally, as in the other countries analysed, the ‘Info XXI’ Plan covered measures of a regulatory nature as well as specific plans of actions and projects for promotion.

Table 1. Info XXI Objectives

| Lines of action | Priority Action |
|------------------|--------------------------------------------------------------------------|
| Education | - Infrastructure and equipment for schools |
| | - Educational portals on the Internet |
| | - New training models through the use of ICT |
| | - Training of teaching staff |
| | - Promotion of education in Spanish especially focussed on South America |
| Creation of jobs | - Promotion of training for workers in the use of ICT |
| | - Incentives for the purchase and maintenance of ITC equipment |
| | - Incentives for telecommuting |

| | | |
|----------------------------|---|--------------------------------------------------------------------------------------------------------------------|
| Innovation | - | Elaboration of experimental networks with a high communication capacity |
| | - | Simplification of regulations and economic incentives to facilitate innovation in small and medium-sized companies |
| | - | Encouragement of Spanish companies to participate in EU innovation programmes |
| | - | Programmes related to cable, television and computer applications infrastructures |
| | - | Creation of an observatory for industry in the information area |
| Promoting efficiency | - | Introduce digital services to the Internet |
| | - | Guarantee a digital signature |
| | - | Train state employees in ICT |
| | - | Create an observatory for outstanding on-line services |
| | - | Promote B2B and B2C services |
| | - | Develop information systems for environmental issues |
| Social cohesion | - | Introduce ITC to the area of justice |
| | - | Elaborate services procedure guidelines for citizen information |
| | - | ITC for the education of social sectors with problems |
| | - | ITC for the elderly |
| | - | Develop information systems for job hunting |
| | - | Telemedicine and communications networks for hospitals |
| Quality of life | - | Programmes for secure communications |
| | - | Connect remote areas of population |
| | - | Promote public library networks |
| | - | Train library staff |
| | - | Promote services in the area of tourism |
| | - | Publish 20,000 books by Hispano-American authors on the Internet |
| | - | Improve museum catalogues and set up virtual exhibitions |
| Culture and exterior image | - | Standardise and develop the Spanish language on the Internet |
| | - | International initiatives for the development of the Internet in Hispano-American countries |
| | - | Offer cultural and artistic services |

Source: Info XXI, Ministerio de Ciencia y Tecnología (1999)

The implementation of the different Info XXI programs was very low, being executed less than the 50% of the predicted budget (a total of 4.958 million euro for 2001-2003). The problems that affected the development of this plan were that the Plan wasn't a coordinated aggregation of different Ministerial Departments programmes. These programmes were not designed in a single integrated vision. In second place, the plan lacked political leadership in its establishment. In third place, the Info XXI Plan did not have a objectives monitoring and control system. Finally, the management of some of the Info XXI programs was deficient. Some examples: There was a prevision of a 1.000.000 of participants in a internet use formation programmes, but the participation barely involved the 100.000 participants. The Mail agency should install 625 ciberpoints of public access, but it ended to 25 by 2002. Another of the symbolic projects of Info XXI was Internet in the school, destined to endow of wide band connectivity and equipment to all the Spanish school centres. The total investment was of 258 million euro and should be initiated the 2001, but the execution of the programme would not be initiated until 2003.

The poor results of the Plan Info XXI motivated that the Government appointed a Special Commission for the IS, known as Commission Soto. This Commission had the mandate to analyze the Spanish IS situation and to propose measures for its development. The Commission presented its recommendations in April of 2003. This recommendations emphasized: first, the need of a new Strategic Plan for the development of Spanish IS, with valuable objectives, sufficient resources, concrete actions and mechanisms of effective monitoring. Second, the need of sufficient political leadership with the direct control of the Government's President and with the participation of all the Spanish Public Administrations. Third, it was proposed to constitute an institutional structure of coordination programs. Finally, the new plan should have a specific communication strategy.

In relation to the electronic Administration, the recommendations were: to accelerate the development of a electronic identity document; to publish periodically a list of eServices available by citizens and businesses; to transform the external and internal Public Administrations communications toward electronic channels; to offer packages of software and hardware to all the public employees.

3. The España.es Plan

In base to the Commission Soto recommendations, the Department of Science and Technology presented in July 2003 the new Spanish IS Program known as "Spain.es" (España.es). The duration of this new program is established for two years (2004-2005) and has a budget close to the 1.029 million euro. España.es proposes a economic contribution of the State Government (63 % of the budget), the regional governments [Comunidades Autónomas] (26 % of the budget) and private sector (11% of the budget). The global budget is smaller that the previous one Info XXI, but in this case only is referred to new programs, and does not add, as in the previous case, programs of the different ministerial departments. As opposed to Info XXI, España.es concentrates on three basic axes: Education, electronic Administration and the small and medium businesses. These axes are complemented with access of citizens and businesses promotion measures. The Government Delegate Commission for Economic Matters is the institution that takes charge of the new plan implementation coordination.

The new plan has received the criticism of some policy network agents, as the Association of internet users (AI) that criticizes the plan because of its scarce ambition. On the other hand, the Spanish technological management association (Sedisi) thinks that the plan lacks sufficient budgetary concreteness, and does not present a clear system to measure the achievement of its objectives. Other problems of the new plan are the lack of agreement strategies between the public and the private actors. There is no consensus about the plan financing guarantee.

Specifically for the development of the electronic Administration, España.es presents an investment of 180 million euro, and the intention to execute an urgent action plan: "Plan de Choque". The measures that contemplates are grouped in four action axes: first, to facilitate the public access to the users. Second, to prompt the development of services for the users. Third, to facilitate the information exchange among Public Administrations and finally, to support the internal re-organization of the Public Administrations. The measures of the "Plan de Choque" are linked with the basic public utilities defined in the eEurope action Plan 2005. In this case, the Department of Public Administrations carries out the measures general coordination. In December 2003, was promulgated the electronic firm Law that has summarized the process of identification and certification of the telematic transactions with the Administration.

Table 2. "Plan de Choque" objectives

| Measures of the "Plan de Choque" |
|--------------------------------------------------------------|
| 1. electronic identity document |
| 2. Free and public access to Internet |
| 3. Development of the basic public utilities of eEurope 2005 |
| 4. Quality charts of electronic services |

| |
|------------------------------------------------------------------|
| 5. Permanent development of the access of the citizen |
| 6. Utilization of the co-official languages |
| 7. Accessibility of the web pages |
| 8. Internet transaction process |
| 9. Security |
| 10. Internet payments |
| 11. Telematic certificates of data |
| 12. Website for local governments |
| 13. Re-engineering of internal communications |
| 14. Website of the public employee |
| 15. Data protection |
| 16. Coordination with the regional governments |
| 17. Re-engineering of the administrative procedures |
| 18. Services of technical support to the Ministerial Departments |
| 19. Systems of electronic documentation. |

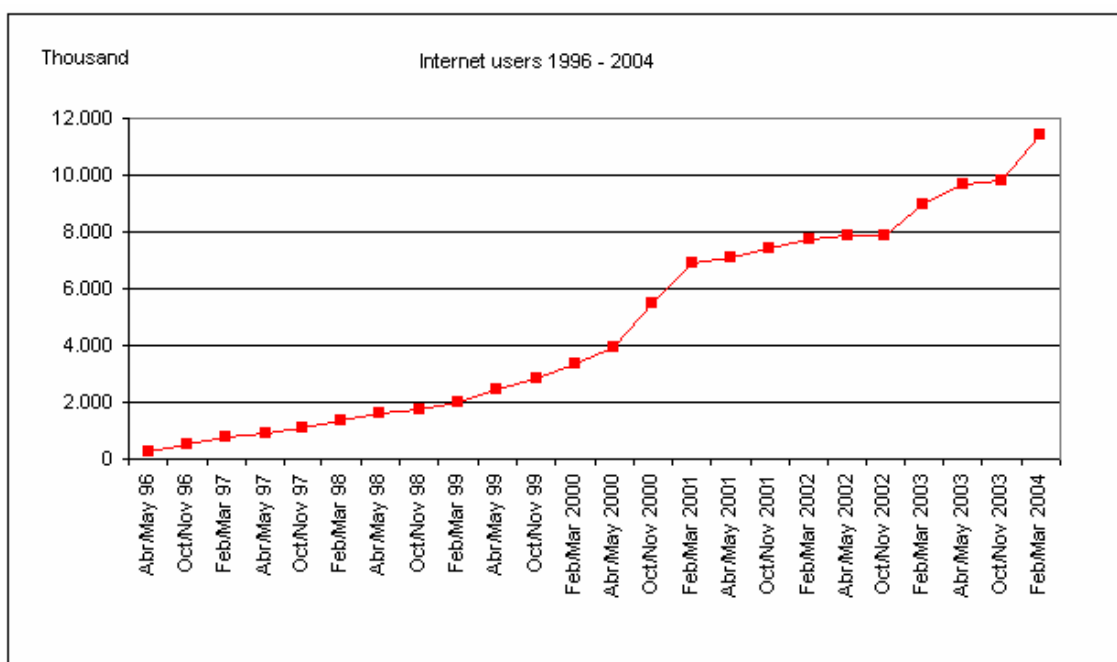
Source: "Plan de choque", Consejo Superior de Informática y para el impulso de la Administración electrónica 2003.

The implementation these new initiatives presented in the Plan España.es can be negative affected by lack of priorities, objectives and lack of specification of the necessary resources. It's also negative the inexistence of a timetable to achieve each objective. It would be necessary the definition of an indicators system to measure the present situation of the electronic administration. It would be also very useful for the plan evaluation. A list of indicators taking into account the European indices.

4. Spanish electronic administration today situation

A first approximation to the Spanish electronic administration requires the analysis of the IS development. We can use different indicators. The first one (Graphic 1), shows us the Internet users number in Spain to March of the 2004. There are 12 million persons over 14 years linked to internet. The tendency continues growing despite the relative stabilization produced in the year 2003.

Graphic 1



Source: Asociacion de Usuarios de Internet, 2004.

In the Table 3 we can observe the Internet penetration in the Spanish homes. We see that the Spanish scores are situated under the European average. One of the reasons of this low penetration is the greater cost of internet access, especially the relative cost of the wide band or ADSL (Table 4).

Table 3

| Internet domestic access | | | | | | | | |
|--------------------------|-------|---------|--------|---------|-------|----------|------|-------|
| Home percentage | | | | | | | | |
| | Spain | Germany | France | Ireland | Italy | Portugal | UK | UE-15 |
| 2000 | 9,6 | 13,6 | 12,9 | 17,5 | 19,2 | 8,4 | 24,4 | 18,3 |
| 2001 | 23,4 | 37,9 | 26,2 | 46,2 | 32,9 | 23,4 | 46,5 | 36,1 |
| 2002 | 29,5 | 43,3 | 35,5 | 47,9 | 27,3 | 15,9 | 49,7 | 38,9 |
| 2003 | 25,2 | 51,2 | -- | 35,6 | 30,9 | 21,7 | 55,1 | 45,1 |

Source: OCDE/Eurostat. Indicadores estructurales

Table 4

| Internet access prices (ADSL mensual cost 1 megabit/second) | | | | | | | | |
|-------------------------------------------------------------|-------|---------|--------|---------|-------|----------|-------|-------|
| Euros | | | | | | | | |
| | Spain | Germany | France | Ireland | Italy | Portugal | UK | UE(*) |
| 2001/1 | 130,7 | | | | 99,2 | | 124,3 | |
| 1 | 1 | 42,7 | 76,84 | -- | 4 | 107,95 | 5 | -- |
| 2002/0 | 111,9 | | | | 85,7 | | | 78,8 |
| 5 | 2 | 45,31 | 67,88 | 172,30 | 2 | 90,16 | 63,75 | 4 |

| | | | | | | | | | |
|---|--------|--------|-------|-------|--------|-------|-------|-------|-------|
| 1 | 2002/1 | 111,56 | 75,17 | 79,44 | 268,14 | 65,73 | 60,80 | 58,98 | 83,26 |
|---|--------|--------|-------|-------|--------|-------|-------|-------|-------|

(*) UE, without Grece

Source: DG Information Society. Internet Access Report. (Teligen 2001-12; 2002-05 y 2002-11)

In comparison with these data, the mobile phone system penetration index in Spain is very high (Table 5). This sets a good base for the mobile phone electronic administration services.

Table 5.

| Mobil telephony / 100 inhabitant | | | | | | | | |
|----------------------------------|-------|---------|--------|---------|-------|----------|------|--------|
| | Spain | Germany | France | Ireland | Italy | Portugal | UK | UE -15 |
| 1995 | 2,4 | 4,6 | 2,3 | 4,4 | 6,9 | 3,4 | 9,8 | 5,8 |
| 1996 | 7,6 | 6,7 | 4,3 | 8,0 | 11,2 | 6,7 | 12,3 | 9,0 |
| 1997 | 11,0 | 10,1 | 10,0 | 14,9 | 20,4 | 15,2 | 15,0 | 14,1 |
| 1998 | 17,9 | 17,0 | 19,2 | 25,6 | 35,6 | 30,9 | 25,2 | 24,0 |
| 1999 | 37,7 | 28,6 | 36,6 | 44,3 | 52,6 | 46,8 | 45,8 | 40,8 |
| 2000 | 61,1 | 58,7 | 49,5 | 65,2 | 73,2 | 65,4 | 72,9 | 63,4 |
| 2001 | 73,9 | 68,4 | 62,6 | 77,6 | 88,6 | 77,7 | 77,3 | 74,5 |
| 2002 | 83,0 | 72,8 | 65,0 | 77,2 | 91,4 | 82,5 | 82,6 | 79,7 |
| 2003 | 92,1 | 78,5 | 69,9 | 85,8 | 97,6 | 89,8 | 83,7 | 83,5 |

Source: Spanish Science Ministry 2003

The electronic administration services which are more utilized are the related with the search of information. In a smaller degree, the administrative forms discharge, the e-education, the e-public health and the processing of administrative papers (Table 6). The first telematic services interaction phases (information and bidirectional communication), are the most developed, while the complete service processing is poorly developed.

Table 6.

| Internet services use. Last 3 month | | | |
|---------------------------------------------|-------------|-------------|----------------------|
| Percentage | | | |
| | 2002 | 2003 | Diferencia 2003-2002 |
| Search of information on goods and services | 49,4 | 81,5 | 32,1 |
| E-mail | 78,2 | 78,8 | 0,6 |
| Obtain web pages information | 31,6 | 52,0 | 20,4 |
| Media | 44,5 | 49,9 | 5,4 |
| Leisure | 47,3 | 48,6 | 1,3 |
| Chats, conversations | 31,6 | 34,7 | 3,1 |

| | | | |
|--------------------------|-------------|-------------|------------|
| Discharge official forms | -- | 27,2 | -- |
| Electronic Banking | 23,0 | 26,4 | 3,4 |
| Tourism | 17,4 | 25,6 | 8,2 |
| eLearning | 17,7 | 20,5 | 2,8 |
| Health information | -- | 19,6 | -- |
| Messages to mobile | -- | 18,7 | -- |
| eCommerce | -- | 17,5 | -- |
| Send complimented forms | -- | 15,2 | -- |
| eJob searching | -- | 13,4 | -- |
| Courses | -- | 9,2 | -- |
| Internet telephony | -- | 8,0 | -- |
| Sales | -- | 5,8 | -- |
| Other | -- | 5,5 | -- |

Source: Spanish National Statistical Institute 2003.

The e-Europe 2005 plan defines 20 basic public utilities, that the European Union member States have to promote. In the report of Cap Gemini, Ernst&Young carried out for the European Union, the Spanish position is situated above the European average. In the Table 7, we can observe the comparative data of seven European countries.

Table 7.

| Administrative basic services "on line" | | | | | | | |
|-----------------------------------------|-------|---------|--------|---------|-------|----------|------|
| Percentage | | | | | | | |
| | Spain | Germany | France | Ireland | Italy | Portugal | UK |
| 2001 | 50,4 | 40,1 | 48,8 | 68,4 | 38,9 | 51,4 | 50,0 |
| 2002 | 64,0 | 48,0 | 63,0 | 85,0 | 57,0 | 58,0 | 62,0 |
| 2003 | 64,0 | 52,0 | 73,0 | 86,0 | 59,0 | 65,0 | 71,0 |

Source: European Commission (Cap Gemini Ernst&Young, 2003)

We can also see that the Spanish position has a medium position in relation with the EU countries concerning to the use of the Administration webs for searching information. (Tables 8,9,10)

Table 8

| Administration web use. Information. | | | | | | | | |
|--------------------------------------|-------|---------|--------|---------|-------|----------|------|-------|
| Percentage | | | | | | | | |
| Year | Spain | Germany | France | Ireland | Italy | Portugal | UK | UE |
| 2001/02 | 39,8 | 48,2 | 42,4 | 50,6 | 41,9 | 15,6 | 39,6 | -15,3 |
| 2001/06 | 37,2 | 29,9 | 41,2 | 25,0 | 37,4 | 22,3 | 21,6 | 32,6 |
| 2002/06 | 41,0 | 34,0 | 48,0 | 25,0 | 36,0 | 27,0 | 27,0 | 37,0 |
| 2002/11 | 42,0 | 37,0 | 48,0 | 30,0 | 38,0 | 32,0 | 26,0 | 38,0 |

Source: Flash Eurobarometer (97, 2001/02), (103, 2001/06), (125, 2002/06), (135,

2002/11)

Table 9

| Administration web use. e-Mail | | | | | | | | |
|--------------------------------|-------|---------|--------|---------|-------|----------|------|--------|
| Percentage | | | | | | | | |
| | Spain | Germany | France | Ireland | Italy | Portugal | UK | UE -15 |
| 2000/10 | 10,5 | 26,3 | 7,9 | 19,9 | 13,3 | 9,9 | 28,3 | 21,8 |
| 2001/06 | 12,2 | 16,9 | 16,4 | 18,0 | 15,3 | 7,0 | 18,4 | 18,0 |
| 2001/11 | 11,1 | 17,7 | 26,2 | 20,4 | 17,1 | 7,8 | 17,3 | 20,2 |
| 2002/06 | 13,0 | 21,0 | 27,0 | 19,0 | 15,0 | 14,0 | 25,0 | 23,0 |
| 2002/11 | 13,0 | 21,0 | 25,0 | 23,0 | 15,0 | 17,0 | 23,0 | 22,0 |

Source: Flash Eurobarometer (88, 2000/10), (103, 2001/06), (112, 2001/11), (125, 2002/06), (135,2002/11)

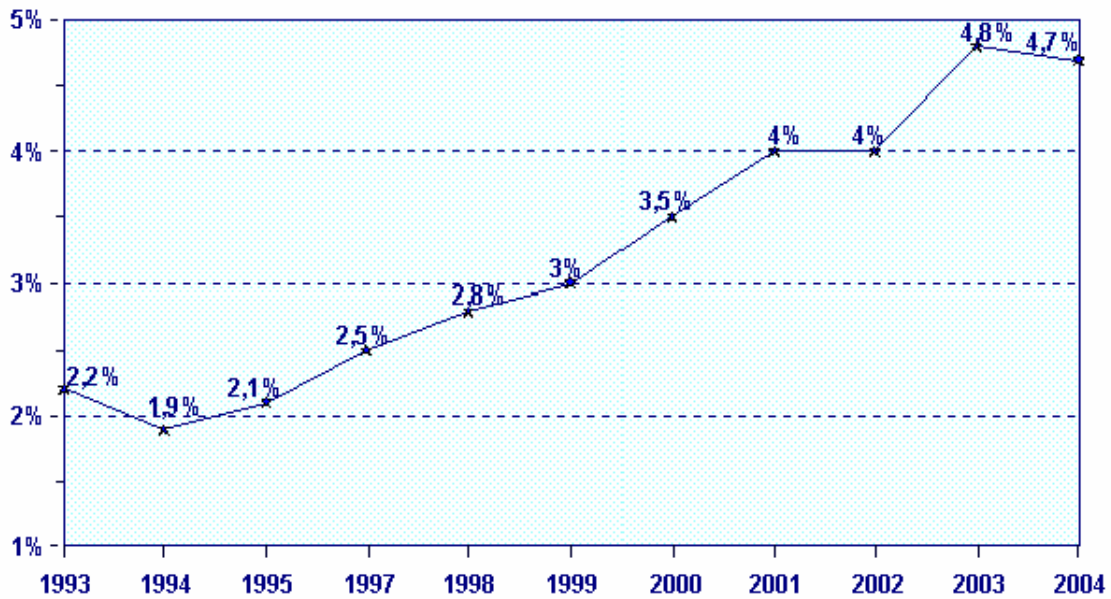
Table 10

| Administration web use. Transaction. | | | | | | | | |
|--------------------------------------|-------|---------|--------|---------|-------|----------|------|--------|
| Percentage | | | | | | | | |
| | Spain | Germany | France | Ireland | Italy | Portugal | UK | UE -15 |
| 2000/10 | 10,3 | 7,6 | 5,6 | 5,6 | 9,3 | 11,1 | 7,1 | 10,1 |
| 2001/06 | 10,4 | 19 | 19,6 | 16,3 | 17,8 | 10,5 | 23,2 | 20,1 |
| 2001/11 | 11,6 | 24,6 | 23,5 | 18,1 | 18,6 | 12,9 | 18,7 | 21,6 |
| 2002/06 | 14,0 | 28,0 | 31,0 | 18,0 | 16,0 | 21,0 | 30,0 | 27,0 |
| 2002/11 | 17,0 | 32,0 | 31,0 | 26,0 | 19,0 | 24,0 | 30,0 | 29,0 |

Source: Flash Eurobarometer (88, 2000/10), (103, 2001/06), (112, 2001/11), (125, 2002/06), (135,2002/11)

In relation with the investments and equipment for the Electronic Administration we can analyze the Central Administration budget evolution for the use of the information technologies. For the year 2004, the budget is 1400 million euro (4,7% of the total State budget). This figure includes the current expenses, the investments and the human resources.

Graphic 2. IST Administration Budget / Total Administration Budget
Evolution 1993-2004



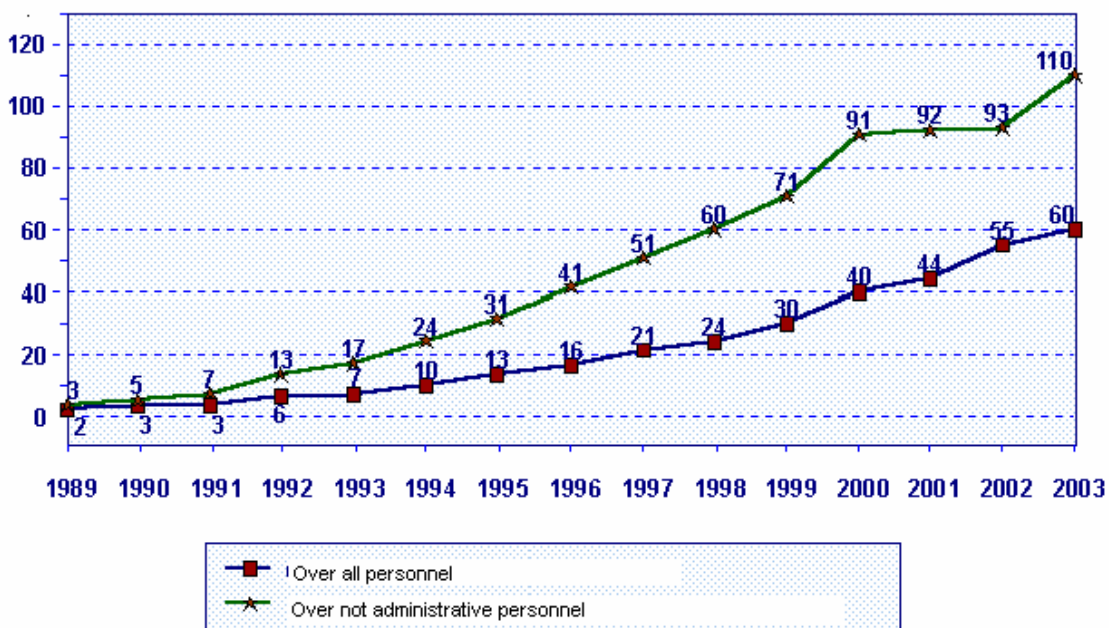
Source: Consejo Superior de Informática 2004

1.2.1. The State Administration, in the 2003 has a number of personal computers (307.762) which supposes 110 available computers by each 100 public employees, although only a 23% of them had access to Internet (Graphic 3 and 4).

1.2.2.

1.2.3.

1.2.4. Graphic 3. Computers / 100 public employees



Source: Consejo Superior de Informatica 2004

Graphic 4. Public employees e-mail and internet access



Source: Consejo Superior de Informatica 2004

Electronic administration in Spain: The local and regional levels

Spain is politically divided in 17 autonomous regions (Comunidades Autónomas) that possess legislative capacity and autonomous government. This level of regional Administration has been very active on electronic Government initiatives. Independent of the State Plans, the Comunidades Autonomas have developed processes of planning and implementation of public IS promotion programs. These initiatives have been very ambitious. In many cases the level of development reached has surpassed the Central State programs. The same thing can be said for the electronic government programs promoted by

local governments. The large municipalities, and the “Diputaciones” (local supra-municipalities administrations to support the municipalities) have developed initiatives that have obtained international recognition. In some cases, they have defined global action plans with cross vision, with the pretension to coordinate the different interventions in the IS promotion. In other cases, the actions have been more a sum of singular actions whose objective is to obtain social visibility.

The local world, by its citizen proximity, is an appropriate environment to generate micro actions relating to the promotion and diffusion of the new communication and information technologies. The local institutions are characterized for being direct citizen services providers. The use of the new technologies is a mechanism of improve services. In this sense, the direct relations between Administration and citizen is considered by the local perspective as an element of change. It also offers a twenty-four hours citizens’ service.

The regional and the local Spanish eAdministration initiatives are very different in their objectives and in their implementation strategies. There is a great dynamism in the local and regional level on strategic electronic administration planification. We can observe at the Table 11, 263 action initiatives to the year 2003. They present different forms: global strategic plans, sectorial or intersectorials programs, singular actions or initiatives of administration re-engineering. The thematic of the public actions constitutes a very diverse assembly that extends to the majority of the traditional intervention areas of the public administrations.

Table 11. Regional eGovernment initiatives. Percentage distribution.

| | Strategic Plan | Sectorial Program | Intersectorial Program | Singular Action | Organizational change | Other action | Total |
|--------------------|----------------|-------------------|------------------------|-----------------|-----------------------|--------------|-----------|
| Cataluña | 4,1% | 16,3% | 4,1% | 57,1% | 6,1% | 12,2% | 100% (49) |
| Valencia | 8,1% | 5,4% | 2,7% | 67,6% | 8,1% | 8,1% | 100% (38) |
| Aragón | - | 66,7% | - | - | - | 33,3% | 100% (3) |
| Murcia | - | - | - | 45,5% | 4,5% | 50% | 100% (22) |
| Baleares | - | 28,6% | 14,3% | 57,1% | - | 0% | 100% (7) |
| Andalucía | 11,1% | 22,2% | - | - | - | 66,6% | 100% (9) |
| Canarias | 12,5% | 12,5% | 75,0% | - | - | 0% | 100% (8) |
| Extremad. | 32,1% | 38,5% | - | 23,1% | 7,7% | 7,7% | 100% (13) |
| Castilla-La Mancha | - | - | - | 100% | - | - | 100% (1) |
| Madrid | 33,3% | 33,3% | - | - | - | 33,3% | 100% (3) |
| Castilla-León | 16,7% | 25,0% | 8,3% | 33,3% | 16,7% | 0% | 100% (12) |
| Rioja | 3,8% | 38,5% | 15,4% | 23,1% | 15,4% | 3,8% | 100% (26) |
| Navarra | 5,3% | 10,5% | - | 68,4% | 15,8% | 0% | 100% (19) |
| País Vasco | 8,0% | 8,0% | - | 68,0% | 12,0% | 4% | 100% |

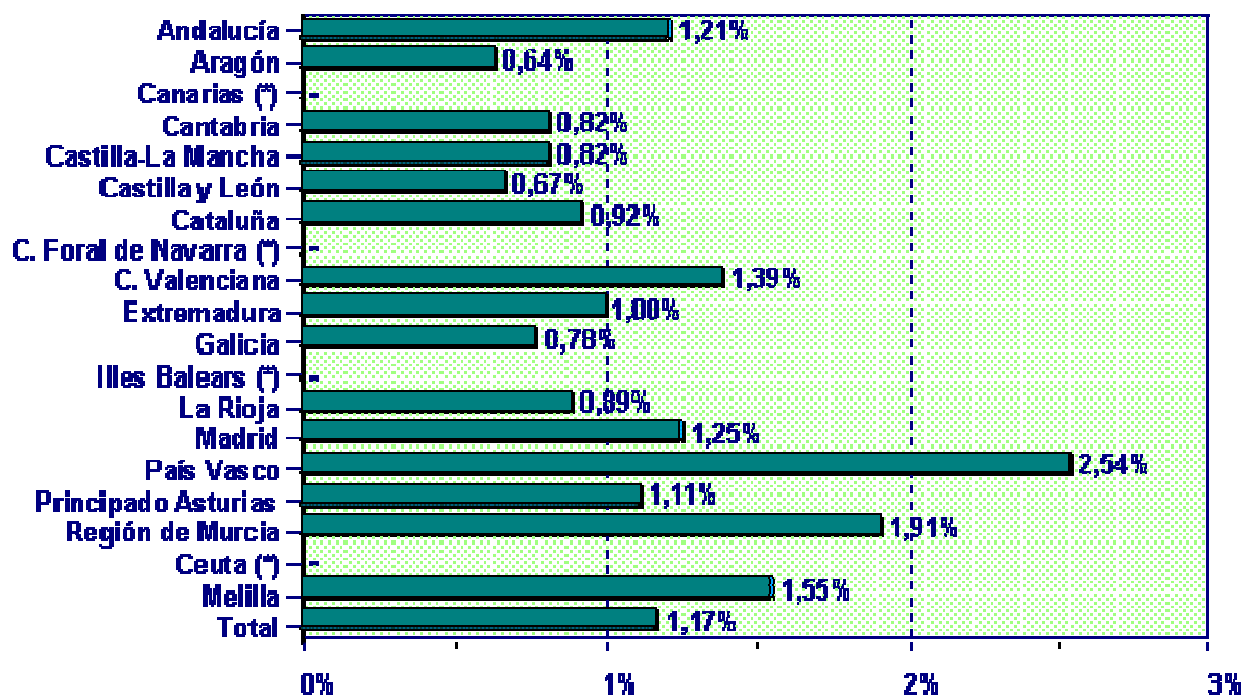
| | | | | | | | |
|--------------|-------------|--------------|-------------|--------------|-------------|--------------|-----------------------|
| | | | | | | | (25) |
| Cantabria | 11,1% | 2,0% | 8,3% | 58,3% | 8,3% | 60,0% | 100% (12) |
| Asturias | - | 75,0% | 25,0% | - | - | 0% | 100% (8) |
| Galicia | - | 16,7% | - | 66,7% | - | 16,7% | 100% (6) |
| Sin datos | - | - | - | - | - | - | 100% (2) |
| TOTAL | 6,8% | 18,6% | 6,8% | 46,8% | 8,0% | 18,3% | 100% (263) |

Source: Jordana, Sancho et al. (2003)

An indicator of the local and regional dynamism is that while the Spanish Public Administration number of webs was of 2.608 in September of 2003, only 196 were of the State Administrative level. The 2412 remainders webs corresponded to the regional Administrations and to the local ones (Diputaciones and Municipalities).

The economic capacity of the different Autonomous Communities and the degree of implication to the e-government initiatives is also very different. This we can be observed analyzing the percentage of budget dedicated to IS policies by the different regional governments (Graphic 5)

Graphic 5. IST Regional Budget / Total Regional Budget
 2001



Source: Consejo Superior de Informática 2004

The local and regional context shows that each public administration develops strategies to promote the digital development of its economy. According to its capacities, competences and economic possibilities, the different levels of government play a role on the IS policies development.

5. Spanish electronic administration successful experiences

We should mention two initiatives of the Spanish electronic administration that have obtained a greater international recognition. They represent two success lines in the introduction of the intensive use of information technologies in Public Administration. One of them corresponds to the State Agency of Tax Administration (AEAT). The other corresponds to a local and regional initiative, the Open Administration of Catalonia (AOC).

State Agency of Tax Administration (AEAT)

The State Agency of Tax Administration (AEAT) is one of the Spanish pioneering institutions using electronic Administration. It has a systematic direct service “on line” for citizens and businesses relating to the processing and the control of the tax obligations. Its virtual office (www.aeat.es) has the possibility to deal integrally the procedures of all the Spanish taxes typologies and services: Rent and Patrimony Taxes; Business Taxes; Value Added Tax; Consultations of debts; information of postponements; Customs and Special Taxes.

The total accesses to the Virtual Tax Agency web page in the year 2003 were elevated more than 46 million. The growth of the electronic processing of tax expedients has been clear. For example, the Rent Taxes had in 2003, 1.700.000 Internet processing. It means the 11,6% of the total processing in the year. The Business Taxes had in the same year the 10,2% of the total processing presented for Internet. The AEAT has received a lot of international recognitions and prizes for its electronic public utilities. One of the most recent it is the «e-Europe for and-Government» offered by the European Commission in July of 2003 by its project on the transfer of electronic certificates to other Public Administrations to avoid the presentation of tax certificates by the citizens.

The Administration “Oberta” of Catalonia (AOC)

One of the experiences with greater local impact is the one developed in Catalonia. Catalonia is a historic nationality with an autonomous government (Generalitat of Catalonia). Catalonia have six million inhabitants population and is one of the greater social and economic development regions of the Spanish State. In July of the year 2001 an institutional pact in the Catalanian Parliament was signed among the Generalitat and Localret (institution that groups the Catalanian municipalities in IS issues). In the agreement was decided to prompt the creation of a single Administration Website for the public eAdministration transactions: Administració Oberta of Catalonia (www.cat365.net). The communication channels presented for the services distribution are open: Internet, mobile or fixed telephone and fax, with the forecast that new interaction mechanisms can be incorporated.

The second agreement was the creation of the Catalanian Agency of Certification, responsible for guaranteeing the management of the electronic firm and the development of a public network to access to Internet and organize formation programs. The Institutional Pact of July of 2001 collects also a set of administration organizational transformation initiatives. There is a finance line to optimize the Catalanian Administrations through the coordination of their re-engineering processes, their administrative contracting, and their human resources management.

One of the “strong points” of the Catalonia experience on electronic Administration has been the consolidation of a work framework for the regional government and the local governments. The consortium Localret is formed by 782 Catalanian municipalities, that include the 99% of the Catalanian population. The local world is linked in a common agency that constitute a direct counterpart and has facilitated the agreements on electronic Administration in Catalonia.

6. Conclusion: factors of success of the Spanish electronic Administration initiatives

In Spain the initiatives of electronic administration have presented a very uneven development. On the one hand, the planning programs of the central government have not managed to promote a coordinated strategy of electronic administration services. The different ministerial departments have looked for their own competences and responsibilities. They have designed electronic services “from its own perspective”, designed to solve their very specific problems, without having a general coordination strategy model. Even so, we find successful experiences, as that of the State Agency of Tax Administration, or the Social Security papers processing one. On the other hand, the local and regional governments have developed a strong implication in the IS promotion policy. In this case, the variety of the initiatives and the degree of success has been very different. It is a sample of the multinivel nature of this public action strategies and a sample of the need of a different administration level integrated work to develop successful electronic services projects.

The Spanish experience shows us the complexity of the electronic administration strategies and the need of a high degree of Administrations re-engineering to integrate this electronic services (Andersen, 1999). The transformation that requires an electronic Administration is not only regulatory. It requires technical evolutions (equipment, networks, connections, applications), training, organization and process (new administrative circuits, processes re-engineering), and especially cultural strategies (Fountain, 2001). The electronic administration initiatives are an opportunity and a danger at the same time. Opportunity to introduce a change and a transformation of the Administration. It will have consequences in terms of services improvement, price decreases and citizens impact. But it also runs the danger that the project remains without a real impact, if there are not done necessary organizing changes, if there is not sufficient political leadership to confront the change resistances that undoubtedly appear, or if there are not sufficient resources available.

The introduction of the intensive use of the information technologies in the Public Administrations generates an impact in the structure and in the administrative processes. The impact is also high in the human resources and in the organizational culture. Special consideration has to be given to the labour profiles transformation and the needs of programmes training. The motivation incentives and the training are two basic elements for the success of the establishment of an electronic administration initiative (Ho, 2002). It is necessary to implicate all the members of the organization in the strategy of change. At the same time is important to obtain their participation in the design of the new administrative circuits.

To finalize the analysis of the Spanish experience, is important to mention success factors that public servers should have present in the electronic government initiatives:

- 1.- The need to the study the citizen's demands and the design of the electronic services which meet these demands.
- 2.- The importance of the re-organization: to introduce organizing changes, training, human resources motivation and processes re-engineering.
- 3.- Capacity of rapid response and security.
- 4.- Services diffusion on line which would guarantee the not exclusion of specific citizens.
- 5.- There should be established new services communication strategies. It is also important to carry out an offering of incentives to obtain a first critical nucleus of users.
- 6.- To share information. To consensus the projects and to encourage the participation and the implication of the personnel inside the own organizations.
- 7.- A strong political leadership should exist at the higher level. It will help to surpass the change resistances and to guarantee the horizontal establishment of the projects.
- 8.- Economic resources, but also resources in terms of knowledge and training of officials and managers. They are also important the ethical resources promoting a culture of public utility.
- 9.- The initiatives of electronic government should be inserted inside the general programs of public administration improvement and modernization. It has to be kept in mind the legal and institutional changes that should be carried out.

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