E-GOVERNMENT ON LOCAL PUBLIC POLICY. THE SINALOA CASE

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ABSTRACT

Information and Communication Technologies (ICTs) have significantly impacted the organization and function of democratic governments in the past two decades. In this article we discuss the magnitude of changes in the public administration of Sinaloa, Mexico for effects of the adoption of e-government in the 2011-2015 period; also we show the uneven and arbitrary manner that has been put into operation due to the inexperienced and improvisation that has become a feature of local governments in the country.

KEY WORDS: e-Government, local government, Sinaloa, ICTs

INTRODUCTION

The adoption of e-Government (e-Gov) has been taking place in rugged and arbitrarily way in Mexico and Sinaloa. Operation shows the incompetence and improvisation that characterizes Mexican governments for the optimal use of ICTs, which require for its implementation an efficient management and sufficient technological infrastructure, but especially a correct public policy conducted by government agents.

E-Gov allows closer relations between governmental organizations and citizens. It is composed of computer programs, sites, web pages and applications that should be visible through a system of interaction where public information, transactions and services are provided, being ICTs the basis for its development (Almarabehand Abuali, 2010).

Although the inclusion of digital computers in public administration can be traced, in countries like the US or the UK, to the fifties and sixties of the last century, the term e-Gov is linked from mid 90s to the birth of the World Wide Web and the consequent emergence of social use

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of the internet. At that time, governments open their first websites on the net and hang shortly after online services or procedures. Nowadays government at all levels, central and local, use ICTs to solve problems of efficiency and effectiveness, transparency and interaction with citizens. Although it is a global trend, its impact depends on the penetration of technology, the progress of the ideas of the new public management or management of public value, of the various existing institutional designs and government resources, among other factors (Luna, Gil-García and Sandoval, 2005).

The changes generated by ICTs offer great possibilities for academic research. The main e-Gov challenge is not just the application of ICTs (connectivity, generational and digital divide), it is necessary to consider democratization, willingness to share, collaborate and develop a better system for society. This paper analyzes the digital public policy in Sinaloa under the administration of Governor Mario Lopez Valdez (2010-2016). We explain the proposed strategy, what happens within the governmental structure and its implementation in Sinaloa, placing it in the national and international context. For this is necessary to understand how new ways of communication, within reach of a click, affect the organization and public administration, as well as engage opportunities of various actors, but also allows us to evaluate the performance of government agencies and the quality of information they provide in their official websites which is the key to its credibility.

1. BACKGROUND

The emergence of the so-called post-industrial society led to a host of changes where the added value generation, via knowledge and the use of ICTs, essential for innovation and improving processes, products and services of business and government (Gómez and López, 2009). At the enterprises level, the "new society of knowledge" and the ICTs have produced multiple adjustments in its organization, but also it has happened in a similar way to the interior of governments, predominantly in developed countries (Morales, Chavez, Arreola, Madariaga, 2013). This is because these countries as well as incorporating the technology into its management develop strategies to achieve continuous improvement of service to citizens in key areas such as: knowing the customer, connecting, training human resources and not to act isolated to the realities.

Changes within a government agency are derived from the constant evolution and social environment, so, new designs of public administration should be conducted with users in mind, so that they are positioned as the

main element of interaction government-citizen, assuming that a new political order, built on the ideas of participatory and deliberative processes, where the role of the citizen is not as a passive actor who receives services but a promoter of initiatives and co-creator of public content.

We must insist that the most significant changes at the government organization recently were brought about by a number of factors led by the impact of ICTs: we refer to economic, legal, political, demographic and cultural determinants. Over recent decades, the discussion about state reform has involved the vast majority of the world's governments. Reform processes, take particular features in each country, but all are driven with a common goal: making government an efficient organization, able to give account to society for their actions (Cabrero, Arellano and Del Castillo, 2000).

A "modern administration" may consider legal, economic, social, organizational, technological and political aspects, which provide different perspectives of modernization itself, as the public administration does in general. Each discipline can also be seen as an objective of modernization, so that public administration complements what receives from other disciplines, with its nature and principles.

Administration in general has adjusted accordingly to technological innovations and public administration in particular, it is being developed under the directions of the New Public Management (NPM) and Governance; the first of an administrative nature, and the second of a political nature (Téllez, 2014; Quitanilla and Gil-García, 2014).

Although it is true that innovation is ICTs everyday affair, when we relate it to the government, it becomes problematic. It is not easy to apply the innovative dynamic to an institution like this, despite what many NPM authors claim (Osborne and Gaebler, 1992).

The facts confirm it, regardless the substrate bureaucratic that underlies all government organizations in Mexico in which it seems that public policies in this regard are not well defined at the national level (Jimenez, 2014). Similarly, at the local level, as in the state of Sinaloa, a kind of reversal in the modernization of public administration occurs, where the speech of innovation is used to pretend for a non-existent progress as we will discuss later.

2. E-GOVERNMENT AND PUBLIC POLICY

The concept of e-Gov such as the availability of public information on the Internet about government actions and management, to keep the public informed, has already been largely overcome.

There are many aspects of public administration where e-Gov

has impacted: from the so-called electronic democracy to systems of social control and surveillance through ICTs. We cannot forget that greater social development will generate greater complexity in the ability to govern. e-Gov, as is defined by state entities, as well as demands of civil organizations, is considered a public policy (Contreras, 2013).

Clearly, many different projects fall within the concept e-Gov, according to its objectives, basic approaches and technological elements that support them. Centrally, design and usability in public administration should be carried out taking into account users and become interactive as well as the creation of a legal framework which facilitates the development of initiatives in the use of information resources and promote the development of the knowledge society. Regardless of how we refer the e-Gov, citizen participation (e- participation) is primarily for development. For example, the e-services (options and benefits that the Web offers) allow citizens to participate in forums, blogs and answer surveys on issues of social, political and economics that are realized through: "a) information , b) citizen participation and, c) carrying out paperwork, which in turn should allow interaction among government, business and citizens" (Esteves, 2005).

According to the statements, e-Gov is defined as a public policy that aims at the integration of ICTs in the internal processes of governmental organizations and the services it provides. Also, for effective implementation of results, e-Gov is the result of a process of various stages where there must be participation of different social actors (Morales et al., 2013).

In last decades, there have been numerous texts about the issue of e-Gov. Academics, governments and consulting services had designed different models in order to measure the e-Gov development in different countries according to its realities. Lee (2010) carried out a qualitative comparative analysis of existing models to measure the development of e-Gov.

The revision of the author covers from 2000 to 2009 which defines 10 stages that allow comparisons among models. These phases are grouped as follows: Phase 1: email and intranet; Phase 2: presentation of information; Phase 3: interaction; phases 4, 5 and 6: transaction; phases 7 and 8: integration; Phase 9: transformation; and Phase 10: democracy or participation. The analysis concludes that e-government is based in two perspectives: city / services and operation / technology. In turn, brings together the perspectives according to the following "metaphors" shown in **table 1** that the author stated.

TABLE 1. E-GOVE RNMENT STAGE MODEL, LEE 2010.

Stage	Description
Presenting	Refers to the simple presentation of information without much functionality. This metaphor embraces the stage of information that includes cataloging, publishing, scattered information, and billboard stage, etc.
Assimilating	Consists of interaction and integration, refers to the assimilation of basic computing ability (processes and services) with real world situations.
Reforming	Consists of transaction and streamlining, refers to the reformation of business processes of government
Morphing	Changes of the shape and scope of processes and services that take place both in information space and in the real world, fitting for effectiveness.
e-Governance	Is an ideal stage, where the business processes of administrative and political services can be reconfigured almost real-time based on citizens' actual involvement in decision-making of the government, actually utilizing the full capability of advanced information and communication technologies.

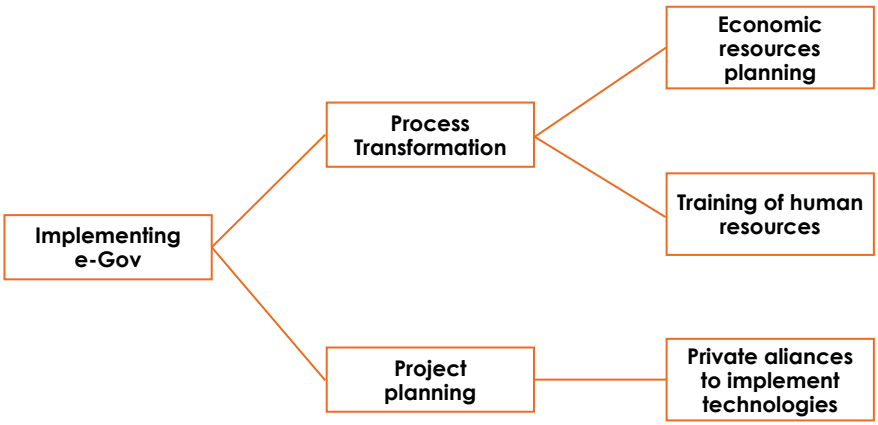
3. IMPLEMENTING A DIGITAL POLICY IN MEXICO

As mentioned, e-Gov is an expression that gained great popularity in the nineties, thanks to advances in information technology, telecommunications, cybernetics, electronics and other areas and the success of its application in the business sector, from where it moved to public administration (Barrera, 2014).

Since the beginning of the century, the success motivated Mexican federal government to use it as one of its strategies for administrative modernization boom, and remains today a must for public modernization across government benchmark. During the administration of President Fox (2000- 2006), and the creation of the Ministry of Public Administration (SFP, for its acronym in Spanish), committed to promoting among other things the improvement of public management through a unit dedicated thereto, the actions taken on e-Gov, raised the need to transform the Mexican federal public administration to achieve a world-class government. National e-Mexico System was created, however a digital agenda to define specific strategies to transit to the "Information Society" was not designed until 2009. Its results left much to be desired if, in addition, we consider the high expectations generated. According to Ruelas (2012), e-Mexico was consecrated as a set of portals and data distribution without considering the demand of large groups of the population and the enormous connectivity problems existing in the country.

Implementing ICTs in a particular sector require a careful organization. Hiller and Bélanger (2001) establish the following points shown in **figure 1** as a guide for the government sector that wants to carry out plans to implement e-Gov:

FIGURE 1. IMPLEMENTING E-GOV. HILLER Y BELANGER (2001)



To define the processes in ICTs and Information Security (IS) which the institutions of the Federal Public Administration (FPA) should regulate their operation, apart from its organizational structure and methods of operation using the federal government, through the Ministry of Public Administration. In 2010 the Administrative Manual of General Application in the fields of information technology and communications, and the security of information (MAAGTICSI) was created in order to establish simplified and standardized processes and their regulation, allowing SFP to have indicators for measuring the performance of government agencies.

By the end of 2012 the public policy called National Digital Strategy (NDS) was undertaken, with five pillars, namely: governmental transformation, digital economy, quality education, universal and effective health, and public safety. As enablers, factors as connectivity, includ-

ing digital skills, technological interoperability, legal framework and a policy of open data were correctly anticipated. This policy falls under the National Development Plan 2013-2018, and is part of the cross-cutting strategy "Near and Modern Government". The conception of the NDS is virtually flawless in its structure and aims. However, the critical factor for its operation that has to be taken into account is the high level of digital illiteracy and the limited driving range of networks and access.

Due to the reality that e-government depends strongly on ICTs, a proper and coherent ICTs infrastructure for any institution will be one of the key success factors of e-Gov implementation. The lack of ICTs infrastructure and the heterogeneous nature of technologies will increase the digital division. Internet access varies among countries in terms of how fast they adopt new technology and how far they are behind. Therefore, it is essential to investigate the impact of the ICTs infrastructure on e-Gov implementation in developed and developing countries. Even the recent telecommunications reform states that it is the right of all Mexicans to have access to broadcasting services and telecommunications, including the broadband and Internet (Mexican Constitutional Law, Article 6th), a project into the NDS called "Mexico Connected" has been implemented. This program helps to ensure this right by promoting more and more citizens to have a site or public space in the town, where they have the possibility of using Internet service, those are located mainly in schools, universities, libraries, clinics and hospitals, and government offices. However, its implementation confronts huge connectivity gaps since 2014 the population connected to Internet in Mexico barely reached 51% penetration on the universe of potential users (over 6 years), according to the Mexican Internet Association (AMIPCI, 2015). This situation represents a major challenge. By 2015 the Global Information Technology Report set Mexico ranks 69th out of 143 countries. The same report had ranked our country in the 59th place by 2010, so progress has been slow but significant.

In order to have an approach on the development of e-Gov in Mexico it is necessary to measure, analyze and evaluate the experience in the use of ICTs as a tool for improving governance and governability as performed by Luna et al. (2015), who have been evaluating during 10 years the portals under the Electronic Government Index (EGI) in order to facilitate benchmarking and improve these portals. Taking as reference their methodology, we will use data from the period 2010-2015 to assess the government of Sinaloa.

The EGI uses an evolutionary approach on five components (Information, Interaction, Transaction, Integration and Participation), which are conceptually consistent with the rankings of most recognized e-Gov in-

ternationally as the United Nations Public Administration Network (United Nations e-Government Survey).

The rankings out of the 32 Mexican states show important changes; Jalisco, state of Mexico, Mexico City and Nuevo Leon have remained as the leaders for 10 years of study. Although these have the most developed economies in the country, the authors (Luna et al., 2015) indicate that for cataloging a successful e-Gov, sustainability might be considered, which becomes for the Mexican case, generally the crux of politics. As our governments change their plans every 6 years, which means that projects and plans most often do not have continuity and reinvent themselves with every change of regime.

Meanwhile, Sinaloa, which is the object of our study, where the internet access covers 38.3% of the population, has maintained a position in the middle. From 2010 it was preserved above the national average ranking in the range of 40-48 points, between the top 15 of a total of 32. Its development is explained by two initiatives taken since early 2011 when the first digital public policy project for the state, as an innovative and ambitious proposal, was presented; the Ministry of Governmental Innovation (SGI) was created, as a responsible for the implementation of digital policy in Sinaloa, in order to create the necessary mechanisms to reach a consensus citizen participation, promote improvements in services and use technology to make it easier and to build a more friendly relationship with the Government of Sinaloa. Previously, the management of e-Gov was made from informatics office with just a technologist vision, without giving more importance to innovation management. Therefore, since 2012 we found an organizational innovation derived from a digital public policy. According to Lee (2010) the relation between citizen/service and operation/technology perspective, Sinaloa states at the reforming level (stage 3) which consists of transaction and streamlining that refers to the reformation of business processes of government (streamlining) changing their business processes be fitted with the underlying information technologies and systems, and the reformation of how they conduct their business with citizens (transaction).

4. THE DIGITAL PROGRAM IN SINALOA STATE

In order to consider carefully the e-Gov in Sinaloa, the applicable analytical model proposed by Subirats et al. (2008), was used; and we identify the nature of the substantive and institutional results of public action. Thus, the outputs of the Sectoral Plan 2011-2016 Public Management and Governmental Innovation of Sinaloa, provide:

- *Modernize official government portals; that it would be achieved through implementing best international practices in usability and improving user experience.*
- *Increase and diversify the supply channel of authorized payment through agreements with federal entities (Telegraph, Telecom, CFE -Federal Agency of Electric Power) and companies.*
- *Implement 25 mobile units for tax payment collection and delivery services to both individuals and companies. It is equipped with a computer system that would drive single window proce– dures.*
- *Install five information stands of different ministries and public bodies (with tourist information and government services) placing them in strategic places of tourist inflow and neighboring states (airport terminals, shopping centers, hotels, etc.).*
- *Integration of the National Network of Education, Health, Safety and Government, through the establishment of bases and network interconnection in state dependencies on a single network, bringing significant savings achieved in communications and would expedite the procedures.*
- *Reduction of the digital divide in marginalized areas, expanding coverage technology services to remote and inaccessible places, installing 32 Digital Community Centers (DCC) to provide communication, internet and government services.*
- *Design and implement a technology platform to validate birth certificates and eliminate this requirement before various instances. This would help to reduce the presentation of this document by at least 50%.*
- *Modernize consultations and procedures of the State Cadastral Institute, adapting a cadastral system, with information to citizens about their properties.*

The actions to be taken by the sector plan adheres to the proposals of the NDS and "Mexico Connected" but do not role as a complement to these or specify their connection (external coherence of the policy). The assessment as to the internal consistency of the policy should consider that the general and specific objectives are related to the inputs and outputs of politics, strategies, activities and, in general, all the actions and contents of the policies (Curcio, 2007).

The Sectoral Plan establishes three programs, one of these is the "New model of planning and evaluation of management and public policies" to measure the effects of public policies and show changes in behavior of the target groups and induced the final beneficiaries (outcomes). Its projects and objectives are shown in **table 2**.

TABLE 2. PROGRAM 1. NEW MODEL OF PLANNIG AND EVALUATION OF MANAGEMENT AND PUBLIC POLICIES

Project	***Objective***
1. Policy Planning	Design and promote the new planning model for results, which raise the performance culture in public administration and contribute to the overall development of the state.
2. Evaluation of Public Policies	Develop a performance evaluation model in state and municipal public administration, in order to measure the results generated
3. System of Assessment and Monitoring Goals (SAMG)	Design and operate a system to inform the public about the progress in achieving the goals of the State Development Plan.
4. State Indicator System	Raise the culture of performance measurement, establishing a system of indicators for monitoring and evaluation of results of management and public policy.
5. System for Measuring Citizen Perception	Periodically monitor the perception of society on the progress of government, with a view to identify areas of opportunity to improve policies, strategies and programs.
6. Public management planning	Implement the planning of government action aligned to evaluation and budget mechanisms, bringing the innovation instruments to the state government sphere in order to consolidate the creation of a modern and efficient public administration.
7. Evaluation of public management	Implement in state and municipal public administration a Model of Management Assessment that allows generating performance indicators of both public servants and dependencies, helping it to decision-making and allowing opportunities to improve processes to evaluate with a result-oriented approach.
8. Statistics Institute of Sinaloa State	Contribute to the fulfillment of a modern and efficient administration, thereby boosting government innovation outlined by the government, and strengthen the State Statistical Information System with actions, mechanisms and quality technology to produce the information in an advanced scheme.

The project 8 is vital to have inputs that help government make decisions, but simply was never materialized. Statistical information for the state is only in the "Statistical Yearbook of Sinaloa 2014" conducted by the National Institute of Statistics, Geography and Informatics (INEGI, for its acronym in Spanish) which is responsible for rising and publishing national information. At least, the information about the Website is updated.

In this context, despite the fact that the inclusion of ICTs is a tool for an innovative administration, the actions to relate it to its objectives are not clear in the Plan, only in Project 3. Indeed, the SAMG platform is the jewel of technological innovation for the government officials in Sinaloa; it was designed by the SGI and launched on the web in November 2011. SAMG is organized according to the three key areas in the State Development Plan which is divided: Political, Human and Material Work.

Each fundamental axis contains various topics and these, at the same time, include the 272 goals outlined in the Plan. The internal work between the SGI and the various units was to determine the indicators for each goal and the mathematical formulas that would be used to measure the amount of progress periodically (updated every 3 months). For example, in the axis of Political Work are contained issues such as Modern and Efficient Administration, Transparency and Accountability, Enforcement, Public Security and Social Peace, each one shows an overall percentage of achievement.

What we found, in over five years of system operation, is a wrong and misleading conception of what monitoring and evaluation mean, since the form of monitoring compliance of each goal is to establish itself as evaluators misrepresented the same agents that defined goals. This culture of evaluation was thrown overboard and is rather a bad example of what it should mean.

Government operations are robustly regulated and driven by policy and legal frameworks that comprise local constitutional law and other relevant laws, rules, and regulations. The main concern is required to understand and realize the profits that can be achieved by enabling e-government system. Laws and legislation, procedures and systems outwards towards the public are not only acting for the sake of technological change. To manage an efficient service delivery in the electronic environment, legal framework and legislation are essential. According to the documents consulted on the website SAMG Law initiative was sent and received in Congress since July 2015 but after a first lecture it has not been approved yet.

Enacting the required legal framework needed in Sinaloa to support the usage of new technology and introducing standards and legislation which ensure interoperability, compatibility and secure sharing of

information is one of the main reasons of its accidental implementation.

Due to the missing regulation, Project 6 was also derelict because the budget needed to operate within the SGI was never negotiated. This means, measure the public perceptions that would provide the key to improve the new e-Gov, became just as a good governmental intention. None of the 3 programs that are the main of the SGI are regulated by norms so their implementation has been arbitrary. As Fountaine (2015) explains, laws are not only rules, when it comes to regulation, we speak of course of legal or juridical regulations, but there are other forms of regulation of behaviors, such as custom, codes of conduct and values transmitted by education.

According to the literature, a variety of studies insist that apart from ICTs infrastructure and legal framework, cultural attitude intended to the expression of differences in Internet dissemination among countries (Maintlan and Bauer, 2001). In some societies, the desire of Internet is not the issue compared to other priorities, such as security, poverty, education, and health, particularly in developing countries, such as Mexico. The priority issue in Mexico in general and Sinaloa in particular where the budget is concentrate in are security and welfare state programs. Aditionally, in mid-2016 the SIG suffered a cut of 30% of its budget dedicated to technological development and software designing. That's means that the objectives and goals of e-Gov have been diminished.

The use of these platforms as SAMG by the citizens and the reduced number of e-services provided are pretty low compared to the population in the state. However the demand is very low even with people who has Internet access and digital literacy, there are many factors that explain this lack of adoption but in this study we will not go throw this issue which is part of another work in progress.

As we noticed, the evaluation model devised by the SAMG platform to generate performance indicators was a failed attempt by how the goals and evaluation arise at the discretion of the same government agents. So there was no improvement of processes and results-oriented approach turned out to be a hoax.

For further analysis of the failed strategy using the e-Gov in Sinaloa, the argument of the "stakeholders", supported by Subirats et al. (2008) can be taken, suggesting that public action is neither linear nor perfectly determinant of individual and collective behavior, i.e., that "the actors involved in public policy can, at each stage, use the institutional existing rules and resources that have not yet been exploited to try to influence the content of the stage at issue".

Indeed, in monitoring goals through SAMG, a misleading performance of the SGI is observed, the functionaries are the ones

who give the score advances and these advances are validated through a trade-record annex signed by the leader of the Secretariat itself, so by locating progress in carrying out goals that are certainly unrealistic. Let's see how two programs shown theoretically evaluated by the SAMG: transparency and accountability, modern and efficient administration.

In transparency and accountability, the SAMG (**Table 3**) indicates an advance of 85.4% on average in 9 goals that make up this category, reaching under that system, outstanding scores, ranging from 83.3 in effectiveness in the quality of responses to requests for public information; 83.34% on the creation of an accessible and reliable civic center anonymous complaint so that they can report illegal or corrupt acts; up to 100% in terms of modernizing the transparency portal for all units comply with reporting obligations.

TABLE 3. PROGRESS IN TRANSPARENCY AND ACCOUNTABILITY

Goals	Progress
1. Improve and modernize the transparency portal, to resolve information needs and dependencies fulfill the obligations of Access to Information	100%
2. Implementing a Content Management System for the training of Public Servants	100%
3. Create a public anonymous complaint center, accessible and reliable	83.34%
4. Mvaintain the standard of effectiveness such as responses to requests for information	83.33%
5. Annually organized the event "Week of Transparency and Accountability"	83.33%
6. Train the administrative personnel on government audit, procurement and public works, to provide greater transparency and certainty in the audit process	83.33%
7. Recognize the importance of citizen participation, involving 100% of the members of the committees of the social programs in the 18 municipalities of the state	83.33%
8. Prepare diagnoses and recommendations of internal control to all the entities of public administration	81.72%
9. Train 100% of public entities that constitute the State Executive Administration	78.57%

Despite these promising results presented by the SAMG, citizen's responsible bodies to monitor accountability and transparency in local progress report different data about the behavior of the government of Sinaloa in this period.

The head of the governor's office, said that "expenses report is a concept applied for international travels and, according to the Manual of Procedures for the Exercise of State Control and Public Expenditure, governor is not required to submit invoices" (Noroeste, 2016). It invalidates the obligation about transparency of official´s expenses, according to the State Commission on Access to Public Information Sinaloa.

In the same way the subject of modern and efficient administration (**Table 4**) shows in February 2016 an advance of 81.1% on average performance of the 20 targets that comprise, among: Perform 46 public audiences through the Government Moving Strategy (92.06%); Promote the Act initiative Electronic Government (100%); and Create the Electronic System Online School enrollment in preschool, primary and secondary (100%).

TABLE 4. PROGRESS OF GOALS IN MODERN AND EFFICIENT ADMINISTRATION

Goals	Progress
1. Perform 46 public hearings, through the Government Moving Strategy	92.06%
2. Promote an initiative for reforms and additions to the Law of Administrative Justice of the State of Sinaloa, for online judgements	100%
3. Develop government portal with relevant information in at least 5 languages.	100%
4. Re-engineer the state public administration	100%
5. Install the technological infrastructure to enable 100 Internet free points. Additional: Install infrastructure to enable 250 Internet free points	100%
6. Create the Electronic System of School Registration Online	100%
7. Build 18 technology platforms process for quick opening business	100%
8. Promote online judgments of the Court of Administrative	100%
9. Develop a technology platform for digital library Sinaloa	100%
10. Promote Act initiative Electronic Government.	100%
11. Promote the Initiative Administrative Procedures Act and Public Administration	95%
12. Governing for results through a new model of planning and evaluation based on performance indicators	93.50%
13. Promote the ISO 9001 certification at least 40% of key processes and procedures in public agencies and entities	84.50%
14. Promote the initiative Civil Law Career Service in public administration	80%
15. Increase at least 30 online procedures on the government portal	63.30%
16. Achieve reduction of up to 20% of operating expenses with the detection and elimination of duplicate functions, unnecessary procedures and non-essential expenses	63.10%
17. Develop in the 18 municipalities the "System Citizen"	60%
18. Modernize and innovate processes in the 18 administrative units of the state	51%
19. Install 20 ATMs for transactions and services throughout the state	20%
20. Remove the birth certificate of at least 30% of government procedures	7.69%

Almost half of the 21 targets are achieved 100%, 3 are pointed with more than 90% advanced, two are in 80%, 3 to 60% and 3 with minimum percentages, indicating a strong success, however a meticulous analysis indicates that it is not true at all.

For Example 6 goals with high compliance, are drafted in a misleading way as referring to "promote and encourage" the creation of laws, certifications, and initiatives that lack elements to be evaluated, and there is no evidence for at least a real negotiation leading to achieve them. The units responsible for this are the SGI and the General Secretariat the ones that signed the certificate of validation of this data.

Goal # 15 create the system of school registration online is the one which has evidence of effective progress, being one of the main achievements in e-Gov for the SGI; although the initiative offers this tool to facilitate and expedite the process, it has found the problem of digital and generation gap which has brought discontent to parents to such implementation. Another example of unfulfilled goal, which requires fundamentally work and coordination of existing libraries, is the goal #18, which is "to develop a technological platform for creating Sinaloa digital library" (**Figure 2**).

FIGURE 2. THE INEXISTENT SINALOA DIGITAL LIBRARY

PORTAL DE BIBLIOTECA DIGITAL DE SINALOA
http://www.difusion.com.mx/sinaloa/

In a direct search on Google the only digital library that can be found is the one from the historic archive of the state, but not the "Sinaloa Digital Library". In addition, the document that evidence its existence shows just one picture of the portal and a link recommended by them that does not lead anywhere.

It is clear that the different objectives in the 8 projects of the sectoral plan "New model of planning and evaluation of management and public policies" through e-Gov and whose focus was linking with citizens have had an unsatisfactory compliance. Moreover, contrary to the use of e-Gov to optimize resources and make more efficient and effective services, rather than increasing digital platforms to provide e-services, the "Government Moving" (92.06%) was created, that consist on physically transportation of the offices to different sites of local geography every first Sunday of each month to cater directly to people. This demonstrates the huge local digital divide and lack of vision to overcome that gap approaching digital technologies through public access centers, which provide sustainable and durable service beyond populist and expensive policies, which is what it became.

CONCLUSIONS

The application and use of ICTs offers unprecedented opportunities for teamwork between different actors in society, but in local governments in Mexico it continues to be a pending issue, which has been slow to formulate strategies and initiatives to allow closer dialogue channels within public administration and citizens. Of course it is required an adjustment within the governmental organization for the implementation of a public policy on e-Gov. In the local administration analyzed we found that the actions and programs designed are not well defined, it is seemed that the problems are not clearly identified as a result of political programs that are confused even in the official documents. The activities of the SGI during this administration, which is about to conclude this year, were never clear and either showed very innovative outcomes as a result it has a low level of credibility by society and some people don't even know about its existence. The law that set the actions to be taken to provide the benefits for citizens and the offer of an appropriate design of digital public policy to set e-Gov in the state continues to be a pending task.

Moving from the traditional way carrying out procedures and government services with the use of ICTs is a phenomenon that currently has not reverse; authorities at all levels will need to adapt and understand that it is the fastest, most efficient, effective and sustainable channel to bring benefits to communities. Certainly, the great gaps for "digital literacy" legal regulation, infrastructure, and the access costs problem, are the main causes that leave the new services beyond the reach of millions of Mexicans. Its attention can take generations and as its nature, will always need a continued progress and adapting to new trends of government. Therefore

the importance of following up research in this area is to be a reference in the design of digital policies that address the particular needs of individual government entities for proper implementation that considers the different actors of the society.

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