

Formación de capacidades técnicas en actores locales como contribución a la gestión pública municipal

Formation of technical capacities in local actors as contribution to the municipal public management

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Recibido: 12 de octubre de 2018

Aceptado: 20 de febrero de 2019

Resumen: Se propone un programa para la formación de capacidades técnicas en gestión pública local de actores estatales, e institucionales sociales a escala municipal, como vía para el fortalecimiento de su accionar en el proceso de actualización del modelo económico y social a partir de enfoques de articulación y concertación actuarial como cadenas de valor para el desarrollo local. Se utilizan como métodos la encuesta, la entrevista, la observación, el análisis de documentos, el criterio de expertos y la estadística descriptiva, para determinar las necesidades de formación y jerarquizarlas en el caso del municipio Baracoa.

Palabras clave: Gestión pública local; Desarrollo local; Formación de capacidades técnicas; Actores

Abstract: The experience is exposed in the elaboration and implementation of a program for the training of the technical capacities in local public management, of state, institutional and social actors to municipal scale, as the way to strengthen its work in the process of upgrading the economic and social pattern, from articulation approaches and agreement actuarial as chains of value for the local development. The following methods are used: survey, interview, observation, document analysis, expert criteria and descriptive statistics, to determine training needs and rank them in the case of the municipality of Baracoa.

Keywords: Local public management; Local development; Formation of technical capacities; Actors

Introduction

The public management of local development implies the recognition of the territory as the organizing axis of the economic activity of each locality. In Cuba it is understood as a dynamic process in which local actors intervene with full right in the search for permanent alternatives to improve their reality where the environmental, economic, social and political dimensions must be interrelated.

If we take into account that human and institutional capacities affect the success of local public management processes, initiatives and projects, then it is necessary to invest in these capacities and then ensure that these are used for the benefit of all. Capacity building is then aimed at enhancing the competence of a municipality's workforce to successfully manage their affairs based on changes in their levels of knowledge, attitudes and practices in order to adapt their capacities to the development context.

This process in the country is favored with the approval in the VII Congress of the Communist Party of Cuba of the Guidelines of the Economic and Social Policy of the Party and the Revolution, where it is manifested:

- 122. Consolidate the fulfillment of responsibility (...), in the training and development of the qualified workforce. Update the training and research programs of the universities according to the needs of development, updating the Economic and Social Model and new technologies, p. 28
- 143. Projecting qualified workforce training in correspondence with the National Plan for Economic and Social Development, in the medium and long term, p. 32

State relations with companies, in general, and with cooperatives and different forms of management, in particular, occupy an essential place in that they decisively influence the socio-economic activity of these entities and society as a whole. Therefore, the need to offer new capacities based on the territorial perspective are imposed, and local needs and potentialities contribute to an efficient and innovative management of local development in connection with national policies, expressed in the priorities of the 2030 strategy.

In this scenario, where territorial extension is revitalized in the management processes of local governments, universities assume the challenge of favoring new approaches and styles of management taking into account the centralized nature of the economy, and the fact of being a country in transit to socialism and developing, with different complexities that have failed to mitigate territorial disparities

In interviews with executives of the Municipal University Centers (CUM), and the Association of Economists and Accountants of Cuba (ANEC) in the different municipalities

of Guantanamo , it was found that there are still insufficiencies in the formation of the labor force of the territories to assume new interactoral, interterritorial and multilevel articulation processes from approaches such as productive and value chains in function of the development of their localities, which limits the actions of diverse state, institutional and social actors in correspondence with the strategic axes of the nation for the year 2030, and the implementation of the guidelines for the improvement of the Cuban economic model.

All this leads to the approach of the following research problem: how to face the insufficiencies in the formation of the labor force at municipal level in function of a modern and inclusive local public management? In the spatial delimitation of the field of practical action, the municipality of Baracoa, in Guantánamo, is selected, based on the criteria of the interviews conducted, the national economic reports of the year 2018, and the semi-annual and annual reports of 2018 of the Articulated Platform for Integral Territorial Development (PADIT), led by the Ministry of Economy and Planning (MEP). This municipality is also selected on the basis of the following arguments:

- High complexity in terms of diversity of non-state actors with identified integration needs to the state sector, and greater presence of budgeted entities that guarantee important social services for the population.
- It is the second most economically important municipality of Guantanamo province that is immersed in a resuscitation program due to the incidence of natural disasters. Therefore, it requires promoting the design and execution of an important group of local development projects in a context of strong financial restrictions in the country and with few business units of local subordination.
- It is among the eight municipalities of the country that is part of the Articulated Platform for Integral Territorial Development for the strengthening of capacities for territorial development with emphasis on eastern Cuba.

From the identification of the problem, a program is proposed for the formation of technical capacities in local public management of state actors, and social institutions at the municipal scale, as a way to strengthen their actions in the process of updating the economic model

and social from approaches of coordination and acting coordination as value chains for local development. For the elaboration of the theoretical framework, the following theoretical methods were used: analysis - synthesis, historical-logic. In order to obtain the information, empirical methods were used: documentary analysis, surveys and interviews. For the processing and analysis of the information, the Statistical Package for Social Science Program (SPSS Version 21.0) was used.

Development

The development of capacities has to do with the improvement of the conditions to achieve a better performance, add added value, and develop new talents.

It is about finding the best way to develop new capabilities from institutional aspects to collective skills and new skills from individual skills to personal behaviors. It is oriented, mainly, to educate and to train the actors to work in an integrated manner. Emphasizes the strengthening of knowledge, skills and abilities of individuals, so it covers institutions, NGOs and communities. (Bouillon, 2014, p.7)

If the thinking logic of the United Nations Development Program (UNDP) (2009) is followed, technical capacities, specifically, are those that relate to a given area of expertise, offer support to functional capacities that serve as a guide for the achievement of effects related to development. Although functional capacities can be considered to be multi-purpose skills, technical capabilities arise in the context and are always associated with specific practice areas.

In order to create these individual capacities, necessary as a starting point to develop the process of public management of local development at the municipal level, it is necessary to make a diagnosis of them to subsequently design relevant programs in accordance with the real needs of the territories. In order to evaluate the capacities, the municipality of Baracoa is taken as a case study, since it is working on the updating of its development strategy until the year 2030, based on the indications established in the methodological guide generated within the framework of the PADIT, which from the (UNDP) led by the Ministry of

Economy and Planning (MEP), along with its National Institute of Economic Research (INIE), the Physical Planning Institute (IPF) and the Ministry of Foreign Trade and Foreign Investment (MINCEX)), aims to improve the living conditions of the population of the Cuban territories linked to the program, with emphasis on groups of women and young people, through joint processes.

In this, as a contribution to the role of local actors for the improvement of the economic - social model, a program is proposed to create the necessary individual capacities. That's why, the methodological cycle proposed by UNDP (2009, p.19) is used, which organizes all the programming work, with some pertinent adequacies and adjustment of steps, according to our considerations, in its adaptation to the particular context of the universe of application of it. The specific circumstances associated with a given situation determine the importance of each step of the process. Below, they are described briefly.

Step 1: Involve the actors

The first step is to start a dialogue between all the possible beneficiaries so that they commit themselves to the process and make a personal investment for its success. Using the method of consultation and local decision-making from the beginning, and allowing everyone to contribute to the design and content of the process, will help to integrate the initiatives with the development priorities of specific local capacities.

Step 2: Perform a capability diagnosis

This step makes possible to establish the base line or reference, by comparing the existing intangible assets - human resources - and the level of capabilities that are expected to be formed based on the insufficiencies in the training of the workforce to achieve development objectives of the selected municipality. For the diagnosis, the UNDP approach (2009, page 23) is assumed, which is based on three fundamental tasks, see figure 1.



Figure 1: Fundamental tasks to diagnose technical capabilities

Source: self- elaboration

The first task corresponds to the moment of mobilizing and designing. The diagnosis of capabilities must start from the assumption that existing capacities can and should be exploited. The second moment has to do with carrying out the diagnosis. This implies a comparison between the desired capacities and the existing capacities.

In order to know what the desired capacities would be, we will start with the proposal made by Aguilar (2010), which formulates an open question survey that makes it possible to make the diagnosis. This will facilitate identifying the needs, prioritizing them according to the order of importance that the employers of the municipality of Baracoa give to survey. It will also result in a table that can list the possible training needs in terms of technical skills.

The disadvantage of using this tool is that the most popular topics can be reflected, which should be addressed in the same way because starting from local proposals guarantees the legitimacy of the decisions that are adopted. Finally, the results should be summarized and interpreted. Comparing the desired capabilities with the existing ones offers information that can be used to formulate the capacity development responses.

Step 3. Formulate a program for capacity development

A good response in terms of capacity development is based on existing assets taking into account capacity to fill the gaps identified in the diagnosis. Most actors prefer to take advantage of their strengths, their assets in terms of capabilities, and use what they are doing well to improve other things. The response design for capacity development should contain a combination of quick impact initiatives (less than one year), and short- to medium-term initiatives (one year or more).

Step 4. Implement a response for capacity development

It is in the implementation phase where the process is seen in action. It is the stage in which all the ideas, plans, diagnoses, analyzes and designs are specified.

Step 5. Evaluate capacity development

Measuring success in capacity development cannot be limited to an increase in human, financial or physical resources. The availability of inputs does not guarantee their contribution to development objectives. The advances and results are reflected in changes in performance that can be measured in terms of greater efficiency and effectiveness. The diagnosis was based on the open survey proposed by Aguilar (2010), which makes possible to identify the needs as a priority for the employers selected for the study. To distribute the surveys, a sample (n) was previously selected following the elements contributed by Fischer and Espejo (2004), where for a finite population of 53 actors, the sample size chosen was 41.

These actors were also chosen, using a simple random sampling, which prioritized those that collected the largest number of workers in the territory, or played fundamental activities for the economy of the same. The institutions selected for the diagnosis, grouped 93.53% of the total state employees and cooperatives in the territory, and 87.47% of technicians and professionals.

As a result of the study, a list was obtained of the possible training needs in terms of technical capabilities. This list of proposals was extensive, collected mainly in three dimensions:

- Specific techniques directly related to the profession.
- Normative update.
- Tools / skills: computer, communication, techniques, among others.

To rank the results obtained, the quantitative data was processed using SPSS Version 21.0. Due to the fact that the themes demanded after being filtered by the values of the absolute frequencies have a high degree of agreement that did not allow to reduce the list sufficiently, it was decided to use the expert assessment method to choose the definitive proposals and formulate with their criteria the offer of the new program.

For the selection of the same, the software, Decision.exe, version 1.0 was used, which allowed choosing the group of experts from a set of characteristics that they must possess,

and a coefficient of knowledge and argumentation. For the filling of the software, the opinions and a questionnaire applied to the candidates for experts were taken into account.

Then the training proposals were submitted to the criteria of the selected experts, from which the six fundamental subjects to be developed were chosen, which are presented below with some of the fundamental elements established for the planning of postgraduate programs.

Title: Local public management

- CES: University of Guantánamo. Faculty of Economic Business Sciences
- Modality: classroom: up to 24 weeks of classes and four weeks for the final work, total 28 weeks
- Total credits: 16
- Profile of the graduate: the diploma must allow the graduate to efficiently develop the management and leadership in the entities from which they come as the program is designed to update, deepen and expand the knowledge, skills and values in these areas based on the strengthening of their technical capabilities and professional relevance in correspondence with the Guidelines of the Economic and Social Policy of the Party and the Revolution, and the strategic development objectives of their locality.

The competences to be achieved, once the student graduates, are:

- Identify the main problems that the management of the institutions must attend according to the Guidelines of the Economic and Social Policy of the Party and the Revolution.
- Make informed decisions in a political, economic, financial, technical, social and legal manner.
- Integrate the action of the company's systems in order to efficiently solve the main problems that arise.
- Apply pertinent basic knowledge about the general rules of accounting, the analysis of financial statements and cash flows for investment projects.

- Define the strategic direction of the company in terms of markets, products, organization, technology and economy.
- Lead or participate actively in the organizational design of the company and its implementation to promote efficiency and effectiveness increases in the legal, normative and regulatory framework of the existing state.
- Assess local potentialities for the development of municipal development strategies and sustainable development initiatives.
- Apply the basic knowledge for the preparation and realization of feasibility studies for investment projects and international collaboration.

System of objectives:

General objective: to form technical and functional capacities in the professionals of the municipality of Baracoa, based on a set of technical-methodological tools on corporate and territorial public management, as a way to strengthen their actions in the process of updating the economic and social model for a local development of integral and sustainable character.

Specific objectives:

- Propose solutions with rigor and quality on the problems of public and territorial business management in relation to the development objectives in Cuba until 2030.
- Develop an integrating and innovative approach to all company systems in management (strategic, tactical and operational) to achieve high levels of efficiency and effectiveness.
- Develop a conception of public-private cooperation in the face of the challenge of intersectoral and multilevel integration so that the results have a positive impact on increasing efficiency and effectiveness in terms of sustainable local development.
- Develop the strategic projection of the company and the territory as a contribution to the updating of the economic and social model.

- Evaluate the political, economic, financial, technical, environmental and social impact with adjustment to the legislation and its normative basis valid for the decisions that are made in the company and the territory.
- Formulate project ideas with their corresponding economic-financial feasibility studies.
- **System of professional values and attitudes:** strengthen the revolutionary and ethical convictions of professionals with modes of action oriented to the following value system: modesty, dignity, patriotism, honesty, responsibility, solidarity, industriousness and humanism.
- Estructura del programa:

No.	Courses	Hours	Credits	Knowledge system
1	Investigation methodology	96	2	Design and application of designs for socioeconomic research: basic conceptual elements. Research as a source of scientific knowledge of the company. Investigation process. The research problem. The object and scope of the investigation. Research objectives. Justification and feasibility. Theoretical framework of research. Hypothesis. Statistical procedures used in the investigation.
2	Institutional strategic management	96	2	The strategic direction. Strategy concept. Components and levels of the strategy. The process of strategic direction. Main elements. Strategic institutional and territorial diagnosis. Evaluation according to the applied model. Identification of strategic variables and structural analysis.
3	Accounting management for decision making	96	2	The accounting. Importance. Types of accounting. Basic concepts of accounting. The basic accounting equation. Bill. The accounting rules. Importance. Valuation and exposure standards. The economic-financial management system of the company. Methods and techniques that allow the analysis and interpretation of the

				financial statements, including the cash flow according to the Cuban accounting standard. Cash flow, analysis for investment projects and feasibility studies.
4	Local public management	96	2	Public administration, public management and governance: conceptual analysis. Main directions of the transformation process of the Cuban AP and its challenges. Public policy, concepts, types and their characteristics and implementation in the Cuban case; differences; nexuses with government instances, principles that govern them; degrees of generality and spheres that encompass. Citizen participation and local public management: forms of participation and social control, adaptations to the Cuban context. Decentralization as a tool of public management. Challenges of multilevel and interactoral concertation. Information and communication as a strategic resource in local public management. Open government, transparency and participation.
5	Local development management	96	2	The municipality as a local government space. General concepts about local development Infrastructure development. Challenges and approaches to local development. Actors and agents of local development. The role of local governments. The role of training and education. Local strategic diagnosis. The business system of the town and its productive capacity. Analysis of governability in the locality. Strategic design of local development. The local productive systems and the role of prioritized sectors as central axes of development and dynamizers of the local economy. Formation of productive and value chains. The planning, monitoring and evaluation of local development

				projects as concretion of local development strategies. Financing for local development.
6	Project evaluation and management	96	2	Planning and projects. Projects and investment programs as implementation of development objectives. The types of investment projects and their forms of evaluation. Local financing management. Sources of financing. The life cycle of the projects and the pre-investment process. General aspects of project formulation. Economic - financial evaluation. Sensitivity analysis. Selection of project alternatives under limited budget conditions.
	Subtotal	576	12	
	Final work	192	4	
	Total		16	

- **Evaluation system:**

Systematic, based on active teaching methods that allow participation, the exchange of experiences, debates and analysis. Each module will be evaluated in a workshop where a paper is defended on the problems studied and their possible solutions. Cross evaluation. Diploma thesis that will consist of the development of a research topic related to the work they do. The structure and extension of the thesis or final work will be determined by the academic committee of the diploma paper.

Materials and means

Classes will be developed using productive teaching methods that promote participation through group dynamics such as: conference-discussion, case discussions and incidents. In addition, part of the time fund of the subject will be dedicated to independent work and self-preparation of students in the search and analysis of information in documentation centers or computer networks.

The audiovisual media to be used will be mainly blackboard, banners, videos and presentations, as well as case studies presented through datashow or PC with TV. The

implementation of this dynamic requires a material base of study (means of learning) from which students develop their abilities to perform independent cognitive activity that allows them to master the essential features of the problems studied and the basic mathematical methods to solve them with an integral approach. In this sense each course will have basic and complementary bibliography, and auxiliary materials prepared by teachers.

Step four corresponding to implementing a response for capacity development is where the process is seen in action. This stage begins to be developed in April 2019 in coordination with the PADIT in Guantanamo, the ANEC, the CUM, and the Council of the Baracoa Municipal Administration taking into account that the corresponding program has already been approved and is in process the completion of the registration, for which it is taken into account:

- The incorporation of various state and non-state actors,
- presence of local actors of the different productive and social structures and their economic weight at the provincial level,
- presence of non-state actors with experience in the design and promotion of value chains to facilitate the learning and dissemination of empirical knowledge and good practices.

Once the program has been implemented, it will be necessary to evaluate and measure the development of the capacities since the program is expected to introduce skills and tools to improve the process of consensus-building of actors and development of networks, programs and projects from the value chain approach as contribution to the local development of Baracoa from the management of actors and the municipal government as the main promoter agent.

Conclusions

Within the framework of sustainable local development, capacity building is aimed at strengthening the competence of a municipality's workforce to successfully manage their affairs, based on changes in their levels of knowledge, attitudes and practices to adapt their competence to the development context.

The investigation made possible to carry out the diagnosis of training needs in local public management to contribute to the process of updating the Cuban economic model in the municipality of Baracoa. Based on the diagnosis made, a Diploma Program in Local Public Management is proposed that will contribute to the process of training and development of technical skills as a contribution to greater empowerment in interactoral, inter-territorial and multilevel articulation from value chains and productive for local development.

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