



## DILEMMAS IN THE TERRITORIAL HERITAGE MANAGEMENT SYSTEM IN THE DEVELOPMENT STRATEGIES OF THE PROVINCE OF MAYABEQUE

### DILEMAS EN EL SISTEMA DE GESTIÓN DEL PATRIMONIO TERRITORIAL EN LAS ESTRATEGIAS DE DESARROLLO DE LA PROVINCIA DE MAYABEQUE

AIMARA BRITO MONTERO\*, ROBERTO GONZÁLEZ SOUSA,  
 ELAINE ARTIGAS PÉREZ, ALEJANDRO EMILIO RAMOS RODRÍGUEZ

*Universidad Agraria de La Habana "Fructuoso Rodríguez Pérez", Mayabeque, Cuba.*

*\*Autor para correspondencia: Aimara Brito Montero, e-mail: [aymarabm@unah.edu.cu](mailto:aymarabm@unah.edu.cu)*

The insertion of the territorial dimension in development policies is not new for Cuba, but it is in terms of the importance that is now given to it in the Update of the Economic and Social Model, where territorial development acquires a relevant function and is considered one of its pillars. The objective of this article is to reflect on the meaning of the territorial management of heritage in the territorial development strategies of the province of Mayabeque, a process that demands paradigmatic changes in the construction of territorial development, at its different levels and spatial scales. Different perspectives are analyzed at the international and national levels that facilitated the coordination of research efforts in this area of knowledge. Document and content analysis are used as analysis methods fundamentally applied to the eleven municipal development strategies of the Mayabeque province. As a result, dilemmas, learnings, challenges and regularities revealed in the municipal development strategies and the territorial management of the heritage of the municipalities of the province of Mayabeque are identified. Its contribution lies in exposing the meaning of the territory and its heritage resources to boost development from a multidimensional perspective, where the multi - scalar, level, sectoral and actor - promotes decentralization and participation. In this sense, the municipal development strategy, a programmatic document where diagnosis, planning and management are intertwined in its preparation, constitutes a fundamental work tool for the actors of the territory.

La inserción de la dimensión territorial en las políticas de desarrollo no es una novedad para Cuba, si lo es en cuanto a la importancia que ahora se le confiere en la Actualización del Modelo Económico y Social, donde el desarrollo territorial adquiere una función relevante y es considerado uno de sus pilares. El objetivo de este artículo es reflexionar en torno al significado de la gestión territorial del patrimonio en las estrategias de desarrollo territorial de la provincia de Mayabeque, proceso que demanda cambios paradigmáticos en la construcción del desarrollo territorial, a sus diferentes niveles y escalas espaciales. Se analizan diferentes perspectivas en el orden internacional y nacional que facilitaron articular esfuerzos investigativos en esta área del conocimiento. Se utiliza el análisis documental y de contenido como métodos de análisis aplicados fundamentalmente a las once estrategias de desarrollo municipal de la provincia Mayabeque. Como resultado se identifican dilemas, aprendizajes, retos y regularidades develados en las estrategias de desarrollo municipal y la gestión territorial del patrimonio de los municipios de la provincia de Mayabeque. Su contribución radica en exponer el significado del territorio y sus recursos patrimoniales para dinamizar el desarrollo desde la perspectiva multidimensional, donde lo multi —escalar, nivel, sectorial y actor—, propicie la descentralización y la participación. En este sentido, la estrategia de desarrollo municipal, documento programático donde se entrelazan diagnóstico, planeamiento y gestión en su elaboración, constituye una herramienta de trabajo fundamental para los actores del territorio.

**Keywords:** territory, development strategy, territorial management, heritage

**Palabras clave:** territorio, estrategia de desarrollo, gestión territorial, patrimonio

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## INTRODUCTION

The study of society in relation to the space with which it interacts and transforms implies keeping in mind the notion of territory, the result of a social construction. "In the territory, and its different scales, the possibility of public policies is reflected to impact the characteristics and sustainability of development processes" (Gorenstein, 2015, p. 8).

Since the 1960s and 1970s, there has been an attempt to develop a new theoretical-methodological paradigm and a broader and more coherent geographical explanation of territorial processes. In this sense, Saquet (2015) expresses:

The problem of development, in our approach and action, must be thought about, discussed and resized based on power relations, identities, differences, transtemporalities, transscalarities-networks and the environmental conditions of each territory and place." He then emphasizes that a change is required in territorial development policies, where it is necessary "(...) for society to be well informed, trained and politically organized to build their development experiences also focused on municipal, state and federal public policies (p. 134).

Manzanal (2016, p. 167) fits into this logic, when he states "(...) to continue deepening knowledge about development we need to investigate the problems of the territory. (...) because the territory, from critical aspects of geography, also expresses social relations, power relations (...), development and territory are deeply interrelated."

The National Human Development Report-Cuba 2019, from the World Economy Research Center (CIEM) and the United Nations Development Program (UNDP) (CIEM-UNDP, 2021), in its analysis of the key moments in the evolution of what is called local economic development, places the year 2012 as the moment of change, where the territory appears in the actions of national and international institutions and organizations. The creation of the Articulated Platform for Comprehensive Territorial Development (PADIT) stands out, which emerged in 2014 as a result of an alliance between the UNDP, international cooperation, and national institutions and territorial bodies (provinces and municipalities), configured as a policy national public policy on territorial development, which can be interpreted as a qualitative leap in the understanding of territorial development.

This change, although it shows that the territorial component is not new in Cuba, it is new in terms of the importance that is now given to it in the national development strategy. This is reflected in the document of the Update of the Economic and Social Model, where territorial development acquires a relevant function and is considered one of its pillars, linked to the national project, where it is about putting into practice the articulation of the territorial with the national, in both senses, to favor the local economy.

The above criteria reveal the importance of knowing the territory to achieve desired standards regarding development and an essential requirement for the exercise of territorial management of heritage in development strategies, supported by the articulation between the various institutions and organizations together with the social actors.

According to Castro (2020), heritage management is a process of valorization and enhancement that must take into account the premises of: political will, committed and co-responsible citizen participation, municipal autonomy, access to financial and economic resources, capacity development technical and professional skills, access to heritage assets, presence of training and management institutions, and implementation of heritage awareness programs, among others.

In short, the territory becomes an appropriate reference, which surpasses the vision of the space containing resources and productive factors, it is positioned theoretically, methodologically and politically in the interpretation of contemporary socio-spatial dynamics. It is par excellence where samenesses and othernesses are developed, understood as the identity supported in heritage from the plurality of the territory itself.

The objective of the article is to reflect on the meaning of the territorial management of heritage in the territorial development strategies of the province of Mayabeque, a process that demands paradigmatic changes in the construction of territorial development of the 21st century, at its different levels and spatial scales. In its development it shows a holistic vision and dialectical-materialist approach in relation to the territory, development strategies, territorial management and heritage. Different perspectives are analyzed in the international and national order that facilitated the articulation of investigative resources. In this sense, the methods of synthesis analysis, documentary and content analysis were used, fundamentally applied to the eleven municipal development strategies of the Mayabeque province. With all this it was possible to identify dilemmas, which led to determining learning and challenges. In this way, regularities are revealed where the territorial management of heritage appears more explicitly in the province's strategies.

The article is organized into an introduction, development that is subdivided into three sections, conclusions as a space for reflection and bibliography. In the first section, attention is paid to the territory and its hierarchy in the design of public policies, with particular emphasis on the management of the territorial development strategy in Cuba. The second section explores the theoretical-methodological and practical framework of territorial heritage management in territorial development strategies. It ends in the third section where the municipal development strategies developed in the province of Mayabeque are appreciated and problematized.

## DEVELOPMENT

### **The territory and its hierarchy in the design of public policies and management in territorial development strategies**

The growing theoretical and political complexity in the territorial dimension is manifested according to [Mateo \(2014\)](#) in three dimensions: the material dimension due to its relationship with the geographical space; the symbolic dimension as the expression of an immaterial process of symbolizing the territory, which charges the space in which people develop with meanings; the political dimension, in its relational nature, by incorporating social relations and generating a complex relationship between social processes and the material space based on the exercise of power. Previously, this same author underlines: “(...) 10 years ago, as part of the trends towards hybridization of sciences and in particular Geography, a process of considering territory as a complex notion is developing, (...), with a particular practical value” ([Mateo, 2014, p. 14](#)).

Although the territories must contribute to the implementation of nationally designed public policy, which responds to the National Economic and Social Development Plan, the design of the Provincial Development Strategies (EDP) and the Municipal Development Strategies (EDM), as strategic governance instruments. For both strategies to have the necessary impact, in addition to their concerted multi-level, multi-scalar,<sup>1</sup> multi-sectoral and multi-actor development, it is necessary that they be outlined based on participatory criteria and that their design begins through a detailed diagnosis of the territory, where integrates in its complexity the concept and quality of territorial heritage.

Next, efficient territorial management is imposed, a key factor to achieve development, as long as the territorial heritage is valued in its multidimensional integrality. It requires a real assessment of the potential and limitations that the territories have, with the aim of being able to efficiently plan and manage the desired development at the scale analyzed. In this way, synergies are created where the participatory must take precedence, based on joint, multi-level, multi-scalar, multi-actor and inter-sectoral work, as a social product, a means and a result, and as such, a reflection of multi-actor relationships and articulations.

A participatory management in this design, when the perception of the needs and problematic situations, the nature of its heritage, is taken into account, from the vision of the government, the specialists and institutions, the community and the university of the territories studied, of all social actors, implies generating sufficient knowledge, attitudes and practices to understand the municipality and its transformation ([Ramos et al., 2018](#)).

The policy of territorial management of development that is applied in Cuba is qualified by collective work where

various ministries and the Higher Economic Management Organizations (OSDE) come together, together with the participation of the population. However, ensuring that political strategies favor the territorial management of development, overcoming the obstacles caused by this institutional-organizational complexity, is a challenge of the current phase of elaboration and management of territorial development strategies at their different scales. Added to this are the limitations present in the conception and understanding of the territorial heritage, as a condition for the improvement of the territorial management of the development of the province of Mayabeque and its municipalities.

In the research, the term territorial heritage is used from the conception revealed by [Sunkel \(1995\)](#), where he recognizes the different heritages existing in society in specific spatial dimensions. Thus, it distinguishes three types of assets:

The sociocultural heritage (the population and its demographic characteristics, its traditions and values, its educational levels and scientific-technological capacity, its institutional organization, ideological currents and political system and regimes); natural heritage (the territory, its ecosystem characteristics and its current and potential availability of renewable and non-renewable resources); and fixed capital assets with (the installed and accumulated productive and infrastructure capacity, or built and artificialized environment) (p. 67).

The evolution of development processes at the global level is fundamentally marked by the hegemony of the economic dimension and, on other levels with a more theoretical basis, the human, social, territorial or environmental dimension, as well as the sustainable or sustainable, Good Living or Sumak Kawsay, the latter concept of solidarity societies that live in harmony with nature, based on a change in power relations, the strengthening of social cohesion, community values and active participation in decisions for the construction of happiness, which is based on equity with respect to diversity and prevents exceeding the limits of ecosystems.

Development, in the narrative that adjectives it, is focused from the territorial (local, regional, national, global), as well as from its genesis (endogenous, exogenous) and characteristics (sustainable, human, economic, dependent, among many other qualifiers). None of this happens in isolation from processes such as globalization or the consequences of the application of neoliberal policies, which currently transcend borders. However, it can be said that this entire process has provided a resurgence of the most indigenous values of the territories - their heritage, identity, roots or sense of belonging as endogenous resources for territorial development.

As noted by [Buitelaar et al. \(2015\)](#):

The territorial vision of development brings with it the consideration of differences within territorial systems, which are not only an expression of endowments or levels of development, but also involves aspects such as culture and political structure that are expressed in projects. of particular, non-homogeneous development (p. 29).

[Madoery \(2016\)](#) reviews the concepts of development and territory from a political interpretation and specifies that development:

(...) can be understood as a process of complex social construction, responsibility of the personal and collective actors of a society who, within the framework of contextual conditioning, contribute to the governance and sustenance of the process through agreements and strategies sustained in time (p. 7).

For his part, [Haesbaert](#) pays attention to an ongoing process that he calls “(...) of returning to the place, not only as a space-in-motion endowed with meaning, but to a place that has an expression, especially at the local level, that “It can be understood in the context of globalization processes” (2019, p. 59).

It is important to specify that territorial development is expressed from the economic, social, cultural, environmental and political dimensions. However, it necessarily has to travel through people and territories. The authors return to criteria and factors that are limited to territorial development in its multidimensionality, and highlight two qualities inherent to the territory, as a transversal axis of public policy and as a management unit. For this reason, we insist on territorial development that is manifested in localities, regions, municipalities, provinces, countries and spaces, each forming territories that interact functionally through existing contiguity, a principle that privileges integrality and the construction of territorialities in the process. of territorial management ([Mateo, 2014](#); [Gutiérrez-Rey, 2014](#); [Saquet, 2015](#); [Gallicchio, 2018](#); [Haesbaert, 2019](#)).

The territorial approach to development emerges due to its implications in the design of development strategies at different levels and scales, also due to its importance in its management process and is consistent with the recognition given to the spatial dimension within economic theory ([Krugman, 1995](#)).

[Saquet \(2015\)](#) refers to the territory as a movement:

(...) constructed socially and historically by the agents of capital and the State, involving different social classes (power relations), interests and intentions, such as the formation of circulation networks, the appropriations of space, the use (...) and management aimed at territorial development (p. 72).

In this way, criteria come together that in one way or another relate human beings to the inhabited territory. It becomes evident, then, that territorial development must be focused on the territory-person relationship, where recognizing the potential, valuing it, managing it from the endogenous with the support of the exogenous, is what can truly give progress in the desired territorial development.

Territorial development writes [Gutiérrez-Rey \(2014\)](#):

(...) implies the consideration of all territorial components as a set of elements (environment, society, culture, politics and institutions) interrelated (internal and external relationship), articulated, balanced and functionally ordered, on different scales, expressed through its structures or socio-spatial forms changing over time, which demonstrate the sustainability of the territory (p. 164).

A territorial development is assumed from space, where geography must mainstream the ideas presented in previous paragraphs to truly energize the territories. This implies recognizing, among other values, heritage from its material, intangible cultural and natural conditions. This knowledge must be interpreted by each and every one of the actors that coexist in the territory to reach pertinent decision-making based on what is available and what is needed for a development more focused on the well-being of citizens. through the correct and measurable use of the resources they have in their environment together with talent, practices and attitudes

This leads the authors to refer to the territory as a dynamic concept in space and time, a social and historical product, and the result of the events of scientific-technical development that characterizes contemporary society. Therefore, to carry out various actions in the territories, say, for example, projects at different scales, levels and sectors of the economy and society, there must be structural knowledge focused on understanding the entire territory as a system, which is also an open system and which is also a complex system ([Boisier, 2007](#); [Mateo, 2014](#); [Massiris-Cabezas, 2012, 2015](#); [Saquet, 2015](#); [Brito et al., 2018, 2021](#); [Haesbaert, 2019](#)).

Territory, territorial development, heritage, strategy and territorial management are the main concepts and categories used in this investigative work and that underline the conceptual and methodological position of its authors.

### **Territorial heritage management in development strategies**

There are many researchers who have spoken about the concept of territorial management and the approaches given in the praxis of territorial development. [Massiris-Cabezas \(2012\)](#) summarizes the state of territorial management in Latin America, highlighting as a common denominator the absence of synergies between territorial and sectoral

planning, which evidently affects the multi-scalar. Also, it insists on the distancing of fundamental principles in governance such as comprehensiveness, coordination, concurrence, agreement and cooperation, which affect the territorial management of heritage, since this is materialized through the various actors articulated in order to safeguard the most genuine of the space. Furthermore, it is the criterion that there is a predominance of the technocratic nature linked to the tax, from daily praxis.

Likewise, there are other authors such as [Rofman \(2016\)](#), [Gallicchio \(2018\)](#) and [González and Micheletti \(2021\)](#), who refer to the importance of popular participation in decision-making and implementation of public policies, to decentralization through strategies and platforms. territorial and the valuation of endogenous resources to boost the territorial management of governments.

A notable contribution to the analysis of participation and territorial development in Cuba is made by [Sánchez et al. \(2018, p. 74\)](#), when they state: "If it is about developing development strategies at the municipal level from the government, the recognition of these social complexities in the local space is a political instrument of undoubted conceptual and methodological value." ". However, dynamic spaces and instruments for social participation are required, free of formalism and in accordance with the socio-territorial reality under study.

In this sense, [Romero et al. \(2012\)](#) and [Gil \(2020\)](#), cited in [Díaz-Canel \(2021\)](#), assert the relevance of local development management. Furthermore, they highlight the need to have municipal development strategies that truly provide an immediate response to the dilemmas and challenges that municipalities currently have and thereby achieve decentralized, multidimensional and participatory management.

The authors agree on decentralization and local participation as necessary and viable policies for territorial development in the country; however, they confirm that regardless of the scale of analysis referred to, sustained territorial management is required. in the knowledge of the territory, the relational identification between the government, the social institutions of the territory, the business networks, associations, social actors, that is, the entire reticular fabric of the territory established in the long period of its social construction. At the same time, they coincide with the idea of "The durability of alliances, citizen commitment, spaces for concertation between antagonistic interests, and others, are practices that take time, but are essential to take into account to consciously manage development (...)" ([Rodríguez, 2009, p. 56](#)).

The authors conclude the references to management with the definition given by [Díaz-Canel \(2021, p. 28\)](#) of the management system, which "(...) comprises activities through which objectives are identified, policies, processes

are determined. and resources required to achieve the desired results.

*a) Dilemmas in territorial management and elaboration of development strategies in the Cuban context*

Madoery views development as: "(...) a territorial process of social maturation (collective learning for cultural change) and political construction that unfolds in multiple dimensions" ([Madoery, 2000](#); cited in [CIEM-UNDP, 2021, p. 5](#) ). Obviously, we are in the presence of a praxis that demands a strategy that establishes objectives and goals to be achieved, times and places of intervention, given the diversity of territories that generally characterize geographical spaces.

In this direction [Garrigó et al. \(2021\)](#) urges territorial development supported by a strategy at that level, based on a rigorous diagnosis of all territorial resources, where the objectives, goals and actions to achieve them are explicitly defined. Obviously, the strategy must correspond to the scenario valued by local actors.

The complexity of territorial development as a trans-multiscalar process and characterized by the multiple dimensions in which it is reflected (social, cultural, economic, technological, environmental, institutional), the authors consider, requires starting from the different territorial situations, in their corresponding contexts. specific social, cultural and environmental objectives, in order to advance in the elaboration of development strategies and design effective territorial management to improve people's living conditions. The starting point is that the strategy outlines the way to achieve the objectives set out in the approved policies and are consolidated in the territorial management process.

The [Official Gazette of the Republic of Cuba, no. 40 Ordinary of April 16, 2021, in Decree 33/2021 of the Council of Ministers](#), entitled "For the Strategic Management of Territorial Development", refers in its first and second Whereas, among other aspects, to the need to promote territorial development based on the country strategy, considering both the municipal and provincial levels; also to the importance of considering local development projects that have contributed to the strengthening of municipalities, which constitute antecedents to take into account in the improvement of the strategic management of territorial development

Subsequently, in its chapter II entitled Territorial Development Strategies, articles 6.1, paragraph 2 and 3; 7.1 and section 2 highlights:

(...) municipal and provincial development strategies are an integrating instrument to guide municipal management (...); integrated instrument, based on the economic and social development of the province, to contribute to the harmonization of the interests of the

province and its municipalities, in accordance with the general objectives of the country; The elaboration, implementation, evaluation and updating of municipal development strategies corresponds to the Municipal Administration Council (...) (synthesis carried out by the authors).

In the policy approved to promote territorial development, Garrigó et al. (2021):

(...) the Economic-Social Strategy for Territorial Development of Cuba (...) is supported by the leadership of the municipal and provincial governments for the elaboration and management of their development strategies, and in the use of the resources and potential of each locality (p. 94).

After these reflections, the authors of the research consider that even when the methodologies for the EDM and EDP are established, the elaboration of development strategies at their different levels and scales should not be seen only as the diagnosis of potentialities and limitations, but as the capacity of all the people of the territory to problematize, design and evaluate actions to overcome the obstacles present in the territorial management process, taking in an integrated manner the dynamics of the territories and the management of their potential, overcoming marginal schemes of sectoral character and unrelated between the different dimensions that make up the territorial system.

*a) Material, symbolic and political heritage. Its relations with the economy and the territory*

It is not enough that in a territory there are certain endogenous resources that can be used for the sake of development, the mobilization and participation of territorial actors is required, where their management must be valued as an exercise of government, of their conviction and decision to agree on the territorial development strategies to follow. It is demanded, as stated by Claude Raffestin in the preface to the book, *Por una Geografía de las territorialidades y de las temporalidades* by Saquet (2015):

(...) to achieve coherent development, it is advisable to have at your disposal a well-conceived territorial instrument and a clear vision of values. Many of these values are rooted in the territory, materially through the activities that take place there, and, furthermore, immaterially, through the myths and beliefs that emerge over time (p. 11).

It is appropriate to remember what was stipulated in the Oaxtepec Declaration (1984):

The territory as heritage is diachronic: it accommodates different forms and contents depending on time and the degree of social development; It can even go beyond administrative or political limits. It is not only property, but inheritance of the group and is

defined as everything that is a function and result of human activity within the relationship between man and his environment. The territory becomes heritage once it becomes a resource for man. Conserving territorial heritage must be done in the awareness of the current human capacity for destruction and the need to guarantee the existence of human life. (p.2)

In relation to heritage, the economy and the main categories of geographical analysis Ortega (2000, p. 543) highlights "(...) the growing social concern for the preservation of territorial heritage is part of the new relationships of geography with nature" .

Massiris-Cabezas (2012) asserts in this sense that:

(...) from a territorial perspective, we must not only think from the consideration of the productive potential offered by the existing natural and cultural heritage but, fundamentally, of the demands that society poses in terms of good living that include full satisfaction of material and spiritual needs and the protection of environmental conditions (...), a new political and administrative culture in which essential human values such as honesty, solidarity and good government are recovered (p. 30).

Newbill (2019) also refers to the relationship between territory and heritage when he highlights that communities are the observers of the changes that occur as a result of the decisions of different power structures. Improper dispositions can lead to the loss of the idea of territory that its inhabitants possess, and with it the acquired and created heritage, and expression of living memory.

In the preceding paragraphs, the complex relationship between territory-economy-heritage-environment-territorial policy is evident, given, the authors consider, the prominence achieved by the territory category as a social and historical construction, and territorial heritage as an endogenous resource in its natural dimensions, cultural and economic, visualized in the strategies from a multilevel, multiscalar, multisectoral and multiactor perspective, and of deep significance in the processes of territorial development and management.

It is important to reiterate that despite seeing heritage separately, taking into account the terms used, in practice they constitute an inseparable part of the different spaces and territories. In this same sense, material and intangible assets must be managed and managed jointly, when it comes to natural and cultural heritage, since they are an exponent of the identity of the people, and must be cared for, since they belong to future generations. This allows the authors to affirm that the multiple expressions of territorial heritage, both natural and cultural, are at the foundation of the cultural identity of peoples and communities, in addition to constituting a common wealth for the whole of humanity that must be preserved and used rationally.

*b) Heritage as an endogenous resource for territorial development*

Since 2011, a process of important changes aimed at updating the economic model has been launched in Cuba. The transformations go beyond the economic ones - of a structural nature, management mechanisms, and in terms of economic and administrative institutional organization - and imply modifications in the institutional political sphere (Romero, 2015), and equally transcendent challenges from the point of view territorial.

Some measures implemented have a direct impact on the territorial scale and are noted as those of greatest breadth and significance, among others, the approval of the adjustments to the Political-Administrative Division of 1976, in August 2010 and put into effect in January 2011 and the introduction in 2012 of a novel territorial management model as an experiment in the provinces of Artemisa and Mayabeque. This represents a challenge for planning and management in the new territories, a task of greater complexity and capable of awakening a certain uncertainty in the population that resides there, in relation to an identity only forged at the municipal level and its future development as new political-administrative units.

The creation of the province of Mayabeque in 2011, an agricultural and industrial territory strongly linked to the capital due to its important contribution to feeding the population that resides there, among other reasons, configured the scheme of its territorial relations and defined its participation in the events of the region and its municipalities, which had the city of Havana as its center, and where inter-municipal relations failed to be forged over time.

In the administrative political structure of the province, the division of its territory into 11 municipalities stands out, with marked differences in their main socio-territorial and economic indicators (ONEI, 2021a). There are evident inter-municipal and inter-sector economic disparities, which are evident, for example, in the distribution of investments in 2020, concentrated 87% in the municipalities of Santa Cruz del Norte, Güines and San José de las Lajas; By organizations, the investments of the Ministry of Tourism represented 14% of the total in 2020, preceded only by the investments of the National Institute of Hydraulic Resources (25%) and the Ministry of Industries (15%) and higher than those reported for the AZCUBA Sugar Group (ONEI, 2021b). Its constitution as a province demands progress in the understanding and interpretation of a geographical space and its natural and cultural heritage, formed by a diversity of territories appropriated over time by its population, as a guarantee for sustainable territorial management.

This new territorial organization occurs when Cuba is going through a stage of transformations to update the economic model and develop a sustainable social project,

transformations that are based on the Guidelines of the Economic and Social Policy of the Party and the Revolution, approved in the VI Congress of the Communist Party of Cuba.

Given the irreversible nature that most analysts attribute to these changes, Romero (2015) highlights:

(...) it is obligatory that they be accompanied by a profound institutional modification, understood as a readjustment in the rules, norms and values that had prevailed in the country, until recent years." Later he points out: "The relationship between economic modifications and changes institutional change is twofold: institutional change is necessary to make economic reform effective and this, in itself, by altering the rules of behavior of economic and social agents, implies institutional change (p. 1).

Although this assessment is completely valid, the authors emphasize that it omits or, in the best of cases, detracts from the value of the territory as a factor of development and identity, in which changes are produced and materialized, and the territorial impact caused by this economic and institutional transformation. However, it constitutes a favorable framework for any proposal to improve the territorial management of heritage by the institutional and social actors of the province of Mayabeque and its municipalities, a territory that has a marked natural heterogeneity and treasures heritage and cultural values and characteristics that contribute a clear differentiation of its geographical space.

The enhancement and adaptation of heritage as an endogenous resource for territorial management is a complex process that requires acting from a multi-scalar, multi-level, multi-sector, and multi-actor approach, through territorial development strategies. In the set of economic sectors and branches that link their activity with heritage, the traditional ones stand out (mining, agriculture, forestry, the extractive industry, transportation, among others) and occupy a relevant position, due to their dynamic growth, tourism, which must rigorously address its planning and management in order to promote sustainable territorial development.

Overcoming future challenges in the construction of the Mayabeque province will be the result of the appropriation of this territory by the resident population. In this sense, it should be kept in mind that territory is considered a value, establishing a spiritual relationship with living spaces, so it is evident that territory is the most effective builder of identity. This is achieved to the same extent that socio-territorial relations are consolidated and where the concept and quality of heritage is integrated in its complexity, declared in the material, symbolic and political dimensions, and visualized from a multi-level, multi-scalar, multi-sectoral and multi-actor perspective. . This requires untying the knots that may be present in the development

of productive forces in the province of Mayabeque and generating a change of mentality in the elaboration of development strategies and institutional and community territorial management.

According to Garrigó et al. (2021):

A distinctive element of territorial development for Cuba is that it constitutes a necessary complement to national policies and objectives. The municipal government must become the organizing agent, director and unifier of the efforts of local agents, in the conception and implementation of a sustainable strategy for the development of the territory, as well as in the development of projects that boost the economic and social sphere. and respond to the objectives of the National Economic Plan. (p. XV and XVI)

On the other hand, the study of the territory of the province of Mayabeque and its socio-territorial and economic differences, the authors consider, requires keeping in mind the existing differences in the qualification and approximate quantification of the potential existing in its heritage to achieve a coherent and efficient territorial management. No two territories are the same, therefore, both the development strategies and the territorial management process must be differentiated, both in content and in the objectives to be achieved and in the design of the public policies that they require, since the territory itself imposes same conditions according to the characteristics of the physical environment and as a socially and historically constructed space.

#### **Appreciation of the Municipal Development Strategies prepared by the municipalities of the province of Mayabeque**

To achieve the objective proposed in this section, it was necessary to carry out a documentary and content analysis of the development strategies developed in the 11 municipalities of the Mayabeque province. In a first approach, the place occupied by territorial development, heritage and participation in the EDM of the province of Mayabeque was studied. The result achieved is explicitly reflected in Brito et al. (2018):

(...) the fundamental characteristics of each municipality, its projections, as well as deficiencies in the conception of strategies. The latter interfere with proper decision-making for territorial development. It is also clear that the heritage resource is not managed, handled and valued efficiently, in the same way it highlights that the participatory nature - essential for decentralization - is biased. It is confirmed that the EDMs focus on the local, without (...) the territorial framework in which they are located, wasting the value of the contiguous space for the sake of future territorial development. (p.1)

The analysis of the development strategies prepared for each of the municipalities in the province of Mayabeque was carried out between the months of October and December 2020, at the request of the provincial government to the Center for Studies for Development Management (CEGED)., taking into account the principles of the current Territorial Development Policy and the methodologies of the Center for Local and Community Development (CEDEL) approved by the Ministry of Economy and Planning (MEP). A brief evaluative synthesis of the content of the municipal strategies is presented that evidenced:

- Limited consideration of previous experiences in the approach to territorial heritage management in the strategies developed, the lessons learned from exercises of a similar nature, nor from other previous actions (policies, programs, projects) developed in the territories in which they are developed, are not appreciated. study.
- Visions of the municipalities are built without paying attention to the differences that exist in the territories that make up each of the municipalities, in terms of their resources, structure and complexity in their multiple dimensions (multi-level, multi-scalar, multi-actor relationships, articulation and formation of networks, multisectoral), its territorial and urban planning, which would allow establishing a certain degree of objectivity and priority in the construction of the future as a desired objective.
- The strategic analysis shows insufficiencies in the identification of potentials, which influences the delimitation of the —internal— barriers for the development of these potentials; in the assessment of the —national and international— context; in the identification of —external— challenges and opportunities for the development of these potentials; It is limited to the identification of the main allies, the sources of financing, which must correspond to those contemplated by the territorial development policy, but no attention is paid to the existing networks and the degree of articulation of the actors, as well as between the sectors in the development process; The analysis of the relationships between the territories that make up the municipality, as well as those that exceed the municipal limits, is practically ignored.
- The analysis of the proposed strategic lines, more than corresponding to the characteristics revealed in the territorial planning plan of the municipalities, as well as the potential and limitations, represents the priorities of the policy to promote national territorial development, which, Although it is important, it establishes a certain level of priority, which is fundamentally related to the country's strategic sectors.



- The programs and projects are based on the priorities established for development in the nationally defined strategic lines. They are adapted from national policies, which does not allow their construction to be appreciated as a consensual process between the actors of the territories and in the territories, and is detected as their main weakness.
- The strategies contemplate a systematic evaluation system, although the evaluation system and indicators are not clearly established, taking into account the diversity of the territories (municipalities) under study.

Based on the analysis of the Municipal Development Strategies of the Mayabeque municipalities, the study of national and international literature that addresses the issue of territorial development, the authors propose lessons and challenges for the improvement of territorial heritage management in the strategies of development of Mayabeque (table 1).

The analysis process for the elaboration and territorial management of heritage in the EDM of the province of Mayabeque allowed establishing a set of regularities that characterize them and that are transformed into demands in the training and performance of public servants and knowledge of all actors. in the territories. In this direction,

the following are proposed for the improvement of territorial heritage management in the development strategies of the municipalities of the province of Mayabeque:

- Understand that each of the municipalities has its own characteristics and heritage potential that identifies it within the wide range that makes up the province of Mayabeque, so the municipal development strategy must recognize, value and respect diversity at levels ( settlement, community) and geographic scales (basins, mountain ranges, coastal zones, cross-border regions, among other spatial manifestations) for approval.
- Make development strategies at their different levels and spatial scales work tools through adequate implementation, as part of the improvement of the government's daily territorial management, where the integration of the various development planning instruments that come together is achieved. the territories, without losing their nature.
- Encourage governments to improve territorial management of heritage in development strategies, those subjective elements related to the construction of local identities, reflection of territorialities and their material and intangible heritage.

**Tabla 1.** Relación de aprendizajes y retos sobre la gestión territorial del patrimonio en las estrategias de desarrollo de Mayabeque

Learning	Challenges
Although each of the municipalities has its own characteristics and heritage potential that identifies it within the wide range that makes up the province, each municipality is made up of a set of territories, so the strategy must recognize that diversity within it. each of the municipalities of the province. We can talk about diversity within a political-administrative unit that is the municipality.	They are not only at the municipal and provincial level, but also at lower levels (community, settlement) and territorial scales, that is, places according to the terminology of the Brazilian geographer <a href="#">Milton Santos (2000)</a> , to strengthen development management, on the way to sustainability.
Development strategies at their different scales, levels, sectors and with the actors effectively become a work tool through adequate implementation, as part of the government's daily territorial management, where the integration of the various development planning instruments is achieved. development that converge in the territories, without losing their nature.	In order to transform the strategy into a work instrument and achieve the proposed objectives, a consensual process must be promoted between the actors of and in the territories, their socialization at the municipal level and their communities and particular territorial scales (basin, territories mountainous, for example). Ensure that the strategy is of and for its population.
Governments at their different levels must recognize and keep in mind in their territorial management those subjective elements related to the material and immaterial identities of the municipalities, a reflection of the constructed territorialities.	Assess territorialities, understood according to <a href="#">Sánchez et al. (2018)</a> "(...) as a notion that refers to the territory as a diverse social totality (...)" (p. 74), where samenesses and othernesses are present.
Close the cycle between strategic lines, local policies, programs and projects.	The management of material and financial resources that guarantees the execution of approved local development projects related to heritage, and that the population endorses the strategy and participates in its territorial management, since these are its most authentic values. Also, it is necessary that the actors consider what was said by <a href="#">Romero et al. (2021, pp. 22-23)</a> associated with welfare and the pseudo-participatory approach.
It is necessary to adopt and adapt in strategies the Sustainable Development Goals (SDG) promoted by the 2030 Agenda, as well as the achievement of the New Cuban Urban Agenda and the Life Task, due to its relationship with territorial management and heritage as an endogenous resource. .	Socialize the objectives of these policies among the population so that they make them their own and participate in their management in order to energize the territory and thereby value the heritage.

Source: Prepared by the authors based on the analysis of territorial development strategies.

- Detect and consider the collaborative relationships, in the territorial system that configure a scheme of links between the economic, the sociocultural, the environmental and the political for the improvement of the territorial management of heritage in development strategies.
- Territory planning as a category of analysis, assumed as a historical-social construction, from a multi-level, multi-scalar, multi-actor, and multi-sectoral perspective, crossed by economic, cultural, environmental, political and institutional dimensions, which show the complexity of the relationships. with heritage.
- Develop strategic analysis with a territorial approach to reveal conflicts, tensions and contradictions between the actors that support and facilitate the improvement of the territorial management of heritage in development strategies, as well as the networks that are configured and articulated between them, as a essential component in the development of strategies and tools for strengthening the web of relationships that are created in the development process.
- Detect and assess the collaborative relationships in the territorial system that configure a scheme of links between the economic, sociocultural, environmental and political for the improvement of territorial heritage management in development strategies.
- Develop formal and informal articulations and interrelationships, between state and private actors, to reveal possible considerations and their meaning in the development of territories where identity is privileged. In this same direction, Artigas et al., (2021, p. 74) speak out: “This is only possible in an articulated manner and based on their participation in the identification of existing problems, the joint search for alternative solutions and the taking of consensual decisions.”
- Perfect and promote internal cohesion and complementarity of processes that favor integration, functionality and territorial contiguity and its heritage.

The authors suggest that in order to transform the strategy into a work tool and achieve the proposed objectives in its territorial management, a consensual process must be promoted between the actors of and in the territories, its socialization at the municipal level, of its communities. and territories, the latter of particular significance given their physical-geographical characteristics or location. Achieve that the improvement of territorial management in the development strategy is of and for its population, not of the actors involved in its design, approval and implementation, and supported by socially constructed territorial planning.

## CONCLUSIONS AND SPACE FOR REFLECTION

The preceding analyzes and the proposals contained in the work invite us to reflect on the relationship that should prevail between the territory, the elaboration of development strategies and the applied territorial heritage management system.

This exercise, where diagnosis, planning and management are intertwined for its preparation, requires keeping in mind that the territories are the expression of a specific socioeconomic fabric, of a unique natural resource base, of their own institutions and forms of organization where the diversity in their spatial levels and structures, and in certain forms of production, exchanges and distribution in the territorial system, which give them specificity and, in turn, diversity within a political-administrative unit such as the municipality.

Although it is recognized that the province of Mayabeque and its municipalities have made progress in the preparation of their development strategies, however, the process of territorial heritage management must be explicit in its preparation. It is not acceptable that it be treated through strategic lines, which rather than corresponding to the characteristics revealed in the territorial planning plan of the municipalities, as well as the potential and limitations, represent the priorities of the policy to promote national territorial development. and there are no projects in this relationship that respond to the multiple heritage potentials presented by the municipalities of the province of Mayabeque.

The process of territorial management of territorial assets, except for those resources that are of special interest to certain branches of the economy, requires overcoming the sectoral and territorial vision that prevails, to which is added the lack of an approach to the development process that contributes to the articulation of the actors and where levels and scales are considered for their execution.

The guarantee for the success of a process of territorial management of heritage resources in efficient and effective territorial development strategies must be based on the updated quantitative and qualitative diagnosis of the existing resources, the actors present, the built social fabric and its dynamics in time and space; In its application, consider the lessons and experiences obtained from the different intervention processes previously carried out in the territories.

It is necessary to recognize that management in development strategies must be conceived, analyzed and put into practice at different levels and territorial scales, where territories as complex systems of space appropriation are determining actors in economic, social and economic transformations. also policies that the country has undertaken, be it a community, a city, a municipality, a province, and the space of the territorialized experience

of and from a particular location, linked to the dialogic and cooperative praxis of territorial transformation, which is expressed in the territorialities that support collective action and possibilities of having a common project.

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