

A Methodology for Diagnosis of Labor Policy, in the Municipality of Viñales

Metodología para diagnosticar la gestión de la política laboral en el
municipio Viñales

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ABSTRACT

Aim: To design a methodology that contributes to labor management characterization in the touristic municipality of Viñales, province of Pinar del Rio, Cuba.

Methods and techniques: The systemic method facilitated the conception of the methodology, depending on the elements of the executing cycle, which make up suitable input to identify the complex inter-sector grid that characterizes performance and decision-making in the implementation of labor policies. Interviews and surveys were used to determine the measurement method. Awareness creation workshops were delivered. The analysis and synthesis method was conducted for decomposition and relations of theoretical aspects. Minitab 19 was used for statistical analysis.

Results: The methodology was proposed to identify distinctive findings, and the materialization of statements directed to the treatment of interests and requirements in the working context of Viñales.

Conclusions: This approach to labor policy management permitted the confirmation of its traditional character. It shows little response to the particularities of the municipality, and reveals the absence of integration, misuse of potentialities, and the will to collaborate of the private sector, which are relevant elements to increase the development of new ways of performing, that can be adapted to the particular surrounding.

Key words: diagnostic; management; methodology; municipality; labor policy.

RESUMEN

Objetivo: Una metodología, cuya aplicación contribuya a caracterizar la gestión de la política laboral en el turístico municipio de Viñales, provincia Pinar del Río, Cuba.

Métodos y técnicas: El método sistémico propició la concepción de la metodología a partir de los elementos del ciclo directivo que constituyen un insumo competente para identificar el complejo entramado interactoral que caracteriza el desempeño y la toma de decisiones en la implementación de la política laboral. En la delimitación del método de medición se usaron las entrevistas y encuestas como fuentes de información. Se desarrollaron talleres de sensibilización. Los procedimientos de análisis y síntesis se aplicaron en la descomposición y relación de los aspectos teóricos. Se empleó el software estadístico Minitab versión 19. Los procedimientos de análisis y síntesis se aplicaron en la descomposición y relación de los aspectos teóricos.

Resultados: La propuesta de una metodología para el levantamiento de los hallazgos representativos y la concreción de planteamientos dirigidos al tratamiento de intereses y demandas en el contexto laboral del municipio de Viñales.

Conclusiones: El acercamiento a la gestión de la política laboral permitió comprobar su carácter tradicional; denota la poca respuesta a las particularidades del municipio y revela la falta de integración y

desaprovechamiento de las potencialidades y disposición de colaboración del sector privado, elementos relevantes para impulsar el desarrollo de nuevas formas de hacer contextualizadas al medio.

Palabras clave: diagnóstico; gestión, metodología; municipio; política laboral.

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INTRODUCTION

Labor relationships are closely related to public policies designed to achieve economic growth and social welfare goals.

The wide variety of experiences shows the existence of different scenarios from the 1960s. According to an analysis done by Arteaga, Alfonso, and Negrín (2020), results from comprehensive studies of employment show that labor rights are being deactivated. Accordingly, the International Labor Organization has appealed to decent employment, labor, and economic conditions that allow workers and employers to participate in lasting peace, prosperity, and common well-being.

This issue is part of the political agenda of governments, since it necessarily requires some kind of treatment to labor problems, a feature that gives way to the operational character. According to Gómez (2012), unleashing labor policies (LP) requires the engagement of contents, actors, context, process, and its outcome, all of which converge into labor policy management (LPM).

In it the criterion of active state involvement to formulate, execute, and evaluate LP, is essential. From this perspective of the cycle, LPM is not seen as a static mechanism, but one whose evolution should be evaluated according to the context. Therefore, solutions, programs, strategies, and methodologies considered appropriate at a given moment, should be assumed

from a flexible standpoint, and be adapted to the context of changes produced in the society.

This glimpse into the Cuban reality is emphasized by Campos (2008), since LP is formulated in a centralized manner, though implementation goes through territorial programs, leaving no gaps (both unmet needs and unused potentialities), which are not known deeply, and are specific and particular. Hence, a device that helps study these particularities, identify the shortcomings, and seek optimum use of human and social capital, along with the natural resources in the neighboring environment, is a demand worth taken into account, articulated with sustainable management.

The analysis of Cuba is visualized within a new context, following the adjustment of the economic model, the design of new policies, implementation of the guidelines of the economic and social policies, empowering of municipal administrations, gradual process of separation between state and company functions, in which the socialist state company acquires special connotation, and the introduction of new forms of private entrepreneurship. This paves the way for a need to review procedures, and utilize potentialities and established mechanisms to implement LP, starting from the negative perceptible effects, not only by decision-makers, but also by critical municipal actors engaged in economic development.

The contribution offered by labor policy in the municipalities is necessary for meeting the demands or promoting development, since it provides high levels of coherence and integration of decisions that are made at that level, and the ones derived from interests to other entities, depending on the particularities.

In this scenario, diagnostic tools or experiences in structured discussions on systematic and conscious evaluation are not predominant; they are important to learn about the efficiency level of implementation and evaluation programs of LP, and how much is needed to improve their design and get better results, depending on the needs of a changing environment.

In this paper, the importance of LP management in touristic municipalities is dealt with particularly, since these areas where tourism is a stronghold, the productive and service sectors require concrete spatial locations, within different territorial scales, both in broad and small spaces, where

developments can be located, managed, and channeled (Wallingre, 2014). They are conceived as examples of economic growth, as their touristic vocation provides opportunities to the municipal community through the generation of income, the creation of jobs, and increased living standards. The municipality of Viñales is encircled in this category, as the most important touristic destination of province Pinar del Rio. This location has been defined nationally for the implementation of nature tourism, due to the high natural and cultural values it possesses.

Therefore, the aim of this research is to propose a methodology to diagnose LP management in the municipality of Viñales, with a high touristic vocation, considering that in the conditions of the Cuban construction, LP implementation should be adjusted to the particularities of the new forms of economic management, ownership, and association, and be directed strategically to municipal development, depending on the needs.

The methodology to diagnose LP in the municipality of Viñales enables the identification of causes that encourage and/or discourage state and private work, as well as the participation of actors, inter-actor collaboration, qualities, and competencies of each actor within LP, and how it responds to the municipal needs.

DEVELOPMENT

1. Theoretical aspects

In-depth theoretical evaluation was done based on the results of the document review to provide a rationale of relevant concepts of LPM, and the conceptualization of municipalities with a touristic vocation, which allows for understanding the typology of municipality associated to the characteristics of this municipality in particular.

1.1. Labor policy

Different LP trends, achievements, and challenges were observed as a result of the analysis of authors like Neffa (2011) and Trajtemberg (2016).

Regarding definition, most authors and related institutions offer no distinction between job policy definitions and labor policies.

Specific actions in the field of labor aimed to seek equity, are predominant; there are shades that include the generation of jobs, reduction of unemployment levels, and increased work quality and productivity. However, they consider the importance of strong corporate relations in economic and social matters through centralized, coordinated, and broad-range collective discussions, and to create a clearer and less conflicting environment for social dialog. It is also necessary to support them with a suitable communication system; they should adapt and respond to a context coherently integrated by the needs of the environment and specific circumstances, the level and stage of economic development.

The analysis includes conceptualization of LP, for which the definition assumed was provided by Arteaga *et al.* (2020), as a process where a set of guidelines regulate work relationships to comply with the reciprocal rights and duties of the parties, that contribute to full, selective, freely chosen, and productive employment, that fit and responds to a coherently integrated context to the fluctuations of the economy, and social actors.

1.2 Management labor policy

Upon definition of LP, five effective considerations were assumed in the management process, from authors Román (2007), Gutiérrez, and Legaspi (2017), Gutiérrez, Restrepo, and Zapata (2017), which are summarized as follows:

- It is part of a cycle where the role and functions of government are to formulate, implement, and evaluate them, depending on the results.
- Each function should be instrumented.
- They should be flexible, and respond to the context in which they are developed.

It describes the dialectical character and management of LP, in which understanding is not necessarily given in this causal and consecutive cycle;

hence, assistentialism is not only a specific correction and intervention action, but it is an expression of underlying tensions, by evaluating quality and duration of those policies in heterogeneous contexts, and may be transformed provided that there is convergence in the identification of relevant situations, social concern, the existence of technical solutions, and political support.

Meanwhile, LP refers to time processes, programs and other tools of policies for implementation are more of a technical construct, with a greater or lower capacity for expressing the complexity of a problem. This research focuses on this particular phase, where the flaws of managing tools are observed.

1.3 Municipalities with touristic vocation

To assess the resources of a given location, it is important to perform analysis to define and characterize all the aspects, which can be defined as feasible for touristic development. Additionally, the type of touristic activities that can be offered may be established for this particular destination.

Such is the case of municipalities with touristic vocation (MTV), whose conceptualization must be done from the category touristic vocation, which is issued considering the term defined by Menoya (2015), mainly related to perceptions, in terms of the importance of tourism in a region, the value of attractions and touristic resources, the intention of boosting tourism, and the will of the population to work in this sector, among other aspects, though still without a legal framework.

To know about the dynamics of tourism on different locations, and the search for an approximation to the term MVT, analysis was performed to establish the relation to touristic municipalities, whose main difference lies in the legal framework provided, essentially by competencies in the touristic sector, and their participation in touristic product management.

Therefore, MVT is defined as a municipality whose resources (tangible or intangible, natural or not natural), capacity, and needs are valued as potentialities for touristic development.

The vision of municipalities engaged in tourism promotes the execution of a process of collaboration among different interested parties within the sector,

so there is autonomy of products, services, and touristic means established by the proper authorities.

1.4 Viñales, a municipality with touristic vocation

The distinctive elements of Viñales as MVT indicate that it is the most important touristic destination in Pinar del Rio. According to Ordaz *et al.* (2018), the natural beauty and ecological, social, and historical-cultural relevance is outstanding; its condition of national park ensures protection and maintenance of the biological diversity, natural, historic, and associated cultural resources. Research done by Menoya (2015) evidenced that the municipality is one of Cuba's MVT.

The economic structure of the municipality relies on three items: tourism, forestry, and agriculture; state, private and cooperative actors are critical agents of municipal development.

State actors

The economic state actors with the greatest representativeness in the municipality are the company system (companies and smaller company units), and the public budget sector. The touristic sector stands out, with 4 hotels, one camping site, and 8 other touristic facilities. Entities like Caracol (touristic shopping centers), Infotur (information center), Transtur and Gaviota (transportation companies), and Ecotur and Havanatur (travel agencies) are also present.

Private actors

The private sector¹ has become an important part of the urban economy in the municipality, it has been able to meet the room and board demands, starting businesses with a rapid and sustainable evolution to day. The increasing trend in the number of national and international tourists that choose this destination make tourism a fundamental activity for municipal development, and according to Ordaz *et al.* (2018), its momentum is mainly observed in the central region, which holds the economic structure of Viñales settlement.

Cooperatives

Cooperatives bear an important burden in the local economy, since they are a new form of management, in which collective property of the major means of production is consolidated as a form of alliance where state and private actors provide a representative percent of agriculture in the municipality, and own two non-agricultural cooperatives with managing autonomy, which compared to other MTVs in the province, excluding the capital city municipality, is a relevant behavior.

2. A methodology for diagnosis of labor policy, in the municipality with touristic vocation Viñales

The methodological study of different instruments for LPM enabled a closer stance to make right and wrong distinctions. In that sense, the methodological guide for a diagnostic evaluation of employment, of the International Labor Organization (ILO, 2012a), conceived to report, through a structured process of knowledge construction, the formation of policies and interventions regarding productive employment; however, it circumscribes to an analysis of employment as one of the important variables of the macro-economy, where the path of LPs cannot be perceived, from their formulation to the ways they are implemented, in keeping with the evolution of economic strategies at different levels of public administration (national, provincial, and municipal).

The guide for the formulation of national employment policies, also from ILO (2012b), suggests a separate project and program analysis for LP implementation, directed to determining the effectiveness within the required scales, to the satisfaction of specific needs of forecast beneficiaries, their implementation, and identification of necessary changes to properly deal with employment needs.

Campos (2008) approaches the identification of labor problems locally, in Cuba, and is able to evaluate the human potential in every municipality to conduct transforming actions.

In face of a transference, the need to reinstate the methodological treatment arises, since no perceptible link for diagnostic of LPM in a municipality with a touristic vocation is observed, provided that it is important to identify the main issues, the municipal efforts to grab the needs of public and private

organizations that employ personnel, in which potentialities for municipal economic-social development are perceived.

Therefore, the methodology suggested aims to direct current efforts into the characterization of LP management in the municipality of Viñales (with a touristic vocation, according to its typology), offers information on the structure of the diagnostic, and indicates its articulation with the four functions of management: planning, organization, execution, and control. It also refers to the characterization of the conditions of Viñales as the output. Throughout the diagnostic process, the flow of information allows for feedback and adjustment of forms; its scheme is illustrated in detail in Fig. 1.

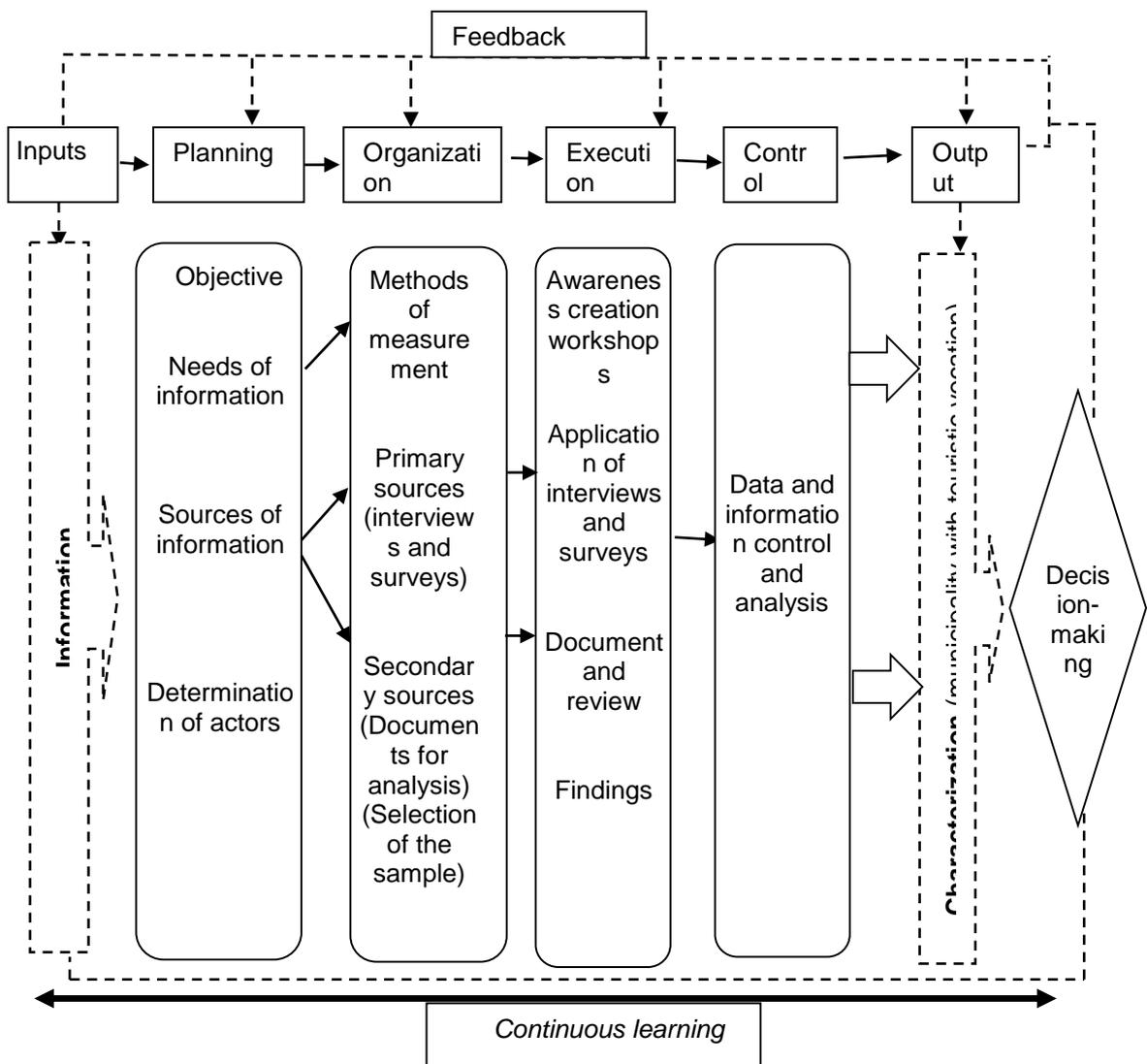


Fig. 1. A methodology for the diagnostic

Source: made by the authors

Inputs: All the preliminary information available is disclosed, according to the experiences and observation (Evaluations by the Provincial and Municipal Offices of Labor and Social Security, legal framework, Plan of Integrated Municipal Development, municipal training strategy, municipal strategy for local development to 2030, overall territorial and urban planning, Constitution of the Republic of Cuba, updated version (2020), Act No. 116/2013, Ministry of Justice, Labor Code.

Planning: It involves the determination of the direction to follow; that is, what, how, when, and where to do it.

Therefore, the objective was defined as: to identify the main issues that affect the LP management process of different forms of state production (state and private) in the municipality of Viñales.

The needs and sources of information to determine the characteristics of the LP managing process were identified. The primary sources were interviews and surveys (Table 1), whereas the secondary sources were documentary review.

The actors involved in the process were evaluated, as they are the ones intervening actively or passively in municipal managing processes that ensure the clarification of aspects related to their functions, representativeness, decision, behavior, and LP impact in the municipality.

The determination of actors include inclusion and exclusion criteria, representation of sample size, and the sampling technique.

Organization: the needs of information, actors, and instruments are associated to this stage, so that it contributes to the achievement of this objective.

Table 1. Sources of primary information and needs of information

Surveys	Needs of information
Experts related to human capital activity in state organizations.	Perception of the importance of LP for development, characteristics, and form of management. Vision about LP management from ruling organisms, and cooperation with the private sector, major issues confronted.
Holders or proprietors in the private sector.	On LP: perception of its importance, attitude, knowledge of actors involved, ways of managing, characteristics. LPM vision from cooperation with the state sector, major issues confronted.
Individual interviews	Needs of information
The President of the Municipal Administration Council (CAM, in Spanish), in Viñales.	Overall characterization of the municipality, and particularities from a labor management standpoint.
To the structure (officials, members engaged in labor policies) in Viñales CAM	Relationships between private productive forms and the state sector, hiring, condition of labor fluctuations. Projection of cooperation, leading role of public and private actors in municipal labor management.
To the structure (members) of the work office in the municipality of Viñales	LP perception in a municipality with touristic vocation, particularly Viñales, attitude of local actors, management of labor policies locally, in the public and private sectors, and the ways of contributing to reciprocal rights and duties of the parties in the labor conditions.
To other local actors that know the municipality of Viñales. (Historian of the municipality of Viñales, and Director of the University Center in the municipality).	Perceptions concerning labor relationships in the public and private sectors; other general aspects of labor policy management in the municipality.

Source: made by the authors.

During the preparation of surveys, the components described by Casas, Repullo, and Donado (2003) were taken into consideration. Evidence of their validity was observed according to research experiences included in the methodology of Garrote and Rojas (2015).

Questionnaire summary

Questionnaire applied to state actors

No. of questions-10

Items

Knowledge and importance of LP in the municipality

Elements that characterize LP

Relation of LP with the municipality

Participation in LP management

Elements that describe LP in the municipality

Alliances in labor relationships

Weaknesses of LP management

Opportunities of LP management

Formulation manner

Choosing between multiple items and justification of answers

Assessment of assertions based on a 5-point Likert scale to express greater or lesser agreement (1=poor/5=excellent)

Ordinal classification of questions related to perception (1=very little/5=totally)

Questionnaire to private actors

No. of questions-8

Items

Importance of labor relationships

Knowledge and sufficiency of labor rights provisions

Important labor elements to carry on the private business

Experiences and willingness to form alliances within labor relationships

General remarks

Formulation manner

Choosing between multiple items and justification of answers

Assessment of assertions based on a 5-point Likert scale to express significance (1=unimportant/5=very important)

Ordinal classification of questions related to perception (1=the essential/5=unimportant)

Summary of interviews

Interviews

Items

Knowledge of LP in the private and state sectors

Elements that lead to limitations and opportunities in labor policy management.

Experiences in LP management in the private sector

The size of the sample was estimated through simple random sampling. Accordingly, a population of 38 state organizations from 140 facilities were chosen, with the following selection criteria:

- Companies, smaller business with greater influence on need satisfaction in terms of goods and services.
- Public-budgeted entities, government, social, cultural, political, and educational actors within the labor environment.

The population considered in the private sector was 273 self-employed workers (TCP, in Spanish), in the municipality, which were active at the moment of evaluation. Accordingly, representations from the urban area in Viñales with, at least, 5 years of working experience, hired employees, whose economic base lies in catering services, lodging, and transportation, mainly to international tourists. The outcome of the sample was 27 and 71, respectively.

The analysis of current works and provisions from secondary information sources allows for the inclusion of assessing elements about LPM in Cuba, and particularly, in the municipality of Viñales.

Execution: this space defines the modes of performance to influence and encourage workers in the state and private sectors, in order to facilitate the process of diagnostic.

Hence, an awareness creation workshop was developed as a space for collective construction that combines theory and practice around a goal, using the experiences of participants, and their needs to learn about this topic.

The advantage of this workshop was the creation of a group and participatory environment. It enabled discussions of experiences, and the application of instruments, and the generation of knowledge, multiple and mutual agreements that contributed to the characterization process pursued.

In this space, as the forms of action to influence and encourage state and private workers to ease the process of diagnostic; it stemmed from the previous analysis of needs, and the composition of the group of participants, and structure:

Objective: to create awareness in the participants about the need to identify the characteristics of LP management in the municipality, and therefore, commit to the results and the process of adjustment, based on inter-actor collaboration.

Introduction: characterization of the conceptual problem; **development:** the theoretical elements were presented, and analysis of the need to work under proper LP management, using the potential of a MTV with a growing development of the private sector, and a strong state sector; group discussions, and collective analysis about this topic; **conclusions;** final assessment, and definition of agreements.

Control: this stage secures the process of monitoring, comparing, and analyzing collectively all the information compiled from the results. This stage leads to a characterization of the LPM process in the municipality.

Output: characterization of the LPM process in the municipality of Viñales.

3. Results of the implementation of the methodology

To process the main results from the primary and secondary information sources, statistical Minitab software, version 19, in Spanish, was used. The construction of the results from primary and secondary information sources was made by contrasting different sources of information, which allowed for the establishment of regularities linked to the LPM process in the municipality of Viñales.

Analysis of relevant results in state organizations

All the state organizations coincide in that they know about LP, though there is no uniformity in the opinions given (Fig. 2 and Table 2), 74% considers that LP responds partially to the needs of the municipality, whereas 26% thinks that it largely responds to them, by evaluating causes, like inappropriate attention to

employment policy, absence of professionals in state posts, poorly trained labor, labor fluctuations to the private sector, vacant positions in major economic activities, workers from outside the municipality, lack of coordination among organizations, insufficient technological infrastructure, lack of motivation, absence of new ideas.

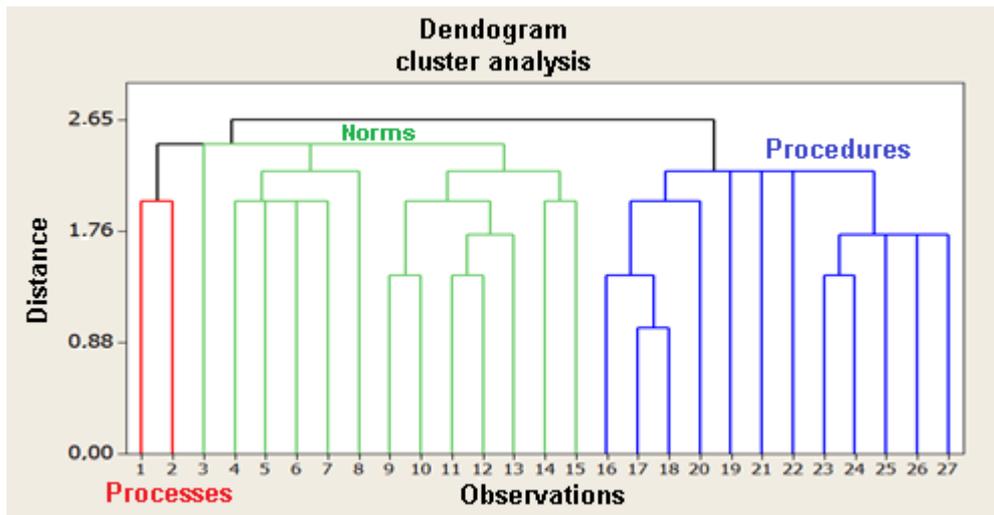


Fig. 2. Analysis of suitable criteria to define LP

Source: Self-made

Table 2. Matrix of surveyed individuals/relevant opinions, and dendogram to approach criteria into a commonly appropriate definition in the municipality of Viñales

Relevant opinions	Surveyed individuals																											Total	%
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27		
Laws	x				x																							2	7.41
Norms	x	x				x			x		x	x	x			x	x	x		x			x	x	x			14	51.85
Resolutions		x		x			x																					3	11.11
Procedures		x				x			x	x				x	x				x		x		x		x	x	x	13	48.15
Actions			x					x							x				x		x							5	18.52
Conditions			x					x														x					x	4	14.81
Labor relationships								x							x					x					x		x	5	18.52
Contract relationships				x																								1	3.70
Process		x	x								x		x		x				x		x		x					8	29.63
Work performance																x												1	3.70
Labor legislation					x																							1	3.70
Labor code												x																1	3.70

Upon evaluation of the incidence or participation of public administration, 92.5% considers it could be greater, and 11.11% thinks that they somehow participate, which is critical, since they are the ones who deal with the ways of performance in terms of labor.

Regarding specific LP elements, it was considered that, in order of priority, as an instrument to promote a clearer and less conflictive environment for social dialog, corporate relationships in economic and social issues, instruments of public policies that can generate effects on employment, the integration of municipal needs, and the promotion of alliances between the public and private sectors (Table 3).

The perception of the individuals in the survey in terms of alliances in labor relationships was that 25.93% thinks that only a few steps have been taken, 22.22% thinks that they exist to some extent, and lower percents refer that it takes place at a large scale.

Table 3. Summary of LP management based on descriptive elements

	Poor	%	Deficient	%	Average	%	Good	%	Excellent	%
Corporate relationships in economic and social issues	0	0	4	14.81	18	66.67	5	18.52	0	0
Talks with social participants	0	0	8	29.63	14	51.85	5	18.52	0	0
Clearer and less conflictive environment for social dialog	0	0	4	14.81	19	70.37	4	14.81	0	0
Communications system among local actors	0	0	10	37.04	8	29.63	9	33.33	0	0
Integrated to the municipal needs	0	0	11	40.74	3	11.11	13	48.15	0	0
Generation of employment, mainly productive	0	0	9	33.33	4	14.81	14	51.85	0	0
Equity and social protection	0	0	0	0.00	7	25.93	20	74.07	0	0
The instruments of public policies are mobilized to create effects on employment	0	0	0	0.00	15	55.56	12	44.44	0	0
Alliances are encouraged between the private and public sectors	0	0	10	37.04	7	25.93	11	37.04	0	0

Source: Self-made

The interviews made to political authorities in the municipality, to members of the Municipal Labor Office, the intendant, and members of the Administration Council, and other people familiar with the municipality, confirmed and complemented the results presented so far. Some significant aspects in LP management were the poor working conditions in the state environment, lack of instruments and work spaces for LP management, seeking the integration of different actors in the municipality, including the private actors, little use of existing mechanisms so that state bodies collaborate with the private sector, and a need for greater engagement of the local government in LP management.

Interview information contrasting and document analysis facilitated the identification of persons, policy implementation bodies, and decision-makers, the need to use a space for the review of procedures, utilize potentialities, and established mechanisms to implement LP, considering the perceived negative effects, the municipal needs, the pace of the Cuban economic and social model adjustment, reorganization of the functions of the state, and the independence of municipal governments.

In the private actors, this study highlighted the existence of more qualified labor (Table 4), and the importance of labor relationships for owners, 60.56% said it is essential. However, in relation to legal provisions to validate these relationships, it remains unclear, since 38.03% said that they know, and of them, only 10 persons mentioned the labor code.

Table 4. Summary of surveyed TCP characteristics

Age range	Quantity	%
18-24	0	0.00
25-35	5	7.04
36-50	30	42.25
51-65	26	36.62
Over 65	10	14.08
Gender		
F	29	40.74
M	42	59.26
Educational level		

Primary education	0	0.00
Secondary education	5	7.04
High school education	9	12.68
Technician	15	21.13
College education	42	59.15
How many are employed		
1-3	12	16.90
4-6	27	38.03
More than 7	32	45.07
Kind of business		
Room and board	38	53.52
Restaurant	18	25.35
Transportation	13	18.31
Bar-recreation	2	2.82

Source: Self-made

The predominant idea within this sector is that the elements related to human capital are highly important, particularly equality, legality, pay, and training (Table 5).

By evaluating the articulation of this sector to the bodies of the state sector, most of them (45.83%) considered it inexistent, 11.11% noted that it exists to some extent, and 38.89% considered its existence, but not in sufficient amounts, and the minority (only 2.78%) did not recognize the issue. Therefore, it can be inferred that though there are mechanisms of formal articulation between the private and public sectors, they are not systematically used. TCPs noted that they exist, but not sufficiently, which visualizes the need and wish to deepen the relationships with the state sector.

In assessing the practice of alliances of the private sector with the state sector, though 95.77% has not had a different experience, 98.59% is willing to foster these relations within the labor environment.

Table 5. Percent analysis based on the level of importance of elements given by TCPs

	1	%	2	%	3	%	4	%	5	%
Hiring	11	15.49	0	0.00	4	5.63	11	15.49	55	77.46
Selection	0	0.00	10	14.08	7	9.86	18	25.35	41	57.75
Training	5	7.04	5	7.04	0	0.00	5	7.04	51	71.83

Labor security and health	0	0.00	12	16.90	5	7.04	26	36.62	39	54.93
Equality	0	0.00	3	4.23	2	2.82	6	8.45	62	87.32
Pay	3	4.23	6	8.45	5	7.04	5	7.04	52	73.24
Collective negotiations	2	2.82	13	18.31	6	8.45	20	28.17	30	42.25
Justice	0	0.00	5	7.04	16	22.54	14	19.72	36	50.70
Social protection	0	0.00	5	7.04	11	15.49	19	26.76	40	56.34
Legality	10	14.08	6	8.45	1	1.41	14	19.72	54	76.06
Communication	5	7.04	11	15.49	0	0.00	9	12.68	36	50.70
Worker burden-capacity	0	0.00	16	22.54	0	0.00	14	19.72	41	57.75
Worker rights	5	7.04	5	7.04	6	8.45	13	18.31	42	59.15

Source: self-made.

The results of triangulation to characterize LP management in the municipality of Viñales are,

- The predominance of the thought that elements related to human capital are highly important for managing labor policies in the municipality.
- It is recognized, as to the definition of LP, terms like norms, resolutions and/or procedures that rule, regulate, or control the labor process.
- There is a significant contradiction as to the criteria expressed in relation to the definition of LP and the characteristics issued in this respect.
- Absence of spaces for discussions that facilitate joint work of private and state actors.
- Deficient working conditions in the state sector.
- Absence of a managing LP tool that involves local actors.
- Throughout LP management, the performance of organizations is insufficient in relation to the private sector.
- LP management does not respond to the municipal needs.

- A marked labor migration to the private sector is observed in the municipality.
- The number of vacant positions in social and economic activities in the municipality.
- The utilization of external labor in the municipality is significant, which hinders the development of productive forces, and the stimulation of production relations.
- Alliances between the private and state sectors are recognized to be established partially.
- A need to review procedures, and use the potentialities and mechanisms established for LP implementation.
- There is no clarity as to the legal provisions established to validate labor relationships in the territory within the private sector.
- The private sector has the will to foster alliances with the state sector.

Hence, the nature of LPM deficiencies in the municipality of Viñales, and the specific constraints in this context can be understood, along with challenges and opportunities for a more accurate approach and effective to design strategies for LP implementation in a municipality with touristic vocation.

CONCLUSIONS

Management of labor policies, as part of the policy in general, is not conceived in isolation, but as part of corporate relations, and strategies that must be adjusted, and respond to the context.

The study of sources and needs of information, actors, sampling, and information processing as components of the methodology for the diagnostic of LP management in the municipality of Viñales demonstrated the capacity of application, and probed the need to review current forms of LPM in the municipality.

A scenario for decision-making can be visualized, where the public and private sectors can be integrated, since the approximation of interests and efforts are directed to strategies that contribute to the solution of LPM issues in the municipality with a look to development.

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Conflicts of interest and conflict of ethics statement

The authors declare that this manuscript is original, and it has not been submitted to another journal. The authors are responsible for the contents of this article, adding that it contains no plagiarism, conflicts of interest or conflicts of ethics.

Author contribution statement

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NOTES

¹In the Cuban society, the private sector includes joint ventures, as a result of associations between foreign and national state capitals, individual farmers, and self-employment (TCP). This research focuses on TCP in the form of private sector, since it is the most represented modality, and it is defined as the form of non-state management, which is self-owned, and comprises individuals that practice a trade or profession, or are entitled to act as employers in a particular activity, acting as economic agents of society.