

Local development planning in the municipality of Santiago Texcalcingo, Oaxaca, Mexico*

Planificación del desarrollo local en Santiago Texcalcingo (Oaxaca, México)

Planeamento do desenvolvimento local em Santiago-Texcalcingo (Oaxaca, México)

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Ana Luz Ramos Soto

<https://orcid.org/0000-0001-8167-2631>

Universidad Autónoma Benito Juárez de Oaxaca. analuz_606@gmail.com

Beatriz Rebeca Hernández Hernández

<https://orcid.org/0000-0002-0804-7888>

Tecnológico del Valle de Oaxaca
beatrizrebecahernandez@gmail.com

Jovany Sepúlveda Aguirre

<https://orcid.org/0000-0002-1047-6673>

Institución Universitaria Americana
jasepulveda@americana.edu.co

Abstract

Objective: To identify the main social, economic and environmental problems in Santiago Texcalcingo (Oaxaca, Mexico). **Methodology:** qualitative-descriptive, by means of participatory action research participatory action research (PAR), taken and adapted from the Economic Commission for Latin America and the Caribbean (ECLAC). **Results:** it is observed that Santiago Texcalcingo, through its municipal development plan, has identified the main problems in the axes welfare for all, honest government, security and peace, as well as growth and development, in which it is necessary the participation of the different actors of the municipality with the purpose of generating and proposing alternatives for the development of the municipality and propose alternative solutions to provide wellbeing and promote integral local development. **Conclusion:** Local development planning is a useful tool to identify the lines of action to be followed in order to establish strategies to achieve the proposed objectives.

Keywords: Local development, Planning, Santiago Texcalcingo, Oaxaca.

Resumen

Objetivo: identificar los principales problemas en el eje social, económico y ambiental que presenta Santiago Texcalcingo (Oaxaca, México). **Metodología:** cualitativa-descriptiva, mediante la investigación-acción participativa (IAP), tomada y adaptada por la Comisión Económica para América Latina y el Caribe (Cepal). **Resultados:** se observa que Santiago Texcalcingo, a través de su plan municipal de desarrollo, ha identificado los principales problemas en los ejes bienestar para todos, gobierno honesto, seguridad y paz, así como crecimiento y desarrollo, en que es necesario la participación de los distintos actores del municipio con la finalidad de generar y proponer alternativas de solución para brindar un bienestar y propiciar un desarrollo local integral. **Conclusión:** La planificación de desarrollo local es una herramienta útil para identificar las líneas de acción que se deben seguir a fin de establecer estrategias para alcanzar los objetivos planteados.

Palabras clave: Desarrollo local, Planificación, Santiago Texcalcingo, Oaxaca.

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Resumo

Objetivo: identificar os principais problemas sociais, económicos e ambientais de Santiago Texcalcingo (Oaxaca, México). **Metodologia:** qualitativa-descriptiva, através da investigação-ação participativa (PAR), tomada e adaptada da investigação-ação participativa (PAR), tomada e adaptada da Comissão Económica para a América Latina e as Caraíbas (CEPAL). **Resultados:** Santiago Texcalcingo, através do seu plano de desenvolvimento municipal, identificou os principais problemas nos domínios do bem-estar para todos, governo honesto, segurança e paz, bem como crescimento e desenvolvimento, nos quais é necessária a participação dos diferentes actores do município para gerar e propor alternativas para o desenvolvimento do município. O planeamento do desenvolvimento local é uma ferramenta útil para gerar e propor alternativas para o desenvolvimento do município. **Conclusão:** O planeamento do desenvolvimento local é uma ferramenta útil para identificar as linhas de acção a seguir para estabelecer estratégias que permitam alcançar os objectivos estabelecidos.

Palavras-chave: Desenvolvimento local, Planeamento, Santiago Texcalcingo, Oaxaca.



Introduction

Local development refers to development that promotes economic growth in accordance with territorial vocations, in such a way that these improve value chains and involve all local economic actors and agents. Local development oriented from Santiago Texcalcingo (Oaxaca, Mexico) is carried out through transformation actions in the territory, prioritizing and articulating strategies (Guzón Cam - porredondo et al., 2011). In this sense, the importance of planning allows making better decisions, with more information and in an organized manner, to promote, respect, protect and guarantee the exercise of human rights. In the case of Santiago Texcalcingo, this municipality is interested in promoting an inclusive and fair economic development thanks to the rapprochement of the municipal government, civil society and actors involved in the territory. Therefore, the objective of this article is to identify the main problems in the social, economic and environmental areas of Santiago Texcalcingo, through participatory action research (PAR) to develop a municipal development plan to improve the quality of life of its inhabitants.

Theoretical framework

Local development arises from initiatives in poor and developing countries, the former to neutralize the negative effects of globalization and the latter to raise the productive standard of living of the population through job creation and economic and social progress (Vázquez Barquero, 2009). Local initiatives contribute to the search for a way out of the crisis, in order to obtain increasing returns on investments that contribute to productivity growth.

The Organization for Economic Co-operation and Development (OECD) defines local development as a process by which local institutions or individuals mobilize in a given locality in order to create, strengthen and stabilize activities by making optimal use of the territory's resources (Guerra, 2022).

National and state governments have promoted local development in the last twenty years by increasing the institutional capacities of cities and regions (Clark et al., 2011). Authorities can make decisions and interventions necessary to optimize their economic performance to contribute to the growth and development of the whole country, thereby decentralizing and democratizing power. According to these authors, the advantages of designing and using tools for development at the local level are the improvement and alignment of goals and strategies among the different territorial actors in the public and private sectors; ensuring greater interaction with civil society organizations in the territory; creating institutional capacities to provide timely responses to investors and development institutions; allow the scale of development projects to be more feasible and of greater impact for the city or territory in question; increase negotiations related to costs and risks to be shared between public and private entities; and promote public and private sector projects that allow the use of existing resources in the territory. Another advantage is to improve the linkages between production factors and expand the effort to promote entrepreneurship and potential growth in the territory, thus enabling better coordination among territorial actors and the mobilization of resources toward established social and economic priorities.

Local development analyzes the economic (creation, accumulation and distribution of wealth), social and cultural (quality of life, equity and social integration), environmental (natural resources and sustainability in the medium and long term) and political (territorial governance, collective project based on local stakeholders) dimensions of a territory (Delgado Barrios, 2003). It also seeks to strengthen the internal capacities of a nation, region or local community, i.e., to identify the potential of resources available in a territory and determine the needs to be met by individuals, communities, municipalities and society in general.

The term local refers both from the outside and from above, where regions constitute local spaces viewed from the country, just as the province is local from the region. Endogenous development considers existing territorial potentialities, while local development emphasizes space, i.e., the latter integrates the social, economic, environmental, human and institutional dimensions present in the territory (Cabrero Mendoza, 2005).

The relationship between the municipal administration and strategic planning lies in the formulation and implementation of policies, which in turn are related to the priorities of the communities and the actions of local governments (Vázquez López, 2020). Local development consists of formulating, managing and developing a strategy aimed at improving the quality of life and well-being of the communities in which it is implemented. This strategy should consider the valorization of their human and material resources, maintaining a negotiation or dialogue with the representatives of economic, social and political decisions. The objective of this type of development is to make progress in ensuring that local communities are able to use their own resources (economic, social, heritage, ecological) more efficiently to improve collective and individual well-being in the long term (Selva, 2021). The proposed initiatives should be aimed at economic and social reactivation with solutions based on responsible consumption and respect for nature. Local actors should have a vision focused on the technical capacity to generate, promote and manage projects that mobilize the resources of each territory in such a way as to reactivate economic, social and environmental development (Guerra, 2022).

Now, in order to establish local development from a strategic vision, it is important, first, to determine the strategic objective based on knowledge of the local economic potential, analysis of the resources and potential of the area; second, to create the means to involve all stakeholders and participants in this process; third, to create the general conditions and adequate infrastructure to enable and facilitate the emergence of economic initiatives, to establish accompanying measures related to the training of human resources; and fourth, to propose accompanying measures related to the training of human resources; third, to create the general conditions and adequate infrastructure that make possible and facilitate the emergence of economic initiatives, to establish accompanying measures related to the training of human resources, and fourth, to propose accompanying measures related to social intervention programs or subsidies. In this sense, planning is fundamental in this process, and to this end, local endogenous development plans are a planning instrument that establishes the framework for the development of a locality with a strategic, shared and future vision; such planning is made concrete through the participation of the various planning actors.

Methodology

For this study, the qualitative-descriptive methodology is followed, using participatory action

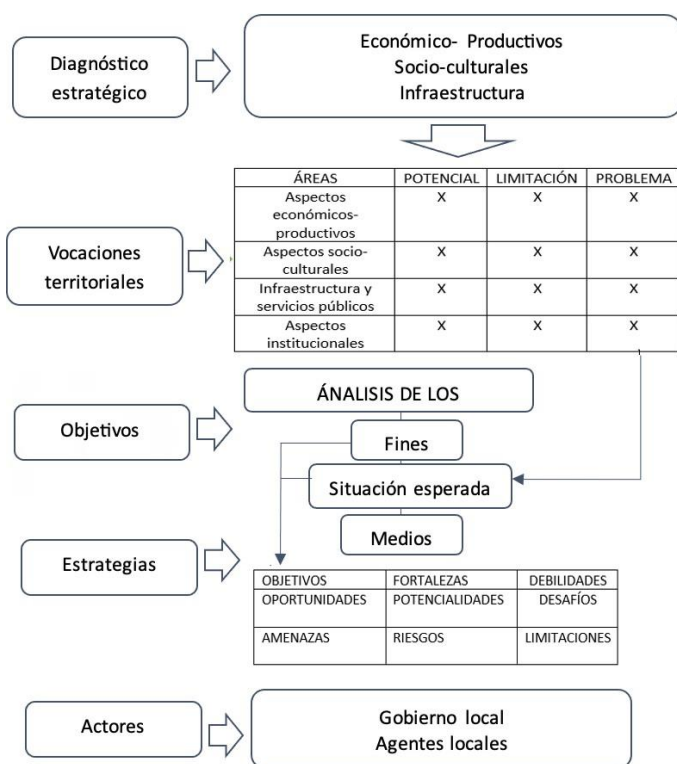


research (PAR), taken and adapted from the Economic Commission for Latin America and the Caribbean (ECLAC) (Durstón and Miranda, 2002), a strategic planning process with methodological activities that are associated to the development of the study (Durstón and Miranda, 2002). The first stage consisted of carrying out a strategic diagnosis to identify the existing territorial vocations in Santiago Texcalcingo. The first stage consisted of carrying out a strategic diagnosis to identify the existing territorial vocations in Santiago Texcalcingo, from which the potential, the limitation and the problem presented by each vocation were determined. Subsequently, the focus was on the problem in order to determine the objective and the strategy to counteract it, as well as to determine the actors involved. This methodology helped to set out the path to follow in order to formulate the strategic guidelines for local development in a short period of time by a group of people representing the different actors in the study.

The following are the phases of strategic planning used in this study (Figure 1).

Figura 1.

Planificación estratégica de desarrollo local



Fuente: Metodología adaptada retomada de la CEPAL, 2012

The strategic diagnosis consists of gathering information that allows us to know the development capacity of the planning territory. For this purpose, information was collected through interviews with key informants and direct observation during visits to the community.

The vocations are the aptitudes, capacities and special characteristics that the locality has for its development, and for this, according to the results obtained from the diagnosis, the characteristic that makes Santiago Texcalcingo special was identified. To this end, it was identified whether the municipality has a productive vocation based on the use of its own resources, tourism, agriculture or other vocation.

Problem tree analysis was used to formulate objectives. First, the problem was identified and, subsequently, the possible means and ends to its resolution.

The local development strategy is defined as the path to achieve the proposed objectives. For this purpose, the strengths, weaknesses, opportunities and threats (SWOT) analysis tool was used to study the internal (strengths and weaknesses) and external (opportunities and threats) variables for each strategic objective.

Policies, programs, projects and actions are considered fundamental for the materialization of development objectives. Finally, the plan's follow-up monitoring system consists of defining concrete goals, follow-up techniques for measuring compliance with goals and institutional commitments.

For the collection of information within the framework of the PRA, we used participant observation, field visits and the recording of information through work minutes.

For the constructive analysis, the information was concentrated in a database, where the problem was analyzed in the social, economic and environmental axes, a strategic objective was formulated, strategies, participating actors and support programs or institutions were established.

Results

Study area

The study was conducted in Santiago Texcalcingo located in the Cañada Region in the state of Oaxaca belonging to the Teotitlán district (Government of Mexico, Secretaría de Bienestar, 2022). It is located between the geographical coordinates 18° 12' north latitude with respect to the Tropic of Cancer and between 96° 58' west longitude with respect to the Greenwich Meridian. It is bordered on the east by San Lorenzo Cuaunecuiltitla, both to the north and west by the state of Puebla and to the south by San Francisco Huehuetlán (Instituto Nacional de Estadística y Geografía [Inegi], 2015) (Figure 2).

Figura 2.

Ubicación del espacio Santiago Texcalcingo



Fuente: Gobierno de México

Discussion

Table 1

Diagnosis and territorial vocations

Diagnosis and territorial vocations	
Axis	Social: education
Potential	The main age ranges of the population attending school: 3 to 5 years old (48.9 %), 6 to 11 years old (96.7 %), 12 to 14 years old (80.7 %) and 15 to 24 years old (24.7 %).
Limitation	The level of schooling is basic: 70% of the population has a basic level of education, 9% has a high school level, 1% has higher education and 20% has no schooling.
Problem	<ul style="list-style-type: none"> • There are children and adolescents (NNA) with educational backwardness. • Some children do not attend school due to lack of economic resources in the family. • Young people do not have the necessary information about the educational offerings available at the middle and higher education levels. • There are situations of bullying that lead to school dropout. • In some cases, curricula are not being followed. • Municipal representatives are not informed in a timely manner about meetings of the Municipal Social Development Council (CDSM). • There is no security for children and school property. • Students and teachers are exposed to inclement weather. • The infrastructure of the schools is insufficient for the number of students. • Students and teachers are exposed to inclement weather.
Social focus: health	
Potential	In the municipality, 2,245 people are entitled to health services, 91.8 % to the Seguro Popular, 0.1 % to the Seguro Popular and 0.1 % to the Seguro Popular. The following amounts were allocated to Petróleos Mexicanos (PEMEX), the Secretariat of National Defense (SDN) or SM, 0.4% to the Institute of Security and Social Services for State Workers (ISSSTE), 3.6% to the Mexican Social Security Institute (IMSS), 75.5% to health services and 6% to the Institute of Health for Well-Being (INSABI).
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Problem	<ul style="list-style-type: none"> • There is a shortage of equipment and medicines at the Medical Unit. • Lack of personnel in the Medical Unit. • The health infrastructure is insufficient for the number of patients. • There is a percentage of the population without health services. • There is no support from the population to implement health actions. • Athletes lack support and recognition. • The population does not have decent spaces to practice sports. • Part of the population does not have access to nutritious food. • Home gardens need to increase production.
Social focus: poverty and clean water	
Problem	<ul style="list-style-type: none"> • There are leaking and broken pipes in the piped water system. • Drinking water storage tanks are found with sediment inside.
Social focus: energy	
Problem	<ul style="list-style-type: none"> • There are areas that do not have electricity. • Some areas of the municipality do not have street lighting.
Social focus: sanitation	
Problem	<ul style="list-style-type: none"> • There are leaks and missing pipes in the drainage system. • Sewage is discharged onto land and public roads.
Social focus: housing	
Problem	Inhabitants do not have decent housing.



Social focus: sound finances

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| Problem | <ul style="list-style-type: none"> The collection of municipal taxes and duties is insufficient. The procedures for the payment of municipal taxes are slow. |
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Social focus: administrative efficiency

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| Problem | <ul style="list-style-type: none"> Municipal authorities and civil servants do not have the knowledge, skills, and resources to resources necessary to fulfill its responsibilities. There are no service standards in municipal procedures. |
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Social Axis: cultural

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| Potential | With the improvement of the urban image of the population centers and agencies, the preservation of the tangible and intangible cultural heritage will be supported.
In addition, 87.03% of the population speaks an indigenous language. |
| Limitation | The population does not have cultural resources, handicrafts or any other attraction that could be used and marketed. |
| Problem | The municipality does not have a cultural center or library. It is essential for the community to have these two facilities in order to create a space for coexistence and recreation for the population. |

Economic focus: economic development

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| Potential | The retail trade sector is the most relevant factor of the economy in the municipality, i.e., the total investment allocated to productive activities and employed personnel. |
| Limitation | The productive tourism activity has not been considered a development factor in this area by any administration or producer. |
| Problem | <ul style="list-style-type: none"> Transportation of people and goods in the communities is hindered. Established merchants do not have financial support for their businesses. There are no decent and safe spaces for commerce. Local producers cannot find markets for their products. Producers use agrochemicals, which limits their entry into high-income niche markets. |

Environmental focus: sustainable communities and environmental impact

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| Potential | This municipality is characterized by its biological concentration, with mesophilic mountain forest and water sources. |
| Limitation | In the population, the water in the homes does not yield for most of them, since in some homes they waste water by leaving the water hose open to water the floor or their plants. |
| Problem | <ul style="list-style-type: none"> The municipality does not have environmental impact studies. The municipality does not have an ecological and urban development plan. The municipality's tree mass is at risk of conservation. The environment is contaminated by the economic activities carried out by citizens. The population needs to be made aware of the need to respect nature. Sewage pollutes the environment. The companies do not have drainage and wastewater treatment systems. |

Source: own elaboration.

Table 2

Problem analysis

Social Focus: Education

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| Problem | There are children and adolescents with educational backwardness. Most schools are in poor condition; there is a need to improve the physical infrastructure, hire more educational personnel, equip schools so that students have access to technology and new work equipment, and build areas for student attention. |
| Strategic Objective | Strengthen the educational infrastructure for the benefit of students. |
| Strategies | <ul style="list-style-type: none"> Create awareness among parents so that children attend school. Negotiate with federal and state authorities to ensure compliance with study plans and programs. To offer sufficient and quality spaces in the municipality's public schools. |



Actors	Community, municipal president, councilors of finance, education, health, works, ecology, municipal secretary, municipal treasurer, municipal mayor.
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Table 3

Social focus: Health	
Problem	Access to drinking water and the public water supply are basic housing services that are indispensable for improving people's quality of life. This resource is insufficient to supply the homes in the municipality's localities. The population needs better conditions for water service and public utilities, since the majority of the population demands rehabilitation and greater access to this resource.
Strategic Objective	Ensure the supply of piped water in homes. Promote the population's access to health services.
Strategies	<ul style="list-style-type: none"> • Negotiate with the corresponding authorities the provision of supplies, material and personnel for the Medical Unit. • Promote actions that benefit the health of the population. • Allocate financial and material resources to improve the nutrition of the municipality's inhabitants. • Promote the practice of physical activities and sports among the population.
Actors	Community, municipal president, councilors of finance, education, health, works, ecology, municipal secretary, municipal treasurer, municipal mayor.

Table 4

Social focus: Economic	
Problem	There are no decent and safe spaces for trade. Producers cannot find a market for their products.
Strategic Objective	<p>There are no decent and safe spaces for trade. Producers cannot find a market for their products.</p> <ul style="list-style-type: none"> • Improve the municipality's land communication routes. • Dignify spaces for local commerce. • Boost the local economy by promoting traditional and industrial activities. • Implement actions for the creation, growth and consolidation of local businesses.
Actors	Community, municipal president, councilors of finance, education, health, works, ecology, municipal secretary, municipal treasurer, municipal mayor.

Table 5

Social focus: Environmental	
Problem	The municipality does not have environmental impact studies, an ecological and urban development plan, or a natural resource management plan.
Strategic Objective	To promote harmonious development in harmony with nature, based on the physical characteristics of the territory.
Strategies	<ul style="list-style-type: none"> • Establish territorial planning programs that promote sustainable development. • Identify individual and group behaviors that generate environmental pollution. • Manage the treatment and disposal of household and industrial wastewater.
Actors	Community, municipal president, councilors of finance, education, health, works, ecology, municipal secretary, municipal treasurer, municipal mayor.



The results show that Santiago Texcalcingo presents different problems that must be addressed in a comprehensive manner in order to generate and provide wellbeing for its population. The areas with the highest number of problems are education and health. Although education is conditioned by the political and social context, this axis is an element of transformation of society because it plays an important role in the sustainable development of the towns.

For example, in the case of Cuba, the aim is to bring its educational institutions up to the level of current development through the continuous improvement of the National Education System (SNE), while in Mexico, regional, sectoral and short-term development programs are being implemented: Jóvenes Constru- going el Futuro (JCF), INSABI, Universidades para el Bienestar Benito Juárez García (UBBJ), Pensión Universal para Personas Adultas Mayores, Becas para el Bienestar Benito Juárez, Crédito Ganadero a la Palabra, Producción para el Bienestar, Precios de Garantía a Productos Alimentarios Básicos, Sembrando Vida sustainable communities programs, etc. (Government of Mexico, 2019). In the state of Hidalgo, it is proposed in terms of health to strengthen a policy of prevention and promotion through a network of health units (Government of the State of Durango, 2023). In this sense, the municipality should pay attention to the axes of education and health because precisely these allow training and welfare on development from the local level. In the following axes, the issues to be addressed are the access to drinking water and the public network in homes, the improvement of the educational infrastructure at all levels, the expansion of the medical unit and clinic, equipment of some medicines, as well as the construction of the house of culture and the library to improve research and develop recreational activities. In the honest government axis, the improvement and equipping of the Integral Development of the Family (DIF) is needed so that it can continue to provide care, the construction or designation of offices for the communal commissariat and the program to reorganize local transportation. In the security and peace axis, a municipal civil protection program must be designed and implemented, and a civil protection council and unit must be established to guarantee the well-being of the population. For the growth and development axis, it is necessary to promote new productive techniques, manage financial support that favors the agricultural sector and train producers to obtain greater production through the agro-ecological system.

Conclusions

Municipal planning allows the local government to make decisions to generate development for its population. Decision-making is related to resource management, risk prevention, reduction of unnecessary expenses and transparency in the performance of programmed actions during the service period through the analysis of organized information.

Local development planning in Santiago Texcalcingo was carried out through a participatory diagnosis in which the inhabitants identify the problems that affect them and propose ways to solve them. This planning facilitates priority decision making, time to carry out actions, administration of financial resources, responsible parties and council members that make up the municipal government.

The municipal government, in this case the municipal president, has established that its mission is to work in unity for the good of the inhabitants of Santiago Texcalcingo in a responsible manner, through the proper use of the monetary resources available to the municipality. Without losing the vision of being a



municipality recognized for the preservation of its traditional practices in the productive sector. In this sense, Santiago Texcalcingo has a high ethnic cultural representativeness: 99% of its population speaks the native Nahuatl language.

Santiago Texcalcingo has a high vegetation potential; it is characterized by its biological concentration, mesophilic forest, and water sources. However, conservation measures must be planned and overexploited areas must be regenerated to promote sustainable development in the territory.

Based on the above, it can be concluded that local development planning, through the proposed municipal development plan, has been a useful tool for identifying the main strengths of the municipality, in this case, safeguarding the ethnic culture and the conservation of natural resources. In this regard, the participation and involvement of local economic agents will ensure that the development promoted in the municipality for its economic growth must also consider the social and natural axis.

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