

Propuesta de un modelo en planeación estratégica como herramienta del desarrollo agrícola del valle El Grullo- Autlán-El Limón, Jalisco

*Proposal for a Model in Strategic Planning as a Tool for Agricultural
Development in the El Grullo-Autlán-El Limón Valley, Jalisco*

*Proposta de modelo em planejamento estratégico como ferramenta para o
desenvolvimento agrícola do vale El Grullo-Autlán-El Limón, Jalisco*

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Resumen

En el modelo de desarrollo neoliberal o de libre mercado la planeación es caótica y anárquica, y prácticamente está ausente para las regiones agrícolas. Esto obedece a que el mercado no garantiza el bienestar social ni la conservación de los recursos naturales; en cambio polariza la desigualdad social por concentración de la riqueza, por lo que se requieren modelos alternativos. Entre otras razones que limitan el desarrollo agrícola regional, además de la ausencia de una planeación estratégica, está la falta de un enfoque de sustentabilidad. Por lo

anterior, esta investigación tiene como principal objetivo proponer un modelo de planeación estratégica con un enfoque sustentable para el valle agrícola Autlán, El Grullo y El Limón, de estado de Jalisco.

Este trabajo incluyó tres etapas. En la primera se elaboró el modelo teórico de planeación estratégica, producto de un proceso de revisión de varias fuentes literarias y de la elaboración de un marco teórico conceptual. La segunda etapa consistió en el cotejo del modelo teórico con la realidad, para contrastar la existencia o ausencia de los elementos de aquel con respecto a esta. Y por último, la etapa tres estuvo centrada en la propuesta de un plan maestro.

Los resultados muestran que en este valle se desarrollan actividades no alineadas a una planeación integral y que ésta, además, no es estratégica ni tampoco tiene enfoque de sustentabilidad. Asimismo, considerando la información recabada y con la definición de los elementos del modelo de planeación estratégica, se elaboró un plan de desarrollo para esta zona geográfica, partiendo de su principal problema: la ausencia de un proyecto de desarrollo regional único, y considerando para ello otros elementos, como fueron la falta de organización, la diversificación de cultivos, un fideicomiso y una agencia de desarrollo regional para la elaboración de proyectos productivos y de mercado.

Palabras clave: desarrollo agrícola, enfoque de sustentabilidad, modelo, planeación estratégica, valle de Autlán-El Grullo.

Abstract

In the neoliberal or free market development model planning is chaotic and anarchic, and practically absent for the regions. This is because the market does not guarantee social welfare or the conservation of natural resources, instead it polarizes the social inequality by concentration of wealth, so alternative models are required. Among other reasons that limit regional agricultural development, in addition to the absence of strategic planning, is the lack of integration of the sustainability approach. Therefore, this research has as main objective to propose a model of Strategic Planning with a sustainability approach for the agricultural valley Autlán, El Grullo and El Limón, Jalisco.

This work included three stages. In the first the Strategic Theoretical Planning Model was elaborated as a result of a literature review process and the elaboration of a conceptual theoretical framework. The second stage consisted in the comparison of the theoretical model with reality, to contrast the existence or absence of the elements of the model. And finally, stage three was centered on the proposal of a Master Plan.

The results show for the Strategic Planning Model with sustainability approach, 12 theoretical elements, of which it is observed that there is a clear absence of them with reality, confirming that in this valley the activities with absence of planning are developed and that this is not strategic, nor does it have a sustainability focus. Also considering the information gathered in the comparison and with the definition of the elements of the Strategic Planning Model, the proposal of a Development Plan for this valley was elaborated, starting from its main problem, the absence of a unique Regional Development Project, considering other elements, such as lack of organization, crop diversification, a trust and a regional development

Keywords: agricultural development, sustainability approach, model, strategic planning, Autlán Valley-El Grullo.

Resumo

No modelo de desenvolvimento neoliberal ou de livre mercado, o planejamento é caótico e anárquico e praticamente inexistente nas regiões agrícolas. Isso porque o mercado não garante o bem-estar social ou a conservação dos recursos naturais; em vez disso, polariza a desigualdade social pela concentração da riqueza, portanto, são necessários modelos alternativos. Entre outras razões que limitam o desenvolvimento agrícola regional, além da ausência de planejamento estratégico, está a falta de uma abordagem de sustentabilidade. Portanto, esta pesquisa tem como objetivo principal propor um modelo de planejamento estratégico com uma abordagem sustentável para o vale agrícola Autlán, El Grullo e El Limón, no estado de Jalisco.

Este trabalho incluiu três etapas. Na primeira, elaborou-se o modelo teórico de planejamento estratégico, produto de um processo de revisão de várias fontes literárias e da elaboração de um referencial teórico conceitual. A segunda etapa consistiu na comparação do modelo

teórico com a realidade, para contrastar a existência ou ausência dos elementos daquele com respeito a ele. E finalmente, o terceiro estágio foi centrado na proposta de um plano diretor. Os resultados mostram que neste vale são desenvolvidas atividades não alinhadas a um planejamento integral e que isso, além disso, não é estratégico nem tem um foco de sustentabilidade. Além disso, considerando as informações coletadas e com a definição dos elementos do modelo de planejamento estratégico, elaborou-se um plano de desenvolvimento para essa área geográfica, a partir de seu principal problema: a ausência de um único projeto de desenvolvimento regional e considerando outros elementos, como a falta de organização, a diversificação de cultivos, uma confiança e uma agência de desenvolvimento regional para o desenvolvimento de projetos produtivos e mercadológicos.

Palavras-chave: desenvolvimento agrícola, abordagem de sustentabilidade, modelo, planejamento estratégico, vale Autlán-El Grullo.

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Introduction

In the present research work, an analysis of public planning in Mexico is made as an instrument for development. Planning in our country, according to the Law of National Planning (Congress of the Union, 2003), is defined as "the rational and systematic management of the actions of the Government and society, to help improve the quality of life". However, as is well known, planning in the last three decades has been based on the neoliberal or free market model, which has excluded the vast majority of the population from social welfare and, contrary to the definition cited above, it has led to poverty and unemployment; and to the national economy to a decrease in gross domestic product (GDP), to a drop in gross fixed investment and to a loss of minimum wages in purchasing power.

Calva (2001) points out that the above is due to the fact that the Government has stopped participating as rector and actively and responsibly in the plans and programs of economic development and social welfare. To such a degree that planning is considered as an anarchic and meaningless process (Barcelata, 2008). For all the above, not to make transformations, generating endogenous, democratic, self-sufficient, independent alternative models such as those promoted in the paradigm of sustainability, the neoliberal model seems to lead the social, economic and environmental system to a collapse (Bernal , 2008, Riojas, 2008, Calva, 2001, Toledo, 1997).

It is important to point out the success that Mexico presented with the import substitution model (1939-1970), which based its development strategy on an important participation of the State as a promoter and guide of economic development; It was a regulator of foreign trade and domestic markets for basic goods and services, as well as an investor in strategic areas and generator of social welfare through labor and agrarian laws and social institutions of education, health and basic services. During its validity, there was an average growth rate of 6.1%, which translated into better living conditions for the vast majority of Mexicans (Calva, 2001).

The aforementioned problems evidence the need for civil society to participate and be actively involved in the realization of the plans and programs that pertain to planning. This will allow building an articulation that goes from the local to the regional, and from the national to the global. Without doubt the above is necessary not only for the interpretation of development processes, but also to identify effective mechanisms that can lead to a real, comprehensive and sustainable development with well-being at the local level.

In contrast to the state planning developed in the last three decades in Mexico, strategic planning has been conducted successfully in both private (David, 2008) and public (Acle, 1990), which suggests that some of its elements can make planning for regional development feasible as a counterweight to the neoliberal model.

Purpose of the investigation (approach of the problem)

Previously it was commented that the strategic planning is a series of actions of the Government and of the same society carried out in a rational and systematic way, where the common goal is to improve the quality of life of the inhabitants of a certain area. Taking this into account, and in order to understand the planning process in Mexico, this planning is studied through theoretical and analytical supports with a specific sustainability focus in the Autlán-El Grullo-El Limón valley, in the state of Jalisco. . Based on the results of the project in question, it is considered that there is an apparent absence of this situation, which is why it is proposed to propose a strategic planning model with a sustainability approach (PEES) for this region, as a strategy proposal for a alternative model that promotes the regional agricultural development of this valley and that contributes to improve economic, social and environmental conditions.

This is due to the fact that in the valley an intensive agriculture with high use of inputs and high technology is developed, dependent on the external market as a result of the neoliberal model. And which leads in the long term to the loss of natural resources, to the ecological imbalance and to widening the socioeconomic gap between the poor and the rich (dispossessed and the possessors of the means of production), which makes the system unsustainable; and if strategic planning is not done or directed, the system, as a cybernetic principle, will self-regulate due to the incidence of pests, diseases and the poverty of soil fertility, or it will collapse due to the law of supply and market demand. , and will once again be a system of production of survival, of basic production as in the past.

Objectives

General

Propose a model of PEES for the agricultural valley Autlán, El Grullo and El Limón, Jalisco.

Individuals

- a) Elaboration of a theoretical model of PEES, product of a process of revision of diverse literary sources and of the elaboration of a conceptual theoretical frame.
- b) Comparison of this theoretical model with reality, to contrast the existence or absence of the elements of that with respect to this.
- c) Propose a master plan.

Materials and methods

Location of the study area

The present investigation was carried out in the agricultural valley Autlán-El Grullo-El Limón, Jalisco, which is located in the three municipalities that give it its name ($19^{\circ} 35'$ to $19^{\circ} 54'$ north latitude and $104^{\circ} 07'$ a $104^{\circ} 29'$ west longitude (National Institute of Statistics and Geography [Inegi], 2000) (see figure 1).

It is at an altitude of 880 m. n. m. The climate is mainly semi-dry with average rainfall of 900 mm per year and average temperatures of 24°C and maximum temperatures of more than 32°C (Jalisco State Information System [SEIJAL], 2000). The soils are of the phallic feozem, eutric fluvisol and pelic vertisol, which gives them their own characteristics for the crops; not so in the high parts and foot of the mountain that are regosoles, characterized as very erodable (Inegi, 1981).

Figura 1. Ubicación del área de estudio del valle Autlán-El Grullo, Jalisco



Fuente: Elaboración propia

This valley belongs to the Irrigation District 094 of the southern Jalisco zone and is part of the Irrigation Unit Autlán-Grullo-El Limón, which irrigates a total area of 11,912.97 ha, whose waters come mainly from the Tacotán, Trigomil and from the El Corcovado derivative (National Water Commission [CNA], 2005).

The main hydrological stream is the Ayuquila River, which, moreover, serves as the boundary with the municipality of Autlán, and extends the streams Colomo, Saucillo, Platanar and Capirote, among others that only have input in rainy seasons (SEIJAL, 2000). The main activities are agriculture, livestock and commerce (Association of Users of the Irrigation District 094 Autlán-El Grullo, 2010, p.50).

For the realization of this study three stages were included based on the proposed objectives. Next, each of them is detailed.

Elaboration of a theoretical model

The proposal of the PEES model was made based on authors such as Martín (2010); David (2008); Koontz, Weihrich and Cannice (2008); Hernández and Sánchez (2005), and Münch (2005). And taking into account Lambert's models; Colón and Rodríguez; from Bateman and Snell; of the Inter-American Development Bank (IDB), and that of Sergio Kauffman González, all of them cited in Cano and Olivera (2008).

It was also based on the elements of strategy to promote the regional agricultural development of Casas (1994) and with a systems sustainability approach by Casas, González, Martínez, García and Peña (2009). Similarly, from the commercial strategy of Luck and Prell (1968) and the military strategy of Clausewitz (1942).

Comparison of the theoretical model with reality

The comparison of the PEES model applied in the agricultural region of the Autlán-El Grullo-El Limón valley, Jalisco, was made based on the definition of the elements and their absence or presence.

Likewise, the results obtained from the general project and from the theoretical model applied through questionnaires and interviews carried out with leading producers and public officials of the already specified geography were used, with the purpose of knowing if they had strategic planning as part of their functions.

Proposal of a master plan or strategy for the sustainable agricultural development of the Autlán-El Grullo valley

The results obtained from the interviews and surveys were used, together with the existing theoretical information, for the elaboration and proposal of the PEES model for this valley.

Results and Discussion

The results are presented according to a pre-established order with the objectives and the methodology.

Theoretical model of the PEES

Authors such as David (2008); Hernández and Sánchez (2005); Lambert; Colón and Rodríguez; Bateman and Snell, and the IDB, as well as the model by Sergio H. Kauffman González (the last five cited by Cano and Olivera, 2008), have a common element in diagnosis. In the same way, these same authors, with the exception of Colón and Rodríguez and Bateman and Snell (both cited by Cano and Olivera, 2008) and joined by Münch (2005), share the vision as a transcendental element. Execution as a common element, on the other hand, is shared by Hernández and Sánchez (2005); Münch (2005); Colón and Rodríguez; Bateman and Snell, and the IDB (the last three cited by Cano and Olivera, 2008).

Colón and Rodríguez; Bateman and Snell; the IDB, and Sergio Kauffman González (cited by Cano and Olivera, 2008) have evaluation as a common element. Martín (2010); Münch (2005), and Sergio Kauffman González (cited by Cano and Olivera, 2008), philosophy. David (2008); Koontz et al. (2008), and Martín (2010), the policy. Koontz et al. (2008); Münch (2005), and Sergio Kauffman González (cited by Cano and Olivera, 2008), contemplate in their model as a common element to the programs. Hernández and Sánchez (2005) and Bateman and Snell (cited by Cano and Olivera, 2008), the identification of the problem. Münch (2005) and Lambert (cited by Cano and Olivera, 2008), the tactical plans. Colón and Rodríguez (cited by Cano and Olivera, 2008) have feedback as a different element from the other models of strategic planning (see table 1).

Tabla 1. Elementos de planeación estratégica

	P	D	F	M	V	O	E	Po	Pr	P T	Ej	ESF
Hernández y Sánchez (2005)	X	X		X	X	X	X				X	
David (2008)		X		X	X	X	X	X				
Koontz <i>et al.</i> (2008)				X		X	X	X	X	X		
Martín (2010)			X	X		X	X	X		X		
Münch (2005)			X	X	X	X	X		X	X	X	
Lambert (Cano y Olivera, 2008)		X		X	X	X				X		
Colón y Rodríguez (Cano y Olivera, 2008)		X		X		X	X				X	X
Bateman y Snell (Cano y Olivera, 2008)	X	X				X	X				X	X
BID (Cano y Olivera, 2008)		X		X	X	X	X					X
Sergio Kauffman y González (Cano y Olivera, 2008)		X	X	X	X	X	X		X		X	X

Simbología: P = Planteamiento del problema; D = Diagnóstico; F = Filosofía; M = Misión; V = Visión; O = Objetivos; E = Estrategias; Po = Políticas; Pr = Programas; P T = Planes tácticos; Ej = Ejecución; ESF = Evaluación, seguimiento y flexibilidad.

Fuente: Elaboración propia

In the same way, for the three analyzed strategies (commercial, military strategy and agricultural strategy for the regional agricultural development) an analysis was carried out to determine which common elements have as part of the strategic planning models. This analysis allowed us to identify the following elements found in both strategies and models: objectives, evaluation, monitoring and flexibility, problem identification, diagnosis, philosophy, mission, vision, strategies, policies, programs, tactical plans and execution. As different elements we have the prerequisites and the simplicity of chance (see table 2).

Tabla 2. Elementos de la estrategia

Estrategia y autor	IP	D	F	M	V	O	E	Po	Pr	P T	Ej	ESF	Otros
Estrategia agropecuaria para el desarrollo agrícola (Casas, 1994)	X	X	X	X		X		X			X	X	Prerequisitos
Estrategia militar (Claussewitz, 1942)			X		X	X	X		X	X	X	X	Masa y sencillez de azar
Estrategia comercial (Luck y Prell, 1968)	X	X		X		X	X	X	X	X		X	

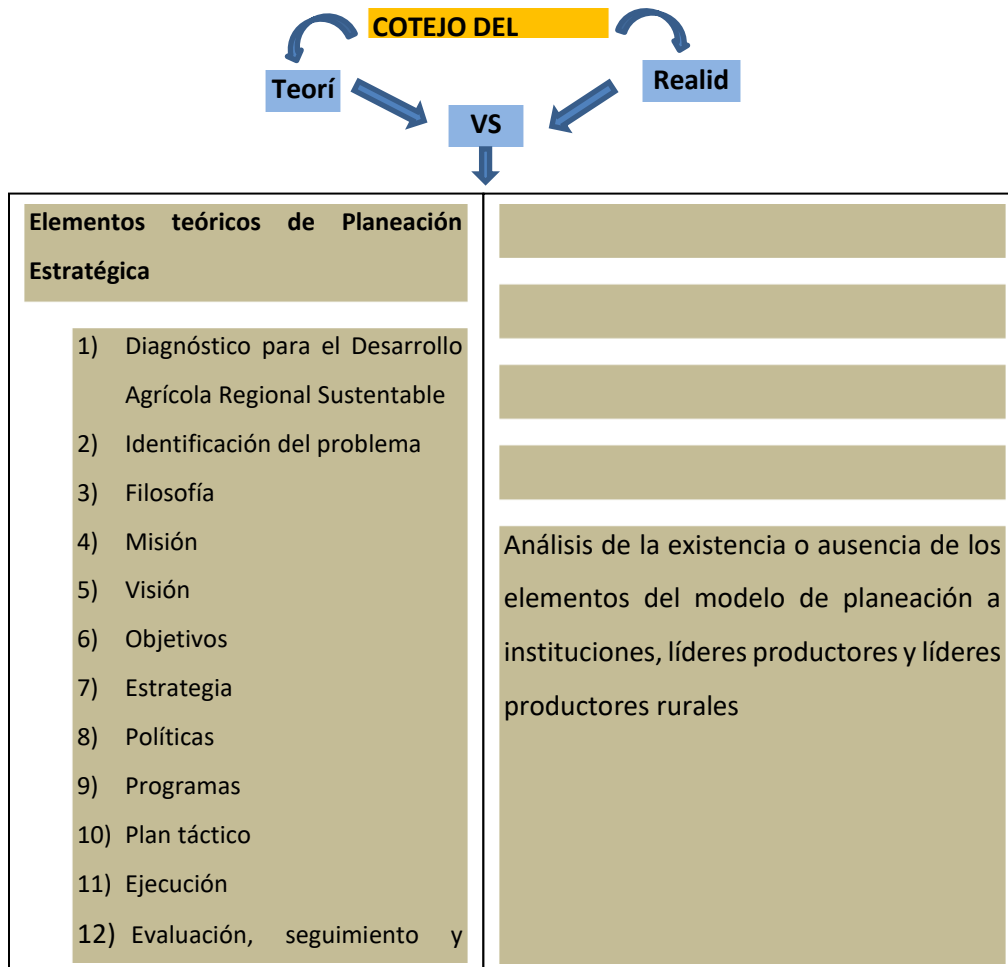
Simbología: IP = Identificación del problema; D = Diagnóstico; F = Filosofía; M = Misión; V = Visión; O = Objetivos; E = Estrategias; Po = Políticas; Pr = Programas; P T = Planes tácticos; Ej = Ejecución; ESF = Evaluación, seguimiento y flexibilidad.

Fuente: Elaboración propia

Comparison of this theoretical model with reality

Based on this comparison, it was found that at the beginning there was no identification with the producers and institutions of a single project that would promote regional agricultural development. So it can be deduced in advance that there is no planning for regional development, as Melchor (2010) mentions. Thus, the absence of planning elements in the comparison confirm that there is no planning as such, and by extension there is no strategic planning, let alone a sustainability approach (figure 2).

Figura 2. Cotejo del modelo



Fuente: Elaboración propia

In the comparison, the absence of all the theoretical elements of the model was seen with reality, which confirms that the activities with no planning are carried out in the valley, and that, in addition, because it does not exist, it is neither strategic nor presents an approach to sustainability. Due to this lack of a satisfactory development model, several authors have proposed several alternative models, where they highlight as key points for development to be endogenous, local, independent, democratic and the empowerment of the subjects of development. At the same time, it must be centered on people and their needs, preserving nature (Bonfil, 1981, Musyck, 1995, Carbajal, 2007, 2009). At the same time, development

must start from the same community (Montero, 2007, Zárate, 2007): people transform nature and, in their interaction, the same people are transformed.

Finally, considering the information collected in the comparison and with the definition of the elements of the PEES model, the proposal for a development plan for the Atlán-El Grullo-El Limón valley is prepared based on its main problem: the absence of a unique regional development project, and considering, among other elements, the organization, the diversification of crops, a trust and a regional development agency for the production of productive and market products (see table 3).

Tabla 3. Definición de los elementos que integran el modelo de PEES para el desarrollo agrícola del valle Autlán-El Grullo-El Limón, Jalisco

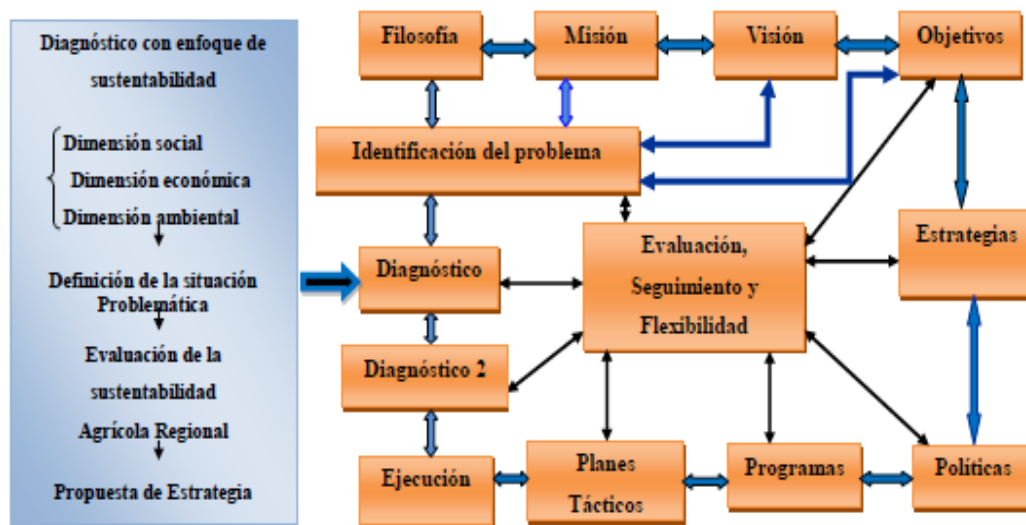
Elementos	Concepto
Diagnóstico	Esta actividad debe conducir a conocer y evaluar el estado actual de sustentabilidad en la región de interés. Además, debe identificar, junto con el análisis FODA, el problema principal del desarrollo agrícola regional. Este diagnóstico debe evaluar el estado de sustentabilidad regional, municipal y comunitario, así como la contribución o limitación a la sustentabilidad de cada una de sus dimensiones: sociales, económicas y ambientales.
Problema	Es el enunciado del principal problema detectado a partir del análisis de la problemática en sus dimensiones. La prioridad de los problemas detectados conducirá a identificar el principal problema, cuya solución sirva como detonador para el desarrollo agrícola regional. Además, el problema de desarrollo agrícola regional debe servir como guía o timón para que el resto de los elementos de planeación no se desvíen del objetivo primordial.
Filosofía	Mediante el desarrollo sustentable se debe garantizar una mejor calidad de vida para todas las personas en el presente y para las generaciones futuras, a través de satisfacer sus necesidades básicas mediante la integración de los factores sociales y económicos, respetando el medio ambiente.
Misión	Lograr el desarrollo sustentable garantizando el uso perdurable e inteligente de los recursos naturales, la solidaridad social y el respeto a la dignidad humana de manera democrática e igualitaria.
Visión	Mantener el desarrollo sustentable.
Objetivo	Contribuir al desarrollo regional sustentable para mejorar el bienestar social y humano, así como la conservación de los recursos naturales.
Estrategias	Son las alternativas o cursos de acción que muestran los medios, los recursos y los esfuerzos que deben emplearse para el logro de los objetivos planteados.
Políticas	Son los lineamientos generales que se deben observar en la toma de decisiones, en programas de problemas generales y específicos.
Programa	Conjunto de planes a realizar que considera la asignación de recursos en tiempo y espacio necesarios.
Planes tácticos	Es la secuencia de actividades específicas que deben realizarse para alcanzar los objetivos y las estrategias.
Ejecución	Es la puesta en marcha del modelo de planeación propuesto para el programa de desarrollo regional sustentable.
Evaluación, seguimiento y flexibilidad	Confirmación del progreso de las actividades que se llevan a cabo. Dicho proceso permitirá tomar las medidas necesarias para resolver los problemas y hacer los ajustes necesarios en los objetivos y actividades. Bajo este contexto, la retroalimentación constante de información y el seguimiento resultan esenciales. De igual manera, la operación de los elementos debe ajustarse a cada región.

Fuente: Elaboración propia

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The results of the analysis allowed to identify those common and different elements of each model. This contributed to the realization of the PEES proposal for the agricultural development of the Autlán valley, El Grullo-El Limón Jalisco (figure 3). The results obtained as part of the analysis of the elements that make up the strategic planning models show that most of the authors within their model have the objectives and strategies as common elements.

Figura 3. Modelo de PEES para el desarrollo agrícola del Valle Autlán-El Grullo, Jalisco



Fuente: Elaboración propia

It can be deduced that, both the planning models and the elements of strategy, allowed to identify that most of the elements that are held in the strategic planning models are also found in the strategies. It should also be noted that none of the authors within their model considers or has a sustainability approach.

Likewise, they do not consider environmental aspects or social welfare as part of development in their models. To continue with a model that has not led to a just and

sustainable development would only accentuate the current problems that persist in Mexico today. Therefore, alternative models are proposed to the neoliberal development from the territorial, rural and agricultural, such as Bernal (2008), Riojas (2008), Casas (2002), Calva (2001) and Toledo (1997), with emphasis on the democratic participation of Mexican society.

Conclusions

The review and analysis of the existing literature and the process of mental abstraction allowed the creation of the PEES model proposal. Assuming that this model for the agricultural development of the Autlán valley, El Grullo and El Limón, Jalisco, will be applied in the region, some of the advantages that it would offer is overcoming the limitations of the previous models, because it integrates their experiences (of the models described), including the same neoliberal model -which it intends to displace.

One more strength of the model is that it integrates its own elements that make it different based on a PEES model. A transcendent fact is that the operational proposal of this model starts from the local, regional and its own people and that is related to their own interests, which will give strength and internal rigidity. This means that the model does not depend on growth and external policies as the regions are subjected to the neoliberal model.

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