Management (Montevideo). 2025; 3:133

doi: 10.62486/agma2025133

ISSN: 3046-4048

SHORT COMMUNICATION



Right to public information. Theoretical-legal presuppositions for its implementation in Cuba

Derecho a la información pública. Presupuestos teóricos-jurídicos para su implementación en Cuba

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Cite as: Aguila OB, Ramirez Sánchez A. Right to public information. Theoretical-legal presuppositions for its implementation in Cuba. Management (Montevideo). 2025; 3:133. https://doi.org/10.62486/agma2025133

Submitted: 30-04-2024 Revised: 25-10-2024 Accepted: 15-02-2025 Published: 16-02-2025

Editor: Ing. Misael Ron 🕒

ABSTRACT

There is no act in daily life where information is not implicit when carrying out any activity. Two fundamental subjects intervene to inform about a specific matter: the sender, who chooses and selects the appropriate signs to transmit the message, and the receiver, who decodes, deciphers, and interprets what the sender wants to convey. In recent times, the transparent and democratic management of public data has become a guarantee of citizenship. Regardless of the legal system, information has been a concern for States, which have expressed the will to promote access to information and knowledge as essential factors for productivity and human development.

The right of access to public information is related to transparency and the protection of historical-documentary heritage and is supported by the following principles: accessibility, gratuity, good faith, quality, limited scope of exceptions, speed, inclusion and non-discrimination, publicity, control and supervision, responsibility. This research proposes to establish the essential theoretical foundations on which the right of access to public information should be based as mechanisms to enforce citizens' rights, as well as to improve the public service provided by the obligated subjects.

Keywords: Information; Transparency; Public Access; Citizenship; Right To Information; Right To.

RESUMEN

No existe acto de la vida cotidiana en el que la información no esté implícita a la hora de llevar a cabo cualquier actividad. Dos sujetos fundamentales intervienen para informar sobre un asunto determinado: el emisor que elige y selecciona los signos adecuados para transmitir el mensaje, y el receptor que decodifica, descifra e interpreta lo que el emisor quiere dar a conocer. En los últimos tiempos, el manejo transparente y democrático de los datos públicos se ha convertido en garantía de la ciudadanía. Independientemente del sistema jurídico la información ha sido objeto de preocupación por los Estados, los que han expresado la voluntad de promover el acceso a la información y el conocimiento como factores esenciales de la productividad y el desarrollo humano. El derecho de acceso a la información pública se relaciona con la transparencia y la protección del patrimonio histórico-documental y se auxilia de los principios siguientes: accesibilidad, gratuidad, buena fé, calidad, alcance limitado de las excepciones, celeridad, inclusión y no discriminación, publicidad, control y fiscalización, responsabilidad.

Esta investigación propone fundamentar los presupuestos teóricos esenciales sobre los que debe el derecho de acceso a la información pública como mecanismos para hacer valer los derechos de la ciudadanía, así como de la mejora del servicio público prestado por los sujetos obligados.

Palabras clave: Información; Transparencia; Acceso Público; Ciudadanía; Derecho.

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BACKGROUND

There is no act in everyday life in which information is not implicit when carrying out any activity. Information, as a vehicle for transmitting knowledge, has always been essential in advancing society. (1) Two fundamental subjects provide information on a given topic: the sender, who chooses and selects the appropriate signs to convey the message, and the receiver, who decodes, deciphers and interprets what the sender wants to communicate. (2) Considering the context in which people carry out a given activity, information is defined as that which enables communication and the acquisition of knowledge that allows us to expand or refine what we know about a given subject. (3)

Information was transmitted orally among members of primitive communities to facilitate understanding and the achievement of common goals for survival. Scientific and technical advances strengthened the communication channels established for the development of ancient societies: the first division of labor between farmers and herders provided knowledge about nature and the surrounding world to transform it and take advantage of its benefits. The emergence of surplus and the social division between exploiters and exploited required knowledge and possession of information about the activities carried out to perpetuate their dominion and increase profits; the need for spiritual power was a valuable source of information since, at that time, it was understood that the monarch or religious leader had sufficient elements to justify the existence of a God.

During Antiquity, information was of great importance for the socio-political life of Greece and Rome and their citizens, helping them understand and improve political decisions. (4) Athenian democracy, characterized by one of the first forms of direct citizen participation, had the agora as a space for discussion and popular voting on relevant information. Similarly, philosophers such as Socrates, (5) Plato, (6) and Aristotle (7) debated the importance of truth and knowledge for civilization. In Rome during the Republic, the election of leaders, debates, and decisions of the Senate were conducted publicly for citizens to express their opinions and add any points of interest. (8) An example can be found in the Law of the Twelve Tables, which, as the first manifestation of written law, allowed the inhabitants of the Roman Empire to know their rights and obligations.

Public information as a legal category is a modern construct that has responded to the existing political situation and the scientific and technical advances of populations, which, in tandem, have higher education rates and access to spiritual and cultural life. Regardless of the legal system, information has been a concern for states, which have expressed their willingness to promote access to information and knowledge as essential factors for productivity and human development.

In 1766, the first Transparency Law known to humanity appeared in Sweden.⁽⁹⁾ Under the idea of establishing political recognition and a formal declaration of rights, Scandinavian legislation sought access to government documents under the aegis of popular sovereignty and the authorities' accountability process to society. At this stage, the French Revolution⁽¹⁰⁾ stands out as a paradigm of equality for the world, in which if equality was sought, information had to be accessible to all.

The second stage, which developed during the first half of the 20th century, was marked by debates on the constitutionalization of this right and its incorporation into countries' domestic legal systems. After World War II, the right to information received particular attention from governments seeking control over the development of the media, the emergence of investigative journalism, the influence of globalization, and the first steps of information technology in the world.

In the late 1960s and early 1970s, social and political movements began to demand greater protections from states, with access to public information being one of the priorities and one of the main pressures for the provisions of the Constitution to be reflected in legislation. Respect for the 1948 Universal Declaration of Human Rights, in its Article 19, gave global impetus to include the right to seek, receive, and disseminate information.

The current stage, which is unfolding throughout much of the 21st century, seeks to make the right of access to public information an international standard. Model laws in Latin America, Africa, and Europe provide guidelines for national governments to use as a reference when drafting their regulations.

Particularly relevant in recent times, the transparent and democratic management of public data has become a guarantee for citizens. Access to information perfectly aligns with what is expected of members of a just society. Information is divided into two essential protection mechanisms: one of a private nature, which regulates personal data and refers to information relating to a person that must not be disclosed to the authorities or the public to respect the privacy and intimacy of individuals, (11) while the other examines mechanisms for the protection of information of public interest, which is objective and takes into account the exceptions provided for in the legislation.

For administrative law, access to public information is critical because of its broad view of citizens about public administration. In this respect, it is related to the principle of good administration, which, according to Matilla Correa, points to overcoming the gaps between the formal legal order and the reality of things in the functioning of the administration. (12) The approach favors involving the citizen in public management.

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In this sense, the principle of participation becomes a right and radiates into establishing the foundations of information of public importance and the mechanisms for accessing it. Current debates surrounding the citizen's position on the Administration include the theoretical development of the right to public information as the objective of this research.

For the public law sector, public information is an essential aspect of establishing the rule of law. It guarantees the existence of a functional government apparatus and provides a framework for popular control mechanisms at all levels. The understanding of providing maximum publicity generates obligations for public officials, who must ensure the observance of good professional practices, with a focus on the legitimacy of their actions, which are subject to the critical gaze of society. The good performance of the public administration must be based on the complete fulfillment of its functions and adherence to its positive image towards the public. Making the daily activities of the institutions that make up the administration transparent is a sine qua nonrequirement in the era of digitalization, giving rise to the advancement of information and communication technologies that provide new tools that can be learned and used for the benefit of citizens. It is worth highlighting how data has become an intangible asset of enormous importance for the State, reflecting the demands of the population, the satisfaction of needs, and the search for improvement in decision-making.

The Cuban context has enacted legal provisions regulating archival and historical information that form part of the national heritage. However, to establish the information emanating from the Central State Administration Bodies, Decree Law 199 of 1999 is in force, which, far from promoting access to public information, protects the information generated by State bodies. The system of exceptions to access was comprehensive and divided information into three groups: classified, confidential, and secret, for which there was a strict and detailed level of access that, if violated, incurred not only administrative responsibility but also criminal penalties.

The challenge posed by the 2019 Constitution and the inclusion of Article 53, which establishes that All persons have the right to request and receive from the State accurate, objective, and timely information and to access information generated by State bodies and entities by established regulations. This entails updating rules that have become outdated over time and contain gaps that hinder the proper functioning of the public administration due to the poor systematization of the legal system.

The Cuban State's recent commitment to involving citizens in decision-making needs to be reinforced by guarantees regarding the transparency of the Administration's daily work. Cuban society's computerization process has shown that the presence of public administration in digital environments is not the only indicator of effective popular participation. The lack of interoperability between institutions, the disconnect between agencies, and outdated or unavailable information raise questions about strengthening existing mechanisms and regulations regarding compliance oversight.

The opacity of public data has so far led to distortions in the definition of information that is not accessible, whether for political reasons due to constant media harassment, educational reasons due to insufficient digital literacy, or the permanent economic obstacle that makes it very expensive to maintain the necessary infrastructure. Advances in computer systems have enabled the public administration to enter a process of modernization where, taking into account the available resources, it is possible to digitize the processes that hindered its proper functioning. As one of the challenges of current administrative law, the state, in its functions, must ensure a standard of publicity to determine what information should be available free of charge and what should be made available upon individual request. According to Balbin, to align with the priorities established by the Administration, this must be related to the fulfillment of efficiency and effectiveness in the availability and rationalization of the use of resources and the fulfillment of the proposed objectives. (13)

Given the challenges posed by the 2019 Constitution, the institutionalization of a governing and regulatory body for access to public information in Cuba would be a step toward realizing this constitutional rights and an obligation toward the agencies that make up the public administration, diversifying the existing general access channels and regulating individual requests.

Given the Cuban State's commitment to digital transformation, providing up-to-date information in real-time confirms the importance of the right to public information as a commitment by the Public Administration to provide individuals and legal entities with access to accurate, timely, and objective information.

The establishment of the National System for Transparency and Access to Public Information is timely because the legal framework is insufficient and outdated, given changes in the functioning of the state apparatus and in the handling of information with the advancement of information and communication technologies.

Essential content of the right to public information

To approach the definition of public information, we must refer to the etymological definition of the institution and its legal meaning. According to the Dictionary of the Royal Spanish Academy, the term information comes from the Latin informatio, which means concept or explanation of a word. The communication or acquisition of knowledge allows one to expand or refine what one already knows about a given subject.

Chiavenato, however, conceptualizes information as a set of data with meaning, that is, that reduces

uncertainty or increases knowledge about something. In this way, he understands it as a message with meaning in a given context, available for immediate use and guiding actions by reducing the margin of uncertainty regarding our decisions. (14)

However, it can be confused with documentary information, which, according to Cabrera Bohorquez, reduces uncertainty, aids decision-making, and can exist in the form of data, books, computers, people, files, and thousands of other sources. (15)

It is a necessary category for expanding citizen education and getting involved in decision-making through exercising the right to know. This is why González Alcántara describes the right to information held by the State as the right that enables citizens to control public actions, which requires not only the abstention of the State from censoring information but also positive action to provide information to the whole of society. (16) However, Ancon defines it as any set of data, documents, files, etc., derived from the exercise of a public function or publicly funded, held and controlled by public or private entities, and available to individuals for consultation. (17)

This is based on a broad concept given the diversity of interests in the public sphere, including those relevant to citizens in defending a constitutional right protected by institutions. Taking into account the criteria upheld, the author agrees with Villanueva in defining it as the prerogative of individuals to access data, records, and all types of information held by public entities and private companies that spend public funds and/or perform functions of authority, with the specific exceptions established by law in a democratic society. (18)

After distinguishing between public and private information, it should be noted that the law has evolved, starting in the 18th century in Sweden when it was given political recognition, passing through a stage of constitutional reflection based on legal certainty and the principle of legality, and the rise of political, social movements that gave it prominence and importance in the second half of the last century until it became a benchmark for the proper functioning of governments today.

Public information is distinguished by two fundamental elements: the principle of active transparency and the right of access by the population. The first stems from the obligation of the public administration and other entities bound by law to proactively report on their management by making relevant and accessible information available.

This can be considered to have an important transformative and democratizing effect on public action to achieve the objectives set out in the spirit of the law. This can be deemed to have an essential transformative and democratizing effect on public action, (19,20) to achieve the spirit of the law. On the other hand, there is the right of access, which underpins the right of citizens to request and access quality information. This includes the mechanisms, procedures, and regulations that the authorities can review periodically to prevent noncompliance and violations of the right.

When studying the dimensions of the right to public information, it is first necessary to highlight its integration into the legal system as a citizen's right, which, since the Constitution, must be enshrined and regulated with more excellent guarantees in complementary legislation. The organizational sphere within the public administration is based on the procedure to be followed by the authority and considers the principle of transparency with which it must act. The educational sphere is based on raising public awareness and training officers to promote a culture of transparency and the ethical dimension that seeks the correct behavior of the authorities that provide, review, and preserve public data. Parallel to this, public information is accompanied by individual requests for information that must be accompanied by jurisdictional guarantees of protection against irregularities by the obligated parties.

From the administrative law perspective, public information constitutes a mechanism for protecting citizens against the administration's actions. In this sense, Garcini argues this position by considering that the administered party, about administrative action, performs a particular activity and can claim benefits and rights, and, in other cases, the administrative act produces full legal effects. (20) The involvement of the masses in decision-making is recognized as an essential constitutional right, where, following the author's line of thought, they are no longer an object but a subject of government, and their intervention in administrative tasks is becoming increasingly intense. (21,22,23,24)

Making data transparent is a genuine example of popular democracy and applies to professional associations that require unrestricted access to exercise their profession properly. The political will to promote publicity and free access to data generated by public institutions seeks to comply with specific rules that standardize the actions of those subject to them. The opacity of public data has led to distortions in the definition of non-accessible information, whether for political reasons due to constant media harassment, educational reasons due to insufficient digital literacy, or permanent economic obstacles that make the maintenance of the necessary infrastructure very costly. Transparency is a priority if the principle of good administration for the efficiency and effectiveness of public institutions is to become a reality.

It is relevant as a measure of the democratic quality of a social system, as it would serve as a guiding principle for the administration and a general framework for providing more rights to citizens. As a state mechanism for strengthening full access rights, public transparency can be defined as an environment of trust and guarantees

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between the different agents or entities that administer and carry out activities that affect the public sphere; (22) an element to be considered given the multiplicity of activities in which the public administration is involved to satisfy public needs. It is also argued that it ensures governance and good government, maintaining a correct and healthy relationship of preeminence and accountability between leaders or officials and their constituents or citizens.

For Matilla Correa, good administration, as a legal concept, must involve the idea of public administrative action carried out in the most optimal way possible and thereby also optimally achieving the (general) purpose that determines such action, all within a legal order that is truly the cause of determination and guarantee of that realization; (18) this opinion places it as a point of contact between access to public information and transparency since their directly proportional relationship benefits and harms the Administration and the citizenry.

Understanding the right to public information as a necessity for the proper functioning of public administration leads to using information and communication technologies. The increasingly protective nature of the state's rights promotes greater awareness of citizens' concerns, needs, and arguments for their legitimacy. It is essential to continue formulating and evaluating participation mechanisms in line with the new times. In this regard, we agree with Balbin's view that administrative functions are the set of activities that directly, specifically, and particularly satisfy collective interests and, in turn, activities that are not included in the objective concepts of legislative and judicial functions. (2)

In pursuit of the public interest, access to information generated by state institutions generates benefits. It improves the quality of public services and enhances the state bureaucracy, which translates into a better quality of life. The interest of citizens in knowing and controlling the management of the public administration opens up a range of rights for citizens that are balanced with the social interest and public utility. Along with transparency, public information needs to be correctly defined, and it's no less accurate that this has been a topic of special interest in recent years in Latin America and Europe. However, these institutions seek the effectiveness and efficiency of the administration together but start from different points of view.

Transparency can be defined as the perfect tool for evaluating state institutions and thus determining the levels of government openness, (25,26,27) this concept places it as a principle of administrative law for the defense and guarantee of citizens' rights. Both institutions are focused on achieving open access to what is done within public institutions and, in doing so, reducing the exceptions classified as state secrets for national security reasons.

In addition, public information generates a periodic obligation of accountability to guarantee and facilitate greater access to information on the management and administration of public resources. In conclusion, the right of access to public information is conceptualized as that subjective right of a public nature, generated or held by individuals in the exercise of public functions; contained in documents, recorded or registered in a variety of formats; written, audiovisual, sample or model, drawn, printed, registered, magnetic, audio, optical, electronic, digital, or any other type of information record. In this sense, the obligated subjects are the bodies and agencies of the Central State Administration, entities subordinate or attached to them; entities and companies of national, provincial, and municipal scope that are in the exercise of public functions; political, social, and mass organizations that receive financing and other public benefits; provincial administrative structures and their subordinate or attached entities, as well as municipal administrative councils with their subordinate units. From this perspective, the right to public information is based on the premise that everyone has universal or individual access, with the sole exception of the grounds provided for by law, which are duly justified by circumstances, facts, or attributes that may result in harm, danger or damage to the public administration.

Essential requirements of the right to public information in Cuba

The inclusion in the Cuban legal system of the right of access to public information must be based on compliance with constitutional principles that avoid contradictions and provide legal certainty to citizens. In this regard, the role of the Public Administration is to comply with the principles of organization and functioning and to seek a balance in the legal-administrative relationship established with citizens. Adapting future legal norms relating to public administration and considering the right of access to information must respect the rights conceived and comply with the obligations arising therefrom. The repeal or adaptation of Decree 199/1999 is considered the first problem to be resolved, given the lack of harmonization with the new Constitution, the laws passed, and the validity of a future Law on Transparency and Access to Public Information.

Secondly, the development of the right of access to public information is of particular interest within Administrative Law, given its importance for citizens and improving public services. However, continuous deepening and adaptation to international practices that see disruptive technologies such as artificial intelligence and big data as trustworthy sources of knowledge that improve the administration's management are required. It is essential to define the contours given the close relationship between the right to information

and communication versus the right to access public information and administrative transparency. The lack of regulation of these institutions has led to confusion that can be remedied by precisely defining the object, subject, and cause established in each legal relationship. The approval of the Administrative Procedure Act would remedy several of the confusions that may arise by establishing in Articles 45 to 50 what is meant by the principle of transparency and publicity of administrative activity.

It is essential to assess how, in the field of civil law, it would be appropriate, with the future amendment of this code governing inter-private relations, to conceptualize what is understood as personal data to avoid a collision of fundamental rights that could lead to a subjective decision applying weighting to resolve the case. In the case of criminal law and its procedural rules, the standards established by the public administration should be integrated into their actions when conducting criminal investigations or raising awareness of the catalog of rights to which the accused is entitled once they have been charged with criminal offenses.

In commercial law, the call for strengthening economic contracting requires establishing more effective control over the negotiation, conclusion, and execution of financial contracts between state-owned companies or their relations with non-state economic actors. Guaranteeing access to information on documents for the accreditation and legitimization of their legal personality, as well as the processing of the bidding process so that each area of the company is responsible for requesting, analyzing, and proposing the most advantageous bid for subsequent evaluation and approval by the Contracting Committee. This is a clear example of business decentralization, which expresses the desire to give the company autonomy in the contracting process, (21) where everything can vary according to its interests. In this sense, the areas can be assessed: Demands and needs, corporate purpose and interests, current legal regulations, the economic plan, and the approved budget.

There are three essential areas of operation for the effective regulation of the right of access to public information: one is the substantive or regulatory basis, characterized by the legal rules that guarantee it; the adjectival or procedural aspect, which relates to the procedural part; and the practical-institutional aspect, embodied in the daily work of the public administration and those required to comply with legal provisions.

In the case of the substantive basis, enacting a law on access to public information and transparency would implement Articles 53 and 101(h) of the 2019 Constitution, making these rights recognized rights of individuals. This would bring us into line with most of the world's constitutions that recognize this right and enable us to respect the international obligations we have signed up to in the 2030 Agenda and comply with the Economic and Social Policy Guidelines established by the country. With the approval of the Policy for Digital Transformation in Cuba, led by the Ministry of Communications, this transformation has been placed not only in the context of economic development but also in improving living conditions by promoting information of public interest while defending national sovereignty, deepening social justice, and strengthening cultural identity. By establishing a socialist, open, inclusive, and participatory digital society, our regulatory framework strengthens its fabric, adapting the latest advances in science, technology, and innovation regarding the reliability, authenticity, integrity, immediacy, and accessibility of the information provided by public management.

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FUNDING

None.

CONFLICT OF INTEREST

The authors declare that there is no conflict of interest.

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Conceptualization: Osmel Bell Aguila, Amed Ramirez Sanchez. Data curation: Osmel Bell Aguila, Amed Ramirez Sanchez. Formal analysis: Osmel Bell Aguila, Amed Ramirez Sánchez. Research: Osmel Bell Aguila, Amed Ramirez Sánchez. Methodology: Osmel Bell Aguila, Amed Ramirez Sánchez.

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