

**The province in Boyacá:
territorial, historical and functional unit of planning in the management
of endogenous regional development, 2004-2011**

*La provincia en Boyacá:
unidad territorial, histórico-funcional de planificación en la gestión del
desarrollo regional endógeno, 2004-2011*

*Lorena Andrea Estupiñán-Pedraza**

Research article

Date of reception: 4 June 2014

Date of approval: 15 September 2014

<https://doi.org/10.19053/22565779.3106>

Abstract

This article analyzes the province as a territorial dimension of the development in Boyacá. First, the province is described as a territorial (specific site of action), historical (transcendent) and functional unit (with specific uses). Secondly, the concept of planning in the management of endogenous regional development is presented, in order to analyze it as from the provincial. Thus, it is established that in order "to achieve a sustainable social change that will lead to the development of a region" it is necessary to start from the activation of the internal capabilities, including the organization of the territory, which in Boyacá is the province, and that it is from the province that the departmental development should be planned.

Keywords: province, endogenous development, functional, historical, planning.

JEL: O18, O21, Q58, R58

Resumen

Este artículo analiza la provincia como dimensión territorial del desarrollo en Boyacá. En primer lugar, se describe la provincia como unidad territorial (lugar concreto de acción), histórica (trascendente), funcional (con usos específicos); en segundo lugar, se expone el concepto de planificación en la gestión del desarrollo regional endógeno para, finalmente,

* Politologist and internationalist, candidate for a Master's degree in Education from the Universidad de los Andes. Professor at the Universidad del Rosario. Bogotá, Colombia. Email address: estupinan.lorena@urosario.edu.co.

analizarlo desde lo provincial. Así, se establece que para “alcanzar un cambio social sostenido que lleve al perfeccionamiento de una región”, es necesario partir de la activación de las capacidades internas, lo que incluye la organización del territorio, que en Boyacá es la provincia, y que es desde ella, que se debe planificar el desarrollo departamental.

Palabras clave: provincia, desarrollo endógeno, funcional, histórico, planificación.

INTRODUCTION

The acknowledgement of how complex and integral development implies the identification of the direct and indirect relations that exist between the political, social, economic, cultural, environmental and all that is relative to the level of human conscience. Likewise, it means to understand the interrelations of said spheres in the framework of collective development, local and regional, so answers to the needs of the communities can be given from an interdisciplinary perspective (Universidad del Rosario, 2009)

The objective of the present article is to identify, through the analysis of the development plans 2004-2007 and 2008-2011, the province in Boyacá as a territorial, historical and functional unit (Figure 1) of planning, in the management of the endogenous regional development.

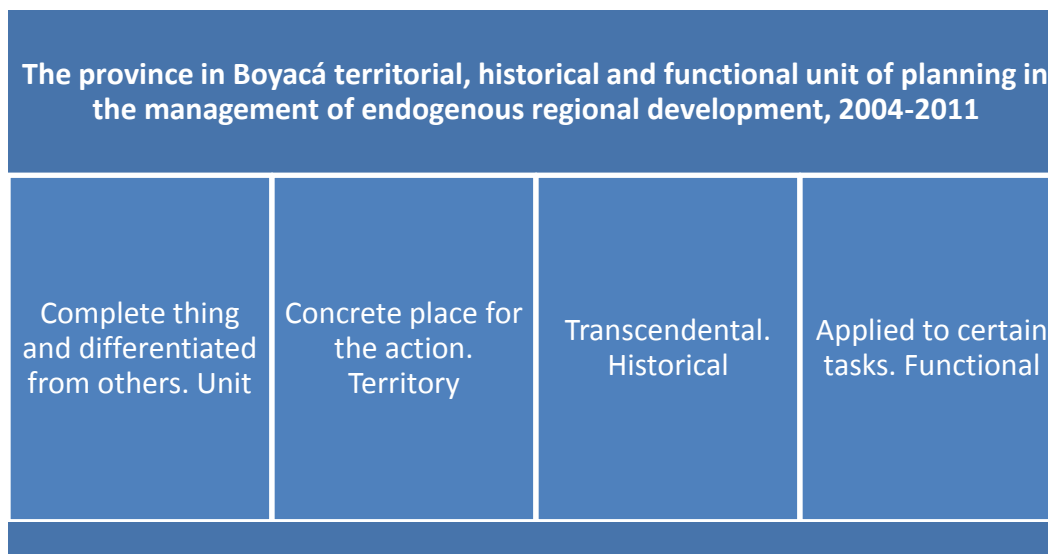


Figure 1. Category network.
Source: Elaborated by the author.

This objective, of a descriptive, analytical, and interpretative type, is presented in three sections.

First, the provincial aspect is described from the natural characteristics of the land and from the presence of different human communities that have inhabited it throughout history. At the same time, the use granted in the political and administrative spheres in the department is described. Second, the concept of planning in the management of endogenous regional development is presented. Finally, there is an analysis and interpretation of the role of the province as territorial, historical and functional unit of the planning in the management of endogenous regional development in the most recent departmental development plans.

In this way, the relation between the two variables that will be studied is verified. On the one hand, the province in Boyacá and, on the other hand, the planning in the management of endogenous regional development, making emphasis on the *organization of the territories as an agent for development*.

It is expected that the reader appreciates this writing as a contribution to the diversity that characterizes the studies on development and, also, recognizes the commitment of the author in trying to generate an effect on her community, on the reality she is part of, through the contribution to its understanding and, if possible, its improvement. The above is the basic purpose of the research in social science.

THE PROVINCE IN BOYACÁ

The province will be understood as a territorial unit² (concrete place for action) of strategic distribution for the management (which performs certain functions³) formed by municipalities of homogeneous characteristics with historical fundamentals (which it transcends) and that, naturally or institutionally, have defined a head as the main center of services (Government of Boyacá, 2008).

The purpose of said province is to deepen the identity of the population, coordinate activities in the associated municipalities and foster projects of departmental interest⁴. In the case of the department of Boyacá, the province is and has been a fundamental element of the profound psychology of the *boyacense*” (Ocampo, 1997, p.60) and, therefore, in their

² It appeals to the notion of *territorial unit* so as to differentiate *the province* from the territorial entities that are so by law. According to article 286 of the Political Constitution “they are territorial entities: the departments, districts, municipalities and the aboriginal territories...” (Ministry of Justice and Law, 1998, p. 147).

³ In what refers to the provinces and their characteristics, article 321 of the Constitution says that “provinces are constituted of municipalities or neighboring aboriginal territories, which belong to the same department” (Ministry of Justice, 1998, p. 166). It is also advised that “the law will dictate the basic statute and the administrative regime of the provinces will be fixed. They could get organized for the fulfillment of the functions that are delegated to them by national or departmental entities, and assigned by the law and the municipalities that integrate it” (1998, p. 166). And it also means that “the provinces will be created by ordinance at the initiative of the governor, the mayors of the respective municipalities or the number of citizens determined by the law, and in order to be included in a province that is already constituted, a referendum should be carried out in the interested municipalities” (1998, p. 166).

⁴ “Only by legal disposition can the province obtain the figure of territorial level” (Ministry for Justice and Law, 1998. P. 147).

way of organizing and relating to the environment, it is necessary to see the *boyacense* as part of a province.

According to Javier Ocampo, the twelve provinces that form the department of Boyacá are the result of the subdivision of the four natural regions that emerge in the *boyacense* territory and that “maintain a certain ideal connection among themselves woven by racial origin and the still colonial customs” (1997, p.26-27). At the same time, but from the point of view of its institutional origin, the province was the adaptation of the Spanish political-administrative organization in the overseas’ territories, which led to the formation of “new ethnic-political units and to the establishment of a new mestizo historical-cultural society” (1997, p. 56).

The province as a container: a natural fact

The way in which the *boyacense* territory has been shaped is actually the result of some specific natural conditions.

The relief of the territory of Boyacá belongs to the Andean system, and four morphological units can be distinguished: first, the valley of the Magdalena river or the occidental region; second, the Oriental mountain-range or northern region; third, the highlands or central region; and fourth, the foothills of the Eastern Plains or eastern region.

The Central Region (sic), also called the Cundiboyacense highlands (sic), occupies 70% of the boyacense territory. It is characterized by its population concentration in the cities and the villages of the Department (sic). Its climates range from temperate, to cold and highland. It is a smallholding area and it is where the political power and the industrial area are set. In this region, the majority of the *chibcha* aboriginal population is concentrated and the groups of Spaniards settled there in Hispanic, colonial times. It is the geopolitical and socio-economic axis of Boyacá.

The Eastern Region (sic) corresponds to the Valle de Tenza, Lengupá and the foothills of the eastern side of the mountain-range (sic), it extends up to the Plains of Casenare. Valle de Tenza has the greatest concentration of population (sic); the rest of the region (...) has a low demographic density.

The Western Region (sic), corresponds to the territory of the Western side (sic) of the Eastern mountain-range (sic), towards the Magdalena River. It occupies 15% of the area of Boyacá. Territorio Vasquez is in this region, and it has a relatively low population density.

The Northern Region (sic) extends from the territory of the magistral line of the Eastern mountain-range (sic), the side of the Chicamocha River and the territory of Tunebia, where the last indigenous people from Boyacá live (Government of Boyacá, 2008, pages 8-11).

In turn, these four units are divided into ten natural sub-regions, within which twelve provinces have been established. They have been integrated by municipalities with historical, social and territorial links, as follows:

The *Central highlands* include the provinces of:

- *Center*: formed by the municipalities of Tunja, Chivatá, Chíquiza, Cómbita, Cucaita, Motavita, Oicatá, Samacá, Siachoque, Sora, Soracá, Sotaquirá, Toca, Tuta and Ventaquemada.
- *Tundama*: formed by the municipalities of Belén, Busbanzá, Cerinza, Corrales, Duitama, Floresta, Paipa, Santa Rosa de Viterbo and Tutasá.
- *Sugamuxi*: formed by the municipalities of Aquitania, Cuítiva, Firavitoba, Gámeza, Iza, Labranzagrande, Mongua, Monguít, Nobsa, Pajarito, Pesca, Tibasosa, Tópaga, Tota and Sogamoso.

In the *Highland of Ramiriquí* the province of

- *Márquez* is located. It is formed by the municipalities of Boyacá, Ciénaga, Jenesano, Nuevo Colón, Ramiriquí, Rondón, Tibaná, Turmequé, Úmbita and Viracachá.

In the sub-region of *Paz de Río, Tasco and Socha* the province of

- *Valderrama* can be found. It is formed by the municipalities of Betétiva, Chita, Jericó, Paz del Río, Paya, Pisba, Socha, Socotá and Tasco.

The *north and Gutierrez sub-region* is formed by the following provinces:

- *North*: formed by the municipalities of Boavita, Covarachía, La Uvita, San Mateo, Sativanorte, Sativasur, Soatá, Susacón and Tipacoque.
- *Gutierrez*: formed by the municipalities of Chiscas, Cubará, El Cocuy, Guacamayas, Güicán, El Espino and Panqueba.

The *Valle del Magdalena* or *Territorio Vasquez* that together with the sub-region called the *Andean Western side* and the sub-region of *Valle de Chiquinquirá* is the area where the *Western* province is.

This province is formed by the municipalities of Briceño, Buenavista, Caldas, Chiquinquirá, Coper, La Victoria, Maripí, Muzo, Otanche, Pauna, Puerto Boyacá, Quípama, Saboyá, San Miguel de Sema, San Pablo de Borbur and Tununguá.

The *sub-region of Villa de Leyva and Moniquirá* is the place where the province of Ricaurte is located. It is formed by the municipalities of Arcabuco, Chitaraque,

Gachantivá, Moniquirá, Ráquira, Sáchica, Santana, San José de Pare, Santa Sofía, Sutamarchán, Tinjacá, Togui and Villa de Leyva.

In the *sub-region of Valle de Tenza* the following provinces can be found:

- *Neira*: formed by the municipalities of Chinavita, Garagoa, Macanal, San Luis de Gaceno and Santa María.
- *Oriente*: formed by the municipalities of Almeida, Chivor, Guateque, Guayatá, La Capilla, Pachavita, Somondoco, Sutatenza and Tenza.

And finally, in the *sub-region of Lengupá*, the province of *Lengupá* can be found. It is formed by the municipalities of Berbeo, Campohermoso, Miraflores, Páez, San Eduardo and Zetaquirá. (Ocampo, 1997, p. 29-35)



Figure 2. Map of Boyacá by provinces
Source: Government of Boyacá (2009).

With respect to their administrative use by the departmental government, the provinces have an antecedent in Ordinance 037 of 1991, which established the association of the 123 municipalities of Boyacá, and determined a set of organizational rules in order to foster their adequate functioning. In addition, since 1995 and by Decree 1509 of 27th December, some municipalities which were part of the province of Sugamuxi and of the province of Valderrama became part of La Libertad province. Also, new provinces have been created which have had an intermittent use; they are the provinces of Puerto Boyacá and Cubará. (Ocampo, 1997, p. 89).

The province as content: an inheritance of the historical construction of the department

The provinces in Boyacá are also a reflection of the use that, throughout history, the human groups settled in those territories have given them, the pre-Hispanic dwellers as well as the Hispanic owners have participated in the configuration of the provinces.

An inheritance of the territorial, political and administrative pre-Hispanic organization.

We must understand that the establishment of a certain administration system by the Spanish Empire in its domains overseas was not inconsistent with regard to the way it was exploited or occupied by the Native Americans.

As indicated by Herrera and Bonnet (2001, p.29), according to Jaime Jaramillo Uribe in his article *Nación y región en los orígenes del Estado nacional en Colombia*, the first divisions adopted in colonial times “were not arbitrary,” but “they corresponded to the real existence of certain differences as regards geography, natural wealth and even of population and pre-Hispanic culture.” For this reason, the correlation between the so-called New Kingdom of Granada and the Kingdom of the Chibchas is an important element of analysis in order to understand that spatial and regional constructions do not emerge from a historical gap, but come from created territories that evolve and the limits of which end up transforming and being called differently.

In addition to this and according to the review made by Alexander Uribe in his work *Historia de la subregionalización de los Santanderes*:

With regard to the Santanderes and Boyacá, the provinces which have existed since colonial times such as Guane, Carare, Rincón de Vélez, pass of Tequia, Muzos, Teguas, among others, did not only respond to territorial entities, but also to different human entities that occupied certain places. This “sub-regionalization” of the ethnic social universe, through the term province, refers more to the social context than to the mere territorial, contrary to the way it was understood by many constitutions of the Republican time, including that of 1991. Researchers claim, based on the chronicles of Fryer Pedro Simón, that the province was linked to the ethnic group that inhabited the territory. This concept explains the sense of belonging that people have regarding the province in the society of several departments where this figure remains (Uribe, 2009, p. 14).

Then, in the department of Boyacá, in the delimitation of its territory, it is possible to trace in the lands where the muisca or chibcha culture flourished and within the area of influence of the Chieftainship of Zaque that along with the Chieftainship of Zipa were indigenous territories that the Spaniards used to establish themselves.

An inheritance of the territorial, political and administrative Hispanic organization.

Since the 16th century, the historical development of Boyacá is directly related with the historical situation of the world regarding the European expansion and the establishment of

provinces was one of the mechanisms used by the metropolis so as to institutionalize its transoceanic domain.

The concept of province comes from the Roman Empire and it was rooted in the current territory occupied by Colombia, through colonial institutions, such as the governances of which the provinces that settled in the urban centers of greater relevance in the national territory were derived. Between 1717 and 1810 the Viceroyalty of New Granada had 24 provinces, subdivided into cantons and parishes. Afterwards, the territory of the Viceroyalty acquires the name of the Confederation of the United Provinces of New Granada (1810-1819) constituted by 15 provinces (Rodríguez, 2007); as it can be seen, the use of the provinces is conserved after independence, although it was accompanied and, in certain cases, completely replaced by other forms of organization, also proper of the European territorial organization.

In 1821, in the Congress of Cucuta, the department of Boyacá emerged. The departments were accompanied by figures such as the provinces, the cantons and the parishes, and the department of Boyacá was formed by the provinces of Tunja, Pamplona, Socorro and Casanare. As from 1824, there appear the departments (12 in total) that sub-divide, at the same time, into provinces, cantons and parishes. The province remained preponderant until the establishment of the Republic of New Granada (1830-1856). At that moment, the existing departments were suppressed and the provinces that together with the parochial districts, previously called parishes, strengthened and constituted the basic structure of the territorial organization of the time (Rodríguez, 2007).

Later on, between 1857 and 1863, the Granadino Confederation reestablished the sovereign states, integrated by provinces and parochial districts, which are finally suppressed in 1886. In 1857, the sovereign state of Boyacá was formed by the provinces of Tunja, Tundama and Casanare, and the cantons of Chiquinquirá and Vélez. From the four existing departments in 1857, they became six in 1863: Casanare, Tundama, North, West, East and Center.

The Constitution of 1886, of a centralist nature, divided the country into departments, and these at the same time into provinces and municipalities. The provinces were suppressed in 1911 by Executive Decree 306 and several municipalities were added to Boyacá in order to form the commissary of Arauca. Afterwards, the municipalities that belonged to Orinoquía “formed the intendency of Casanare, its territory added to Boyacá once again, until the year 1973 when other territories were also segregated.” (Gobernación de Boyacá, 2008).

From this it can be inferred that the division of the *boyacense* territory into provinces is the reflection of “the forms of adaptation and transformation of the environment by their agents, descendants of the Chibchas and Spaniards (Ocampo, 1997, p. 59-60) and that provide it with an identity of its own that makes it different from other regions of Colombia. Said identity has an implicit strength of integration that fosters processes of diversity in the unit, of the vision of the parts the existence of which cannot be conceived without its group and its group that cannot be conceived without its parts.

PLANNING IN THE MANAGEMENT OF ENDOGENOUS REGIONAL DEVELOPMENT

In this section, the conceptual and theoretical elements that allow for the understanding of the role of the province for the planning in the management of the endogenous regional development are presented. To this end, the concept of planning is introduced and, afterwards, its role in the management process. At the same time, the approach of endogenous regional development is discussed, and it is told apart from the concepts of regional development and the theoretical approach. These elements will contribute to the analysis developed in the last section.

Planning

Planning is an intervention method in order to produce change in the course of certain events. For this, when applied to the conduction of a society, it is influenced by the ideas that orient it and is limited by the natural conditions in which it develops. Planning must lead to the efficient use of the geographic and social territory.

Planning helps to formulate plans, programs and projects for the regions with coordination. In addition to this, and as is indicated in *Ensayos sobre planificación regional del desarrollo* (ILPES, 1982), the planning of regional development highlights the interdependence of the localities of a region and it is possible to coordinate their development more effectively. For this reason, it is really important to organize the future regional development following certain directions that have been planned from the territories.

Planning and participation. Planning must come from the generation of consensus which allows for the organization of resources and the production of impact results in the individual and collective development. Due to the above, one of the characteristics of the planning process is Effective Participation. The planning process must provide a real possibility to intervene to all those who represent groups of interest, considering the opinions and interests of the different actors with the aim of prioritizing problems and actions, and achieving the highest level of social benefit possible. It must also allow for reaching agreements and defining purposes, objectives and shared goals, according to the concerted vision of the future (National Department of Planning, 2008).

Planning and development plans. As was indicated earlier, it is important to organize future regional development. If said organization takes the shape of quantitative goals, which should be reached in a certain period of time and describe the means to achieve those goals, the set of rules tends to be called a development plan. Development plans are significantly important, given that according to their dispositions and methods of preparation and execution “may serve as means to unify the country under a central direction without destroying the identity of the regions or achieving the decentralization of power and authority without risking national unity” (ILPES, 1982, p.33). Therefore, reciprocate

dependence between the different regions and between them and the rest of the country has to be taken into consideration.

The most outstanding characteristic of the plans is the “coordination in the space of the different economic and social activities for the future” (ILPES, 1982, p. 30). For that matter, it becomes an efficient instrument to point out to the national authorities, in a consistent way, the needs of and the possibilities for local development. Other characteristics of development plans are: pertinence, articulation, structure, integrality, viability, concertation and the possibility to be assessed (National Department of Planning, 2008).

Planning as a part of management

Planning is integrated into a more extensive and deeper process, which is management. Thus, the task of thinking about the future turns into a continuous improvement cycle.

Management should seek results efficiently and effectively regarding the reduction of poverty and the improvement of the quality of life of its inhabitants and, in consequence, advance towards sustainable integral development. It is a systemic process, which must count on the participation of the administration, the political organization and the community (Escuela Superior de Administración Pública, 2005). Good governance is the fundament of the administration.

Management includes planning, but also, it has an administrative and financial fundament.

Management and administration. According to the Ministry for Economic Development (1997), the different management instruments facilitate the administration of the territory as a whole with a fundament in the advancement of deconcentration and decentralization as well as the coordination of the public supply of goods and services. Deconcentration means to allocate resources responsibility by functions and executive capability in dependences or geographical places far away from the central level, although maintaining the hierarchical subordination of such units to the central authorities that allocate those tasks. Territorial decentralization implies advancing on a management model that provides a preponderant role in decisions regarding the subnational levels and the population. The transfer of the capacity to make and execute decisions to other levels is considered to be necessary in order to solve the problems in the territory where they take place (Government of Chile, 2009).

In the same way, to coordinate the public supply of goods, services and products in the territory is an administrative fundament of management, with the aim of guaranteeing that they are accurate, complementary, of quality and are provided in the adequate sequence, in case they are goods which are part of a input-output chain.

Management and financing. Management includes financing, which includes the handling of those resources which are generated and executed based on development. Financial

management is defined as: financial handling from the point of view of resource planning, execution, follow-up, and assessment, and finally, the way to acquire other resources. The financial determination or definition of the territory is a *sine qua non* condition in order to execute the plan (Ministry for Economic Development, 1997).

Thus, greater efficiency is obtained from public resources when synchronizing and complementing the actions in the territory. In the same way, it is possible to achieve greater efficiency in the execution of the public budget, since the actions of complementary services support each other, and are not obstacles to one another. Management must be oriented towards the formulation of regional budgets that are the financial expression of the plans and programs of the services that are present in the region or provide goods and services in the territory, adjusted to the national policy of development and to the national budget (Government of Chile, 2009).

In this way, it is essential to plan and manage at the same time. As indicated by Pogiese (1993), these processes are key so as to change the life conditions that are intended to be transformed.

Endogenous regional development

In this document, there is an emphasis on the *organization of territories*⁵ as one of the factors that determine the development of the region, taking into account that “the organized territory constitutes the domestic basis where the competitive advantage is built” (Baena, Sánchez & Montoya, 2006, p. 177-178). This emphasis is understandable from the approach of endogenous regional development.

However, before defining what this approach consists of, it is necessary to understand the meaning of regional development.

Regional development. It is a process of sustained social change that aims towards the improvement of the region, the community of people who constitute the regional society and each individual member, and the territory they occupy. As Hilhorst affirms (quoted by ILPES, 1982, p. 53), an increase in the wellbeing of the region must be reflected in “indicators such as income per capita, availability of services, adaptation of the legal-administrative system, etc. The view of regional development allows for taking care of the regions in a differential way and, therefore, of their particular problems, without losing the national perspective.”

The regions play a *creative role*, as indicated by Stöhr (quoted by ILPES, 1982), as they are presented as instruments for making decisions, on the active participation of the

⁵ To organize refers to putting something in order in view of a certain function or use. According to our text, the organization of the territory refers to the way in which the province, as a concrete place to which history has given recognition and importance, is used for planning, as a stage for participation as well as for the design and execution of projects, as will be seen later on.

populations, in the definition and execution of a combination of policies, plans and projects of local, regional and national development (to better organize and rationalize the local political pressure to take part in the decision-making process). This idea is based on the premise that regionalism – understood as regional consciousness, regional cultural patterns and regional solidarity- constitute a positive factor for development.

Regions can be justified in a wide technical field, mainly for decision-making and for coordination in the interior of the nation. But, apart from the technical element, the introduction of the regional concept means, as is also affirmed by Walter Stöhr, “to formalize and order a mental act that already exists, retake the implicit regionalisms it has” (quoted by ILPES, 1982, p. 159).

Endogenous regional development approach. Specifically, the theory of endogenous regional development aims to activate the internal capacities of the territorial organizations, to foster human talent, and organization and to take advantage of the culture and the local identity. In this way, the optimal use of growth impulses is achieved, as well as the design of effective strategies to reduce imbalances. Social and human capital, knowledge, and institutions, are all determined within the region and not exogenously.

Endogenous regional development includes four spheres: the *political* sphere, which refers to the territorial capacity to make relevant decisions, to the capacity to design and execute development policies and to the capacity to negotiate; the *economic* sphere, refers to the appropriation and the *in situ* re-investment of part of the surplus, with the aim of diversifying the economy, giving the territory a sustainable basis over time; the *technological-scientific* sphere and the *cultural* sphere as a matrix that generates a socio-territorial identity.

As can be seen, the endogeneity of development acquires multiple forms including the way in which the territory is organized, identified and used, because as is affirmed by Vázquez Barquero (quoted by DNP, 2008, p. 15) endogeneity would be defined by the territorial specificity of the problems. And, of course, the search for solutions is based on the enhancement of the natural conditions that are proper to the territory.

In this sense, endogenous regional development should make use of planning.

Firstly, the delimitation and circumscription of the planning to a particular and specific territory makes the “what-to-do” of the government easier, by putting as precedents the needs and particular potentialities of said territorial unit. Endogenous development indicates that in order to activate the internal capacities of the territorial organizations (such as the department) it is necessary to take advantage of the location and the ecosystem, the institutions, the production system, the culture and the identity, etc. A territory organized as from its peculiarities provides “a favourable environment for the transformation of the comparative advantages into sustainable competitive advantages” (National department of Planning, 2008, p. 17).

Secondly, the construction of instruments, of development plans from a territorial perspective, is significant for the management of development because it allows for the permanent articulation of the processes of planning, execution and assessment, always taking into consideration the efficient use of the resources available. Thus, the identification of “the capacities that are hidden, disseminated or misused” (Boisier, 1996, p. 6) is made easier as part of an endogenous view.

In this way, it is possible to acquire what Boisier (1996) denominates (within the political sphere of endogenous development) the *territorial capacity to make decisions*, which means to have the capacity to choose, design and execute (planning-management) a coherent development policy or policies.

To begin with, to what has already been said it can be added that the endogeneous view of regional development is an adequate framework that allows us to explain the scope of the province of Boyacá as a territorial, historical and functional unit in the planning of the management of the endogenous regional development.

THE PROVINCE: A UNIT OF PLANNING IN THE MANAGEMENT OF THE ENDOGENOUS REGIONAL DEVELOPMENT AT A DEPARTMENTAL LEVEL, 2004-2011

In this section, the role of the province as a unit of planning in the management of development in the governments of Jorge Londoño and José Rozo is analyzed.

Antecedents of the province as a planning unit

Development plans, compulsory as from 1994, the year in which Organic Law 152 of the Development Plan, acknowledge that the inclusion of the province as a territorial unit in the most recent development plans is the recognition of its natural political and administrative use, as can be seen in Table 1.

Table 1. Synthesis of development plans after Law 152 of 1994

| PLAN | TERRITORIAL DIMENSION | TERRITORIAL UNIT | HISTORICAL AND FUNCTIONAL UNIT |
|--|------------------------------|---|--|
| DEVELOPMENT PLAN TODOS POR BOYACÁ 1995-1997 | THE PROVINCE | Defined habitat [...] formed by provinces | <ul style="list-style-type: none"> - Channel to transfer the needs of the municipalities and the provinces to the level of departmental programs. - Territory for the coordination and integration of sectors. - Facilitates the exercise of subsidies and concurrence. -Stage of and agent for development. |

| | | | |
|--|---|--|---|
| <p>DEVELOPMENT PLAN BOYACÁ NUEVA HISTORIA 1998-2000</p> | <p>THE PROVINCE</p> | <p>The department of Boyacá is divided into 14 provinces [...] differentiated intervention in the provinces is required.</p> | <ul style="list-style-type: none"> - It is in the provinces where the policies, programs, actions, and regulations of the plan are executed. - Economic and social development are planned and fostered from the province. -The place facilitates the coordination, concurrence, subsidies and complementarity among the territorial entities. - Territorial unit [...] potential for regional development. |
| <p>DEVELOPMENT PLAN 2001-2003 EL RENACER DE BOYACÁ</p> | <p>There is no reference to the territorial dimension of the plan and the provinces involved are not mentioned.</p> | | |

Source: Elaborated by the author, adapted from Government of Boyacá (1995, 1998, 2001).

With the exception of the plan proposed for 2001-2003, which lacks territorial dimension, in Boyacá planning starts in the provinces. In addition, and depending on the needs of each particular moment, as well as on how to find greater effectiveness, the number of provinces is increased in order to adequately serve in the planning of the management of departmental development. In this sense, it is worth insisting on the great gap that the absence of references about territorial dimension or the political-administrative organization of the department in the plan 2001-2003 represent, a poor document that lacks a realistic vision of Boyacá and its people.

The province as a planning unit in the management of endogenous regional development. The Governments of Londoño and Rozo

Jorge Eduardo Londoño and José Rozo Millán, as governors of Boyacá for the Green Party, shared views of government that were imprinted in the planning of the management of the department.

With respect to the province as a territorial unit, the plan *Boyacá deber de todos* includes a section denominated *Caracterización departamental* (Departmental Characterization), in which it is indicated that the department is formed by 123 municipalities distributed in 12 provinces. At the same time, in the plan *Boyacá para seguir creciendo*, the department “is divided for territorial Management into 123 municipalities, which are grouped into 13 provinces.” Here, La Libertad is also acknowledged⁶.

Now, and in relation to planning and its participative character, in both plans the provinces were included as meeting territories for the elaboration of the plans. The development plan *Boyacá deber de todos* was created after 12 provincial meetings which “allowed for recovering the real sense of participation and enhancing the capacity to influence and have

⁶ What is interesting about this is that, in the framework of the Bicentenary, we were reminded of the role of Boyacá, *Cuna y taller de libertad nacional* (Cradle and workshop of national freedom).

an incidence in the design and in the future of the collective destiny” (Government of Boyacá, 2005), as shown in Figure 3.

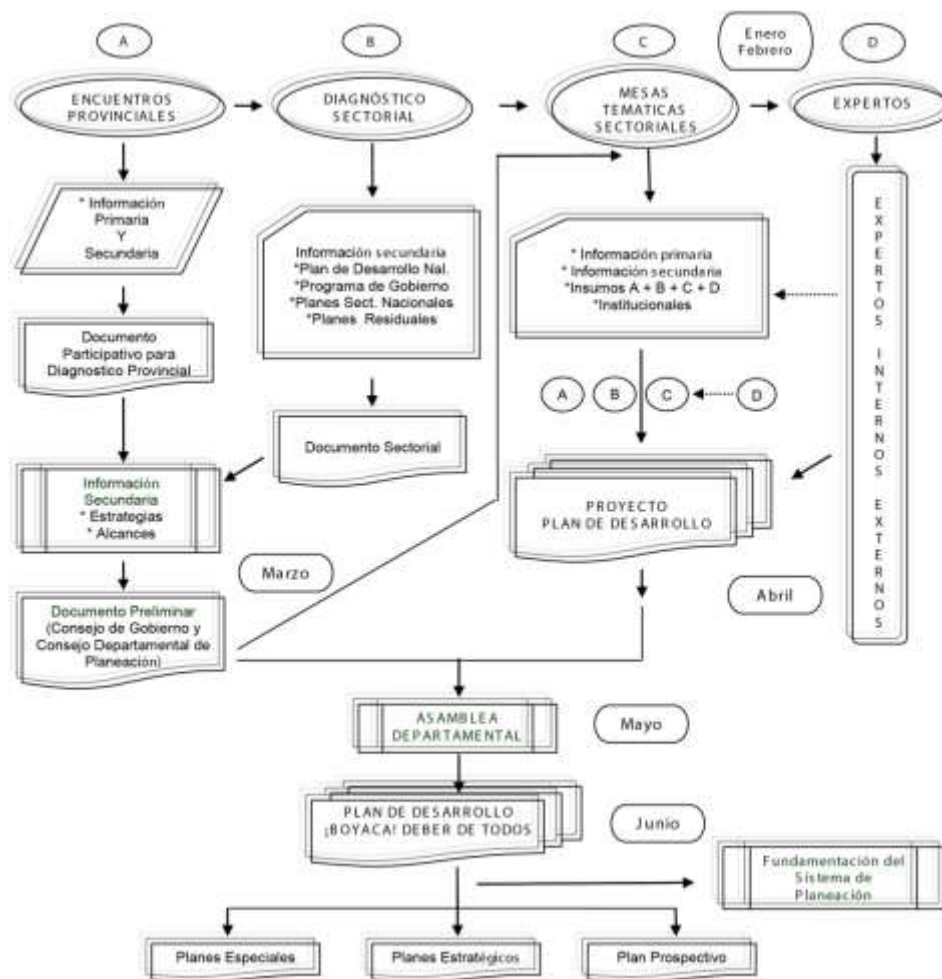


Figure 3. Development plan formulation process.
Source: Government of Boyacá (2005).

For its part, in the plan *Boyacá para seguir creciendo*, the province was included as part of the system of territorial planning of Boyacá through the *provincial councils*, where there was also community participation.

In addition, and with respect to the role of the management of endogenous regional development, the provinces had a strategic role. In both plans, they were included as part of

the so-called *regional systems* (Figures 4 and 5), which are projects to form a regional model of high-performance and mobility, strong enough to integrate with more advanced processes.

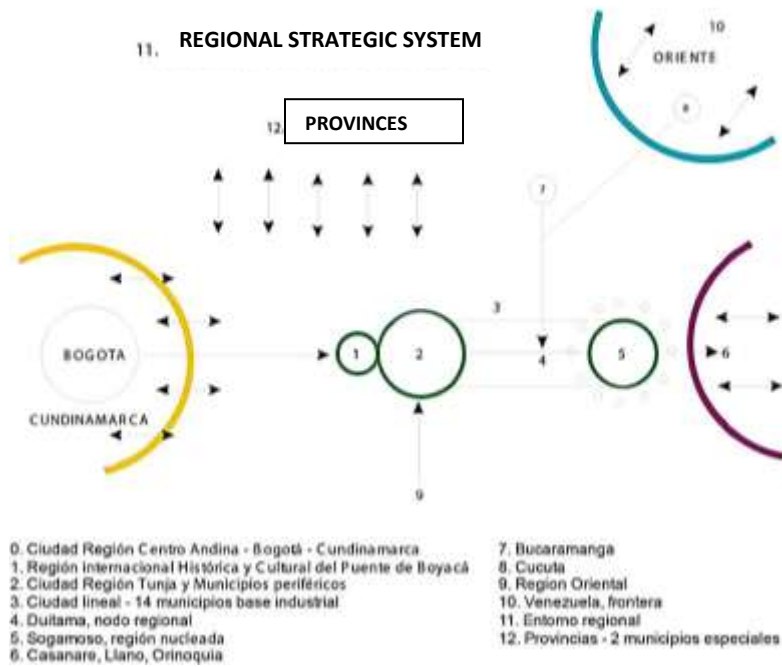


Figure 4. Regional systems.
Source: Government of Boyacá (2005).

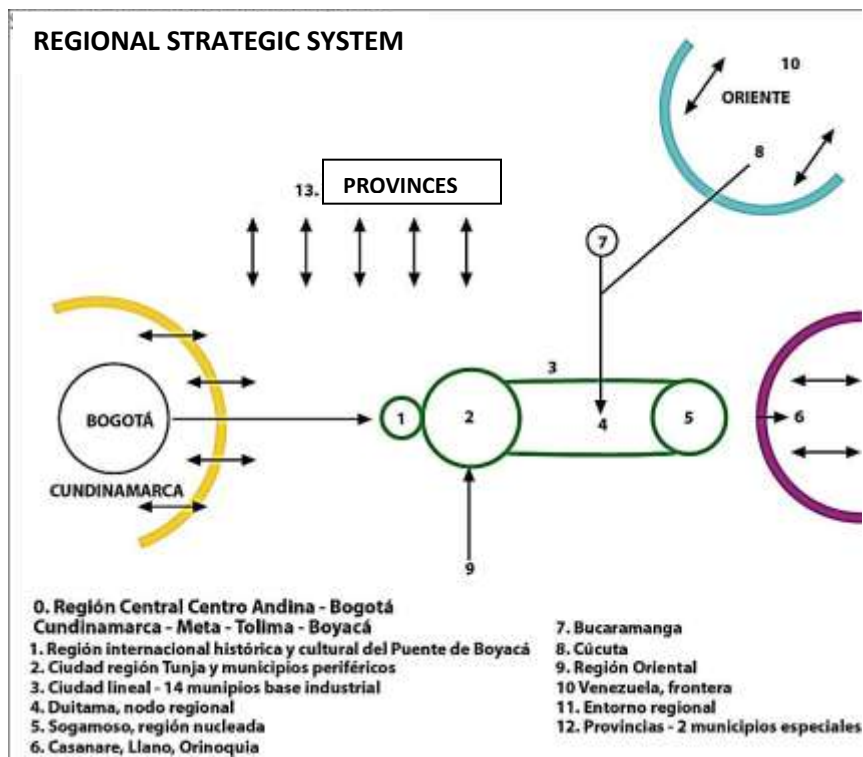


Figure 5. Strategic regional system.
Source: Government of Boyacá (2008)

Specifically, and according to the plan *Boyacá para seguir creciendo*, and as can be seen in Table 1, the territory is the actor, despite being the support and location of the processes of local and regional development, border integration and international competitiveness. For the above, in this plan there is a section called *Provincial Development* taking into consideration that:

The province is not only an intermediate territorial unit, but also a strategy of integral management for the regional development that strengthens the endogenous conduct to which the full jurisdictions of the Municipalities' Associations correspond, seeking to have an impact on the projects of prioritized attention of the Plan. The province, as far as we are concerned, is a territorial sub-system, urban regional. This means, the group of municipalities integrated for the purpose of the plan, taking into consideration the history and homogeneity features, articulated from the head or capital of the province, as the main administrative and business center. Provincial Development is associated with regional development, the search for identities and potentialities that allow for its strategic differentiation, optimal use and local articulation in an organic and systemic way, but also to the projects which are susceptible to luring local and foreign investment, public and private (Government of Boyacá, 2008).

At the same time, and in relation with the functions given to the regions as regards *Regional Development* (ILPES, 1982) and the functions identified for the provinces in the development plans, the following can be said:

Table 2. Departmental development plans

| FUNCTIONS OF THE REGIONS FOR NATIONAL AND SUBNATIONAL DEVELOPMENT | DEPARTMENTAL DEVELOPMENT PLANS |
|--|--|
| To create, analyze and project subnational information | This function is fulfilled by establishing, through a regulation that the department as a concrete habitat is composed of provinces that are the “channel to take the most felt needs to a departmental program level.” Clearly, the information obtained can lead to the creation of other provinces, due to economic, political or sociocultural reasons. Thus, the number varies between 12 and up to 14 provinces in the development plans of the last five governments. |
| To relate specific projects through a regional sub-aggregation | The analytical reading of the plans indicated that in the provinces: <ul style="list-style-type: none"> - Policies, programs, actions, and regulations are executed. - Economic and social development is planned and fostered. - Sustainable territorial development is achieved. - Provincial strategic plans are formulated. |
| To incorporate natural, human, and financial resources to the development process | The province is, without doubt, a <i>strategy of integral management for regional development</i> , since, as is indicated in the plans, it is the <i>stage and agent</i> , container and contained; it is important when used, but also in consideration to those who define those uses. |
| To organize and voice the political pressures, local and regional, to contribute to the decision-making process | The province is a fundamental part in the construction of the plans as it is the stage of participation (provincial councils, provincial meetings, etc.). |
| To contribute to a better spatial distribution of national investment | Development plans coincide in giving the province the function of: <ul style="list-style-type: none"> -Executing the policies, programs, actions and regulations of the plan. -Planning and promoting economic and social development. -Integrating and configuring the regional systems of development. -Managing the project by territories. |
| To coordinate sectorial investment by region | In this sense, the plans identify the provinces as: <ul style="list-style-type: none"> -Territories for the coordination and integration of sectors. -Members of the regional systems of development. - A figure of the regional strategic system of the department. |
| To introduce national criteria in the efforts to obtain a measure of regional autonomy | In the plans, it is indicated that the provinces: <ul style="list-style-type: none"> -Facilitate the exercise of subsidies, coordination, concurrence and complementarity with respect to territorial entities. -They are part of the system of the territorial planning of Boyacá through the provincial meetings and in the formation of provincial councils. |

| | |
|---|---|
| <p>To combine the flexibility of the units necessary for the development process, with the stability required by the sociocultural regionalism and the rigidity of an information system</p> | <p>The inclusion of the historical provinces in the planning of the management of endogenous regional development in Boyacá takes place due to the necessity for differentiated interventions that solve problems through the effective use of the existing resources and that is achieved when those in charge of making decisions know beforehand the elements particular to their field and, therefore, have access to true and appropriate information.</p> |
|---|---|

Source: elaborated by the author.

On the other hand, the province has been included as the scenario for the management of territorial projects. The project bank includes several categories: macro-projects, sectorial projects, provincial, and some special ones, in relation to its execution, among others. These projects, although connected with the national, departmental and municipal plans, are expected to have regional impact (Government of Boyacá, 2005).

Among said programs, developed at different times and in a particular way by each one of the governments, we can mention the following:

- National Fruit Plan. Development of fruit-growing in Boyacá (2006). This plan, elaborated by the Ministry for Agriculture, the Government of Boyacá, the National Fund of Fruit and Vegetable Support, the Fruit and Vegetable Association of Colombia (Asohofrucol) and the Society of Farmers and Cattle-raisers of Valle del Cauca, was designed and executed including the provinces as territorial dimensions of Boyacá: “Yellow *pitaya*: this fruit has a clear international market, but its exportable supply is very low. For Boyacá, 500 new hectares are recommended to grow them between 800 and 1,800 meters above sea level in the province of Lengupá, in the municipalities of Miraflores, Zetaquirá, Páes and Berbeo” (PFN, 2006, p.61).
- Regional Road Plan (2009). The design and the execution of the plan uses the provinces and provincial capitals as fundamental elements for the definition and prioritization of the strategic road axis. At the same time, when counting the road infrastructure built, this is grouped by provinces, as can be seen in Table 3.

Table 3. Road infrastructure projects 2011

| PROVINCE | Paving and Rehabilitation | Periodic Maintenance (Km) | Routine Maintenance (Km) | Bridges built |
|-----------|---------------------------|---------------------------|--------------------------|---------------|
| CENTRO | 5.5 | 44.95 | 464.7 | 7 |
| RICAURTE | 3.2 | 5 | 418 | 0 |
| OCCIDENTE | 2.9 | 0 | 1.012.5 | 0 |
| NORTE | 1.74 | 0 | 248 | 0 |

| | | | | |
|-----------------------|--------|--------|----------|-------|
| VALDERRAMA | 0 | 0 | 206 | 0 |
| LA LIBERTAD | 0 | 10 | 87 | 0 |
| NEIRA | 0 | 0 | 741.8 | 0 |
| LENGUPA | 0.55 | 0 | 50 | 0 |
| GUTIERREZ | 0.66 | 0 | 1.204 | 0 |
| SUGAMUXI | 27.4 | 0 | 428 | 1 |
| TUNDAMA | 9.63 | 0 | 245 | 2 |
| ORIENTE | 0.42 | 40 | 235 | 0 |
| MARQUEZ | 0.22 | 31.1 | 119 | 0 |
| TOTAL EXECUTED | 52.220 | 131.05 | 5.459.00 | 10.00 |

Source. Comptroller General of Boyacá (2012).

- Educational Plan “Along the Paths of Knowledge” (2008-2011). As indicated in the report of the Comptroller (2012), educational institutions are grouped provincially and that is how they operate. “An association agreement was subscribed between the department, the educational association alliance and foundation Antonio Puerto with the objective of strengthening and improving educational quality, with an focus on human rights, children and adolescents of 11 educational institutions of the province of Gutiérrez” (p. 30).
- Mental Health Program (2005-2009). It makes an analysis of mental health in the department from the provincial and municipal point of view, as shown in Figure 6.

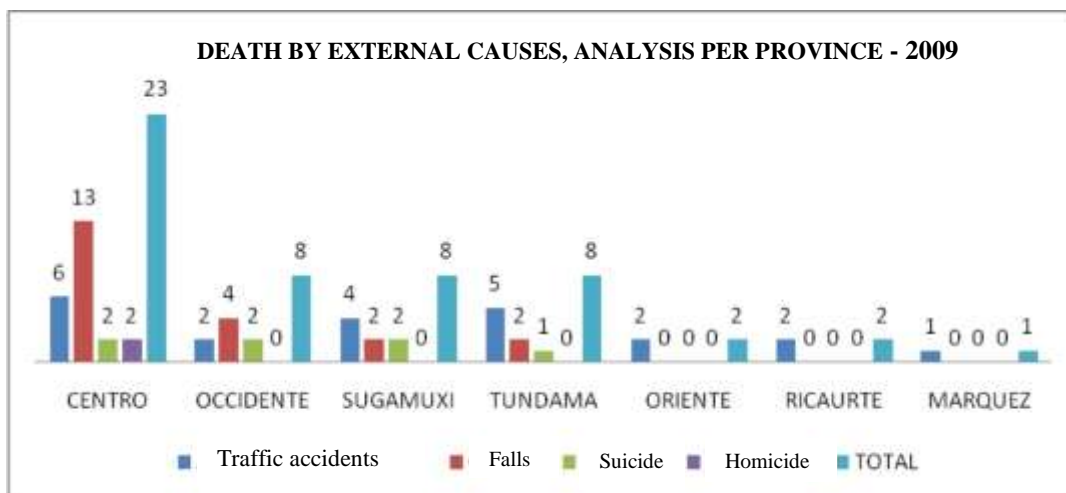


Figure 6. Death by external causes, analysis per province 2009

Source: elaborated by the mental health team of the department of Boyacá and adapted by the Comptroller General of Boyacá (2012)

- Provincial Deconcentrated Units (2009). Previously known as Nucleous Administrations, during the government of Rozo, they were transformed with the aim of optimizing their work as the link between the Departmental Secretary and the educational institutions. For this reason, the department was divided into 15 provinces: Ricaurte is divided into Ricaurte Alto and Ricaurte Bajo, Sugamuxi is joined to La Libertad, and Cubará and Puerto Boyacá are reactivated (Secretariat of Education of Boyacá, 2009, p.1-5).
- Tierra Viva Strategy (2008-2011). Developed by the departmental government in order to face extreme poverty, it includes “the geographic location of the poorest, the characterization of the natural resources of the territory, an appropriation of the strategy to a local level, interinstitutional coordination to favour the reduction of poverty,” from a provincial and municipal perspective, according to what was described in reports from the Administrative Department of Planning, quoted by Emily Belland in the work document called *Dinámicas regionales, economía y pobreza: departamento de Boyacá* (2013, p.28).

Thus, and through the provinces, first, the participative and concertation nature of planning is fulfilled; second, the management of development is facilitated and, with it, the coordination of social, economic, and political activities; third, the work of the municipal and the departmental governments is reinforced by making use of the principles of coordination, subsidy and concurrence that exist between the different levels of government and that are present in the Political Constitution.

CONCLUSIONS

For planning as a dimension of the management leading to the improvement of the life conditions of a community, it has to start from the adequate use of the territory. And the plans, as a result of the planning process, necessarily have to establish themselves in a specific territorial dimension, so the perspective of development is a sole one. Said dimension is more adequate when it already exists and, even better, if it is used in the long term.

As was seen in each of the plans analysed, but in particular in the recent ones, the province is, from a territorial perspective, the unit from which to think about what to do and how to do it, of the *boyacense* governor. And it is so, because it is part of the communal and shared view that the citizens of the department have, but also because it exists administratively and politically. For that matter, it is more practical to think about Boyacá provincially.

Through the provinces, the identity of the *boyacense* population and the natural characteristics of its relief become more profound, activities of the associate municipalities are coordinated and departmental projects are fostered, as was clear in four of the five development plans analyzed. Particularly in the plans, programs and projects carried out in the periods 2004-2007 and 2008-2011, the province was used to *create, analyse and project subnational information*, which effectively led to “taking the most felt needs to the level of

departmental programs,” and included the variation in the number of provinces which, depending on the need and the government, have been up to 15.

Conversely, the use of the province as a territorial unit to which history and its use give sense, allowed for the *incorporation into the development process of natural, human, and financial resources* which the department actually has, which indicates that the province is a *strategy of integral management for regional development*. In this way, it was possible to *contribute to a better spatial distribution of national investments*. At the same time, the provinces allowed for the coordination of sectorial investment by regions and the relation of specific projects with specific territories where policies, programs, actions and particular norms were executed in the health, education, agricultural and road infrastructure fields, among others.

They were also a political tool, because they gave way to the organization and rationalization of local and regional political pressures in order to contribute to the national decision-making process, through meetings, such as provincial dialogs, which were definitive in the participative construction of the plans.

And finally, *by combining the flexibility of the necessary units for the development process, with the stability required by the sociocultural regionalism and the rigidity of a continuous information system*, the inclusion of the 12 historical provinces, but also of the other provinces (as in the case of education), it made the development of differentiated interventions easier, which reflected the rationalization of the decision making based on trustworthy and accurate information. It is about being truly conscious about the way society is perceived in Boyacá, of using what we have in the best possible way and realizing that what we will be is inherent in what we already are.

The identification of the province as a territorial, historical and functional unit of planning in the endogenous regional development in Boyacá, firmly depicts the natural correlation between the organization of the territory and the development of a human community.

REFERENCES

- Baena, E., Sánchez, J. J. & Montoya, O. (2006). Algunos factores indispensables para el logro del desarrollo regional. *Scientia et Technica*, 31, 177-178.
- Belland, E. (2013). *Dinámicas regionales, economía y pobreza: departamento de Boyacá* [en línea]. Documentos de trabajo de Rimisp. Recuperado de http://www.rimisp.org/wp-content/files_mf/1379097015Doc21AguayPobrezaBoyaca.pdf.
- Boisier, S. (1996). *El vuelo de la cometa. Una metáfora para una teoría del desarrollo territorial*. Recuperado de: <https://www.u-cursos.cl/fau/2011/2/GEO-704/1/material.../13712>.

- Contraloría General de Boyacá. (2012). *Situación de las finanzas públicas del departamento de Boyacá*. Tunja: Contraloría General de Boyacá.
- Contraloría General de Boyacá. (2012). *Seguimiento al objetivo del milenio “Mejoramiento de la salud sexual y reproductiva en Boyacá”*. Tunja: Contraloría General de Boyacá.
- Departamento Nacional de Planeación. (2008). *Características del desarrollo territorial departamental*. Recuperado de http://www.incoder.gov.co/documentos/Estrategia%20de%20Desarrollo%20Rural/Pertiles%20Territoriales/ADR_GARCIA%20OVIRA/Documentos%20de%20Apoyo/DNP%20Caracterizacion%20de%20desarrollo%20territorial%20departamental.pdf
- Escuela Superior de Administración Pública –ESAP-. (1998). *La planeación del desarrollo territorial. Nuevas perspectivas*. Bogotá: ESAP.
- Escuela Superior de Administración Pública –ESAP-. (2005). *Gestión pública local*. Recuperado de http://www.dnp.gov.co/archivos/documentos/DDTS_Gestion_Publica_Territorial/1aGestion.pdf.
- Gobernación de Boyacá. (1995). *Plan de Desarrollo 1995-1997 Todos por Boyacá*. Tunja: Gobernación de Boyacá.
- Gobernación de Boyacá. (1998). *Boyacá 2000. Nueva historia. Plan de desarrollo 1998.2000*. Tunja: Gobernación de Boyacá.
- Gobernación de Boyacá. (2001). *Plan de Desarrollo 2001-2003. El renacer de Boyacá*. Tunja: Gobernación de Boyacá.
- Gobernación de Boyacá. (2005). *Plan de desarrollo departamental Boyacá deber de todos 2004-2007*. Bogotá: Ediciones Jurídicas Gustavo Ibáñez.
- Gobernación de Boyacá. (2008). *Plan de desarrollo “para seguir creciendo”*. Recuperado de <http://www.boyaca.gov.co/?idcategoria=5478#>. Plan de Desarrollo.
- Gobernación de Boyacá. (2008). *Ordenanza número 010 de 2008*. Recuperado de <http://www.boyaca.gov.co/?idcategoria=5478#>.
- Gobierno de Chile, División de Desarrollo Regional Departamento de Fortalecimiento Regional. (2009). *Guía metodológica sistema de gestión territorial integrada*. Recuperado de: http://www.bosquesandinos.info/biblioteca/DC_024.pdf.

- Herrera, M. & Bonnett, D. (2001). Ordenamiento espacial y territorial colonial en la “Región Central” neogranadina. Siglo XVIII. Las visitas de la tierra como fuente para la historia agraria del siglo XVIII. *América Latina en la historia económica*, 16, 11-32.
- ILPES. (1982). *Ensayos sobre planificación regional del desarrollo*. México: Siglo Veintiuno.
- Ministerio de Justicia y del Derecho de Colombia. (1998). *Constitución Política de Colombia*. Bogotá: Imprenta Nacional.
- Ministerio de Desarrollo Económico de Colombia. (1997). *Serie procesos de aplicación. Aproximación conceptual*. Recuperado de http://www.corantioquia.gov.co/docs/PGAR/ANALISIS/pdfs/5.%20DIMENSION%20URBANO_REGIONAL.pdf. Serie.
- Ocampo, J. (1997). *Identidad de Boyacá*. Tunja: Jotamar.
- PFN. (2006). Desarrollo de la fruticultura en Boyacá. Recuperado de: http://www.asohofrucol.com.co/archivos/biblioteca/biblioteca_100_BOYACA.pdf
- Poggiese, H. A. (1993). *Metodología FLACSO de planificación-gestión (planificación participativa y gestión asociada)*. Recuperado de http://www.flacso.org.ar/uploaded_files/Publicaciones/Metodologia.FLACSO.de.planificaciongestion.pdf. Cartilla.
- Rodríguez, E. (2007). Las disparidades interprovinciales en Boyacá. *Revista Apuntes del CENES*, 27, 205-256.
- Secretaría de Educación de Boyacá. (2009). Conformación equipos provinciales. Recuperado de: http://www.sedboyaca.gov.co/descargas2011/EQUIPOS_PROVINCIALES.pdf
- Secretaría de Planeación. (1998). *Boyacá 2000. Nueva historia. Plan de desarrollo 1998.2000. Boyacá potencia productiva, justa y solidaria*. Tunja: Gobernación de Boyacá.
- Secretaría de Planeación. (1998). *Boyacá potencia productiva, justa y solidaria*. Tunja: Gobernación de Boyacá.
- Universidad Colegio Mayor de Nuestra Señora del Rosario. (2009). *Proyecto de apoyo y acompañamiento a la ciudad de Ocaña*. Inédito.

Uribe, J. A. (2009). La provincia en el modelo territorial colombiano. Estado del arte.
Revista virtual Via Inveniendi et Iudicandi, 8, 1-43.