

WEAKNESSES IN THE TERRITORIAL PLANNING OF A CITY AND ITS METROPOLITAN AREA IN A REGIONAL BORDER AREA

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Abstract. The situation of a city and its metropolitan area on the Colombian-Venezuelan border was analyzed from the study of the urban-spatial, urban-environmental and socio-economic dimensions, to identify the weaknesses of the territory and reflect on the formulation of urban strategies for the local and national-binational contexts in compliance with the urban functions of the city and the principles of territorial sustainability. A qualitative methodology of the inductive-analytical method was used, as documentary data collection source. As relevant findings, it was found that the city must address the organization and management of the territory in political (social, cultural and environmental) - administrative matters to formulate instruments that contribute to the planning, management, occupation and regulation of the territory in response to weaknesses such as socio-spatial segregation, land informality, migration and environmental pollution of rivers.

Keywords: Metropolitan Area, city, urban function, border, territorial planning.

1. INTRODUCTION

This study is based on the need for a border city between Colombia and Venezuela to record information on the attributes of the territory, taking into account that this information is an input for decision-making in territorial planning and management. The study contributes to the fulfillment of the urban functions of the city since the identification of the weaknesses of the territory favors the recognition of aspects that affect the socio-economic development; and these, once identified and corrected, can promote the improvement of the quality of life, both of the inhabitants and of the environment.

This study considers the concept of city-region, defined by Boiser (2006) as a territory composed of articulated subsystems of complex characteristics, tending to generate economic and social growth; in addition to the conformation of a system of secondary cities that promote the

exchange between the region and the world (p. 178). In the case of Cúcuta, from its connotation, this study adopts the concept of regional border space from the line of thought of authors such as Linares and Gómez (2012) who from the 1990s and as a result of globalization, for promoting regional development, border areas must articulate and make their exchange role more flexible and act as transition zones or spaces (physical, economic, political) between States, to promote the socio-economic, cultural and historical growth of border territories (pp. 52-53).

Additionally, this research analyzes the dynamic and static relationships of the city, as well as the dimensions: urban-spatial, urban-environmental and socio-economic, under the support of Racionero's approach (1978, cited Bernal, 2015) for whom:

City systems constitute the key level for fostering the processes of diffusion and adoption of innovations that will bring about economic and cultural development. The study of city systems brings as a consequence the initiation of general plans for national territorial planning (p. 80).

2. METHODOLOGY

This research article is derived from the project “Imaginary, representations, stories and narratives about city, border and migration” under the research line Territory Management of the Research Group TAR_GET and the Research Group on Pedagogy and Pedagogical Practices INPEPRA of the Universidad Francisco de Paula Santander, Cúcuta - Colombia.

This research uses a qualitative approach methodology, described by Hernández (2014) as one that is based on a logical and descriptive process without manipulation of variables or reality, it is based on the interpretative perspective of the events of the subject under investigation, taking into account that the meaning of the data is extracted, without the need to analyze them statistically, “although the count can be used in the analysis” (p. 8-10). Its method is inductive, understood by Dávila (2006) as the way to generate knowledge from the particular observation of facts and phenomena, to which probable conclusions can be granted; and to the analytical method, because it originates from the recognition of reality, analyzed through variables that identify the characteristics that accompany it and the relationship between them (Calduch, 2014, p. 30).

The source of data collection is documentary since it attempts to read and give interpretative meaning to documents through a process of systematization, synthesis and analysis; through which a theoretical framework can be produced to support the development of subsequent studies (Gómez, 2011). This research focused on the review of official and research documents from the approach of urban geography, reflecting on aspects such as Metropolitan Area and regional border space, from which the following components were analyzed: urban-spatial, urban-environmental and socio-economic, necessary for the fulfillment of the urban functions of the city.

The structure of this document consists of two titles, the first one The territory of Cúcuta, which develops a descriptive contextualization of the city of Cúcuta and its Metropolitan Area; the second title Analysis of Cúcuta as a metropolitan nucleus condenses developed from the dynamic and static relations of the city and the components: urban-spatial, urban-environmental and socio-economic. Finally, conclusions are presented.

4. RESULTS

4.1 The territory of the city of Cúcuta

The city of Cúcuta is located in the central-eastern part of the department of Norte de Santander, Colombia. Its geographical boundaries are comprised of the municipalities of Tibú, el Zulia, San Cayetano, Bochalema, los Patios, Puerto Santander and the Bolivarian Republic of Venezuela, it has an area of 1,176 km² (Ayala & Coronel, 2019) and a projected population of 777,106 inhabitants by 2020 according to data from the National Population and Housing Census (Departamento Administrativo Nacional De Estadística DANE, 2018).

As can be seen in Figure 1, the Metropolitan Area of Cúcuta is integrated by the municipalities of Villa del Rosario, Los Patios, el Zulia, San Cayetano and Puerto Santander, it was created by ordinance number 40 of January 3, 1991, and put into operation by decree 508 of July 3, 1991 (Área Metropolitana de Cúcuta, 2019). According to the Integral Metropolitan Development Plan PIDM (2012-2015), its extension represents 9.6% of the territory of Norte de Santander with 2,045 km² and “congregates two-thirds of the total population of the department of Norte de Santander in only six of the Municipalities of the forty that comprise it and in less than 10% of its territorial extension” (Gómez, 2010, p. 10).

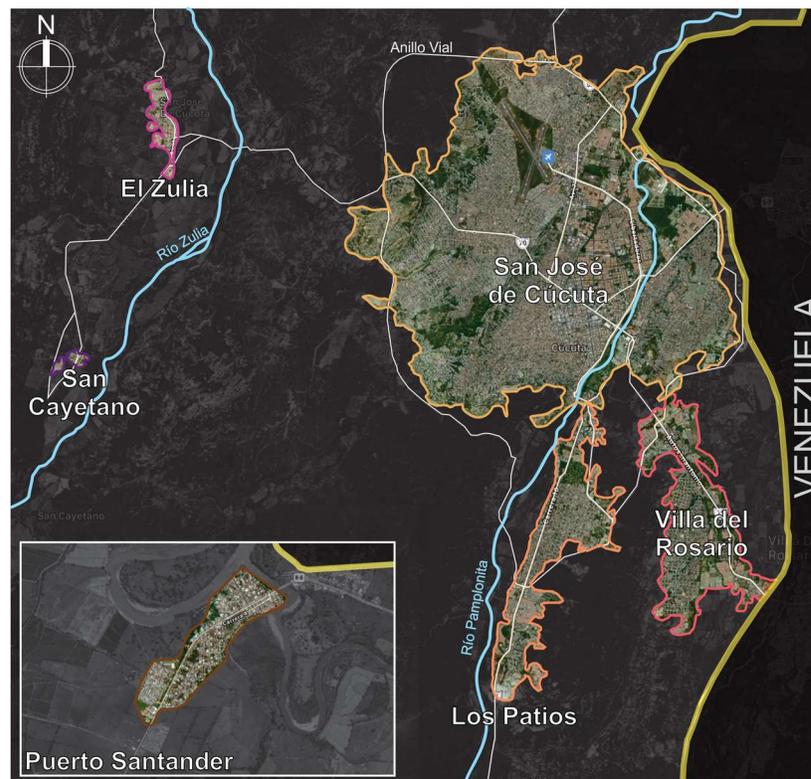


Figure 1. Cúcuta Metropolitan Area Location

Its geographic position forms a metropolitan urban stain that connects several nuclei and, which establishes the dynamic heart of a region that communicates two countries, subscribing to an axis formed by the cities of Cúcuta, San Cristóbal, San Antonio and Ureña (Ayala & Rodríguez, 2014; Urdaneta, 1998), which are part of a regional border space characterized by a historical, economic, social and cultural exchange (Linares & Gómez, 2012; Ayala & Hernández, 2017). For the Financiera del Desarrollo Territorial (Findeter, 2016) this border zone is a highly interrelated space “that forms a single market for labor, trade and use of shared services” (p. 118).

The city of Cúcuta communicates with the interior of the country through the connection with Bucaramanga, and with the rest of the country “with the Magdalena valley through Ocaña, and with the north of the Eastern plains, and especially with the large economic centers and the main ports of the country” (Findeter, 2016). This allows communication not only at the mobility level but also promotes the exchange of goods and services within the Colombian territory.

The aforementioned aspects that describe the department of Norte de Santander, its capital and its Metropolitan Area, allow us to understand that, as a region, territorial planning constitutes an essential input to promoting the development and physical, economic and social transformation of the territory. This favors the identification of the physical-spatial, urban-environmental, socio-cultural and political-economic potentialities of the future of the territory, as well as the construction of the identity, imaginaries and roots of the population for the area in which they live (Ayala, 2020).

For Bernal (2015) a regional urban analysis favors the understanding of territorial dynamics from the national, municipal departmental, metropolitan and binational context, and invites to reflect on the importance of generating policies, strategies and decision-making for regional urban development, the welfare of the inhabitants, the social transformation of the territory and the fulfillment of the urban functions of the city (Ayala & Coronel, 2019).

5. DISCUSSION

5.1 Analysis of Cúcuta as a metropolitan nucleus

This document identifies the urban weaknesses of Cúcuta and its Metropolitan Area, based on the analysis of the dynamic and static relationships of the city, as well as the urban-spatial, urban-environmental and socio-economic components. This initiative is supported by the approach of Racionero (1978, as cited in Bernal, 2015) for whom the study of city systems generates the beginning of national land management plans.

5.1.1. Urban-spatial component

The contributions generated by authors such as Cely & Coronel (2019) are highlighted, who highlights how through the history of the city it is possible to understand the dynamics that have accompanied its urban-spatial growth through social, economic, political and cultural analysis

focused on land use planning. These authors prioritize the city of Cúcuta in five (5) periods of analysis 1850-1900; 1900-1950; 1951-1970; 1971-200 and 2001-2018.

In this regard, they point out that for the period between 1850-1900 the city presented economic growth related to the arrival of foreigners, in 1876 Ejidos were destined away from the center of the city and services for the working class and the Callejón neighborhood was born. In 1940 the isolated area (Ejidos) was connected to the city center and the General Santander stadium was built. Representative urban events during the period 1951-1970 include the informal population growth of 6% (1951-59), as well as the creation of the Cúcuta Regulatory Plan (1954), the development and planning of the city (Agreement 002 of 1962 for Cúcuta) and in 1960 the creation of the Transportation Center. The appearance of informal settlements such as Belén on land belonging to the National Army, Comuneros, Chapinero, Cundinamarca, Claret, Carora, la Divina Pastora, San Miguel, Santander, Barrio Nuevo, Gaitán and Magdalena.

Between 1971-2000, the Camilo Daza Airport, the road corridors (Atalaya Highway, International Highway, International Bridge Airport Avenue and Bocono Road), the urban planning code (1975) and the city's urban development code (Agreement 058, 1991) were created, Law 388 (1997) was approved, which established the mandate for all municipalities to formulate Land Management Plans, and in 1997 the recovery of the public space on Avenida Sexta was carried out.

The urbanization processes of this period included the appearance of the informal settlements Antonia Santos, Toledo Plata, San Martin, Magdalena, La Libertad (Bogotá, Bellavista, Aguas Calientes, Policarpa and Valle Ester), Motilones and Ospina Pérez. In the eighties the settlements Belisario, Morelli, Bajo Pamplonita, Aeropuerto, La Hermita, Buenos Aires, María Teresa, María Auxiliadora, Scalabrini, Nueva Esperanza and El Oasis appeared. In the nineties the sector of Alonsito, Caño Limón, Paz y Progreso, Camilo Daza, Cinco de Mayo, Brisas de los Molinos, Juana Rangel, La Primavera, Brisas del Sinaí, Brisas de los Andes, La Florida, Trece de Mayo, Juan Pablo II, Villa Nueva, Villa de las Américas, Brisas de la Hermita I and II, Rafael Núñez, Seis de Mayo and Divino Niño were consolidated.

In the period 2000-2010, at the urban-social level, the creation of the Land Management Plan (Agreement 0083, 2001) and the paramilitary domination in Catatumbo (2003) took place; between 2004-2008, the Bolivarian Republic of Venezuela faced a period of an economic boom that positively affected the Colombian territory, a factor that differs from what happened from 2010 due to the massive arrival of migrants to the city of Cúcuta in response to the problems of the Venezuelan territory. After this year, Cúcuta registered high rates of housing deficit and an increase in the number of properties to be legalized. This was reflected in the urbanization processes that promoted informal settlements such as Las Delicias, Manuela Beltrán, La Isla, Guadalupe, Villas de la Paz, La Conquista, Valles de Jerusalén, Caracoles, La Esmeralda, El Suspiro, Colinas del Tunal, Alfonso Gómez, among others.

Finally, in the 2001-2021 period, Agreement 089 of 2011 “whereby a modification to the Land Management Plan of the municipality of San José de Cúcuta” was approved, the construction of 3,150 free housing units located between San Fernando del Rodeo, Los Estoraques and

Cormonares under the Free Program of the National Government with the support of the UNHCR, Metrovivienda and the Secretariat of Social Development for the legalization of urban settlements.

In 2015 the city stood out nationally among the ten cities with the best real estate dynamics (Instituto Geográfico Agustín Codazzi, 2016). DANE (2017) noted that Cúcuta and its Metropolitan Area registered the second highest unemployment rate and in 2017 there was an increase in the massive arrival of Venezuelan migrants to informal settlements located on the western ring road. In this regard, in 2018 the United Nations Office for the Coordination of Humanitarian Affairs (2018) highlighted that for the period January-October 2018 human mobility exceeded 66% of the data established for 2017 and the last five years. This is when taking into account that for 2018 around 30,000 people were displaced; due to events such as clashes between armed groups (68%), which for the case of Norte de Santander corresponded to 32% (clashes between the ELN and the EPL) derived from massive events that mobilized in the territory more than 12,600 people.

In response to the quantitative housing deficit, the National Ministry of Housing, City and Territory selected 4,346 housing units through the National Program called “Housing for Savers (VIPA)” from the six projects presented by Cúcuta, Villa de Rosario and Pamplona. According to the above, it can be observed that the growth and occupation of land in the city of Cúcuta have developed from an informal pattern, especially between the 70s and 90s, forcing the city to propose strategies in search of regularization of urban land and coverage of the housing deficit. According to the 2005 census, the quantitative housing deficit was 18,597 units and the qualitative deficit was 23,106 units, as a result of the segregation of the territory within the urban-spatial component of the city (Ayala & Coronel, 2019).

For Cervio (2015), the analysis of the city from the perspective of urban-spatial segregation is a process that allows understanding of the extent of urban land, as well as its level of infrastructure, services and consumption, which should be subject to planning and control as a fundamental part of the urban fabric of the city. The understanding of the territory can be obtained not only from the local scale but from the city-region approach, taking into account that according to authors such as Bernal (2015):

Planning links systematic processes associated with a territorial problem or condition, in search of scenarios for the generation of intervention strategies (...) planning is then presented as an essential action and complement in the process of land management, framed in components of various kinds, which regulate land use, regulate the conditions for its transformation and/or conservation and thus promote the effective transformation of the territory. (p. 79).

5.1.2. Urban-environmental dimension

Within the urban planning process of cities, environmental aspects that lead to the identification of possible risks associated with the territory should be considered. According to

Lezama & Domínguez (2006), this process should consider integrally the coordination of the territory, the environment and the urban, to offer sustainable development alternatives.

The regional urban analysis delves into the environmental component taking into account the attributes of the territory and variables of analysis such as the main ecological structure (bodies of water, geographical conditions, protected area systems), fiscal-environmental conditions, risk areas and environmental pollution and environmental policies, plans, programs and projects in the territory (Bernal, 2015, p. 11-24).

In the city of Cúcuta, planning has not considered the urban-environmental dimension. This can be evidenced in the sectors that present high vulnerability indexes in socio-environmental matters, derived from natural disasters such as the winter wave (from the year 2010), and the location of housing in areas of high unmitigable risk where the municipality has had to address emergencies and relocation processes of families (2012-2014) from the program of the “One Hundred Thousand Free Housing” of the National Government (Ayala & Coronel, 2019).

Table 1 specifies the phases of the presentation of the affected families of the city of Cúcuta due to disasters and/or location of housing in high-risk areas not mitigable corresponding to the period 2010- 2014, for the call of the One Hundred Thousand Free Housing according to Article 12 of Decree 1921 (2012), issued by the Ministry of Housing, City and Territory.

Table 1
 Damaged Reported By The Municipality Of Cúcuta Due To Natural Disaster And / Or Located In High-Risk Zone Not Mitigable Presented By The Municipality From 2010 To 2014.

Phase	Families Presente	Objecti ons	Postulat ed Family	Sectors by emergency
1	200	6	194	San Rafael, Tucunare, Virgilio Barco, Nueva Esperanza, El Paraíso and El Salado.
2	200	88	112	Antonia Santos, Los Olivos, Sabana Verde, Tucunare, Los Alpes, La Florida, Motilones, La Victoria, San Miguel, San Mateo, Pizarro, Cundinamarca, Carlos Ramírez Lozada and La Libertad.
3	2272	200	2072	Inclusion of neighborhoods registered in the Minutes of Meeting No 005 of the Municipal Council for Risk and Disaster Management of Cúcuta (CMGRD) (Mayor's Office of Cúcuta. 2014).

Results of lists sent	2672	294	2378	Total number of families submitted at the national level as stipulated in Decree 1921 of September 17, 2012, in which 2,672 families were submitted.
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Source: *Metrovivienda (2015)*.

Table 2 highlights that for the two deliveries made in the period 2012-2014, 156 houses were awarded and delivered turnkey, in the first delivery and 450 houses in the second delivery to families affected by the aforementioned natural disasters.

Table 2

Summary Of Deliveries Made To Beneficiaries Of The One Hundred Thousand Free Homes Program In The Natural Disaster Profile and/or Located In Non-Mitigable High Risk Zone.

Housing Deliveries One Hundred Thousand Free Housing Program period (2012-2015)

Delivery	No of Dwellings	Communes	Neighborhoods Benefiting from Housing Allocation
1	156	Commune 8	Nueva Esperanza, Olivos, Antonia Santos, Cúcuta 75, Siete de Agosto, Coralinas, Sabana Verde, Palmeras.
		Commune 6	Sevilla, Virgilio Barco, Salado, San Gerardo, Airport, Carlos Pizarro.
		Commune 7	Motilones, Tucunare, Florida, Chapinero and Claret
		Commune 10	San Rafael, Gaitán, San Miguel, Cundinamarca, Puente Barco, Santo Domingo.
		Commune 3	Bogotá, San Mateo.
		Commune 4	Old Escobal, Fantasy Island.
		Commune 9	Loma de Bolívar, Alpes, Victoria.
		Commune 8	Olivos, Desierto, Desierto, Antonia Santos, Cúcuta 75, Siete de Agosto, Coralinas, Sabana verde, Palmeras, Niña Ceci, Doña Nidia, Belisario, Cerro Pico, Palmeras, 13 de mayo, Cañada, Quebrada

2	450	Seca, Valles del Girón, Victoria, Brisas de Paz y Futuro, Brisas del Mirador.
6	Commune	Sevilla, Virgilio Barco, Salado, Carlos García Losada, Airport. María Paz, Carlos Pizarro, San Jerónimo, Torremolinos, Brisas de los Molinos, Cerro Norte, Cerro de la Cruz, Brisas del Aeropuerto, Toledo Plata, Colinas del Salado.
7	Commune	Tucunare, Florida, Chapinero, Camilo Daza, primavera, Escalabrini, Paraíso, Ospina Pérez.
10	Commune	Tucunare, Florida, Chapinero, Camilo Daza, primavera, Escalabrini, Paraíso, Ospina Pérez.
3	Commune	Bogotá, San Mateo, Libertad, Bellavista, Santa Ana Nuevo Milenio, Poli Carpa, Coralinas, San Martín.
4	Commune	Viejo Escobal, Fantasy Island, Santa Teresita, Florida Chiveras.
9	Commune	Loma de Bolívar, Manuel Beltrán, 28 de febrero, Pueblo Nuevo, Reposo, Alpes, Carora, San Miguel, Cundinamarca, Rudesindo Soto.

Source: Metrovivienda (2015).

It should also be taken into account that according to Flórez & Pedroza (2006) the city presents a high level of seismicity, because “it is located in an area of high tectonic complexity, delimited by the Bucaramanga, Bocono and Montes de Oca faults, of recognized activity. The geographical location of the city, on the foothills of the Eastern Cordillera, is influenced by the seismic dynamics coming from the frontal fault of the aforementioned mountain range and the thrust developed by the Guiana shield of Venezuela” (p. 3).

On the other hand, the Pamplonita and Zulia rivers are identified as natural determinants that directly affect the ecosystem and have repercussions on air, soil and water quality. In this sense, it is highlighted that the physical-environmental importance of the Pamplonita River is due to its profile as a natural structuring axis that divides the territory of Cúcuta and the fact that it shares boundaries with the Bolivarian Republic of Venezuela, giving it a binational profile (Resolution 00761, 2014; Ayala & Coronel, 2019).

As can be seen in Table 3, for Rondón (2015), the Pamplonita River has an impact on the population of the department (65.3%) in an area of 2,213 km², which represents 10.2% of the department's area, taking into account that 81.1% living in urban centers congregate in the Metropolitan Area of Cúcuta (p. 3), the Zulia river is a binational basin that crosses 15.7% of the North Santandereano territory and the lower part of the Venezuelan territory.

Table 3

Summary of Municipal Area and Population of the Municipalities of the Pamplonita River Basin, According to DANE (2005).

Municipality	Official area km ²	Total population	Urbana	Rural	% Urban	% Rural
Bochalema	171	6.583	2.341	4.242	36%	64%
Chinacota	187	14.784	9.557	5.227	65%	35%
Cúcuta	1.098	587.676	567.664	20.012	97%	3%
Los Patios	131	67.281	65.119	2.162	97%	3%
Pamplona	313	53.147	48.639	4.508	92%	8%
Pamplonita	176	4.792	822	3.970	17%	83%
Puerto Santander	44	8.720	8.047	673	92%	4%
Villa del Rosario	93	69.833	66.754	3.079	96%	4%
Total Pamplonita Basin Area	2.213	812.816	768.943	43.873		
Norte de Santander	21.658	1.243.975	948.411	295.564		
	10.2%	65.3%	81.1%	14.8%		

Source: Rondón (2006)

These watersheds present reports of soil and water contamination, derived from wastewater discharges, dumping of organic matter and domestic waste, oil spills resulting from terrorist attacks, natural disasters or technical failures, as well as agricultural (especially for the Zulia River tributary) and urban discharges.

In addition to affectations derived from illegal occupations of river banks that result in contamination, deterioration of the ecosystem and natural landscape (protective river banks), water sources, and the appearance of "health problems associated with water consumption, skin diseases, gastrointestinal diseases, respiratory and viral diseases (Universidad Francisco de Paula Santander & Instituto de Estudios Ambientales [UFPS-IDEAM], 2014).

5.1.3. Socio-economic Dimension

The importance of the city of Cúcuta in social and economic matters is evidenced by the trade and mobility of goods and services, as a result of the exchange with the Bolivarian Republic of Venezuela and the interior of the Colombian territory. In this regard, Suarez (2016) highlights that this border was considered the most active of the twentieth century in Colombia, with high flows of population mobility due to the boom coming from coffee growing activities, which generated for the territory a commercial dynamism that ranked it as the fifth most populated city at the end of the twentieth century (p. 17).

It also emphasizes the theories put forward by Vargas (2015) and Bejarano (1996) in establishing that the capital of the department of Norte de Santander presented an “isolated economic development” from the rest of the regions of Colombia, which was strengthened through its relationship with the neighboring country for a long time, until changes were made in the political and economic guidelines of the Venezuelan government, specifically with the repeated border closures (2015-2021), which exacerbated social and economic problems, paralyzing the exchange of goods, services and people in the binational territory.

The economic, geographic and cultural potential of the territory marked the history and the material and immaterial heritage of the region and the country, remembering that in 1813 Simón Bolívar achieved the independence of the territory in the battle of Cúcuta, on August 30, 1821, the constitution of Gran Colombia was signed, unifying Panama, Venezuela, Colombia and Ecuador, and that the city is recognized for having been the first to have a railroad at the end of the 19th century (Gamboa, n.d.). On November 25, 1857, the Federal State of Santander, formed by the provinces of Socorro, Pamplona and the Canton of Vélez, was divided into seven departments: García Rovira, Ocaña, Pamplona, Santander, Socorro, Soto and Vélez; on December 27, 1859 the Federal State was subdivided into Cúcuta, García Rovira, Guanenta, Ocaña, Pamplona, Socorro, Soto and Vélez (Congress of New Granada, 1857) (Álvarez, 2005).

In the cultural field, for the commemoration of the fiftieth anniversary of the department, the House of Culture was created in the city of Cúcuta (Ordinance No. 4 of November 28, 1960), In 1964 the Institute of Fine Arts was created (Ordinance No. 35 of November), and in 1967 the Institute of Culture and Fine Arts of Norte de Santander was created (Suárez & Mantilla, 1981; Rivera, 2019).

As a border space, Cúcuta has developed based on an economy that is strengthened by the entry and exit of goods and binational exchange, a factor that has had a significant impact on its economic development. Thus, Gamboa (s.f.) states that: “Cúcuta has been a border in multiple senses: geographic, political and cultural”. This binational territory in recent years has opted for the diversification of its economy through the potentization of six productive sectors, through the clusters of Health Tourism, Fashion, Energy, Competitive Clays, Agriculture and Commercial, also for the year 2013 the Comptroller General of the Republic (2015) noted that the economy of the department was strengthened by the injection of public resources in the sectors of housing and infrastructure works.

Other weaknesses of the territory correspond to the phenomenon of displacement (forced or due to natural disasters) and migration (Gamboa, n.d.), which have become a growing threat with alarming figures that go against the sustainability, satisfaction of basic needs and development of the city concerning infrastructure (equipment) and public space (Bernal, 2015).

In this regard, Arango (2007) mentions that:

A migrant is a person who moves from one place to another temporarily or permanently, voluntarily or involuntarily, in search of better living conditions. Voluntary migrations are part of the fundamental right of human beings to choose their place of residence and, in this sense, both the decision that produces them and the consequences they may entail belong to the individual and personal sphere. In contrast, involuntary, permanent or temporary migrations are conflictive, caused by human rights violations and, therefore, are a matter of public concern (p. 4). For this author, the history of migration in Colombia is represented in the systematically forced displacements from the last years of the 19th century to date, generated in periods of violence associated with the Thousand Days War, the bipartisan violence and the internal armed conflict (p. 6-7).

In Decree 2569 (2000) issued by the Presidency of the Republic (2000), mass displacement was defined as an event in which ten families or fifty people are displaced as a self-protection measure, According to the United Nations High Commissioner for Refugees (UNHCR, 2018) for the year 2018 in Colombia 90 mass events were reported, of which 26 corresponded to Norte de Santander, affecting 4098 families and 13290 people displaced between January and November of that year. In January 2019 the number of mass events at the national level corresponded to five, two of them in Norte de Santander with 115 families and 327 people reported for this phenomenon.

According to the first quarterly report of Migration Colombia (2019), the migration report of Venezuelans amounts to 1,260,594, of which 489,619 enter the country irregularly and 770,975 regularly in compliance with national regulations (special permit to stay- PEP). These data show a significant increase (quarterly) for 1,174,743 reported for the close of December 2018, of which 40% entered irregularly.

In the national context, Bogota is configured as the city with the highest number of Venezuelan migrants, followed by Norte de Santander (176,695) and La Guajira (147,323) (Ministry of Foreign Affairs, 2019). This results in the territories suffering economic and labor affectation because they are not prepared to meet the demand for infrastructure and services, increasing unemployment rates and affecting economic indicators (Sierra et al., 2020).

6. CONCLUSIONS

The study of the territory from the urban-regional perspective contemplates static and dynamic relationships, which from the perspective of Bernal (2015) “configure a system of cities”, within which stand out for the static relationships, components such as the environmental system, geographic dynamics, road and transportation infrastructure and, related to public services, territorial land activity (use); determining the attributes of the territory. The dynamic relationships

that determine the function of the territory are population dynamics, cultural manifestations, tourist attractions and service and equipment networks.

It is evident the need for the city of Cúcuta to reflect on the organization and management of the territory in the political (social, cultural and environmental) - administrative aspects, to formulate instruments that contribute to the planning, management, occupation and regulation of the territory from an integral analysis associated to the static and dynamic relations of the territory. This considering that, according to Senior (1996) and Quintero (2009), the urban-regional reality generates a new way of living, demarcated by potentialities and problems inherent to the territory.

The above allows the city's potential as a regional border space to be strengthened, promoting the improvement of infrastructure levels, services and urban functions, with an impact on the well-being and quality of life of the city's inhabitants. This is in line with Jordán and Simioni (2003), for whom territorial management should strengthen the levels of the city's urban functions in order to improve the economic system, overcome poverty indices and promote inclusion.

The analysis generated in this research condenses aspects of interest in the formulation of strategies for the benefit of the territory. In the first instance, it is necessary to recognize the need for Cúcuta as a metropolitan nucleus to be interconnected at the international, national-binational and regional levels, based on the improvement of the road component, through an infrastructure that dynamizes the economy. For Quintero (2009), the successful physical planning of cities can generate competitive advantages “that can mitigate the effects of the concentration and regional disparity in which the country finds itself” and thus the city becomes a tool that can promote administrative and territorial deconcentration, strengthening its competitiveness (p. 98).

Among the projects to be prioritized are the Cúcuta el Zulia Dual Carriageway - Mariano Ospina Pérez Bridge, the improvement of secondary and tertiary road infrastructure networks and the execution of the projects proposed in the Caribbean Diamond (Municipality of Cúcuta, 2016), highlighted for their importance in connectivity and impact on the territorial context. In addition to the condition of accessibility, the territories must have updated data from geographic and social information systems and access to technology; which will allow the city to have real-time indicators for the formulation of projects that benefit at the social and urban levels.

For the urban-spatial dimension, a seismic microzonation study is required to identify risk zones due to geological faults or landslides and determine favorable conditions for land development or productive activity. On the other hand, the formulation of strategies for the problems derived from the informal occupation of urban land, the strengthening of the structure of public space and the adjustment of the Land Management Plan, specifically in the regulation of urban morphology, urban treatments, the capacity for the development of economic and/or productive activities and the quality of the territorial land in a short, medium and long term scenario.

For the urban-environmental dimension, we recommend actions aimed at recovering and protecting the ecological and environmental reserve zones and the river banks, addressing the impact of environmental contamination of the Zulia and Pamplonita rivers. On the other hand, the construction of wastewater treatment plants (WWTP), as well as the adjustment of the Water and

Sewer Master Plan to guarantee service coverage. The protection of the city's landscape resources with tourism potential must be enforced, as well as the disposal and collection of solid waste in the area.

In the socio-economic dimension, it is recommended that population characterization and concentration studies be conducted. Also, strategies for strengthening the identity and the natural, tangible and intangible heritage that promote tourism and the economic projection of the city.

From the dynamic relationship of the territory, priority is given to the economic component, which establishes the need to direct actions related to the productive use of the rural zone, ensuring the presence of service networks. The strengthening of economic clusters and commercial exchange networks on a regional, national-binational scale is recommended.

It is proposed to highlight the tourist vocation of the Metropolitan Area of Cúcuta from the environmental, architectural, gastronomic and recreational levels. This promotes the notion of the city-region concept and strengthens the identity of the territory. For the demographic dynamics and its relationship with the environmental, social and economic components, it is necessary to mitigate the social exclusion derived from the problems related to the quality of life and the fulfillment of the basic needs of the population.

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