The Effect Of Local Administrations On Rural Development: The Example Of The Village Of Büyünlü

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Abstract: In this study, the effect of local governments on rural development was examined by considering the developments between 2012-2022 in the example of the village of Büyünlü. It is based on the assumption that the success of the local government triggers the entrepreneurial spirit in Büyünlü Village. The aim of the study is to investigate the cause and justification of the variables observed in the product pattern of Büyünlü village with the monograph technique, based on the inductive method. For the producer, growing a product that he has never known is always more risky. This situation makes adult producers reluctant to grow products other than the current crop pattern (grain farming and sunflower). In the village of Büyünlü, the success of the local government and the organizational understanding of the village are combined with the spirit of entrepreneurship. The finding that the number of agricultural producers in the village of Büyünlü has increased over the years and that the existing taboos in maintaining the traditionally cultivated product pattern have been broken were determined by observation, structured personal face-to-face interviews and survey methods.

Keywords: Village sociology, Büyünlü Village, understanding of organization, local governments, entrepreneurship

1. INTRODUCTION

Local Governments

According to the Turkish Language Association, local government; it is the name given to the public legal entities elected by the people there in order to meet the common local needs of the people of the province, municipality or village. Local governments started to take place in the administrative structure of Turkey after 1864 (Bilgisay, 2010). In other words, local governments in the modern sense emerged in Turkey in the 19th century. In Western countries, they have taken place in the historical process starting from the 12th century until today (Çiçek, 2014). In the 16th century, thinkers such as Jeremy Bentham and Turgot emphasized the importance of local governments. In the reforms made at the end of the 18th century and the beginning of the 19th century, local governments were reorganized as local service organizations. In this period, local governments, which were perceived as a part of the state, served as the local offices of the central government (Ökmen and Parlık, 2010).

It can be clearly said that at the beginning of the 21st century and afterwards, local governments have gained strength and functionality all over the world, and that they provide a gradually expanding service offering with different organizational structures (Urhan, 2014). In Turkey, although local governments generally have a central organizational structure, steps are taken to strengthen local governments from time to time, and sometimes steps are taken against this understanding (Tekeli, 2018). Optimistic thinking about local governments is that with the use and development of technology, integration will increase and local agricultural development will take place (Schumpeter, 1934). Considering that a substantial number of people still live in rural areas in the world and in Turkey (one out of every 4 people in Turkey), rural development policies maintain their relative importance in every period.

It is observed that policies based on a participatory approach, which is gradually developed from the bottom up, have begun to be implemented for success in rural development policies in the world and in Turkey (Anonim, 2018).

The aim of this study; although the rural population tends to decrease in Turkey, the effect of the local government in the rural area is to examine how rural development can occur with the increase of criteria such as the awareness and education level of the rural people in the example of the village of Büyünlü (BV) and to generalize the subject.

2. MATERIAL and METHOD

This study was carried out using the monograph technique. Monography is a technique that allows small groups or a case study to examine all the variables in depth. In monographic studies, many data collection techniques such as observation, interview and survey techniques are used together (Güzel, 2000). Observation, interview and survey methods were frequently used during the data collection phase of the research. In some stages of
the research, micro sociological approach was also used to understand the problems experienced in the region. The microsociological approach is an approach that examines everyday behaviors when face-to-face interaction is made in research (Giddens, 2013). The change of agricultural product pattern in the village of Büyünlü between the years 2012-2022 was examined in detail.

In this type of research, it is necessary to make detailed observations and to interpret the observations correctly in order to get to know the universe of the research closely. For this, researchers need to enter the community they are researching and live with them for a certain period of time. The fact that the researchers were informed about the socio-cultural structure and economic activities of the village, being in close contact with the village people, making observations and reaching the source people easily, and their ability to establish trust enabled them to get correct answers to their questions. Thus, the data obtained from the field are the factors that can positively affect the validity and reliability of the study. (Arslan, 2003). The fact that the researcher worked in the district agricultural organization of the village for a long time helped her to check the accuracy and validity of the data obtained.

3. FINDINGS and DISCUSSION

General information about the village

The name of the village, which was mentioned as 'big meal' in the records of 1965-2008, is mentioned as Büyünlü, which is its current name in the records of 1877. According to rumors, the name of the village took this name because the soldiers ate (meals) in this village during the Ottoman period. It is 6 km from the town center of Büyünlü Lalapaşa and 33 km from the city center of Edirne. The village has a continental climate (Anonymous, 2022a).

The economic structure of the village is based on agricultural production. Cereals and oilseed plants are generally grown as crop production. Büyünlü village has a characteristics of collective village such as many other villages of Turkey. The common village type in Turkey is a collective village (Tezcan, 2015). The village is positioned as a slope village or a transition village. In the slope type village settlements, the villages are established on the parts of the mountains facing the plain (Geray, 1968). Büyünlü village is a forest village when all these features are taken into account. Forest villages are the villages that are protected, operated, developed by the Ministry of Agriculture and Forestry and to which grant support is provided by ORKÖY for the development of the village people living in or adjacent to the forests (Anonymous, 2019). ORKÖY loans for forest villages are given by the General Directorate of Forestry (Anonymous, 2023).

The construction materials of the houses and agricultural buildings generally has a stone and concrete in the Büyünlü village. There is a mosque in the village.

Demographic and economic development in the village

Villages are places where the dominant form of work is agricultural, the people are in close contact with the natural environment, they have a very sparse population settled in rural areas and have a great social homogeneity, and there is little stratification and occupational social mobility.

The population is taken into account while defining the village in Turkey and in some countries. In village definitions made by considering the population, the number of people in villages is less than in cities (Tezcan, 2015).

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Source: Anonymous, 2022b
The implementation of this system has accelerated the migration from the village to the city. With this system, children at school age had to migrate from villages to provincial centers. In addition, while the parents in the active working age range were working in the city centers, their grandparents, who were the upper generation, migrated to the city to take care of their grandchildren. Another reason for the population decline in villages is that the birth rate is less than the death rate. This determinations made for the village of Küçünlü maintain their validity for the village of Büyünlü. Residents of the village of Büyünlü prefer to live in the city center. However, the participation of producers in agricultural business activity does not show parallelism to the population change, contrary to the general belief. In other words, young and middle-aged producers tend to continue agricultural activity. The participation of the farmers in the village to the Farmer Registration System (FRS) has been increasing over the years. This situation differs when compared to Lalapaşa District, Edirne province and even most of Turkey's villages. According to the FRS data in 2012, the number of registered producers was 78; 90 people in 2022. According to the news of Euronews (2021), the number of agricultural producers in Turkey, which was 1 million 12 thousand in 2011, decreased to 512 thousand by the end of 2021. This situation; shows that the number of farmers has decreased by 55% in the last ten years. In the village of Büyünlü, the number of farmers increased by 15.38%. This situation can be explained by the number of people who returned to the village, albeit partially, during the pandemic period and afterwards.

In a study on producers engaged in agricultural activities in the European Union (Uğural, 2020); it has been determined that one third of the producers are 65 years or older. The average age of agricultural producers is estimated at 60 in the USA, 46 in Brazil, 53 in China, 50 in India, 67 in Japan and 57 in Australia. In South Korea, about 46% of the farmer population is 70 years or older (Ajubusiness Daily, 2021). The average age of the farmers in Turkey differs according to the researches. For example; while the average age of farmers was determined as 51 in the research conducted by the Credit Registration Bureau in 2021, it is stated as 55-60 years old in the FRS (Anonymous, 2021a). Başaran and Irmak (2018) calculated the average age of the cooperative members as 52.16 in their study titled “The structure of the partners in the agricultural cooperatives in Edirne and the structure of the cooperative members”. The average age of the producers in the village of Büyünlü is 50.57. Compared to Türkiye, this rate can be considered relatively young. The most important reason for this situation is that after the death of old producers in the last 10 years, a young member of the household registered with FRS and continued to cultivate agricultural lands in order to benefit from government supports. Another reason is that during and after the pandemic period, people living in big cities who have a connection with the village bought land in the village and tended to grow fruit (pear orchard) and medicinal aromatic plants (lavender). This situation is both the tendency of people to move away from big cities and return to their villages during the pandemic process, and the perception of existing agricultural areas as a place to be alone with nature even on weekends and to deal with agricultural activities.

When the education levels of the producers in the study area were examined, it was found that 67.8% primary school, 51.1% secondary school, 16.9% high school, 1.7% associate degree and 8.5% university graduate. A report prepared on the Thrace Region; states that the level of education of the producers engaged in agricultural activities is high. The report mentions that young farmers are at least high school or university graduates (Anonymous, 2014). There is no direct study on the effect of entrepreneurship on educational status. In the literature review, it is seen that the effect of entrepreneurship courses on entrepreneurship is analyzed by various methods (İpçioğlu and Taşer, 2009; Kusmintarti et al., 2016; Durak, 2020). The common feature of these studies is that the educational status of the subjects is at the undergraduate level. However, the general education level of agricultural producers in Turkey is low. For example; in the analysis of farmer education conducted in Iğdır Province (Kara and Uluca, 2020), it is stated that the education level of the producers participating in the training is mainly at primary school (41%) and secondary school-high school (40%). In a study investigating the Effect of Agricultural Education on Farmer Behaviors in Samsun Bafra District; the education level of the producers was determined as 6 years (Aydin Eryılmaz and Kılıç, 2019).

The average training period of the producers who have just started agricultural activity in the village of Büyünlü in the last ten years has been calculated as 13.2 years. It can be said that the high education level of the producers affects the agricultural entrepreneurship positively. Oral interviews with the producers, the fact that the producers use modern agricultural techniques, know that the products they grow and choose to grow should not require too much care, and their efforts to practice conscious agriculture support the argument of
positive interaction in agriculture between education and entrepreneurship. In addition, these entrepreneurial producers also calculate the annual cost of the products they grow. According to Birinci and Küçük (2004), producers in Erzurum and even in Turkey do not keep accounting records in agricultural enterprises. However, the determination and analysis of the annual activity results of agricultural enterprises is extremely important in terms of determining the plans to be created for the future (Karadaş, 2016). Another important point is that agricultural activity can be long-term (Anonymous, 2001a). For example, yield in orchards can be obtained after 4-5 years on average. The fact that the producers of the village of Büyünlü are making cost calculations proves that they are engaged in conscious agricultural production. The most important factors affecting production ability are experience, decision making and record keeping. These indicators show an increase in parallel with the growth of business scale (Bayramoğlu and Ağızan, 2019).

Local government and public institutions cooperation, entrepreneurship

Turkey is subject to European Union harmonization laws in accordance with a number of agreements it has signed in international platforms. The ‘Agriculture and Rural Development Chapter’ of these laws includes agricultural supports, regulations on agricultural products markets and rural development policies, as well as administrative structures and control systems for their implementation (Anonymous, 2018). There are 9 objectives in the common agricultural policy of the European Union for the year 2023-2027. The common feature of these goals is that they are based on a more equitable development in terms of environment and economy. The 9 objectives have been determined to ensure a fairer income level for farmers, to increase competitiveness, to observe the balance of power in the food chain, to take measures against climate change, to protect the environment, to protect landscape and biodiversity, to support recycling, to revitalize rural areas and to promote food and health. is the preservation of quality (Anonymous, 2022c).

With an approach parallel to these goals, the Ministry of Agriculture and Forestry has realized ‘5,000 forest projects for 5,000 villages’ in order to support the citizens living in forest villages throughout the country and increase their income levels. Within the scope of the project, 18,418,191 income-generating saplings were planted in 5,390 villages. In addition, species such as walnut, almond and stone pine, which are income generating trees, were also planted in order to increase the income levels of rural citizens (Anonymous, 2021b). The BV benefited from this project and the Edirne Forestry Directorate planted medicinal and aromatic plants and perennial trees such as walnuts in the village.

As reported by Gümüşoğlu et al. (2020); Innovative people become part of a network and innovation relationships are re-established for different stages of this process. For this reason, the agricultural development model should include business processes in which applications supported by digital technologies are carried out with qualified manpower and cover the entire supply chain. With this understanding, as a result of the cooperation of the headman in charge of local administrations and some public institutions (Lalapaşa District Governorate, Lalapaşa Agriculture and Forestry District Directorate, Edirne Provincial Directorate of Agriculture and Forestry, Special Provincial Administration and Edirne Forestry Directorate), there were 250 decares of land covered by bushes in the village of Büyünlü, which were not cultivated before, was cleared by the Special Provincial Administration. Construction machinery was used to clean the areas that are not cultivated and covered with bushes, and the trees in the form of bushes in the field were uprooted and removed from the field. In this way, the land has been brought into a condition that can be cultivated.

Afterwards, 10,000 rosemary, 7,500 thyme, 10,000 sage, 2,000 jujube, 5,000 prune and 2,000 linden saplings were distributed to the village people without any charge by Edirne Forestry Management Directorate (Anonymous, 2021c). The saplings distributed to the village of Büyünlü and the local villages were distributed within the project of the Edirne Forestry Management Directorate, and the demands of the producers who wanted to benefit from the project were conveyed to the relevant institution through the village headman. The condition of benefiting from this project was determined as being in and living in that village.

Although the responsibility of growing medicinal aromatic plants was given to the producers, the producers did not adopt the cultivation of these plants and as a result, Edirne Forestry Directorate had to deal with the plants in this area. Only the production of goji berry and lavender from these plants is the responsibility of 4 producers who adopt the cultivation of these products from the village. With the project, 28 producers in the village of Büyünlü have been allocated a place from this bush area for walnut production. Thus, 28 producers, who had no experience before, started walnut cultivation for the first time. The responsibility of
growing walnuts in the areas where walnut saplings are planted lies entirely with the producers.

According to the report of the Ministry of Development, rural areas are areas where agricultural activities, traditional life and production relations are dominant, and both social and economic changes are slow compared to urban areas (Anonymous, 2018). In other words; The producer does not want to start growing a different product by easily leaving the production pattern he knows and is experienced in. The agricultural product pattern of the Thrace Region consists of wheat, sunflower, triticale, silage corn and canola plants with the Basin Based Production Model. The forest parcel no. 137 and parcel no. 28 included in the 1/25.000 scale map registered to the Treasury of Finance located within the borders of the village of Büyünlü, initiated by the village headman, the smallest unit of the local governments, became a special afforestation area within the scope of the project (Anonymous, 2001b).

This project, implemented with local government and public enterprises, is an example of entrepreneurship in agriculture. Opportunity experience, which is a necessary criterion for the emergence of entrepreneurship advocated by Bayramoğlu and Ağızan (2019), makes it necessary to be in contact with all actors in the ecosystem so that entrepreneurs can realize the opportunities in the sector. In addition, technological trends, level of competition and legal regulations in the sector may reveal new opportunities. As reported by Lans et al, Verhess et al (2011), an entrepreneur in agriculture is a person who can take risks in this sector, see opportunities, organize the factors of production and calculate the profit that may arise. In the study, it was found that all BV producers (90 producers) were satisfied with these special afforestation activities. It is stated in the village that it is a good opportunity to overcome the bureaucracy barrier and use the forest land, which is in an idle state, for production. Within the scope of the project, the villagers were introduced to walnut cultivation. In the interview with 28 walnut producers, it was found that the natural resource, that is, the land, which is one of the production factors, affects entrepreneurship positively at the stage of deciding to grow walnuts. The newly distributed agricultural lands caused the producers not to allocate a part of their agricultural lands for the cultivation of a new product variety. This situation shows that the producers are considering minimizing the risks that may arise in the cultivation of new products.

In the national and international literature review, it is seen that agricultural entrepreneurship is gathered in 2 subjects. These; initiatives based on improving the economic profitability of the business (such as diversity/difference in production pattern, difference in marketing, sensitivity to consumer demands and expectations, organic agriculture) (Dollinger, 2003; Ferris, 2012; Uneze, 2013; Bairwa et al., 2014; Narendran and Ranganathan, 2015; Rao and Kumar, 2016; Yusoff et al., 2015) and entrepreneurship that occurs with the change, use and innovation of agricultural technologies (agricultural technologies mean Geographic Information Systems – GIS- use, use of digital technology in agriculture, smart fertilization systems) (Estahbanaty, 2013; Ndédì and Feussi, 2017).

The development of agricultural technologies can provide both a separate market area and cost and labor savings over time. Water and food may be the main reason for international crises in the future. The implementation of innovations in agricultural activities is also very important in terms of water and food supply. At this point, the importance of agricultural entrepreneurship becomes more evident (Yıldız, 2020).

It has been found that there are not many studies on the determination of the problems faced by agricultural entrepreneurs in the domestic and foreign sources scanned in the literature (İrmiş, Çoban, and Başöl, 2016). The problems faced by agricultural entrepreneurs are grouped into 4 groups. These problems are; marketing, management, human resources and finance. The fact that the forest land distributed in the village of Büyünlü gave the producers the opportunity to grow products different from the existing product pattern, eliminated the financial problem faced by the producers. Farmers who continue their agricultural production in their own lands have started to grow the distributed walnut saplings in their new lands and have started to gain a new farming experience.

In the research, 87.71% of the producers stated that they cultivate walnuts in the lands allocated to them. The remaining producers are; producers coming from outside the village (14.29%) saw it as an opportunity to utilize the lands allocated to them in this way in order to benefit from their experience in cultivation of perennial medicinal and aromatic plants such as lavender and goji berry. In other words; local governments had a triggering role in realizing the ideas of producers who have medicinal and aromatic plant cultivation in their production plans. Goji berry cultivation is a first for Lalapaşa district and even for Edirne province. For the first time, the commercial cultivation of this plant was
tried and the producers were able to obtain products within 4 years.

As reported by Bayramoğlu and Ağızan (2019), it is difficult to determine the level of entrepreneurship. Because the factors that determine entrepreneurship consist of not only quantitative data but also qualitative data. For example, criteria such as the person’s professionalism, socio-economic structure, and whether they have technical skills constitute the qualitative entrepreneurship feature. Professionalism, management and opportunity experience criteria are used to determine the entrepreneurship coefficient. Opportunity experience consists of the sub-components of awareness of business opportunities, innovation, risk management skills, strategic experience, and cooperation experience. These components are also very important in entrepreneurship in agriculture. As in the BV, it is important that educated and conscious producers can take advantage of opportunities with cooperation.

In order to spread truffles in the area converted into agricultural land, 1,600 oak tree saplings inoculated with truffle spores and 2,400 walnut saplings were planted. truffles; It is a fragrant, aromatic mushroom species that grows spontaneously at a depth of 5-20 cm in the roots of oak trees in oak areas. Although this mushroom, which has an important place in Italian cuisine, is consumed by the villagers in Southeastern Anatolia in our country, it is not a common mushroom species throughout the country (Anonim, 2022d). This practice, made by Edirne Forestry Management Directorate, has not been adopted much by the producers. Oak areas are the dominant trees of the forest area of the region. In addition, oak trees that grow spontaneously in field borders are not desired by the farmers and are cut because they adversely affect agricultural activities. This negative perception of the farmers and the attitude of the Thrace people not to eat the mushroom, which is unknown to the people of Thrace, caused the truffle to be not adopted in the region. As a result, self-grown oak trees in the region have not been evaluated in truffle cultivation and left to their natural state, some of these trees have survived and others have dried up. As reported by Özçatalbaş (2000); in order to carry out a successful agricultural extension work, it is necessary to determine the characteristics of producers and publishers. In this context, the general knowledge level of the producers in the area where the study will be conducted, their interest and desire for innovations, and their desire for cooperation are important. These criteria are factors that increase the adoption of innovation. In the example of the village of Büynülü, it is not possible to talk about an agricultural extension study that takes into account the expectations and wishes of the producers in the implemented project. The fact that the agricultural extension work was not included in the project resulted in the producers not adopting this innovation.

Özkaya et al.’s study titled "A Study on the Importance of Farmer Participation in Rural Development: The Case of Halilbeyli Village" (1998) argues that services for the lowest-income rural areas have been inadequate especially in recent years, and as a solution, "participatory rural assessment approach can be achieved. This method is based on the logic of sharing the knowledge of local communities’ own life and conditions, producing knowledge, analyzing, planning and transforming it into action. With this approach model, he argues that public and non-governmental organizations, cooperatives and even private sector organizations that provide services to rural areas will greatly need and use the information produced by this study. The participatory approach model is based on solving the rural development or rural problems by the rural itself and cooperating with public institutions and organizations in this way. Although the model gave successful results in İzmir Province Halilbeyli Village; when we look at Turkey in general, it is seen that this model is not used. The reasons for this are that in this model, the publisher has too many responsibilities (such as putting forward the idea, forming groups, solving economic problems, etc.). In this context, Aktaş’s argument supports our opinion. According to Aktaş, agricultural extension is essential for economic development in rural areas. Because only in this way will the hidden power of the producer be revealed. Agricultural extension is made by the public, private sector and agriculture chambers. A number of problems of agricultural extension arising from public, private enterprises and producer organizations such as chambers of agriculture continue (Aktaş, 2005). Unfortunately, chambers of agriculture cannot organize an effective producer organization in Turkey (Koçtürk and Özbilgin, 2004). In a study conducted by İrmak (2019), the rate of communication with agricultural chambers (0-4 per year) was determined as 38.5%. The communication status of research institutes and producers was determined as 87.2% of not communicating at all. Communication forms the basis of agricultural extension. The fact that there is almost no communication is proof that agricultural extension studies are almost not equivalent. In the solution of all these problems, Aktaş (2005) defends
the argument that ‘Long-term state strategies to be taken by the government are important and necessary’.

Rural development and local development, especially in the field of agriculture, is the responsibility of the central government. What producers can do on their own is limited in matters such as rural development, agricultural entrepreneurship, and agricultural extension. However, bottom-up cooperation will pave the way for developments that can benefit not only the local but also the national economy. In this context, the model developed for the development of agricultural entrepreneurship is presented below (Diagram-1).

**Figure 1. A model proposal for agricultural entrepreneurship**

**4. CONCLUSION**

With the encouragement of Edirne Provincial Directorate of Forestry and the village headman, medicinal aromatic plants and income-generating plants such as walnuts were planted on 250 decares of land in the Büyünlü village. There was a demand from producers who had no experience in walnut cultivation and they started walnut cultivation for the first time. Farmers with experience in this area have pioneered the cultivation of medicinal and aromatic plants. All of the producers who started walnut cultivation are interested in walnut trees. The vast majority of the farmers who started the cultivation of medicinal aromatic plants, which is the other pillar of the project, had to plant their plants several times and their desire to continue cultivation remains unclear. The unsuitable weather conditions during the planting period and in the
following periods and the lack of knowledge of the teams from the forestry directorate on aquaculture did not make the producers adopt the cultivation of these plants and negatively affected their desire to continue production.

The interest in lavender, one of the medicinal aromatic plants, is more than other plants. The producer’s interest in lavender and its determination to plant it, the availability of beekeeping activities in the region, the fact that lavender is a compatible plant for beekeeping, and it requires less maintenance than many other plant species are among the advantages of this plant. The lavender field days organized every year by the Thrace Agricultural Research Institute in the region also convinced the producer that this plant can be grown in the region and increased its recognition.

It is a positive development for producers that treasury lands, lands that have lost their forest quality, or lands in the form of bushes belonging to the forestry directorate are brought into production with the support of local governments. There is no doubt that agriculture is first of all important in terms of state policies and human nutrition, access to healthy food and the dissemination of income-generating products. The state and non-governmental organizations have important duties to increase agricultural entrepreneurship at the local level. Cooperation by developing different models for organizations that will diversify and develop agricultural entrepreneurship will provide positive benefits for rural development. Attempts by local governments to encourage farmers to grow new products are in parallel with the contemporary, modern, democratic local government approach in the world, and it is an expected and desired result. Public institutions and farmer organizations in the region have important duties for the adoption and dissemination of innovations among farmers. During the land clearing works carried out in the village of Büyüknlü and the distribution of the cleared lands to the farmers, the importance of the trainings on the distribution and cultivation techniques of the new plant varieties that can be grown in the region shows itself once again. Growing products other than traditional products in line with the demands from the market will cause diversification in the agricultural incomes of the farmers. It is clear that farmers who are open to innovation will be more successful than those who do not show such a tendency. The issue of agricultural entrepreneurship continues to develop as a concept that maintains its validity today. One side of this development includes technological development, and the other side requires that farmers who are willing to implement these developments should be identified and technical and financial support should be given to them during the production phase. The fact that the farmers who are open to entrepreneurship set an example to the farmers who are closed to entrepreneurship with their activities will ensure the spread of agricultural entrepreneurship. It should not be forgotten that agricultural entrepreneurship should not be perceived only as increasing the income of a small number of producers in rural areas. For countries like Türkiye, the agricultural sector still has an important place in the general economy. The future is shifting rapidly towards agriculture and space technology. It is based on the principle of supporting agriculture-based entrepreneurship and using technology, using natural resources much less and getting much more efficiency from the unit area. This will only be possible with the development of projects focused on problem solving in accordance with their own conditions, province by province, region by region, on the basis of local cooperation.

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