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[Page 232-260]

The Philippine Mango Industry Governance, Prospects, and Recommendations: The Case of Guimaras Province

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Abstract

The agricultural industry in the Philippines is an essential driver of the economy, faced with compelling issues surrounding governance in responding to the immediate needs and concerns of the sector. This study aims to examine how governance works in the mango industry of Guimaras. Both descriptive and analytical, this case study utilized qualitative research methods. Primary data from thirty key informants and secondary data from representatives of government offices that relate to the agricultural development agenda of the province were gathered. Also, secondary data from government reports and the world wide web were utilized. Qualitative data analysis QDA and thematic analysis were instrumental in the study. The findings reveal that the Province of Guimaras provides policies, programs, and projects essential to the development of the mango industry. The focus of the province is to boost the local mango economy for both domestic and international markets. This notwithstanding, there are issues that the industry is confronted with, particularly with its working sector. Using the UNESCAP's good governance framework, the study identified the key issues and concerns of the mango industry workers. In gist, through good governance, the mango industry has not only the potential to boost the province's economy but also is vital to the interests and economic needs of its workers. In this vein, the Guimaras mango industry should address the concerns of its workers through the provision of services and assistance to help the sector, with the end goal of boosting mango production.

Keywords

Agriculture, Guimaras, Good governance, Mango industry, Local government

Introduction

The Philippine government's agenda includes agricultural and economic development to attain a just and sustainable society for the Filipinos. As such, agricultural industries are a focus of interest of every agrarian community in the country. Aside from being a supplier of economic resources, it is indubitable that local communities heavily depend on agriculture to preserve traditions and culture. The national government, through the Philippine Development Plan 2017-2022, provided specific attention to agricultural development (NEDA, 2017). It envisions that "by 2022, there will be more economic opportunities for all. Lagging economic sectors like farmers and fisherfolk will be given priority and will have easier access to economic opportunities" (NEDA, 2017, pp. 19). Establishing a sustainable system in the agricultural sector is being envisioned alongside promoting tourism and marketing of agricultural produce in most rural communities.

Being a highly export-oriented economy of natural products (Ariff & Hill, 2011), agriculture has contributed to the Philippines' economy. Among these are the most prioritized rice, banana, and mangoes widely cultivated and produced across the archipelago. The national economy of the Philippines through trading has significantly benefited from these products that have also impacted the Southeast Asian region. In return, these agricultural harvests have promoted social development and economic stability in the country. Mango production, in particular, has become a substantial component not only to the growth and development of the industry but also to the tourism and local economies. Mangoes are grown and produced all year in various regions that, in return, satisfy the local and international market demands. On a cultural note, the mango as an agricultural product also symbolizes Filipino nationalism and uniqueness as a community, while it serves as the country's national fruit.

It is also essential to highlight how existing governance structures and government initiatives provide an avenue to the development of the mango industry. In fact, governance has a central role in maintaining the industry; thus, development can be associated with how the key players relate and handle emerging challenges. As it is, governance as a concept, while being overused, is always coherent, especially in investigating the dynamics and relationship of the people, the state, and the non-state actors.

Governance and the Concept of "Good" Governance

There are several ways in defining what governance means depending on the context, setting, or background one is looking for. According to the Philippines-Canada Local Government Support Program (2004), governance is the means of working and dealing with citizens who comprise the local constituency and coordinating the more effective use of resources for the common good. It is also the processes or the action of performing in

accordance to the governmental powers as stated by the law such as the police power, taxation, and eminent domain, to preserve the businesses and the dynamics of the government, which involves the setting of policies, decision making, and planning, execution of programs and projects and evaluation. The study also defined the governance mechanism of society, which enables the creation and development of the process for the people and citizenry to voice out their concerns, interest, rights, and responsibilities. Sovereignty resides in the people, represented by the public officials whom the citizenry elects and delegate the power to. These officials are responsible for taking care of the government and the people; thus, they are accountable to the people.

The concept of governance, according to ADB (1995) cited in Brillantes and Fernandez (2008), involves the institutionalization of a system through which citizens, institutions, organizations, and groups in a society articulate their interest, exercise their rights, and mediate their difference in the pursuit of the collective good. Furthermore, the UNDP (1997a) cited in Brillantes and Fernandez (2008) defines it as the exercise of political, economic, and administrative authority to manage a nation's affairs. It embraces all of the methods—good and bad— that societies use to distribute power and manage public resources and problem (Brillantes & Fernandez; UNDP, 1997a). Cariño (2000) as cited in Brillantes and Fernandez (2008) identifies actors and factors about governance and recognizes not only the government's role but rather the government in convergence with the market and the civil society to achieve the goals for economic growth, the substantial environmental movement, globalization, and consolidating peace through responsiveness, participation, decentralization, and accountability.

Good governance covers the promotion of the interest of the people, especially in developing and responding to the concerns of the agricultural sector. According to UNESCAP (2014), good governance is encompassing; while it means enhancing participation and inclusion, transparency, accountability, and access to information, it covers combating corruption, securing basic human rights and the rule of law (Bernstein, 2015). The good governance lens has extensively examined various cases to understand the dynamics of actors and stakeholders. Numerous institutions have pushed for "good" governance to secure accountability and responsibility in various societies and contexts. Williams and Young (1994) mentioned that good governance theory aims at achieving efficiency in public service delivery, encouraging competition, privatization, civil service reforms, decentralization, out-sourcing of services to vital private suppliers, among others. Sheng (2008) underscored that good governance theory aims to improve how government bureaucracies carry-out state activities and utilize state resources to protect individual and personal liberties.

At the ecological level, Piabuo, Foundjem-Tita, and Minang (2018) explored the community forest governance in Cameroon and pointed out that the key drivers to the

success in good governance attributes to the benefits generated from the existence of economic activities, heightened technical help, and support of elites and philanthropists. As a commonly used lens in public administration Klusacek, et al. (2018) examined the case of brownfield regeneration from a multi-level standpoint where they identified that governments strategically use good governance as an approach to these issues. At the same time, they uncover some limitations in good governance, including obstacles to participation, responsiveness, and transparency. In another case, Wijaya, et al. (2018) explored partnerships in the cacao industry, highlighting the role of multi-stakeholder arrangements for sustainable agriculture.

In the context of the mango industry and governance, extensive studies have deeply examined the value chain and marketing of mangoes such as the studies of the Celestin (2019) that focused on bridging the gap between small farmers and the market, and that of Badar, et. al. (2019) that explored the dynamics of the actors in the mango production line. Yidu (2015), on the other hand, provided a broader approach to the topic which covered the political economy of the mango industry. A local study in the case of the Philippines mango industry comprehensively analyzed the value chain (Sarmiento, et al., 2012) and its potentials for community capital enhancement (Sacramento, 2020). Alas, agricultural industry studies, as approached by good governance, have been explored less often. This approach is essential to investigate the case of a local mango industry and to unravel the conditions, relations, and dynamics of state and non-state actors in governance. The degree of collaboration among these actors in the governance triad (state: government, non-state: civil society and market) provides an avenue for sharing knowledge in gathering the best resources in providing opportunities to establish partnerships (Dungoq-Cuizon, 2014).

Since the central focus of this article is on the role of agricultural industries in the social, economic, and political development of communities, the study considered the case of a local mango industry in the Guimaras province in central Philippines as the unit of analysis because of its significant contribution not just to production but also to agricultural tourism and branding of the country's fresh mango products that are acknowledged by the international community. Besides assessing governance, this paper will help further the understanding of the major challenges and issues that the local industry faces. And despite having good governance overly mainstreamed and explored, this paper will try to add to the existing discourses on governance in industries, specifically in agriculture. Similarly, such undertakings will provide a fresh perspective on good governance debates and to identify ways forward that are essential in addressing systemic concerns of the government and the agricultural sector. Findings from this study will help the government, private institutions, and community organizations in addressing the gaps and to fully achieve development objectives in the agricultural industries, specifically in the Guimaras province's mango economy.

UNESCAP's "Good Governance" as a Lens

While the paper's direction is to assess the Guimaras province's mango industry using the lens of good governance, it likewise adopts UNESCAP's definition of the approach. The study embarked on the theory of good governance defined by the United Nations Development Program (UNDP). Firstly, the concept of governance can be understood in a broad sense since it relates to sustainable human development. The idea of sound governance emerged from the context of new public management guided by the rule of law, fair and efficient system, and participatory involvement of the ones who govern and being governed. The UNDP (1997b) suggested that good governance is concerned with eradicating poverty, creating jobs, establishing better and humane living conditions, women participation and advancement, and protecting the environment. Good governance even meant "participatory, transparent, and accountable, effective and equitable that will ensure the rule of law and that the voices of the poorest and the most vulnerable take part in decision-making over the allocation of development" (UNDP, 1997b). Indeed, good governance is essential in elucidating the systems in the Guimaras mango industry, especially that it involves the farmers and workers—the most vulnerable sector of the Filipino society.

This study utilized the good governance framework provided by the United Nations Economic and Social Commission for Asia and the Pacific (UNESCAP, 2009). UNESCAP states that good governance should be participatory, consensus-oriented, accountable, transparent, responsive, effective, efficient, equitable, inclusive, and follow the rule of law.



Figure 1 The Concept of Good Governance (UNESCAP, 2009)

Good governance, perhaps "assures that corruption is minimized, the views of minorities are considered, and that the voices of the most vulnerable in society are heard in decision-making. It is also responsive to the present and future needs of society" (UNESCAP, 2009, p.1). It is necessary to incorporate good governance in the mango industry to address

the interest of all the stakeholders, and that the leaders are made accountable for their decisions and actions. The concept of good governance will give light to the significant concerns of the mango growers and farmers in the mango industry. It will also elucidate how the systems of governance work within the premise of the industry and will help in providing recommendations necessary for the sustainability and development of the industry.

The study considered UNESCAP's version of a good governance framework because of its comprehensiveness and suitability in the Asia-Pacific region. The framework covers several principles that systematically captures the core concept of the "good" in governance based on geographical, cultural, and traditional commonalities of the member countries in the region. Since the UNESCAP's framework was crafted as an approach to good governance in the Asia-pacific region, it is equally essential that decolonial scholarship should be encouraged in the global south, specifically on how good governance is defined. As such, the main objective of this paper is to analyze the governance in the case of the Guimaras, Philippines mango industry using the good governance framework of UNSECAP (2009). Specifically, the study seeks to answer the following objectives: a) to provide key programs and policies initiated for the sustainability and development of Guimaras mango industry, b) to identify the key issues and problems in the mango industry from the lens of the good governance framework, and c) to offer recommendations in maintaining good governance initiatives in the industry.

Research Methodology and Design

The study utilized a qualitative case study method in elucidating the governance situation in the Guimaras mango industry. An essential element of this method is its critical in-depth investigation of a topic or problem in focus (Creswell, 2003; Stake, 1995). The case study method helps to explore and analyze the activities, processes, and institutions related to the industry. In this case, good governance is the lens that was utilized to understand the case of the Guimaras mango industry and to unravel significant insights that can be learned and issues that need to be addressed for the development of the local mango economy in general and the community of mango workers sector in particular.

Since the mango fruit is abundantly produced in the Visayas group of islands in the central Philippines because of its climatological suitability and geographical compatibility, this study selected the Province of Guimaras in the Western Visayas region as the research locale (refer to Figure 2). The Guimaras province is a key player in the mango production in the region. In 1995, the province was hailed as the sweetest mango producing area in the world that drew the interest of the international community for export (Golez, 1995). Since then, the island province has focused their attention to mango production to supply for the agricultural demands domestically and even internationally. Furthermore, the mango

industry is considered as the pillar of the local agricultural-tourism economy since more and more domestic and international tourists have been visiting the region.



Figure 2 Map of Western Visayas (Roxas, Fillone, & Chalermpong, 2015)

The specific data-gathering technique was the Key Informant Interview (KII). The study utilized a peer-reviewed semi-structured interview guide for the open-ended KIIs. Similarly, KIIs are also instrumental in gathering the secondary data from the government offices attached to the mango production, economy, and agri-tourism of the province. There are three categories of questions in the semi-structured interview guide. The first set of questions inquired about the policies, programs, and projects the government implemented to develop the industry. The informants were asked what interventions they had received from the authorities and what the best practices of the mango industry were. The second set of questions asked to informants centered on issues and problems that the sector has encountered in the development of the industry. Here, the UNESCAP's good governance framework was instrumental as a lens in examining the major concerns of the sector in terms of governance. And lastly, the third set of questions asked were on the possible recommendations of the mango farming sector to the government, helping groups, and even to the mango sector in general to address their concerns.

Thirty key informants were purposively selected as KII participants for this study. Since there are three classifications of work in the industry identified in this study, ten informants from each group were selected. These classifications included a) farmers who grew mangoes and owned land, b) hired contractual workers who took charge of production and harvested the produce, and c) business enthusiasts who financed the production and

owned Small and Medium Enterprises (SMEs) that sold fruit to the local and international market. The general criteria for purposive selection of key participants to the KII included a) the participant's major source of living and income was the mango industry, and b) the participant had engaged in mango production for five years or more. Correspondingly. the study also gathered secondary data from interviews with government offices to supplement the data needed. This included the local government officials and employees related to the Guimaras mango industry, representatives from local government and non-government organizations, involving the Provincial Office for Agricultural Services, Provincial Planning and Development Office, Office of the Vice Governor, Sangguniang Panlalawigan Committee on Agriculture, and the Guimaras Mango Growers and Producers Development Cooperative from the non-government organization. In conducting the interviews, the researchers considered the availability, willingness, and consent of all the informants to participate. The study also provided a letter of invitation that explicitly stated the objectives and purpose of the research. At the same time, a signed informed consent form was secured before conducting interviews. Since the study was time-bound, the researchers religiously followed the schedule for the data gathering, which commenced from September 2018 until March 2019.

In making sense of the data gathered, the study utilized qualitative data analysis. Since the study already categorized the guide questions accordingly, thematic analysis was done in classifying the responses per question sets during the interview. The study then noted the thematic patterns that have become the basis of the flow of the discussion. Some identified limitations are a) the amount of time allotted for the conduct of the study, and b) constraints in reaching out to key informants for the interview. Findings are limited to what informants professed during the interview, and their responses became the basis in examining the congruities in arguments. Additionally, time limitations and resources may have affected the data gathered and findings generated. The study may have extended its data gathering procedure by including participant observation to witness and document the realities in the field and further identify the nuances that interviews may have failed to highlight.

The Guimaras Mango Industry

The Guimaras mango industry is a significant economic player in the province. It provides an income not just for the benefit of the community but also for the government to continuously offer public services and promote agritourism in the island. The mango industry aids in promoting the province in both the national community and international community, which has attracted tourists and visitors. Despite these developments, there are challenges and issues the government and community have encountered in the quest for development. In addressing these concerns, the field of public administration needs to give a new

perspective in looking into the interests of the industry and therefore recommend measures and initiatives for the state to consider.

In this light, governance as a perspective will, therefore, help the government to undertake initiatives based on the issues and challenges unveiled from the different sectors in the industry. Governance plays a vital role in addressing these concerns, an essential task for the government to deliver to the people. Thus, there is a need to identify and validate through governance the implementation of policies, programs, and projects that will help advance the interest of the sector and improve the quality of services and the dynamics and relations of the different actors. In the pursuit of development, benefits are useful not only to the government but also and more importantly, to society as well. Also, it is worthy to note the vital role of the citizens and the members of the agricultural sector through active participation in the different aspects of the processes of the mango industry. In considering agricultural development, it is essential to integrate the voices and the ideas of the people for policy and program development.

Profile of the Informants

As can be gleaned from Table 1, the industry is male-dominated (93.33%) since most of the work is very tedious and requires physical strength that attributes to the traditional masculine culture in agriculture. In terms of educational attainment, most of the workers are in the high school level (reached high school but have not completed) or graduated high school. This implies that most of the farmers immediately engage in the mango agricultural industry after basic education since farming and agricultural work is a lucrative means of income, leaving the schooling behind. Likewise, most of those who have participated in the industry have less opportunity to pursue a college education because of several reasons, including poverty, lack of income, and family responsibilities. The majority of the workers earn PHP 10,000 (Philippine pesos) or less a month (73.33%). Most earners in the mango industry have identified that though the income is not much, it is sufficient for survival. Most have considered the industry as either a temporary or long-term source of income.

Table 1 Socio-demographic Profile of Informants

Distribution of Informants		
Total Number of Respondents	30	100%
Farmers/ Owners	10	33.33%
Workers/ Laborers	10	33.33%
Mango SMEs/Business Enthusiasts	10	33.33%
Informants' Socio-Demographic Profile)	
Total Number of Informants	30	100%
Sex		
Male	28	93.33%
Female	2	6.67%
Age Group of Informants		
1 to 17 years old	0	0%
18 to 30 years old	4	13.33%
31 to 45 years old	14	46.67%
46 to 60 years old	12	40%
Educational Attainment		
Unschooled	0	0%
Elementary Dropout	3	10%
Elementary Graduate	2	6.67%
High School Dropout	10	33.33%
High School Graduate	8	26.67%
College Dropout	7	23.33%
College Graduate	0	0%
Range of Monthly Income (referring to the industry)		
PHP 10,000 and Below	22	73.33%
PHP 10,001 to PHP 20,000	7	23.33%
PHP 20,001 to PHP 30,000	1	3.37%
PHP 30,001 to PHP 40,000	0	0%
Above PHP 40,000	0	0%
Conditions of Source of Income (referring to the industry)		
Temporary	16	53.33%
Regular	14	46.67%

Legislation and Policies in the Guimaras Mango Industry

The Guimaras has widely considered different measures for the protection of the industry. Some of these are focused on the promotion of the best quality mangoes the industry could produce. Various legislation and policies at the local level respond to the protection of the mango economy and aim for a sustainable and productive mango industry (see Table 2).

Table 2 Provincial Ordinances on Mango Production in Guimaras

Ordinance Title and Description		
Ordinance No. 2011-003 - An ordinance amending ordinance No. 03, series of 2010, regulating the harvesting and sale of immature mango fruits intended for table ripe consumption in the province of Guimaras The ordinance highlighted proper mechanisms and processes of harvesting and guidelines on the right time that the mangoes harvested.	Business Sector	
It also created and institutionalized a task force that will monitor and check on the illegalities and non-adherence to the ordinance. Likewise, a penalty of 5,000.00 pesos or imprisonment for six months or both highlight in the ordinance.		
Ordinance No. 2017-003 - An ordinance regulating the production, harvesting, and marketing of Guimaras Mango Fruits		
The policy aims to maintain the identity of the province as the leading producer of the sweetest mango fruit in the world by engaging stakeholders to follow and adhere to the provisions of the ordinance strictly. To emphasize some important provisions: the registration of induced mangoes in the barangay council, the registration of number of bagged mangoes, compliance	Business Sector	

Table 2 Provincial Ordinances on Mango Production in Guimaras (Continued)

Ordinance Title and Description

Sector in Focus

Ordinance No. 2017-006 - An ordinance declaring the province of Guimaras as exclusive quarantine zone for Guimaras mango and providing funds therefor

The ordinance protected the Guimaras island in preventing the entry of Mango Pulp Weevil (MPW) and Mango Seed Weevil (MSW), pests inflicting damage to the mango fruit, to protect further the best quality of the Guimaras mangoes that are being considered for export. Likewise, the ordinance provided a clause on the appropriation of funds to create committees and a clause on penalties on violations committed, as stated in the prohibited acts.

Business
Sector and the
Environment

Ordinance No. 2017-007- An ordinance amending section 12 of ordinance 2017-003 entitled: "An Ordinance Regulating the Production, Harvesting, and Marketing of Guimaras Mango Fruits."

Business

The ordinance provided amendments to the existing ordinance 2017-003 on the penal clause, lowering the monetary fine and number of the month for imprisonment, and therefore, provided necessary measures and procedures in treating violations and payment of penalties. Sector and the Environment

Source: Province of Guimaras (2019)

The local government is strictly implementing the ordinances based on the interview conducted from the Provincial Office for Agricultural Services, Office of the Vice-Governor, and the Sangguniang Panlalawigan Chair for Agriculture. In the interview conducted with the POAS chief, he emphasized that the LGU and his office is currently compliant with the said ordinances and that they have extended their task force up to the barangay level to monitor the production of mangoes properly. He also added:

We want to protect bala kay. So with that na-institutionalize na ang ordinance. We want nga ma-ensure kay ang tourism side is ang kadto man sang tourist sa Guimaras is mango so kis-a damo ta feedback about sourness, consistency. [We want to protect. So with that, the ordinance was institutionalized. We want to ensure that the tourism side of the industry will benefit since there is a lot of feedback about the sourness and consistency of the mango.] (POAS Chief)

The main goal of institutionalizing the ordinance is for the province to uphold its reputation as a producer of the sweetest mangoes and maintain the quality of produced fruits bought by tourists. Tourists enter the island primarily because of the mango that they want to try and even buy to take home with them. This has dramatically increased the interest of other tourists to visit the island, purchase local produce of the mango industry, and avail and experience other tourism activities. Gao, et al. (2014) support this by asserting that agritourism stimulates the local economy, generates employment for the local people and improves the living conditions in rural areas considering that the island is still a developing province. It would need an income generation to provide for the needs of the community.

Also, decentralization of accountability and responsibility (Brillantes & Fernandez, 2008) for protecting the industry and maintaining the reputation of quality Guimaras mangoes are highlighted in the instigation of the local task force in the barangay level, which will monitor the production of mangoes. The process itself helps the LGU to disseminate correct information to the locals to properly educated them about mango propagation and production and even up until harvesting and storing.

The ordinance also emphasizes the needed participation of the community to implement the policy effectively. The POAS chief mentioned that this will need a substantial budget since they need to engage the community and capacitate them through relevant training. Moreover, this will require the assistance and expertise of the Bureau of Plant and Industry (BPI) in checking the mango fruit and intercept the entry of mangoes outside the province. The practice of involving the people in the process is also necessary for governance. According to ADB (2005) cited in Brillantes and Fernandez (2008), as a critical principle of good governance, participation refers to enhancing people's access to and influencing public policy processes by undertaking development for and by the people. Thus, in the implementation of these ordinances, community involvement is indispensable since the benefit of protecting and promoting the mango industry will not only strengthen the government but also help the people.

Aside from the ordinances highlighted, the LGU also extend in institutionalizing a development cooperative for the mango growers and producers. The Guimaras Mango Growers and Producers Development Cooperative (GMGPDC) was re-instituted in 2017 to serve as an organization and community for the mango growers and producers— an avenue for their concerns and issues, as well as a mechanism to help in promoting the programs and projects for the sector. The cooperative was inactive until 2017, when the local government provided help and even appropriated funds as start-up capital for the cooperative that will serve as a revolving fund to the organization to provide the immediate needs of its members.

There are laws and policies at the national level considered by the LGU as a basis in producing comprehensive legislative measures in the local government and in instituting a

framework for the development agenda in the industry. The Presidential Decree 314 of President Fidel Ramos declared the island of Guimaras as an exclusive quarantine zone in the protection of mangoes (Philippine Government, 2020). The local ordinance cites this decree in upholding the quarantine status of the island to protect the quality of mangoes and prevented infestations and plant diseases. Also, the "5-Year Road Map for Philippine Mango Development" will serve as the guide of the LGU in framing and proposing measures for improvement in the industry (Simeon, 2017). However, it is still being considered by the Department of Agriculture in framing a decisive policy and is still under the process of review.

Currently, the lower house is deliberating House Bill 3538 or the Philippine Mango Development Act of 2016 introduced by AAMBIS-OWA, albeit still laid on the table (Luci-Atienza, 2019). The House bill aims to develop and promote a globally competitive mango industry through increasing the production, gathering higher income for the farmers, growers, and traders, together with other stakeholders. If ever passed into law, it will be a concrete policy specifically focused on the industry designed to help the farmers and other stakeholders achieve quality products and competitive production.

Programs and Projects in the Industry

It is the local government's mandate to initiate an agenda that answers the needs of the local industry to respond to the domestic and international demands of production and in the maintenance of the quality of the products yielded. Various assistance from the LGU comes in the form of services, augmentation of materials, among others, in ways that are aimed to help the farmers of the industry (refer to Table 3).

Table 3 Programs and Projects in the Guimaras Mango Industry

Name of Program or Project	Brief Description/ Purpose or Aim	Involved Governmental and Non-Governmental Agency or Office	Beneficiary
Mango	To continuously expand	 Provincial Office for 	 Workers
Production and	the propagation of the	Agricultural Services	
Continuous	mango trees in the	 Bureau of Plant and 	
Expansion:	province of Guimaras	Industry- Guimaras	
 Seedling 	and to increase the	National Crop Research	
Distribution	production of the	Development Production	
 Augmentation 	mango fruit.	and Support Center	
of Fertilizers		(GNCRDPSC)	
 Distribution of Planting Materials 			

Name of Program or Project	Brief Description/ Purpose or Aim	Involved Governmental and Non-Governmental Agency or Office	Beneficiary
Yearly Provision	This program aims to	 Provincial Government 	• LGU
of Inducers to the	increase the volume of	of Guimaras through the	 Business
Mango	production of mango	POAS	Workers
Cooperative for	fruit that will be		
the production of	provided for the yearly		
mangoes for the	mango festival		
mango festival	celebration.		
1 Million	The purpose of the	 Guimaras LGU as 	 Business
Revolving Fund	funding is to give	Grantor	Workers
Grant to the	temporary assistance to	 GMGPDC as Grantee 	
Mango	the immediate needs		
Cooperative	for production and will		
	be paid thereafter.		

Table 3 Programs and Projects in the Guimaras Mango Industry (Continued)

Name of Program or Project	Brief Description/ Purpose or Aim	Involved Governmental and Non-Governmental Agency or Office	Beneficiary
Proposed 10	The consolidation	Financed by the World	• Business
Million	building will provide a	Bank with PHP 3 Million	
Consolidation	facility for quality	counterpart from the	
Building as a	assurance of the	LGU	
Post-Harvest	produced mango and in		
Facility for hot	protection for more		
water treatment,	reliable shelf life. This		
storing,	will also link to business		
packaging among	players and enhance		
others	the marketing of the		
	Guimaras mangoes in		
	the domestic and		
	international markets.		

Name of Program or Project	Brief Description/ Purpose or Aim	Involved Governmental and Non-Governmental Agency or Office	Beneficiary
Accreditation	This mechanism will	Guimaras Provincial	Business
Mechanism for	ensure that the	LGU	
Mango Farms	orchards and farms are		
and Orchards in	compliant with existing		
compliance with	policies on the		
existing	environment and other		
environmental	requirements in		
ordinances and	protecting natural		
laws and	resources, health, and		
	safety.		
Priorities towards	To maintain high-	Provincial Government	Business
Organic Use of	quality products free	of Guimaras through the	
Chemicals and	from hazardous	POAS	
Organic Farming	chemicals that might		
	significantly affect the		
	health of the		
	consumers		

Table 3 Programs and Projects in the Guimaras Mango Industry (Continued)

Name of Program or Project	Brief Description/ Purpose or Aim	Involved Governmental and Non-Governmental Agency or Office	Beneficiary
Establishment of the Cooperative for Mango Growers and Producers	To serve as an organization for the growers and producers. To help them organize and sustainably provide for the needs of the members to develop the industry.	Guimaras LGU In cooperation of Mango Growers and Producers of Guimaras	Business Workers

Name of Program or Project	Brief Description/ Purpose or Aim	Involved Governmental and Non-Governmental Agency or Office	Beneficiary
Provincial	To provide a systematic	Intervention from the	Business
Commodity	framework to the needs	World Bank	Workers
Investment Plan-	and priorities of the	 Local Government 	
Focusing on	province on the mango	Counterpart	
infrastructural and	economy. It was		
livelihood projects	highlighted as part of		
in the mango	the plan the agendas		
industry of	for the mango industry		
Guimaras	that will aid in the		
	development.		
Programs for	To educate growers	GMGPDC (initiator of the	Business
informal	and producers of the	project)	 Workers
education on	industry in terms of	 Local Government as 	
business and	marketing and business	Enabler	
marketing in	incubation for the		
different	mango industry		
municipalities in			
Guimaras			

 Table 3 Programs and Projects in the Guimaras Mango Industry (Continued)

Name of Program or Project	Brief Description/ Purpose or Aim	Involved Governmental and Non-Governmental Agency or Office	Beneficiary
The Mango-Chain Analysis	To research the process of mango production and to identify the technical, material, and logistical concerns of the industry. Identifying the strengths and weaknesses of the industry will be helpful for the LGU in policymaking.	 A convergence of agencies: Guimaras Local Executive Department POAS BPI PPDO Sanggunian Panlalawigan PEDO 	Business

Name of Program or Project	Brief Description/ Purpose or Aim	Involved Governmental and Non-Governmental Agency or Office	Beneficiary
Compliance with the existing labor laws and declaration that the Province of Guimaras as labor law compliant tourist destination	Included in LGU's agenda, there is a need to monitor different institutions in the industry in compliance with existing labor laws for the workers' rights and welfare to be protected	 Provincial Government of Guimaras Department of Labor and Employment DOLE 	Business
Provincial Rural Development Project • Farm to Market Roads	Provided construction of roads from mango farms to the market for easy access and less logistic cost that will, therefore, help in the productivity of mango growers and producers as well as business enthusiast	 A project under the Department of Agriculture With the convergence of other government agencies in planning The counterpart was given from the Guimaras LGU 	Business Workers

Source: Data collated and summarized from the KIIs

These programs and projects of the local government of Guimaras are initiated in collaboration with other agencies and private organizations. The aim is to support and sustainably develop the industry and address the challenges identified through time substantially. With the help of government agencies and international organizations, the gaps are addressed through financial and technical support (Piabuo, et. al., 2018; Williams & Young, 1994). Even more, institutions are willing to extend their support and help implement these initiatives to benefit the stakeholders and the mango industry. On the other hand, good governance principles, in effect, helps in achieving and realizing these efforts, not solely through the local government but also that of the people. Klusacek, et. al. (2018) even attribute good governance as a collaborative effort of every stakeholder. Pilar (2008) also mentioned that public service involves administrative and political accountability, nationalism, strengthening public-private partnerships, and good governance in addressing the problems

of the society together with advocacy for people's participation in participative governance. Indeed, state-market-civil society dynamics and collaboration is essential to sustainable development and good governance (Dungog-Cuizon, 2014; Pilar, 2008). However, despite these efforts, there are still growing concerns the industry members identify that warrant the immediate attention of the government.

Key Issues and Concerns in the Industry

From the interviews, significant issues and concerns were culled out from the business sector, farmers, and workers in the industry. The technicalities of the production, programs and policies, environmental protection, among others, which are considered as part of the priorities demanded to be given retrospect to improve the industry further, were the basis of their concerns. To note, Piabuo, et. al. (2018) stated that technical help and economic enablers are essential to success in governance in a certain context.

Using the principles of good governance from UNESCAP (2009), key issues in governance are categorized. Stakeholders involved in the study shared their major concerns based on each principle of good governance, which was then summarized and presented in Table 4. Additionally, the informants also shared the importance of these principles, and their legitimate concerns are in governance priorities in the mango industry. Noteworthy, the level of priority is presented based on the majority's opinion as to how they perceive the significance of each principle and underlying concerns needed to be prioritized.

Table 4 Key Issues and Concerns in Mango Industry Governance

Indicators of Good Governance	Key Issues	and Concerns	Level of Priority**
Participation "Participation, by men and women, could be either direct or through legitimate intermediate institutions or representatives. Participation needs to be informed and organized. This means freedom of association and expression on the one hand and an organized civil society, on the other hand."*	Lack of participation from grassroots- communities and small-scale workers of the mango industry	 Grassroots- oriented development initiatives Participatory planning on agricultural development programs 	High priority

Indicators of Good Governance	Key Issues	and Concerns	Level of Priority**
"Good governance requires fair legal frameworks that are enforced impartially. It also requires full protection of human rights, particularly those of minorities and vulnerable. Laws should be Impartially enforced."*	 Weak enforcement of local ordinances on mango regulation Need for cohesive legislation on workers protection and development initiatives for the industry 	 Strict implementation of existing ordinances on mango farming and harvesting Legislation of ordinances on workers' rights and welfare Legislation of new programs and strengthening the marketing of mango products 	High priority

Table 4 Key Issues and Concerns in Mango Industry Governance (Continued)

Indicators of Good Governance	Key Issues and Concerns		Level of Priority**
Transparency "Transparency means that decisions are taken, and their enforcement are done in a manner that follows the rules and regulations. It also means that information is freely available and directly accessible to those affected by such decisions and their enforcement. It also means that enough information is provided and that it is provided in easily understandable forms and media."*	Issues on land reform LGUs transparency on the programs for the mango industry workers and farmers	 Need for LGU to revisit the land reform application of farmer-tenants Strengthen dissemination of information Need for a database on mango farming (statistics on policy, harvest, market supply, and demands) 	High Priority

Indicators of Good	Key Issues and Concerns		Level of
Governance			Priority**
Responsiveness "Good governance requires that	Limited Volume to None for Figure 1.	Delivery and distribution of	High Priority
institutions and processes try to serve all stakeholders within a reasonable timeframe."*	 Supply cannot suffice and sustain the domestic market demands 	fertilizers, inducers, and farm equipment • Provision for assistance in the eradication of fruit fly	
	 Lack of augmentation and delivery of farm services Lack of capitalization and high cost of production 	 Distribution of mango seedlings Strengthen connection with local importer and Bridging connection between farmers, mango growers, and financiers 	

Table 4 Key Issues and Concerns in Mango Industry Governance (Continued)

Indicators of Good Governance	Key Issues and Concerns		Level of Priority**
Consensus Oriented "Good governance requires mediation of the different interests in society to reach a broad consensus in society on what is in the best interest of the whole community and how this can be achieved. It also requires a broad and long-term perspective on what is needed for sustainable human	Lack of avenue to channel concerns and interest of workers and farmers Lack of Consultative Measures on Government and Stakeholders	Avenue/ desk for farmers to channel out their concerns	High Priority
development and how to achieve the goals of such development."*	Consultation		

Indicators of Good Key Issues and Concerns		Level of	
Governance			Priority**
Equity and Inclusiveness "A society's well-being depends on ensuring that all its members feel that they have a stake in it and do not feel excluded from the mainstream of society. This requires all groups, but particularly the most vulnerable, have opportunities to improve or maintain their well-being."*	Issues on Health Risks and Hazardous Practices in the Processes of Production Lack of technical skills development among small scale farmers	Use of protective gears and equipment Use of organic methods in mango production Skills development on intercropping and production of other farm products Technical assistance on organic mango	High Priority
		farming	

Table 4 Key Issues and Concerns in Mango Industry Governance (Continued)

Indicators of Good Governance	Key Issues and Concerns		Level of Priority**
Effectiveness and Efficiency "Good governance means that processes and institutions produce results that meet the needs of society while making the best use of resources at their disposal. The concept of efficiency in the context of good governance also covers the sustainable use of natural resources and the protection of the environment."*	 The necessity of establishing infrastructure and facilities Lack of entrepreneurial training on novel ways to produce and market mango products 	Farm to market roads Barangay centers on mango regulation Provincial center for mango Growers, producers, and financiers Small-scale farmers marketing facility Post-harvest facilities Training on the production of various mango products Training on marketing and entrepreneurship	High priority

Indicators of Good Governance	Key Issues	and Concerns	Level of Priority**
Accountability "Accountability is a key requirement of good governance. Not only governmental institutions but also the private sector and civil society organizations must be accountable to the public and to their institutional stakeholders. Accountability cannot be enforced without transparency and the rule of law."*	Lack of government's accountability to the stakeholders to sustainably collaborate and further develop the industry	Consultative and Reachable LGU Strengthen connection and collaboration of the government and the sector Regular visitation of POAS and DA to the mango orchards and farms	High Priority

Source: Data collated from interviews and survey conducted

- * Indicators of Good Governance adopted from UNESCAP (2009)
- ** Indicates the opinion of the respondents (by selecting whether low priority, moderate priority, or high priority) on how important principle of the good governance and the problems underneath it that the government needs to take care

In attaining good governance in the mango industry, the government is expected to be responsive to the demands and needs of the sector. The principles guide the governance initiatives (UNESCAP, 2009). However, there are some concerns from the stakeholders that need to be addressed for the development of the industry. The labor sector highlights the problem of augmentation and delivery of farm services such as consultation and visitation from the LGU. Likewise, the provision of assistance in terms of planting materials was not able to reach the sector because of limitations when it comes to the distance from the capital town to the farm areas. The industry is also concerned over a limited volume of mango produced, which can only suffice to the needs of the domestic market and, therefore, cannot accommodate the demands of the international market. Some international groups would want to import mangoes from Guimaras, but the most significant challenge is on the minimal volume of mangoes produced ready for export. To reiterate, the ADB (1995) cited in Brillantes and Fernandez (2008) conception of good governance exemplifies the involvement of an institutionalized system that provides an avenue for the citizens to voice out their concerns. In this case, the local government may consider an aggressive initiative to strengthen connection so that the needs of stakeholders are met. Similarly, Cariño (2000) has stressed the convergence of state and non-state actors in governance. Though the local government as an enabler is accountable in this dynamic, the LGU must acknowledge and

build linkages with civil societies and private groups that can help the economic and organizational needs of the industry (Klusacek, et al., 2018), that will later on help in enhancing the social capital of the industry (Sacramento, 2020). Conversely, good governance is at the core of state and non-state entities that work together towards development initiatives for the people.

Another concern is on the hazardous chemicals used for inducing the mango trees to ensure voluminous fruit production and abundant harvest. The chemicals for production, if exposed to humans or if ingested, may lead to allergies, intoxication, and/or poisoning. Likewise, in bagging and harvesting, there is no safety gear to secure the laborers who climb the trees. There are instances recorded that workers have received fractures, total whole-body paralysis, and even died due to falling from century-old mango trees while performing their tasks. Vehemently, UNESCAP (2014) has pushed for various principles that concern good governance that not only respond to the organizational and systemic concerns but also the preservation of the individual and human dignity. Bernstein (2015) even added that the industry should secure basic human rights, including the right to a safe workplace environment (UNESCAP, 2009) alongside safe food production and consumption.

Aside from these, the conditions are also true to the lack of attention to workers' welfare, specifically with the primary benefits, health care, and insurance. The laborers and workers in the mango industry are hired on a contractual basis (for about 2-4 weeks) for spraying, bagging, and harvesting; thus, it would be tough for them to assert their rights to these social protections and benefits given that the existing labor laws do not provide them the same and equal privileges to that of full time, regular or permanent employees. Human rights are central interests in the industries, especially in good governance (Bernstein, 2015). ADB (1995) in Brillantes and Fernandez (2008) added that the exercise of rights in pursuit of collective good is an essential element of good governance.

Due to the mango's nature of seasonal and climatological dependence, members of the industry do not view mango farming as a significant source of income to sustain the needs of the family. However, sectors in the industry have differing views on this argument, but most of the working sector (i.e., farmers, spray men, baggers, harvesters) are involved in contractual work and therefore assert that they can only work and earn in times of mango season. This is why Piabuo, et al. (2018) have highlighted the importance of the links with philanthropists and market to secure connections and help for additional sources of income, may it be in the form of extra jobs and function or a sustainable alternative livelihood, to support the needs of the sector and the community during off-seasons of mango production.

Capital is the main requirement for venturing a business, most notably to this mode of production, with very minimal predictability of profit over yield after harvest. This is also

the reason why the mango farmers are unable to finance their production needs. Furthermore, the cooperative leader expressively lamented about this since members would opt to question the financing capability of the cooperative for capital before they commit for membership. This situation is rooted directly in the existing socio-economic condition that the society is experiencing, plus the unappreciation for the Philippine agricultural industry. Attached to this is the basic collaboration and cooperation central to connecting members of the community towards a certain cause (UNDP, 1997a). Brillantes and Fernandez (2008) mentioned that governance promotes the idea of responsiveness, participation, decentralization, and accountability; thus, an interesting way of intervention is for community leaders to educate the members of the role of the cooperative, its principles, and purpose. An organized cooperative is essential to identifying the means in income-generating (Huseynov & Salahov, 2020) that will help finance capital in mango production.

The local government has also cited that the farmers and other members of the sector could not comply with the participation and attendance required when there are programs, training, and seminars implemented since it is essential to the success of these endeavors. This is not new to issues and constrains experienced in governance (Klusacek, et al., 2018). The constraints regarding why farmers and the sector could not commit to participation include economic difficulties, time, and task load. The trust and confidence of the initiatives that the government pursue are also a factor for the sector. The sector felt that they are not involved in the processes of program development in the industry. Though the LGU emphasized the lack of participation of the marginalized, it is the government's responsibility to reach out to the people to engage in the processes. Building the trust of the people to the government would lead to a more consultative and participatory mechanism for the programs to emancipate the people from their marginalization (Celestin, 2019; Brillantes & Fernandez, 2008; Klusacek, et al. 2018; UNESCAP, 2009)

The problems presented are vital as a take-off point for the formulation of the recommendations. In good governance, issue or problem identification is crucial to provide better perspectives and create solutions that will lead to the development of an institution. It is with high regard that the Guimaras mango industry has performed well over the decade, but problems concerning various stakeholders who are significant players of mango production continue to persist. It is essential to look at the situation from both an institutionalist's and grassroots' standpoint, considering the interest of the workers and the industry. With the problems defined, it would now be incumbent to formulate the development of agenda in addressing specific issues within the government and bureaucracies concerning mango farming and industry, the workers, farmers, and laborers, the business sector, as well as that of the environment.

Conclusion

Good governance is not only essential to running the government in general but is also vital to different industries. In the case of the Guimaras mango industry, the local government has provided all the means to respond to the needs of the local agriculture community. The role of policymaking in governance is an essential factor that helps in securing the local mango industry. The various programs and projects of the local government of Guimaras on the mango economy also provided an avenue for the mango economy to develop and assisted the stakeholders (mango farmers and workers) to improve their production.

In the practical sense, some things are left unresolved and thus require more attention for interventions and policy development. To achieve this, strengthened initiatives from the local government in collaboration with the community, the people, the mango sector, and all stakeholders are essential to an organized system of governance. The mango economy of the Guimaras province can address social inequalities, problems in resource generation, economic stagnation, grassroots underdevelopment, and the lack of appreciation of the agricultural industry, among many others. Worthy to note that the issues confronting the mango economy are not just a sole concern of the government, but rather should be a collective agenda that should be addressed by the people, the community, the stakeholders, and the mango sector, in collaboration with government think tanks, research institutions, the academe, and the civil society.

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