

# Is Zanzibar Government Succeed in Achieving Good Governance Practices?

<sup>1</sup>Salum Mohammed Ahmed, <sup>2</sup>Bing Wang

College of Public Administration, Huazhong University of Science and Technology, 1037 Louyu Road, Hongshan District, Wuhan 430074, P.R. China

<sup>1</sup>[salum.ahmed79@yahoo.com](mailto:salum.ahmed79@yahoo.com)

<sup>2</sup>[wbyf@mail.hust.edu.cn](mailto:wbyf@mail.hust.edu.cn)

**Abstract:** Good governance practices is a cornerstone for a country's sustainable development whether socially, economically, culturally, morally or spiritually and in both national and international astute. Mostly, the significance of good governance practices is objective for an individual country in respect of economic efficiency and growth. Good governance is conducive to macroeconomic stability, external viability and sustainable development [1]. While the concepts of "governance" and "good governance" are not "new" in development literatures, is still receiving a mounting attention in recent years especially in developing countries including Tanzania. Since independence of Tanganyika by then, and after the union of Tanganyika and Zanzibar, United Republic of Tanzania made many attempts to improve her governance system. It is in this line therefore, this paper aiming to analyze government initiatives in achieving good governance practices in Zanzibar.

Using descriptive approach, government institutions in Zanzibar found to implement an outdated good governance policy. However, the initiatives taken so far in adopting good governance practices are stronger and the society has changed as a result of their realization which is due to those initiatives taken by the government in achieving good governance practices. This study was conducted in selected departments under President's Office, Justice, Constitutional Affairs, Public Service and Good Governance since they have overall mandate of implementing good governance in Zanzibar [2]. The study employed both qualitative and quantitative methods. Qualitative method was used in the form of interviews while quantitative method was used in the form of questionnaires. Findings revealed that, the people of Zanzibar appreciates and have positive attitudes and perceptions towards the initiatives taken by their Government in adopting good governance practices although impediments like availability of an outdated good governance policy, inadequate public awareness on good governance, inadequate good governance budget from central government, poor technology and office politics were mentioned to hindering these initiatives. However, to a great extent the government of Zanzibar succeed in adopting good governance practices in a way that society observes it and practically executes good governance principles. Based on the findings, this study recommends government of Zanzibar to review and updates her good governance policy, allocate enough budget that enables responsible institutions to efficiently and effective implement good governance practices programs and activities which including provision of awareness creation and civic education curricula especially in remote area of the country which will facilitates and speedup the elimination of factors hindering adoption of good governance practices in Zanzibar and Tanzania at large.

**Keywords:** Governance, Good Governance Practices, Employee, Zanzibar, Tanzania

## 1. INTRODUCTION

One of the most challenging practices in policy analysis in developing nations today is the whole idea of what "good governance" is and working towards achieving it. According to [3] World Bank viewed "governance" as the manner in which power is exercised in the management of a country's economic and social resources for development. They relate the concept of governance directly with the management of the development processes that aiming to involve both the public and the private sectors in achieving development of the identified country. In this case, it is very important for institutions to create environment in which citizens interact among themselves and with government agencies/officials while the institutions themselves observes accountability in providing their services. It has become a truism to say that "good governance" is essential for successful development'

due to the simple question "what is good governance?" is still remained.

In attempting to answer this question World class institutions like UNDP addressing "good governance" as the process which comprises of participatory, transparent and accountable, effective and equitable, and promotes the rule of law. It is a procedure which guarantees that political, social and economic priorities depend on expansive consensus in the public arena and that the voices of the poorest and the most helpless are heard in basic leadership over the designation of improvement assets. Of a particular importance, especially in the context of developing nations, is the fact that UNDP's definition of governance encompasses not just the state, but the private sector and civil society as important actors in the good governance process. However, the role of the state is viewed as that of creating a stable political and legal environment conducive

to sustained development, while civil society institutions and organizations are viewed as a means of facilitating political and social interaction and mobilizing groups to participate in economic, social and political activities [1,4].

United Nations High Commission for Human Rights view “*good governance*” as a concept that contains five key characteristics which are transparent, responsibility, accountability, participation and responsiveness which based on the peoples’ wishes [5]. They also viewed “*good governance*” as respect of human rights, the rule of law, efficient and effective public sector, effective participation, people involvement, political pluralism, transparent and accountable procedures and institutions, legitimacy, access to knowledge, information and education, political empowerment of people, equity, sustainability, and attitudes as well as values that foster responsibility, solidarity and tolerance [5].

It is the principles of human rights which give clear directions of achieving human development towards initiatives taken by governments, political and other social actors. Also, it is a principle of human rights to notify the content of good governance efforts by providing necessary inputs rating the performance against accountability and responsibility in the society. The respect of human rights always needs effective implementation of good governance practices. However, the relationship between the two can formally be organized into four main areas which are democratic institutions, service delivery, rule of law and anticorruption [5].

Based on democratic institutions, the relationship between good governance, human rights and development is observed when people allowed to participate in policy making and decision making processes through different ways. As noted by [6] that, good governance influences people to formulate and use Civil Society Organizations in addressing their needs as well as judging the accountability of government [6]. On the side of service delivery, the relationship observed when the government fulfils her role of providing public services which are necessary for human being. These include the right to live, right to education, food and health [7]. In the case of rule of law, human rights sensitized by good governance practices so as to improve legislation and assist institutions to follow the ruling system that observes hierarchical ranging from penal systems to the courts. Also, good governance practices through human right advocates legal reform and rising awareness of the people based on legal frameworks and institutions [2]. Therefore, the author agreed with UNHCHR that there is immense relationship between good governance practices, human rights and development thus, sustainable human development cannot be attained without encouraging respects of human rights as well as emphasizing key characteristics of good governance practices including accountability and people participation.

African Development Bank (ADB) on their side, has no specific views based on governance concept instead,

they viewed governance within the concept of good governance by clarifying it into four main elements which they called “*element of governance*”. These elements include accountability, participation, predictability and transparency [8].

ADB view accountability as concerned with the tendency of public officials to be answerable for government behavior as well as responsive to authority which is in power. Therefore, in encouraging accountability in governments, ADB took serious efforts towards implementing various economic reforms and ensure they succeed by grant satisfactory supports in provision of public services. In this case, performances of the public workers are rating using specific criteria whereas bases of insuring the standards are developed.

Apart from that, ADB viewed participation as concerned with involving people in development process. It is the only way in which choices that originated from stakeholder’s needs is considered as well as stakeholders’ rights are well protected. During participation, it is very important to identify values and needs of the concerned stakeholders, especially if they are excluded from making decision. Hence, they applies different measures so as to encourage participation during the implementation of government projects and programs. These include; promoting participation of project beneficiaries and affected groups, promoting social dialogue between the public and private sectors, facilitating local government in insuring they take ownership of the projects and finally, encouraging the use NGOs as necessary tool for addressing needs of project beneficiaries.

ADB viewed predictability as about legal environment that allows development to flourish. It is concerned with the situation in whereas the government required to have precise policies, laws and regulations which will help in regulating itself as well as providing clear direction based on resolving disputes.

Also, ADB viewed transparency as accessibility of information to the community and accurately of government policies, rules and regulations. It can be used in strengthen peoples’ rights with a high degree of legal enforceability. In fact, transparency in government decision-making and public policy implementation believed to reduce uncertainty as well as hamper corruption among civil servants [8].

## **2. METHODOLOGY AND AREA OF STUDY**

This study was conducted in selected departments from President’s Office, Justice, Constitutional Affairs, Public Service and Good Governance in Zanzibar Tanzania and employed descriptive approach so as to explore appropriate fact-findings as it yields a great deal of accurate information. It is also a better approach which allows gathering required data/information at a particular point in a particular time hence used to describe the nature of the existing conditions [9]. Specifically, the study focused on Good Governance Coordination Department, Policy,

Planning and Research Department and the Attorney Generals Chamber. Selection of these institutions were made on the basis that they have core activities that dealing with good governance coordination in Zanzibar [2]. Target population included 23 employees from Policy, Planning and Research Department, 13 employees from the Attorney General's Chamber and 23 employees from Good Governance Coordination Department. The total population was 59 people who justify the selection of President's Office, Justice, Constitutional Affairs, Public Service and Good Governance as strategic area of the study.

Questionnaires, interview and documentary review of the existing information were instruments used for data collection during the study since they were central basis of information thus they constructs resilient motives for the researcher to clench the generalization about the whole population [10]. Open and closed ended questionnaires were used to collect data from staffs specifically concerning with their responsibilities regarding to initiatives taken to improve good governance practices in Zanzibar. For the same purpose, interview was used to collected data from head of departments, experts and consultants that concerning with government initiatives in achieving good governance in Zanzibar. The researcher also collected information which concerning with good governance ingenuities from Vision 2020, 2010 - 2020 General Election Manifesto, Zanzibar Poverty Reduction Plan that have been singled out as key development strategies for successful good governance practices; other institutions and articles that seemed to have needful data and information. However, respondent's confidentiality was given high priority during the whole process of data collection and presentation of findings. Low response rate was the only major limitation of this study. In some cases, the researcher did not receive the cooperation he had expected. For instance, some people considered research to be a waste of their valuable time. In addition to that, most of those who were in the rank of decision making were unwilling to be interviewed and delegated the task to their subordinate particularly technical staff. That is the reason of having large number of technical staffs in the sample space. Besides, some respondents were willing to give information however, they were afraid because they thought that they were giving out sensitive information. For instance, some of them thought that the researcher was a spy. To reduce this consequence, various methods of data collection were used as they supplement one another. Despite the problem encountered, it is hoped that the sample used in the study was enough with all necessary information that enabled the researcher to provide Fairview as well as demonstration of the current situation.

### 3. DEFINITION OF TERMS

#### Governance

[11] viewed governance as system of utilizing limit and independence as a proportion of official branch quality while

others think governance as about interaction of people and government. Since the term "governance" is multifaceted hence it is difficult to have universal definition. As results, international organizations like World Bank when they attempting to explain about governance they becomes more interested on how the country being ruled. From this perspective, governance is embodied in institutional arrangements, consultative mechanisms, policy making processes and the nature of leadership in political systems [12]. However, [13] identified that "*governance styled powers vested to the elites via a legislative approach so as to assess the performance and capability of their governments*". With respect to this study therefore, governance encompasses the structures, rules, norms and practices related to policy or decision making processes [14].

#### Good Governance

Good governance is a broad theme which is conceptualized as an administrative system characterized by high standards of transparency which entails provisions of services to the people in effective and open way, accountability, participation, good and faster information flow [15]. The expression "good governance" is agitated in its importance. Thou in 1990s, developed countries by using their institutions like World Bank and International Monetary Fund and established slanted to make help restrictive upon changes in the beneficiary nation, which was found to a great extent insufficient in empowering genuine strategy changes. All the more as of late, givers, for example, the International Monetary Fund, the World Bank, and the United States, are progressively demanding execution and good governance as an essential for help, a training called "selectivity." This is a methods for requiring a beneficiary state to exhibit the reality of its promise to financial and social changes. There are no target guidelines for deciding good governance: a few perspectives incorporate political stability, the rule of law, control of corruption, and accountability. Abnormal amounts of destitution and feeble governance are connected, making selectivity hard to actualize. For changes to succeed, household support, possession, and responsibility are critical, similar to the beneficiary's social setting and history [16]. In the context of this study, good governance means the system of the governance which is accountable to its citizens and responds to the basic needs, wishes and aspirations of the people.

#### An Employee

According to [17], sec 3 (1), an employee means a person who has entered into or works under or seeks to work under or where the employment has ceased was working under contract of service.

### 4. EVOLVING DEBATES ON GOVERNANCE AND GOOD GOVERNANCE; SCHOLARLY PERSPECTIVE

There is a phenomenon that for a good governance to apply the stakeholders' negotiation and consensus is

inevitable [18]. Other scholars relate the idea of good governance with leadership, democracy, government accountability, people's trust towards their leaders and their government as well as the spectacle of development in a particular country [19 – 22].

According to [23] the governance not only occupies a central stage in the development discourse but it is also considered as the crucial element to be incorporated in the development strategy. In any case, aside from the worldwide acknowledgment of its significance contrasts win in regard of hypothetical plans, approach solutions and conceptualization of the subject itself. Governance as a theoretical construct is different from the theory of state, not only in an embryonic stage, but also in its formulation based on ideological convictions. Policy analysis dependent on the chronicled encounters of administration offers unmistakable quality to government disappointments to convey, prompting recommendations for cutting back or rightsizing, while policy prescriptions for good governance take an evolutionary view of the matter questioning relevance of public sector management of certain activities in a changed context [23].

Moreover, governance is not only about the organs or actors as pointed out by [23] but about the quality of governance, which expresses itself through elements and dimensions, which will be discussed in this study. Nevertheless, [23] states that: "Just as the dancer cannot be separated from the dance, actors executing governance in their respective spheres cannot be relegated to the background". However [24] viewed "Governance" as about the processes not about ends. They further urged that governance was never allowed to become a conceptual straight jacket but was expected to function as a rather loose framework within which each researcher could creatively explore political issues of significance. The problem that encountered, therefore, is not the limitations stemming from the imposition of a confining concept, but rather the opposite: the challenge of making sense of the wide range of interpretations of "governance" and "good governance" that the authors convey to the agenda.

## **5. HOW GOVERNANCE AND GOOD GOVERNANCE APPEARED AS AN AGENDA IN AFRICAN COUNTRIES**

Most of Sub Saharan countries got their independence in 1960s. Given that, most of these countries have practiced different forms of political governance regimes, particularly from extreme authoritarian state to the self-governing and democratic states [6].

The majority of Sub Sahara African countries experienced a distinguishing political behavior and created regional institutions designed to protect their newly born states from any external interference. African leaders like Kwame Nkrumah in Ghana, Nmandi Azikiwe and Obefeni Awolokwo in Nigeria; Jomo Kenyatta, Thomas Mboya and Jaramagi Odinga in Kenya; Amilcar Cabral in Guinea

Bissau; and Julius Kambage Nyerere in Tanzania produced development thinking which vindicated their conceptions of where they would want to focus after independence. To them by then, major challenge was how to extend African traditional and values, instead of modern nation state setting.

The economic performance of many Sub Saharan countries was disappointing during 1980s. In this period, majority of population lived in absolutely poverty. In fact, it is the period which commonly known as "lost decade" for Sub Saharan African countries with average incomes that declining by 1.1 percent per year [25].

In Tanzania, the extensive government involvement in social service provision was eventually incompatible with the level of economic growth in much of the late 1970s and 1980s. Based on Tanzania context, late 1970s and early 1980s, was a period in which the country practiced extensive government involvement in the provision of social service which was ultimately incompatible with the level of economic growth. For example, Ndulu and Mutalemwa identified that, this is a period in which the state had an overwhelming role in resource allocation and an enormous amount of control over the actions of economic agents [26]. However, at the end of 1970s, the Tanzanian economy was in a serious financial and production crisis and hence began to decline rapidly [6].

Tanzania continued to experience difficulties in her economy where as in early 1980s that country suffered with fall in agricultural production and shortage of food in almost every part of country. Hence, public expenditure framework expanded far beyond what the government could afford. For example, Calderisi noted that, in 1980s, 60 percent of the development budget was funded by foreign aid. Also, World Bank report of 1984 and 1992 scaled of this recession by demonstrated Tanzanian economy, declined dramatically especially from 1982 to 1990. Thus, the country dropped from 14th poorest country with a GNP per capita of US\$280, to 2nd poorest in the World with a GNP per capita of US\$110 [25].

Later on, the World Bank Report of 1981 blamed African countries by pointed out that the Africa's poor performance was because of bad domestic economic policies, such as state regulation and intervention in markets. In fighting against growing socio-economic crisis, Tanzania like other countries in Sub Saharan Africa forced to enter into formal negotiations with IMF and WB for implementation of SAPs and ERPs. And that was the starting point of market based economic system in 1986. In fact, SAPs and ERPs program aimed at promoting economic growth, reducing poverty, good governance as well as encouraging peoples' participation in decision making, and they were handled in collaboration between government of Tanzania, IMF and WB [27].

## **6. HE PRACTICE OF GOOD GOVERNANCE IN TANZANIA**

Since the introduction of multiparty system, Tanzania conceded through five different elections, but the

country so far managed to sustain political stability, peace and liberty. However, the country observed to implement both socialism and capitalism and therefore, it provides a very unique experience in African continent [28]. Additionally, Tanzania succeeded to introduce various extensive reform programs as remedial measures for late 1970s and early 1980s economic crisis. In all these reform programs, attainment of a high rate of economic growth and realization of good governance remains significant so as to ensure and experience proper provision of services within the prioritized sectors that conforms with the wishes and aspirations of the peoples based on values, satisfaction and relevance [27].

Scholars like [6] recognized good governance as among main strategies for the development of African continent. [6] pointed out that that, in today's world, both the World Bank and the IMF recognizes the importance of governance to fall on national authorities and strongly recommend for good governance practices for the better development of the people and the nation [6].

In Tanzanian context, the government has summarized its own governance policy in the National Framework on Good Governance. This framework emphasizes that, good governance is essential to the success of the Tanzania's wider development strategy. Therefore, the country employs such strategy as shifting of management responsibilities and production from state to the private sector [29, 30]. The government employs such strategy as the decentralization of power and resources from the central to local authorities; the restructuring of ministries and other government institutions/agencies which aimed at making sure that, they are more efficient and effective; and as a tool in fighting against the mismanagement of fund which includes corruption and fraud in the public sector.

Besides, the Tanzania National Framework on Good Governance addresses the different initiatives which must be taken by the government in having proper adopting good governance practices. These initiatives include Public Finance Management Reform, Civil Service Reform, Local Government Reform, Legal Sector Reform Program, and the development of anticorruption strategies. This set of complex and far reaching reform objectives was made in collaboration with development partners and is expected to have a direct impact increasing accountability and transparency, reducing opportunities for corruption and recruiting public officials who are accountable, efficient, ethical and professional in fulfilling their roles. Apart from that, Tanzania National Framework on Good Governance (1999) states that governance comprises the mechanisms, processes and institutions through which citizens and groups articulate their interests, mediate their differences and exercise their rights and obligations [29, 30].

However, the National Strategy for Growth and Reduction of Poverty as well as Vision 2025 identifies poor leadership, weak administration and a lack of accountability and transparency as among main obstacles to Tanzania's

development strategies. However, both of them emphasized on the importance of having improved governance particularly in the areas of economic policies, human rights, political and social economic spheres [29].

## **7. GOOD GOVERNANCE PRACTICES AND SUSTAINABLE DEVELOPMENT IN ZANZIBAR**

The relevance of Good Governance in the development process can hardly be overemphasized. In both Zanzibar vision 2020 and Zanzibar Poverty Reduction Strategy (which commonly known as MKUZA I and II), good governance has been singled out as a key factor towards successful implementation of development initiatives in Zanzibar. However, good governance remained as a process not an event hence it is indeed a multifaceted, multi-dimensional and multi – sectoral process. We both agrees that building strong foundations for good governance has never been an easy task. In Zanzibar, political, social and economic background has sometimes destructed and quite often detracted their efforts towards achieving good governance practices within the Isles.

With regards of having effective good governance practices, government of Zanzibar takes countless initiatives in improving good governance coordination institutions and develops number of policies and programs which observes of good governance practices. For examples, numbers of important documents were developed with the aim of showing proper good governance coordination. These include Zanzibar Growth Strategy (ZGS), Medium Term Expenditure Framework (MTEF), Zanzibar Poverty Reduction Strategy (which commonly known as MKUZA I and II), just to mention the few [31]. Good example has pointed out by [32] that, apart from establishment and enforce Human Rights Commission of the United Republic of Tanzania to fully operating in Zanzibar, between July 2008 and March 2009 the Commission received 35 complaints and managed to complete investigation of ten [33]. The great connection good governance practices, people's needs or wishes, public service delivery and development as a whole made the Author to greatly recommend the need of having good governance practices at all levels of governance since it can be referred by society as their important tool to the system, processes and institutions that are accountable to the society as well as that deliver services which meet the people's needs or wishes while making the best use of available resources.

Major and referred initiatives also observed in 1984 when the existing Zanzibar Constitution was enacted. The 1984 Constitution of Zanzibar has so far been amended eight times since it's established, among them are an elected legislature through regular elections; a multi-hierarchy judiciary with security of tenure to judges; and a well-defined executive structure. The Constitution of Zanzibar also enshrined the Bill of Rights with a clear right to seek remedy in the event of infringement of those rights [34].

Despite the enactment of 1984 Constitution of Zanzibar, no major changes were so far achieved due to a number of factors whereas the major one is being economic hardship which experienced in the 1980s.

Multiparty political system which was introduced in 1992 was a major turning point towards building sound democratic and economic good governance [34]. Although multiparty system brought social, economic and political chaos in Zanzibar, that was believed to be the right decision for the development of the Isles. All what happened was owing to the fact that a number of issues were not addressed in time. One of such major issues was a sound institutional and administrative framework which could efficiently and effectively accommodate the framework of multiparty system. Among other things this situation includes availability of efficient government structure, appropriate law enforcement mechanism, appropriate economic and social policies, efficient administrative as well as accessibility of economic regulatory framework (watchdog institutions). Twenty six years after the introduction of multiparty systems, Zanzibar is still putting the pieces (that comes from political chaos and economic hardship) together. But the pieces cannot stay in place if conducive environment is not created. Thus, having sound good governance practices is substantive for the development of the people of Zanzibar and Tanzania at large.

Establishment of specific institution which have constitutionally mandated to administer good governance practices in Zanzibar was another major initiative taken by the Government. Although the Ministry concerned with good governance was created in the November 2000, there are many old institutions in this Ministry which have been there for a very long time, charged with the same responsibility of enhancing good governance in Zanzibar. The old institutions are such as Auditor General, Judiciary, Registrar General, Wakf and Trust Commission and Attorney General's Chamber [2].

The decision of promoting good governance in Zanzibar was made by the government, with the help of partnership with other stakeholders during the implementation of development activities and in service delivery [35]. This has been made people of Zanzibar to be engaged in policy making, planning processes, implementation and even evaluation of different development activities. For example, from 2000, the Revolutionary Government of Zanzibar with the assistance of or in association with various partners undertook a number of studies (diagnostic study) as preparations for joint initiatives in fighting poverty. These studies were intended to complement the Poverty Reduction Plan which was launched in May 2002. The studies included Zanzibar Financial Accountability, Zanzibar Public Expenditure Review, Local Government Reform Program, Zanzibar Procurement Assessment Report and Good Governance Strategic Plan. Although each study had concentrated in specific policy area, almost all studies identified some issues and challenges

that associated with good governance indicators which were eventually used as tools to formulate the Government initiatives to improve good governance practices in Zanzibar.

Beyond the implementation of various policy documents like Vision 2020 and MKUZA I and II which focused to transforming and modernizing the economy of Zanzibar as well as eradicate poverty, the Revolutionary Government of Zanzibar planned to use MKUZA II in realizing the Millennium Development Goals. It is believed that implementation of MKUZA II will improve the living standards of the people of Zanzibar and strengthen good governance [31]. Under Mkuza II implementation, realization of good governance practices had given special attention specifically in Cluster III whereas different goals were targeted. These goals including promoting democratic governance, promoting accountability, transparency, rule of law and respects for human rights, promoting good governance practices at all levels and promoting democracy, political governance and national unit [31]. It is obvious that people of Zanzibar are strongly motivated and raised their concerns in having broad base and inclusive participation in development activities and good governance practices. This is evident through local communities who are fully engage themselves in planning, implementation and evaluation of development programs within their societies. Good examples are Tanzania Social Action Fund (TASAF) projects, Participatory Agricultural Development and Empowerment Project (PADEP) and Agricultural Sector Support Program (ASSP), to mention the few [31]. In this case, therefore more emphasis is needed so as Government initiatives in achieving Good Governance Practices is honorably succeed.

## 8. RESULTS AND DISCUSSION

### 8.1 Meaning of Good Governance

In the first place, the researcher wanted to know how well employees understand the term good governance. Out of 59 respondents, 11 (19%) respondents said, good governance is about human rights issues, while 12 (20%) respondents said that, it is about equality before the law. Similarly, 10 (17%) respondents said that, it is about rule of law, while 4 (7%) respondents said that, good governance is about maintenance of personal services. Also, 6 (10%) respondents said that, good governance is about accountability of people in their daily working activities while 16 (27%) respondents said that, good governance is all about leadership system which serves for development of the people (see Table 8 - 1).

Meaning of Good Governance	Frequency	Percent
Human rights	11	19
Equality before the law	12	20
Rule of law	10	17
Maintenance of personal services	4	7
People accountability in their	6	10

daily working activities		
Leadership system which serves for development of the people	16	27
<b>TOTAL</b>	<b>59</b>	<b>100</b>

**Table 8 - 1: Employees’ understanding on Good Governance**

Source: Research Findings, 2018

The above data revealed that, there is a great confusion on what exactly good governance means from the respondents. Some employees responded by saying that good governance is about everything which concerned with law issues, while others said it is about human rights and rule of law. This confusion might undermine the initiatives of government to adopt good governance practices in Zanzibar. This is because, it is very difficult to achieve good governance while key actors in the process do not even understanding and often times confused about the meaning of good governance.

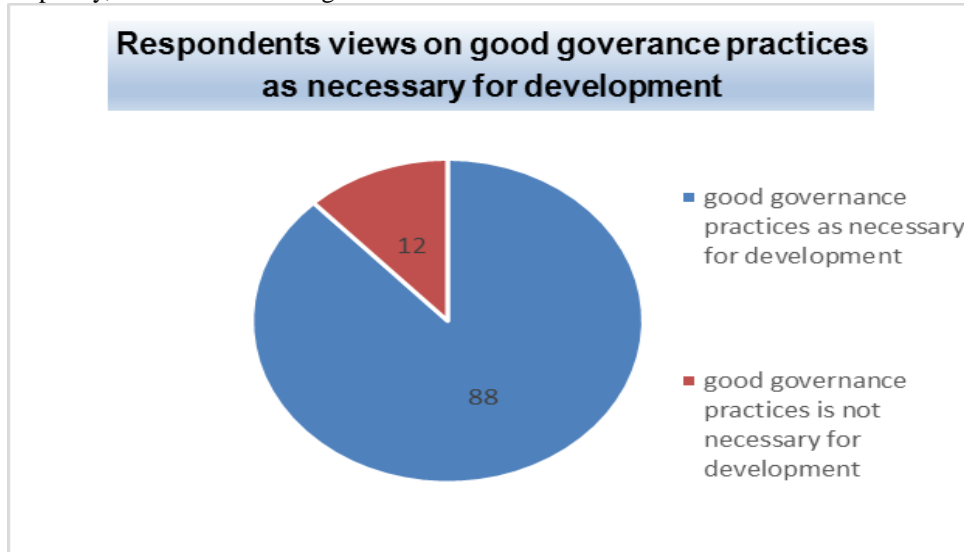
**8.2 Good Governance Policy**

A policy is a general guide to action [36]. Policy means planning with objectives and expected results. Good governance policy is important to indicate an organization commitment as well as its response to the wishes and aspirations of the people. When asked if their Ministries have good governance policy, the research findings revealed

that all respondents indicated that there is good governance policy within their ministry. Further interview revealed that respondents viewed the existing good governance policy an outdated ones. One respondent from top management was quoted saying that *“I am very grateful with initiatives taken by my ministry in making sure that good governance policy is available in bring future lights of the country towards the realization of good governance practices however the policy seemed to be old-fashioned”*.

**8.3 Strengths and Weaknesses of Good Governance Initiatives**

In Zanzibar many initiatives have been taken towards the adoption of good governance. These including the introduction of specific Ministry responsible with good governance in the November 2000 whereas many institutions in this Ministry have been there for a very long time, charged with the same responsibility of adopting and enhancing good governance practice. By using data obtained mainly through self-administered questionnaires, the researcher tried to assess the strengths and weaknesses of the initiatives so far taken to adopt good governance practices. When asked if they viewed good governance practices as necessary for development, 88% of respondents agreed with it while 12% of respondents alters by viewed good governance practices as not necessary for development (see Figure 8-1).



**Figure 8-1: Respondents views on Good Governance as a factor for Development**

Source: Research Findings, 2018

Further study from interview revealed that majority of are strongly emphasized that better good governance practices always helps in bringing sustainable development in the country. One respondent was quoted saying that, *“current development in the Isles, is the results of nice good governance practices which we adopted since after the revolution of 1964”*. This situation concurs with the reality,

due to fact that since the revolution of 1964 to the present, people always have opportunities to participate in identifying, planning as well as implementing different activities in responding to the identified problems situated within their surrounding environment.

Having a culture that practices good governance in Zanzibar is not an easy task. It needs political will associated with

other, social and economic initiatives that must be taken to practice good governance. When asked to indicate whether there are ongoing initiatives taken so far in adopting good governance practices, 2 (4%) respondents said, there are no any initiatives taken while 6 (10%) respondents said availability of different development policies and programs is a major initiative taken so far in adopting good governance practices in Zanzibar.

On the other hand, 12 (20%) respondents said that, the 1984 and 2010 enactment of the Zanzibar Constitution is a major initiative taken so far in adopting good governance practices, while 14 (24%) respondents applauded the tendency of good governance coordination department to provide civic education as a major initiative taken so far by the government to improve good governance, while 25 (42%) respondents said that, introduction of good governance department is a major initiative taken by their organizations in adopting good governance practices in Zanzibar.

It is true that the 1984 and 2010 enactment of Zanzibar constitutions together with availability of different development policies and programs plays major role in bringing the society that observes good governance in Zanzibar. For example, section eighteen of the Constitution of Zanzibar, subsection one and two, provides to the citizens, freedom of expression and the right to be heard, which is very crucial in a country that is really observes good governance.

Giving views on the initiatives taken by the government to improve good governance in Zanzibar, one respondent quoted saying that;

*For our country to have number of development policies and programs like Zanzibar Vision 2020, Zanzibar Strategy for Growth and Reduction of Poverty (ZSGRP – MKUZA), Zanzibar Growth Strategy (ZGS), to me this is a major initiative taken so far by the government in adopting good governance practices. This is because each policy or program helps differently, for example MKUZA helps in reducing poverty in the country, because you cannot adopt good governance practices if the country suffering from huge poverty.*

Similarly, another respondent quoted saying that;

*The 1984 enactment of Zanzibar Constitution led the country to be ruled under leadership system that observes rule of law and human rights which are among principles of good governance. Also, the 2010 enactment of Zanzibar Constitution which led Zanzibar to have Unitary Government soon after 2010 general election led the country to have leadership system that observe participation of individual citizen in forming the government. I do hope that the coming unitary government will provides to the public, those services in which*

*people are always aspired and wished for their individual as well as nation development.*

In considering the above scenario, the researcher concluded that, the Government of Zanzibar was serious and to a great extent, achieved its target of having the society that observes good governance practices in implementing their day to day activities.

#### **8.4 Problems Organization and Employees face while implementing initiatives**

The researcher was interested to find out if there are any problems employees face while working to coordinate and implement good governance programs and plans in Zanzibar as major initiatives takes in achieving good governance practices. As a result, 32% of respondents indicated that availability of outdated good governance policy is among drawbacks they daily facing when endeavoring to promote good governance practices in Zanzibar. On the other hand, 25.6% of respondents said that, inadequate public awareness on good governance theme is the constrain they daily facing in adoption government initiatives for embracing good governance practices in Zanzibar. Other mentioned factors including inadequate good governance budget from central (19%), poor technology (19%) and office politics (5%) (see Table 8-2).

Identified factor	Frequency	Percent
Outdated good governance policy	19	32
Inadequate public awareness on good governance	15	25
Inadequate good governance budget from central	11	19
Poor technology	11	19
Office politics	3	5
<b>TOTAL</b>	<b>59</b>	<b>100</b>

**Table 8 - 2: Obstacles in adopting of Good Governance Practices**

**Source: Research Findings, 2018**

Surprisingly, while the above factors were identified as impediments for adaptation of government initiatives in achieving good governance practices in Zanzibar, other respondents indicated that their organization has enough money that comes from central government, so inadequacy of good governance budget from central is not valid. This situation posed another question to the researcher, and made him eager to find what made things worse while the ministry receives enough money from the Treasury. Hence, the researcher observed that, this money was not used as planned. In most cases, this fund was used in administrative issues instead of good governance initiatives activities as planned. In fact, this is not a good indicator especially if the



government is serious in addressing society’s needs and aspirations.

Through interviews with respondents, it has been revealed that political interference and poor technology are major problems faced their organization in which sometimes employees faced a very difficult situation in transforming good governance knowledge to the respective people. However, they said that sometimes they met people who are very reluctant in succeeding proper ways that are basically found within good governance practices. One employee quoted saying that *“one day, I met an old man who believed in socialism, in fact he was very reluctant to not only to follow but even to hear about good governance. What he believes is that, good governance is just another approach of being exploited by western countries”*

As shown in the data above, although there are some constraints employees and their institutions faced while adopting good governance practices, but initiatives taken so far seemed to be stronger in the sense that now community perspectives on good governance has changed. Findings from observation found that people now understands their rights and even asking for it when they feels about violation of their rights.

**8.5 Strategies to be used for effective adoption of Good Governance**

Good governance should work towards building and sustaining a society which is progressive – socially, economically, politically and spiritually. Hence, the researcher saw the importance of inquiring if there are in place appropriate strategies set to adopt good governance practices in Zanzibar.

When asked about appropriate strategies that should be used to minimize problems identified by them, respondents pointed out various options which could be used to effectively adopt good governance practices. For instance, 29% of respondents said that government needs to increase budget of the Good Governance Coordination Department, which will provide a room for more education to the society especially in relation to good governance practices. On the other hand, 25% of respondents said that more efforts should be made to have proper and modern technology, while 14% of respondents said serious efforts should be taken to make sure good governance policy is in place as soon as possible. Moreover, 3% of respondents said that the government should not interfere with its independent organizations or institutions which are working hard in implementing strategies that would permit the country to have effective adoptions of good governance practices (see Table 8 -3).

Recommended strategy	Frequency	Percent
Increase budget of good governance coordination department	17	29
More civic education is needed	17	29
More efforts should be taken to have modern technology	15	25

Availability of updated good governance policy	8	14
Avoid government interference	2	3
<b>TOTAL</b>	<b>59</b>	<b>100</b>

**Table 8 - 3: Appropriate Strategies  
Source: Research Findings, 2018**

As far as the strategies are concerned, the researcher strongly agrees with all of the respondents. However, it is advised that more serious initiatives are still needed to be taken by the government in adopting good governance practices through the identified and proposed strategies.

**9. CONCLUSION AND RECOMMENDATION**

The relevance of Good Governance in developing countries can hardly be overemphasized. In Zanzibar, both Vision 2020 and Zanzibar Poverty Reduction Plan have been singled out as key development strategies for successful achievement of good governance. This study basically study analyzes government initiatives in achieving good governance practices. The major focus was on the analysis of strengths and weaknesses of those initiatives taken to improve good governance practices in Zanzibar. In general the study revealed that initiatives taken so far are stronger whereas society had changed and there was a positive move towards adopting good governance practices in Zanzibar. Hence, there are several initiatives taken in ensuring that society observes and follows good governance principles as well. The study also revealed that majority of the respondents expressed their appreciations on the positive move taken by the government of Zanzibar in addressing issues of poor governance. Most of them were happy with initiatives taken so far by the government in adopting good governance practices. The only challenge which was observed was lack of a clear understanding of what it means by *“good governance”*.

Based on the findings of this study, it can be concluded that, initiatives taken by the government in adopting good governance practices are strong enough and have already made significant changes in the society. It can also be generalized that, Government of Zanzibar through President’s Office, Justice, Constitutional Affairs, Public Service and Good Governance has succeeded in her initiatives taken so far in adopting good governance practices. This is because the society now appreciates to receive what they wanted and aspired from their government. For example, through civic education program, which provided by the Good governance Coordination Department, citizens now understand their basic rights in relation to the public services, which they always wished and aspired for.

However, the Government of Zanzibar is strongly recommended to increase seriousness in her initiatives taken so far in achieving good governance practices by ensuring that respective implementing agency have all necessary

facilities including modern technology that would facilitates the efficient and effective implementation of good governance programs, availability of justifiable budget which will enable them building more knowledge society which observes and respects on good governance principles and employs human resource experts who could play a major role in designing, implementing and monitoring effective adoption plans and programs of good governance practices.

#### 10. ACKNOWLEDGEMENT

The researchers would like to extend their sincere gratitude to the existing president of Zanzibar Hon. Dk. Ali Muhamed Shein for his greatest efforts of ensuring that good governance practices is effective and efficient practicing in Zanzibar. They also present their sincere acknowledgment to employees of selected departments of President's Office, Justice, Constitutional Affairs, Public Service and Good Governance Zanzibar, Tanzania as well as professors, associate professors, doctors and fellow PhD Candidates of College of Public Administration from Huazhong University of Science and Technology, Wuhan, China for the backings they provided during the whole period this study conducted. Special thanks should go to the families belongs to authors of this article especially corresponding author's lovely daughter Shariffa Salum Mohammed, his lovely wife Miss Mulhat Hassan and other indebted family members including Mr. Haroun Nassor Ismail, Mr. Ahmed Mohammed Ahmed, families belongs to Mr and Mrs. Majid Zahran, Mr and Mrs. Sameer Ahmed, Mr and Mrs. Abubakar Rajab as well as Mr and Mrs. Kai Bashir Mbarok.

#### REFERENCES

1. UNDP, (1997) Governance for Sustainable Human Development; UNDP Policy Paper. Retrieved November 17, 2018 from the World Wide Web: <http://www.undp-pogar.org>.
2. Ministry of State (President's Office) Constitutional Affairs and Good Governance (2008). Three Year Strategic Plan, Zanzibar: Zanzibar Government Press.
3. Marc, Holzer, & Byong-Joon, Kim. (2002). Building Good Governance: Reforms in Seoul. National Center for Public Productivity.
4. Weiss, Thomas G. (2000). Governance, good governance and global governance: conceptual and actual challenges. *Third world quarterly*, 21(5), 795-814.
5. United Nations High Commission for Human Rights (2000). Human Rights and Governance. Retrieved November 17, 2018 from the World Wide Web: <http://www2.ohchr.org>
6. Ahmed, S. M. (2006). Training of Public Workers for Good Governance in Tanzania (Working Paper). Tanzania: Institute of Social Work, Dar es Salaam.
7. Godbole, Madhav. (2001). Elementary education as a fundamental right: The Issues. *Economic and Political Weekly*, 4609-4613.
8. African Development Bank (2011). Elements of Governance. Retrieved December 12, 2018, from the World Wide Web: <http://www.adb.org>.
9. Cohen, Louis, Manion, Lawrence, & Morrison, Keith. (2000). Action research. *Research methods in education*, 5, 226-244.
10. Fowler Jr, Floyd J. (1993). Applied social research methods series. Paper presented at the Survey research methods.
11. Fukuyama, Francis. (2013). What is governance? *Governance*, 26(3), 347-368.
12. World Bank (2002). World Bank Report. Washington D.C: World Bank.
13. Pierre, J & Peters, G (2000). Governance, Politics and the State, Macmillan Education UK
14. United Republic of Tanzania (1999). The National Framework on Good Governance. Dar es Salaam: Planning Commission.
15. Akhtar, J. Malla, Y. and Gregson, J. (2001). Good Governance. Mc Graw Hill Company.
16. Nanda, Ved P. (2006). The "good governance" concept revisited. *The ANNALS of the American academy of political and social science*, 603(1), 269-283.
17. Revolutionary Government of Zanzibar (2005). Employment Act of 2005, Zanzibar Laws, Zanzibar Government Press.
18. Löffler, Elke, & Bovaird, Tony. (2004). Understanding public management and governance Public management and governance (pp. 27-38): Routledge.
19. Andrews, Matt. (2008). The good governance agenda: Beyond indicators without theory. *Oxford Development Studies*, 36(4), 379-407.
20. Bouckaert, Geert, & Van de Walle, Steven. (2003). Comparing measures of citizen trust and user satisfaction as indicators of 'good governance': difficulties in linking trust and satisfaction indicators. *International Review of Administrative Sciences*, 69(3), 329-343.
21. Grindle, Merilee Serrill. (2007). Going local: decentralization, democratization, and the promise of good governance: Princeton University Press.
22. Van Doeveren, Veerle. (2011). Rethinking good governance: Identifying common principles. *Public Integrity*, 13(4), 301-318.
23. Hasnat, A. (2001). Governance: South Asian Perspective. Mc Graw Hill Company.
24. Goran, Hyden, & Dele, Olowu. (2000). African perspectives on governance, Mc Graw Hill Company.
25. Mgonja, Boniface Eliamini Samwel. (2010). Alternative thinking on governance: A critical

- analysis of structure and uncertainty in embedding good governance at the local level in Tanzania.
26. Ndulu, Benno J, & Mutalemwa, Charles K. (2002). Tanzania at the turn of the century: Background papers and statistics: World Bank Publications.
  27. Makaramba, R. V. (2004). Review of the functions of the Ministry of State (President's Office) Constitutional Affairs and Good Governance, Zanzibar Government Press.
  28. Bakari, M.A. (2002). Democratization and Political Settlement in Zanzibar. Paper presented at the 10th Anniversary Conference of the Zanzibar Legal Services Centre, Zanzibar Beach Resort.
  29. United Republic of Tanzania (2005). National Strategy for Growth and Reduction of Poverty, Vice President's Office, Dar es Salaam.
  30. United Republic of Tanzania, (2000). Poverty Reduction Strategy Paper, Government Printer, Dar es Salaam.
  31. Revolution Government of Zanzibar (2010). Zanzibar Strategy for Growth and Poverty Reduction – MKUZA II, Zanzibar Government Press.
  32. Maalim, M. J. (2006). Good Governance in Zanzibar. A Paper Presented at the meeting of Principal Secretaries and Senior Government Officials, Zanzibar Beach Resort.
  33. Tanzania Human Rights Reports (2006), The Commission for Human Rights and Good Governance, Government Printer, Dar es Salaam.
  34. Revolutionary Government of Zanzibar (1984). Zanzibar Constitution, Zanzibar Government Press.
  35. Revolution Government of Zanzibar (2007). Zanzibar Strategy for Growth and Poverty Reduction – MKUZA I, Zanzibar Government Press.
  36. Dye, T. R (2008) Understanding Public Policy, 12th Edition. Pearson Education Inc.
  37. Bensimon, Estela M. (1989). The meaning of " good presidential leadership": A frame analysis. The Review of Higher Education, 12(2), 107-123.
  38. Legal Help Attendance Book (2005). Ministry of State (President's Office) Constitutional Affairs and Good Governance, Zanzibar.
  39. Legal task force (2005). Legal Sector Report: Financial and Legal Management, Upgrading Project, Zanzibar: Zanzibar Government Press.
  40. Contractor, Q. (2008). Fieldwork and Social Research Ethics. Indian Journal of Medical Ethics, 5(1).
  41. Kothari, R. C. (1990). Research Methodology, Methods and Techniques (2nd Edition) K. K. for New Age International, (p) Ltd, New Delhi.

### Author Biographies

<sup>1</sup>Salum Mohammed Ahmed is a PhD student at Huazhong University of Science and Technology (HUST) China. He also works as an Administrator and Policy Analyst at the President's Office, Justice, Legal Affairs, Good Governance and Public Service, Zanzibar, Tanzania. He did his Master of Science in Development Policy (MSc. DP) at Mzumbe University, Morogoro, Tanzania, Postgraduate Diploma in Management at Tumaini University College, Iringa Tanzania and degree in human resources management. He has more than 15 years of working experience and 5 years of public lecturing experience and he published around 5 research papers in various National, International Conferences and Journals.

<sup>2</sup>Bing Wang is a professor of College of Public Administration at Huazhong University of Science and Technology. His research field is public administration and public policy. He has extensive publications in the leading journals on the topics of public value as well as public administration and management which includes "The Open Public Value Account and Comprehensive Social Development: An Assessment of China and the United States" published under Journal of Administration & Society, DOI: 10.1177/0095399715587522, aas.sagepub.com 2015, "Social Development in Market Society by Intrinsic Value Account: A Case of China", published under International Journal of Social Economics, 39 (9), 2012, 671-689. (SCOPUS), "An imbalanced development of coal and electricity industries in China", published under Energy Policy, 35 (10), 2007, 4959-4968. (SSCI, SCI) just to mention the few. He is currently working on a large project of One Belt, One Road as well as connecting Europe and China through interuniversity exchange program.