



Evaluating Compliance with Good Governance Principles by Political and Administrative Actors in Project Implementation and Management in Tanzania: A Case Study of Selected Local Government Authority Projects

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Abstract: *Governance and government are terms used interchangeably and have been a global matter since the beginning of public administration in Europe. The application of practices such as transparency, accountability, impartiality, democracy and rule of law by all parties participating in government operations is ensured through governance, which is a fundamental component of new public management. This paper sought to examine elected and appointed officials' compliance with good governance principles in implementing and managing development projects, using Dar es Salaam Rapid Transit System (DARTS) as a case study in Dar-es-Salaam Municipalities. The study involved four municipalities where DARTS project passes. This study was based on interpretivism philosophy and implemented a phenomenology-case study design following a qualitative approach where data was collected through Key Informant Interviews (KI), Focus group discussions (FGDs) and Documentary Review (DR). Data from the study were analysed and evaluated using thematic analysis. Due to a lack of effective governance procedures, the study discovered that some of decisions related to project implementation and management were not rational as it was observed during contraction of phase one BRT bus terminal at the flood area at Jangwani. According to the study, the two sides worked closely together throughout the design phase, but when things go wrong during implementation and management, politicians would sometimes act irrationally toward the public for political advantage in order to manipulate voters for future political gains. The study indicated that adhering to good governance norms by elected and appointed officials was difficult, resulting in occasionally poor decisions due to political will or administrative personal interest. The study recommended that, government institutions should employ enforcement mechanisms, such as laws, regulations, and procedures and training and development to both political and*



administrative officials, to make sure that the two categories of actors involved in the implementation and management of projects are adhering to the doctrines of good governance.

Keywords: *Public administration, politics, administration, Good governance principles*

INTRODUCTION AND CONTEXTUALISATION OF THE PROBLEM

Good governance has raised public awareness of how government institutions work. It has been also recommended that governance is an important fact in determining a country's ability to preserve broadly accepted democratic principles (Bratton and Rothchild, 2012). It guarantees that the country social, political, administrative, and economic priorities are established on widespread societal agreement and that all citizens' opinions are considered when decisions about the distribution of resources are made (World Bank, 2003). International organisations are now promoting good governance as a new strategy for managing public institutions. Following the significant changes in public administration in the late 1980s and early 1990s, the World Bank declared that governance crisis was undermining Africa's development objective (World Bank, 1989). According to Dayanandan (2013), good governance has become a priority for donor agencies and donor countries. Good governance advocates consider it a worthy objective and a means of influencing many outcomes, including economic growth and sustainable development. It is said that corruption, particularly by bureaucrats and politicians, substantially impede development efforts in most poorly governed countries by stealing resources such as money, materials, and assistance contributions or misdirecting them into their own or even unproductive activities. Government systems that lack transparency and accountability for their decisions and acts, as well as those with ineffective administrators and flimsy institutions, are unable or unwilling to implement policies that support sustainable development for all citizens. "Good governance is possibly the most important factor supporting sustained human development," former UN Secretary-General Kofi Annan famously said (UN 1998). Therefore, supporters of the idea contend that outstanding governance needs to be at the core of development strategy. All government systems should provide positive support for policy formulation and implementation by considering governance quality in decision-making and resource distribution and management. Good governance promotes better service delivery, increased accountability, transparency, impartiality, and rule of law (IFA, 2013). In public organisations, good governance promotes better administrative decision-making, effective resource management, and increased accountability for resource stewardship (Mutahaba, 2012).

Good governance in Central Government (CG) and Local Government (LGAs) is critical for improving public service provision (Makorere, 2014). Tanzanian government and international communities argued that to achieve sustainable development, all government systems must adhere to good governance principles (Njunwa 2018). The World Bank and the International Financial Organization both stress the need for effective governance. The World Bank and other financial institutions based in Washington, DC, argued that good governance promotes growth in



developing countries, which is valued at the grassroots level (World Bank, 1980). The African Union (AU) Agenda 2065 prioritises sustainable development, good governance, human rights respect, democracy, the rule of law, justice, and other people-driven development agendas (Ogbette et al., 2018; Sigalla, 2014). Some public administration scholars, Kabote et al. (2017), observed that it is a challenge to have a government following good governance principles in entirety. Given this situation, tremendous effort is required to use the principles of good governance to manage public affairs more effectively and efficiently. Tanzania Vision 2025 was approved by the Tanzanian government to achieve its development objectives. The primary goal was to attain equal opportunity and citizens' good life, rule of law, and good government, as well as to build a robust and resilient economy capable of withstanding global competition. On the one hand, opponents of the good governance agenda have mounted a significant challenge. It has been suggested that using good governance as a standard for allocating foreign aid effectively introduces political conditions and enforces the western liberal paradigm of democracy (Nanda 2006, NEPAD 2007). Strong inspection, which offers significant benefits for enhancing public sector performance and combating misbehaviour, defines good governance, according to the International Federation of Accountants (2013).

Additionally, good governance enhances management, leading to improved decision-making, better outcomes, and more effective intervention and execution. Accountability, transparency, participation, the rule of law, fairness, and efficiency are examples of good governance principles that enable public administrators and politicians to make more effective and transparent decisions, particularly when implementing and managing public development projects. It also protects them from misconduct, such as corruption and embezzling of public funds (Alaaraj, 2014). On the other hand, poor governance jeopardises service delivery and benefits a small political and administrative elite. Andrews (2008) observed that current theories of government performance are akin to advising developing countries that the way to develop is to become developed. According to the argument, good governance is a one-best optimal model of government control that ignores institutional heterogeneity across well-governed government (Pritchett and Woolcock 2004). Despite various opposing ideas, good governance remains an acceptable government operations model.

Keefer (2009) asserts that there is no accepted concept of governance that offers convenience and broad acceptance. Different organisations define governance differently. Governance, according



to UNDP (1997), is the use of economic, political, and administrative power to oversee a country's affairs at all levels. It is made up of the institutions, procedures, and mechanisms that permit people and groups to express their interests, assert their legal rights, fulfil their obligations, and settle disputes. In contrast, the IMF defines governance as the method by which public institutions manage resources and conduct public affairs in a way that is generally recognised (UNDP 2007). Furthermore, according to OECD (2013), governance is the use of political influence and control within a society in relation to the administration of its resources for social and economic advancement. This concept takes into account how public authorities create the conditions for economic activity, determine how benefits are allocated, and specify the nature of the relationship between the ruler and the ruled (Ibd).

Definitions differ not only between organisations but also within organisations. The World Bank employs several strategies, including using political influence to run a country's affairs (World Bank 1989). The process through which a country's economic and social resources are managed for development, as well as the capacity of the government to make decisions, formulate plans, carry them out, and fulfil its obligations (World Bank 1994). The method by which public institutions and employees acquire and exercise the authority to make public policies and provide public goods and services (World Bank 2007).

According to Galadima (1998), governance is the process of establishing and running a legitimate power structure and authority to uphold the rule of law, guarantee the due process of law, maintain law and order, and protect fundamental human rights. It also involves taking care of the basic needs and welfare of the populace as well as their right to pursue happiness. In order to ensure transparency, accountability, responsiveness, and respect for the rule of law, governance is crucial in guiding the actions of both elected and appointed authorities. The definition of Tanzania's good governance framework is a system of interactions between public and private organisations that have a role to play in the formulation and implementation of public policy, as well as the application of that policy and the delivery of public services (URT, 2000). Participation, rule of law, transparency, responsiveness, consensus orientation, effectiveness and efficiency, equity, accountability, and strategic vision are among the nine tenets of good governance identified by UNDP in 2007. In current era, good governance has drowned out government attention and public awareness of public institution activities. It is also used to evaluate a nation's capacity to meet universally recognized democratic standards (Bratton and Rothchild 2012). It attests to the fact



that societal consensus underpins political, administrative, social, and economic priorities and that the public's input is considered when allocating resources for the country (World Bank, 2003). Tanzania's 2016–2021 governance program was established by UNDP (2016) with an emphasis on efficiency, accountability, and transparency. Tanzania would fail to meet Vision 2025 unless it adheres to good governance principles such as the rule of law, transparency and accountability of all stakeholders (URT, 2000). Good governance seeks to promote development and alleviate poverty by reducing self-interested use of public resources and money, improving accountability and responsiveness, maintaining openness, upholding the rule of law, and providing effective and efficient public services (Dossa, Mgonja 2015). Tanzania's development vision 2025 envisions a society with a greater quality of living, national unity, peace, and tranquillity. It also emphasises excellent governance and an educated populace, intending to create a competitive economy with sustainable growth that would benefit all Tanzanians. Tanzania's central and local governments function under the assumption that they will follow the principles of good governance, administrative policies, laws, rules, and regulations that control interactions between appointed officials (administrative bodies) and elected officials (political bodies) (Sigala, 2015; Nkyabonaki, 2019).

Public projects that aim to serve the people in central and local government are implemented and managed in collaboration with politicians, administrators, and the community, since the advent of traditional public administration. Politicians' and administrators' participation in the implementation and managing projects in local government is essential to promoting increasing commitment, accountability, sustainable development, and trust among the key stakeholders (Njunwa, 2018, Muro et al., 2015). The Tanzanian government has worked to transfer decision-making power to councillor who are more in touch with the local community since the reformation of local government authorities in 1982 and the introduction of decentralisation policies, particularly decentralisation by devolution (D by D) in the 1990s. Through the decentralisation by devolution policy (D by D), the government aimed to establish a bottom-up development approach and give local governments more control over project management, implementation, and the provision of community services (Kisumbe et al., 2014). The Local Government Miscellaneous Amendment Act No. 6 of 1999 gave councillors and citizens the authority to choose initiatives that would enhance the provision of local services. Both the Local Government (District Authorities) Act No. 7 and the Local Government (Unburn Authority) Act No. 8 of 1982 made it clear that elected authorities and citizens must make choices about developing plans and



activities. According to the Act, the performance of local governments depends on political and administrative accountability and transparency in local government operations. Accountability and transparency enhance service provision while lowering misuse of power and corruption by elected and appointed officials (Njunwa, 2018; Sigalla, 2014).

Transparency and accountability is expected from both elected officials and appointed officials. Sometimes, government institutions cannot hold administrative officials accountable for their actions because they lack adequate information about the implementation and management of development projects. Accountability, according to Kane (2008), is a necessity for representative decision-making and one of the foundations of good governance. Other government institutions can hold elected and appointed officials accountable for their acts, conduct, and decisions through accountability.

Politicians and appointed officials are accountable for the efficient or inefficient management and execution of projects. In order to improve project performance and sustainability, appropriate governance principles must be followed. In successfully developing and managing projects, elected politicians and appointed officials must work together. These are mandatory and permissive functions. Interactions between local government's political and administrative branches are crucial to improving public service delivery. Elected and appointed officials must collaborate and get along (Land, 2017).

According to Vilakazi and Adetiba (2020), government systems typically function in a political and administrative framework that deals with expressing and implementing the state's will. In order to achieve varied objectives, local governments must function under the presumption that political institutions will decide on broad policy orientations and subsequently hold administrative institutions accountable for their actions (Kozlowski, R., & Matejun, M. (2016). Njunwa (2006) emphasised the importance of positive interactions between elected and appointed officials by emphasising these relationships as they carry out their local government obligations. Most projects in central and local governments have improved people's lives. Local government authorities implement various projects, including educational projects such as classroom construction, teacher housing construction, laboratories, health-related projects, water and sanitation projects, and agriculture-related projects, as well as transportation projects like the DARTS project in Dar es Salaam operated by bus rapid transit (BRT) (Boex et al., 2015).



With regard to Dar es Salaam Rapid Transit Agency (DART) Agency operated by Bus Rapid Transit (BRT), citizens were dissatisfied with constructing a BRT terminal in Jangwani area, known for its flooding during the rainy season. For many years, the Tanzanian government has been urging the residents to leave because staying there could endanger their lives. Despite government's efforts to persuade its citizens to leave the area, the terminal remained built in place. The question is how that decision was made; was it due to poor advice from technocrats or political pressure? Therefore, this study aims to examine compliance of political and administrative actors with good governance principles in the implementation and management of projects in Tanzania, using DARTS as the case study.

Problem Statement

In public sector, political and administrative actors are expected to execute and manage public affairs in legally acceptable ways and follow the principles of good governance, such as accountability, responsiveness, transparency, the rule of law, impartiality and democracy. Politicians are expected to provide policy and political direction. Administrators are expected to implement policies in a non-partisan, technical, and professional manner that adheres to good governance practice. However, despite the existing laws, policies, regulations, and precise separation of roles and responsibilities guiding politicians and administrative roles and responsibilities, cases of disregard have been reported (MwanaHalisi Online. 2021), (ITV, Online. Tv, 2021). Those cases show that politicians and administrators fail to adhere to the principles of good governance that impose political and legitimate administrative power that affect decision-making process.

There are also cases where the two categories of actors have 'colluded' to undermine, sabotage, interrupt, and sometimes undermine LGA's pre-determined goals for personal gain. One of the reported cases (MwanaHalisi Online. 2021), (ITV Online. Tv, 2021) was during the Prime Minister's Hons Kassim Majaliwa (Mp) visit to Bus Rapid Transport (BRT) terminal on 19 April 2021 at Jangwani area in Dar es Salaam, where he ordered the investigation of the Chief Executive Officer and Financial Officer for their improper handling of administrative roles while the explanations of what was behind this case have been based on anecdotes evidence. The project had experienced some indication that the two categories of actor had failure to adhere to good governance practice, which led to the construction of a bus terminal office in the flooding area at Jangwani, where the government recommended that it was unsuitable for living and investment. Due to the flood, terminal, buses, and other facilities were destroyed, leading to shifting of



terminal to Ubungo area, which cost government a lot of funds that could have been avoided if proper decisions had been made in advance. According to REPOA (2008), Tanzania's local governments perform poorly due to poor information access, political influence, a lack of an openness culture among administrative officials, a lack of accountability, impartiality, and the application of the law, as well as inadequate representation by two category of actors. This is most likely a result of insufficient adherence to good governance principles in the management and implementation of projects with regard to the three pillars of governance.

A lot of the research in this field focuses on ways to quantify and rate the effectiveness of national and international governance (Knack 2006, Apaza 2009; Thomas 2010). Other studies focus on the connection between governance and important outcomes like economic expansion (World Bank, 1989; Kaufmann et al., 1999; Keefer, 2009). In Tanzania, (Njunwa 2020) focus on governance of political and administrative relationship in the building of health and education infrastructures. Another study focuses on elected officials' attitudes towards appointed officials in their relations with respect to project implementation and management (Ibd).

The central puzzle is that despite numerous laws, regulations, and policies to guide politicians' and administrators' to comply with good governance principles, there are still some practices indicating that the two categories of actors fails to comply with good governance principles affecting decision-making process. The question remains: what is the ideal setup to ensure positive adherence to good governance principles? How much latitude of freedom of authority should be accorded to politicians and administrators to enable them to exercise good governance principles in implementing and managing development projects? On the other hand, how do elected officials hold administrators without appearing to divert from adhering to good governance principles in implementing and managing projects? With this point of departure, therefore, this study aims at examining the political and administrative actors' adherence to good governance principles in implementing and managing projects in Tanzania.

Theoretical Framework

The administrative models proposed by Wilson (1887), Webber (1922), and Svara (1999), guided this paper. These models promote political and administrative actors' involvement, transparency, impartiality and accountability in government operations. According to the politicised and complementary model, politicians and administrative officials must work together to maintain harmony and interconnectedness in carrying out their responsibilities (Jacobsen, 1999) as it is



contrary to dichotomy model. According to Svava (2001), politicians and administrators should maintain complementarity, interdependence, reciprocal influence, and extensive interactions. To comply with good governance principles, elected (Politicians) and appointed officials (Administrators) are expected to work in congruence and with common understanding. As in all models, appointed and elected officials must discuss policy formulation agendas and provide policy implementation input. According to Jacobsen (1999), building trust between elected and appointed authorities is essential for promoting accountability and transparency. The lack of trust between elected and appointed officials will probably affect how they interact, which will lead to poor decisions. Guo (2019) argued that applying a dichotomy between politics and administration is challenging. Cooperation between politicians and administrators is highly needed to make the two operate under cooperation.

In Tanzania, there is a sufficient legal framework to govern the behaviour of appointed and elected officials. The United Republic of Tanzania Constitution of 1977, the Employment and Labour Relations Act of 2003, and the Local Government (District Council) Act of 1982 are all part of legislative framework. Other regulatory frameworks that ensure compliance with good governance principles include the Standard Order for Public Service 2009, the Public Service Act of 2002, the Code of Conduct for Councillors of 2000, the Code of Ethics and Conduct of Public Service, and the Leader Code of Ethics Act 1995. Compliance with these laws, policies, and regulations appears to be a question of politics, administration, and local matters.

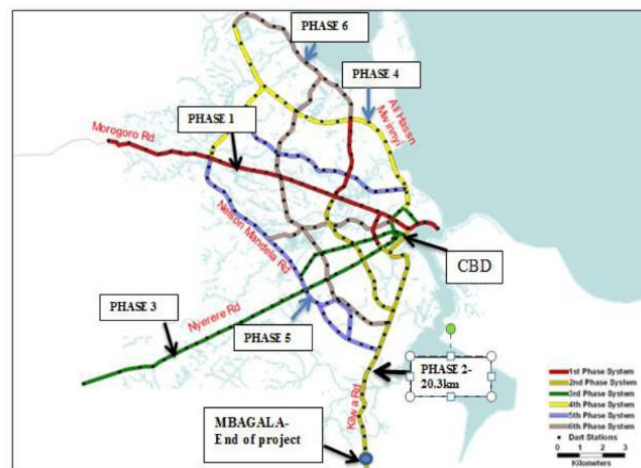
According to NKyabonaki (2019), there is no satisfactory compliance by public administrators to administrative policies, laws, rules, and regulations due to a variety of factors such as underpaying of administrators, weak evaluation and monitoring of employee performance, poor awareness of rules and regulations, a culture of favouritism in the public sector, favouritism by some public leaders to subordinate and sometimes corrupt public leaders. These factors, as observed, can lead to the failure of administrative officials to comply with good governance practices.

STUDY METHODOLOGY

This manuscript section presents key methodological issues, including the paradigm, approach, design and methods used. The sections also include population, sampling methods, data collection and analysis. The manuscript is based on the study carried out in Dar es Salaam municipalities including Ubungo, Ilala, Kinondoni, and Temeke. The area was selected because it is one area

where the government's ongoing DARTS projects pass through. Secondly, the project was selected because it is the only executive agency and ongoing major transportation project in the country under PO-RALG to facilitate the mobility of people in the city. Thirdly, it had experienced some indication of non-compliance with good governance principles between the two categories of actor, which led to the construction of a Bus Rapid Transit (BRT) office in the flooding area at Jangwani, where the government recommended that it was unsuitable for living and investment. Due to the flood, terminal, buses, and other facilities were destroyed, leading to shifting of terminal to Ubungo area, which cost government a lot of funds that could have been avoided if proper decisions had been made in advance. Further, the study area was typically selected because it is where the DARTS agency operated by BRT is located, as well as other offices and agencies or institutions involved in DARTS operations.

Figure 1: The map of BRT roots in Dar es Salaam



Source: DARTS proposed project analysis report

The study was based on interpretivism paradigm. Ontologically, it enabled the study to explore multiple realities of politicians and administrators with respect to good governance principles. Epistemologically, it enabled the study to explore the adherence to accountability, transparency, impartiality, and separation of power in the implementation and management of the project. Methodologically, it enabled the study to use a phenomenology case study design. This design has multiple ways of data collection; hence it enabled the study to use key informant interviews (KI), focus group discussions (FGD), and documentary review (DR) to study the phenomena well (Creswell & Creswell, 2018). Phenomenology case study design explores in-depth information on adherence with good governance principles in the implementation and management of projects.



A phenomenology study seeks to examine a person's or group's lived experience in relation to a concept or phenomenon of interest (Creswell & Poth, 2018). The phenomenology case study design also enabled the study to capture relevant information that informs the study objectives from the relevant study participants, who are elected officials and appointed officials, to gain a deeper understanding and have a thick exploration and explanation of the phenomena. The interpretivist paradigm enabled the study to have a thick exploration and thus to have a deeper understanding and interpretations (Creswell & Creswell, 2018) on the adherence of good governance principles by politicians and administrators on project implementation and management.

A qualitative approach was used in this manuscript to examine the political-administrative actors' adherence with good governance principles in implementing and managing projects in Tanzania. Further, the approach enabled the study to examine elected officials and appointed officials' experiences on the principles of good governance, such as transparency, accountability, responsiveness, impartiality, the rule of law and democracy. The approach enabled the study to have a deeper understanding and interpretation (Creswell & Creswell, 2018) of the compliance with good governance principles by politicians and administrators on the implementation and management of projects in Tanzania, a case study of DARTS project.

According to (Creswell & Poth, 2018), a qualitative study's sample size selection should be justified in light of the study's objectives, the subject matter, the amount of time needed to interact with each respondent (study participant) (Marshall et al., 2013), and the homogeneity of the population being studied. Furthermore, according to the principle of 'saturation' borrowed from grounded theory, a sample has a proper size if it is large enough to answer the 'research's questions. The study's objectives, the reason for the inquiry, what will be beneficial in the field, what will have credibility, and what can be done with the time and resources at hand will all influence the sample size (Patton, 2015). Furthermore, 'it is not the sample size that determines the study's quality that is why there is no acceptable rule or guideline in determining sample size in qualitative research (Zikmund, 2013). Therefore, tentatively based on those arguments, 26 participants were involved in the study as the starting point, which could have varied depending on the data saturation. The participant was categorised as follows:

Table 1:0 Respondents of the study

	Respondents
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S/ N	Administrative officials	No	S/N	Elected officials	No
1.	Municipal Directors	4	1.	Municipal Chairpersons	4
3.	Dar es salaam city council engineer	1	2.	Ward councillors	4
4.	DARTS executive director	1	3.	PO-RALG Minister	1
5.	DARTS Operational Manager	1	4.	Members of Parliament	4
6.	DARTS quality assurance M	1			
7.	DARTS project consultant	1			
8.	OSHA Executive director	1			
9.	NEMC Executive director	1			
10.	TANDROAD Executive. director	1			
11.	LATRA executive director	1			
	Sub Total	13			13
Total					26

Source: Researcher (2022)

Participants of the study were selected using purposive and convenient sampling. It is a qualitative study that allows a non-probabilistic sampling technique. Purposively, the study selected 4 Municipal Directors, 1 Dar es salaam city engineer, 1 DARTS Director, 1 DARTS operational manager, 1 DARTS quality assurance manager, 1 Project Consultant, 1 PO-RALG minister, and 4 Directors from regulatory authorities, namely OSHA, NEMC, TANROAD and LATRA making a tentative total of 17 participants. These participants were purposively selected by the virtual of their positions, making them knowledgeable and well-informed in implementing and managing the DARTS project. Conveniently, the researcher selected 4 members of Parliament, 4 municipal



Chairpersons and 4 Ward Councillors from four electoral constituencies and 1 PO-RALG minister making a tentative total of 13 participants. Conveniently, these participants were involved in the study because they have no added criteria beyond being elected officials to be included in the study. Convenience sampling enabled quick data collection; it is inexpensive in terms of time of filtering who to be or not to be included in the study; planning for appointments, waiting for and reminding for appointments, or setting another appointment due to the failure to show up in time and place for focus group discussion.

The study collected data from elected officials and appointed officials in the study area. The methods that were used in this study for collecting data included key informant interviews (KII), focus group discussion (FGD) with counsellors, and documentary review (DR).

The study employed thematic analysis. Data was transcribed, developed into codes, and categorised into themes for interpretation. The most common method used in this study is a six-step process that includes familiarisation, coding, generating themes, reviewing themes, defining and naming themes, and writing up (Nowell, Norris, White, and Moules 2017). Firstly, it is familiarising with data through, reading field notes, and listening to the audio data recorded with an electronic recorder and copied to a computer and an external hard drive disk from the respondents and translating word to word for those in Kiswahili language. Transcription of the Key Informant Interview (KI) and Focus Group Discussion (FGD) was attended careful based qualitative data analysis. After transcription, the researcher reviewed the KI Interview and FGD transcripts against their audio files to ensure that all conversations were transcribed correctly. Secondly, generating initial codes through highlighting sections or phrases similar to the text and audio to develop shorthand labels, words, or phrases combined to realise the connection between them. Thirdly, searching for themes by looking over codes created and starts identifying themes. Fourthly, reviewing and ensuring themes correctly represent the data. Fifthly, defining and naming themes through formulating accurately what each theme means. Sixthly, producing a report by writing the final thematic analysis to provide short and rational findings. The model was used because it gives room to make a socially constructed interpretation from the elected officials and appointed officials' points of view. In addition, NVivo software for qualitative data analysis was employed to support data analysis.

RESULT AND DISCUSSION



This paper first examined awareness of good governance principles by both politicians and administrative officials, particularly when implementing and managing projects. Almost all respondents 100% responded and said there is a high level of awareness of good governance principles. However, the finding shows that despite a high understanding of good governance principles, both actors were not 100% following those principles such as transparency, accountability, rule of laws, due diligence and impartiality for the reasons related to political will or individual personal interest. Finding was supported by revelation drawn from a focus group discussion (FGD) conducted in Ilala municipality, where the participant was in consensus that good governance principles are well known to all leaders even though it was difficult to comply with them. The findings were supported by the Kinondoni municipality mayor, who pounded out that:

'in our day-to-day operations, we normally act according to the established laws, regulations and policies, and labour law standards; however, sometimes order from ups may cause some decisions to deviate from realities. Because of political interest, the ups may give you order, and you have no right to questions; otherwise, you may put your political position in danger.'

The key informant (KI) and (FGD) findings imply that compliance with good governance practice is lacking between the two categories of actors during project implementation and management. It has been revealed when comparing responses between them that there was a challenge of transparency, impartiality, responsiveness and accountability aspects of governance. The KI interview from Ubungo municipality revealed that there was a misunderstanding between elected and appointed officials when elected officials are not coming from a ruling party in power. The KI from Ubungo municipality said the following:

'not always, but when an elected official is not coming from the ruling party in power Chama cha Mapinduzi (CCM), appointed officials untrusted elected officials to disclose important information regarding project implementation and management regarding operation and financial matters. Therefore, cooperation is low between the two. However, because all the politicians are coming from the ruling party, the administrative officials are very obedient; however, sometimes, because of parson interest, they hide some important information or sometimes speaks lies.'

KI from DARTS BRT terminal at Jangwani had a different observation. To him, he revealed that sometimes politicians want to gain popularity on issues which they know are their fault at the

beginning. However, when it comes to public announcements, they speak as if it is poor administration. This observation was against the mayor, who argued that appointed officials of BRT at Jangwani were not transparent on the status of buses and other facilities during the flood season.

'how come the management and other officials waited until the prime minister visited the terminal and found out some buses were full of mud without any care from management? Did they want us to go and remove those mud? Why were they entrusted to manage the project then? Similarly, the financial officer and other staff were found issuing EFD receipts to passengers produced illegally on the same day. That was diverting revenue for their personal gain.'

FGD at Temeke municipality revealed that transparency, accountability, following rule of law and democracy is a very important good governance practice that, if missing, affects relationship between elected and appointed officials. Therefore, a lack of adherence to good governance practices, cooperation and understanding among elected and appointed officials jeopardised effective project management and implementation, as observed at Jangwani bus terminal. It was revealed that one of poor decision made was during phase one project implementation, particularly the decision to build BRT bus terminal at Jangwani flood area. This was revealed by some of respondents from both four municipalities that due to political influence, environmental assessment plan was ignored and the government in power order to place the terminal at the area.

The findings from KI and FGD are also in line with the study piloted by Sola (2006) and Chaligha (2008). Their study revealed that effective performance of LGA in improving and providing social service to the public depends much on adherence to good governance principles, particularly transparency, impartiality, following the rule of law and accountability between the two categories of actor in their day-to-day functioning.

CONCLUSION

The study concluded that elected and appointed officials are aware of governance practices and that it is a prerequisite for sound decision-making in project implementation and management. Despite of having the knowledge of good governance principles and the importance of complying with them still those principles were not full followed. Various challenges may hinder compliance with good governance, leading to poor decision-making in project implementation and management. Good governance practices are associated with logical decision-making; hence,



poor decision-making on the implementation and management of projects results from failure to comply with good governance principles. The conclusion was that good governance contributes to quality project implementation and management. The main problems impeding good governance during phase one of DARTS project implementation, particularly the construction of the BRT terminal in the Jangwani region, are associated with government high officials and politicians' political will for political mileage. The fourth Tanzania government regime made the political influence of the government in power to build the BRT terminal in flood area for reasons that were not well identified. It was also concluded that some officials, particularly DARTS officials who were entrusted to manage the project, were not accountable for their decisions and deviated public funds for their own uses, which led to some of project facilities being dumped without repair due to flood calamities. Some were involved in theft by issuing forged EFD receipts to passengers, which was against the law. The study concluded that there is a relationship between compliance with good governance and rational decision making hence efficiency and effective implementation and management of projects in Tanzania. Proper project implementation and management will depend on compliance with those practices between the two categories of actor, and hence good interactions between the two category of actors.

The study revealed that compliance with good governance principles between the two categories of actor was a challenge that result sometimes in poor decisions either because of the political will or administrative personal interest. Improved decision making depends much on adherence to good governance principles which also improving interactions between the two categories of actor. Contrary to the politicised and interactions model, which insists on cooperation and interdependent relationship between politicians and administrative officials, their interactions were characterised by low level of transparency, accountability and self-interest to both in the decision-making. This was because mistrust and self-interest between the two category of actor influence antagonistic and unfavourable interactions, which made adherence to good governance principles problematic. In addition, this calls for the need to increase strategies to comply with good governance principles by both actors and make a good follow-up on governance practices in implementing and managing projects. Based on the findings, it is concluded that: enforcement mechanisms such as the use of laws, regulations and procedures should be enforced by the government institutions to ensure compliance with good governance principles in implementing and managing projects. Complementary/ Interaction model and use of regulatory framework is an effective tool that will assist political and administrative officials to comply with good governance



principles as it promotes compliance and information sharing, involvement by two parties to create a mutual relationship. Failure to comply with good governance principles such as transparency, the rule of law, accountability, impartiality, due diligence and the like among the two categories of actor jeopardises interactions in implementing and managing projects in Tanzania.

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