

Political and Administrative Actors' Interactions: Evaluating the Influence of Good Governance Principles in Project implementation and management

تقييم تأثير مبادئ الحوكمة الرشيدة في تنفيذ المشاريع وإدارتها: تفاعلات الفاعلين السياسيين والإداريين

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Abstract

In an era marked by increasingly complex public project implementation and growing demand for transparency, accountability, rule of law, and efficiency, the interactions between political and administrative actors have come under heightened scrutiny (Grindle, 2014). These interactions are crucial in determining the success or failure of development projects, as they directly influence implementation and management processes. This study aims to evaluate the interactions between political and administrative actors and their influence on the implementation and management of development projects, specifically focusing on adherence to governance principles. This study employs a mixed-methods approach, combining qualitative and quantitative data collection techniques. A purposeful and convenient sampling technique selected participants from various political and administrative roles. Data was gathered through interviews, surveys, and document analysis to assess how compliance or non-compliance with good governance principles impacts project outcomes. A total of 51 respondents were selected through purposive and convenient sampling. The sample included 25 political actors (Councilors, Ward Executives) and 26 administrative actors (Municipal Directors, Heads of Departments, and Project Managers). The limited sample size was determined based on the manageable scope of the case study area and accessibility of key informants actively involved in project implementation. The findings indicate that while political and administrative actors are aware of good governance principles, full compliance has not been achieved. Political actors often prioritise control and influence over administrative decisions, while administrative actors struggle with transparency and accountability. Challenges such as political pressures and bureaucratic constraints were also identified, leading to financial mismanagement, corruption, and public dissatisfaction. The study highlights the need to strengthen formal accountability mechanisms and bridge the gap between political control, awareness, and adherence to good governance principles. This will foster more effective and equitable project implementation and management, improving governance outcomes.

Keywords

Good governance, good governance principles, political-administrative actors, project implementation and management.

Introduction

In contemporary governance discourse, the interactions between political and administrative actors have emerged as a focal point for understanding the effectiveness and efficiency of public policy implementation and project management. The relationship between these actors is often characterised by differing motivations, priorities, and decision-making processes, which shape the trajectory of governance outcomes, particularly in project implementation and management (Torfinn 2011).

Good governance encapsulates principles such as transparency, accountability, participation, equity, and the rule of law. These principles serve as normative guidelines to ensure that public policies and projects are implemented in a manner that is responsive to citizens' needs, promotes sustainable development, and upholds democratic values. Applying governance principles within project implementation and management becomes particularly pertinent as it mitigates risks associated with corruption, unethical conduct, inefficiency, and lack of stakeholder engagement (Grindle, 2004).

Interactions between political and administrative actors, which occur at various stages of the project cycle, play a pivotal role in shaping governance outcomes. Political actors, including elected officials and policymakers, often set overarching policy objectives and priorities, allocate resources, and provide strategic direction for projects. On the other hand, administrative actors such as appointed officials, bureaucrats, and project managers, are responsible for operationalising policies, resource allocation, and day-to-day management of projects. However, the relationship between political and administrative actors when communicating and reacting in decision-making is not always harmonious. Conflicting interests, power struggles, poor governance, unethical conduct, and divergent interpretations of policy objectives lead to tensions and challenges in project implementation and management.

Moreover, the degree of adherence or non-adherence to governance principles by both sets of actors significantly influences the effectiveness and legitimacy of governance processes. Political and administrative actors, such as elected officials, appointed officials, public administrators, and civil servants, jointly assume the responsibility of formulating, approving, funding, executing, and overseeing projects. These roles intersect at the intersections of public projects, where the efficient and effective delivery of services, infrastructure, and programs hinges on the synergy of their actions. This sophisticated web of interactions and decision-making processes necessitates careful evaluation, as it inherently shapes the direction and effect of projects. The potential for adherence and violation of good governance principles becomes apparent within these interactions.

Political-administrative interactions refer to the formal and informal engagements between elected political officials and appointed public administrators in the planning, implementation, and monitoring of development projects. These interactions influence decision-making, resource distribution, policy enforcement, and overall project outcomes (Peters & Pierre, 2004).

Like many other nations, Tanzania faces many development challenges that impede efficient, effective, and transparent project implementation and management (Garcia, 2019). A notable example is the construction of phase I of the DART Agency project that was established to operate and manage the BRT infrastructure in Dar es Salaam. Reports from former Minister for Lands, Housing, and Human Settlements Development, Professor Anna Tibaijuka, indicate that she did not authorise the construction of BRT depot and warehouse in Jangwani, a prone flood area (Mwananchi, April 22, 2022). She advised against building in the area due to the high risk

of flooding, emphasising that as an urban planning expert, it was clear that constructing a bus station in such an area was impractical. However, the decision to proceed was influenced by higher political authority, specifically by then-President John Magufuli, highlighting a case where political considerations overruled technical expertise and urban planning recommendations (The Citizen, 2022). Good governance principles are assumed to be the solution to those development challenges. These principles ensure that public projects are designed, executed, and managed with integrity, effectiveness, and efficiency. This research paper embarks on a journey to explore interactions between political and administrative actors, seeking to unveil the extent to which adhering to governance principles influences their decisions, behaviour, and collaborations throughout the lifecycle of public projects. The study focused on Phase I (2012-2016) and Phase II (2016-2024), which covered the construction and commencement of operations on one hand and the actual management of operations and performance, respectively. This allowed for exploring the interactions across the project's initiation and implementation decisions, focusing on adherence to good governance principles.

1. Methods/Methodology

A mixed-methods approach rooted in the pragmatism paradigm was employed to achieve the study objectives, emphasising qualitative data through a sequential exploratory design supported by quantitative data. Pragmatism was chosen to balance positivist and constructivist perspectives, integrating historical, cultural, and political contexts for a comprehensive understanding. This approach was facilitated using surveys, interviews, and questionnaires to explore objective and subjective dimensions of political and administrative actors' interactions, explicitly focusing on compliance with good governance principles. The design enabled triangulation of data through interviews, surveys, and document analysis, increasing the validity and depth of findings.

1.1 Study Area

The study was conducted in Dar es Salaam City, the largest commercial and administrative urban centre in Tanzania, with a population of approximately 5.38 million as per the 2022 Population and Housing Census. The city is home to the DART (Dar Rapid Transit) System and associated Bus Rapid Transit (BRT) project, one of Tanzania's flagship urban infrastructure development initiatives. Dar es Salaam was purposively selected because it hosts the country's most prominent urban public transportation project, characterized by complex interactions between central government officials, local government authorities, and elected political leaders at various administrative levels.

1.2 Study Population

The target population included political actors (councillors, members of parliamentary committees on infrastructure, and ward executives) and administrative actors (officials from the DART Agency, Dar es Salaam City Council, and associated government agencies). These actors are directly involved in policy-making, resource allocation, supervision, and management of the DART and BRT projects.

1.3 Sampling Techniques and Sample Size

A purposive and convenient sampling technique was used to select respondents based on their relevance, role, and availability. The sample included: 25 political actors, including councillors from wards served by the BRT project and members of relevant parliamentary infrastructure committees. 26 administrative actors, including managers, project engineers, municipal directors, and planning officers within the DART Agency and Dar es Salaam City Council. The total sample size was 36 respondents, chosen based on accessibility, willingness to participate, and their roles within the DART and BRT projects. The sample size, though

limited, was appropriate for this exploratory study, in line with qualitative and mixed-method recommendations by Creswell (2014) and Saunders et al. (2016), which emphasize depth and relevance over breadth in studies examining governance dynamics.

1.4 Study Participants

The table below shows study respondents who were purposeful and conveniently selected.

Table 1:0: Summary of Respondents of the Study

S/N	Respondents Administrative officials	No	Respondents Elected officials	No
1.	Municipal Directors	5	Ilala, Temeke, Kinondoni, Ubungo Chairpersons/Mayors	13
2.	District Executive directors	5	Ward counsellors, from each city council	7
3.	Regional Engineer	1	Member of Parliament, one from each city council	4
4	Regional Administrative Secretary (RAS)	1	PO-RALG Minister	1
5.	District Administrative Secretary (DAS)	5		
6.	PO-RALG General Secretary	1		
3.	DARTS executive director	1		
4.	DARTS Operational Manager	2		
6.	DARTS project consultant	5		
	Subtotal	26		25
	Total			51

Source: Compiled by the author based on data for the years (2023)

1.5 Data Analysis

Data analysis involved thematic analysis for qualitative data, using inductive and deductive methods, with transcripts coded in NVivo 12. Quantitative data was analysed via SPSS Version 20, generating descriptive statistics. Trustworthiness was ensured through the triangulation of data collection methods.

◆ Review of Literature

In the contemporary global landscape, pursuing good governance principles in project implementation and management has become a pivotal concern for developed and developing nations (Grindle, 2004). This concern is driven by the recognition that effective governance is essential for promoting economic development, social equity, and sustainable development. Within the framework of good governance, political and administrative officials play a central role, as they are responsible for the formulation, execution, and oversight of policies and projects that impact the lives of all citizens in their locality. The global community strives to achieve sustainable development goals and improve the quality of life for all (Grindle, 2004). Governments worldwide face growing public demand for transparency, accountability, and ethical conduct in governance. Good governance has emerged as a globally recognised framework critical for public project implementation and management success. The effectiveness of politics-administration interactions, guided by good governance principles, plays a pivotal role in achieving positive outcomes. Core values such as participation,

accountability, transparency, and adherence to the rule of law are fundamental to building public trust, reducing corruption, and advancing sustainable development goals (Hope, 2018). These principles are essential for efficient resource allocation, proper resource utilisation, timely project delivery, and improving socio-economic conditions through effective project management.

◆ **Global Perspective on Good Governance Principles**

Good governance principles have garnered significant attention on the global stage as essential elements for the effective functioning of governments, organisations, and institutions. These principles have transcended national boundaries and are embraced as fundamental to fostering development, reducing corruption, ensuring accountability, and promoting equity. Several key factors and frameworks underpin the global perspective on governance. For example, through its 2030 Agenda for Sustainable Development, the United Nations has emphasised the role of good governance in achieving Sustainable Development Goals (SDGs). Goal 16, in particular, explicitly calls for promoting peaceful and inclusive societies for sustainable development, providing a global impetus for adhering to these principles (UN, 2015). In addition, the World Bank has developed governance indicators that measure various dimensions of governance, including voice and accountability, political stability, government effectiveness, and regulatory quality. These indicators are used to assess the quality of governance in countries worldwide and inform development policies (Kaufmann et al., 2010).

Furthermore, Transparency International's Corruption Perceptions Index (CPI) is a widely recognised tool that ranks countries based on perceived levels of corruption. The CPI highlights the global concern for transparency and accountability and the negative impact of corruption on development (Transparency International, 2022). The essence of Transparency International's Corruption Perceptions Index lies in its capacity to provide a credible, widely recognised, and influential assessment of perceived corruption levels globally. This information is used for diverse purposes, including advocacy, resource allocation, policy evaluation, and fostering greater accountability and transparency in both the public and private sectors.

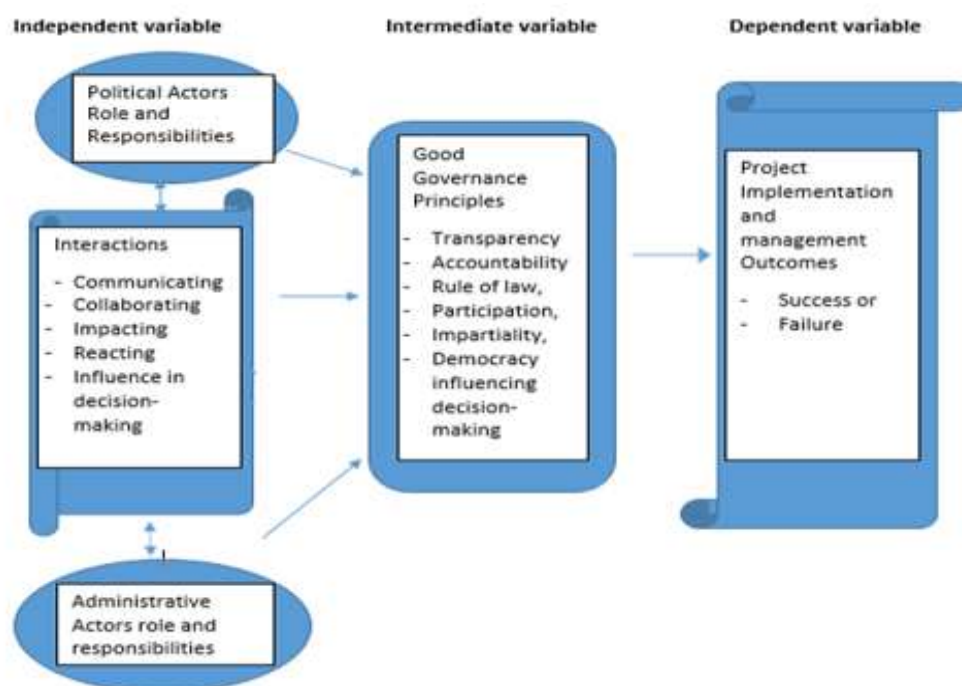
On the other hand, international organisations like the Organization for Economic Cooperation and Development (OECD) and regional bodies like the African Union (AU) have adopted good governance and integrity principles. These organisations promote the adoption of anti-corruption measures and good governance practices globally (OECD, 2017; African Union, 2003). Civil society organisations, for example, are believed to play a crucial role in advocating for good governance and monitoring the performance of governments and institutions worldwide. They pressure governments to adhere to these principles and demand transparency, accountability, and citizen participation (Hope, 2018). Furthermore, Multinational corporations increasingly recognise the importance of good governance principles, both internally and in their interactions with host countries. These organisations support development projects by providing financial assistance and aid, accompanied by some conditionalities such as compliance with good governance principles and human rights issues. Adherence to these principles is often seen as a competitive advantage, and international standards, such as the United Nations Global Compact (UNGC), guide ethical business conduct (United Nations Global Compact, 2021). Their recognition marks the global perspective on good governance principles as a cornerstone of sustainable development and ethical conduct on a worldwide scale. They are integrated into international frameworks, monitoring mechanisms, and institutional practices, indicating a broad consensus on their significance in promoting accountable, transparent, and equitable governance. As the United

Nations and various scholars outlined, good governance principles encompass fundamental elements such as transparency, accountability, participation, rule of law, equity, and effectiveness (UNDP, 1997). These principles are considered essential for achieving efficiency and equity in public administration. When applied to project implementation and management, they enhance the quality and impact of projects meant to serve the populace's interests.

Previous research has highlighted the significance of good governance principles in shaping project implementation and management practices. For instance, stakeholders gain access to project information through transparency, fostering trust and public confidence (Stoker, 2006). Accountability mechanisms ensure that political and administrative actors are answerable for their decisions and actions, thus reducing the likelihood of corruption, embezzlement of public funds, and mismanagement of resources (Peters, 2015). Bovens (2007) argued that accountability involves answering for one's actions, decisions, and performance. Political actors are held accountable to their constituents as elected representatives or policymakers, while administrative actors are accountable for effectively executing policies and projects (Romzek & Dubnick, 1987). The literature emphasises that adherence to good governance principles, particularly in transparency and information sharing, enhances accountability among political and administrative actors. For example, Argyris (1998) posited that transparency enables decision-makers to see and evaluate the actions of others, thereby increasing the likelihood of accountability. Transparency and public participation are key elements of governance that directly affect the interactions between political and administrative actors. Meijer and Curtin (2005) noted that transparency in decision-making processes is crucial in building trust between these actors. When transparency is prioritised, it allows political actors to scrutinise administrative decisions, promoting accountability and reducing the potential for abuse of power (Meijer & Curtin, 2005). Arnstein's (1969) seminal work on the ladder of citizen participation emphasised that the level of involvement of citizens in decision-making processes varies. In projects, the degree of public participation, along with its influence on project design and implementation, depends on the commitment of political actors to involving the public (Davies, 2000).

The interactions between elected and appointed officials are a defining factor when communicating and reacting in decision-making process within DARTS Agency projects. These interactions encompass negotiation, conflict resolution, accountability, transparency, and adaptability, ultimately shaping decisions that reflect the diverse perspectives and priorities of the project's stakeholders and the broader public interest. A self-motivated interplay of interests often characterises politics-administration interactions and responsibilities that affect how decisions are formulated, discussed, and implemented.

Figure 1: Conceptual framework indicating the relationship among variables



Source: Compiled by the author based on data for the years (2023)

In this conceptual framework, good governance principles are the fundamental concepts influenced by political and administrative actors' interactions, which include communicating, reacting, and influencing decision-making. Political and administrative actors represent the key project implementation and management players. Interactions between these actors represent these two groups' collaborative efforts and decision-making processes. Finally, the outcomes of these interactions are reflected in project implementation and management outcomes, which encompass the overall success or failure of project execution based on the integration of good governance principles.

2. The Theoretical Framework Underpinning this Study

Several theories can be used to explain governance. In search of theory, this section reviews one selected perspective, institutional theory, which was considered relevant to this study.

✓ Institutional Theory

Institutional theory emphasises the role of formal and informal rules, norms, and organisations in shaping governance practices. It highlights how institutions promote transparency, accountability, and the rule of law, as well as their influence on decision-making and power distribution (North, 1990). DiMaggio and Powell's concept of institutional isomorphism (1983) explains how organisations conform to institutional norms through coercive pressures (e.g., legal requirements), normative standards (e.g., professional practices), and mimetic processes (e.g., imitation). Historical legacies and past decisions significantly shape governance structures (Pierson, 2000).

Informal institutions, such as norms and social practices, often complement or override formal rules (Helmke & Levitsky, 2004). Effective governance depends on institutions well-suited to a region's cultural, social, and economic context. Institutional fit allows for innovative governance structures, leading to improved outcomes.

In this study, institutional theory frames the interactions between political and administrative actors within institutional contexts. Institutions shape their behaviour and decision-making by legitimising, constraining, or modifying actions (DiMaggio & Powell, 1983). Adherence to good governance principles depends on institutional rules, societal norms, and legal frameworks. Strong institutions foster accountability and transparency, while weak ones enable inefficiency and corruption.

✓ **Results and Discussion**

The successful implementation and management of projects depend on the interactions between political and administrative actors shaped by formal and informal institutions. This study explores actors' awareness and compliance with good governance principles, the rule of law, and transparency. It also examines how adherence to or deviation from good governance affects project outcomes.

3. Good Governance Principles, Awareness

Awareness and compliance with good governance principles significantly impact project implementation and management. Projects initiated by governmental, international, or private entities are vital for advancing development, fostering economic growth, and addressing societal challenges. However, the success of these projects often depends on the interactions between political and administrative actors and their adherence to good governance principles throughout the project lifecycle. A lack of awareness or commitment to these principles creates substantial challenges, while compliance enhances sustainable development, public trust, and inclusive growth. Addressing unethical practices requires awareness, understanding, and dedication to good governance.

Interviews with key informants from Ilala, Temeke, Ubungu, and Kinondoni in Dar es Salaam (conducted between November 2022 and March 2023) revealed growing awareness among elected and administrative officials. Similar insights emerged during focus group discussions with full council committee members from the same municipalities in February and March 2023. All respondents (100%) acknowledged a high awareness of good governance principles. However, compliance remains inconsistent, influenced by political will and personal interests. Participants agreed that while principles like transparency, accountability, the rule of law, due diligence, and impartiality are widely understood, adherence to them is often compromised. An official from the Kinondoni city council (EO-05) had the following comment:

"In our day-to-day operations, we usually act according to the established laws, regulations and policies, and labour law standards that reflect complying with good governance principles; however, sometimes order from ups may cause some decisions to deviate from realities because we always act to protect-party in power interests... Because of political interest, the ups may sometimes give an order, and you have no right to questions; otherwise, they may put your political position in danger, and may not be appointed to contest for the coming election if you challenge some decisions" (EO-05) October 14 2022).

The response suggests that despite the organisation's commitment to following laws and policies and complying with good governance principles, there are instances where decisions deviate from established norms due to orders from higher-ups (ups). This highlights the potential influence of external political factors on organisational decision-making. The mention of decisions deviating from realities implies that political interests sometimes lead to actions that may not align with a situation's practical or objective realities. This raises concerns about decision-making being driven by factors other than merit or the organisation's best interests.

The statement indicates that individuals within the organisation may not have the autonomy to question orders from higher authorities. This lack of autonomy could compromise the ability to raise concerns or challenge decisions that may not be in the organisation's best interest. The respondent highlights the potential consequences of challenging decisions driven by political interests, including the risk of jeopardising one's political position and the possibility of not being appointed to contest in future elections. This suggests a link between organisational decisions, political loyalty, and personal political aspirations.

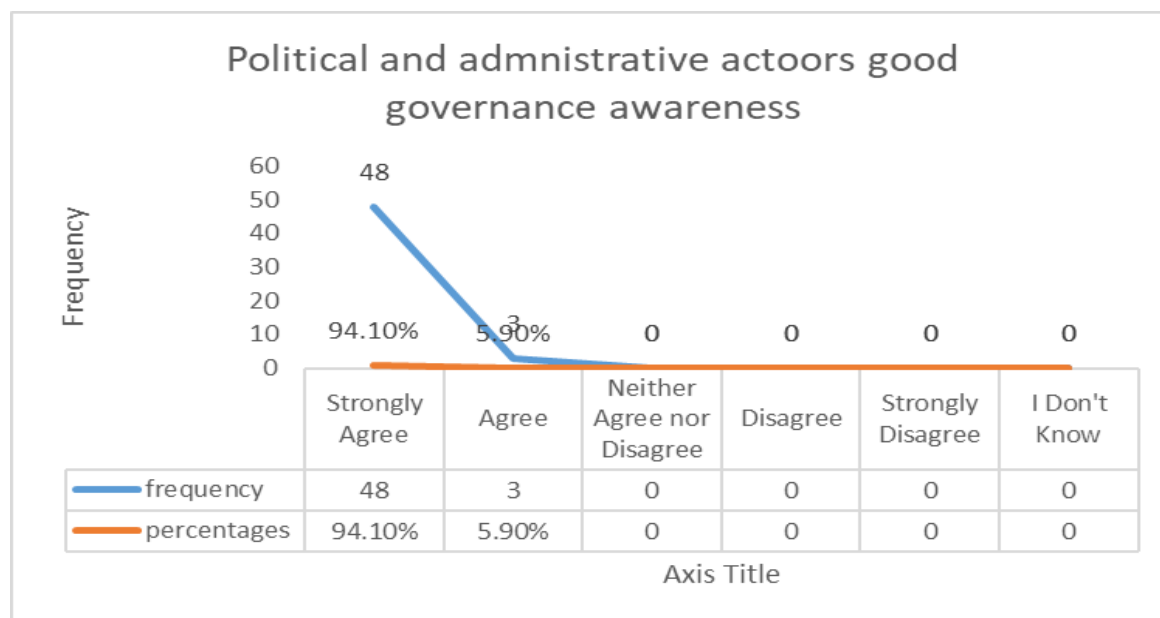
The finding complies with what was stated by one official from TANROAD on (AO-11, November 2022) who referred to reports by former Minister for Lands, Housing, and Human Settlements Development, Professor Anna Tibaijuka, who did not authorise the construction of bus terminal and warehouse in Jangwani. She had advised against building in the area due to the high risk of flooding, emphasising that as an urban planning expert, it was clear that constructing a bus station in such an area was impractical. However, the decision to proceed was influenced by higher political authority (ups), specifically by then-President John Magufuli, highlighting a case where political considerations overruled technical expertise and urban planning recommendations.

However, there were a few who were sceptical of this position, arguing that excessive adherence to these principles would result in bureaucratic hurdles, potentially slowing down the pace of project implementation, particularly to those projects that need immediate attention, such as classroom building to meet the high demand for those who have to enrol in primary education. They, therefore, suggested that a more pragmatic approach, balancing good governance principles with the need for efficient project delivery, would be more effective in the dynamic context of governance.

The key informant (KI) and FGD findings suggest that awareness of good governance principles is known to both, but the compliance issue is a dynamic and contingency factor. The reasons identified are associated with party interest, directives from the appointing authority, and personal interests. With this opinion, compliance with good governance practices was not thoroughly followed between the two categories of actors during project implementation and management. For example, on April 19, 2021, when Prime Minister Kassim Majaliwa visited the DART (Dar es Salaam Rapid Transit) Agency to address several operational issues and challenges, one of the critical issues he highlighted was the persistent complaints from the public about poor service quality and the need for the agency to enhance its operations to meet public expectations better. Majaliwa also stressed the importance of accountability and called for immediate improvements in the management and operation of the BRT system to ensure that the services provided are efficient and reliable.

The implications of Prime Minister Kassim Majaliwa's visit to the DART Agency on April 19, 2021, and his observations about the persistent complaints from the public regarding poor service quality emphasise the need for compliance with good governance, such as accountability and impartiality. Majaliwa's call for immediate improvements in the DART system's management and operations underlines a higher level of government scrutiny. The government's active involvement indicates a push towards enhancing accountability within the agency. This scrutiny will likely lead to more stringent monitoring of the DART Agency's performance, ensuring they adhere to expected service delivery standards and good governance. Highlighting public complaints and the need for improvements also signals to the public that the highest levels of government are taking their concerns seriously. This helps restore public trust and confidence in the DART system, which is crucial for its long-term success and sustainability. The lack of accountability for those involved in wrongdoing within

the DART Agency may be attributed to weak institutional frameworks governing the DART Agency's lack of robustness mechanisms to enforce accountability effectively. This includes insufficient internal controls, oversight mechanisms, and weak enforcement of existing regulations.



Source: Compiled by author based on data for the years 2023

Table 2 shows the participants' significant awareness of good governance principles, with 94.1% strongly agreeing. This suggests that the majority of respondents acknowledge the importance and relevance of good governance principles in their context. The level of awareness could be attributed to various factors, including educational initiatives, media coverage, training programs, and advocacy efforts to promote good governance practices. Additionally, it reflects a growing recognition of the significance of governance principles in enhancing accountability, transparency, and effectiveness in public administration. A small percentage of respondents (5.9%) agreed with the statement, indicating a relatively lower level of agreement than those who strongly agreed. The minority agreement could be due to differing interpretations of what constitutes good governance principles, varying levels of exposure to governance-related concepts, or scepticism regarding the practical implementation of these principles in their context. Additionally, some respondents have reservations or uncertainties about the effectiveness of governance reforms in addressing systemic challenges. The data shows no responses in the Neither Agree nor Disagree, Disagree, Strongly Disagree, and I Do not Know, indicating that none of the respondents expressed these sentiments. The absence of responses in these categories suggests a lack of ambivalence or disagreement among the participants regarding their awareness of good governance principles. This indicates a strong consensus among respondents regarding the importance and relevance of these principles, with slight variation in opinion or uncertainty. The KI interview from the DART agency (AO-10, 16, 18, 20, and 29) conducted on October 20 2022, and BRT from the TANIROAD operation department (AO - 05, 17, conducted on January 20 2023, revealed that sometimes politicians initially might want to gain popularity on issues they know are their fault. However, when it comes to public presentations/announcements, they speak as if it is

poor administration and failure to comply with good governance principles. Their argument was in support of those from (AO-02) Regional administration officials who argued that:

"Normally, technocrats play their role systematically adhering to good governance and following technical expertise in most projects, including DART Agency and BRT projects. For example, a feasibility study was conducted while constructing the BRT bus terminal and depot at Jangwani. It was suggested that the land be uplifted to some suggested level or that another place be found to construct the terminal because of the nature of the place to be characterised by flood before undertaking any investment. This shows adhering to technical expertise. However, the good thing is that some actions were not considered at that level because contracts were between the ups (politicians) and contractors. Something was different at the terminal because the advice was not thoroughly followed during the rainy seasons. No one could handle the situation, and the flood buried most of the facilities; however, some administrative officials were involved with unethical conduct such as corruption and forgeries, indicating no-compliance with good governance principles" (AO-02 Regional administration officials, March 2023)

Technocrats, as experts in their fields, play a vital role in promoting good governance through technical expertise. For example, a feasibility study for the BRT bus terminal and depot highlighted risks like flooding and recommended relocating infrastructure to mitigate such challenges. This reflects evidence-based decision-making and prioritising public welfare over political considerations. However, despite these recommendations, informants reported that decisions were influenced by political negotiations and contractor agreements, undermining technical advice. This disconnect highlights how political interests can override sound technical judgment, leading to suboptimal outcomes.

The failure to follow technical recommendations resulted in flooding during the rainy season, damaging facilities and compromising project functionality. This underscores the importance of adhering to expert advice to ensure project sustainability and effectiveness. Additionally, unethical practices such as corruption and forgery were identified as factors contributing to non-compliance with good governance principles. These issues emphasise the need for integrity and transparency in project implementation and management to avoid risks and ensure successful outcomes.

However, there was a sceptic argument from focus group members (FGD) conducted at Kinondoni, Ubungu, and Ilala on (October 03, 17, 28, 2022, and January 16 2023) whose arguments deviated from those of administrative officials who argued that politicians always follow all advice from technocrats who are expatiated in their area of responsibility. They insisted that what happened to Jangwani was a natural change because of the economic activities conducted there. However, the problem came when those trusted to handle the project perceived it as not serious, like appointed officials of the DART Agency system operating BRT at Jangwani, who were not transparent about the status of buses and other facilities during the flood season. One of the EO-22 interviewed on March 02 2023, pointed out that those who were entrusted to manage the deport and project at large did not play their part well when he commented that:

"Yes, it is well known we cannot stop the rain, but there is some action when trusted to manage public projects and people's property; manage them like your own property instead of taking advantage of the project and locking in the office and just waiting for sitting allowance 'posho' and monthly salary. Why did management and other officials wait 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 that mud? Why were they entrusted to

manage the project then? Similarly, the financial officer and other staff were found issuing electronic fiscal device (EFD) receipts to passengers produced illegally on the same day. That was, it did not divert revenue for their gain. Was this not unethical?" (EO-22, on March 02, 2023)

The respondents' responses indicated frustration and dissatisfaction with public projects and resource management. They imply that those in charge of public projects should exercise the same care and responsibility as they would with their property. The statement criticises management officials for failing to maintain the project site and allowing buses to become muddy. This negligence demonstrates a lack of responsibility and implies that officials prioritise personal benefits, such as sitting allowances and salaries, over their responsibilities to manage public resources efficiently. Furthermore, the respondent raises ethical concerns about the actions of financial officers and employees who allegedly issued passengers illegal EFD receipts. This behaviour is interpreted as diverting revenue for personal gain, which is unethical and undermines the project's integrity. The respondent's question about why management officials waited until the prime minister's visit to address project issues raises concerns about accountability. There appears to be a lack of proactive management and oversight, resulting in issues going unnoticed until they are brought to public attention. Mwananchi Newspaper reported in the Swahili language that:

"Waziri Mkuu Kassim Majaliwa amemsimamisha kazi mkurugenzi wa fedha wa Wakala wa Mabasi yaendayo Haraka (Dart), Suzana Chaula baada ya kutoridhishwa na utendaji wake huku suala la mtendaji wake mkuu, Ronald Rwakatare akilikabidhi kwa mamlaka ya uteuzi. Amesema viongozi hao wameshindwa kusimamia huduma za wakala huo ulioanzishwa kwa ajili ya kuondoa adha ya usafiri kwa wananchi" (MwananchiNewspaper, 22 April 2022).

Translation in the English language is ('Prime Minister Kassim Majaliwa has suspended the finance director of the Rapid Transit Agency (DART), Suzana Chaula, after being dissatisfied with her performance, while handing over the issue of her chief executive, Ronald Rwakatare, to the appointment authority. He said these leaders have failed to oversee the services of the agency established to alleviate transportation challenges for the citizens".) (MwananchiNewspaper, April 22 2022).

Overall, the newspaper report and respondent's statement imply unethical issues with the management and oversight of public projects, resulting in inefficiency, poor governance, unethical behaviour, and a lack of accountability among project officials. The resulting discussion between elected and appointed officials indicates that both are aware of the principles of good governance. The awareness of good governance principles among elected and appointed officials plays a pivotal role in shaping the success of project implementation and management. It was mentioned in the KI interview and FGD that good governance principles encompass transparency, accountability, participation, rule of law, responsiveness, and efficient and effective decision-making. There was a lack of good governance adhered to by some officials, resulting in ineffective project management. The finding revealed that elected and appointed officials are aware of the principles of good governance; however, the finding shows that despite a high understanding of good governance principles, elected and appointed officials were not fully following principles such as transparency, accountability, rule of laws, due diligence, and impartiality for reasons related to the political will or individual personal interest. When these principles are not adequately understood or embraced, it leads to inefficiencies, conflicts, and even project failures.

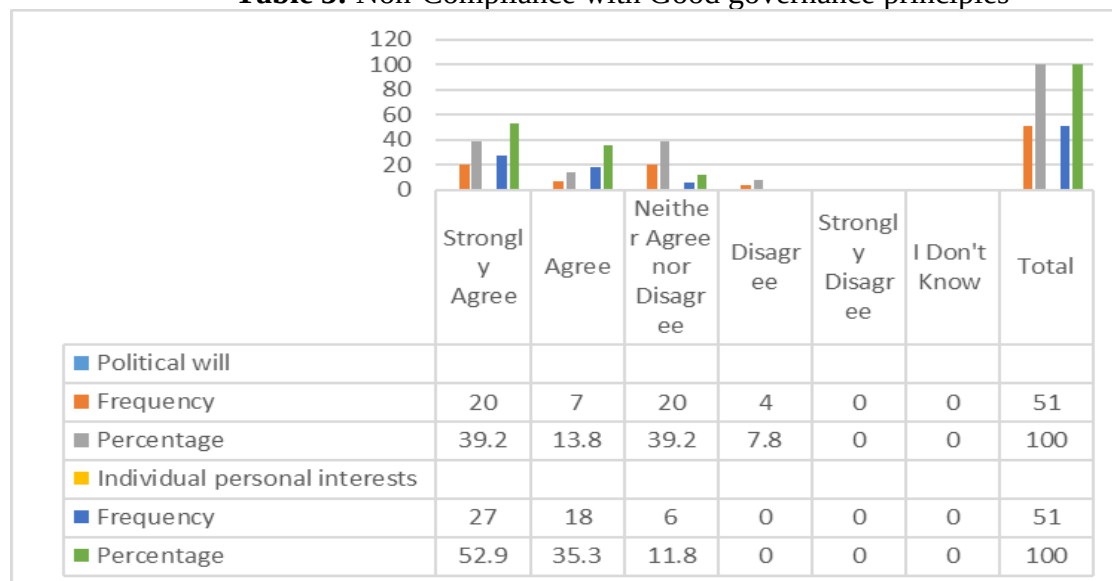
Elected officials are directly mandated by the public, making their awareness of good governance principles essential for ensuring transparency and accountability. Without this

awareness, political motivations may override objective project assessments, leading to resource misallocation, favouritism, and perceptions of corruption (Kjaer, 2004). Appointed officials contribute technical expertise to project management as experts in their fields. However, their lack of compliance with governance principles often results in decisions disconnected from public needs, creating resistance and delays in execution (Mulgan, 2000). Promoting good governance awareness among both groups mitigates these issues. Elected officials benefit from understanding that transparency and accountability enhance public trust and legitimacy (Fukuyama, 2013), while appointed officials can achieve better outcomes by involving citizens in decision-making (Bovaird & Loeffler, 2012).

Interviews revealed that non-compliance with governance principles among political and administrative officials negatively impacts public administration, project outcomes, and societal well-being. Corruption, fund misappropriation, and resource inefficiency divert benefits from intended recipients, undermining project effectiveness. Public trust in government diminishes, reducing citizen participation and scepticism about policies. Favouritism and discrimination exacerbate social inequities, while mismanagement wastes resources and hinders development. Bureaucratic inefficiencies delay projects, missing opportunities for social and economic progress.

Donor countries and financial organisations often attach governance-related conditionalities to funding. Non-compliance risks losing this support, limiting development opportunities. Weak governance also undermines accountability, transparency, and the rule of law. Projects implemented without proper planning, monitoring, or evaluation fail to achieve intended goals, wasting resources and impeding progress.

Table 3: Non-Compliance with Good governance principles



Source: Compiled by author based on data for the years 2023

Table 3 shows that a significant portion of respondents (39.2%) strongly agree that political will is a barrier to compliance with good governance principles, while 13.8% agree. The high percentage of respondents indicating political will as a barrier to compliance suggests political leaders' perceived lack of commitment or prioritisation to uphold good governance principles. This stems from competing political priorities, vested interests, or a reluctance to relinquish power and control over decision-making processes. On the other hand, a majority of respondents (52.9%) strongly agree, and an additional 35.3% agree that individual personal interests are a barrier to compliance with good governance principles. The high level of

agreement with the statement suggests that personal interests, such as self-interest, nepotism, or corruption, significantly hinder compliance with governance principles. This reflects concerns about rent-seeking behaviour, patronage networks, and vested behaviour within the political and administrative elite, undermining efforts to promote transparency, accountability, and ethical conduct. The data shows no responses in the Neither Agree nor Disagree, Disagree, Strongly Disagree, or I Do Not Know, indicating that none of the respondents expressed these sentiments. The absence of responses in these categories suggests a strong consensus among respondents regarding the perceived barriers to compliance with good governance principles. It indicates a shared understanding of the challenges posed by political will and individual personal interests in promoting good governance practices, with slight variation in opinion or uncertainty among participants.

It is important to note that the effects of non-compliance with good governance principles are interrelated and compounding. One form of non-compliance may lead to a cascade of negative consequences that affect multiple aspects of governance, society, and the economy. Therefore, adherence to good governance principles in project implementation and management is critical for a project's successful and sustainable development and the well-being of the country's citizens.

The study findings revealed that while both political and administrative actors in Dar es Salaam recognize the importance of good governance principles such as transparency, accountability, rule of law, and efficiency, significant gaps persist in their application during project implementation and management.

These results are consistent with Grindle's (2014) Good Governance Framework, which argues that governance effectiveness in development projects is often compromised by political interference and weak institutional checks. The dominance of political actors in influencing decision-making processes for resource allocation, project site selection, and employment of contractors was evident in the BRT project, often resulting in administrative actors conceding to political directives even when they contradict procedural requirements.

Moreover, the findings validate the Politics-Administration Dichotomy Theory (Wilson, 1887), which proposes a functional separation between politics and administration for effective governance. In practice, however, the study demonstrates that this separation is blurred in Dar es Salaam's development projects, with political oversight frequently encroaching into administrative domains, especially in areas involving procurement, budgeting, and contractor supervision.

Additionally, the findings corroborate those of Mushi (2018) and Katera & Massawe (2021), who identified similar challenges in other Tanzanian infrastructure projects, where political interference undermined administrative professionalism, leading to delays, inflated costs, and public dissatisfaction.

The study also found bureaucratic inefficiencies, poor accountability systems, and a lack of transparent reporting mechanisms as key obstacles to administrative compliance with good governance standards. This reinforces Elite Theory (Mosca, 1939; Pareto, 1935) which posits that a small group of powerful elites (both political and administrative) can control public resources and decision-making processes to serve their interests, often at the expense of the wider community.

The comparison between the BRT project and other infrastructure initiatives in Dar es Salaam suggests that projects with clearer governance frameworks and less political interference achieved better outcomes in terms of timeliness, financial management, and public satisfaction.

These findings point to the urgent need to strengthen formal accountability mechanisms, enhance administrative autonomy, and institutionalize clear governance frameworks separating political oversight from day-to-day project management. This will ensure that good governance principles are operationalized in practice, leading to more equitable and efficient public service delivery.

4. Transparency, Accountability and the Rule of Laws

Transparency, accountability, and the rule of law are fundamental pillars of good governance and are indispensable for fostering public trust and ensuring the responsible management of resources. In project implementation and management, the degree to which political and administrative actors uphold these principles profoundly influences project outcomes and public perception. During the focus group discussion with the full council meeting that was conducted in Dar es Salaam on February 23 2023, one respondent commented:

"Transparency, accountability and the rule of law have significant implications for governance and organisational functioning. All working within the government must insist on complying; otherwise, we will not reach what we intended to attain. The majority of officials do adhere to these principles through those some who deviate from these principles may be influenced by political or personal interest" (FGD, Ilala Municipality EO-46, February 23 2023)

The recognition that some officials deviate from these principles due to political or personal interests suggests a challenge that needs to be addressed. It suggests the need for mechanisms to identify and address instances of non-compliance, including measures to mitigate the influence of personal or political interests on decision-making. The statement further implies that action is needed to ensure universal compliance with principles of transparency, accountability and the rule of law. This may include strengthening institutional frameworks, implementing training and capacity-building programs, enhancing oversight mechanisms, and promoting a culture of integrity and ethical behaviour within government institutions. The statement indirectly suggests that there should be consequences for those who deviate from transparency, accountability and the rule of law principles. This implies the need for accountability mechanisms to hold individuals accountable for their actions and ensure deviations from these principles are not tolerated.

The Dar es Salaam Rapid Transit (DART) Agency, responsible for operating the Bus Rapid Transit (BRT) system in Dar es Salaam, has faced several challenges regarding accountability and transparency. A significant documented case highlighting these issues occurred between 2017 and 2019 when the agency was scrutinised for its financial management practices and contract administration. In 2017, the Controller and Auditor General (CAG) of Tanzania audited the DART Agency's operations, focusing on financial management, procurement processes, and the overall transparency of its operations. The audit uncovered several issues, including irregularities in contract management, lack of transparency in financial reporting, and weaknesses in the agency's internal controls. The audit revealed that the DART Agency had awarded contracts to service providers without following proper procurement procedures. In some cases, contracts were awarded without competitive bidding, which raised concerns about favouritism and potential corruption. The CAG report noted, "The DART Agency failed to adhere to public procurement regulations, leading to the awarding of contracts without competitive bidding, which undermines transparency and accountability" (CAG, 2018, p. 45).

The audit also found discrepancies in the DART Agency's financial statements. There were instances where revenues from ticket sales were not fully accounted for, and expenditures were not adequately documented. The CAG criticised the agency for lacking transparency in financial reporting, which hindered effective oversight and public accountability. According to

the report, "The financial records of the DART Agency were found to be incomplete and lacked transparency, making it difficult to ascertain the true financial position of the agency" (CAG, 2018, p. 53). The audit highlighted weaknesses in the DART Agency's internal controls, particularly revenue collection and expenditure management. The CAG recommended that the agency strengthen its internal controls to prevent misuse of funds and ensure greater accountability. The report emphasised, "The DART Agency must improve its internal control mechanisms to enhance accountability and prevent financial mismanagement" (CAG, 2018, p. 60).

Another notable instance of transparency in the DART project involved the procurement of buses for the BRT system. Initially, there were allegations of irregularities in the procurement process, prompting an investigation by the Prevention and Combating of Corruption Bureau (PCCB). The investigation revealed that some officials had attempted to manipulate the tender process to favour certain suppliers. As a result, those involved were held accountable, and the tender process was restarted with stricter oversight and transparency measures (PCCB Report, 2018).

Similarly, during the prime minister's visit to DART at Jangwani Depot, those accused of forging EFD receipts were held accountable before the public. Furthermore, during the implementation of Phase 1 of the BRT system, which included the construction of 21 km of dedicated bus lanes and establishing 29 stations, transparency and accountability measures were rigorously applied. Regular updates on construction progress were provided through public forums and online platforms. Performance audits during this phase identified areas where project management could be improved, leading to the implementation of corrective actions (World Bank, 2020).

During the FGD with the members of the Temeke full council committee that was conducted on March 25 2023, one official had the following remarks:

"Compliance with transparency, accountability and the rule of law principles is not only a moral obligation but also a practical necessity for the efficient and ethical use of public resources and for maintaining public trust in government institutions" (FGD, Ilala Municipality EO-42, March 25 2023). Similarly, another respondent from a focus group conducted on February 23 2023 in Kinondoni city council remarked as follows:

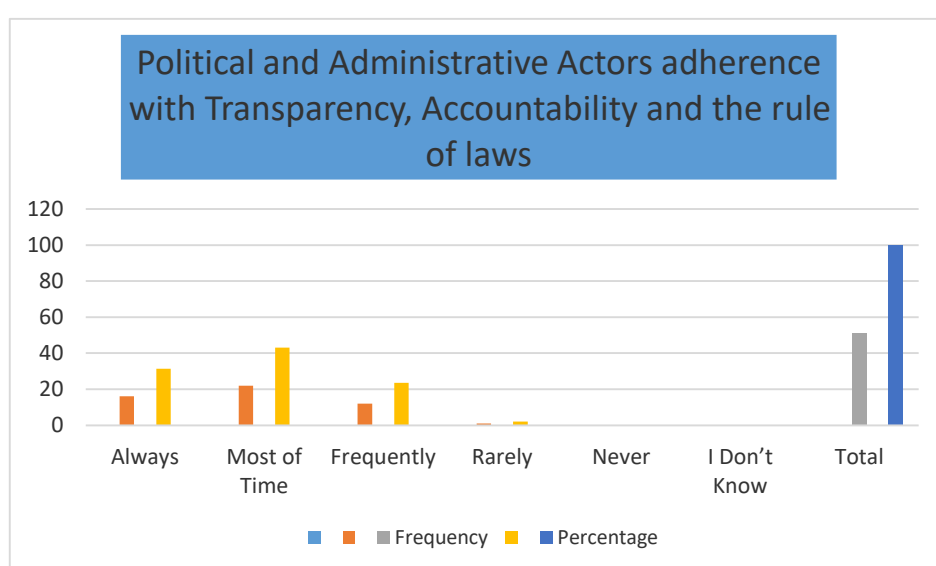
"The lack of transparency, accountability and the rule of law might be attributed by appointed officials, even elected officials, due to personal gain or political considerations that can overshadow open and accountable governance practices" (EO-40, February 23 2023).

Respondents emphasised maintaining transparency, accountability, and a rule of law approach through regular public disclosures and consultations. However, some respondents expressed doubts about the effectiveness of these mechanisms, suggesting a need for more robust accountability practices to ensure compliance with good governance principles. The finding revealed that transparency, accountability and the rule of law foster public trust in governmental and organisational systems. When decision-making processes are transparent, citizens better understand and evaluate the rationale behind actions, leading to increased confidence in the integrity and fairness of these processes. Transparent financial management and resource allocation also promote trust, as they demonstrate responsible stewardship of public funds.

Table 4: Political and administrative actor's adherence to transparency and accountability

Political and administrative actors adhere to transparency, accountability and the rule of law.	Always	Most of Time	Frequently	Rarely	Never	I Don't Know	Total
Frequency	16	22	12	1	0	0	51
Percentage	31.4	43.1	23.5	2.0	0	0	100

Source: Compiled by author based on data for the years 2023



Source: Compiled by author based on data for the years 2023

The data from Table 4 and the histogram indicates that the majority of respondents reported adherence to transparency, accountability and the rule of law principles, with 31.4% stating they always adhere and 43.1% reporting adherence most of the time. This suggests a generally positive trend regarding compliance with these principles among political and administrative actors. It is evident from the data that a significant portion of respondents (74.5%) reported adherence to these principles either always or most of the time. This indicates a strong commitment among political and administrative actors towards maintaining transparency and being accountable for their actions. Despite the majority reporting adherence to these principles, a notable portion (25.5%) reported adherence only occasionally (frequently, rarely, or never). This suggests that there is room for improvement in ensuring consistent adherence to transparency, accountability, and the principles of the rule of law across all levels of political and administrative actors.

The findings highlight that high adherence to transparency, accountability, and the rule of law significantly contributes to effective governance. By consistently upholding these principles, political and administrative actors foster public trust, improve decision-making, and reduce the risk of corruption and mismanagement. However, institutional barriers, limited resources, and cultural factors may hinder full compliance. Strengthening accountability mechanisms, enhancing training programs, and promoting a culture of transparency are essential recommendations.

Transparency is a deterrent to corruption, making it difficult for individuals to divert resources for personal gain. Accountability mechanisms, such as regular audits and oversight, ensure those responsible for managing resources are held accountable. Many respondents emphasised the importance of transparent decision-making processes, which lead to more informed and objective outcomes. Transparency allows for identifying and correcting biases, encourages diverse perspectives, and promotes public participation in governance.

While transparency and accountability are foundational for good governance, addressing bureaucratic obstacles is crucial. Scholars like Peters (2018) argue for a balanced approach that considers both principles, ensuring efficiency without compromising transparency. This balance is essential for effective governance and successful project implementation.

To achieve effective governance, elected and appointed officials must adhere to these principles, as seen in both successes and challenges. In instances such as the Jangwani bus terminal project, political influence and bypassing good governance practices led to poor decision-making outcomes. The findings reinforce the necessity of transparency and accountability for sound project management and governance. The main problems impeding good governance during phase one of DARTS project implementation, particularly the construction of the BRT terminal in the Jangwani area, were associated with high government officials and politicians' political will for political mileage. The fourth Tanzania government regime used the political influence of the government in power to build the BRT terminal in flood areas for reasons that were not well identified. It was also observed that some officials, particularly DARTS officials entrusted to manage the project, were not accountable for their decisions and deviated public funds for their uses. Due to flood calamities, some project facilities were dumped without repair. Some were involved in theft by issuing forged EFD receipts to passengers, which was against the law and good governance practice. The findings imply a relationship between compliance with good governance and rational decision-making, hence efficiency and effective implementation and management of projects in Tanzania.

The study revealed that compliance with good governance principles between the two categories of actors was a challenge that sometimes resulted in poor decisions because of political will or personal administrative interest. Improved decision-making depends on adherence to good governance principles and improving interactions between the two actors. Contrary to the politicised and interactions model, which insists on cooperation and interdependent relationships between politicians and administrative officials, their interactions were characterised by low transparency, accountability, and self-interest in decision-making. It was revealed that mistrust and self-interest between elected and appointed officials influenced antagonistic and unfavourable interactions, making adherence to good governance principles problematic.

The study revealed that transparency in the implementation of the BRT project remains limited, with political actors often exerting influence over administrative decisions, particularly in resource allocation, tendering processes, and project prioritization. This finding aligns with Grindle's (2014) Good Governance Framework, which underscores transparency as a key determinant of public sector efficiency and accountability. Grindle contends that when political control overshadows administrative autonomy, information flows become restricted, and decision-making processes are shielded from public scrutiny, enabling malpractice and patronage.

Furthermore, the study supports the Elite Theory (Mosca, 1939; Pareto, 1935), which posits that a small, powerful elite often controls access to public information and decision-making processes, limiting transparency to serve their interests. In the context of Dar es Salaam's BRT

project, elites within political and administrative institutions monopolized critical project information, excluding civil society actors and community representatives from meaningful participation.

This observation is corroborated by Katera and Massawe (2021), who found similar challenges in Tanzanian road infrastructure projects, where limited transparency contributed to contract inflation, poor quality works, and delays. These findings suggest that for transparency to be realized, institutional frameworks must guarantee open access to project information, particularly on procurement processes, budget execution, and project performance evaluations. The findings demonstrated weak accountability mechanisms within the governance of the BRT project. While administrative actors were aware of reporting obligations, political interference and the absence of robust oversight structures compromised their ability to enforce accountability standards. This phenomenon confirms the applicability of the Politics-Administration Dichotomy Theory (Wilson, 1887), which advocates for a clear separation between politics and administration to safeguard professional administrative conduct. In this study, the blurred boundaries allowed political actors to override administrative procedures without facing sanctions, weakening both horizontal and vertical accountability.

Grindle (2014) also emphasizes that accountability in project implementation requires formal checks and balances, performance monitoring, and sanctions for non-compliance. However, as this study reveals, informal political pressures often supersede formal accountability mechanisms, leading to financial mismanagement, uncompleted work, and disregard for project deadlines.

Comparable evidence from Mushi (2018) on Tanzanian water projects showed that political patronage eroded accountability by shielding politically connected contractors and public officials from audits and public inquiries. This underscores the argument by Peters and Pierre (2004) that without strong institutional safeguards, political-administrative collusion undermines accountability, ultimately affecting service delivery and public trust.

The study also highlighted inconsistencies in the application of laws and regulations governing public project management. Political actors frequently influenced contract awards, project site changes, and payment authorizations, often contravening procurement and financial management laws. This finding affirms Grindle's Good Governance Framework, which positions the rule of law as foundational for fair and predictable public administration. Where the rule of law is weak or selectively enforced, as evidenced in this case, political expediency overrides legal procedures, fostering corruption and public resource misallocation.

The Elite Theory offers an explanatory lens for this dynamic. According to Mosca (1939), elites manipulate legal and institutional systems to protect their privileges, selectively applying or circumventing laws to their advantage. The BRT project experience reflects this, where powerful political actors altered procurement and implementation guidelines to serve personal or political interests, with administrative actors either complicit or powerless to intervene.

This study's findings resonate with those of Madaha (2017), who documented similar rule of law challenges in Tanzanian local government projects, where politically connected individuals secured unauthorized public contracts and bypassed project monitoring systems.

Implication

The primary implication of this study is its policy relevance. The findings show that political and administrative actors' adherence to good governance principles significantly impacts public project outcomes. Policymakers should reassess existing policies and frameworks to encourage compliance with these principles. The study underscores the importance of transparency,

accountability, and the rule of law in project implementation, recommending that governments adopt measures to enhance these values and establish robust accountability mechanisms to prevent corruption and mismanagement.

Additionally, the study highlights that adherence to good governance principles affects resource allocation and project timelines. To optimise outcomes, policymakers and project managers must consider how decisions influence resource distribution and project schedules. Good governance is linked to the overall quality of project implementation, and therefore, governance reforms should be prioritised to improve public project effectiveness and equity.

On the contrary, non-compliance with these principles leads to public dissatisfaction and weakens trust in governance structures. Addressing the gap between awareness and adherence is crucial to maintaining public confidence. Finally, the study's findings suggest that similar challenges may exist in various contexts worldwide, implying that the lessons learned could inform global governance reforms and improve project outcomes internationally.

Conclusion and Recommendations

This study highlights the importance of political and administrative officials' adherence to good governance principles for effective and equitable project implementation and management in Tanzania. It contributes valuable insights to governance studies, offering practical guidance for transforming policies and practices to foster sustainable development. The research reveals that while political and administrative actors are generally aware of good governance principles, full compliance remains inconsistent, indicating a gap between awareness and actual implementation. This non-compliance negatively affects project outcomes, including resource allocation, timelines, and overall quality, and leads to financial mismanagement, corruption, and public discontent.

Political actors often prioritise political expediency over governance norms, compromising decision-making processes. Similarly, administrative actors face challenges in upholding governance principles due to political pressures, personal interests, and bureaucratic constraints. Despite their intentions, these factors hinder their ability to implement governance norms effectively.

Based on these findings, several recommendations are proposed. First, enhancing the capacity of both political and administrative actors through training and educational initiatives is essential. Structural reforms are also necessary to address systemic barriers, including improving transparency, accountability, and the rule of law, with robust oversight mechanisms to ensure compliance. Additionally, fostering communication and dialogue between political and administrative actors can help navigate the complexities of project implementation while upholding governance norms.

Involving the public in decision-making is also critical to enhancing transparency, accountability, and trust. This study's findings encourage government policy improvements, institutional reforms, and capacity-building efforts in Tanzania and other countries facing similar challenges.

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