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Decentralization and Good Governance in Angolan Local Governments

Nkosi Mankenda
Walden University

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Walden University

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Nkosi Mankenda

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Walden University
2020

Abstract

Decentralization and Good Governance in Angolan Local Governments

by

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MPA, Walden University, 2013

BS, Private University of Angola, 2010

Dissertation Submitted in Partial Fulfillment

of the Requirements for the Degree of

Doctor of Philosophy

Public Policy and Administration

Walden University

August 2020

Abstract

Effective provision of public goods and services is among the common issues affecting local governments in Angola. Administrative decentralization is a well-known strategy to foster municipal governance, yet Angolan citizens perceive a lack of impact from this strategy. The purpose of this qualitative case study was to explore the perceptions of leaders and followers in public administration regarding the lack of impact of administrative decentralization on Northern Angola, and to examine the role of public administration education to reverse this trend. The theoretical frameworks were Pierson's path dependence theory and Cooperrider's appreciative inquiry theory. Data were collected from semistructured interviews with 14 participants and a review of documents. Braun and Clarke's thematic analysis was used for data analysis. Results revealed ambiguity and uncertainty as barriers to administrative decentralization. Respondents reported appreciation and change as drivers for good local governance. Findings may be used to inform policymakers and other partners regarding the importance of effective leaders and followers in empowering citizens to advance sustainable development of Angolan local governments.

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Dedication

I dedicate this study to public servants who work tirelessly to foster the well-being of their residents. It is equally dedicated to the loving memory of my grandmother Kelo Elizabeth, and my mother Dimbu Angelique who inspired me to be the best in life and help others. I further dedicate this dissertation to my children Futi, Timóteo, Eunice, Ester, and Kelvine for their sacrifice and undeniable support for a noble cause. Likewise, I dedicate this study to my granddaughters Nkenge and Kayla. Finally, I extend a special dedication to my wife Matumona, my lifelong friend and spiritual partner who encouraged me to persevere through the completion of my PhD program. She is a virtuous woman.

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I would like to equally show appreciation to the study's 14 participants whose identities will remain anonymous, but whose unwavering contribution for the integrity of the dissertation cannot be overstated. To those who directly or indirectly contributed to the success of this special journey, please accept my token of higher appreciation and esteem.

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Chapter 1: Introduction to the Study

Introduction

On February 5, 2010, the National Assembly of the Republic of Angola passed the Constitution of Angola, the first constitution in the history of the country (previous provisions in 1975 and 1991 were acts of constitutional law). According to Guimarães (2011) and Newitt (2008), prior to this event, particularly during the colonial era, three liberation movements emerged to fight for national liberation: The National Front for the Liberation of Angola, the Popular Movement for the Liberation of Angola (MPLA), and the National Union for the Total Independence of Angola (UNITA). The struggle resulted in independence on November 11, 1975. However, during the early years of civil unrest, regime survival became Angola's main governing theme, domestically and abroad (Ruigrok, 2010) through the late 1980s. Eventually, the National Front for the Liberation of Angola withdrew from the battle. However, military and political challenges remained, which pressured the new government to adopt and continue the centralized legacy of the colonial administration (Oliveira, 2016). From 1991 to 2001, civil war and a series of negotiations for peace characterized the country's social and political life. During this period, the two remaining main actors—the MPLA ruling party and the UNITA rebel movement—negotiated the first premises of a democratic system of government, which culminated in the holding of the first general elections (Ruigrok, 2010). Unlike the colonial administration and the MPLA's early years of governance that failed to ensure citizen participation, the stage for public sector reform was set to bring public administration closer to the people.

Meanwhile, the 1992 electoral process did not yield the expected outcomes, and the two main stakeholders resumed the civil war that ended in 2002. In the process of multiple negotiations, decentralization, which started as an instrument for national unity and reconciliation to address the challenges of the civil war, became constitutionalized as a strategy to foster democracy in local governments (Constitute Project, 2010).

Administrative and political decentralization became the governing principles to usher in local self-governments in Angola. This constitution was the culmination of collective choices to adapt and improve the national institutional architecture to the contemporary and future opportunities aimed at developing the country (Jung & Deering, 2015). The constitutional bargains dictated the democratic form of government of current Angola.

Angola is a country in Southwest Africa. Its riches of mineral resources, land, and people attracted Portuguese settlers who arrived in the northern kingdoms of Kongo and Ndongo around 1482 (Brinkman, 2016) and later colonized the area. A conglomerate of various kingdoms, Angola became a single colonial political entity in which the colonial administration centered on some policies including slavery, forced labor, and imposed taxation (Havik, 2013; Newitt, 2008). However, in response to colonial policies, Angolan populations waged a struggle for freedom until the independence of the country in 1975.

Angola's history and evolution have been marred by "nearly five centuries of colonial rule, two decades of struggle for independence, and three decades of civil war" (Mai, Wisner, Nash, & Frankel, 2007, p. 10). At the end of the civil war in 2002, some postconflict challenges remained. However, the new published constitution included, among other principles, administrative decentralization to promote national unity and

reconciliation and foster democracy in local governments (Constitute Project, 2010). Based on the constitutional logic, decentralized administrative units were perceived as ideal polities in which democratic values could thrive. In the framework of public sector reform, the enactment of the constitution authorized the implementation of gradual administrative and political decentralization to promote good governance in local governments (Constitute Project, 2010). If given real autonomy, decentralized subnational entities could improve the well-being of the population through local citizen-centered decision-making, quality service delivery, and appreciative collaborative community. Although political decentralization was constitutionalized, the focus in the current study was administrative decentralization, understood as an inclusive strategy that accommodated the central government in the policy agenda setting and the local government and other partners in the local decision-making process and managerial implementation of the delivery (Minas, Wright, & van Berkel, 2012) of public goods and services.

Decentralization is well known worldwide as a multipurpose mechanism (Kuhlmann & Wayenberg, 2016; Reiter, Grohs, Ebinger, Kuhlmann, & Bogumil, 2010; Smoke, 2015), and in sub-Saharan African countries, such as Angola, decentralization was chosen to foster good governance (Constitute Project, 2010; Erk, 2014). Countries select decentralization under the rationale that it has the potential to bring government closer to the citizens. Despite the global popularity of decentralization, the existing literature has not addressed whether decentralization can lead to good governance in local governments. The practical impact of administrative decentralization in developing local

governments was perceived to be minimal or adverse such that some countries recentralized (Lewis, 2014; Malesky, Nguyen, & Tran, 2014; Wunsch, 2013) or deferred decentralization. In contrast to advanced democracies in which citizens are optimistic about local institutions, developing nations have so far failed to generate satisfaction with their decentralized entities (Hlepas, 2016; Hyden, 2017). This problem needs to be addressed, as sub-Saharan African countries plan for decentralization to achieve good governance (Davis, 2017; Güney, 2017). Developing nations seek to foster the well-being of their citizens. Good governance depends on criteria, such as leadership (Downe, Cowell, & Morgan, 2016; Fung, 2015) and education (J. A. Alonso & Garcimartín, 2013; Garcia-Sanchez, Cuadrado-Ballesteros, & Fria-Aceituno, 2013). A potential cause of the failure of decentralization could be the lack of effective leaders and/or followers, mainly those educated in public administration, to support effective implementation and evaluation of administrative decentralization to generate local governance.

My research addressed the perceptions of administrative decentralization in local governments. I sought to examine the roles of leaders and followers, especially those educated in public administration, who could facilitate administrative decentralization in municipalities. I endeavored to better understand the importance of educated administrators in the framework of public leadership and management in local governments. Decentralization involves the successful delivery of public goods and services to the citizenry (Diaz-Serrano & Rodriguez-Pose, 2012). Decentralization has the potential to facilitate community access to public goods and services. Decentralization improves the likelihood of effective provision of public goods and

services due to the accountability of political leaders to citizens (Cuadrado-Ballesteros, 2014). Public administrators from diverse positions must be exposed to leadership and followership skill development within a broad range of competencies for the implementation of decentralization to be fruitful (Sandfort & Gerdes, 2017). The continuous teaching and training of public servants to acquire new skills and competencies is key to addressing public issues affecting local governments.

However, Angola lacks skilled and specialized competent human resources (International Finance Corporation, 2019). The scarcity of trained and skilled workers is a part of postconflict challenges that Angola faces. Despite the political will of the central government, the Angolan educational system is deficient (Gomes & Weimer, 2011). As a means of addressing the shortage of educated and skilled personnel, including public administration graduates at the national, provincial, and local levels, national authorities requested the expertise of the World Bank (World Bank, 2019). Furthermore, the central government passed a Presidential Decree No. 18/19 dated January 10, 2019 establishing the National School of Public Policy and Administration, which promotes the country's institutional strengthening and development through training, capacity building, research, and dissemination in the area of public policy and administration (Angola, 2019). This school was entrusted with the mission of training public administrators to facilitate the implementation of administrative decentralization in Angolan subnational governments. The premise of the need for education was consistent with the scholarship that related the education of leaders to good governance (Besley, Montalvo, & Reynal-Querol, 2011;

Besley & Reynal-Querol, 2011). This perspective posits that in the field of public policy and administration, educated leaders have the potential to promote good governance.

Educated leaders matter. However, the literature has focused exclusively on leadership. In this study, I explored followership as an important complementary element in the underpinning of administrative decentralization in local governments. In the decentralization framework, the socio-anthropological context of Angola presents a specific local autonomy: traditional authorities. Traditional authorities are a type of political and traditional institutions whose power and authority derive from local customary values and norms to regulate and satisfy the interests of the citizenry in a specific geographic area (Baldwin & Holzinger, 2019). Traditional authorities complement the roles and actions of formal authorities. Accordingly, traditional authorities coexist with the formal leadership followership continuum in the betterment of a community. A trustworthy and communicative relationship between leadership and followership has the potential to foster success in organizations (Baker, Mathis, Stites-Doe, & Javadian, 2016). The practice of administrative decentralization could generate new knowledge for Angolan local governments. Such innovation could alter the knowledge, skills, and attitudes about administrative decentralization to introduce change (Damanpour & Aravind, 2011) in the way municipalities ought to work to be effective. Although absolute success could not be guaranteed, particularly during lean times, findings from the current study may inform practitioners, policymakers, and international partners about the relevance of leaders and followers, chiefly those educated in public administration. The assumption was that educated administrators can promote

administrative decentralization as a framework for good governance in Angolan local governments.

Chapter 1 offers an overview of the current research and the encountered gap on whether decentralization programs supported by effective leaders and followers, chiefly those educated in public administration, could lead to good governance. This chapter presents the problem statement of the study and its currency and significance to the field of public policy and administration. Chapter 1 also includes the purpose of the study, research questions, and theoretical frameworks. In addition, Chapter 1 provides the nature of the study and its rationale, operational definitions of important terms, assumptions, delimitations, and limitations. Finally, Chapter 1 addresses the significance of the research and implications for positive social change.

Background

Decentralization is a widely recognized strategy for multiple agendas (Faguet, 2014; Smoke, 2015). Decentralization is a public instrument that central governments embrace for many reasons. In sub-Saharan African countries, including Angola, decentralization is a constitutional provision to advance democracy and development (Constitute Project, 2010; Erk, 2014). Central governments authorize the implementation of decentralization to promote democratic values and improve the well-being of citizens. Although the literature on decentralization abounds, the phenomenon suffers from a lack of conceptual clarity. Generally, decentralization is understood under fiscal federalism, which allocates public finance functions to either central or local governments (Baskaran, 2010; Oates, 2005; Olson, 1969; Rosenbaum, 2013; Tiebout, 1956), providing the

theoretical benefits. In contrast, some studies indicated that decentralization drawbacks were so profound that it was not applicable to developing countries (De & Nag, 2016; Koelble & Siddle, 2014). Decentralization is better understood under three major dimensions: administrative, fiscal, and political (Falleti, 2005). The administrative, fiscal, and political aspects of decentralization are inclusive, as each strategy complements and builds on the other.

In practice, the three dimensions are overlapping and nonsequential, whereas the literature widely favored fiscal decentralization to explain the overall phenomenon of transferring authority and competencies from central to subnational governments. Given the conceptual vagueness, the desired impact of decentralization was perceived as insignificant or adverse, which caused some governments to recentralize (Grossman & Lewis, 2014; Malesky et al., 2014) or to defer decentralization. In sub-Saharan African countries, decentralization generated conflicting outcomes in governance (Gibson, Hoffman, & Jablonski, 2015; Huntington, & Wibbels, 2014; Rees & Hossain, 2010; Routley, 2014). Sub-Saharan African countries that authorized and implemented decentralization failed to achieve good governance. Moreover, local government authorities allegedly delivered public goods and services under ineffective and inefficient conditions (Córdova & Layton, 2016; Fung, 2015). Subnational entities fell short in meeting citizens' expectations.

Notwithstanding decentralization's alleged conceptual ambiguity and limited outcomes, scholars and practitioners concurred that decentralization could increase the transfer of power to subnational governments (Lighthart & van Oudheusden, 2015;

Reitan, Gustafsson, & Blekesaune, 2015). Decentralization policies, when effectively implemented, could make a stark difference in local governments. However, the extant literature on the three major administrative, fiscal, and political dimensions of decentralization failed to indicate the ideal sequence, size, or number of local governments to decentralize (Awortwi & Helmsing, 2014; Lassen & Serritzlew, 2011). A lack of clarity existed regarding which dimension of decentralization to prioritize and the ideal size and number of municipalities needed to decentralize, at once or gradually, to achieve good governance.

The available scholarship showed that the education of leaders and followers has been portrayed as one of the key factors of success in governance and policy change settings (Evans et al., 2015). In other words, learned administrators were perceived to be drivers of change. However, despite the abundant literature on the successes and failures of decentralization (J. M. Alonso, Clifton, & Diaz-Fuentes, 2015), no studies addressed how effective leaders and followers, mainly those educated in public administration, could lead administrative decentralization toward successful local governance. This research was relevant to fill the gap in the literature regarding how effective leaders and followers educated in public administration could facilitate the interplay of administrative decentralization among different networks in local governments.

The education of leaders and followers in public administration matters. Public administration is generally defined as how the purposes and goals of government are realized with the ultimate view of promoting the public interest (Rosenbloom, Kravchuk, & Clerkin, 2009). In theory, public administration executes the actions and decisions of

government for the well-being of the citizenry. In practice, this precept does not hold true. Regarding decentralization and good governance, public administration is concerned with the effective delivery of public goods and services to residents (Denhardt & Denhardt, 2015). Public administration can be viewed as the backbone of a functioning government. Public administration is an academic field, as well as a set of sound practices governing the execution of public affairs (Uwizeyimana & Maphunye, 2014). The theoretical and practical frameworks of public administration have aligned with the hierarchical structures of the political system, the managerial dimensions of efficiency and effectiveness, and the normative instruments of the legal system (Wright, 2011). The three major political, managerial, and legal dimensions have influenced public administration as a field of academic endeavor, as well as a practice worldwide.

As a field of study and a set of practices, public administration has gone through challenging transformations (Yeboah-Assiamah, Asamoah, & Kyeremeh, 2016). Each new phase of public administration evolution has built on earlier work. Seen under a qualitative prism, the field has evolved from the traditional public administration to the new public management to governance (Uwizeyimana & Maphunye, 2014). These stages have influenced the way public administration is taught, perceived, and practiced. Public administrators and servants must strive to achieve efficiency and effectiveness in the governing of public affairs and the production and delivery of public goods and services. However, unlike developed societies in which these changes have brought forth positive impact leading to good governance, developing countries have seen mixed outcomes (Asongu & Le Roux, 2019; Brinkerhoff, Wetterberg, & Wibbels, 2018). The perceived

impact of public administration in sub-Saharan Africa has been insignificant, leading to unexpected consequences. As a result, sub-Saharan African public administration has continued to be embryonic, untested, and understudied (Gulrajani & Moloney, 2011). Research on the continent is not abundant, whereas Western scholars have continued to lead global administrative studies.

From the colonial era to the present, administrative systems of developing countries, including Angola, have been modeled after European-rule public administration perspectives with negative effects on the former's development (Lee & Paine, 2019). In every phase of the evolution of developing countries, public sector reformers imported public administration paradigms for the betterment of sub-Saharan African administrative systems. However, such imposed administrative paradigms have resulted in little or no positive advancement of developing countries (Basheka, 2015). The practice of inherited and imported administrative systems has kept African public administration stagnant and underdeveloped. As a country transitioning from a highly centralized administration to a decentralized administration (Cunha, Fortes, Gomes, Rego, & Rodrigues, 2016; Gomes, 2014), Angola would benefit from functioning public administration.

Decentralization trends have existed from Portuguese colonial rule to post-independent Angola. Colonial decentralization viewed Angola as an entity dependent on metropolitan Portugal and included partial autonomy, the gradual participation of the population, and a progressive development (Pearce, 2012; Pimenta, 2016). The goal for colonial decentralization was to suppress and postpone the Angolan people's desire for

independence, which was achieved in 1975. Post-independent Angola structured its territory into provinces, municipalities, and communes. As a public sector reform, decentralization projects in post-independent Angola were characterized by the passing of laws on decentralization rather than the formal implementation of decentralization (Constitute Project, 2010; dos Santos, 2015). Angolan municipalities became the nucleus for decentralization experiments. In the meantime, legal frameworks, including the Municipal Development Plan (MDP), were enacted to implement decentralization.

Local development plans put in place in most sub-Saharan African countries, including Angola, were inherited from the colonial era. However, such local plans were inadequate due to their neglect of citizen participation and preferences (Rogerson & Rogerson, 2010). Current subnational plans did not address the increasing demands for effective local development. However, there are strategies for effective local development, including a commitment to community change process, a clearly articulated community plan, sustained leadership and followership, follow-up activities, and collective ownership and accountability (Walzer, Weaver, & McGuire, 2016). These strategies could help citizens participate in local community development. Angola designed the MDP as a strategy to provide local populations with the opportunity to participate and define a common vision for the future of their municipality (Neves & Pacheco, 2015). In theory, MDP is a local government plan that identifies the goals that local citizens develop based on municipal preferences. In practice, MDP is a process that captures comprehensive planning of activities that a local government intends to accomplish. MDP's goals include identifying issues, developing projects, fostering

synergies, and ushering in participative governance through information gathering and sharing. Furthermore, MDP fosters local economic development (Edoun, 2012).

Administrative decentralization, as an inclusive process of gathering state and nonstate actors, could promote quality relationships among the stakeholders of the municipality to lead to successful governance.

Problem Statement

The problem addressed in this study was the perceived lack of desired impact of administrative decentralization on local governments. The study was relevant to public policy and administration for two reasons. First, I investigated previous studies on the sustained benefits of decentralization (see Ayres, 2017; Dickovick, 2014). On the other hand, I examined the literature that highlighted decentralization drawbacks and failures (De & Nag, 2016; Koelble & Siddle, 2014). I challenged the perspective that decentralization was always advantageous and the view that decentralization endangered local governments, and I explored the perceived lack of desired impact of administrative decentralization.

The impact of administrative decentralization could depend on the people who, under favorable structural, managerial, and ethical circumstances, must underpin such a policy for effective local governance. Such people could include leaders and followers, chiefly those educated in public administration. However, Angola has a lack of skilled and trained public servants, including graduates in public administration, particularly in rural areas to facilitate a successful implementation of administrative decentralization. As a result, Angolan central authorities have requested the World Bank's technical and

financial expertise to assist in executing the government's decentralization agenda (World Bank, 2019). Angola has partnered with international institutions such as the World Bank and the United Nations Development Program to support the initial and in-house capacity building for successful implementation of the decentralization program.

Although international aid has been funneled to Sub-Saharan African countries, including Angola, to forward economic and human development, empirical evidence to back assistance effectiveness in Sub-Saharan Africa has been inconclusive (Tan-Mullins, Mohan, & Power, 2010; Wang, Ozanne, & Hao, 2014). Country-specific investigations were needed to ascertain whether the current international aid approach has led to development. Central governments worldwide have attempted to transfer resources, competencies, and authority to subnational governments for many reasons (Cavaliere & Ferrante, 2016; Maschietto, 2016). In sub-Saharan African countries, such a transfer has been institutionalized to promote democracy and good governance in local governments (Chattopadhyay, 2013; Erk, 2014). Developing countries have viewed decentralization as an instrument to foster democratic values, including good governance.

In Angola, policymakers initially considered decentralization as a strategy to encourage national unity and reconciliation (de Oliveira, 2016), but now decentralization is an instrument to promote democracy in local governments (Constitute Project, 2010). Although decentralization was the subject of intense debate about its successes and failures (J. A. Alonso & Garcimartín, 2013), the available scholarship did not address whether administrative decentralization could lead to good local governance. In practice, the perceived potential impact of administrative decentralization on local governments

has ranged from insignificant to negative such that some countries recentralized or deferred decentralization (Lewis, 2014; Smoke, 2015; Wunsch, 2013), particularly in sub-Saharan Africa (Erk, 2014; Lewis, 2014). Although the theoretical benefits of decentralization to fiscal concerns were perceived to be large (del Granado, Martinez-Vazquez, & McNab, 2016; Kuhlmann & Wayenberg, 2016), the existing literature did not address the circumstances in which administrative decentralization could bring about change in local governments. Despite the literature of fiscal federalism that attempts to explain decentralization (Martinez-Vazquez, Lago-Peñas, & Sacchi, 2017; Rosenbaum, 2013), administrative decentralization remains understudied. I attempted to fill this gap in the literature by examining the roles of leaders and followers, especially those educated in public administration, in the implementation of administrative decentralization with a desired impact on municipalities.

Purpose of the Study

The purpose of this qualitative case study was to develop a deeper understanding of decentralization by examining the impact of administrative decentralization on Angolan local governments. I probed the alleged ineffective delivery of public goods and services in the Northern Angolan municipality of Viana. The central government and its international partners conducted a number of decentralization pilot programs in the municipality of Viana, which is why I selected this subnational area for the study. I sought to examine the roles and relevance of leaders and followers, mainly those educated in public administration, to reverse ineffective municipal governance. I hoped that a deeper understanding of decentralization could promote moral and educated

leadership and followership, citizen participation, and accountable institutions. The thoughtful application of findings may bring about sustainable transformation in Angolan communities.

Research Questions

Two research questions guided this qualitative case study addressing whether administrative decentralization could lead to good governance in Angolan local governments:

1. How do leaders and followers educated in public administration perceive the potential impact of administrative decentralization to achieve good governance in the Viana municipality?
2. What are the roles of leaders and followers educated in public administration in fostering administrative decentralization in the Viana municipality?

Theoretical Frameworks

The theoretical frameworks I employed to inform the study were path dependence theory (Pierson, 2000) and appreciative inquiry theory (Cooperrider & Whitney, 2005). Path dependence is embedded in the theoretical propositions of social construction (Schneider, Ingram, & Deleon, 2014). Path dependence theory acknowledges that a policy process depends on historical decisions that hinder change; however, the theory may also initiate change under special circumstances. Political processes and policies employ Pierson's conceptualization of path dependence as a social process embedded in increased gains. Because Angola had a centralized government, path dependence could provide clues and details for effective leaders and followers, particularly those educated

in public administration, to learn from previous experiences and to understand the alleged reluctance of Angola to implement and sustain administrative decentralization. In contrast, appreciative inquiry clarifies the role of municipalities as institutions for leaders and followers, specifically those educated in public administration, to find patterns of strengths and successes (Calabrese, 2012) and to embrace administrative decentralization to achieve municipal governance.

Chapter 2 provides an in-depth account of the theoretical frameworks and related public administration principles supporting this study. I used path dependence theory and appreciative-inquiry theory embedded in social construction (Johnson, 2014; Schneider et al., 2014) and public administration to explain the process of institutional development and change. Because effective public administration leverages sustained development (J.M. Alonso et al., 2015; Kim, 2014; Stren, 2014), both theoretical frameworks related to the research questions and the overall study. In using both theoretical frameworks, I sought to provide a deeper understanding of the perceived lack of impact of administrative decentralization. In addition, the two theoretical frameworks were necessary to examine the roles of leaders and followers, particularly those educated in public administration, and their relationships to elected and appointed officials and state and nonstate stakeholders in achieving effective municipal governance.

Nature of the Study

The purpose of the study was to develop an in-depth understanding of the perceived lack of impact of administrative decentralization in Angolan local governments. I examined the roles of leaders' and especially followers' public

administration education, their interaction with one another, and their ability and willingness to use that education in implementing decentralization. I employed a qualitative case study design to discern whether administrative decentralization could lead to effective local governance. In public administration, researchers employ case studies to examine situations, programs, or policies that are of interest (O'Sullivan, Russel, & Berner, 2008). Investigators use this approach to understand a problem.

Although Angolan decentralization was constitutionalized, citizens perceived that the government remained reluctant to formally implement such a strategy (Croese, 2018; Gadenne & Singhal, 2014). Since the passing of the constitution in 2010, the Angolan government has neglected to transfer autonomy to subnational entities. In my study, a qualitative paradigm was more appropriate than a quantitative or mixed-methods approach because qualitative research is conducted in a natural setting focused on participants' meanings and experiences to identify emerging themes (see Creswell, 2013; Cypress, 2017; Denzin, 2017; Tracy, 2010). I used the case study design, which fit the purpose and research questions of the study.

A case study allows the investigator to seek a deeper understanding of a phenomenon using multiple data sources such as interviews, document review, and observation (O'Sullivan et al., 2008). For this study, I used interviews and documents to generate rich and thick data. To reach saturation, I conducted interviews with purposefully selected government officials, members of parliament, officials of the United Nations Development Program (UNDP), officers of the Ministry of Territorial Administration and State Reform, municipal public servants, and civil society actors (see

Guest, Bunce, & Johnson, 2006; Mason, 2010). Purposeful sampling is employed to ensure relevant perspectives on a research problem (Rosenthal, 2016). Saturation indicates that the researcher has learned enough to move toward analysis (Walker, 2012). A qualitative case study was the appropriate design to explore the perceptions of leaders and followers, mostly those educated in public administration, as they implement administrative decentralization. In addition, a qualitative case study was appropriate to examine the roles of educated administrators in facilitating their working relationships with elected and appointed officials and state and nonstate actors to usher in effective municipal governance throughout Angola.

Definitions

Administrative decentralization: One of the three dimensions of decentralization alongside fiscal and political decentralization (Falleti, 2005). As a specific tool of public administration, administrative decentralization requires “competent civil service that maintains professional integrity” (Neshkova & Kostadinova, 2012, p. 325) to facilitate the interactions of state and nonstate actors in the production and delivery of specific public goods and services at the local level. In the current study, administrative decentralization was understood as an inclusive strategy that accommodates both the central government in the structural policy agenda setting and the local government in the managerial and ethical implementation of the delivery (Minas et al., 2012) of public goods and services.

Decentralization: The transfer of responsibilities from central to subnational governments to serve the citizenry with effectiveness and efficiency. In the current

context, decentralization was defined as an innovative tool of public administration within the public sector reform aimed at strengthening and improving the production and delivery of public goods and services at the municipal level. Decentralization encompasses three dimensions: administrative, fiscal, and political (Falleti, 2005). The present study focused on administrative decentralization.

Followership: The interactive nature and influence of “followers and following in the process of leadership” (Uhl-Bien, Riggio, Lowe, & Carsten, 2014, p. 89).

Followership is an interdependent social phenomenon that complements the leadership process, without which leaders have no impact. The meaning of followership varies across cultures. In the current study, followership implied making contributions to policy design, implementation, and evaluation.

Good governance: “The process by which, governments are selected, monitored and replaced; effectively formulate and implement sound policies; and enforce the respect of citizens and the state for the institution that governs economic and social interactions among them” (World Bank, as cited in Kaufmann, Kraay, & Mastruzzi, 2011, p. 222). I defined good governance as a gradual process in the framework of public administration by which a set of public values, assumptions, beliefs, and expectations is entrusted in governments. Such a process works in conjunction with state and nonstate actors to design, execute, and evaluate policies in the production and delivery of public goods and services for the well-being of the citizenry.

Recentralization: The process that central governments carry out to concentrate responsibilities and competencies that were once transferred to subnational polities

(Malesky & Hutchinson, 2016; Malesky et al., 2014). In the current study, recentralization was understood as a strategy that central governments use when taking back authority and autonomy previously transferred to local governments to correct or reverse decentralization measures.

Traditional authorities: Political and traditional institutions whose power and authority derive from local customary values and norms to regulate and satisfy the interests of the citizenry in a specific geographic area (Baldwin & Holzinger, 2019). Traditional authorities' legitimacy does not emanate from the central government and any electoral procedure; it derives from the beliefs, values, and assumptions of the citizens who empower authorities to be the custodians of their common good.

Assumptions

Assumptions are statements taken for granted but deemed as indispensable presuppositions in research (Frankfort-Nachmias & Nachmias, 2008; Jansson, 2013; Keele, 2015; Nkwake & Morrow, 2016). Although assumptions are not justifiable, failure to identify them could affect the relevance of a study. The current study included five assumptions. First, I assumed administrative decentralization could lead to good governance in local governments under favorable structural, managerial, and ethical circumstances, with the intervention of leaders and followers, mostly those educated in public administration. Such favorable conditions must include democratic local polities and accountable institutional arrangements, appreciative and ethical leadership and followership, and effective and collaborative community members. Second, the 27-year civil unrest in Angola caused the ruling party to centralize and concentrate powers that

exacerbated rivalry between supporters of the MPLA-led government and the UNITA rebel movement; hence, I assumed administrative decentralization could foster national unity and reconciliation. Third, I assumed administrative decentralization was desirable to bring the central government closer to the people and to support the effective and efficient delivery of public goods and services to the citizenry.

Fourth, I assumed research participants would be knowledgeable and would possess reasonable understanding and experience regarding public administration and administrative decentralization. Also, I assumed available documents on administrative decentralization and observational field notes would provide rich and quality data description. The importance of public administration training, including administrative decentralization and local management and governance, was emphasized throughout the study, and I assumed that skillful and responsible administrators would be necessary to foster administrative decentralization in local governments. Fifth, I assumed I would be able to situate myself above any preconceived notions and personal biases concerning the study topic during interviews, document review, observational field notes, and data analysis. The use of multiple data sources, research participants with diverging perspectives, and two theoretical frameworks helped me mitigate personal bias.

Scope and Delimitations

I focused on the perceived lack of impact of administrative decentralization in Angolan local governments. I did not examine other aspects of decentralization, including the fiscal and political decentralization that could impact subnational entities, for three reasons. First, Angolan policymakers constitutionalized only administrative and

political decentralization (Constitute Project, 2010) with no clear reference to fiscal decentralization, which is one of the three administrative, fiscal, and political streams (Boex & Edwards, 2016; Smoke, 2015). Second, local government fiscal administration has been inadequate and prone to mismanagement (Mgonja & Poncian, 2019). Third, local elections, if not fairly managed, could lead to elite capture (Hong & Lee, 2018). These three reasons influenced the selection of the topic under study. The rationale behind the choice was that men and women adequately educated and trained, predominantly in public administration, have the potential of facilitating the attainment of effective local governance.

Because a single case study is used to develop a comprehensive understanding (O'Sullivan et al., 2008), I intended to recruit 20 participants for individual interviews. However, only 14 purposefully selected participants agreed to be interviewed in one-on-one natural settings. Interviewees were government officials, members of parliament (the ruling party and opposition), officials of the UNDP, officers of the Ministry of Territorial Administration and State Reform including the Viana municipality, and civil-society actors. Participants had 5 years of experience or more before the enactment of the constitution in 2010, with reasonable knowledge of decentralization. Further, I conducted a document review concerning administrative decentralization in Angolan local municipalities, and I also took field notes throughout the study.

The purpose of this case study was to gather data by interviewing participants of the target population and analyzing documents about decentralization, in Luanda, the capital city of Angola, particularly in the municipality of Viana. I conducted interviews to

the point of saturation (see Guest et al., 2006; Mason, 2010). I used path dependence theory (Pierson, 2000) and appreciative inquiry theory (Cooperrider & Whitney, 2005) to guide the study. I did not consider other theoretical frameworks used in public sector reform, including cooperation, networking, governance, and institution building.

Limitations

I anticipated some challenges regarding the availability of data related to the topic of the research. Also, because I was the main instrument for data gathering, analysis, and interpretation, I acknowledged the potential for bias in the process (see Creswell, 2013; Fusch & Ness, 2015; Morse, 2015). I had a responsibility to maintain neutrality throughout the process. To do so, I used several techniques, including rich and thick description, member checking, and triangulation (see Creswell, 2013; Morse, 2015).

Significance of the Study

I attempted to clarify citizens' allegations regarding the lack of impact of administrative decentralization. In doing so, I examined the roles of leaders and followers, mostly those educated in public administration, as they facilitated or hindered the execution of administrative decentralization in Angolan municipal governments. This rationale aligned with the scholarship that associated the education of leaders to good governance (Besley et al., 2011; Besley & Reynal-Querol, 2011). In contrast to the literature that focused on leaders, I introduced followers as a complementary element in supporting administrative decentralization in municipalities. This original contribution to the field of public policy and administration introduced the concept of effective leaders

and followers, mainly those educated in public administration, as leverage to promote successful local governance.

Power and control of leaders over followers have been central in mainstream literature on leadership (Ford & Harding, 2018). This perspective is also pervasive in Angolan public sector settings. I took a critical approach to the dominant positivist Anglo-Saxon underpinning of leadership that heavily relies on an individual leader and discards followership (see Ford & Harding, 2018). Power relations rule contemporary leadership practices. Because Angolan decentralization was constitutionalized to promote democracy in subnational entities (Constitute Project, 2010; Raelin, 2012), I explored the notion that leaders and followers, especially those educated in public administration, could work collaboratively (see Cox & Hassard, 2018; Raelin, 2016) toward effective local governance. In the sociocultural context of Angolan local governments, a local autonomy exists: traditional authorities. Traditional authorities must be seen as part of the formal leaders' and followers' continuum. Traditional authorities, if allowed to exercise their inherited and given real autonomy, could play important roles in promoting citizens' well-being.

Furthermore, the practice of administrative decentralization could generate new knowledge, and study findings could alter current knowledge, skills, and attitudes (see Stephan, Patterson, Kelly, & Mair, 2016) about administrative decentralization. The newfound understanding of administrative decentralization could unveil essential principles for success. Findings could also support principles such as ethical behavior and practice, community living, and public participation. By implementing those practices,

ethical administrators could facilitate the generation of a new awareness of administrative decentralization as a strategy for good governance in Angolan municipalities.

Summary

Decentralization is a worldwide strategy to sustain and promote democracy. In sub-Saharan Africa, especially in postconflict countries such as Angola, decentralization has been institutionalized to foster democratic values including national unity, reconciliation, and good governance. In Sub-Saharan Africa, citizens perceived a lack of a desired impact of decentralization on municipal governance, such that some countries recentralized or deferred decentralization. A possible cause of this inadequate impact could be the alleged lack of effective leaders and/or followers, mainly those educated in public administration, to underpin decentralization and achieve municipal good governance.

In practice, Angolan local governments have not formally implemented the commonly acknowledged three dimensions of administrative, fiscal, and political decentralization. Nevertheless, the central government and other partners have, for many years, intervened in Angolan decentralization projects. Based on previous trends and pilot examples, the purpose of the current study was to develop a comprehensive description and analysis of the perceived lack of impact of administrative decentralization on Angolan local governments. Another aim of this study was to examine the roles of leaders and followers, particularly those educated in public administration, in enhancing good governance.

Chapter 2 presents a review of the scholarship on decentralization and the role of public administration. I also review the two major theoretical frameworks: path dependence theory and appreciative inquiry theory. The study addressed work by local governments and educated administrators in facilitating the delivery of public goods and services for the well-being of Angolan citizens.

Chapter 2: Literature Review

Introduction

Effective delivery of public goods and services is among the recurring problems affecting subnational entities in Angola. Administrative decentralization is well known as a strategy for fostering local governance (Diaz-Serrano & Rodríguez-Pose, 2012; Edoun, 2015; Edwards, Yilmaz, & Boex, 2015; Reiter et al., 2010). The theoretical benefits of decentralization were perceived to be large, and many countries embarked on the process of implementing administrative decentralization. In sub-Saharan Africa, decentralization was codified in the constitution of most countries, including Angola, to foster democracy (Constitute Project, 2010; Erk, 2014). Angolan policymakers and international partners continue to encourage decentralization as a strategy to promote good governance. However, citizens perceive a lack of impact of administrative decentralization on Angolan municipalities (Buire, 2014; Croese, 2018; World Bank, 2019). Pilot projects on decentralization have not corresponded to the expected change of the living conditions of the Angolan residents. The purpose of this literature review was to examine, analyze, and synthesize the literature on decentralization.

Chapter 2 introduces the concept of decentralization through the theories of decentralization and the pathologies of decentralization. Chapter 2 addresses the relationship between decentralization and governance, the use of decentralization in sub-Saharan Africa, and the meaning of administrative decentralization. Chapter 2 also covers the concept of local government. The chapter ends with a summary and conclusion that serve as an introductory passage to Chapter 3.

Decentralization has gained popularity with the assumption that transferring authority and resources from the central government to subnational entities could lead to the effective provision of public goods and services, and thereby the promotion of local governance (Rodríguez-Pose & Ezcurra, 2011). The assumption has been that subnational governments have the potential to effectively deliver goods and services due to their closeness to the citizens. Furthermore, the international community, including international donors, has often recommended decentralization as an instrument for good governance (Kuhlmann & Wayenberg, 2016). Decentralization has been implemented among developing countries to promote good governance. Decentralization has been trending in sub-Saharan African countries to attract foreign investment and for governments to be accounted for as democratic. In practice, however, citizens have alleged a lack of desired impact of decentralization under this new form of good governance (Englebert & Mungongo, 2016; Kyriacou, Muinelo-Gallo, & Roca-Sagalés, 2015). Despite decentralization's popularity, its impact on citizens is allegedly insignificant or adverse.

Although decentralization has been popular, its potential effect has depended more on the contextual implementation than the design. Falleti (2005) distinguished three major types of decentralization: administrative, fiscal, and political. However, scholarship has heavily focused on the benefits of fiscal federalism to conceptualize and explain decentralization (Rosenbaum, 2013; Weingast, 2014). Scholars of decentralization, mostly economists, have conceptualized decentralization based on potential economic gains that central and local governments can provide. This fiscal

perspective has neglected administrative and political viewpoints and has misled policymakers and international donors in designing decentralization programs (Morozov, 2018). The concept of decentralization is inadequate when measured only through the prism of fiscal federalism. Furthermore, a fiscal viewpoint has limited state and nonstate actors in partnering in the implementation of decentralization programs, particularly during lean times to improve municipal governance (Carniti, Cerniglia, Longaretti, & Michelangeli, 2019; Morozov, 2018). Policymakers and other partners should consider the underlying characteristics derived from public administration, political science, and economics when designing and implementing decentralization.

Central governments throughout the world have undertaken steps to decentralize a portion of their authority and resources to subnational levels. National authorities have been motivated to do so to provide effective public goods and services locally and to promote good governance (Green, 2015). However, a perception persists that the strategy has not yielded the benefits for local governance, such that some countries recentralized or deferred the implementation of decentralization. Deferment of decentralization was the case in Angola, which codified political and administrative decentralization in its constitution to foster democratic values locally (Aalen & Muriaas, 2017; Constitute Project, 2010), but Angola has been allegedly reluctant to undertake further action despite domestic pressure and demands of international partners. Although researchers have done much work on fiscal and political decentralization, administrative decentralization has remained understudied (Lewis, 2014; Reiter et al., 2010). There was a need for further

research on administrative decentralization, especially from a public administration perspective, with a view to providing a holistic conceptualization of decentralization.

Though no single dimension can explain the benefits and drawbacks of decentralization, multinational agencies and universities sponsoring research on decentralization have focused on the fiscal impact of decentralization (Martinez-Vasquez et al., 2017) to the neglect of the administrative architecture of local governments. The literature on decentralization has focused on the immediate, yet limited, socioeconomic outcomes of decentralization, including tax revenue, local elections, poverty alleviation, and corruption reduction.

While drawing from the overall literature on decentralization, I considered the scholarship on economic dependence and political instability of sub-Saharan Africa (see Bertocchi & Guerzoni, 2012; Bezemer, Bolt, & Lensink, 2014). Since their independence in the 1960s and 1970s, sub-Saharan African states' economies have been stagnant, and their political systems have remained fragile. I also reviewed the literature on central-local relationships and found that most sub-Saharan African countries, including Angola, financed local governments' expenditures through intergovernmental fiscal transfers (Bird, 2010; Smith, Park, & Liu, 2019). Subnational entities were assigned the task of providing local goods and services while important public goods and services were under the domain of central governments. Furthermore, the Angolan legal system has never had any local finance authority, and Angolan local self-governments have had no power to determine and levy taxes (Constitute Project, 2010). Determining taxes has been the exclusive domain of the National Assembly.

Despite the role of public administration in subnational governments, fiscal and political autonomy have been viewed as the two main dimensions of decentralization for effective provision of public goods and services and promotion of good governance. However, subnational fiscal autonomy can be challenging (Baskaran, 2012; Masaki, 2018), and corrupt electoral practices can hinder democracy (Collier & Vicente, 2012). In sub-Saharan African countries, local government tax systems have been inadequate and cumbersome to administer (Fjeldstad, Chambas, & Brun, 2014), rendering them inconsequential. In addition, local elections have often failed to translate into democratization. Elections have often been a source of voters' mistrust, and shortsighted politicians have promoted short-term policies that have lured voters to neglect their long-term interests (Hong & Lee, 2018; Wahman, 2014) for personal gain.

This study addressed whether effective leaders and followers, mainly those educated in public administration, could be key to underpinning the process of decentralization. Ethical, learned, and innovative staff are a prerequisite to ignite good governance (Besley & Reynal-Querol, 2011). The central government must create incentives to educate and train professionals who can facilitate successful delivery of public goods and services to their communities. The assumption undergirding this study was that adequate education and training, chiefly in public administration, of men and women who are able to foster administrative decentralization are paramount to generating effective subnational governance (see Fukuyama, 2013; Mungiu-Pippidi, 2016). An educated and trained civil service with integrity and a certain degree of autonomy from the political elite could promote successful local governance. The rationale was that

educated administrators could be ethical, accountable, and responsive when managing public resources for the benefit of the local citizenry (see Fukuyama, 2013; Stazyk & Davis, 2015) because public administrators are educated and trained to abide by normative and ethical principles embedded in public administration.

Literature Search Strategy

I conducted this literature review with the use of the Walden Library's databases including: Academic Search Complete, Business Source Complete, SocIndex, ScienceDirect, ProQuest, and Google Scholar to research scholarship relevant to the subject. Keywords in the search included *administrative decentralization, appreciative-inquiry theory, bureaucracy, centralization, citizen well-being, decentralization, democracy, development, educated administrators, federalism, fiscal decentralization, followers, followership, good governance, governance, institutional change, institutional quality, leaders, leadership, local governance, local government, new public governance, new public management, new public service, path dependence theory, political decentralization, public administration, public followership, public leadership, public management, public policy, public service management, self-local government, and traditional authorities*. I employed a transverse and iterative process through the above databases to help identify germane scholarship with varied and complementary meanings for each term. I also used Google Scholar to identify scholarly articles related to the background of Angola.

Theoretical Frameworks

I selected path dependence theory (Pierson, 2000) and appreciative inquiry theory (Cooperrider, 2005) to guide and inform this research. Path dependence theory addressed the alleged reluctance of the government of Angola to implement administrative decentralization, while appreciative inquiry theory considered what has worked in local governments and people to trigger change.

The theoretical frameworks for the current study emerged from a broader desire to understand whether decentralization could lead to good governance (Diaz-Serrano & Rodríguez-Pose, 2012) in Angolan local governments. The Angolan people expected effective local governments after the Angolan parliament constitutionalized political and administrative decentralization to foster local democracy (Constitute Project, 2010). Angolan policymakers enacted political and administrative decentralization to foster democracy in Angolan municipalities. If this premise was true, why was the government of Angola allegedly reluctant to implement political and administrative decentralization throughout the country? I assumed that the behavior of Angolan policymakers to defer the implementation of decentralization could be attributed to historic habits to maintain the power of incumbents (Aalen & Muriaas, 2017; Dutil, 2014; Riedl & Dickovick, 2014). I assumed that the perceived reluctance was the continuity of an existing institution.

Despite the perceived reluctance for the government of Angola to implement decentralization, there were domestic demands and international pressure on central authorities to improve the delivery of public goods and services (Cooperrider & Whitney,

2016). There was a perceived change of behavior for the government of Angola to attend to the preferences of the citizens. Accordingly, central authorities partnered with intergovernmental organizations such as the UNDP and the World Bank to experiment decentralization pilot projects in specific municipalities (World Bank, 2019). Seen through the lens of appreciative inquiry theory, Angolan authorities allegedly understood that aligning strengths with other partners was necessary to implementing administrative decentralization.

Angola was in civil unrest from colonial times to the postindependence era that left the country dismantled and divided along ethnic lines. Although the civil war disrupted human and physical resources, the two main protagonists—the MPLA ruling party and the then UNITA rebel movement—negotiated the national unity and reconciliation process to improve the living conditions of the Angolan people (Aalen & Muriaas, 2017; Cheesman, 2011). At the end of the civil war, Angolan lawmakers codified political and administrative decentralization as a means to promote democracy in local governments (Constitute Project, 2010). Angolan legislators perceived municipalities as important administrative units, in which the well-being of the citizenry could thrive.

Path Dependence Theory

Path dependence theory postulates that historical choices govern institutions and policies locking them into a path; a chosen path becomes reinforced overtime; extant institutions and policies are generally redesigned (Trouvé, Couturier, Etheridge, Saint-Jean, & Some, 2010). Path dependence theory considers previous events in analyzing

institution and policy change. Social construction foundations embed path dependence (Schneider et al., 2014), helping explain the ambiguity and uncertainty surrounding stability and change in public policy designs. Path dependence theory originated from the economic and technological fields (Koch, 2011), and could be traced back to the writings of Arthur (1989) and David (1985, 2007), who emphasized that past decisions and actions influenced future events. The concept, however, evolved and spread to other fields including public policy and administration (Dutil, 2014). Path dependence theory assumes that past decisions and actions circumscribe future decisions and alternatives. Actions taken in the past would have an impact on future decisions, due to the eventual cost associated with change. However, path dependence theory does recognize other factors such as knowledge and innovation as breakthroughs toward change (Palak, 2015). Exposing subnational entities to new experiences could break out existing paths toward change.

In the realm of public policy and administration, path dependence is a social process in which the perceived irreversibility of initial decisions and actions locks in future choices and alternatives (Gruber, 2010; Khalil, 2013; Pierson, 2000). Public institutions resist change under the pretext that change costs could be higher than the associated returns. Angolan centralized policies could have created path dependent institutions, causing the government to be allegedly reluctant to implement administrative decentralization. Further, considering the unexpected outcomes of administrative decentralization, the institutional status quo would be preferable to the uncertainty of change.

Path dependence has been used in technology to study the predominance of QWERTY, despite the superiority of the Dvorak simplified keyboard (Arthur, 1989; David, 1985), and in international and comparative social policy to explain welfare policy responses to the financial crisis in some European countries (Kieiss, Norman, Temple, & Uba, 2017). Path dependence theory has also been used in the study of organizational structure and behavior (Schreyogg & Sydow, 2010), in public policy and administration to explain policy development (Dutil, 2014), and in local governments to help explain the transformation of rural economies during lean times (Tonts, Plummer, & Argent, 2014). In the current study I chose path dependence theory as one of the two theoretical frameworks to explain the alleged reluctance of Angola to implement administrative decentralization.

Angola's path dependent behavior to postpone the implementation of decentralization could be attributed to the inability to reform national institutions. Local autonomy and citizen participation have been at the center of political debate; however, Portuguese colonial administration failed to implement decentralization and Angola has been allegedly hesitant to give away national powers to local governments (Aalen & Muriaas, 2015; Pimenta, 2016). Furthermore, the perceived Angolan reluctance could have been a consequence of a possible lack of effective leaders and/or followers, mainly, those educated in public administration, to facilitate the implementation of administrative decentralization.

Conflicting views of path dependence theory. Path dependence theory posited that historical decisions and actions were hard to reverse even in the presence of possible

alternatives. Despite its status quo nature, path dependence theory does acknowledge the possibility of change under some political, utilitarian and legal circumstances (Beunen & Patterson, 2019; Pierson, 2000). Specific conditions could trigger a change in public institutions and policies. Such change could not necessarily be abrupt or radical. A change could be seen as gradual or incremental and the sum total of which could lead to remarkable transformation (Kickert & van der Meer, 2011). Change is a process. Path dependence theory should be understood not as attempting to explain inertia, but as a potential of alteration from determinism to reform (Béland & Powell, 2016; Gilson, 2016). Path dependence could be used to explain both continuity and change in public policy.

Application of path dependence theory in research. Path dependence has been used in political science to test the longer perspective of political actors and the institutional change (Grube, 2016; Rixen & Viola, 2015), in public administration to analyze the development and transformation of local governments (Tonts, Plummer, & Argent, 2014), and in public policy research to illustrate the impact of past legacies on future social political decisions (Brady, Marquardt, Gauchat, & Reynolds, 2016). When using path dependence theory, policymakers and scholars of public policy and administration are warned to consider the underlying assumptions that were at the core of the policymaking process (Dutil, 2014). Considering the background of a given policy could help to explain the continuity or change of the policy. Path dependence should be used in tandem with other theoretical frameworks to help explain the premises that

impacted the cycle of public policy (Cairney, 2013). Combining the perspectives of different theories could enrich the explanations deriving from path dependence.

Appreciative Inquiry Theory

Appreciative inquiry framework was generally premised on the following: (a) that theory and practice can help create a learning environment in organizations; (b) that the appreciative model supersedes a problem-oriented perspective; and (c) that innovation has the potential to trigger transformational change (Cooperrider & Srivastva, 1987; He & Oxendine, 2019). As a process, appreciative inquiry helps guide policymakers and other stakeholders to make informed decisions and actions toward organizational change.

Although path dependent decisions and actions impacted future choices and alternatives to the extent that institutions were locked into the existing state of affairs, changing realities and relationships could compel organizations to evolve. The appreciative inquiry theory provides a revolutionary approach to change from the perspective of what works in people, institutions, or organizations (Cooperrider & Whitney, 2016). Appreciative inquiry is a paradigm designed to trigger a transformational change in organizations and institutions based on a positive perspective. Defined as “a relational capacity to mobilize creative potential and turn it into positive power” (Whitney & Trosten-Bloom, 2016, p. 62), appreciative inquiry originated from the research of Cooperrider and Srivastava at Case Western University (Cooperrider, 1986). Appreciative inquiry helps foster transformation in organizations.

The appreciative inquiry theory emphasizes appreciative and changing leadership (Cooperrider & Whitney, 2016). The notion of leadership, however, is incomplete as it

obscures and undermines the understanding of the process of change as a whole. Previous studies have recognized the importance of appreciative inquiry in followers, although, the literature on followership has been inadequately researched (Uhl-Bien, Riggio, Lowe, & Carsten, 2014). Because leadership is a shared reality and a sustainable organizational change occurs in a collective environment (Pan & Howard, 2010; Uhl-Bien et al., 2014), the current study associated appreciation and change with followers as well. In the current study I conceptualized leader and follower as complementary entities, as the former could not mobilize the latter without mutual consent to make things happen.

The appreciative inquiry theory has become a tool to change people, organizations, and institutions. Appreciative inquiry is anchored in the organizational culture and change precepts (Cooperrider & Whitney, 2016). Organizations encompass values that have the potential to hinder or initiate change. Because of this, followers and leaders with an appreciative inquiry mindset can create a healthy environment toward organizational innovation.

Opposing perspectives of appreciative inquiry theory. Appreciative inquiry has its limitations. One of the conflicting views regarding appreciative inquiry is its alleged partial interpretation of life experiences, focusing only on the positive perspective of the story (Kevany & MacMichael, 2014; Ridley-Duff & Duncan, 2015). Critics of appreciative inquiry argued that an inclusive-balanced view of positive and negative sides would be appropriate to capture the essence of life story. Appreciative inquiry is understood as a problem-free perspective, which is a shortcoming for this theory. The potential for transformational change resides in a critical, generative, holistic, and

innovative inquiry that challenges the underlying sociocultural assumptions (Boje, 2010; Bushe, 2010, 2012; Fitzgerald, Oliver, & Hoxsey, 2010). Sustainable organizational changes occur under a comprehensive approach of positive and negative environments.

Application of appreciative inquiry theory in research. Appreciative inquiry has been used in education (Niemann, 2010; Schiller & Stavros, 2016), in health care (Trajkovski, Schmied, Vickiers, & Jackson, 2012) and in other organizational settings, including the development of local authority (Doggett & Lewis, 2013). Appreciative inquiry encompasses valuing the best in people, organizations, and institutions, and inquiring by asking specific questions that generate positive and appreciative answers, without ignoring the realistic perspective. I selected appreciative inquiry theory because I assumed that effective leaders and followers, especially those educated in public administration, could be the institutional backbone to underpin administrative decentralization. The lack of educated and ethical administrators could hinder subnational entities to effectively deliver public goods and services to their citizens and fail to achieve successful local governance.

In practice, appreciative inquiry uses a cycle of four dimensions of discovery, dream, design, and destiny, known as the 4D cycle (Simons & Havert, 2012). The appreciative inquiry 4D cycle helps practitioners concentrate on eliciting the best in organizations or people.

Concept of Decentralization

Decentralization has been understood through the lens of traditional and new theories of fiscal federalism that allocate public finance functions to either central or local

government (Baskaran, 2010; Oates, 2005; Olson, 1969; Tiebout, 1956). From these viewpoints, decentralization links to the theoretical economic gains of the central and subnational levels of government. Decentralization is used as a strategy to foster democratic values, as well as a rationale to address some problems of governance, including the delivery of public goods and services. Critics of the fiscal benefits of decentralization, however, highlighted the potential drawbacks of decentralization as undermining economic development allocations, resulting in unintended consequences, including local instability, corruption, indiscipline, and undeclared interests (Xu & Warner, 2016; Zegras, Nelson, Macário, & Grillo, 2013). Decentralization is understood differently in its various uses due to a lack of a clear conceptualization. Many countries initiate and manage the decentralization process in various ways and contexts, with some central governments being more committed to decentralization than others (Baskaran, 2012). Decentralization appears to depend on the central governments' political will.

Despite its conceptualization inconclusiveness, many countries and international donors use decentralization to achieve good governance (Diaz-Serrano, & Rodríguez-Pose, 2012; Dickovick, 2014; Edwards, Yilmaz, & Boex, 2015; Reiter et al., 2010). Governments choose decentralization to improve the well-being of their citizens. Although fiscal federalism is a starting point to attempt to theorize decentralization, in the current study I suggested that effective public administration was essential and local governments were key to sustain decentralization programs (Harun, Mir, Carter, & An, 2019; Kuhlmann & Wayenberg, 2016; Ladner, Keuffer, & Baldersheim, 2016; Narbón-Perpiñá, Balaguer-Coll, & Tortosa-Ausina, 2019). A quality central government and an

effective local capacity were essential to promote decentralization. A functioning public administration has the potential to foster good governance. Angola is a member state of a number of intergovernmental organizations, including, the African Union, and the Southern African Development Community. Angola could learn from decentralization models of Southern African Development Community countries such as Mauritius and Botswana, which exhibit good governance (Chigudu, 2018). Decentralization, if well designed, implemented, and evaluated, could promote meaningful change in local governments.

The available scholarship in public administration conceptualized decentralization under the assumptions that Weberian bureaucracies could be efficient, effective and rational (Yeboah-Assiamah, Asamoah, & Kyeremeh, 2016, p. 384). The assumption was that theoretically, public bureaucracies contribute to good governance and the advancement of democracy. In practice, however, bureaucracies could become politicized to sustain the survival of a country's governing elite (Cornell & Lapuente, 2014). This latter dimension of bureaucracy could lead to all sorts of shortcomings in public administration, including corruption. While bureaucracy has been blamed for the failures of public administration, issues of efficiency, competitiveness, and transparency could be sought in administrative processes and bureaucrats (Grube, 2014). Public administration has the potential to create a learning environment for public servants to perform effectively.

Theories of Decentralization

Decentralization core arguments are associated with the main perspectives of public sector reform such as public administration, organization science, law, economics, and political science (Altunbas & Thornton, 2012; Dubois & Fattore, 2009; Wright, 2011). As a complex phenomenon, decentralization is better understood using different frameworks. Decentralization is embedded in the theoretical underpinnings of public administration including the classical public administration theory (Bryson, Crosby, & Bloomberg, 2014), the new public management theory (Alonso, Clifton, & Díaz-Fuentes, 2015), the new public governance theory (Osborne, 2006), and the new public service theory (Denhardt & Denhardt, 2015). Public administration is an umbrella of a variety of ideas, practices, and concepts, such as decentralization. Diverse theories help explain decentralization.

Scholars and practitioners use particular theories of their choosing to explain decentralization. Decentralization has been popularly understood through the lens of fiscal federalism and its theoretical roots trace back to the perspectives of federal fiscal and political institutions (Oates, 2008, p. 319) that emphasize differences between fiscal centralization and fiscal decentralization. Although these frameworks provide understanding for decentralization, these perspectives fall short as they do not fully capture the administrative, fiscal, and political dimensions of decentralization to foster good governance (Smoke, 2015). Although revenues and expenditures have been dominant topics in the decentralization literature, often administrative and political contexts are determining factors to ignite and advance decentralization understanding

(Rodríguez-Pose & Ezcurra, 2011). The implementation of administrative and political decentralization is an opportunity for Angolan citizens to have access to local decision-making processes.

Although decentralization is better explained in the context of public sector reform, other disciplines such as economics, law, management, and political science have also emerged to try to address the pressing demands and challenges of governance (Bryson, Crosby, & Bloomberg, 2014; Dubois & Fattore, 2009; Wright, 2011). In the current study, I conceptualized decentralization as a multidisciplinary strategy initiated by central governments to empower subnational entities with the intervention of state and nonstate actors to cater to the needs and preferences of citizens. Decentralization rests on the assumption of public administration, which creates and governs value for the citizenry.

Pathologies of Decentralization

Because decentralization is a contextual policy, which is used for multiple purposes (Reiter, Grohs, Ebinger, Kuhlmann, & Bogumil, 2010; Smoke, 2015), its potential gains cannot be universally diffused and guaranteed. Decentralization can aggravate inequality among subnational entities (Imai & Sato, 2012; Sacchi & Salotti, 2014), and it has the potential to foster the interests of the incumbents (Riedl & Dickovick, 2014; Smoke, 2015). Decentralization can lead to local elite capture (Ima & Sato, 2012; Liu & Ma, 2019; Steiner, Kaiser, Tapscott, & Navarro, 2018) and it can nurture provincial centralization (Englebert & Mungongo, 2016). Decentralization may

not be implemented at all (Frumence, Nyamhanga, Mwangu & Hurtig, 2013). These and other drawbacks, if not effectively addressed, can impinge on decentralization projects.

Sub-Saharan African public sector has undergone through various reform initiatives (Brinkerhoff & Brinkerhoff, 2015; Rodríguez-Pose & Ezcurra, 2011; World Bank, 2019; Wynen & Verhoest, 2015), including decentralization, to improve the delivery of public goods and services. Effective provision of goods and services in local governments is a building block for national development. Decentralization can produce benefits for government efficiency and innovation (Alonso et al., 2015). Although these advantages have ignited policymakers and donor communities to recommend decentralization, empirical evidence to back these claims has been scarce.

The mainstream scholarship has failed to provide accurate conceptualizations and measurements of decentralization (Schneider, 2003). A lack of a clear definition, measurement, and assessment of decentralization is a barrier to promote good governance (Dubois & Fatorre, 2009). I put forward these pathologies in the current study to open a new direction for future research.

Decentralization and Governance

Decentralization was defined as the process of handing over administrative, fiscal and political decision-making from the central government to subnational entities (Martínez, Arzoz, & Apezteguía, 2018). As a different way of governing from the traditional state-centric public administration, decentralization involves a central-local power-sharing relationship. Governance could be explained as an interdependent and collaborative process through which state and nonstate actors negotiate within an

institutional framework to collectively formulate public policy to foster the well-being of the citizenry (Hong & Lee, 2018; Torfing & Sørensen, 2014). Governance involves networked collaboration and interdependence of heterogeneity of actors in the policymaking and public service delivery. The intersection of decentralization and governance rests on the circumstances that could lead the former to achieve good governance (Hong & Lee, 2018). Whether decentralization could lead to good governance is dependent on the conditions surrounding its design, implementation, and evaluation.

The literature defines decentralization as an all-embracing tool in public sector reform (Kuhlmann & Wayenberg, 2015) that emphasizes public policy outcomes. In the current study, I conceptualized decentralization as an innovative instrument of public administration initiated by the central government to empower subnational entities to promote effective and efficient delivery of public goods and services.

Governance is a term that has been trending such that academics, policymakers, and international aid agencies use it with frequency (Colebatch, 2014; Lange, Driessen, Sauer, Bornemann, & Burger, 2013). The concept of governance has not achieved consensus, however, its use within the discourse of the public sector reform continues to grow. Governance is an amalgamation of state and nonstate actors interconnected for a common public value (Greenwood, 2016). Governance is an intricate realm of networks designed to create and add value. In practice, governance has been used interchangeably with other words such as “government”, “corporate governance,” “global governance,” “good governance,” “local governance,” and “network governance” (Brass, 2012;

Plattner, 2013). Due to its popularity, governance has received much attention in the literature, although scholars and practitioners posited that the concept of governance was still embryonic (Fukuyama, 2013; van Doeveren, 2011). Governance is rooted in the values of democracy and can be defined as a system in which the state legislates its power and manages public goods and services with multi-stakeholder participation (Fukuyama, 2013). Governments create law and order, implement norms, and satisfy the needs of their citizens who evaluate governments' performance.

From all those definitions, and for the sake of clarity, governance could be understood as a pluralistic policymaking and a decision-making process of state and nonstate actors who interact to promote the satisfaction of a common good (van Doeveren, 2011). Although broad, the definition encompasses principles necessary to foster network. Drawing from these perspectives, in the current study, I conceptualize governance as a collective process by which a set of public "values, assumptions, beliefs, and expectations" (see Clawson, 2009, p. 470) are entrusted in governments. This process demands that governments deliberately work in conjunction with state and nonstate actors to design, execute, and evaluate policies for the well-being of the citizenry. With this understanding, decentralization relates to governance as decentralization becomes the tool and governance the aggregate outcome.

Decentralization in Sub-Saharan Africa

Decentralization has been adopted in sub-Saharan Africa as a strategy for a number of goals such as democracy and development promotion (del Granado, Martinez-Vazquez, & McNab, 2018), governance improvement (Faguet, 2014; Green, 2015),

poverty reduction (Caldeira, Foucault, & Rota-Graziosi, 2015), and the provision of public goods and services (Diaz-Serrano & Rodríguez-Pose, 2012). Decentralization became an antidote to centralized governments' woes. International organizations and donor agencies have encouraged sub-Saharan African countries to embrace decentralization and strengthen subnational entities to become democratic (Lessmann & Markwardt, 2016; Rosenbaum, 2013). Decentralization became a prerequisite for international aid.

Decentralization in sub-Saharan Africa has never been effectively enacted in its administrative, fiscal and political dimensions (Rosenbaum, 2013). Central governments focus on the process rather than on the actual implementation of decentralization (Zon, Pavlova, Drabo, & Groot, 2017). Decision-making policies are seldom devolved to residents (Diaz-Serrano & Rodríguez-Pose, 2012) and subnational entities have no sustainable capacity to take off on their own as they depend on central governments' transfers (Gadenne & Singhal, 2014; Kyle & Resnick, 2019). Central governments have also recentralized in part or in whole competencies that were under a municipal domain (Lewis, 2014; Wunsch, 2013). National elites often capture local autonomy for regime survival.

Conflicting views of decentralization. As I indicated above, decentralization encompasses the transfer of powers from the center to lower political entities (Martínez, Arzo, & Apezteguía, 2018). Because of this, a significant number of countries have attempted some sort of decentralization for many reasons; others have been slow or even reluctant to do so, due to the mixed impact of decentralization. In principle, citizens

perceive effective local governments to be accountable and responsive in the improvement of the lives of residents (Batley, McCourt, & McLoughlin, 2012; Porumbescu, 2015). Devolving administrative, fiscal and political competencies has only been a “matter of formal policy” (Riedl & Dickovick, 2014), as the context of central-local relationships has never been taken into consideration (Bratton, 2012), and resources, such as human, material and financial, have been scarce (Brinkerhoff, Wetterberg, & Wibbels, 2018; Fjeldstad et al., 2014). Citizens continue to perceive a lack of relationship between decentralization and their subjective well-being.

Sub-Saharan Africa as a testing ground for decentralization. Sub-Saharan Africa countries have gone through some cyclical administrative crises when delivering goods and services to their people (Kim & Han, 2015). Administrative issues started soon after sub-Saharan African countries became independent from their European colonial masters. Colonial African countries were led under a centralized administration. At their independence, the majority of countries continued implementing the centralized colonial administration to serve their people (Kiser & Sacks, 2011). Centralized administrations failed to develop sub-Saharan African countries due to a lack of adequate technology, infrastructure, qualified personnel, and sustainable local tax base. Because of this, decentralization became the political agenda (Hankla & Downs, 2010; Smoke, 2015). Policymakers and development agencies became interested in using decentralization as a tool to improve the well-being of the people.

Although decentralization has been enacted, its design, implementation, and evaluation have been problematic in sub-Saharan African countries. Decentralization

programs failed due to structural features, colonial past, incomplete decolonization, and a lack of adaptation to development trends (Riedl & Dickovick, 2013). Unlike Western developed countries, the theoretical benefits of decentralization failed to hold in sub-Saharan Africa. Furthermore, sub-Saharan African countries have not been specific as to which dimension could be appropriate for their national and local systemic structures to yield expected outcomes. Decentralization in sub-Saharan Africa has not achieved accountability, responsiveness, development, and provision of goods and services (Wunsch, 2013). The lack of success of decentralization in sub-Saharan Africa can be attributed to imported and imposed models of public sector reforms, which are inadequate to the African local contexts.

Public sector reforms are necessary and both centralization and decentralization systems of government can be used to foster governance (Fombad, 2018). Both centralization and decentralization tailored for the country's specific needs are essential to sustain the well-being of the populations. Complex policies should not be centralized and decentralization should not be based on imposed processes (Shipan & Volden, 2012). National authorities should weigh public programs before deciding whether to centralize or decentralize. Policymakers should consider several variables such as the appropriate policy, a trained and ethical civil service, and adequate resources that can contribute to foster good local governance. National authorities should decide whether a policy is worth decentralizing. Although governments have devoted much attention to fiscal autonomy and the electoral processes in local governments, the literature of administrative decentralization in sub-Saharan Africa is inadequate.

Administrative Decentralization

Central governments initiate decentralization (Brewer & Kellough, 2016; Nadeem, 2016), which entails the transfer of public administration, the formalization of subnational entities, the institutionalization of decision-making, and the systematization of the delivery of public goods and services (Heo, 2018; Masaki, 2018). Administrative decentralization is one of the three major dimensions of decentralization, the two others being fiscal and political decentralization. Administrative decentralization is sometimes used interchangeably with other terms such as decentralization and political decentralization.

In public sector reform, administrative decentralization means political decentralization or decentralization (Herrera & Post, 2014; Alonso et al., 2015). Researchers posited that administrative decentralization is an inclusive component of political decentralization and sometimes a part of fiscal decentralization. In new public management, a subfield of public administration, administrative decentralization is a strategy to increase management independence at the local level (Minas et al., 2012). In administrative dimension, managerial autonomy is transferred to lower level managers.

Some authors defined administrative decentralization as an empowered collaborative network of stakeholders in the local decision-making process (Jun & Bryer, 2016). Due to fiscal imbalances and other organizational failures, an administrative strategy of collaboration, cooperation, and coordination is required to sustain service delivery. Other scholars defined administrative decentralization as the shifting of the decision-making and administrative processes in the provision of public goods and

services at the local level (Falleti, 2005; Kuhlmann & Wayenberg, 2015). Administrative decentralization facilitates the interaction of various stakeholders in the delivery of public goods and services. The current study conceptualized administrative decentralization as a tool of public administration designed by central governments to facilitate the interactions of state and nonstate actors in the provision of public goods and services at the local level. This definition considers the path-dependent process of the central government from which decentralization decisions emanate (Boeger & Corkin, 2017; Brewer & Kellough, 2016; Nadeem, 2016). The definition incorporates the inclusive role of different networks to operationalize effective provision (Pedersen & Tangkjaer, 2013). Administrative decentralization emphasizes the specificity of public goods and services that local governments can deliver (Martinez-Vazquez, Lago-Peñas, & Sacchi, 2017), as other goods and services are still under the domain of central governments.

Administrative decentralization is a process of fostering good governance at the municipal level (Hong & Lee, 2018; Torfing & Sørensen, 2014). Soft administrative processes have the potential of generating satisfaction and fulfillment of citizens' well-being. Administrative decentralization is an inclusive strategy, as it accommodates the center in the policy agenda setting and emphasizes the managerial implementation of the delivery (Minas et al., 2012) at the local level. Administrative decentralization fosters and promotes quality intergovernmental relationships in the production and delivery of the public value.

Despite decentralized programs, political systems in sub-Saharan African countries continue to be centralized (Michalopoulos & Papaioannou, 2015). Sub-Saharan

African political centralization predates the European colonizers who embraced it and reinforced it for their benefit. The history of highly centralized systems is well documented, due to several factors such as weak structures of public administration, ethnic divides, poverty, and lack of qualified staffing (Michalopoulos & Papaioannou, 2015; Riedl & Dickovick, 2014). Because of this, levels of government in sub-Saharan African countries depend on the center for direction and survival. For administrative decentralization to thrive in dependent local governments, central authorities and local actors should promote and sustain local interdependence among state and nonstate actors. Although the level of local interdependence builds on the national institutional structure (Boockman, Thomas, Walter, Gobel, & Huber, 2015), central authorities need to create the evolving environment for administrative decentralization to thrive.

Local Government

Unlike the complexity and enormity of central governments, subnational polities play a crucial role in fostering the citizen's satisfaction. Local governments foster citizen's well-being (Rablen, 2012) through effective production and provision of public goods and services (Nabatchi & Amsler, 2014) and promotion of transparency, responsiveness, and public trust (Porumbescu, 2015). Due to the proximity with residents, local governments have the potential to advance democracy.

Local governments have different meanings globally using unique nomenclatures such as county, district, municipality, parish, or village. Local government refers to a constitutional lower polity designed to cater to the citizenry in a specific geographic area (Ayee, 2012; Bratton, 2012). A local government must be constitutionalized to have

legitimacy. Local government is a territorial unit endowed with the administrative, fiscal, and political capacity (Agranoff, 2014). In the current study, a local government refers to a municipality, created by the central government, where administrative decentralization has been authorized to foster good governance (Constitute Project, 2010). Central authorities chose Angolan municipalities to be administrative and political units to generate local development.

As to the structure of each municipality, some elements such as potential demography, human and material resources, topography, and other characteristics enter into play. Central authorities should interact with state and nonstate actors of the local territory before determining the future municipality (Drew & Dollery, 2016). This rationale of an intergovernmental bargain is valid with policy related to the creation of new administrative units.

For a municipality to effectively deliver goods and services, leaders and followers, especially those educated in public administration should facilitate the interactions of various networks (Span, Luijks, Schols, & Schalk, 2012). Governance interdependent working roles are evolving. Because of this, formal and informal networks must be allowed to operate collaboratively to achieve municipality goals. Leaders and followers could alternate their interdependent roles through knowledge sharing. Knowledge sharing is a pattern of conveying knowledge among leaders and followers to act responsibly and gain a novel understanding of interdependent governance (Kuo, Kuo, & Ho, 2014). Transmitting knowledge to one another could generate a new culture, which could facilitate change to usher in local governance.

Summary and Conclusions

Decentralization has become a global strategy for multiple agendas, making it difficult to conceptualize. The popularity of decentralization has sparked the interest of sub-Saharan African countries to design and implement the policy. Angola codified administrative and political decentralization in its constitution to promote democracy in local governments. Unlike citizens in Western democracies who enjoy the benefits of decentralization, the outcomes for decentralization in sub-Saharan Africa have been insignificant such that some countries recentralize or defer decentralization.

Decentralization falls into three major administrative, fiscal, and political dimensions. These three dimensions are not exclusive but inclusive, as they complement each other in the attainment of the proposed goals at the local level.

The Constitution of Angola provides for administrative and political decentralization. The purpose of the current study was to develop a deeper understanding of administrative decentralization, which the government of Angola has allegedly deferred to design and implement. The perceived government's reluctance could be traced back to Portuguese colonial rule, which used decentralization to lure native Angolans through slavery, forced labor, and direct and indirect taxation. Since the independence of Angola in 1975, central authorities allegedly underperformed their duties due to a number of challenges. These challenges included a long civil war, a weak socialist planning system of government, and a lack of institutional and human capacity. Because of this, Angolan populations resorted to an informal sector for survival.

In the current study, I used Pierson's path dependence theory and Cooperrider's appreciative inquiry theory to inform and guide the research. Path dependence assumes that the perceived reluctance to implement administrative decentralization can be attributed to incumbent political calibrations. The appreciative inquiry theory, however, can help identify the best in municipal public servants as leaders and followers, chiefly, those educated in public administration to create healthy environments that can trigger change.

The purpose of the qualitative case study was to develop a deeper understanding of decentralization by clarifying the perceived lack of impact of administrative decentralization on Angolan local governments. Educated leaders' and followers' deliberate application of the deeper understanding can help bring forth positive change in Angolan communities. Because of this, I examined the roles of leaders and followers, mainly, those educated in public administration to underpin administrative decentralization and to promote local governance. Chapter 3 provides the research design and rationale for the study.

Chapter 3: Research Method

Introduction

The purpose of this qualitative case study was to develop a deeper understanding of decentralization by clarifying the perceived lack of impact of administrative decentralization on Angolan municipalities. In particular, I aimed to elaborate on the ineffective delivery of public goods and services to the citizens of the Viana municipality. The deeper understanding of decentralization could include principles such as ethical behavior and practice, effective leadership and followership, management and accountability, community living, and public participation. The assumption was that successful leaders and followers, especially those educated in public administration, could apply these principles to foster local governance. This assumption was consistent with the Walden University (2019) social change mission that defined “positive social change as a deliberate process of creating and applying ideas, strategies, and actions to promote the wealth, dignity, and development of individuals, communities, organizations, institutions, cultures, and societies” (p. 5). A purposive application of the new knowledge could create a transformative environment for local governance to thrive. I sought to examine the roles of capable leaders and followers, mainly those educated in public administration, to support effective governance.

In this chapter, I describe the research method I used to conduct this case study by covering the following main topics: an overview of the research design and rationale, the role of the investigator, the methodology, and issues related to trustworthiness.

Research Design and Rationale

Research Questions

The following research questions were used to guide this study:

1. How do leaders and followers educated in public administration perceive the potential impact of administrative decentralization to achieve good governance in the Viana municipality?
2. What are the roles of leaders and followers educated in public administration in fostering administrative decentralization in the Viana municipality?

Descriptive Qualitative Case Study

This study provided a deeper understanding of administrative decentralization and the specific contexts in which it could lead to good governance in Angolan local governments. I examined the roles of leaders and followers, predominantly those educated in public administration. Educated leaders and followers could facilitate the implementation of administrative decentralization. Trained leaders and followers could underpin the interactions between elected and appointed administrators, as well as state and nonstate actors, to foster effective municipal governance.

This research on decentralization rested in the interpretive tradition (see Ercan, Hendriks, & Boswell, 2017) in seeking to detail administrative decentralization to achieve good governance. Using a descriptive qualitative case study, I aimed to delineate the research topic by developing a profound description and analysis of the phenomenon in its real-life setting. The preference for a qualitative case study was based on the problem statement and research questions. In designing the study, I rejected quantitative

and mixed-methods approaches and chose a qualitative paradigm to capture the natural settings for collecting data and emerging themes (see Creswell, 2013; De Massis & Kotlar, 2014). I used a qualitative case study design to address the purpose of the study and answer the research questions.

The two research questions focused on perceptions of the potential lack of impact of administrative decentralization and the roles of leaders and followers, mostly those educated in public administration, to reverse the trend. A case study allows the investigator to seek a comprehensive understanding of the phenomenon using multiple data sources, including interviews, documents, and observations (O’Sullivan et al., 2008). This case study addressed a specific public policy, administrative decentralization, in the broader field of public sector reform to foster effective local governance by employing interviews and documents on decentralization. I also used the field notes I took throughout the study.

Role of the Researcher

This study was conducted in Angola, a country in which the government is divided into three tiers: the central/national government, the provincial governments, and the municipal/local administrations/governments. Since the Angolan parliament constitutionalized administrative decentralization in 2010, the topic has been at the center of the national political agenda and debate. Although the policy has never been formally implemented, it has ignited differing views in the country. As the researcher, I took full responsibility for my reflexivity in the study as I strove to keep a balanced view “between the personal and the universal” (Berger, 2015, p. 220). I knew my past experiences of

being familiar with the Angolan political landscape, as I served as a diplomat for the national government and a faculty member at a local university. Furthermore, I understood the impact such experiences could have on the study.

I understood that decentralization was not the panacea for all Angolan governance ills. I believed that decentralization and centralization were context-oriented policies and could work in tandem. With a view toward achieving a credible study (see Patton, 2002), I went to the site to interview participants, examine documents related to the topic, and keep field notes (see Creswell, 2013; Houghton, Casey, Shaw, & Murphy, 2013). Although I was familiar with the setting having lived in the community, I had no direct personal or professional relationships with participants. During the case study aimed at developing a profound understanding (see O'Sullivan et al., 2008), I came in close contact with data from multiple sources to clarify the perceived lack of impact of administrative decentralization on local governments and the alleged reluctance of the government of Angola to implement the policy. I played my role of the researcher with neutrality to maximize the integrity of the study.

Based on the process of data gathering, analysis, and interpretation, I anticipated no ethical issues that could have affected the integrity of the study. I followed Patton's (2002) dimensions of fieldwork as follows:

1. The role of the researcher is part participant, part observer.
2. The researcher keeps a balanced perspective in the research.
3. The investigator conducts the inquiry personally.
4. The role of the inquirer is ongoing, evolving, and disclosed to participants.

Methodology

I conducted a case study to answer the research questions. Contemporary literature provides a qualitative researcher with various designs to select from (Petty, Thomson, & Stew, 2012). Some assumptions and strategic goals on my part came into play. I assumed that the selected techniques for data collection, analysis, and representation could lead to research trustworthiness. I assumed the sources of data—interviews and documents—and to some degree the notes I took during fieldwork could provide in-depth and rich information to help me understand administrative decentralization and its feasibility in the context of Angolan local governments. I assumed the participants had experience with and were reasonably knowledgeable about the phenomenon under study. As a result, my decisions justified the choice of the following techniques.

Sampling

The population that was the target of this research consisted of men and women, mainly residents of Viana, a municipality in Northern Luanda, the capital city of Angola. The population has lived in Angola during the time the 2010 constitution was passed and possessed relevant experience and deep knowledge of administrative decentralization. Experience and knowledge were defined as an aggregate value of professionalism about decentralization and administrative decentralization exhibited in written or spoken public presentations (Nusbaum, Douglas, Damus, Paasche-Orlow, & Estella-Luna, 2017). Key informants were identified and selected from respondents who publicly voiced their points of view about decentralization and administrative decentralization. Following

these same selection criteria, available documents in the form of legal instruments, relevant reports, publications from the Research Center of Public Policies and Local Governance, publications from the UNDP, and other research materials were included as key documents for review.

Government officials, members of the parliament (the ruling party and opposition), officials of the UNDP, officers of the Ministry of Territorial Administration and State Reform including the Viana municipality, and civil society actors met the criteria for selection. In addition, the targeted population possessed experience and deep knowledge of the background leading to the codifying of administrative decentralization. I assumed that a 5-year period from the enactment of the constitution that provided for administrative decentralization to the time the constitution became susceptible to amendment or revision was sufficient for participants and documents to describe the behavior of Angola regarding administrative decentralization. In a qualitative case study, sampling is a technique designed to select sources to gather data for a specific case (Gentles, Charles, Ploeg, & McKibbon, 2015). I deliberately selected participants and documents that could provide the necessary information for my study. I drew up a list of prospective participants for the interview with contact information obtained via local media, including television and internet, and referrals from selected participants. I also selected documents for review.

After targeting the specific population, I chose a convenient sampling strategy. Purposeful sampling, focusing on a “selected information-rich case whose study will illuminate the questions under investigation” (Patton, 2002, p. 230) is a sampling

technique used in qualitative research. I also used maximum variation sampling by choosing a diversity of individuals with potentially different perspectives on the central phenomenon (Creswell & Plano Clark, 2011). Research on administrative decentralization required participants to be aware of important features of the Angolan administration. These features included among others, the division of Angola along ethnic lines due to a series of cyclical conventional wars, the geographical inequality of administrative units, and the presence and roles of traditional authorities in rural areas. At the end of the last civil unrest, decentralization that was initially considered a strategy to foster national unity and reconciliation (de Oliveira, 2016), served as an instrument in the peace-building process and became a strategy to promote democracy in Angolan municipalities. In addition to natural differences including gender, level of education, and social status, participants held varied perspectives as to why the government of Angola was allegedly reluctant to formally implement administrative decentralization. People with no experience and no reasonable knowledge of decentralization and administrative decentralization or who never voiced their points of view about the phenomenon were excluded.

As to the number of participants for the study, or the sample size, “there are no rules for sample size in the qualitative inquiry” (Patton, 2002, p. 244). For the most part, stating the number of participants or cases at the onset was not recommended for qualitative inquiries. However, because the investigator was the important instrument in qualitative studies (Creswell, 2013; Hammarberg, Kirkman, & de Lacey, 2016), I used my judgment to state the number of participants and the justification behind such a

decision (Watts, 2014). Initially, I considered a sample size of 20 participants taken from the pool of the targeted population for the interview. I purposefully chose a sample size of 20 respondents in a maximum variation with information richness (Patton, 2002) that had the potential to reach saturation.

Qualitative inquiries require specific procedures including constructing different relationships to gain access to the research site (Creswell, 2013, p. 167; Crowhurst, 2013, p. 473). These procedures entailed effective communication and cooperation between and among the investigator, the participants, and other organizations. The first step in the process of gaining access was seeking permission from the Walden University Institutional Review Board (IRB) to determine potential harm to human subjects and how to protect them (Creswell, 2013; Nichols, 2016). As a learner in the process, I communicated with potential respondents through telephone calls, e-mails, letters, or other means of communication available before receiving consent. I instructed participants about the process of data collection, including anonymity and confidentiality. I also made respondents aware of the flexibility to participate voluntarily in interviews and to withdraw from the interview process at any time with no consequences, and of the benefits of expressing their views in the study. Each participant was requested to read, understand, and sign the informed consent form before beginning the interview.

Although I proposed 20 participants for interviews, this number was not static, as I evaluated its relevance during data collection. Because there are no specific rules for sample size in qualitative research (see Patton, 2002), the 20 respondents were convenient if they served the “goals and design” (see Roy, Zvonkovic, Goldberg, Sharp,

& LaRossa, 2015, p. 249) of the current study. It was not adequate to predetermine a sample size from which to gather “a great deal about matters of importance and therefore worthy of in-depth study” (Patton, 2002, p. 242). The proposed 20 participants were an indicative sample size from which to collect a great deal of profound information until no more useful information emerged. From this point onward, additional interviews would become redundant, as no new information would be collected. This stage is called saturation. Data saturation occurs when no new information can be added to the study (Roy et al., 2015). Although I recruited 20 potential participants, I reached data saturation when 14 participants were thoroughly interviewed. Because a qualitative case study uses multiple sources to collect data, triangulating the data facilitated reaching saturation (Fusch & Ness, 2015). For the current study, I used multiple methods to reach rigor and integrity.

Instrumentation

I used interviews and a review of documents to answer the research questions. I designed the processes for data collection, as suggested for qualitative case-study (see Creswell, 2013; Cronin, 2014). This approach helped me gather data in the context of Angola, a Portuguese speaking country. Respondents and I spoke fluent Portuguese, and subject to IRB approval, I collected data in Portuguese. I translated the findings into English, and I converted the findings into Portuguese. I tried to be transparent and I strove to protect respondents’ privacy and maintain confidentiality.

The interview process followed procedures that included wording the interview questions, purposefully selecting the interviewees, determining the semistructured type of

interview, choosing the adequate equipment for interview recording, developing an interview protocol, and setting the location for the interview (see Creswell, 2013; Doody & Noonan, 2013; Rowley, 2012). As the instrument for gathering data, I adapted the above interviewing procedures to the Angolan environment. I combined approaches of interviewing strategy using an interview guide and standardized open-ended interview perspectives. I was able to “capture how those being interviewed view their world, to learn their terminology and judgments, and to capture the complexities of their perceptions and experiences” (see Patton, 2002, p. 348). This approach allowed interviewees to manifest their knowledge, lived experiences, and the expected meanings about decentralization and administrative decentralization.

I worded interview questions as “open-ended, general, and focused” (see Creswell, 2013, p. 163; Patton, 2002, p. 353) to help answer the main research questions. The distinction of questions helped create a rapport between the interviewer and the interviewee with an in-depth understanding of the phenomenon under study. I followed this strategy of constructing a rapport between the participants and me. In anticipating the kind of informants that participated in the study, I conducted semistructured interviews in one-on-one setting with all participants answering the same questions to help me thoroughly explore their views and experiences (see Petty et al., 2012). I provided an interview protocol describing the research project containing six open-ended interview questions, and a brief profile of the interviewee and me for easy reference. I recorded and transcribed the interviews.

In addition to interviews, I examined primary and secondary sources related to decentralization and administrative decentralization programs conducted in Angola. Access to these documents was necessary to provide insightful data that could not be gathered through interviews or observations (Patton, 2002). Legal and archival documents included the Constitution of Angola, records from international organizations partnering with Angola in public sector reform on decentralization programs, books, journals, newspapers, and evaluation reports. I kept a journal for this purpose, and I stored data collected for analysis and coding.

In my role as instrument for data collection, analysis, and interpretation, I also kept a journal to record daily field notes throughout the study as they contributed to “knowledge and understanding” (see Morgan, Pullon, Macdonald, Mckinlay, & Gray, 2016, p. 7) of the phenomenon. Daily field notes included observations about the physical surroundings of the offices of the Viana municipality, the staff and the people they served.

Qualitative researchers use a variety of strategies to ensure validation such as prolonged engagement and persistent observation, triangulation, peer review or debriefing, negative case analysis, clarifying researcher bias, member checking, rich, thick description and external audits (see Creswell, 2013; Maxwell, 2013; Morse, 2015). These techniques help investigators establish instrument validation. In practice, determining the criteria to attain quality or rigor in qualitative research is the investigator’s responsibility (see Morse, 2015; Tracy, 2010). As instrument in qualitative research, the researcher must maximize the effectiveness of these strategies (Watts, 2014)

to ensuring content validity of the findings. Creswell (2013) recommended qualitative researchers choose a minimum of two strategies, without mentioning which two. In the current study, I used multiple sources to collect data (Panday & Chawla, 2016). I also used other perspectives such as rich, thick description, and member checking to ensure the validity of findings (see Creswell, 2013; Morse, 2015). These strategies helped establish the validity of the study.

Recruitment

As referred to above, I collected data from two main sources: interviews and documents (see Creswell, 2013; Houghton, Casey, Shaw, & Murphy, 2013). I also considered journal field notes that I took throughout the study. I purposely selected interviewees and archival documents to answer the research questions. Because the research setting was Angola, a Portuguese-speaking country, interviews and, to a certain extent, document analysis, were worded in English and translated into Portuguese. I conducted interviews in Portuguese and I translated data into English to capture and represent respondents' perspectives (see Littig & Pochhacker, 2014) about administrative decentralization.

To access prospective participants and collect data, I traveled to Luanda, the capital city of Angola and stayed there for over 5 weeks. I recruited research participants for interviews from among the target population. I drew up a list of informants as potential research participants for the interviews. Research Center of Public Policies and Local Governance (CPPPGGL), a Center of Excellence working at Agostinho Neto University in Luanda, the capital city of Angola, to conduct advanced studies and

research in public policies and local governance, served as the researcher's community partner for the study. CPPPGL facilitated the distribution of research invitations on the investigator's behalf. I used readily available public archives and records related to decentralization programs and local governments to identify research participants.

Based on the sampling strategy, I recruited 20 research participants from among government officials (2), members of the parliament [ruling party (2) and opposition (2)], officials of the UNDP (2), officers of the Ministry of Territorial Administration and State Reform (2), including the Viana municipality (2), the Local Administration Training Institute (2), and civil-society actors [churches (2), academicians (2), and media (2)]. The current study entailed operational topics such as decentralization, good governance, and local governments. I assumed research participants would be knowledgeable and would possess understanding and experience regarding public administration and administrative decentralization. I assumed these features distinguished respondents from the rest of the society (see Goldman & Swayze, 2012). Respondents held a certain amount of influence over others and possessed an in-depth understanding of decentralization and administrative decentralization from varying perspectives (Harvey, 2011). Research participants distinguished themselves due to their social status.

Research participants were peculiar not for being leaders or managers, but because of their senior status and strategic networking in society (Harvey, 2011). Although these were not necessarily elite or vulnerable participants who necessitated special treatment, some procedures beyond the general guidelines for gathering data from them, were required. Specific strategies included identifying elite participants, gaining

access, constructing rapport, building trust, balancing personal demeanor, and managing unanswered questions (see Harvey, 2011; Lancaster, 2017; Morse, 2019). These techniques have the potential of helping the researcher become effective interviewer.

The first task was to identify potential interviewees from the target population. I needed to identify facilitators to help reach out to research participants. Qualitative researchers use different terms such as gatekeepers and key informants (see Creswell, 2013; Patton, 2002), to facilitate investigators contacting research participants. Gatekeepers or key informants were also “intermediaries who introduce researchers to respondents” (Petkov & Kaoullas, 2016, p. 416). I used the term intermediaries to introduce me to interviewees. As mentioned above, CPPPGL acted as an intermediary on the researcher’s behalf. I conducted face-to-face interviews in places agreed between each participant and me.

I interviewed participants with open-ended questions and, based on the agreement contained in the consent form, I recorded interviews with a digital recorder. No participants felt uncomfortable being recorded (Harvey, 2011) with a digital medium. I also took interview notes. I anticipated interviewing three participants each day for a total of 20 participants for one week. However, I was open to flexibility and adjustability toward each participant’s time constraints. Depending on agreements with respondents, I recorded the interviews (see Parsons et al., 2016) with the use of a digital voice recorder and backed it up with a passport portable hard drive. Data collection was expected to last 4 weeks. However, due to the unpredictability of the process (see Kristensen & Ravn, 2015), I set aside a 1-week follow-up plan to address unforeseen situations. The follow-

up plan included effective communication between research participants and me through available media.

I also examined legal and archival documents that included the Constitution of Angola and records from international organizations partnering with Angola in the public sector reform. I considered the content of books, journals, newspapers, and evaluation reports that particularly addressed decentralization programs that have taken place in Angola. These data were recorded in a journal.

In assuming the middle-ground position of “part participant, part observer” (see Adler-Nissen, 2016; Creswell, 2013) and after gaining permission from municipal authorities, I took field notes and captured the behavior of participants. Taking field notes was a strategy to elicit information from participants that could not be collected otherwise (see Morgan et al., 2016). Field notes complemented the interviews and the document analyses. I needed to reach saturation before ending data collection and leaving the site (see Suri, 2011). I also used effective relationship management (see Roulet, Gill, Stenger, & Gill, 2017) for research participants and me to conveniently return to our respective environments.

Data Analysis

As the researcher I strove to maintain rigor and integrity throughout the study. Data analysis for the current study followed a “data analysis spiral” (see Creswell, 2013, p. 183) and data were analyzed following the six-phased method of thematic analysis as proposed by Braun and Clarke (2006). I described the techniques I used to analyze data. Although I run data analysis after data have been completely collected, I also conducted

preliminary data analysis simultaneously during the data-collection phase to organize the information collected (Patton, 2002). The early analysis aimed to only keep relevant information. In transcribing interviews, document notes, and field notes, relevant patterns of the essence of the data collected emerged (Patton, 2002). I clustered the patterns into ideas and/or concepts.

The goal for data analysis was to provide an understanding of decentralization and good governance in Angolan local governments. Each of the research questions on perceptions of the potential lack of impact of administrative decentralization and the roles of leaders and followers educated in public administration was addressed through three interview questions. I included a total of six interview questions in the interview protocols.

The data analysis process commenced by transcribing data into computer files with information that included data source, filename, date, location, and the name of the respondent. Participant names were changed into a set of letters and numbers to preserve interviewee confidentiality. Following this step, and being already familiar with the raw data, I read and read again the transcripts and wrote notes for data to be transformed into significant information. I kept the transcripts as original as possible in the participants' words to ensure credibility (see Patton, 2002). Although I conducted interviews in Portuguese, to save time and resources, I “selected the relevant sections of the transcription” (see Vaismoradi, Jones, Turunen, & Snelgrove, 2016, p.104) that were convenient to answer the research questions, and I translated them into English for coding and analysis. I kept both versions of the transcripts of the interviews in Portuguese and

the translated relevant sections in English on A4 sheets of paper, literally as participants uttered their responses. Perusing the transcripts helped me write comments and concepts on the margins of participants' interviews. Following this step, I assembled data into categories for initial coding. During this process, some similarities and differences emerged in data that I clustered into ideas or concepts.

Depending on the volume of information that I analyzed, I could have made use of a qualitative data analysis software (QDAS). The use of QDAS has been popularized as they helped researchers achieve robustness and consistency in the complex process of analyzing voluminous data (Bergin, 2011). I used manual coding.

As to discrepant cases that occurred during data analysis, I already acknowledged potential biases and worked to address them to ensure rigor and credibility. Angolan decentralization has been a topic of national concern and has attracted diverging viewpoints from various stakeholders. Qualitative researchers have possibilities such as inductive and logical strategies (see Patton, 2002) to treat discrepant cases. I strove to look at multiple ways of analyzing data credibly with the goal of enhancing and ensuring integrity.

Issues of Trustworthiness

Investigators have worked to maintain quality in research. However, unlike quantitative methods of inquiry in which criteria for judging research rigor have been long established (Patton, 2002), the qualitative research process is evolving and subject to change (Creswell, 2013; Tracy, 2010). The debate over criteria and strategies to determine rigor in qualitative research is ongoing. Qualitative researchers must maintain

transparency and accountability throughout the research process (see Anderson, 2017; Cypress, 2017). As a matter of choice, I used the criteria advanced by Lincoln and Guba (1985)—credibility, transferability, dependability, and conformability—to establish trustworthiness. These criteria described the strategies that I used to achieve rigor in the study. Embedded in the social-constructivist perspective, trustworthiness exhibited the experience and knowledge of participants, as they understood and viewed (see Patton, 2002) administrative decentralization in Angola.

Before delving into the operationalization of the strategies to ensure trustworthiness in the study, it is relevant to note at the outset that quantitative fields have impacted the study of public administration and its research methods (Groeneveld, Tummers, Bronkhorst, Ashikali, & van Thiel, 2015). Public administration researchers have been employing quantitative methods as a matter of choice. Researchers often conduct and present government reports, audits, and evaluations based on traditional scientific rigor (Patton, 2002). This positivist viewpoint, however, is incomplete and misleading. Although the quantitative perspective has merit, social phenomena related to public administration such as governance, democracy, and transparency, are sometimes better understood in qualitative traditions. Qualitative methods have been preferred over to quantitative traditions in public administration research (see Gabrielan, Yang, & Spice, 2008). Researchers have used qualitative research methodologies and methods to provide an in-depth understanding of social phenomena related to public policy and administration.

The first quality criterion of trustworthiness is credibility, which corresponds to the quantitative equivalent of internal validity (Patton, 2002). To ensure credibility in the study, I collected multiple sources of interview and document data, and field notes, which I triangulated. Triangulating the data sources with diverging perspectives and the theoretical frameworks that informed the study led to saturation. The second criterion is transferability and is the equivalent of external validity, which refers to the consistency of the results (Lee, Mishna, & Brennenstuhl, 2010). I established transferability with the use of a thick description of the outcomes and the purposeful selection of participants. The third criterion is dependability, which corresponds to traditional reliability and indicates whether the study can be replicated with the same results. One way to establish dependability is by triangulating multiple sources of data. The fourth criterion is confirmability, or objectivity in its quantitative counterpart, and demonstrates the link among the various components of the study.

In the current study, I followed the interpretive criteria of evaluation (see Creswell, 2013; Denzin, 2017; Tracy, 2010). The criteria included pinpointing the case under study, indicating the research problem related to the case, describing it, identifying themes associated with the case, delineating potential assertions, and unveiling the position of the inquirer related to the phenomenon. I used these criteria to demonstrate transparency and to minimize ethical concerns.

Ethical Procedures

Qualitative research is an interdependent process. The interdependence requires adherence for investigators and participants to guidelines such as access, rapport, and

protection of self and individuals (see Rudestam & Newton, 2015). Researchers should describe the steps leading to the gathering of their data. Investigators need also to know and adhere to the university IRB, which seeks to ensure the compliance of the study with established ethical norms (see Creswell, 2013; Rudestam & Newton, 2015). At Walden University, anyone conducting research studies seeking collaboration with human participants must seek IRB approval.

I completed training from the National Institutes of Health Office of Extramural Research on “Protecting Human Research Participants” under Certificate Number 1345062 (2013). I also made a request to the Walden University IRB to conduct research. With Walden University IRB approval, I was authorized to travel to Angola to begin gathering data.

Data collection involves gaining access to the site, as well as to participants (Creswell, 2013; Cunliffe & Alcadipani, 2016). In a formal and centralized environment such as Angola where the higher hierarchy such as a government minister must authorize everything, gaining access to the research site and participants could mean a tacit acknowledgment of the study and its potential value to stakeholders. I used intermediaries to introduce me to research participants (Petkov & Kaoullas, 2016). Intermediaries facilitated initial contacts with interviewees. My community partner, the Research Center for Public Policy and Local Governance (CPPPGL), distributed to each participant a research invitation, including a consent form to be reviewed and signed.

The current study had no known harm or risk to research participants. Confidentiality and anonymity of participants were ensured at all times. The consent

form included such elements as the name of the researcher, the motive for selecting a participant, the purpose of the study, the duration of the interview, the benefits expected, any potential risks to the participant and ways to minimize those risks, the voluntary nature of participation, issues of confidentiality, my signature and that of the participant, and possible debriefing (see Creswell, 2013; Rudestam & Newton, 2015). Respondents were informed about and aware of the whole process of data collection that required their full commitment. I collected data by writing the participants' responses on an A4 sheet of paper. And simultaneously, with participants' permission, I audio-recorded their responses with electronic media. Data collected were stored in a safe box at the researcher's home and office with privacy envelopes and password protection. Data will be kept securely for five years and then the data will be destroyed.

Summary

Building on Chapter 1, Introduction to the Study, and Chapter 2, Literature Review, Chapter 3 provided the rationale behind the research design and methodologies that I used to collect and analyze data. Chapter 3 further delineated the purpose of the qualitative case study to develop a profound description and analysis to understand administrative decentralization. The current study filled a gap in the scholarship by clarifying the perceived lack of impact of administrative decentralization on Angolan local governments. I collected data using semistructured interviews, documents, and the field notes I took throughout the study to answer the two research questions. I analyzed data following activities in a data-analysis spiral. Chapter 3 also described the position of the investigator, issues related to trustworthiness, ethical concerns, and ways to minimize

such concerns. Chapter 4 provides a detailed account of the findings of the study emerging from the process of data collection and analysis in response to the research questions.

Chapter 4: Results

Introduction

Chapter 4 presents the findings of the study. The purpose of this qualitative case study was to develop a deeper understanding of decentralization by clarifying the perceived lack of impact of administrative decentralization on Angolan municipalities. I probed the ineffective delivery of public goods and services to the citizens of the Viana municipality. I sought to examine the roles of leaders and followers, mostly those educated in public administration, to support effective local governance. The following research questions guided the study:

1. How do leaders and followers educated in public administration perceive the potential impact of administrative decentralization to achieve good governance in the Viana municipality?
2. What are the roles of leaders and followers educated in public administration in fostering administrative decentralization in the Viana municipality?

In this chapter, I describe the organizational conditions that influenced respondents and their demographic characteristics. I also describe the data collection and data analysis processes, especially how data were generated, gathered, and stored, how the themes emerged, and the evidence of trustworthiness. The chapter ends with the presentation of the findings.

Setting

I selected the case study approach for this research based on my interests, the targeted audience, and the experience I gained through the exposure to the literature

review on a case study in the field of public policy and administration. This approach was appropriate for the setting and objective of the study. Research findings derived from two main data collection tools: interviews and documents. I also considered the field notes I took throughout the study. I coded and aggregated data for thematic analysis with individual experience of decentralization being the unit of analysis. The processes of data collection and data analysis began after I gained IRB approval (#04-09-18-0324531). In April 2018, I traveled to Luanda, the capital city of Angola, a South West African country, to carry out the study.

The initial sample size proposed for the study was 20 participants. However, after 14 interviews, data were saturated as the information became redundant. As the main instrument of research, I was not learning anything new compared to the information already gathered. Participants in the interviews came from different strata of the Angolan society, including parliamentarians, government public servants, UN officers, and civil society actors. A full description of names, positions, and addresses of participants was kept confidential to protect the identities of participants. I interviewed two former parliamentarians who had participated in the drafting of the 2010 Angolan Constitution, one from the ruling party and one from the main opposition party. Three participants were government officials. Two were heads of department of the Training Institute for Local Administration, and one was a national director from the Ministry of Territorial Administration and State Reform. I also interviewed two municipal administrators, one who was a parliamentarian for the ruling party and one who dealt with community religious matters. I interviewed one deputy municipal administrator. I also interviewed

two UN officers. Other participants included civil society actors, two from academia and two from media. In addition to the interviews, documents complemented the sources of data for the study, and I also considered the field notes I took throughout the study.

I coded the names of participants with letters and numbers to conceal their identities. Parliamentarians in power were coded as PPM1 and so on. Parliamentarians in opposition were coded as PPO1 and so on. Ministerial officials were coded as PMA1 and so on. Local government officials were coded as PLG1 and so on. Municipal administrators from political party in power were coded as PBS1 and so on, while municipal administrators from political parties in opposition were coded as PCH1 and so on. Deputy municipal administrators were coded as PVA1 and so on. Participants from academia were coded as PCA1 and so on, while those from the media were coded as PME1 and so on. UN officials were coded as PUN1 and so on.

While in Luanda, I contacted the director-general of the Centro de Pesquisa em Políticas Públicas e Governação Local (CPPPGGL; Research Center for Public Policy and Local Governance), a Center of Excellence working in partnership with the United Nations Development Program at the Faculty of Law of Agostinho Neto University. The center has assisted the government of Angola and was founded to conduct advanced studies and research in public policies and local governance. The center agreed to serve as my research partner by sending out letters of invitation to potential participants whom I had selected.

Demographics

I recruited women and men from different backgrounds across Angolan society. I selected interviewees based on my assessment of their aggregate value in understanding decentralization and administrative decentralization in Angola. The selection was also motivated based on participants' experience and knowledge of the phenomenon as exhibited in written and spoken public presentations. The individual experience of decentralization was the unit and topic for analysis.

Data Collection

Data collection for this qualitative case study was made up of participant interviews and documents. I also considered the field notes I took throughout the study. I purposefully selected 20 participants, and 14 responded to the invitation and gave their consent to be interviewed. Respondents were two former parliamentarians, one from the ruling party and one from the main opposition party. Three participants were government officials. One was a national director from the Ministry of Territorial Administration and State Reform, and two were members of the Training Institute for Local Administration. I also interviewed two municipal administrators, one was a current parliamentarian for the ruling party and one dealt with religious affairs. I interviewed one deputy municipal administrator. I also interviewed two UN officers. Four participants were civil society actors, two from academia and two from media.

After CPPPGL sent out invitation letters, official authorizations from the National Assembly, the Provincial Governor, and the Minister for Territorial Administration and State Reform were needed for participants to be available for the interviews. Such

authorizations were secured 1 month before the interviews started. Participants took part in one-on-one semistructured interviews at the times and locations of their choosing, as indicated in the consent forms. Interviews with the 14 participants totaled 12.6 hours, with an average time of 49 minutes.

My dual role, both as a diplomat and as an academic investigator, was disclosed to participants. Interviews were open-ended in a face-to-face format and were conducted in Portuguese, per the interview protocol. Sometimes I asked follow-up questions to seek clarifications. Interviews were audio-recorded with a Sony IC-UX560 digital voice recorder. The audio recordings were transcribed into MS Word 2010 documents. I read the transcripts multiple times to reach a thorough understanding of their contents, concentrating on the most germane constructs of the data. I then “selected the relevant sections of the transcription” (Vaismoradi et al., 2016, p. 104) and translated those sections into English for coding and analysis. I complied with security provisions, per IRB procedures, to ensure data integrity and confidentiality. Data collection took place as planned with no major delay.

Data Analysis

Data were analyzed following Braun and Clarke’s (2006) six phases of thematic analysis method of “familiarizing yourself with your data, generating initial codes, searching for themes, reviewing themes, defining and naming themes, and producing the report” (p. 87). I used these phases in conjunction with Saldaña’s (2013) coding methods and the four phases of theme development: “initialization, construction, rectification, and finalization” (Vaismoradi, et al., 2016, p. 103). I chose thematic analysis due to its

flexibility to help me search different layers beneath the data to find patterns, meanings, and answers to the research questions. I immersed myself in the data that I transcribed earlier through reading and repeated reading to fully understand its content. Through coding and my ontological and methodological assumptions regarding the theoretical frameworks and the two research questions, I reduced the data to meaningful labels to answer the research questions. I selected the portion of the transcripts where I found important features of the data with a higher degree of abstraction, comparing such features to understand their similarities and differences toward theme creation.

In the process of searching for themes, I checked the codes that were generated earlier within the context of the data to identify broader patterns of meanings that could be defined and described. I made sure that broader patterns of meanings fit into the whole data set as they related to the research questions. I reappraised the broader patterns of meanings toward theme development and confirmation. I refined, defined, and named the themes for analysis. In the final phase, I produced the report of the narratives as they related to the research questions. To validate the research findings, I used multiple data sources of interviews and documents, rich and thick description of participants' meanings, and member checking through the informant feedback.

It is worth noting that during my field work, two events took place in Angola, which could have influenced the course of the study. First, the executive proposed a bill to the assembly on local authorities and local self-governments. The assembly has not yet passed the bill into law. Second, the MPLA ruling party effected a change of leadership, which made commitments such as making government institutions more responsive,

government officials more accountable, and implementing decentralization. Government officials such as the Minister of Transportation, the chairperson of the Angolan sovereign wealth fund and son of the former president, and others, were arrested and/or remained in custody over alleged misappropriation, criminal activities, and corruption. The central government also initiated steps toward implementing decentralization.

Coding

The coding of data was an iterative process encompassing two different levels: “the first cycle and the second cycle coding methods” as recommended by Saldaña (2013). In both cycle coding methods, I had to familiarize myself with the data repeatedly to understand the participants’ experience concerning decentralization and administrative decentralization in Angola. The first cycle coding included two methods, “descriptive coding and values coding” (Saldaña, 2013, p. 59), while the second cycle coding had “pattern coding” (Saldaña, 2013, p. 59). I selected two methods for the first cycle coding and one method for the second cycle coding because these procedures complied with the research questions and the overall study to help generate the newfound knowledge. The first cycle coding helped me assign initial codes from the raw data to final codes, while the second cycle coding was carried out by summarizing the different initial themes into categories and I constructed such categories through the emerging themes to final themes.

The descriptive coding and the values coding occurred in the first cycle. After I repeatedly immersed myself into the raw data, through the descriptive coding, I assigned labels to the raw data that I reduced into short phrases. In the coding map, I entitled this process, initial iteration because the process evolved from raw data to initial codes to

final codes. I used the values coding to better explore the participants' experiences exhibited in their values, attitudes, and beliefs concerning their perceptions of the desired impact of administrative decentralization on Angola local governments. As I continued to condense and reduce similar codes into categories, initial themes/concepts started to emerge (Saldaña, 2013, p. 209). In the coding map, I termed this procedure second iteration because it is a transitional phase from the first cycle to the second cycle of coding. The second iteration was a repeated coding of codes and searching for themes/concepts to transition to the final phase. I used the transitional phase to glean from the transcripts of interviews and documents to produce the main themes. And based on the path dependence and appreciative inquiry theoretical frameworks in use in the study, I developed broad concepts to match each of the six interview questions.

I designed the second cycle method of coding to categorize the broad concepts into final themes. During the second cycle I employed pattern coding as a coding procedure to help me assign construct to the emerging themes (Saldaña, 2013, p. 210). This phase allowed me to clarify which theme fit to which portion of the data. I defined, named, and refined themes (see Nowell, Noris, White, & Moules, 2017; Saldaña, 2013, p. 207). I strove to let each emerging theme reproduce the viewpoint of participants' experiences concerning the lack of the desired impact of administrative decentralization and what interviewees expected to reverse the trend. I included sections of transcripts under each theme to fit the interactions of participants and data concerning their application to the two research questions (see Nowell, Noris, White, & Moules, 2017).

The phase helped me decide whether the refined theme fit into the process of data analysis.

I used the descriptive coding and the values coding for first cycle and I employed pattern coding for second cycle coding methods. I selected these coding methods as they were appropriate for the qualitative case study, the research questions, and the thematic analysis. I strove to present the step-by-step approach that I employed to meet the trustworthiness criteria for the study. I also manually coded the data on A4 hard-copy paper before I processed the results into a computer.

Table 1

Coding Manually From Raw Data to Initial Codes to Final Codes

Initial Iteration: From Raw Data to Initial Codes to Final Codes	
Raw data	
Interviews	Documents
a1.1 Centralization Independence Underdevelopment Ambiguity Confusion Context-oriented Change-resistant Development Failure Ambiguity/Uncertainty Political Will Change Stability Resistance Change Irreversibility	b1.1 Simplified public administration, closer to the people Decentralized local administration Local authority and local autonomy Local administration and decentralization Local authorities and local autonomy Political and administrative decentralization b1.2 Context-oriented No previous experience b1.3 Centralization vs. decentralization Phased out implementation One trained officer
a1.2 Participation	(table continues)

Local power	b1.4 Strategize administrative decentralization
Strategic vision	
Low delivery	Codifying administrative public service and decentralization
Strategic vision	
Trust	
High delivery	
Inclusiveness	
Satisfaction	
Equity	
Corruption	
Innovation	
Bad governance	
Adaptation	
a1.3 Loss of public trust	
Lack of inclusiveness	
Lack of vision	
Loss of trust	
a2.4 Appreciation	
Recognition	
Reluctance	
Need for change	
a2.5 Innovation and change	
Networking	
Innovation	
a2.6 Gradual implementation	
Empowering municipalities	
De-concentration failure	
Maximum participation	
Local ownership	
Valuing people	
Creating citizens	
Building trust	
No exclusion	
Transparency and accountability	

Note. Table as suggested by J. Saldaña (2013)

Table 2

Coding Manually From Codes to Categories—Initial Themes/Concepts

Second Iteration: From Codes to Categories—Initial Themes/Concepts			
Raw Data			
Interviews		Documents	
a1.2 Low levels of education		b1.2 Different from other contexts	Limited and dependent
a1.2 Limited and dependent	Limited and dependent	b1.2 Not fully tested	
a1.2 Top-down local solutions			
a1.2 Locked into partisan politics			
a1.2 Incompatibility			
a1.2 Lack of visionary leadership			
a1.3 Citizens' exclusion in decision-making processes		b1.3 Phased-out public-sector reform	Mistrust
a1.3 Administrative complexity		b1.3 Confusion on legal conceptualizations	
a1.3 Uncoordinated and unethical human resources management processes	Exclusion and mistrust		
a1.3 Divide between elite and governed			
a2.4 Valuing citizens' preferences			

(table continues)

a2.4 Instilling
consensus
orientation

a2.4 Bridging state
and non-state actors'
interests

a2.4 Contextualizing
public-sector reform

a2.4 Moral
leadership and
followership

Appreciation and
change

Note. Table as suggested by J. Saldaña (2013)

Table 3

Coding Manually From Initial Themes/Concepts to Application to Research Questions

Third Iteration: Application to Data (Research Questions)

1. How do leaders and followers educated in public administration perceive the potential impact of administrative decentralization to achieve good governance at the Viana municipality?

Themes: a1.1, a1.2, a1.3, b1.1, b1.2, b1.3

2. What are the roles of leaders and followers educated in public administration in fostering administrative decentralization in Viana municipality?

Themes: a2.4, a2.5, a2.6

Note. Table as suggested by J. Saldaña (2013)

Research Question 1

How do leaders and followers educated in public administration perceive the potential impact of administrative decentralization to achieve good governance in the Viana municipality?

This research question sought to ascertain the impact of administrative decentralization as perceived by leaders and followers, mostly those educated in public administration, and as such, whether it could lead to good governance in Angolan local governments in general, and in the Viana municipality, in particular. The analysis of the data generated in interview questions 1, 2, and 3, and documents, demonstrated that the pilot process of administrative decentralization projects that central authorities and international partners designed and implemented in designated municipalities was perceived to have stalled and failed to produce the expected outcomes. The themes that emerged in the current study showed that pilot projects on administrative decentralization, as well as the legislation on administrative decentralization were implemented with ambiguity and uncertainty. The impact after implementation became dependent on and limited to the central government's will, which resulted in the exclusion and mistrust of citizens in the local communities.

Ambiguity and Uncertainty

Central tenets of the Angolan legal system have generally linked administrative decentralization to administrative de-concentration. Sometimes administrative decentralization has been related to local governments and local authorities.

Administrative decentralization has also been linked to local autonomy and local self-governments when implying political decentralization. This conceptualization, however, lacked rigorous explication of the terms, their relationship, if any, with one another, their design, or their sequential implementation to substantiate the choice of such terminology in the Angolan political agenda. The ambiguity was seen in the Constitutional Law of 1975 and 1992, the Lusaka Protocol of 1994, the Constitution of 2010, and other laws that were subsequently passed, including the Law on State-Local Administration, Law Number 15/16 of 12 of September 2016. Likewise, these terms were used interchangeably in the daily public manifestations with ease such that experts in decentralization and the general population lacked a clear understanding of the phenomenon.

PLG1 indicated that administrative decentralization was constitutionalized but the government of Angola was still trying to implement de-concentration and deep de-concentration. The government of Angola has not provided any explanations as to the similarities and differences of the two terms or as to their benefits and disadvantages. In de-concentration and deep de-concentration, however, citizen participation was excluded, as local issues were being addressed at the national level. PMA1 pointed out to see whether the government of Angola had enough political will to implement political decentralization, as citizens perceived it had been hard for central authorities to transfer power to subnational polities. PBS1 and PLG1 each argued that the government of Angola should execute deep administrative de-concentration before implementing administrative decentralization.

PCA1, however, held the view that decentralization was an ambiguous topic that should be dealt with carefully. PCA1 stated that Anglo-Saxon theorists used decentralization in a global perspective while Lusophone scholars employed decentralization restrictively to imply the establishment of a new subnational entity outside of the State. According to this participant, decentralization in Angola should be understood under the Lusophone prism. PPM1 corroborated the logic of the earlier respondent. This interviewee understood administrative decentralization quoting two Portuguese scholars, Diogo Freitas do Amaral and Marcelo Ribeiro de Sousa. PPM1 argued that both Portuguese academics defined administrative decentralization as a system, which entrusted administrative issues to the State as well as other local and regional authorities. PPM1 understood Portuguese decentralization as a means for local governments to issue laws, which is not provided for in the 2010 Constitution of Angola. With this ambiguity, PPM1 summarized that:

Decentralization is a technical term and it is better used and understood in the scientific community. Because I felt that whenever I asked someone, including municipal administrators or public servants, about decentralization, the answer I got was about de-concentration. This is why the majority of people talk about local self-governments, *autarquias*, in the Portuguese language. This is a new process. Our country has less than 45 years of independence, but we have never studied nor understood deeply the issue related to *autarquias*, local self-governments, in spite of the fact that it was constitutionalized. People are confused about those concepts and procedures, but the majority is devoid of

knowledge, which creates uncertainty for effective implementation. This is a new thing and a number of local administrators misunderstand the process and we felt it during their public presentations.

This respondent expressed uncertainty over the meaning of decentralization and other derivative and associate terms of decentralization. Another interviewee, PCH1, felt that administrative decentralization must be understood as a process of transferring human, financial, material and other resources from the central government to subnational agents of local administration of the state who can identify problems in local communities and find solutions. PPO1 and PME1 spoke of Angola crossing from a highly centralized top-down paradigm to an uncertain political paradigm to bring public services closer to the citizens in local communities. Both participants, however, were critical about the central government regarding territorial gradualism that provided a selection of a limited number of municipalities to implement *autarquias* with others to continue to operate under the central government oversight. PUN1 and PME2 wanted to challenge the central government whether it had enough political will and commitment to usher in a municipal development by being open, transparent, and more accountable in the administrative decentralization process. PVA1 posited that the transition to decentralization or de-concentration should be done as quickly as possible. PUN2 argued, however, that decentralization was different from de-concentration. This participant posited that de-concentration was a redistribution of limited authority of decision-making process. Decentralization was a step further in which the central government devolved powers and

functions to other subnational entities, including provinces, municipalities or counties to democratize local governments.

Table 4

Legal and Conceptual Overlaps Among Decentralization, De-concentration, and Local Governments in Angola

Legal/Conceptual Instruments	Decentralization	De-concentration	Local Governments/Authorities
Constitutional Law of 1975	Decentralization Article 47		Local Initiative (Local organs are appointed) Articles 47 and 48 <i>(table continues)</i>
Constitutional Law of 1992	Administrative Decentralization Article 54, e	Administrative De-concentration Articles 54, e; 147	Local Autonomy Article 54, d; Local Authorities are elected Articles 89, c; 145
Lusaka Protocol of 1994	Administrative Decentralization	Administrative De-concentration	Local Governments/Local Authorities are elected
Constitution of the Republic of Angola of 2010	Administrative Decentralization as to public administration Article 199, 1 Administrative Decentralization Article 213, 1	Administrative De-concentration as to public administration Article 199, 1, 2	Political Decentralization Article 213, 1 Local Governments/Local Authorities Article 213, 2 Local Authorities Article 217, 2
Law on Local Administration of the State No.15/16, 12 September 2016	Administrative Decentralization as to Local Governments Article 217, 2	Administrative De-concentration Article 2,1	Local Governments/Local <i>(table continues)</i>

Administrative
Decentralization
Article 2,1

Authorities/Local
Autonomy
Article 6, 1,2

Note. Table 4 shows the ambiguity and uncertainty of legal and conceptual overlaps among Administrative Decentralization, Administrative De-concentration, and Local Governments/Local Self-government/Local Autonomy, as understood in different legal documents that the Government of Angola published over the years.

Based on the analysis above, it is understandable that the conceptualization of decentralization and administrative decentralization was fraught with ambiguity. Because of this, the conceptualization ambiguity led the design and implementation of decentralization and administrative decentralization to uncertainty.

Limited and Dependent

The impact of administrative decentralization in Angolan local governments was limited and dependent on the scarce resources. PLG1 and PLG2 postulated that the central government was going through challenging financial times, allegedly attributed to the decline of the value of crude oil. Oil has been Angola's important export commodity in the global markets to the neglect of economic diversification. Local communities needed citizens' participation and inclusion to make informed decisions and to foster local development. PMA1 noted that currently local governments lacked political, administrative and fiscal autonomy. This interviewee pointed out that central authorities produced a lot of legislation to transfer powers to subnational communities, but that there was a gap between theory and practice. PBS1 and PCA1, however, emphasized the need for the government of Angola to put the individual citizen at the center of the

administrative decentralization project. The two participants underlined the need for training, educating, and retraining human resources to produce and retain local leaders, including traditional authorities. Both respondents posited that the implementation of administrative decentralization should be phased out from administrative de-concentration to administrative decentralization without any need to implementing *autarquias*, or local self-governments. The two interviewees underscored that the central government could implement administrative decentralization and reach local governance without establishing local self-governments. PCH1 was vocal in describing the current situation of service delivery in local communities as dependent, uncreative, low and undeveloped. This participant advocated that local communities had resources but lacked political, administrative, and financial autonomy to open the doors to creativity and innovation and to allow citizens to identify and address their needs and improve their living conditions. PPO1, PME1, and PUN1 argued separately that a number of barriers impinged on local governance and restricted the impact in subnational communities. Perceived barriers included: low levels of education, centralized mindset of those who should facilitate the service delivery, and lack of effective coordination between state and nonstate actors in promoting a common agenda. PCA2 and PVA1 insisted that the lack of commitment and political will from the central government to create the necessary incentives have lessened the effects of some decentralization pilot projects. PUN2 observed that:

The central government must show political commitment to provide incentives, to motivate citizens in local self-communities to understand and take ownership of

the administrative decentralization. This must be a pluralistic process for local problems to find local solutions.

According to this respondent, national authorities should take the lead in incentivizing citizens with development options for the communities.

Exclusion and Mistrust

The 2010 Constitution of the Republic of Angola provided that the “State shall defend democracy and ensure and foster the democratic participation of citizens and civil society in the resolution of national problems” (Constitute Project, 2010). In practice, the central government established the National Council for Audit and Social Consultation with equal sub-organs in provinces, municipalities and other infra-municipal entities. The purpose of these councils has been to institutionalize dialogue between state and local administrations and their communities. The councils’ impact on local governance, however, was still insignificant. PLG1, PLG2, and PMA2 noted that the National Council for Audit and Social Consultation and its counterparts at the provincial, municipal and infra-municipal levels were the only platforms for dialogue and interaction between the administration and the citizenry. There was a need to improve the representativeness of these platforms. According to PCA1, Angolan local governments lacked two important principles before they would become democratic: political participation and civic inclusion. Both principles were necessary to value local consensus in the decision-making process at the local communities. PCH1 added:

We should provide quality public services in our local communities by wearing ourselves the “shoes of the servants”, serving others based on competence and

meritocracy. As public servants, we must commit ourselves to serve others uninterestingly, working with honesty and truth for the welfare of the entire nation.

The purpose of decentralization has been to promote the well-being of local communities. Because of this, PPO1 insisted that a change of mentality from top-down was necessary to carry out public service reform to improve the well-being of the Angolan people. PME1 was critical of central authorities who failed to demand civil servants to declare their income before taking office. This interviewee posited that partisan politics and bad practices were widespread in the Angolan public administration. This participant illustrated that whenever a public officer was appointed to a higher position of service, he or she gave parties and celebrated. This respondent emphasized that political appointees rejoiced, because after being nominated they would become rich by stealing taxpayers' money through embezzlement and corruption. PUN1 stated:

The international community, particularly the UNDP, supported decentralization programs in Angolan local governments for over ten years. Some decentralization prototypes were brought in from Latin America, Asia and other parts of the world to be tested in Angolan municipalities, but with insignificant to null impact. A quick survey for such a failure could reveal that the process was merely focused on institutional- and organizational-local reform without any incentives for local citizens to be included to participate. There was a lack of freedom for citizens to be committed and participate.

Citizens' inclusion into subnational governments decision-making processes could be necessary to help achieve local governance.

PCA2 indicated that there must be freedom for residents to express openly their opinions to identify societal problems affecting their communities and to be allowed to suggest solutions without any fear of reprisals from security agents. This interviewee lamented that current Municipal Councils for Audit and Social Consultation were organs of the ruling party to control and monitor anyone who raised their voices against the central government's lack of performance. PVA1 and PUN2 highlighted the need for the central government to value public servants with real incentives to deliver quality public goods and services in local communities. PUN2 emphasized that the central government should establish an environment of consensus orientation, particularly in parliament, to produce laws not based on partisan politics but common interests. This could only be possible if central authorities could reach out to state and nonstate actors, including the civil society and the private sector, such that consensual consultation could produce informed decisions to effect change in local governments.

The following section covers the findings related to Research Question 2. It sought to unveil the roles of leaders' and especially followers' public administration education in supporting the process of quality delivery of public goods and services in Angolan local communities.

Research Question 2

What are the roles of leaders and followers educated in public administration in fostering administrative decentralization in the Viana municipality?

The purpose of this question was to find out the roles of leaders' and followers' public-administration education in facilitating the successful implementation of administrative decentralization in Angolan subnational entities. The search was in line with the scholarship that posited that the education of leaders (Besley et al., 2011) and followers mattered. Interview questions 4, 5, 6, and documents, unveiled that the tasks of leaders and followers must be carried out within a context of appreciation and change of organizational values and attitudes for everyone involved in the process. Leaders and followers must be allowed to create a pluralistic and innovative environment focusing on public engagement to serve their communities. This section showcased an appreciation for the current public administration practice. Answers to the research question helped to produce an understanding of an ideal public administration when educated leaders and followers with state and nonstate actors were committed to networking and innovation to sustain local governance.

Administrative culture in Angolan public administration was based on formal and informal "values, assumptions, beliefs, and expectations" of public officials and their relationships with state and nonstate actors. Compared to other countries' administrative systems, the Angolan public administration was characterized as highly centralized, weak, corrupt, and servant-centered to deliver public goods and services (Oluwe, 2003). Citizens felt the need for a change. It was within this context of citizen demand and international pressure that central government embraced decentralization. National authorities felt compelled to promote citizenship and responsiveness for the citizen's well-being.

Appreciation and Change

Interview question 4 was designed to elicit answers based on an effective and innovative public administration that substantiated healthy and vital public goods and services to the citizenry. PLG1 and PLG2 concurred that there was a need to decentralize the Angolan public administration. Both participants held each the view that the public administration should be contextualized to bring government closer to citizens in local communities and to innovate the provision of quality services. PMA1 was critical about the lack of dialogue between citizens and administrators when referring to the need for a change:

Angolan public administrators had no contact with residents in their communities. Residents were unsatisfied with the type of services provided to them. Residents developed mistrust and resorted to informal liaisons to get things done. Public administrators were political appointees who followed the direction of those who appointed them to the neglect of the demands of local communities. Local self-governments, however, have to appreciate their roles as facilitators to be accountable, transparent, and responsive to voters who elected them to the post. The central government must empower citizens to make decisions based on citizen preferences.

PBS1 concurred that Angolan public administrators lacked discipline to deliver goods and services with effectiveness, efficiency, and innovation. PCA pointed out that in the face of State defaulting from its duties to deliver services, the central government should reach out to nonstate actors and contextualize public sector reform. PPM1 and

PCH1 insisted that leaders and followers must be selected and recruited based on meritocracy and competence and their roles circumscribed to facilitate quality management of the affairs of local governments. PPO1 observed that the central government has been cautious to implement political and administrative decentralization under the fear of losing power. Decentralization, however, is necessary to allow a pluralistic decision-making process in the communities to address their own needs.

PME1 was critical about the reluctance of the government from delaying the implementation of administrative decentralization, as it could address the issue related to human resources attraction, selection, recruitment, and retention. This participant argued that political appointees were an imposition of the central government with no sympathy for the people they governed. This respondent also raised the issue of financial autonomy in subnational entities to satisfy the needs of the residents. PUN1 asserted that the central government must foster moral leadership and followership to allow local governments to manage effectively their human, material and financial resources for the community welfare. PME2 and PCA2 concurred that it was time for the prevailing top-down leadership style in public service to give way to a participative and a shared administration that was consensus-oriented to valuing citizens' preferences.

PAV1 argued that some time back, the central government invested municipalities with equipment, training, and good pay for public servants. This interviewee implied that during such time, municipalities were able to provide quality goods and services to the satisfaction of the residents. This respondent held the view that decentralizing administratively could bring public services closer to the people. PUN2 was concerned

about the increasing power of the formal law to the neglect of the customary law in local governments. This participant posited that the central government must establish in its legal system a space to include traditional authorities' operations and to establish a clear framework governing central-local relations. If traditional authorities were allowed to operate, residents could participate and take ownership of change in their communities.

Networking and Innovation

Angola has been at a crossroads between the endowment of abundant natural resources and the immensity of post-conflict challenges. Because of this, central government priorities became allegedly mixed such that providing for public goods and services to residents became ineffective. During my data collection, respondents suggested that administrative decentralization could be designed and implemented within a context of consensus orientation and information sharing. A consensus among leaders and followers to share information could lead to networked and innovative local government administrators who could overcome economic and financial constraints to better serve people. Formal and informal “values, assumptions, beliefs and expectations” of public officials and their relationships with state and nonstate actors were necessary to generate networking and innovation (Grimmelikhuijsen & Feeney, 2016). The Angolan cultural dimension has an impact on public servants.

PLG1 held the view that Angolan subnational communities should work to improve the living conditions of the citizens by networking and innovating with what is available in the communities. This participant argued that the central government shall

educate the citizens to understand the process of administrative decentralization and to be useful in the resolution of community needs. PLG2 stated that:

Public servants must be committed to facilitate the satisfaction of collective needs by being trained and educated in public management and administration and to serve with accountability. The central government must establish a mechanism for local governments to attract, recruit and retain quality human resources.

Transferring human resources from the central government to municipalities, as national authorities have been planning it must be done with care. This interviewee concluded that the central government must assume its responsibility for creating the fundamental working conditions and incentives for public servants to stay and serve in their communities.

A strategic human resources management approach in the context of Angolan subnational entities was paramount to promote administrative decentralization. PMA1 stated:

Leadership was necessary in the administrative decentralization process. Angola, however, for over 42 years since independence has developed the culture of “chief and boss”, with up-down management and decision-making process. I am expecting the next local administrator in my area to be a leader. Because of this, the central government must provide training, as a number of new public servants could begin their careers in public administration. These public servants must facilitate the establishment of a partnership with different citizens, creating synergies and alliances and to build effective institutions. I am referring also to traditional authorities; those leaders in local communities that residents value the

most. We need local administrators to be elected not to be appointed based on partisan criteria, but on merit; someone who could understand the socio-anthropological dimensions of the residents. Leaders must facilitate and strengthen interactions of government, the private sector, and civil society to generate successful local governance.

Leaders and followers were seen as catalysts in the fostering of a successful municipal governance.

PBS1 stated that there was no free lunch scenario when it came to transferring competencies from the central government to subnational entities. As a past municipal administrator, this interviewee used to delegate responsibilities to deputy administrators who regularly reported and facilitated the interactions between the residents and the municipality administration. This was how this respondent felt the role of a leader could be defined. PCA1 pointed out the challenges in respect of the increasing lack of human capital regarding quality personnel attracting, recruiting, and retaining in local administrations. This participant highlighted the concerns for quality and quantity in personnel as contained in the Angola National Development Plan for 2018-2022. This interviewee argued that often development plans fell short during the implementation phase. PPM1 posited:

There was a lack of quality personnel to underpin local self-government or local autonomy if decentralization was to be implemented throughout Angola today. Because good governance required effective leadership and followership to facilitate interactions, the central government has the obligation to educate, train

and incentivize new staff because this was a new paradigm. Managing local self-governments was something different from leading state local administrations and there was a lack of qualified and prepared staff for the task at hand. The central government and other stakeholders involved in dealing with administrative decentralization or local self-government were busy debating over gradualism, whether territorial or functional. I understood gradualism as a process of gradually preparing resources such as human, material, technical, and infrastructural and to implement administrative decentralization. It would take political will to mobilize these incentives for sustainable local governments to serve effectively and efficiently residents in their respective communities.

This participant held the view that national authorities have to draw up a strategic human resources management plan to comply with the specificities of each municipality. This respondent argued that trained and educated personnel could fill vacant jobs in subnational governments. A qualified public service was necessary to ensure a successful delivery of public goods and services to the constituents.

PCH1 argued that the roles of leaders and followers, mainly those educated in public administration, could be to establish and strengthen the Community Councils for Audit and Social Consultation. This interviewee posited that such councils must share information and facilitate the interaction of ideas concerning public policies in local governments. Human resources must be customized and localized to comply with local specificities.

PPO1 commended Angolan public officers, however, this respondent appealed to the central government to prepare the necessary incentives for a responsive workforce. PPO1 suggested also that the central government strive to stop the culture of impunity of the ruling elite. This interviewee complained about impunity and bad practices that have infested the culture, such that even the national parliament could not oversee actions and decisions of the executive branch. PME1 held the view that the central government should build a new social community that valued public good. PME1 argued that the central government must invest in re-educating and re-socializing our people who, because of the prevailing illiteracy, did not understand their role as responsible citizens. This participant suggested that the central government, in conjunction with traditional authorities, invest in training people to understand, interpret, and participate fully in the process underpinning administrative decentralization.

PUN1 argued that Angola lacked born leaders because current leaders were segmented and were ideologically appointed. PUN1 expected the central government to create a healthy environment for true leaders and followers to thrive and to reach out to traditional authorities to understand and to own public policies. This participant complained about central authorities' behavior to create parallel structures in local communities by appointing traditional authorities to the detriment of long-established practices of customary law. PUN1 held the view that public policies must carry local content through networking and innovation before they could bear fruit in local communities. PME1 and PCA2 were concerned about the central government policy of appointing traditional authorities. Consuetudinary laws governed traditional authorities

and not the formal laws that the central government passed. The central government should not appoint traditional authorities who were governed by traditional succession in rural settings. Angolan traditional authorities were the moral reserve in rural communities to facilitate and strengthen citizenship. Both respondents acknowledged that Angolan cultural features embedded in local communities.

Both interviewees held the view that appointing traditional authorities was against the culture and therefore was not functional. These two participants suggested that local administrators should live in the community to identify citizens' problems and to network with them, to innovate, and to find ways to serve effectively. PVA1 referred to some leaders in different levels of the municipality whose role was to empower residents in different capacities in their communities. PUN2 posited that followers must help and educate leaders to understand the reality in the field to achieve effective local governance. PUN2 argued that there was no more room for a top-down culture of "chief or boss" in a shared-power environment. This interviewee emphasized the need to build a consensus-oriented culture where information was easily shared with feedback among the members of the community.

Citizenship and Responsiveness

Good governance requires citizens' participation in local government decision-making processes. Citizens' participation leading to responsive local governments necessitates citizenship education. Developing countries such as Angola prescribed citizenship education based on Western-oriented models to the neglect of cultural contexts of local communities (Swapan, 2016). Contextualizing citizenship education to

consider local realities must inspire the Angolan central government when transferring competencies to promote democracy in subnational entities. Citizens' qualities and attitudes are necessary to underpin successful administrative decentralization. PLG1 noted:

I understand that administrative decentralization must be implemented whenever circumstances allow it. Remember that since 1975, the central government failed to create structures that could transform subnational entities into local self-governments. I am asked as to when it is convenient to implement administrative decentralization. My answer is anytime as long as essential conditions were established for the municipalities to self-govern effectively. We need people who think of transforming the municipality into local self-government. I hold the view that the central government is committed to implementing a profound administrative de-concentration, but everyone knows that administrative de-concentration failed. The central government needs to create sustainable public policies to devolve autonomy to subnational entities to cater to their citizens' preferences and needs.

A number of conditions such as local autonomy, successful local decision-making processes, and citizen participation should be put in place before administrative decentralization can take off.

PLG2 asserted that the year 2020, as suggested by the government, was not an adequate timeframe to begin the gradual implementation of administrative decentralization toward local self-government. This participant held the view that a set of

technical, legal, administrative, and human prerequisites were necessary to be put in place before it was convenient to implement administrative decentralization. PLG2 warned that administrative decentralization should not be viewed as a way for taking power or becoming a power. There was a need to train citizens and to sensitize them through a capacity-building process to trust the state and its public administration. PMA1 argued that administrative de-concentration was being implemented with some fear and reluctance, but the process needed some deep reinforcement toward political decentralization. The installation of local self-governments would let ministerial departments to restrict their roles to design policies, strategies, and to exert some coordination with local communities. PMA1 warned about the danger of recentralization in the event the central government continued to be reluctant to transfer financial responsibilities to subnational entities. PMA1 was also hesitant as to whether the central government was completely interested in giving up power to local self-governments, which did not exist in the first place in the country. This participant referred to the political will of national authorities to create local autonomy, as Angola has had the central government represented at the local level.

PBS1 and PCA1 posited that the year 2020 was reasonably convenient to begin the gradual implementation of administrative decentralization throughout the country. Passing legislation and designing policies were necessary to define the appropriate model of decentralization, which fit the reality and future challenges of Angola. National authorities were responsible to clarify municipality delimitations, the space for the state-local administration, and relationships between state-local entities and local self-

governments. How would the relationship between local self-governments and traditional authorities look like? What would be the status of Luanda, as the capital city and its intergovernmental relationships with local self-governments to be created? PPM1 stated:

Political decentralization or local self-government should be implemented now. If members of the private sector are able to build their infrastructures, I would like to know as to why the central government cannot build infrastructures to install and provide resources for local self-governments? Another constitutional provision to consider was concerning Article 218, 1, that stipulates that: “Local authorities shall be organized into municipalities” (Constitute Project, 2010). Portuguese Constitution stipulates that local authorities are municipalities and a district is a supra-municipal entity. In Angolan Constitution, the district is in the municipality, counties are in the municipality, and settlements are in the municipality. Unlike Portugal, Angola has traditional authorities with local administrators who oversee 3 or 4 villages and everything in the municipality. Angola has realities that are different from Portugal or Cape Verde and we have been going to those countries to glean from their experiences on local self-governments. We need to design local self-governments tailored to our realities. It might take time, but we need to do it.

Administrative decentralization was a context-oriented policy and as such its implementation should be based on Angolan realities.

PCH1 and PPO1 held the view that administrative decentralization should have been implemented long ago. Decentralization should have started from subnational

entities with few qualified human resources, few public and private infrastructures, and limited access to high technologies. These limitations could have sparked the interest of local citizens to identify their needs and find solutions. The opposite is to negate residents' capacity for creativity and innovation. We need to prepare citizens for a new administration, with a new mentality, without any preconceived partisan politics of delivering public goods and services. PME1 argued that the central government spent time debating over the concept of gradualism or no gradualism for the alleged educated public administrators to facilitate decentralization. The central government should create an environment of information sharing to gather public support. This participant posited that residents needed to understand the advantages and disadvantages between local self-government and administrative decentralization. PME1 posited that the information about administrative decentralization should be shared in a clear and simple language for everyone to understand and to take ownership of the process.

PUN1 argued that based on pilot projects on administrative decentralization over the past ten years and the lessons learned, the central government must take ownership of the process. This interviewee suggested that national authorities define roles for each tier of the national, provincial and local level of government to avoid confusion. PUN1 challenged Angolan authorities to provide clarification regarding the role different tiers of government played and their interactions, if any, in promoting decentralization. Failure to defining the role for each tier of government could impinge on the successful implementation of local self-government and administrative decentralization. This participant complained about the behavior of national authorities who passed laws instead

of building citizenship to participate and foster responsive local governments. PUN1 concluded by stating that implementing administrative decentralization depended on the central government's political will.

PME2, PCA2, and PVA1, each, agreed for administrative decentralization to be implemented immediately, if the central government could provide trained administrators to manage their communities. PVA1 held the view that implementing administrative decentralization or local self-government could bring benefits if the central government transferred gradually competencies needed for subnational entities to find solutions to their problems. PCA2, however, complained about the reluctance of the central government, which deferred decentralization and the administration of justice in local governments. This respondent suggested that the central government must establish municipal prosecutions with qualified judges and prosecutors to work collaboratively to guarantee the independence of the judiciary at the local level. PCA2 indicated that the parliament of Angola should strive to get power to audit the executive branch over its decisions and actions. Currently, parliamentarians have no power to ask the executive branch to account for the management of public affairs.

PCA2 posited also that the central government failed to provide for a formal educational system for citizenship training. This participant held the view that national authorities must allow local governments to act effectively. PUN2 argued:

Angolan politics and governance experience over the years have not produced trust among political stakeholders and between these and the population. The central government must create conditions for trust to allow people to take

ownership of the process of gradual implementation of local self-government. The principle of gradualism as provided for in the constitution was not clarified, as it was open to multiple interpretations. Some people argued that gradualism was a functional principle while others defended it as a geographical one. People agreed that transferring powers to subnational entities must be gradual. The central government has the responsibility to prepare the necessary conditions for the current 164 municipalities to be eligible to become local self-government.

Because people have no trust and confidence in national institutions, gradualism has become contentious. This issue must be addressed through a consensual and participative process. Geographically, all 164 municipalities were the same, but administratively they would become local self-governments gradually. There is another administrative unit, the state local administration, which is an extension of the central government. Local self-government, as per the constitution, is people's power. Currently, there is no central government and no local government in Angola, but a centralized administrative system with representation at the provincial and municipal level. Administrative decentralization must be viewed as a reform of the governance system to develop Angola. Trust, confidence, consensus, human capital, awareness, and citizenship are necessary before local self-governments can become responsive.

This respondent posited that Angola has the responsibility to create a learning environment for trust and public support in local governments.

Discrepant Cases

I made a careful search for discrepant cases during data analysis and found little contention. Due to the sensitivity in the country for the topic under study, administrative decentralization, throughout the research process I assumed and expected participants to hold rich and potentially different perspectives of the phenomenon. I found a mismatch between the content of the data and the conceptual underpinnings of decentralization and administrative decentralization from the literature. I found that concepts such as decentralization, administrative decentralization, and political decentralization were conceived and interpreted as per the idiosyncrasy of the Portuguese legal system, which heavily embedded in the Angolan public administration (Simoes, 2017). As per this conception and interpretation, the implementation of administrative de-concentration must precede decentralization.

I also discovered disagreement as to when the government of Angola would formally implement administrative decentralization throughout the country. One parliamentarian and one academic held the view that citizens lacked accurate knowledge of administrative decentralization and political decentralization. Both participants indicated each that these concepts were better reserved to the scientific world such that local self-government, *autarquia*, was appropriately easy to use to remind the Angolan people about decentralization, as it was used during colonial administration. Angolans, however, contest this path dependent and limited view of autonomy (Pimenta, 2016). It is the responsibility of national authorities to educate and train the Angolan people about democratic principles.

Participants and documents alike employed decentralization, administrative decentralization, political decentralization, de-concentration, and local self-government interchangeably and with less rigor when answering questions related to administrative decentralization. The principle of gradualism regarding the implementation of political and administrative decentralization that was codified in the 2010 Constitution was another topic that sparked heated debate as to its true interpretation, meaning, and sequence. State and nonstate actors agreed on the implementation of administrative decentralization under the principle of gradualism, however, such stakeholders were divided into two subgroups. Some state and nonstate actors posited that the transfer of powers, competencies, and autonomy from the central government to local self-governments should occur in a phased situation. This subgroup identified the process as geographical gradualism. Other stakeholders argued that the transfer of authority and power should occur gradually as a one-time process throughout current municipalities with or without preexisting material, human or financial conditions. This subgroup referred to this process as functional gradualism.

Portuguese conception and interpretation of decentralization, administrative decentralization, political decentralization, and local self-government prevailed in the Angolan legal system by way of an alleged diffused interdependence (Neto & Lobo, 2014). This conceptualization's underpinning was, however, inadequate. Portugal itself suffered pressure from European and intergovernmental organizations to reform its local democracy. Angola joined some African Union (AU) intergovernmental organizations such as the Economic Community of Central African States and the Southern African

Development Community, which required member states full integration (Saurombe, 2012). National authorities could learn decentralization lessons from the Angolan membership in these intergovernmental organizations. Angola has the potential to contextualize and design its decentralization policy based on its realities and specificities. As a way of acknowledging biases and assumptions and opening up to pluralistic points of view on the phenomenon under review, I put forward the discrepant evidence for further consideration.

Evidence of Trustworthiness

I strove to maintain transparency and accountability throughout the research process. I employed the criteria advanced by Lincoln and Guba (1985)—credibility, transferability, dependability, and conformability—to determine rigor and establish trustworthiness. I endeavored to adhere to the strategies of establishing trustworthiness, and I attempted not to depart from the plan as described in Chapter 3.

Credibility

To ensure the credibility of the current study, I recruited participants and consulted many documents with different and varied viewpoints on decentralization in Angola. I collected data from multiple sources including interviews and documents in their natural settings (Morse, 2015), and I also considered the field notes I took throughout the study, which I triangulated to produce credible findings. I also employed two theories from social construction and organizational culture and change frameworks, path dependence and appreciative inquiry, to answer the research questions and inform the study. I paid attention to discrepant cases and discovered that besides the Anglo-

Saxon scholarship on decentralization, Portuguese conception and interpretation of decentralization, administrative decentralization, political decentralization, and local self-government were inadequate in the case of Angola. Portuguese underpinnings of decentralization affected and informed the understanding of respondents, which, in some instances, deviated from the extant Anglo-Saxon literature. I was open to pluralistic points of views about decentralization and administrative decentralization. Throughout the study, I interacted constantly with my chair, my colleagues and a PhD graduate to critique the research process, and to ascertain the adequacy of the findings.

Transferability

The priority was to do justice and present a credible qualitative case study with its context fully described. I used maximum variation sampling to recruit a diversity of participants and to select documents with potentially different perspectives on administrative decentralization and under which circumstances this policy could lead to local governance. I provided detailed information about respondents and the natural setting where interviews occurred. I collected data from multiple sources from which I made “verbatim transcripts of the interviews” (Maxwell, 2013) and I strove to provide “thick descriptions” (Creswell, 2013) from the general to the particular through direct citations. I put these details forward for further decisions and judgments as to whether, under similar circumstances, the results of the current study could find broader relevance elsewhere.

Dependability

The purpose of this qualitative case study was to provide a deep description of decentralization and administrative decentralization in Angolan local governments. I attempted to consistently ensure that the whole research process was adequate. I strove to select and include the design, the literature review, data collection methods, analysis and management proceedings, transcripts from interviews and documents, the interview protocol, and themes that emerged thereafter to authoritatively substantiate the study with the phenomenon under consideration (Anfara, Brown, Mangione, 2002) and document it for further review. I initially recruited 20 participants, however, after 14 interviews, data became redundant, as I was not learning anything new. I also sent back the interview transcripts to the participants who verified them and ascertained that the information contained therein was congruent with their perspectives. Finally, I used triangulation to locate themes in both interviews and documents. The whole research process was documented for further review.

Confirmability

I deeply immersed myself into the data that I checked over and over again to establish the existing links, if any, between constructs of the qualitative case study, decisions and interpretations I made and the phenomenon itself (Patton, 2002). I attempted to triangulate my perspective of decentralization, administrative decentralization, and good governance with the participants' views and the different contexts that such perspectives originated to arrive at the present conclusion. As in other

criteria, I also put forward a detailed set of information concerning the whole research process as to how interpretations and findings derived from the data.

Results

In this section, I presented a general description of how data were generated, collected, managed and analyzed to arrive at the current findings. As stated above in Chapter 3, data were gathered from interviews and documents in Portuguese, and recorded with a digital Sony IC audio-recorder, and transcribed into Microsoft Word files. Subsequently, data were translated into English for analysis. I interviewed 14 participants with relevant experience and reasonable knowledge but embedded in different and varied perspectives, and I consulted documents on decentralization and administrative decentralization in the context of Angola. As a descriptive qualitative case study, I designed the interview protocol with semistructured interviews employing six open-ended interview questions in one-on-one setting. All of the 14 participants answered the same questions to elicit thoroughly their views and experiences and to bring out their responses. Table 5 and Table 6 summarized the six themes that emerged from the data to answer the two research questions, three themes for each research question.

Table 5

Themes From Research Question 1

Source	Ambiguity and Uncertainty	Limited and Dependent	Exclusion and Mistrust
Interviews	Sticking to old ways of governing	Low levels of education	Citizens' exclusion in decision-making processes

(table continues)

	Political unwillingness to change	Limited and dependent	Administrative complexity
	Ineffective and controversial	Top-down local solutions	Uncoordinated and unethical human resources management processes
	Fear of risk-taking and power sharing	Incompatibility	Dived between elite and governed
	Uncoordinated and dual mechanisms	Lack of visionary leadership	
	Highly framed after Portuguese legal and administrative traditions		
Documents	Administrative complexity	Different from other contexts	Phased-out public-sector reform
	Overlapping objectives	Not fully tested	Confusion about legal conceptualizations
	Dual processes		

Theme 1: Ambiguity and Uncertainty

The question *Describe your understanding of administrative decentralization* served to elicit participants' in-depth knowledge and understanding of administrative decentralization in the Angolan context. In response to this question, all 14 of the participants, except one, used the following terms interchangeably: decentralization; administrative decentralization; political decentralization; de-concentration; administrative de-concentration; and local self-government. These terms defined the

same concept of administrative decentralization. PUN2 made a conceptual distinction of decentralization, however, this respondent argued that decentralization was a devolution of functions from the central government to subnational entities. Devolution is also a type of administrative decentralization, however, devolution was not referred to at length as the same was not the topic of interest for the current study.

Sticking to old ways of governing. All 14 of the interviewees acknowledged that the administrative apparatus of the Angolan government was highly centralized. Respondents attributed the lack of or deficient provision of public goods and services to ineffective administrative practices inherited from the colonial era. Interviewees also indicated that ineffective delivery of public goods and services was due to the socialist economic choice that the Angolan government made after the independence and the uncoordinated and unregulated market economy that followed thereafter. Respondents expected that the Angolan government would be brought closer to local communities by decentralizing its public administration. All 14 of the participants recognized that transferring political, administrative and fiscal autonomy from the central government to local self-governments was necessary to foster local democracy. PLG1, PLG2, PBS1, and PUN1 postulated that Angola was going through a deep administrative de-concentration to usher in administrative decentralization and local self-government. Though the impact of administrative decentralization was still to be seen, participants argued that the public service reform was irreversible.

Political unwillingness to change. Participants commended the Angolan government with the support of the UNDP and other international development partners

for strides made to implement pilot projects of decentralization for over ten years. Central authorities, however, were perceived as being allegedly reluctant to fully implement administrative decentralization throughout the country. PMA1 questioned whether the Angolan government had enough political will to build local autonomy.

Ineffective and controversial. PLG1 and PCH1 posited that the centralized and planned Angolan public administration was seen to be far from addressing effectively residents' issues. Both participants argued that the central government acted as a divining agent to address citizens' needs without including those affected in the local decision-making process. PPO1 posited:

The Angolan government embarked on a top-down administrative de-concentration by delegating some powers to state local administrations. National authorities purposed to bring administrative services closer to residents, however, the process benefitted the central government than municipalities. The process created two entities, the state local administration and the local self-government. The impact in local communities, however, was not seen as the transfer helped improve the central government tarnished image.

Residents allegedly perceived a hidden agenda from central government's authorities who captured subnational entities' prerogatives.

PME1 commended the effort of the government of Angola to usher in a new political paradigm. Centralized practices, however, continued with no availability of public goods and services to residents forcing them to flee to urban areas.

Fear of risk-taking and power sharing. PUN1 posited that Angolan administrative decentralization was not seen as devolving some competencies including citizens' participation, local preferences' identification, and knowledge sharing in the decision-making process. This interviewee noted that the central government was involved in making and passing laws, but lacked strategy to gather partnerships such as the private sector and the civil society. PME2 was uncertain and expressed reservation as to how a highly centralized government with public administrators unaware of the new concept was going to implement political decentralization that we never studied, never understood well, irrespective of it being codified in the constitution. PCA2 argued that the central government lacked a strategy for sharing the information regarding its responsibilities, competencies, and how much budgets were allocated to municipalities.

Uncoordinated dual mechanisms. PMA1 stated that political decentralization has become irreversible, as the central government was bound to transfer autonomy to municipalities. This respondent pointed out, however, that the central government was still there to maintain the country's political and social stability as well as the state's sovereignty. National authorities have the legitimacy to delineate the central government roles and responsibilities and local self-governments' functions and obligations.

Highly framed after Portuguese legal and administrative traditions. The 14 interviewees and the documents I consulted on decentralization referred to administrative decentralization as per the Portuguese conceptualization of the term. PLG2 and PCA1 argued that in spite of conceptual differences between Anglo-Saxon and Lusophone underpinnings of decentralization, to decentralize in Lusophone understanding meant

involving a new entity outside of the state, and the Angolan conceptualization was closer to the Lusophone term. PPM1 indicated that:

Decentralization could be understood from doctrinal and political perspectives. In the Angolan understanding, decentralization was conceived following Portuguese scholars such as Diogo Freitas do Amaral and Marcel Ribeiro de Sousa. Both academics explained decentralization, *autarquia*, as a system in which the state as well as other territorial collective persons addressed administrative issues pursuing diverging interests.

Decentralization's conceptualization as per Portuguese underpinnings was incomplete and inadequate in the context of Angolan subnational governments. Portuguese framing of decentralization omitted Angolan realities on the ground such as the neglect of traditional authorities and their roles in facilitating the interactions among the people.

Administrative complexity. Some manuscripts on decentralization that I consulted referred to the Angolan administrative procedures as too bureaucratic, time-consuming and slow to address residents' issues and to provide effective public goods and services. This administrative complexity coupled with the weak capacity to meet citizens' demands led to bad practices such as bribery, nepotism, and corruption in public administration.

Overlapping objectives. Legal instruments formalizing the functioning of local governments such as the Law on Local Administration of the State No.15/16, of 12 September 2016 and the proposed bill on local self-government have overlapping objectives and mandates to residents. The purpose of both local government and local

self-government institutions was to bring public services closer to the citizens. The laws referred to above lacked precision and clarification as to how to secure and operationalize intergovernmental relations between the state local administrations and the local self-government, and between the latter and traditional authorities.

Dual processes. The Law on Local Administration of the State No.15/16, of 12 September 2016 and the proposed bill on local self-government, if implemented concurrently, would be counterproductive, unnecessary and redundant administrative procedures. A simultaneous operationalization of both institutions could undermine the potential effective delivery of goods and services to residents.

Theme 2: Limited and Dependent

The question *What are the possibilities, current and/or future, that provide opportunities for effective local governments in Angola* sought to find out potential circumstances that could lead subnational entities to be effective in discharging from their objectives.

Low levels of education. The majority of interviewees posited that citizens lacked adequate education and training in areas of knowledge such as leadership and followership, and public administration. Respondents noted that residents failed to fully and effectively participate in the decision-making process for lack of awareness to claim their rights as citizens to develop their communities. PLG1, PLG2, PMA1, PCA1 argued each that the qualified manpower was concentrated in urban areas, leaving rural communities structurally deficient in educated and trained personnel to underpin a sustainable administrative decentralization. PMA1 underlined the fact that residents were

not trained to ask proper questions and administrators were not used to give an account of their management to the citizens.

Limited and dependent. Respondents posited that national authorities tailored governance selfishly based on partisan politics' structures, not on the people. Public administrators were dependent on central authorities for operational initiatives regarding local government. PCH1 challenged and suggested the central government to create autonomy for local self-governments and to allow their capacity to address their issues at the local community. PPO1, PUN1, and PME2 called into question the current effort of the central government to reinforcing administrative de-concentration. These participants advocated the need for the central government to incentivize the creation of a successful private sector and a dynamic civil society to energize a strategic relationship among the state, civil society and private sector to promote a common agenda.

Top-down local solutions. Participants emphasized that citizens perceived that central government leaders were reluctant to cede decision-making processes to subnational entities. PME1, PUN1, and PUN2 argued that the top-down managerial style depicted the Angolan public administration. These interviewees held the view that empowering local governments to make their own decisions was paramount in the process of sustaining administrative decentralization.

Incompatibility. Conflicting values between policy and the administrative organization could undermine the delivery of public goods and services. Despite the new paradigm of administrative decentralization, subnational entities continued to operate under the old tenets of a centralized public administration. PLG1 argued that the central

government's lack of professionalization and excess of administrative procedures were being transferred to municipalities. PLG2 claimed that for the central government to assign responsibilities, local governments must have the capacity and expertise to carry out such tasks. Theoretical benefits of political decentralization exhibited the potential to consolidate local democracy, however, PCA1 insisted that an effective administrative de-concentration was enough to deliver public goods and services. PUN1 argued that the political discourse and the practice on the ground were two conflicting realities, however, the central government has not empowered nor valued municipalities to discharge successfully their duties.

Lack of visionary leadership. Interviewees posited that central authorities were aware of the changing environment and the irreversible nature of citizens' increasing demands, but government officials were hesitant to act. PUN1 argued that the central government embedded in centralization and concentration and was reluctant to reach out to other stakeholders. For over 10 years, international development partners attempted to assist Angola to make informed decisions regarding administrative de-concentration and decentralization, however, pilot projects stalled.

Different from other contexts. Decentralization manuscripts on Angola that I consulted converged to conclude that the design and implementation of administrative decentralization should not be a *copy* and *paste* reflection of other countries' realities. Lessons and experiences learned must enrich government authorities to contextualize administrative decentralization into Angolan sociocultural, political and economic dimensions before decentralization can thrive.

Not fully tested. Angola has formalized a three-tier government structure, however, in practice, administrative units throughout the country were not fully operational due to the prolonged civil unrest that ended in 2002. Participants noted that central authorities have not fully understood the concept of local self-government, as a part of the public sector reform. Interviewees recommended the central government to design and implement local self-government with prudence.

Theme 3: Exclusion and Mistrust

The question, *What are the organizational best practices that may foster Angolan municipalities to provide public goods and services*, helped elicit from participants the organizational culture of Angolan local governments that could help leaders and followers generate, with less, effective outcomes in the process of administrative decentralization.

Citizens' exclusion in decision-making processes. Participants were unanimous in agreement that residents' voices were not heard during the decision-making process in local communities for two reasons. Local citizens were not aware of their responsibility and rights, and therefore they were uninterested in the affairs of their community. Community leaders took advantage of the lack of awareness of local populations and therefore, let the top-down and centralized governing style perpetuate. Interviewees indicated also that the central government established community councils at the national, provincial, municipal and infra-municipal levels. The purpose of these administrative bodies was to engage citizens and define priorities for the socioeconomic and political development of communities. In practice, however, community councils were viewed as

controlling committees to serve the ruling party interests. PCA1, PME2, PCA2 postulated that Angolan local governments lacked citizen participation and inclusion in the decision-making process to achieve local governance. PUN1 and PCA2 observed that citizens had no real freedom of association and speech to participate in the affairs of their community. PLG2 suggested that:

Representativeness in community counseling councils must be improved to cultivate and foster citizenship. Can you imagine, you go to a commercial bank, you stay in the line for 3 or 4 hours waiting to be served, and later, you are not served, and you leave the bank without asking what went wrong. Community counseling councils were composed of pre-selected stakeholders such as political parties, one religious organization member, and sometimes one traditional authority. What we are requesting is effective citizen participation and inclusion.

Bringing the government closer to the people equaled educating citizens to identify best preferences for their well-being and to make decisions accordingly. PMA1 argued that:

Local self-governments must be entrusted with the responsibility to draw up municipal development plans with the maximum participation of citizens to identify community issues. The current practice, however, showed that provincial governors ordered municipal administrators to present their plans. Municipal administrators drew up plans which, in most cases, were a list of needs that the municipal administrator felt was his or her priority without consulting or engaging municipal citizens. Provincial governors would send such plans to the ministerial department of finance. Based on the budget available, the minister of finance

would cut off what he or she would think was not a priority, and finally the minister of finance would allocate the municipal budget through the same chain of provincial governor and municipal administrator.

The Angolan central government continued to make decisions on behalf of subnational governments. Citizens felt excluded from the decision-making processes and local governments remained ineffective to address communities' demands and preferences.

Uncoordinated and unethical human resources management processes.

Interviewees manifested concern over processes of selecting, recruiting, retaining, remunerating, promoting, and training employees in public administration. PMA1 posited that:

The reality revealed that 60% to 70% of qualified public servants stayed and worked in Luanda, the capital city. Some 10% to 15% of people with a degree were working in the main provincial capital cities and only less than 1% to 2% of trained public servants accepted to work in rural areas. This participant indicated that a number of rural local governments lacked trained engineer, architect, economist, lawyer, expert in public administration. These rural local governments lacked qualified personnel such that in some of them the municipal administrator was the only one with a high school diploma or a degree. This pessimistic picture was a barrier to promote and expect local development to be effective.

The central government made insufficient strides to educate and train public servants to fill potential job vacancies in local governments. Subnational entities have no incentives

to attract and retain potential qualified workers who preferred to stay unemployed in urban areas. PCH1 indicated that:

Public administration selected and recruited human resources through unethical practices. These employees were not serving the community but themselves for filthy gain. As a religious activist, I recommend that human resources be managed based on competence and meritocracy.

Human resources practices of selection, recruitment, and retention were inadequate. The central government should evaluate its strategic human resources development plans to contextualize them within local governments' reality. PPO1 and PME2 asserted that:

The central government must train and educate future public servants with a new mentality. National authorities have the responsibility to inculcate and change citizens. Unfortunately, bad practices do abound in our public administration.

National authorities should identify public administration bad practices and address them effectively. The central government should establish a networking mechanism among different stakeholders to concur for the promotion of the community well-being.

PVA1 acknowledged that the Angolan public administration was prone to bad practices such as corruption and nepotism. Because of this, the central government must educate and train public servants to acquire moral followership. This participant held the view that central authorities needed to develop a sustainable plan to provide public servants with good pay, good working conditions, and opportunities for training and retraining. This interviewee recommended the central government to close loopholes that make public administration vulnerable and inclined to bad practices.

Divided between elite and governed. Participants indicated that the current hierarchical and centralized system established unequal social divisions between chiefs and employees. PME1 and PME2 complained about the lack of sensitivity of chiefs to identify and address citizens' concerns. Citizens felt abandoned to their own. PCA2 argued that:

As social activist, I wanted to participate in the decision-making process and have a say in community administration. In those counseling council meetings, whenever someone expressed different opinion, the first question that was asked was: What is your political party? In my understanding, counseling councils were organs of the ruling party that the municipal administrator managed and represented in the local government.

The Angolan government should create a diverse environment in the public sector. National authorities must promote tolerance and foster the importance of diversity to achieve effective local governance.

Phased-out public sector reform. Gradualism guided and informed the public debate over decentralization. Gradualism is a constitutional principle, however, its varied interpretations can generally be broken down into two groups of meaning: time and territory. People who argued a gradual implementation of decentralization with the brevity of time in mind and those who posited a gradual implementation of decentralization as a one-time execution of decentralization throughout the country, but with a phased transfer of authority. This conceptual imprecision, if not addressed, could derail the design and effective implementation of administrative decentralization.

Confusion about legal conceptualizations. The Constitution of Angola codified political and administrative decentralization in broad terms. Manuscripts employed interchangeably and without rigor, decentralization, administrative decentralization, political decentralization, local administration of the state, local self-government, and local autonomy when referring to decentralization. This confusion was equally manifested in public presentations. The conceptual ambiguity of decentralization and its associated terms was a major handicap in promoting a countrywide administrative decentralization to effectively contribute to the promotion of local autonomy.

Table 6

Themes From Research Question 2

Source	Appreciation and Change	Networking and Innovation	Citizenship and Responsiveness
Interviews	Valuing citizens' preferences	Consensus-orientation	Taking ownership
	Instilling consensus orientation	Information-sharing	Need for public support
	Bridging stat and nonstate actors' interests	Facilitating and strengthening interactions	Creating responsible citizens
	Contextualizing public-sector reform	Sustainable feedback	Clarifying roles and mandates
	Moral leadership and followership		

Theme 4: Appreciation and Change

The question *Why do you think an effective and innovative public administration may help the Viana municipality deliver healthy and vital public goods and services to its citizens* served to elicit participants' understanding as to how a sustainable public administration could contribute toward a healthy provision of public goods and services locally. In response to this question, all of the 14 participants acknowledged that the central government was far from and absent in local communities. Interviewees agreed in their different perspectives that bringing the central government closer to the people was necessary to foster local governance.

Valuing citizens' preferences. PLG1 advocated that the purpose for administrative decentralization was to promote the well-being of the citizen. This participant argued that the central government must train and equip local administrators to become morally professional servants of others. PLG2 and PMA1 suggested that the central government must bring public administration closer to residents by tailoring public goods and services to the preferences and demands of citizens. PPO1, PME1, PUN1, PCA2, and PUN2 posited that valuing citizens' preferences was instrumental in fostering local governance because residents had better possibilities to address their problems. These respondents argued that the current central government was not responsive to constituents' needs.

Instilling consensus orientation. PBS1 argued that some municipal administrations lacked a unifying strategy in their decision-making process. This participant advocated that bringing stakeholders together and seeking consensus in the

decision-making process was indispensable to unveil citizens' preferences. PCA1 observed that the decision-making process was directed by only one stakeholder, the municipal administrator, and suggested that the decision-making process must be conjugated and shared among different actors for the benefit of the citizenry. PCA1 suggested the inclusion of the civil society and traditional authorities in the process.

Bridging state and nonstate actors' interests. In the face of a heavily centralized mindset, PCA1 suggested that the central government create a democratic environment and reach out to other local stakeholders to decide on the community welfare. PUN2 indicated that the central government must formally acknowledge and allow traditional authorities' power to address local issues. This interviewee posited that the whole process of administrative decentralization must be owned by all stakeholders with full participation and consensus for local democracy to thrive.

Contextualizing public sector reform. The majority of participants advocated that the central government continued reforming the public sector. PLG1, however, felt it necessary to contextualize administrative decentralization to the reality of Angolan local communities for the reform to be successful. PBS1 suggest the installation of technological means in local communities to make public administration effective, efficient and innovative. PVA1 indicated that some municipal administrations lost credibility for failing to allow residents to take ownership of administrative decentralization. PUN2 suggested that public administration was in line and harmony with the daily socioeconomic, political and cultural reality to promote residents' welfare.

Moral leadership and followership. To appreciate administrative decentralization and bring change to local communities, interviewees suggested that both leaders and followers be morally committed to serve others. PLG1 indicated that administrators must be professional and moral servants for the welfare of the people. PMA1 was concerned about the management of communities' financial resources such that subnational government leaders and followers must be accountable to their electorate. PPM1 PCH1, PUN1, PME2, and PCA2 noted that municipal administrators must play an important role in managing efficiently local budgets to create self-governing communities.

Theme 5: Networking and Innovation

The question *What are the roles of leaders and followers educated in public administration to foster administrative decentralization in the Viana municipality* served to bring out participants' understanding about the relevance of educated administrators in striving to promote municipal governance. All of the 14 interviewees argued in their responses that leaders and followers were expected to be educated, mainly in public policy and administration, to create a healthy working environment. Educated administrators were expected to facilitate the exchange of information among different stakeholders in ways that helped deliver quality public goods and services to local communities.

Consensus orientation. PMA1 argued that the top-down public administration model did not help bring about change in public service delivery. This respondent suggested that local administrators needed citizens' participation of citizens to create

synergies and alliances to build effective institutions in Angola. PMA1 suggested that administrators needed to reach out to qualified servants to build consensus in addressing community issues. PMA1 posited that:

Angolan municipalities are too diverse, with some composed mostly of pastors who lived seasonally in three to four different localities during the year. Other communities are agriculturalist. We have cultures where girls are prohibited to go to schools, but are told to stay home and to get involved in domestic tasks while boys are encouraged to only manage sheep to make a living. These and other socio-anthropological realities require administrators to take them into account and to seek consensus for successful local governance.

Administrators have the opportunity to facilitate the interactions among different stakeholders for everyone to understand the need for consensus in the communities. Leaders and followers necessitate a general agreement with traditional authorities for successful local governance.

PCA1 argued that central authorities must carry out a consensual and comprehensive public sector reform to include local administration reform, which emphasize strategic human resources management. PME1 indicated the need for building consensus around a communal society that valued the public good. This respondent argued that for this to happen the central government must invest in the education of people. PME2 and PUN2 suggested that the central government reach out to local governments to value traditional authorities as the latter strove to address effectively community issues.

Information sharing. In the face of a concentrated public administration, PLG2 indicated that central government leaders transfer their knowledge to followers such that the flow of information could benefit local administrations. PME1 suggested that, due to the high level of illiteracy among the population, the central government establish mechanisms that assist residents to understand the concept of public good and service in their local languages. PME2 and PVA1 emphasized the importance of both leaders and followers to share knowledge for the betterment of local communities.

Facilitating and strengthening interactions. Interviewees suggested that both leaders and followers must assist and empower other public servants in the decision-making process to foster local governance. PLG2 argued that administrators must be committed to facilitate the delivery of quality public goods and services. PMA1 recalled the top-down centralized culture that dominated Angolan public administration and held the view that local administrators facilitate the interactions between state and nonstate actors to foster administrative decentralization. PCA1 posited that traditional authorities should be allowed to operate freely, as they complement the roles of formal administrators in the management of local issues. PPM1 acknowledged the lack of qualified servants, but suggested that the central government train and educate qualified officers to sustain local governments. PCH1 posited that both leaders and followers establish and strengthen local councils to ignite the culture of interactions. PUN1 suggested that the central government should be prudent to consider the Angolan cultural features before designing and implementing administrative decentralization throughout the country.

Sustainable feedback. PLG1, PLG2, and PBS1 acknowledged the lack of preparedness for current local administrators to facilitate interactions. These respondents suggested sustainable feedbacks to promote effective delivery of public goods and services. PUN2 argued that local administrators still operated under centralized administrative systems, however, these local executives could convey public administration best practices such that people exercise their citizenship to promote local governance.

Theme 6: Citizenship and Responsiveness

The question *When is it convenient to implement administrative decentralization?* sought to unveil from interviewees circumstances under which executing administrative decentralization could lead to local governance. The national debate on decentralization polarized along concepts of territorial and functional gradualism as key predicates toward designing and implementing administrative decentralization. Participants, nevertheless, held the view that human, material and immaterial conditions were necessary to be put in place before carrying out administrative decentralization.

Taking ownership. PLG1, PLG2, PMA1, and PPM1 observed that since the independence of Angola in 1975, the central government failed to build structures that transformed state local administrations into local self-governments. These participants argued that some technical, legislative, and administrative conditions were necessary for implementing a successful administrative decentralization. Seeing that administrative decentralization was a new phenomenon of which outcome embedded in uncertainty, different stakeholders must take ownership and secure sustainable implementation of

such a policy. For PCH1, administrative decentralization must have been implemented long ago, starting from subnational communities with less qualified human resources and physical infrastructures to ignite the interest of the central government to embrace change.

Need for public support. Recalling the heavily concentrated administrative machinery of the central government, PLG1 expected for a gradual reduction of the central government intervention to subnational governments. This respondent suggested that residents be instructed to support the municipal transformation into local self-governments' development. Knowing the level of illiteracy in subnational communities, PLG2 indicated that the central government make available training, awareness, and capacity-building instruments for the population to understand and sustain the importance and success of administrative decentralization.

Creating responsible citizens. PLG2 noted that administrative decentralization was a new challenge. Because of this, the central government was responsible to initiate actions to train people to become responsible citizens who would become agents of change in their local communities. PPO1 suggested that the central government establish foundations for educating people to become true citizens in their communities. This respondent expected potential local administrators to take on their new responsibilities with a different mindset. Local administrators must demonstrate qualities and values of responsible citizens. Local leaders must be stripped away from partisan biases to serve with a different mentality. PME1 anticipated the involvement of traditional authorities to assist in citizenship awareness in their local languages to share information for a

successful implementation of administrative decentralization. PCA2 acknowledged the lack of a national system that provided citizenship training. This interviewee suggested that central authorities create a sustainable environment for trained responsible citizens to promote moral values in their community.

Clarifying roles and mandates. Participants observed a lack of clear roles and mandates between state local administrations and local self-governments such that stakeholders employed both subnational administrative units interchangeably. PCA1 was concerned about the conversion of municipalities into whole local self-governments. This respondent argued that with such transformation, there was no territorial space left for the state local administration. This interviewee challenged the presence of both local political entities and questioned the cohabitation and intergovernmental relationships, if any, between the state local administration and the local self-government. PCA1 further questioned the cohabitation between local self-government and traditional authorities' structures.

PPM1 expected the central government to clarify the administrative role of traditional authorities who could not be ignored in the Angolan socio-cultural context. PME1 posited that administrative decentralization, as a process, must be clearly explained and sustained because Angolan public administration inherited local governance based on long-held values and customs from traditional authorities. PME1 and PUN1 suggested that the central government create a flow of functioning information sharing to clarify subnational governments' roles and mandates. PCA2 expected that infrastructures such as justice, law, health, education, and fiscal autonomy, be established

and start working before implementing administrative decentralization for local self-governments to thrive. PUN2 concluded that clarifying different roles and mandates will help the central government define boundaries between its authority and the power transferred to local self-governments. PUN2 suggested that due to the nature and difference of subnational communities, local self-governments must be given discretionary and negotiating powers to position themselves and advance residents' interests.

Summary

This chapter described how this qualitative case study was carried out and findings that resulted from the analysis. I intended to develop an in-depth understanding of decentralization by investigating the potential impact of administrative decentralization on Angolan subnational entities. Two main research questions guided the current study in examining whether administrative decentralization could lead to successful local self-government governance. Research question 1 sought to unveil the decentralization impact administrators perceived and whether administrative decentralization had the potential to foster effective local governance. Analysis of transcripts from interviews and documents revealed that administrative decentralization pilot projects fell short to generate expected outcomes. The current study found that pilot projects were conceived and executed with ambiguity and uncertainty. The top-down and concentrated administration locked the implementation of projects into partisan politics, which excluded citizens' cooperation. Because human resources that were entrusted with the task of facilitating administrative decentralization were recruited under uncoordinated

and unethical processes, people became reluctant to cooperate and project managers became hesitant to foster administrative decentralization. The potential impact of administrative decentralization became insignificant and nil, but the central government kept on carrying on state local administrations affairs under the precepts “business as usual.”

Research question 2 served to develop a fuller description of roles that leaders and followers, chiefly those educated in public administration, could play in fostering administrative decentralization in Angolan local self-governments. Transcripts from interviews and documents were analyzed accordingly. The study found that the central government conceived administrative decentralization without considering residents’ preferences. The study also found that the ruling party used the “majority principle” in parliament and prioritized partisan its interests to the neglect of people’s consensus. The current study found that the central government imported foreign prototypes of local self-governments from African, European and South American countries without considering the specificities of Angolan local realities. The analysis of the data revealed that the central government was marred with corruption, nepotism, and other unethical practices, such that it was difficult for national authorities to make their voice heard in trying to facilitate interactions among stakeholders. Because roles and mandates between state local administrations and local self-governments were unclearly defined, public support of administrative decentralization was low and citizens became uncommitted to foster the project. On the contrary, the study unveiled that valuing residents’ preferences, instilling consensus, and bridging state and nonstate actors’ interests could bring different

stakeholders around the same table and address community issues. The study further revealed that the central government could reach out to other actors in introducing the use of information and communication technology to build citizenship. National authorities could also build moral leadership and followership to sustain the desirability of administrative decentralization to achieve good governance in local self-government.

Based on the analysis of findings, themes that emerged for the discussion were that the central government conceived and implemented administrative decentralization pilot programs with ambiguity and uncertainty. Because of this, the desired impact was perceived to be limited and dependent on several factors such as a lack of visionary leadership and adequate followership. Residents felt excluded in the decision-making process of their communities, which led them to mistrust present and future governmental actions. The central government could embrace appreciation and change, as it embarked with other development partners on networked alliances toward an innovative strategy to build informed and responsible citizens for the welfare of Angolan subnational entities. Chapter 5 discussed emerging themes concerning the scholarship on administrative decentralization and local self-government, and whether decentralization could lead to good governance in Angolan local governments.

Chapter 5: Discussion, Conclusions, and Recommendations

Introduction

The purpose of this qualitative case study was to develop a deeper understanding of decentralization by examining the potential impact of administrative decentralization on the citizens of the Viana municipality and on Angolan subnational governments. The research addressed the perceived lack of effective provision of public goods and services in the Northern Angolan Viana municipality. I sought to consider the importance of successful leaders and followers, chiefly those educated in public administration, to reverse ineffective local governance. Previous studies on the topic affirmed the benefits of decentralization (Ayres, 2017; Dickovick, 2014), while others indicated decentralization drawbacks (De & Nag, 2016; Koelble & Siddle, 2014). The present study addressed the perspective that decentralization was always advantageous and the view that decentralization carried dangers to local governments. The study was conducted with the assumption that the impact of administrative decentralization could depend on the people who, under favorable structural, managerial, and ethical circumstances, must underpin it to generate good local governance. Such people must be predominantly leaders and followers educated in public administration. The following research questions guided this study:

1. How do leaders and followers educated in public administration perceive the potential impact of administrative decentralization to achieve good governance in the Viana municipality?

2. What are the roles of leaders and followers educated in public administration in fostering administrative decentralization in the Viana municipality?

Findings from this qualitative case study resulted from the analysis of interview transcripts and documents. Key findings suggested that the political will for the central government of Angola to decentralize was marred by complexity and reluctance. The findings also revealed that the lack of visionary moral leadership and the high rate of illiteracy limited the population's understanding, which conditioned the success of the process of decentralization. On the one hand, the general population showed reservations to cooperate with the effort of central authorities to promote administrative decentralization. On the other hand, bridging state and nonstate actors' interests in an innovative way to encourage responsible residents was seen as a predicament to be addressed before achieving successful local governance.

Interpretation of the Findings

This section on interpretation of findings was organized around the major themes that emerged during data analysis. I drew inferences based on the perceptions of the interviewees and the content of relevant documents that I consulted on the alleged lack of impact of administrative decentralization on Angolan subnational entities. I interviewed 14 participants in one-on-one natural settings employing six semistructured interview questions. I selected respondents based on their aggregate value in understanding decentralization and administrative decentralization in Angola, and their experience and knowledge of the phenomenon through written and spoken public presentations. In addition, I analyzed documents including the Constitution of Angola, legislation on

decentralization, UNDP reports, and other archival materials on administrative decentralization. I also consulted the field notes I took throughout the study. The themes that surfaced were as follows: (a) ambiguity and uncertainty, (b) limited and dependent, (c) exclusion and mistrust, (d) appreciation and change, (e) networking and innovation, and (f) citizenship and responsiveness.

The findings from this qualitative case study confirmed those in the literature that the impact of administrative decentralization on governance was inconclusive (see Acosta & Tillin, 2019; Benjamin, 2008; Edwards & Yilmaz, 2015). Administrative decentralization could lead to good governance in local governments under appreciative, structural, managerial, and ethical circumstances (Hong & Lee, 2018; Swanson et al., 2010). Specific and favorable conditions must be put in place and enacted within the context of subnational government knowledge, capacity, and access to national expertise. The findings from the current study also extended knowledge in public policy and administration that the potential impact for administrative decentralization depended on leaders and followers, chiefly those educated (see Glaeser, Ponzetto, & Shleifer, 2007; Glewwe, Maïga, & Zhen, 2014; Janssen & van der Voort, 2016; Teferra & Altbach, 2004) in public administration, to sustain such a policy in local governments.

Two theoretical frameworks, path dependence theory and appreciative inquiry theory, informed and guided the current study. The findings were analyzed and interpreted in the context of the two theoretical frameworks to answer the two research questions. Although each theory has its philosophical underpinnings, I employed a complementary approach to combine both theoretical frameworks (see Cairney, 2013;

Cairney & Heikkila, 2014) to generate a deeper understanding of administrative decentralization and how it could foster effective local governance in the context of Angola. The six themes that emerged from the data were clustered into two groups. The first set of three themes related to path dependence theory, while the second set of three themes corresponded to appreciative inquiry theory.

Ambiguity and Uncertainty

This theme confirmed knowledge in the literature that governments make public policies under conditions of ambiguity and uncertainty (Cairney, Oliver, & Wellstead, 2016; Nair & Howlett, 2017; Winkler, Kuklinski, & Moser, 2015; Zahariadis, 2014). Although conventional wisdom situates governments as the main actor to make policies, national polities continue to lose sovereignty in making informed decisions to address societal issues, particularly at local levels (Homsy, Liu, & Warner, 2019). The central government must work collaboratively with other actors to find sustainable solutions in local governments. In decentralization, the policymaking process takes place in multilevel environments with elected, nonelected, state, and nonstate stakeholders attempting to achieve and share public value (Homsy et al., 2019; Pierre, 2019). Policymaking occurs through networks. Ambiguity and uncertainty (Cairney et al., 2016; van Asselt & Renn, 2011) undermine the decentralization process to bring about good governance.

Ambiguity connotes a variety of perspectives that define a concept, whereas uncertainty relates to the imprecision in predicting the outcomes of a phenomenon (Zahariadis, 2014). With ambiguity and uncertainty, administrative decentralization as a

worldwide strategy has been conceptualized and implemented differently, yet its outcomes have been minimal or insignificant, such that some countries recentralized or deferred decentralization (Lewis, 2014; Smoke, 2015; Wunsch, 2013). In the current study, PCA and PPM1 underscored a decentralization conceptual ambiguity. Both participants circumscribed the Angolan understanding, and therefore the usage of decentralization and its derivatives, to Lusophone scholars who narrowed its meaning to local self-government, *autarquia*, or local autonomy. All of the 14 interviewees used terms, such as decentralization, administrative decentralization, fiscal decentralization, local autonomy, local government, and political decentralization to refer to the same concept of local self-government. During the national debate over the constitutional provision of gradualism, this ambiguity led participants to uncertainty and reservation as to the potential outcomes of the forthcoming design and implementation of decentralization in Angola.

Limited and Dependent

All of the 14 respondents indicated that the level of education of the population was low and the understanding of administrative decentralization was limited among residents. Furthermore, participants admitted that administrative decentralization was a public sector policy emanating from Western contexts and its impact could be dependent on realities not yet tested in Angola. These observations supported findings in the literature that decentralization was limited and dependent on central governments that transferred resources based on their “strategic calculations to preserve power” (Riedl & Dickovick, 2014, p. 322). Subnational polities lacked resources, and incumbent national

governments used decentralization by transferring limited authority to local governments. (Riedl & Dickovick, 2014; Smoke, 2015) Subnational entities became dependent on the central government patronage. Administrative decentralization, however, must be implemented in conjunction with fiscal and political dimensions of decentralization. (Smoke, 2015). Effective administrative decentralization requires financial and political commitments from national authorities.

Exclusion and Mistrust

This theme confirmed knowledge in the discipline of public policy and administration that poorly designed and implemented decentralization in local governments could cause elite capture, which could lead to social exclusion and political mistrust (see Imai & Sato, 2012; Malesky et al., 2014; Persha & Andersson, 2013) of residents. Local elite capture was understood in the current study as a deliberate political undertaking by which individuals with distinguished authority took unfair control over public resources for personal gain (see Persha & Andersson, 2014). There is a generalized view that decentralization is related to local elite capture insomuch as the lower the level of government, the greater the extent of capture by vested interests (Bardhan & Mookherjee, 2000). Residents must be knowledgeable of and have access to policymaking, implementing, and evaluating processes to minimize the risk of elite capture.

In practice, marginalization and inequality create an environment conducive to social exclusion and citizens' mistrust. The 14 respondents noted the presence of counseling and social consultation units in municipalities; however, these arrangements

lacked participatory initiatives. PLG2, PMA1, PCH1, PPO1, and PCA2 suggested that the central government establish functioning platforms of networking for citizens to interact and produce ideas and initiatives for community development.

Seen under the prism of the theoretical frameworks used in the current study, the first set of three themes summed up patterns of path dependence theory. Policymakers invest considerable resources in setting and formulating the agenda of any public policy, including decentralization, amid available alternatives. They do so with the use of past events, habits, and favorable circumstances to maximize and sustain policy choices and directions for “regime maintenance and partisan power” (Dutil, 2014; Riedl & Dickovick, 2014). Decentralization has become a new strategy for central governments to perpetuate power. Decentralization was chosen to transfer autonomy from the central government to empower subnational entities, in reality, national authorities found in it an incentive to maintain their centralized governance. Once a path dependent policy has been established, it becomes limited to the decisions made in the past, as the costs for reversal, which include “the uncertainty costs and the ambiguity of returns, are allegedly higher than the relative advantages of the situation” (Khalil, 2013). This limited and dependent nature of public policy often leads to excluding actions and decisions that could have been part of the agenda to address public issues effectively. Understanding these dynamics “shaped by past events and outcomes” (Tonts, Plummer, & Argent, 2014) is necessary to help explain the stability of public policies in local governments, including the perceived reluctance to implement policies that could improve the living conditions of the citizenry.

Despite the alleged continuity of public policies and their increased positive feedbacks, path dependent institutions are not permanent or static, as “critical junctures” (Pierson, 2000) could trigger change even under unanticipated circumstances.

Appreciation and Change

This theme derived from the perspective of the appreciative inquiry theory used in the current study that underscored the importance of valuing “what worked well in people and organizations, leading to an appreciative organizational change” (see Cooperrider & Whitney, 2016). In public policy and administration, appreciation and change were advocated in community administrators who valued solutions and got results (Lewis & Roney, 2013). This theme confirmed knowledge in the discipline that central and local governments needed leadership and followership centered on appreciation and change to articulate sustainable direction and vision through the engagement of the whole system (see Whitney & Trosten-Bloom, 2013). All of the 14 respondents anticipated that national authorities create an environment conducive to bring government closer to residents. Participants advocated that leaders and followers and other stakeholders in the decentralization process keep a constant dialogue among themselves to foster appreciation and change in local communities.

Networking and Innovation

The purpose of the current study was to understand whether decentralization could lead to good governance. Good governance was conceptualized as a process of integrating state and nonstate actors in the generation of policies to deliver effectively public goods and services to residents. Because governance encompassed the

participation of those affected and interested (Fung, 2015; Nabatchi & Amsler, 2014), networking and innovation were required to enhance collaboration. This theme confirmed knowledge in public policy and administration that central and local governments used networks as collaborative arrangements and innovation as new strategies for delivering effectively and efficiently public goods and services (Sørensen & Torfing, 2017; Sørensen & Waldorff, 2014). The 14 interviewees indicated that there was a lack of a collaborative mindset between current leaders and populations. The lack of fruitful interactions hindered new ideas of doing things from emerging. Participants suggested that the central government create a collaborative and innovative environment to promote good governance in local governments. In the face of the Angolan centralized public administration, the 14 respondents argued that shared leadership and followership must be put in place (Currie, Grubnic, & Hodges, 2011) to overcome the hidden barriers to networking and innovation for the populations' well-being.

Citizenship and Responsiveness

Citizenship and responsiveness are tools of good governance and both terms are related to decentralization. On the one hand, citizenship was understood through some dimensions such as “status, rights, and identity” (Joppke, 2007), with rights giving rise to public participation. Citizenship was understood as a transcendental concept and must include the whole community in attempting to find collective solutions. Citizenship and political participation were constitutionalized (Constitute Project, 2010), however, there was a lack of incentives for public participation of residents in their communities. On the other hand, responsiveness could indicate a practical and direct relationship of effective

service between public institutions and citizens (Liao, 2018). Administrators must have the potential to facilitate coordination and collaboration between public participation and institutional arrangements to support local governance. Public goods and services could be effectively delivered for the residents' benefit, (Cárcaba, González, Ventura, & Arrondo, 2017) if and only if all affected were involved directly or indirectly in the policy-making process.

All of the 14 participants recalled the colonial public administration and underscored the exclusion of the majority of the Angolan people under the system. From independence to date, the Angolan centralized national administration failed to effectively address issues affecting local communities. Interviewees held the view that the central government must create the necessary environment for administrative decentralization to facilitate a holistic collaboration of subnational stakeholders. Respondents claimed that the Angolan people must exercise their citizenship through appreciative participation in the affairs of their communities. Interviewees suggested that public institutions must deliver on their promises to bring public administration closer to residents. This theme confirmed and extended knowledge in the field that citizenship and responsiveness were required to address and respond to issues of capital importance through collective decision-making processes for the residents' well-being (Jun & Bryer, 2017; Nabatchi & Amsler, 2014). Citizenship and responsiveness, when effectively exercised, could contribute to foster local governance.

This second set of three themes encapsulated the tenets of the second theoretical framework, appreciative inquiry theory that I employed in the current study.

Administrative decentralization was sometimes conceptualized as a process, however, it must be consolidated over time to bear fruit. Decentralized communities have an opportunity to embrace appreciative inquiry practices to achieve collaborative governance. Leaders and followers should be taught and trained appreciatively to facilitate a successful implementation of decentralization. Subnational governments or any other institutions could not, by themselves, address the everyday changing and complex life issues that citizens face. Subnational entities must break the traditional administrative architecture and foster new participative governance (Lewis, & Roney, 2013). By valuing residents' preferences, facilitating and strengthening interactions, and creating responsible citizens, public administrators could be creating incentives for effective collective local governments.

Appreciative inquiry-based practices were viewed as Western-centric oriented, however, its 4D cycle (discovery, dream, design, destiny) could be traced back to African roots (Jacobsgaard, & Bukashe, 2019). Angolan public administrators have the potential to exert appreciative leadership and followership on their local communities. Leaders and followers, mainly those educated in public administration, could learn to facilitate the creation of appreciative and connected local self-governments throughout the country. In advancing the Walden social change value, I planned to communicate my findings to Angolan relevant decision makers.

Limitations of the Study

As described in Chapter 1, the current research was based on a qualitative case study design with the researcher as the main instrument for gathering, analyzing,

interpreting, and reporting data. Personal bias and subjectivity were recognized during the research process (see Cope, 2014; Creswell, 2013). To reduce bias and subjectivity and to confirm study findings, I maintained neutrality during the research process by using some strategies such as rich and thick description, member-checking, and triangulation (Creswell, 2013; Morse, 2015). These techniques contributed to maintain the credibility of the study. To complement the understanding of the impact of administrative decentralization, a quantitative approach could help shed more light on decentralization outcomes' influencers (Martinez-Vazquez & Lago-Peñas, 2017). A holistic measurement of decentralization should consider its varied dimensions.

It is worth recalling that when the Angolan civil unrest ended in 2002, insurmountable postconflict challenges remained and other complex community issues emerged. Institutional mechanisms such as administrative and political decentralization became constitutionalized (Constitute, 2010). Decentralization, however, is a multidimensional process that encompasses administrative, fiscal, and political aspects. Decentralization could flourish under favorable conditions with the intervention of leaders and followers, predominantly those educated in public administration, to generate good governance. In the current study, however, I only strove to build on administrative decentralization understanding. Development and governance policies not related to the present qualitative case study were not covered.

Another constraint was related with the scarcity of the material on decentralization from the African perspective. The mainstream literature on administrative decentralization has been written by Western scholars whose viewpoint

did not reflect the sub-Saharan African reality. Scholarship on administrative decentralization in Angola was non-existent, and the scant literature often reflected Portuguese perspectives.

I employed a purposeful sampling to deliberately select knowledgeable participants from whom I elicited valuable and relevant information to guide the study (see Patton, 2002; Roache & Kelly, 2018). One key limitation in the research was the use of only one municipality out of the 164 subnational entities existing in Angola at the time of the writing of the current study. Despite this limitation, research findings could provide awareness and be reference material for stakeholders such as researchers seeking to affect positively policymaking process about administrative decentralization.

Recommendations

The Parliament of Angola constitutionalized in 2010 administrative decentralization alongside political decentralization to promote democracy in local governments. Before this, Angolan authorities in conjunction with international partners embarked on pilot projects of designing and implementing administrative de-concentration and decentralization in specific municipalities throughout the country. The government of Angola requested also assistance from the World Bank to implement the decentralization program. Based on these pilot projects and initiatives, the desired impact of administrative decentralization on municipalities was inconclusive. Citizens perceived an alleged reluctance from the national government to formally design and implement administrative decentralization throughout the country. This prospective research attempted to investigate the perceived lack of impact of administrative decentralization

on Angolan subnational entities. I examined the importance of effective leaders and followers, chiefly those educated in public administration, to change this trend.

In the current study, I found a positive link between decentralization and good governance, but only when contextualized under specific circumstances. Beyond partisan politics, these conditions include democratic, functioning local entities and institutional arrangements for accountability; appreciative leadership and followership to provide local managing and administrative expertise; and, effective community collaboration through citizenship and responsiveness. As to appreciative leadership, it is worth mentioning that study participants underscored the role and relevance of traditional authorities. Traditional power was constitutionalized and the central government had the opportunity to create a definite framework that governed the functioning of sound relationships between local self-governments and traditional authorities, and between these and residents. Throughout the study, it turned out that decentralization was conceptualized as per Portuguese scholars, even when the Angolan populace perceived a lack of practical understanding of the phenomenon. Decentralization, as per Western-centric perspective, should not be viewed as universal and easily diffused across other sociocultural contexts, including Angolan local governments. Lessons learned from pilot programs and other countries' experiences had their own value. Outside experiences must be interwoven with Angolan administrative traditions, sub-national cultural peculiarities, and public contributions to help design a broad and adaptive decentralization framework for Angolan local governments.

Recommendations for Action

Angolan citizens have the right to enjoy a quality of life in a way that corresponds to economic and sociocultural potentialities of the country. The persistent poverty, the unequal distribution of income, and the administrative and political corruption, deprive the Angolan population from living a decent life and exclude citizens from participating in the Angolan development (García-Rodríguez, García-Rodríguez, Castilla-Gutiérrez, & Major, 2015; World Bank, 2019). In cognizant of this reality, the Angolan Parliament passed a constitution, adopted a series of laws, and the central government requested technical and financial assistance from international partners to carry out its decentralization agenda. Political will alone is not enough for decentralization to generate the desired well-being. The delivery of public goods and services in subnational governments can become effective when certain conditions are met (Sujarwoto, 2017). Findings from the study revealed that elected and functioning local entities with adequate funding, appreciative leaders and followers, mechanisms of accountability and checks and balances, citizen participation and community social capital, must be put in place for decentralization to work. The central government should open up to other state and nonstate actors to design a holistic framework for effective provision of public goods and services.

Interviewees in the current study acknowledged that the central government made important strides to improve human resources quality and capacity. Angolan local governments continue to suffer from an acute lack of qualified and specialized public servants. National authorities should, therefore, prioritize long-term investments to foster

the quality of education and health to produce competent, skilled, and trained workforce to minimize the syndrome of foreign assistance dependency.

State and nonstate partners such as the private sector and the civil society should continue to advocate for an inclusive decision-making culture to make the voice of the citizens heard. An effective delivery of public goods and services must be first and foremost the business of those affected in local governments.

Recommendations for Further Study

Based on the findings of this research, two areas of study could be further investigated. First, the Angolan National Assembly constitutionalized administrative and political decentralization without any reference to fiscal decentralization. A sound and adequate fiscal system, however, is a prerequisite for the success of local governments. Because no local revenue system has never existed in Angola and the scant literature on the impact of fiscal decentralization has been inconclusive, a study to investigate the underlying assumptions in favor or against local autonomy could put forward the mechanisms of administering successfully subnational entities. Second, as Angolan subnational entities are modeled after the Portuguese theorizing and underpinning of decentralization, I argue that a study be conducted to fully understand as to whether such Portuguese framing can generate effective local governance in the Angolan context.

These topics have been included for recommended action and further research in the frameworks of public sector reform, public leadership and management, effective delivery of public goods and services, and local governance. The current study could be used as a prototype for such further research designed to find meanings and answers to

the above concerns and the ever-changing demands of residents. I recommend the present study to Angolan policymakers, academics, and other stakeholders as they strive to consider administrative decentralization as a tool for good governance in Angolan local governments.

Implications

Understanding the causes of the alleged lack of the desired impact of administrative decentralization in developing nations, in general, and Angola, in particular, is rewarding. Addressing the issue of ineffective delivery of public goods and services in local governments has undeniable implications for positive social change. The extant mainstream scholarship on decentralization was incomplete and inadequate. On the one hand, advocates posited that decentralization was always profitable. On the other hand, opponents underscored the negatives of decentralization. The current study filled a gap in the literature by unveiling that administrative decentralization could lead to good governance when specific conditions were met. Particular conditions such as democratic local entities and accountable institutional arrangements, appreciative and ethical leadership and followership, and, effective and collaborative community, were prerequisites to a successful subnational governance.

The findings, if purposely applied, could lead to positive social change. The newfound understanding of administrative decentralization unveiled indispensable principles for success. The new understanding entailed some propositions such as leadership and followership, ethical behavior and practice, community living, and, public participation. By deliberately implementing those tenets, ethical administrators could

facilitate the generation of a new awareness of administrative decentralization, as a strategy for good governance in Angolan local governments. At an individual level, the relationship to positive social change is that by deliberately tapping into the new knowledge, each informed citizen may become an agent of change.

Another implication for positive social change is that effective leaders and followers, chiefly those educated in public administration, may help residents to understand the true meaning of community living. Ethical administrators may promote cooperation and coordination for local populations to build trust through sustained mentoring and coaching for them to participate in the local decision-making process with a new mindset. Further potential to generate positive social change may be seen in organizational settings where municipal innovation, networking, and responsiveness may improve interactions with other subnational entities.

The next implication toward positive social change may be seen at a societal level. Learning institutions, political parties, civil society, and other international partners may empower people to grow toward ethical and appreciative leadership and followership. The findings may be used as a prototype for other researchers to expand on them and generate new ideas for success.

At a broader level, the current study aligns with a number of the “United Nations Sustainable Development Goals (SDGs), particularly SDG 4, SDG 6, SDG 7, SDG 11, and SDG 17” (see Swamy, Drazen, Johnson, & Bukoski, 2018). This research is in harmony with the desire to foster and sustain citizen’s well-being in subnational governments. “SDG 4 aims at promoting inclusive and quality education and target 4.7

fosters citizenship and appreciation” (Filho et al., 2019). The implication toward positive social change for SDG 4 is a direct impact of effective leaders and followers trained to facilitate successful local governance. “SDG 6 and SDG 7 seek to provide secure access to water and energy and targets 6.8 and 7.1 ensure the participation of local communities to improve water and sanitation management and modern energy services” (Swamy et al., 2018), respectively. The implication toward positive social change for SDG 6 and SDG 7 rests on changing bad practices into sound water and energy resources management. “SDG 11 aims at making cities and communities sustainable and target 11.6 preserves quality air and ensures municipal waste management” (Swamy et al., 2018). The potential for positive social change rests on making local governments foster policies that support healthy and living environment. “SDG 17 seeks to improve access to technology and knowledge to share innovative ideas and target 17.17 enhances effective multi-stakeholder partnerships” (Filho et al., 2019; Swamy et al., 2028). The current study may be used as an instrument for promoting a culture of shared responsibility and a collaborative governance.

Conclusion

The purpose of this qualitative case study was to develop a deeper description and analysis of decentralization by providing a clear understanding of the alleged lack of desired impact of administrative decentralization on subnational polities. In the current study, I sought to put forward the ineffective delivery of public goods and services in the Viana municipality by investigating the roles of effective leaders and followers, mostly those educated in public policy and administration, to help reverse this trend. I strove to

unveil the alleged lack of impact through the theoretical lenses of Pierson's path dependence and Cooperrider's appreciative inquiry. I made use of 14 seasoned participants recruited from different backgrounds of the Angolan society and deliberately selected based on their aggregate value, experience, and knowledge of decentralization. I also purposefully designated documents for the study. Perceptions of the alleged lack of the desired impact reflected six themes: (a) ambiguity and uncertainty; (b) limited and dependent; (c) exclusion and mistrust (d) appreciation and change; (e) networking and innovation; and (f) citizenship and responsiveness. Participants argued that adaptive, educated, and ethical leadership and followership were instrumental to facilitate collaborative networking and policymaking in local governments.

Findings from the study suggested that administrative decentralization was a context-oriented policy. The current study revealed that some imperatives such as democratic subnational polities and accountable institutional mechanisms, appreciative and ethical leadership and followership, and effective and collaborative community, could have the potential to help administrative decentralization achieve good governance.

The outcomes of this qualitative case study could be viewed as a solid framework and opportunity for further research. The findings could help identify other underlying factors to help policymakers, civil society, and other stakeholders design and implement collaboratively administrative decentralization tailored to Angolan residents' preferences and demands.

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Appendix A: List of Acronyms Used in the Study

AU African Union

CPPPGL Research Center of Public Policy and Local Governance

ECCAS Economic Community of Central African States

IRB institutional review board

MDP Municipal Development Plan

MPLA Movement for the Liberation of Angola

QDAS qualitative data-analysis software

SADC Southern African Development Community

UNDP United Nations Development Program

UNITA Union for the Total Independence of Angola

Appendix B: Interview Protocol

Decentralization and Good Governance in Angolan Local Governments

Time of interview:

Date:

Place:

Interviewer:

Interviewee:

Position of interviewee:

Brief description of Study:

Questions:

1. Describe your understanding of administrative decentralization
2. What are the possibilities, current and/or future that provide opportunities for effective local governments in Angola?
3. What are the organizational best practices that may foster Angolan municipalities to provide public goods and services?
4. Why do you think an effective and innovative public administration may help the Viana municipality deliver healthy and vital public goods and services to its citizens?
5. What are the roles of leaders and followers educated in public administration to foster administrative decentralization in the Viana municipality?
6. When is it convenient to implement administrative decentralization?

Appendix C: Document Review Protocol

Decentralization and Good Governance in Angolan Local Governments

Documents Selected	Document Review Process
<ul style="list-style-type: none"> • Constitution of Angola • Legislation on local government • UNDP publications on decentralization, administrative decentralization, civil service reform, and public administration in Angola • CPPPGL publications on decentralization, administrative decentralization, and public administration in Angola • Other relevant publications on decentralization, administrative decentralization, public administration, and local governments in Angola 	<ul style="list-style-type: none"> • Identifying existing documents <p data-bbox="885 506 1421 541">Gaining access to identified documents</p> <p data-bbox="885 579 1421 615">Purpose and nature of documents</p> <ul style="list-style-type: none"> • Accuracy of documents • Summary of review