

Research Article

MANAGEMENT OF THE TEACHING CAREER OF HIGHER EDUCATION IN ANGOLA: A MAKING DECISIONS PLOT

*Tuca Manuel

Katyavala Bwila university, Benguela, Angola

Received 14th May 2020; Accepted 11th June 2020; Published online 30th July 2020

ABSTRACT

Management of the teaching career of higher education in Angola: a plot of decision-making is an excerpt from the research under the doctorate in educational sciences, specializing in sociology of educational administration, from the University of Minho/Portugal. The objective was to understand the manifestations of the university's organizational culture from the decision-making process related to the implementation of the teaching career statute (ECD). Because, methodologically, to study and understand the school it is necessary to focus on people and define a paradigm that allows the relationship between culture and organizations. As a set of functional framework and professional development codes, ECD was the focus of qualitative research characterized by the deconstruction of rationalist instrumentalism. The interviews carried out, the questionnaire survey on the Likert scale and the informal conversations resulted in the understanding that the materialization of theories of social reproduction in organizations is embodied in organizational socialization. This is permanent and is scarcely constrained by bureaucratic rationalism, because new generations are accepted or denied, according to whether or not they adopt the practices and logic of previous generations, except for the intervention of third supra-organizational actors.

Keywords: Teaching career. Organizational culture. Decision-making. Higher education

INTRODUCTION

The thematic approach related to decision making in educational organizations, represents psychologically and sociologically, a component that is prior and also subsequent to the definition of organizational objectives. This stems from the fact that the tendency to maximize decisions is related to its usefulness, as being "everything that can serve man" (Pereira, 2008, p. 332). As the utility for man is not immutable, there is, therefore, the space to understand that any decision will always be possible and temporarily satisfactory. Understanding the correlation between organizations and the decision-making process is indeed complex, essentially for the specific case of the school in which the analytical/interpretive dimension reflects multiple organizational images (bureaucratic, political, ambiguity and cultural). Each image will embody a specific way of making decisions, which in turn, this process will embody the characteristics of each organizational image. This hybridization and simultaneity of construction and perception of organizations, helps to understand equally, the prevalence of the three institutional models of management defined by Lima (1996) within the university. the author identifies in his text based on the portuguese reality entitled the accounting education paradigm, three institutional models of university: (i) the corporate model; (ii) the political-participatory model and; (iii) the managerialist model. For this reason, the phonics and spelling of the terms are not sufficient to label the characteristic type of action organization in terms of the model of the public university of Angola since its creation in this part. As of 2009, the so-called Agostinho Neto University, is split into 7 others by virtue of Decree No. 7/09 of 12 May, which establishes the reorganization of the network of higher education institutions and the resizing of the Agostinho University (UAN).

This remaining for the provinces of Luanda and Bengo, but in substance and, in this transition phase, all the norms and practices of the new Universities reflect the UAN ethos. In practice, the university has been experiencing all the managerialist models concomitantly regardless of the state's political changes. The shift towards the Rule of Law and Democratic and the legislative conformation of the university to a tendentially participatory political model supported by Decree 60/2001, of October 5th, as well as the subjection of the university from 2009, to the model of sustained Corporate inclination by Decree 90/09, December 15th, in practice they did not fail to express the coexistence of the three institutional interpretative models of management. This coexistence of models will also sustain the models and decision levels in a hybrid way, depending on the horizon of action, the circumstances and the degree of individual independence of university actors. The good or bad quality of decisions will depend not only on suitability for organizational objectives, but also on the contexts of action and environment. This interpretation is related to the fact that there is no monolithic and universal decision-making model capable of making one understand, by itself, the aspects considered essential for a given organizational option, due to "limited rationality" (Simon, 1960), organizational processes. The present review interprets the rationalities that anchor decision making at the public university of Angola, either as creative thinking, as problem solving or as creative action that anchors the statute of the teaching career not only in terms of process, but also in terms of outcomes.

Theoretical reflections on the decision-making process

Alongside the interest of psychologists or scientist's studies on decision-making started out as central to economists, political scientists, managers, sociologists and statisticians. Much of

what exists in descriptive theory and experimental work on decision-making will have been developed by economists, who developed the so-called "consumer choice theory" (Taylor, 1965). The "consumer choice theory" tried to differentiate decisions, namely: (i) decision under certainty, (ii) decision under risk and (iii) decision under uncertainty. The first typology reflects, not only the decision itself, but also the deep knowledge of the alternatives of choice and the specific result to produce. The second corresponds to the variation in the knowledge of the alternatives for each decision, as well as the relationship of the alternatives with a specific set of possible results that may occur. Finally, the decision under uncertainty is related to the probability that the specific results are little known or perhaps meaningless.

In addition to the prescriptive character that previous studies attributed to decision making, Taylor (1965) considers that mathematical statisticians, operations analysts, management scientists and economists created models in orientation such as statistical decision theory, linear programming, game theories, in a kind of auxiliary tools for decision making. The games, according to the author, were not intended to predict individual behavior, but served to define the optimal strategic option in the different circumstances of decision making. This approach is contradictory to Herbert Simon's (1960) limited rationality, which refers to the possible options of managers in solving certain problems. Recognizing that the economist is rational in that he tends to weakly order the states from which he can and, makes his choices aiming at maximization, Bentham & James Mill (1821) quoted by Taylor (1965: 49) refer that "The goal of human action is to seek pleasure and avoid pain". The often unintended tendency to shy away from becoming aware of the need to decide comes up against the depth required for decisions, since, according to Ramos (1996), "Decision making does not correspond to an attitude that occurs at a certain moment. It results from a complex process that has been built up through successive steps" (idem, p. 26). Thus, not deciding is also a way of making a decision because it results from attention to the problem, to the actors and to the satisfactory organizational solution.

It will be through the theory of consumer choice that the classic economic logic will be criticized by Herbert Simon (1960, p. 198), due to the reductionism of perceiving decision making as the description of decision makers in organizations. The author also understands that for the decision making it is useful to distinguish between the role of facts and values, therefore, in the scope of decision making these two factors cannot determine to the same extent the generation of the intended results with the decision. Taylor (1965, p. 48) debates with some rigor the frequent ideas of conceiving in some cases, the process of making decisions, as a problem solving process and in others, as a creative thinking process about problem solving. The author believes that not infrequently, creativity has been supposedly defined as the only process for decision making, but that in reality, the important processes for solving problems are also important in decision making, or in creative thinking. The distinction between the three parameters is necessary to be made not so much in terms of process, but substantially in

terms of product. The suggestion to approach decision-making as creative thinking and as problem solving regardless of the desired results, constitutes an apology to Simon's limited rationality (1960) in the perspective of process because there are several possible causes and paths that lead to taking decisions. If the causes can be missionary, emotional and interest calculations, the routes range from the choice of options, to the control of alternative behaviors. The institutional determinism of intended results is often intertwined with collateral results, often socially and organizationally undesired, justifying the theory of Simon (1989, p. 4) that "the manager does not maximize, makes decisions that satisfy him, finds acceptable solutions to well problems real. It focuses on satisfactory alternatives" through models and decision levels. Interpreting Taylor (1965), Young (1966), Simon (1989), Lima (1998), Ramos (1996), Fonseca (1998) and Laroche (1994), it is perceived that while the decision models are the reflection of the images bureaucratic, political, organized and cultural anarchy that shape organizations, the decision levels will constitute the functionalist dimension, the mobilization of the formal structure and the academic dimension, the global recognition of the capacities of the organizational actors in decision making.

Statute teaching career as an organizational decision

Angolan university history begins with the colonial administration anchored mainly in a vertical decision-making structure of the bureaucratic rational model (decree n° 44.530/62, of August 21st that creates the General University Studies). But in November 1974, it was attempted to suggest to the University of Luanda self-governance by posting the following democratic bodies, namely: (i) Magna Assembly; (ii) University Council; (iii) Executive Committee; (iv) Administrative Council. However, it will not be long before it turns out that democratic management was only of interest to the actors when it suited each group, not taking into account divergent opinions or majority rights, since only the hegemonic groups themselves capitalized on importance. The implementation through the configuration of Decree 60/2001 of electoral processes for the governing and administrative bodies of the university (rector, general assembly, senate, deans of the organic units and respective assemblies) conferred broad powers to these bodies in matters of scientific forum, pedagogical administrative, financial, curricular. From this legislative decision, the recognized bodies were expected to decide on the design of a viable teaching career statute to ensure the real and legal fulfillment of the university's mission beyond complaints about conditioned autonomy. Why summoning Lima (1998):

The self-organization of school management represented the most salient fact and the fulfillment of a prerequisite (although not the only one) for other possible forms of intervention, with self-managed outlines, in the pedagogical domains (p. 235). However, university actors were required in the first place to "develop the pedagogy of autonomy" (Barroso, 1996) and the State to preserve and increase its regulatory role (idem), preventing the elected bodies for university governance from

establishing themselves as sovereign legislative bodies. For example, in deliberation N° 012/SU/ 2004, the university's senate approves a version of the Teaching Career Statute suggesting that it be implemented without approval by the National Assembly. It was a participatory decision that was seeking to be legitimate, but constitutionally illegal, whose practical assessment reflects inconsistencies as confirmed by the following testimony:

The autonomy of the University exists in the first place to allow that it does not have great limits and it reveals all the creativity possible to exploit the knowledge to the maximum in all senses. [...] The principle of democracy so distorted, such a distorted understanding of this principle and the others, that interest groups have been created and that are guided by interests, which have nothing to do with academic objectives (XSL). As not all the satisfaction envisaged by the decision maker can fully represent the interest and anxiety of the other members of the organization or society in general, the impact analysis diagrams define numerous possibilities of effects resulting from an option that is supposedly positivist or constructivist a priori. When mentioning alternatively the degrees of master and doctor to provide the categories of assistant and associate professor, the statute of the teaching career generates a certain ambiguity whose normative "sadism" often tries to overcome, privileging the highest academic degree without properly articulating the other criteria. When articulation occurs, priority is given to the time that the subject takes from obtaining the academic degree without observing the results generated with the degree.

The empirical dimension combined with the general theory of thought tends to assist decision making with the determination of the degree of difference or similarity of the processes involving these forms of thinking (Taylor, 1965: 48) including the respective rationalities. The following statement expresses some disconnection in this dimension:

[...] Equal time and the same qualifications and evaluation, then research is used, other works, for example research work, those with more research work, especially those who make publications, those who often participate in seminars, in forums [...] even national [...] and then the length of service and age also counts [...] age often also counts [...] older age (XCELG).

None of the articles in the teaching career statute contains the candidate's age, however the practical application has suggested such a dimension, which is a reflection of the domestic world that "highlights the codes of honor, the duties towards the elderly and respect for the tradition" (Estêvão, 2003: 22). For this reason, the forms of thought are shaped according to Ouchi (1986) due to the difference of national or local tradition represented by the types of organizations in A, J, X and Z, as these constitute organizational forms of societies that express identity organizational and power. The decision-making approach in organizations immediately reflects the deep structure of societies, due to the fact that organizations represent cultural phenomena, as debated by Smircich (1995) and Morgan (1996). These authors admit that both

organizations and management are also elevated to the category of cultural value, as they represent the symbolic expression of the social, the economic, the technological and also the political. As an example and summoning (Ouchi, 1986), the decisions of type A organizations favor heterogeneity, mobility and individualism, something that type J organizations could consider lack of thought and rationality, for neglecting homogeneity, stability and collectivism, as expressed in the following detail regarding the admission of professors to the university:

First we will leave where he works, if he works in a place [...] the degree of kinship, this all plays, where he came from, who he is, [...] in addition to other criteria that are mentioned in the official document for the evaluation of the entry of the employee. This is logical. It is not even pressure, the society itself, the movement of personnel involved is what suggests that this is so, this is so and is so. And, you cannot exclude that within our territory. It is true within our territory - you are not going to exclude the son of the Governor's brother to put a peasant. [...] This is the practice in all Ministries (XCEC).

If a decision in organizations formed by theory Y recognizes people as responsible and hardworking, needing only support to move forward, organizations in theory X defend from the outset as an aberration, time expenditure and nonsense, because they consider people to be lazy, irresponsible and only watched can produce results. If for type A organizations, the announcement of unemployment will represent the result of a natural thought of social mobility, in organizations "type Z that tend to have a long-term employment system, often for life" (Ouchi, 1986: 73), will evidently be a social fatality. This argument justifies the domestic world's attachment to normativism centered on length of service and / or permanence in the category, which is not always proportional to the production required for the university, as the following testimony reveals:

I can introduce you to a driver who says he has twenty years of experience, but twenty years of experience driving the *candongueiro!* [...] There are twenty years of experience that say nothing yet, [...] it is necessary to qualify those years of experience because maybe we are still doing things badly for twenty years (XSL).

Prescriptive and functionalist approaches do not cease to prescribe decision-making mechanisms for solving problems, but in the end, they have never escaped the trap of metamorphosing the organization to the limitations of its theorists in terms of freedom, skills and competences with fear of being victims of their own recipes. For example, Wilson (1993, p. 27) addresses that "Many organizational development experts can give examples of senior managers who tried to bring about change and found themselves out of a job six months later". The apology that "[...] individual freedom exists only when people willingly subordinate their own interests to social interest" (Ouchi, 1986, p. 67) reflects that making decisions requires, in addition to power, some freedom and, both are subordinate to a certain extent to the general interests

of society. Therefore, Meny & Thoenig (1992) believe that the subjects who decide are the holders of true power, implying at the outset, the commitment to tradition as argued by Dahl (1963). This author considers that the decision maker is not alone and is not omnipotent, but is conditioned by the surrounding society and is subject to the game of political society. It is perceived that the intensity of subjection of the decision-maker is dependent on his degree of freedom, which is anchored in his socio-professional trajectory. The conception of a teaching career statute tended to be rigorous, which includes, in particular:

The true teacher dedicated to the institution of higher education, dedicated to the development of students, that teacher, the depository of knowledge that will be sought at the university (XSL). It reflects the image of a decision maker with a social and professional trajectory overflowing with autonomy and independence of conscience, that is, his decisions are rarely driven by extremist rationalities of complacency or reprisal.

Teaching career statute (ECD) as a decision model

Young (1966: 7) conceptualizes the decision-making model as “a construction, or representation that shows how decisions are to be made” and goes on to make an analogy to constitutional laws, as also being decision models. This is, in principle, the logic of the current review, which takes the ECD as a norm that allows deciding on the admission and promotion of the teaching staff that is both the board of governors and administrators of the university. The current statute focuses on the academic degree and length of stay in the category as essential decision criteria for promotions, including the average of fourteen values for graduates who enter university teaching. An option that tends to result from the identity of homogeneity and the consensus that shapes decision makers, and a skillful way to get around controversies, as reflected in the following statement: “Of these criteria, the least controversial are the academic degree and length of service in the category. These two items are very important” (YCIL). The integrating identity of ECD is also a reflection of bureaucratic prominence in expressly interactive processes and with an innovative mission, tending to list criteria that are easy to measure. However, there is little relationship between time and productivity, as well as between school grades and the real performance of the graduate, as confirmed by the following observation:

[...] I think there is a lot of bureaucracy. [...] The average fourteen is required, but not always the average fourteen is the best! [...] I have seen student monitors sometimes, with an average of twelve, who have that one, [...] they give practical classes and, it is noted that it is better, they explain better than the conductor who is an associate or holder, or who is an assistant professor. [...] I think that people cannot be measured by the grade! It is due to the ability to transmit knowledge (YDL). The ECD, focusing on time, tenuously stating academic degrees and the scope of scientific research converts university professors into agents of state public administration, as the promotion is based on the time of belonging to the institution

and not on its academic relevance. This fact is a direct consequence of the hegemonic actors of the decisions resulting from an administrative construction of the university, for which, for example, the investigation proved to be too heavy and adopted the criteria that they found within their reach, that is, easy to evaluate. The tenuous mention of research and extension in Decree No. 3/95, as substantive functions of the university, as referenced by the following articles 11 (holder professor) “having contributed to the advancement of scientific knowledge in your area” and 12 (associate professor) “having published scientific and didactic works in his field of knowledge” induces some difficulty for the decision maker to define clear indicators of performance evaluation in the field of scientific research. Eventually, there were some inconsistencies in Decree 3/95 of 24 March (teaching career statute), the level and the decision-making model assumed to conceive the substitute statute (preliminary project) was centered on the rational bureaucratic type without however, the carelessness of the other levels and models observable by sociological hermeneutics. As if that were not enough, the 1989 ECD (Decree n° 55/89) perfected the time trend, which would only tend to be mitigated in Decree n° 3/95. This results, according to Silva (2004), from the fact that, it was unlikely that these documents promoted by length of service, having not shown evidence of investigative competence, could be acquired legitimacy to direct, coordinate or study research studies, especially with the participation of external partners (p. 190).

From the general principles of the aforementioned preliminary project (article 4), it is perceived, from the outset, greater centrality in time, in the close hierarchy of processes (admission and promotion) and categories and, in the management of technical processes, as if quality university services would be an immediate reflection of the norms. Reflecting a certain transmutation of the “revolutionary bureaucracy” (Silva, 2004) into a calculating bureaucracy, the fruit of the democratic management induced by Decree n° 60/2001, it was possible that the previous documents are well positioned as a result of observing administrative tests, assuming university management and governance, expressing its interests and motivations in institutional decisions that have the official mission of the Angolan higher education subsystem. An educational organization with problematic and inconsistent objectives, an unclear technology, a fluid participation, an expression of interests and conflicts and where an (creation) of the organizational culture is not one-dimensional, but is not a minimum three-dimensional and metaphor), the future status (art. 4) will have few possibilities to guarantee “academic and scientific freedom” (paragraph b) and “guarantee the quality of services” (section c). The logic is that “These institutions must, therefore, show greater flexibility in adapting and anticipating social needs” (Bindé, 2008, p. 167). According to this author (p. 163), an investigation, a discovery and an innovation as essential characteristics of higher education, such as what are the differences between post-secondary education. To represent, to place, in this way, the basic criteria for the provision of documents, creativity and scientific dialogue expressed by the investigative and innovative scope, candidates tend to be incomparable with a hierarchy of

categories and processes for scientific dynamics. The time is often announced by the regulations to promote the actors called to develop higher education has been the source of stagnation in higher education in developing countries. Although bureaucratic rationality is yet another organization and ordering mechanism in the search for specific interests (Weber, 2004), when weakly appealed, it constitutes a source of stagnation and disconnection due, on the one hand, to its distance from the mission and the institutional context and on the other hand, a barrier to the development of intellectual property based more on interaction than on time. Bindé (2008) draws attention to the following:

Higher education institutions should be conceived and managed not only as mere training establishments but as educational services, implying better management of the teaching career. [...] A higher education institution is also a place for dialogue and confrontation of points of view. That is why the new higher education systems contribute not only to the production, transmission and valuation of knowledge, but also to education for citizenship (p.166). The *pluridigmatic* configuration that is suggested for this work in view of the organizational images of Morgan (2007), Costa (1996) and the organizational models of Lima (1998), confronted with the manifestations of Martin's organizational culture (1992), allow us to assess that any the intention to adopt decision models, which seek to be prescriptive, may constitute an organizational blocking mechanism. Because educational organizations constitute, according to Weick (1976), weakly articulated systems and according to Cohen, March and Plsen (1972), as organized anarchy with high professionalism fragmented into teams.

The relative freedom of the decision maker is an immediate consequence of the pluralism of the political game and the diffuse dimension of power that Meny & Thoenig (1992) believe to be variables that subject public decision to multiple commitments. These authors assume that "[...] the organizational structure is contingent on environmental pressures and uncertainties" (idem: 37). The correlation of processes and the expression of the interests of the forces of influence internal and external to organizations represent the conditioning elements of the positioning of decision makers. The following statement confirms this dimension very well: There being also equal time, the fact that one of the candidates is a member of the Scientific Council, the fact that he is in a position has arisen. Often, it is often said that it is better to put someone in this category who has not yet ascended, but who is head of the Department, so as not to fall below the category of someone who is his subordinate. It has happened there (XCEB).

This testimony reflects some functional disconnection and results, on the one hand, from the unilateral view of university actors to believe in internal regulations as sufficient models for good decisions and on the other, the weak complementarity between specific and general laws. In the Republic of Angola there is Decree n° 25/94, June 1st, on the evaluation of performance for the purposes of promotion in the public

service. Paragraph 2, Article 2 states that, "holders of management and leadership positions are excluded from the application of this diploma". However, at the university level, holders of management and leadership positions maintain their degree as technicians, creating some ambiguity; their managerial and managerial functions are validated as criteria to operationalize a normative tendency of technical gradation. The tendency to counteract this situation starts in 2009 when the court of auditors, in the perspective of enforcing the law, tries to reposition the status of the teaching career in a *de facto* decision-making model, requiring for the promotion to the categories of teachers the presentation of publications as a basic criterion as evidenced by the following testimony:

Our teachers are more inclined towards teaching than research. Little is written, little is published and this is one of the big problems we have been having [...] seeing the folder next to it, it is full of cases returned by the Court of Auditors because what is taken as a decision from the post- graduation, it hurts the laws themselves, what is stipulated in the Human Resources procedures manual, or the public administration (XCEB2). Finding an autonomous decision-maker can be understood as a mere perceptual illusion of organizational structure and functioning, since the decision-maker is part of the set of interactive processes of society that, through different purposes, seeks objectives globally defined by this same society. So it is that, even in 2011 according to Carvalho (2011) "there was a promotion of a professor to the category of professor without having at least one published work". This is due to the fact that "The Court of Auditors also never tried to find out about the works themselves. Only the report itself, where bibliographical references are specified" (XCEB2). In fact, the liberalism of the capitalist state did not question the legitimacy of the University and contributed to its isolation from society. The University protected itself as an entity of production of superior and elitist knowledge, teaching a minority also superior and elitist. In the perspective of Santos (1994), [...] the legitimacy of the University was not seriously questioned during the period of liberal capitalism and to this contributed decisively to the fact that the liberal State, which was the political form of modern society in this period, did not itself have a strong democratic content (p. 183). The weak interpretation of democracy was also the reason why university decision-makers have taken on a unique sense that the university influences society and not the university. Only an open decision-making system could be able to reward the influences of internal and external actors in the clothes of organizational negotiators. In this regard Ramos (1996) recognizes that, Changing the purposes is not enough to change the results of the action. The constructed character of change will only be effective if we recognize the equally constructed character of our models of organization and collective action (p. 193). A remunerative statute was devised for teaching and non-teaching staff (Decree n° 57/03 of 5 September), partly disconnected, with the teaching career statute that "integrates an auxiliary teaching staff into the category of monitor" (point 2, art. 2) but which does not appear in the remuneration statute, a situation that has been contested by the Court of Auditors, as this statement confirms:

Period	dominant Indicators	Reaction of teachers	Obstacles
(...) 1995	<ul style="list-style-type: none"> • Time; • Administrative progression; 	<ul style="list-style-type: none"> • Accumulate years at the logical university of “veterania” (Silva, 2004) • Develop political-ideological fidelity. 	<ul style="list-style-type: none"> • Discordant internal voices and mentalities; • International impact of science and technology.
De 1995 (...)	<ul style="list-style-type: none"> • Time; • Administrative progression; • Compliance with academic degrees; • Research/ publications. 	<ul style="list-style-type: none"> • Accumulate years in the category; • Inflating the academic degrees; • Integrate the university's management bodies; • Research commitment 	<ul style="list-style-type: none"> • Discordant internal voices and mentalities; • International impact of science and technology; • Audit Office.

“There are monitors, that is, the admission of monitors is proposed, [...] now I ask our deans don't you know that? Does our dean not know that?” (YCIL). The university decided to admit monitors as part of the non-teaching staff (3rd class technician) but carrying out teaching activities, as the following statement confirms: “There was a deliberation and from there, it was clear that Monitors should always be recruited in the categories of technicians 3rd class. As a bachelor” (XCEB2). A decision tending to express a “normative infidelity” (Lima, 1998) and taken as a mechanism to overcome the insufficiency of a previous decision attributable to the weak articulation of models and decision levels.

The complexity of educational organizations proves that the traditional levels (pyramidal and functionalist) of decision are unable to generate the understanding required in innovative organizations, due to the multiple organizational images, the imprecision of the situations on which the university decides and the external environment changing. Laroche (1994) then proposes three levels of analysis: (i) individual level, (ii) group level and (iii) organizational level. The structural hierarchy and the roles played by the actors are not sufficient to mobilize individual capacities and the structural flexibility to generate supposedly good decisions, because the rationality for occupying roles and defining organizational structure is sociologically limited. Perhaps the absence of the college of monitors in the senate or at the university's general assembly will have facilitated this omission. The rigor of the principles, the rationality of the proposed models or the purity of the intentions turned to the results of a reform action, can, according to Ramos (1996), result if the real practices and behaviors understand the rationalities of the intended changes.

Final considerations

The degree of resistance or evolution of change within the elites to which the decision is directed (internal and external to organizations) is the imponderable constant that a simple need to decide often comes up against. The addition or reduction of analysis indicators in the design and / or in the practical application of the 1980, 1989 and 1995 ECDs did not in any way constitute the search for academic legitimacy, which tend to be overshadowed by the “revolutionary bureaucratic” legitimacy (Silva, 2004) and “calculating bureaucratic” legitimacy. The operationalization of the ECD, regardless of reflecting, perhaps, part of its normative substance, has not failed to express the socio-historical trajectory of the country and of the public university aiming to overcome the country's academic backwardness.

However, the normative has also been a State mechanism for national employability. For this reason, there is no model, nor single decision-making level, capable of ensuring the planned effectiveness of decisions by itself. Only a hybrid articulation of organization can bring the interpretative to the pragmatic. The so-called calculating bureaucratic legitimacy suggested in this communication meant that the new teachers did not fail to recreate strategies to circumvent the norms with a view to their survival at the university, as illustrated by the following interpretative diagram:

Obtaining sufficient information, analyzing possible solutions to solve a given problem and considering the consequences may suggest the possibility of not deciding as an option, since this is also a form of decision. The conception of other and new ECDs did not in itself represent sufficient decisions to solve the problem of the university's academic legitimacy, because for each new version that had been agreed upon, it jeopardized the academic authority of its decision-makers.

REFERENCES

- BINDÉ, J. (org.) (2008). *Rumo às Sociedades do Conhecimento. Relatório Mundial da UNESCO*. Lisboa: UNIPIAGET.
- COHEN, M. D., MARCH, J. G. & OLSEN, J. P. (1972). “A Garbage Can Model of Organizational Choice”. In *Administrative Quarterly*, 17 pp 1-25.
- CARVALHO, P. (2011). *Universidade e Lusofonia. O caso de Angola*. Mesa Redonda no XI Congresso de Lusofonia: Salvador/Br.
- COSTA, J. A. (1996). *Imagens Organizacionais da Escola*. Porto: Edições ASA.
- ESTÊVÃO, C. V. (2003). *Educação, Justiça e Autonomia. Os Lugares da Escola e o Bem Educativo*. Porto: Edições ASA.
- FONSECA, A.J.D. (1998). *A tomada de decisões na escola. A Área -Escola em Acção*: Lisboa: Textos Editora.
- GOERGEN (2008). “Avaliação Institucional. Entre a Performatividade e a Legitimação”. In Sobrinho e tal. *Universidade e Sociedade. Perspectivas Internacionais*. Sorocaba: Raies & Eduniso editores. pp. 136-151.
- LAROCHE, H. et al. (1994). *Management. Aspects Humains et Organizationnels*. Paris: PUF.
- LIMA, L. C. (1996). *O Paradigma da Educação Contábil. Políticas Educativas e Perspectivas Gerencialistas no Ensino Superior*. Caxambu: XIX Reunião Anual da ANPED. pp 42-59.

- LIMA, L. C. (1998). *A Escola Como Organização e a Participação na Organização Escolar*. Braga: Universidade do Minho.
- MARTIN, J. (1992). *Culture in Organizations. Three Perspectives*. London: Oxford University Press.
- MAX WEBER (2004). *Economia e Sociedade*. São Paulo: UnB.
- MENY, Y. & THOENIG, J. C. (1992). *Las Políticas Publicas*. Barcelona: Ariel Editorial, SA. 1ª Edição.
- MORGAN, G. (2007). *Imagens da Organização*. São Paulo: Atlas.
- MARCH, J. G. & OLSEN, J. P. (1976). *Ambiguity and Choice in Organizations*. Bergen: Universitets Forlaget Edit.
- OUCHI, W. (1986). *Teoria Z. Como as Empresas podem enfrentar o Desafio Japonês*: São Paulo. Nobel Editora.
- PEREIRA, O. G. (2008). *Fundamentos de Comportamento Organizacional*. Lisboa: Fundação Calouste Gulbenkian.
- RAMOS, M. C. C. (1996). *O Estatuto da Carreira Docente. Decisão negociada ou Discutida*. Lisboa: Edições ASA.
- SANTOS, B. S. (1994). *Pela Mão de Alice. O Social e o Político na Pós - Modernidade*. Porto: Edições Afrontamento.
- SILVA, E.A.A. (2004). *O Burocrático e o Político na Administração Universitária. Continuidade e Rupturas na Gestão dos Recursos Humanos Docentes na Universidade Agostinho Neto*. Braga: UMINHO/CIEd.
- SIMON, H. (1960). *The New Science of Management Decision*. New York: Harper & Row.
- SIMON, H. (1983). *Administration et Processus de Décision*. Paris: Economica.
- SMIRCICH, L. (1995). "Is the concept of Culture a Paradigm for Understanding Organizations and Ourselves". In Peter J. Frost et al(eds). *Organizational Culture*. Pp 55-72. Londres: Inc, Sage Publications.
- SIMON, H. (1989). Procedimentos para a escolha racional. In semanário Português Expresso – Declarações do autor no Simpósio sobre o impacto de Herbert Simon.
- TAYLOR, D. W. (1965) "Decision Making and problem Solving". In Borgatta. E. F. *Handbook Of Organizations*. Pp 48-86. Chicago: Rend Mcwally Sociology Series.
- WEICK.K.E. (1976). Educational Organizations as Loosely Coupled Systems". In *Administrative Science Quarterly*. 21 pp 1-19.
- WILSON. G. (1993: 27). *Resolução de Problemas e Tomada de decisão. Inovação – Trabalho de Equipa. Técnicas e Desafios*: Lisboa. Clássica Editora.
- YOUNG, M. (1966). *Administração – Um enfoque sistémico*. Tradução de Glóvis Silveira. São Paulo: Edit. Livraria Pioneira.

Legislação

- Decreto nº44.530/62. Criação dos Estudos Gerais Universitários nas Províncias ultramarinas de Angola e Moçambique integrados na Universidade portuguesa. Lisboa: D.G. nº 191, I Série.
- Decreto nº7/09. *Reorganização das Instituições do Ensino Superior e o Redimensionamento da Universidade Agostinho Neto*. Luanda: Imprensa Nacional.
- Decreto Nº 3/1995. *Estatuto da Carreira Docente da Universidade Agostinho Neto*. Luanda: Imprensa Nacional.
- Decreto nº60/2001. *Estrutura Orgânica da Universidade Agostinho Neto*. Luanda: Imprensa Nacional.
- Decreto nº5/09. *Estruturação das regiões académicas*. Luanda: Imprensa Nacional.
- Decreto nº90/09. *Normas reguladoras do Ensino Superior Público e Privado*. Luanda: Imprensa Nacional.
- Deliberação Nº 012/SU/2004, o senado da universidade aprova uma versão do Estatuto da Carreira Docente. Luanda: O deliberativo.
