Does Social Participation Matter in the Quality of Public Management? A Study on theEffectiveness of Public Management of Municipalities in the Metropolitan Region of Salvador-Bahia

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SUMMARY

The research aims to verify if the quality of public management, measured through the Municipal Management Effectiveness Index (IEGM), can be related to the social participation measured from the quantum of Health and Education Management Councils of the municipalities of the Metropolitan Region of Salvador, in the period of 2015 and 2016. The sample was formed by the 12 municipalities of the RMS. The IEGM is a useful tool for the Courts of Accounts, for the inspection teams and for the manager himself. The research is descriptive, exploratory and quantitative. The results indicated that the number of meetings of the municipal health (i-Health) and education (i-Education) councils does not influence the IEGM. However, the number of health council meetings indicates the ability to positively influence the specific index of the health area.

Key words: Municipal Management Effectiveness Index. Quality of Public Management. Municipal Councils. Social Participation.

1. INTRODUCTION

Resource management in organizations is a critical point in defining their sustainability,

and in the public sphere, this concern is even more latent, given the nature and purpose of the elements that compose it. Assessing the effectiveness of public policies is a challenge that accompanies the historical development of societies and, according to each period, a different metric is used in addition to creating mechanisms and structures to support this assessment.

According to Souza (2006) and Bevir (2011), studies that deal with public policies, even if developed from different perspectives of knowledge, such as economics, politics, geography, public administration, among others; there is still a lot of disagreement on how to

evaluate them. In this way, the quality of public management, assessed based on the effectiveness of public policies developed by public managers, constitutes an important resource for decision making, as well as allocating resources with a view to improving social conditions (PETERS, 2011).

It is worth mentioning that, in this article, the concept of public policies will be based on that in which the implemented actions aim at local and sectorial development, with a view to effectively contributing to social well-being, including through the promotion of conditions and / or desirable situations for society (FREY, 2000). Therefore, it is expected that the quality of public management is, in fact, expressed in society. In this way, instruments of control and inspection, such as social control carried out by citizens in its various formats and instances, both in institutional spaces of participation, as in Municipal Management Councils and Conferences, as well as in spaces for articulation of society itself, such as in networks and forums, should also become more effective,

Thus, it is desired that the quality of public management, manifested above all by the implementation of public policies, is reflected in the Municipal Management Effectiveness Index (IEGM). However, the metrics adopted when measuring the quality of public management, through the effectiveness of public policies, are still incipient and few studies have been concerned with evaluating this phenomenon, in view of the lack of effective instruments for measuring and controlling the performance of municipal public management, as well as assessing the effectiveness of administrative management in city halls. However, indicators such as social participation measured through Municipal Management Councils, the size of the municipality, municipal spending per capita on health, education, income and employment and tax revenue can be signaling metrics,

In this scenario, the assessment of the quality of public management is observed in greater depth when approaches and theorizations are carried out that aim to give meaning to the diversification of public policy implementation processes, considering a world increasingly characterized by the dynamics and uncertainty and complexity of issues relatedto social demands (FARIA, 2005). In this way, the quality of public management can be a "mirror" of the effectiveness (or not) of the public policies implemented and can be related to the quantum of management (policy) councils that express social control, an essential

instrument of inspection and control of actions in the management of Res Publica. This instrument was strengthened by the Federal Constitution of 1988 and legitimized by some normative instruments, such as the Fiscal Responsibility Law,

It is known that, in theory, to have a responsible public management, it is necessary that managers not only know, but apply the constitutional principles of public administration, which are: legality, impersonality, morality, publicity and efficiency; as mainstays in the application of public resources in public policies that, in fact, benefit society. Therefore, attempting an approximation to assess the quality of public management is not an easy task, this is justified by the fact that it involves a variety of issues, needs and scenarios. For this reason, Ala-Harja and Helgason (2000) draw attention to the fact that there is no unanimity as to what is the evaluation of the quality of public management, as well as the public policies that define it, as the concept admits several meanings, some of them, even, contradictory. However, this research assumes that the Municipal Management Effectiveness Index-IEGMor IEGM Brasil is an effective performance indicator for this assessment.

IEGM Brasil is the performance index prepared by the Court of Accounts of the State of São Paulo (TCESP) and disseminated to other Courts of Accounts in Brazil. It is composed of 07 sectorial indexes, consolidated in a single index through a mathematical model that, with a focus on the analysis of the infrastructure and processes of the municipal entities, seeksto evaluate the effectiveness of public policies and activities developed by their managers (INSTITUTO RUI BARBOSA, 2016, p.7).

With this index, the quality of municipal spending is measured, elucidating, over time, whether the vision and strategic objectives of the municipalities are being effectively achieved, evaluating governmental actions. It is also used as another technical instrument in the analysis of public accounts, without losing the focus of planning in relation to the needs ofsociety (INSTITUO RUI BARBOSA, 2016, p.7). The quality of public management is a national concern, and this Index can be a kind of "thermometer" for citizens.

The fact is that society is often faced with questions of how public resources are actually being allocated to public policies and how this has impacted on the quality of municipal public management, which is represented here by IEGM. Therefore, investigating the relationship between the quality of public management based on that of social control,

represented here by the quantum of Management Councils in the municipalities of the Metropolitan Region of Salvador (RMS), brings signaling elements for an evaluation and possible improvement of public management, particularly at the municipal level.

In view of the above and in view of the need for managers to be accountable for the actions and decision-making of their modus faciendi, the management of Res Publica to society, through the Municipal Management Effectiveness Index and consequently in the effectiveness of their public policies, this This research is motivated by the following starting point: How the quality of public management, measured from the Municipal Management Effectiveness Index (IEGM), can be related to the social control expressed by the quantum of Municipal Health and Education Management Councils of RMS, in the period of 2015 and 2016?

Thus, as an objective, the study aims to to analyze whether or not there is a relationship between the social control exercised by the Management Councils of the municipalities of the RMS and the IEGM, in order to signal whether the social participation advocated by a broad normative apparatus has been effective, and, therefore, "captained" by the IEGM .

The study is based on bibliographic and documentary research, with consultation in official reports and supported by scientific studies in the area. Of a quantitative nature, the research presents itself as descriptive and exploratory in the metropolitan region of Salvador. The study of the relationship made between social control and IEGM is of an unprecedented nature, considering that no works with this specific focus were found, which gives it an innovative and visionary study.

2 LITERATURE REVIEW

2.1 Evaluation of Public Policies in Brazil: Overview of the Last Years

Brazil is going through a historic moment, for that we need only remember thepolitical and economic crisis that the country has experienced in recent years. In fact, the crisis experienced by Brazil provided opportunities for what many claim the end of impunity and gives hope that times are different and better (TCESP, 2018). In this way, much has been asked about the effectiveness of public policies in our country, since many are driven by

indignation in view of so many complaints of irregularities and misuse of public resources, in addition to the constant misuse of resources.

In this scenario, Brazilians have demanded access to information, in order to inspect managers, thus evaluating the result of the effectiveness of public policies. In this way, the results of these policies can be charged more concisely. This constitutes a fundamental requirement for the realization of social control and the role of society (ARRETCHE, 2003).

Public policies are in fact the greatest bond between the State and society, after all, based on these policies, the State has the power to exert its influence over a wide range of social, economic, health, employment and income issues. There are countless concepts that seek to establish the definition for these actions For Peters (1986), for example, publicpolicies can be described as a set of government actions that will produce specific effects. Still, according to this same author, these would be the sum of government activities, which act directly or through delegation, and which influence the lives of citizens.

Focusing on the development of public policies in Brazil, the mobilization of scientific knowledge based on this type of policy started in the 1930s, as a subsidy for the decision-making process, policy formulation, as well as the implementation and evaluation of these actions (FARAH, 2013). This was attended by several professionals from different areas. Subsequently, the development of this activity was accompanied by a mixture of influences, with a progressive diversification in the locus, as well as in the agents. What is currently found, however, is a boom in discussions about public policies and related areas - public administration, public management, social management and public policy management - as well as production on the topic (FARAH, 2016).

In short, the governmental focus in this period was the improvement of public policies from a scientific perspective, that is, the intention was to foster development through highly specialized knowledge. Loureiro (1997) cites institutions such as the Superintendence of Currency and Credit, the National Bank for Economic Development and the Federal Council for Foreign Trade as spaces in which political decisions were duly established by highly scientific supports and having technical bases. The formation of technical bureaucracy and elites was itself the object of government policies (VAITSMAN, LOBATO; ANDRADE, 2013). With the aim of forming not only staff to assume strategic positions, but to act for the

purpose of state services. There was an evolution in public policies, from then on they were endowed with scientific and critical rigor. However, which was not supported by a single methodology, this fact ended with a series of methodologies, analyzes and complexities specific to each state sector.

With the 1964 coup, the project of a National Developmental State was reaffirmed and the implementation of the authoritarian regime was accompanied by measures aimed at the search for the legitimacy of authoritarianism. The technobureaucratic basis, according to Bresser-Pereira (1981), was one of the main instruments of this legitimation, which was structured based on a strategy for the development of state capacity based on highly technicist bureaucratic isolation and with strong relationships with the private sector. What was established from an isolated portion of the capable and qualified bureaucracy, to guarantee the efficiency in the implementation of policies, especially in the economic sector, which also sought to distance itself from the standard state framework, functionally inefficient.

Among the state institutions created to support government action, the Institute for Applied Economic Research (LOUREIRO, 1997) stands out. As Vaitsman, Lobato and Andrade (2013) point out, the creation of this body instituted a differentiation in the functionality of the policy analysis activity, initially restricted to a "model" of analysis, inspired by North American policy analysis. Which served only as subsidies for the application of strategies and plans.

In the wake of the change, the analysis activity - of technical and scientific basis - did not develop only in the economic area. But it also occurred in other sectors of government intervention, including in the social area. The National Housing Bank (BNH), for example, created a department - the Department of Applied Economic Studies and Research (DEPEA) - aimed at developing research that would support the decision on housing policies.

By the end of this period, public policies had developed in such a way that their locus of discussion and awareness of their impacts crossed the threshold of the State and came to have several influencers, such as NGOs and social movements. Society has become an agent in the process of forming these policies.

Factors such as the crisis of national developmentalism and redemocratization had a major impact on the State, more specifically on its social role. If, on the one hand, the context

of fiscal crisis and external indebtedness led to the government's adoption of adjustment policies and the search for efficiency in the use of public resources, democratization sought toexpand and reinforce social rights, a change guided by the accentuated perspective of rights granted.

Another fact that culminated in a greater relevance in the area was the institution of a new Constitution and with that the tendency for new actors to participate in policy analysis was reinforced and even required. The Federal Constitution of 1988, also known as the Citizen Constitution, sets out to consolidate rights and provide for social participation, both in the formulation, as in the implementation and in the inspection of these policies (BRASIL, 1988).

In this way, public policies can be understood as one of those resulting from the political activity (politics) of the State, they encompass the set of decisions and actions relatedto the imperative allocation of values involving goods and services to the community, but thatwith the Federal Constitution of 1988 social participation was institutionalized (BRASIL, 1988). However, it is noteworthy that they may be linked to the Municipal Management Effectiveness Index, a metric for controlling public spending that allows the assessment of, inter alia, the satisfaction of citizens' needs, a motivational aspect for carrying out this work.

2.2 Municipal Management Effectiveness Index: Concepts and Applicability

Knowing the aspects that influence the efficiency and productivity of the resources used in the countless production processes has become an important area to be analyzed. The authors understand that among the productive processes, the production of social well-being and the promotion of socioeconomic development by the public power stand out. In this sense, the Municipal Management Effectiveness Index is an indicator that may assist in the management of Res Publica and is inserted in this context where citizens increasingly want to know the destination of public resources and their applicability in public policies.

The IEGM is a variable developed by the state courts of accounts, as is the case with the TCMBA. The results obtained from the IEGM allow the disclosure of the municipal management level by providing information about the existing organizational structure, systems and processes. In addition, the demonstrations of efficiency and effectiveness will serve, both for citizens and managers, as a valuable instrument for measuring results,

correcting directions, reassessing priorities and consolidating planning. (TCM / BA, 2018). IEGM Brasil was built to be a tool to aid socialization and social control (INSTITUTO RUI BARBOSA, 2016, p.18).

IEGM Brasil is a perennial index that provides views on public management for 7 dimensions of public budget execution: Education; Cheers; Planning; Tax Management; Environment; Protected Cities and Governance in Information Technology. These dimensions were selected based on their strategic position in the context of public finances, generating indexes that compose IEGM Brasil (INSTITUTO RUI BARBOSA, 2016, pp.9-10). Such as, for example, i-Educ / IEGM Brasil, which measures the results of municipal public management actions in this area through a series of specific questions related to early childhood education and elementary education, focusing on aspects related to school infrastructure.

This index gathers information on school evaluation, vacancy planning, performance of the Municipal Education Council, infrastructure problems, school meals, situation and qualification of teachers, number of vacancies, material and school uniform. I-Saúde / IEGM Brasil, on the other hand, measures the results of municipal public management actions on this theme through a series of specific questions, with an emphasis on the processes carried out by city halls related to Primary Care, Coverage and action of the Family Health Program, performance from the Municipal Health Council, attendance of doctors, assistance to the population for the treatment of diseases such as tuberculosis and the prevention of diseases such as dengue fever, control of the supply of supplies, coverage of vaccination campaigns and guidance for the population.

There is also the i-Planning / IEGM Brazil that checks the consistency between what was planned and what was actually carried out, by analyzing the percentages generated by comparing these two variables. In this confrontation, in addition to the aspects related to the fulfillment of what was planned, it is also possible to identify the existence of coherence between the physical goals achieved and the resources employed, as well as between the results achieved by the actions and their reflexes in the program indicators (INSTITUTO RUI BARBOSA, 2016, p.9).

In addition to the 3 (three) mentioned, there are: i-Fiscal / IEGM Brasil measuring the result of fiscal management through the analysis of financial and budgetary execution, decisions in relation to the application of linked resources, the transparency of the municipal administration and compliance with the limits established by the Fiscal Responsibility Law. Also i-Amb / IEGM Brasil providing the result of actions related to the environment that impact the quality of services and people's lives. This index contains information on solid waste, basic sanitation, environmental education, environmental structure and environmental council. The i-Cidade / IEGM Brasil, which measures the degree of involvement of municipalplanning in protecting citizens from possible events of accidents and disasters. Gathers information about the Contingency Plan, identification of risks for intervention by the Public Power and Civil Defense infrastructure. Finally, i-Gov TI / IEGM Brasil, which measures the knowledge and use of information technology resources in favor of society. This index gathersinformation on policies for the use of information technology, information security, staff training and transparency (INSTITUTO RUI BARBOSA, 2016, p.10).

At least in 3 (three) of the indexes (education, health and environmental), it is possible to notice the presence of Municipal Management Councils, instances of discussion where the citizen is co-participant in the deliberations and in theory, in the distribution of the decision power. Thus, in this sense, social participation to some extent may have an impact on the IEGM result.

O IEGM was created in 2014 by the São Paulo State Court of Auditors (TCESP) and Instituto Rui Barbosa (IRB). In 2016, it was adopted by all Courts of Accounts to analyze the performance of municipal administrations with data for the 2015 fiscal year (IRB, 2016).

This index allows us to assess, over time, whether the strategic objectives of the municipalities are being effectively achieved by the public policies of the managers. In fact, it is used as a technical instrument in the analysis of public accounts, without losing focus on planning in relation to the needs of society.

According to Passos and Amorim (2018), with this index, the abstract concept of effectiveness comes to have objective references, being understood as "[...] the correspondence of government actions to the demands of communities, initially in seven specialties: Education , Health, Planning, Tax Management, Environment, Citizen Protection,

Information Technology Governance "(TCESP, 2014, p. 4 apud PASSOS and AMORIM, 2018). In this sense, the Management or Policy Councils become decisive elements as forums and spaces to demand from governments their political decision that will meet public needs.

2.3 Social Participation and Municipal (Political) Councils: Reflection in IEGM

The existence of councils fulfills its objective of social control and assisting the public authorities, contributing through accountability and social control with the improvement of efficiency in the allocation of public resources (COSTA et al, 2015, p.21).

It is worth emphasizing that the LRF, in its article 49, recommends that the heads of the Executive Branch should make available the accounts of their management throughout the financial year in the Legislative Branch and in the technical body responsible for its elaboration for consultation and appreciation by the citizens and institutions of the society. Before this norm, it is worth mentioning that the 1988 Constitution already advocated social participation.

In this context where social control is seen as a crucial point in the inspection,monitoring and science of the destination of public resources, the studies by Passos and Amorim (2018) point out that the control mechanisms established by the Magna Carta, the participation of users and society civil service in public administration and in the formulation and monitoring of public policies, greatly expanded with the Managerial Reform of the State, beginning in the 1990s, in particular the Fiscal Responsibility Law and the institution ofsocial control councils, gave rise to "[.. .] the conceptual and methodological improvement of more specific instruments for the quantification and qualification of living conditions, structural poverty and other dimensions of social reality [...] "(JANNUZZI, 2004, p. 14 apud PASSOS and AMORIM, 2018, p. 5).Findings that point to an apparent association of social control from the Management Councils and the quality of public management, here understood from the concept of IEGM.

It can be seen that Brazil was transformed over the 20th century from a country of low associative propensity and few forms of participation by the low-income population (KOWARICK, 1973; SINGER and BRANDT, 1980; AVRITZER, 2008), in one of the countries with the largest number of participatory practices. This practice may have an impact on the quality of public management. With mixed representation of civil society and state

actors, the management councils are institutional designs for sharing power, constituted by the State itself.

Gohn (2006, p.2) points out that in the 1990s, the great novelty was the management councils, of an interinstitutional character, whose role was to be mediating instruments in the society / state relationship, inscribed in the 1988 Constitution and in other laws of the Country In this sense, to avoid situations of fiscal imbalance, popular participation is characterized as an important control mechanism, also used as an instrument of good governance. Thus, social control and popular participation, which materialize mainly through management councils, play an important role in public management and, therefore, on the levels of efficiency in the allocation of public resources (COSTA et al, 2015, p. 7). In this scenario,

Arendt (apud Gohn, 2006, p.6) points out that councils are the only possible form of horizontal government, a government that has participation and citizenship as a condition of existence. It is worth clarifying that the management (or policy) councils are different from community, popular councils or non-governmental civil forums, because the latter are composed exclusively of representatives of civil society, whose power lies in the force of mobilization and pressure, and they do not have an institutional seat with the Public Power, but the Executive Power (GOHN, 2006, p.3). In the case of Policy Councils (or managers), Avritzer (2008, p.4) points out that, especially in health councils, it is possible to point out something similar in relation to their implementation in the State of São Paulo. It is dependent on the existence of a strong civil society organization in the city, as well as on the political will of the ruler. The author (2008, p.10) adds that health councils are now present in more than 5,000 municipalities in Brazil and their origin is linked to important social movements of the Brazilian redemocratization. This makes clear the importance of public space as a locus of social participation in the search for, together with the State, to manage public affairs.

After all, since the 1990s, the State "invites" the citizen to participate in public management and, in this sense, several management councils or, as Avritzer (2008) calls them, of policies, have been emerging. About the 90s, Avritzer (2008) states that it was only in December 1990 that Law 8,142 / 90 emerged, which instituted councils in the health area. According to him, "the councils are, therefore, the result of the convergence of the conception of two important movements, the sanitary and the popular health" (AVRITZER, 2008, p. 11).

With regard to the education council, the research by COSTA et al (2018) points out that the variable attributed to this council was also significant in the statistical tests. The sign of the coefficient was in line with what was exposed by Gomes (2003), who points out the importance of the management council in the sense of supervising the actions of the municipality and, thus, guaranteeing better indicators of efficiency in education. Thus, these authors conclude that the variables health council and education council represent the same dimension and are related to social control and popular participation. Their research showed that the signs presented by the two variables are different and that such differences between the effects of the councils may demonstrate a certain paradox, given that both have the same function,

Avritzer (2008, p.11) draws attention to the fact that there are little participatory councils like that of the City of Salvador. In a comparative survey on the deliberative capacity of health councils, the Salvador council stood out as having as main decision the sending of documents to the government, being a different case in which the weakness of civil society and the hostility of the political system lead to an ineffective advice (AVRITZER, 2008, p.13).

3 METHODOLOGICAL PROCEDURES

With regard to procedures, it can be classified as bibliographic and documentary based on analysis of pre-existing data and bibliographic apparatus that deals with the subject of this study, such as materials previously prepared by several authors. As for the approach to the problem, the research is quantitative, as it is limited to describing the phenomenon and does not propose to investigate factors that influence the behavior of the phenomenon. Richardson et al. (2012) conceptualize this type of research as one that uses systematic procedures to describe and explain the phenomenon.

3.1 Composition of the sample

The research universe is represented by the 12 municipalities of RMS, State of Bahia, namely, Camaçari, Candles, Dias d'Ávila, Itaparica, Lauro de Freitas, mother of God, Mata de São João, Pojuca, savior, Sao Francisco do Conde, Simões Filho and Vera Cruz. Also constituting itself as the study sample. Concerning the objectives, the work is characterized as exploratory, with analysis of pre-existing data without any interference from the authors.

In view of the recent theme, there are no consubstantial studies that indicate variables that can directly influence the composition of the IEGM. Therefore, in this study, three variables were used. IEGM, specific IEGM in the area of health (i-Health) and education (i- Education), measured through the number of meetings, and size of the municipality, as a potential control variable used in several surveys.

Table 1 shows the characterization of the study sample.

Table 1 - Sample characterization

Year	Variables	N	Minimum	Maximum	Average	Standard deviation
2015	Scale of the Municipality	12	two	4	3.08	.515
	IEGM	12	1	3	2.00	426
	Cons. Meetings Cheers	12	3	8	4.00	1,348
	i-Health / IEGM	12	3	4	3.25	452
	Cons. Meetings Education	12	1	8	3.50	1,732
	i-Education / IEGM	12	two	4	3.00	426
2016	Scale of the Municipality	12	two	4	3.08	.515
	IEGM	12	1	3	2.00	603
	Cons. Meetings Cheers	12	1	8	3.83	1,586
	i-Health / IEGM	12	3	4	3.67	, 492
	Cons. Meetings Education	12	1	8	2.83	1.992
	i-Education / IEGM	12	1	4	2.50	905

Note: Size of the Municipality (1 = very small; 2 = small; 3 = medium; 4 = large); Council meetings (0-3 = 1; 4-5 = 2; 6-7 = 3; over 8 = 4); IEGM (C = 1; C + = 2; B = 3; B + = 4; A = 5).

Source: Research data.

3.2 Procedures for data collection

To collect the values presented by IEGM and those specific to health and education, as well as the size of the municipality, the TCM-BA database was used, through a consultation carried out on the internet at <http://www.tcm.ba .gov.br: 8080 / iegm-infosite / Público />. Previous access was made, as mentioned in the references of this work.

3.3 Data analysis, software and statistical tests

a) Statistical software used and data grouping:

As a computational resource, the statistical software Statistical Package for Social Sciences (SPSS) and Gretl were used. SPSS was applied in descriptive statistics, in the equality of variance test and in Pearson's correlation test. Gretl was responsible for the development of regressions.

b) Statistical tests used:

To test the hypotheses, the use of econometric tools was sought, since the data set presented a balanced longitudinal behavior (2015 and 2016). In other words, all data from municipalities in all years were captured.

The indicators were quantified using a scale score, as shown in Table 1.

Table 1 - Quantification of indexes

Note	Banner	Criterion	Punctuation
THE	Highly effective	At least 90% of the maximum score and at least five component indices with grade A	5
B +	Very effective	between 75% and 89.9% of the maximum grade	4
B	Effective	between 60% and 74.9% of the maximum grade	3
C +	In phase of adaptation	Between 50% and 59.9% of the maximum grade	two
Ç	Low level of fitness	Less than 50%	1

Source: Prepared by the authors.

The equality of variance test was also used to identify differences between variables that can be interfered by the size of the municipality, in addition to using the cPearson's correlation efficiency to deepen the understanding of the relationship between the variables studied.

For the purpose of this research, the health council and the education council represent the same dimension and are related to the social control represented by popular participation. Therefore, from the referred problem, the following research hypotheses were formulated:

H1: municipal health and education councils have an impact on IEGM.

H2: the municipal health council impacts the specific IEGM in the health area.

H3: the municipal education council impacts the specific IEGM in the area of education.

4. DISCUSSION AND RESULTS

The municipalities of the State of Bahia are under the jurisdiction of the Court of Accounts of the Municipalities of the State of Bahia (TCM-BA), responsible for calculating the IEGM in these locations, the data must be considered as declared by the participating municipalities. However, according to information from this Court, there was automatic verification of the data, testing minimum and maximum values informed in the questions that make up the IEGM. In addition, the data of the municipal plans provided through spreadsheets were verified to prove their adherence to the pre-established standard (INSTITUTO RUI BARBOSA, 2016, p.67).

This research aims to relate social participation through the Municipal Health and Education Councils and their reflection in IEGM in the metropolitan region of Salvador (RMS). Therefore, initially, the structure of the Brazil, Northeast, Bahia and RMS notes per year will be presented, according to graph 1.
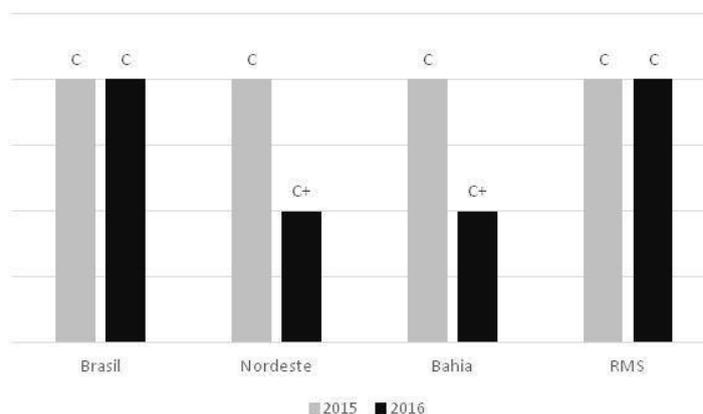
Graphic 1 - Comparison of IEGM grades.

Source: Rui Barbosa Institute, 2016 Yearbook.

It is noted that the RMS is in the average of the Brazilian municipalities in the two years, as well as in the municipalities of the northeast region and of the state of Bahia in 2015. In the following year, the metropolitan region of Salvador continued with the grade C. However, the The average score of the municipalities in the Northeast and Bahia decreased to the minimum level. This demonstrates that the RMS remained stable in relation to the factors that impacted the reduction in the management effectiveness of the municipalities in comparison.

Next, in Table 2, we sought to identify the existence of a correlation between the variables studied. It is noteworthy that, in this research, Pearson's correlation was used, since the sample is parametric with linear expectation of the variation explained over the total variation. Dancey and Reidy (2005) indicate that the result of the correlation r = 0.10 to 0.30 is weak; r = 0.40 to 0.6 is moderate; and r = 0.70 to 1 is strong. That is, the result will be between -1 and 1.

Table 2 - Correlation of the studied variables

	IEGM	Cons. Meetings Cheers	IEGM Health	Cons. Meetings Education	IEGM Education	Scale of the Municipality
IEGM	1	, 059	167	092	462 *	169
Cons. Meetings Cheers	, 059	1	469 *	, 850 **	, 020	, 010
i-Health / IEGM	167	469 *	1	, 422 *	087	, 184
Cons. Meetings Education	092	, 850 **	, 422 *	1	222	170
i-Education / IEGM	462 *	, 020	087	222	1	, 059
Scale of the Municipality	169	, 010	, 184	170	, 059	1

Note: * The correlation is significant at the 0.05 level; ** The correlation is significant at the 0.01 level.
Source: Research data.

The result shown in table 3 indicates that there is a significant moderate correlation between the IEGM and the specific index in the area of education (r = 0.462). These specific indices are expected to have a positive correlation with IEGM, considering that such indicators promote the composition of IEGM. However, it should be noted that the specific health index did not show a correlation with the IEGM.

Regarding the meetings of the municipal health councils, it was noted that it is significantly related in a moderate way to the construction of the index in the health area (r = 0.469). However, the main correlation is between the number of meetings between municipal health and education councils (r = 0.850). That is, the municipalities that encourage the practice of municipal council tend to develop more councils.

While the number of meetings of the health council indicates a certain impact on the composition of the IEGM, the education council has no impact on the construction of the

specific education index and, consequently, on the IEGM. In addition, the size of the municipality is not significantly related to the other variables.

The literature points out that correlation analysis is not enough to identify a cause and effect relationship, as the results may contain multicollinearity, heteroscedasticity, autocorrelation bias, among others. To minimize such bias, regressions were applied, below, by the ordinary least squares (OLS) model. It is noteworthy that this model was defined through the Chow test and that it did not present problems in the assumptions.

Table 3 - Result of regression of hypothesis 1

Variables	Coefficient	Standard Error	Z-statistics	Sig.
Constant	1.43953	0.83695	1,720	0.1009
Cons. Meetings Cheers	0.00335	0.15289	0.022	0.9828
Cons. Meetings Education	0.01554	0.12047	0.129	0.8987
Scale of the Municipality	0.16157	0.23438	0.689	0.4985

Note: Dependent variable = IEGM (C = 1; C + = 2; B = 3; B + = 4; A = 5); Independent variables = Board meetings (0-3 = 1; 4-5 = 2; 6-7 = 3; above 8 = 4); Size of the Municipality (1 = very small; 2 = small; 3 = medium; 4 = large);
Source: Research data.

According to table 3, the results indicate that the municipal health and education councils do not significantly impact ($p > 0.05$) the performance of the municipality measured by IEGM. It was also noted that the control variable (Size) did not have any influence on the regression model. Therefore, the results refute hypothesis 1.

Next, Table 4 will present the results related to hypothesis 2.

Table 4 - Result of regression of hypothesis 2

Variables	Coefficient	Standard Error	Z-statistics	Sig.
Constant	2.255448	0.64791	3,480	0.0022
Cons. Meetings Cheers	0.16488	0.06661	2,475	0.0219
Scale of the Municipality	0.18100	0.19075	0.949	0.3535

Note: Dependent variable = i-Health/ IEGM(C = 1; C + = 2; B = 3; B + = 4; A = 5); Independent variables = Board meetings (0-3 = 1; 4-5 = 2; 6-7 = 3; above 8 = 4); Size of the Municipality (1 = very small; 2 = small; 3 = medium; 4 = large);
Source: Research data.

Based on the data in table 4, the results indicate that the municipal health council, measured through the number of meetings in the year, significantly influences the performance of the efficiency of municipal management in the health area ($p < 0.05$). Therefore, hypothesis 2 is accepted, corroborating Gohn's perception (2006).

Table 5 will show the results of the regression related to the last hypothesis.

Table 5 - Result of regression of hypothesis 3

Variables	Coefficient	Standard Error	Z-statistics	Sig.
Constant	2.37908	0.97795	2,433	0.0240
Cons. Meetings Education	0.08680	0.08569	1,013	0.3226
Scale of the Municipality	0.03116	0.31600	0.099	0.9224

Note: dependent variable = i-Education/ IEGM(C = 1; C + = 2; B = 3; B + = 4; A = 5); independent variables = Municipal size (1 = very small; 2 = small; 3 = medium; 4 = large); Council meetings (0-3 = 1; 4-5 = 2; 6-7 = 3; over 8 = 4).
Source: Research data.

The results in Table 5 indicate that the number of meetings of the municipal education council does not reflect the performance of management efficiency in the area of education. It should be noted that the size of the municipality also does not impact the index. Thus, the hypothesis was refuted.

Additionally, this research sought in an exploratory way to identify if there is a different behavior of the variables studied in relation to the sizes of the municipalities, as shown in table 6.

Table 6 - Correlation of the studied variables

Variables		Sum of Squares	Square Average	F	Sig.
Cons. Meetings Cheers	Between Groups	583	, 292	130	.879
	In groups	47,250	2,250		
IEGM Health / IEGM	Between Groups	431	, 215	.818	455
	In groups	5.528	, 263		

Cons. Meetings Education	Between Groups	3,333	1,667	461	, 637
	In groups	76,000	3,619		
IEGM Education / IEGM	Between Groups	, 500	, 250	438	651
	In groups	12,000	571		

Note: Size of the Municipality (1 = very small; 2 = small; 3 = medium; 4 = large); Council meetings (0-3 = 1; 4-5 = 2; 6-7 = 3; over 8 = 4); IEGM (C = 1; C + = 2; B = 3; B + = 4; A = 5).

Source: Research data.

According to the results above, there is no difference between the significant medians (p> 0.05) of the variables studied in relation to the size of the municipality. Therefore, it is clear that the size of the municipality has no influence on the conduct of public policies in the area of health and education. Specifically, in relation to the accepted hypothesis, the results indicate that the municipal council can help performance and follow-up in public health policies, regardless of the size of the municipality.

5. FINAL CONSIDERATIONS

The aim of this study was to analyze whether or not there is a relationship between the social control exercised by the Education and Health Management Councils of the municipalities of RMS and the IEGM in order to signal whether the social participation advocated by a broad normative apparatus has been effective and, therefore, "captained" by IEGM. The purpose of the article is to contribute to the initial discussions on the use of IEGM in research that is in an incipient phase.

It is worth mentioning that the metrics for evaluating the effectiveness of public policies as an element that identifies the quality of public management is urgent so that the citizen can evaluate the directions taken and the prognoses about the actions promoted by public managers.

The quality of public management is expected to be, in fact, expressed in society. Thus, instruments of control and inspection, such as the social control carried out by citizensin its various formats, both in institutional spaces of participation, as in Municipal

Management Councils and Conferences, as well as in spaces for the articulation of society itself, must be increasingly effective.

The research brought reflexes particularly from the Municipal Councils of Education and Health, allowing to verify that the municipal health council, measured through the number of meetings in the year, significantly influences the performance of the efficiency of the municipal management in the area of health, while the number of meetings of the municipal council of education does not reflect on the performance of management efficiency in the area of education, emphasizing that such "performances" do not reflect on the more general index, the IEGM. In other words, the results indicate that the municipal health and education councils do not significantly impact the performance of the municipality measured by the IEGM, which measures the general effectiveness of the municipality through seven indexes.

Additionally, the research identified whether there is a behavior different from the variables studied in relation to the sizes of the municipalities, noting that the reflexes in the indexes are independent of the size of the municipality to develop education and health through the presence of municipal councils.

It is noteworthy that the collection of IEGM has a bias. TCM provides the closed bill. Therefore, there may be situations in which a municipality has a high score, but not enough to increase the range (ex C + to C). While there may be a municipality with a low grade to the point of being on the limit to lower the grade. Therefore, it is a suggestion to seek through the TCM access to the database with the exact quantification of the notes.

In addition to the aforementioned limitation, as it is an embryonic research, no studies were identified that point out variables, particularly related to social control, that impact on IEGM. Therefore, this study adds the possibility of considering the municipal council variable. Furthermore, the sample of the Metropolitan Region of the city of Salvador is made up of only 12 municipalities, with a limited capacity to produce a large number of observations. Such limitations are useful for future research.

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