



Responsible Editor: Rafael Barreiros Porto
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Evaluation Process: Double Blind Review pelo SEER/OJS

Profile of Municipal Management in the State of Pará: A Look from the Effectiveness Index

ABSTRACT

Objective: this article seeks to present the levels of management effectiveness of the municipalities in the state of Pará, calculated through the Municipal Management Effectiveness Index (IEGM), composed by seven sectoral indicators: education, health, planning, management fiscal, environmental, citizen protection and information technology and communication governance.

Method: the research is characterized as exploratory and the method adopted is bibliographical and documentary analysis.

Originality/Relevance: it is understood that the adoption of synthetic indicators to measure effectiveness is a recent topic and little explored in the scope of studies in municipal public management, being important to know and evaluate such instruments through scientific research.

Results: the results show that the main difficulty of the municipalities of Pará is in the planning indicator, which presented the lowest level of adequacy in the most municipalities.

Theoretical/Methodological contributions: the research seeks to broaden the debate on the effectiveness of municipal management, presenting the IEGM as a possible instrument to subsidize the formulation and implementation of public policies that improve and define mechanisms more adequate to the local development process.

Keywords: Effectiveness; Indicators; Municipal Public Management; Public Policy; State of Pará.

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Received: August 05, 2018

Revised: July 05, 2019

Accepted: February 05, 2020

Published: April 30, 2020



How to Cite (APA)

Silva, R. R. da., N., Reis, T. R. & Ribeiro, A. L. (2020). Profile of Municipal Management in the State of Pará: A Look from the Effectiveness Index. *Journal of Accounting, Management and Governance*, 23 (1), 93-106. http://dx.doi.org/10.21714/1984-3925_2020v23n1a6

1 INTRODUCTION

Planning is a fundamental principle of the Federal Public Administration, according to article 6, item I, of Decree-Law n°. 200/1967 (Brazil, 1967). However, it is peaceful to understand that Brazilian public organizations suffer from serious managerial problems (MPOG, 2009), which motivated the approval of the so-called administrative reform, incorporated into the Magna Carta by Constitutional Amendment n° 19/1998 (1998).

With this reform, the principle of efficiency started to stimulate the revision of the management models of public organizations, changing their form of operation and operating structure. These organizations began to demand periodic assessment of the quality of services they provide to society, as well as the development of quality, productivity, modernization and rationalization programs in actions, in accordance with article 37, paragraph 3, item I and article 39, paragraph 7 of the 1988 Federal Constitution (1988). In summary, what these constitutional and infraconstitutional provisions establish is that public organizations - at the federal, state and municipal levels - must use the available resources in the best way and in the shortest possible time, without wasting public money.

The need for more efficiency, efficacy and effectiveness of public organizations is inherent to the development, which ends up being rendered unfeasible due to the limits that arise when public managers are not committed to these concepts, resulting in negative impacts on the lives of the citizens (Sano & Filho, 2013). This lack of commitment, or even the ignorance of these concepts, is even more evident in the municipal sphere, where the low level of effectiveness of municipal management compromises the formulation and implementation of public policies capable of enhancing local development and improving the quality of life of the citizens.

Although it has an impact on the daily lives of the citizens - characterized by lack of classes in schools, queues at hospitals, unfinished public works and countless other social problems - this low effectiveness of municipal public management could not be measured before in a systematic, clear and transparent way, through an official index. This situation begins to change with the creation of the Municipal Management Effectiveness Index (MMEI), prepared by the São Paulo State Court of Audit (TCE-SP) and disseminated to other Brazilian Courts of Audit in 2016. In this context, the MMEI allows observing which are the means used by the municipalities that should be made available in due time, in the appropriate quantities and qualities and at the best price, in order to understand the best relationship between the means used and the results obtained (efficiency), aiming to achieve the objectives and targets set in public planning (effectiveness) (EU, 2017). Therefore, MMEI main purpose is “the improvement of governmental actions, through the disclosure of the performance levels of results, that is, the final indicators of efficiency and effectiveness of the policies adopted to meet the needs of the population” (TCM-PA, 2017).

This article seeks to present and discuss the results of the application of MMEI in the municipalities of Pará, with a view to explaining the most relevant themes for local development in the state of Pará, having as reference the seven indicators that compose it: education, health, planning, fiscal management, environment, citizen protection and governance in information and communication technology. From the systematic application of the MMEI, it will be possible, for example, to assess the quality of municipal public spending, elucidating, over time, whether the vision and objectives outlined by the municipalities are being effectively achieved (IRB, 2016), evaluate the effectiveness of public policies and activities developed by municipal managers, compare performances between similar municipalities, making it possible to identify good administrative management

practices to increase the effectiveness of government actions, subsidize the formulation and implementation of new management strategies that provide the right conditions for the local development process, as well as providing advance information to mitigate risks and seize opportunities.

For this, the article was structured in three sections, in addition to this introductory one. The first discusses the theoretical framework of this research, addressing performance indicators in the public sector and their typology. The second section presents and discusses the MMEI calculation methodology. Finally, the third section analyzes the results obtained by applying the MMEI methodology in the municipalities of the state of Pará and presents the classification of municipalities by the range of management effectiveness.

2 THEORETICAL FOUNDATION

2.1 Performance indicators in the public sector

Performance indicators can be defined as operational measures capable of generating information that allow different areas, groups or organizations to be systematically compared over time, according to established standards, indicating whether the objectives set are being met, translating these objectives in results (Jannuzzi, 2005; Markic, 2014).

By contextualizing the concept in the social sphere, an indicator can be defined as a quantitative measure used to represent or quantify an abstract social concept of theoretical interest for academic research or programmatic interest for the formulation of policies, which objective would be to establish normative standards through which it is possible to make a diagnosis in order to support the formulation and evaluation of public policies (Jannuzzi, 2017).

The interest in measuring performance has been broadened in public sector organizations as a result of the increased demands for accountability by government agencies, the media and the general public, generating an increasing commitment on the part of public managers to focus on strengthening performance and achieving results (Markic, 2014).

When defined in a strategic context and developed according to valuable criteria, indicators can be a powerful tool for different purposes in the public sector, such as: management and performance improvement; monitoring, policy setting, goal setting, program evaluation and redesign; exchange of good practices through comparison; strengthening the strategic decision-making process; project management; elaboration of strategic plans and strategy management (realization of strategic development priorities); resource allocation; performance contracting; evaluation of the effectiveness of the provision of public services; and fostering transparency and accountability to society (Markic, 2014; Pereira & Pinto, 2012).

The types of classification of social indicators are diverse, however two classifications deserve to be highlighted in this article, namely, regarding the degree of complexity of the indicators and the time of their elaboration (Pereira & Pinto, 2012).

Regarding the degree of complexity, the indicators are classified as simple or composite. The composite indicators, also called synthetic or social indexes, are elaborated based on an average of a set of simple indicators in order to represent, in a synthesized way, one or more dimensions of the social reality being evaluated. These indicators are widely used in the evaluation of public management, allowing global comparisons to be made, for example, between entities of the Federation, between organizations, in addition to management performance itself. The form of construction of these indicators usually uses the establishment of different weighing or weights for the various indicators that make up the index, varying the degree established according to the importance of each indicator in

determining the result. Such indexes provide the manager with a synthetic measure that allows the assessment of broad topics such as local development, management effectiveness, quality of life, among others (Jannuzzi, 2005, 2017; Pereira & Pinto, 2012).

Considering also the degree of complexity, but adding the variable of the period of its creation, the social indicators can be classified as first, second or third generation (Kayano & Caldas, 2002).

The indicators considered as first generation emerged in the post-war period and are classified as simple indicators, such as the Gross Domestic Product (GDP), having been created in a context where the concern was centered on the measurement of the countries' production capacity, that would be strongly related to its level of development (Torres, Ferreira & Dini, 2003). Despite facilitating understanding by public managers and society, the first generation indicators bring their unidimensional aspect as a disadvantage, failing to consider other important dimensions for development, such as education and health (Pereira & Pinto, 2012).

The second generation indicators are composite indicators, created mainly from the 1990s, when the central concern moves from the strictly economic dimension of development to involve the social dimensions of the phenomenon. In this scenario, it is important to highlight the emergence of the Human Development Index (HDI), which summarizes, in a single indicator, dimensions such as income, longevity and education. Conceived by the United Nations Development Program (UNDP), the HDI started to serve as an empirical basis for Human Development Reports, responsible for demonstrating the world development process throughout the 1990s (PNUD, 2000).

Despite advances in measurements, for some authors, the HDI has limitations with regard to the lack of sensitivity for short-term measures and for themes of purely municipal actions (Torres et. al., 2003; Kayano & Caldas, 2002). The sensitivity of an indicator to measure short-term variations, considered an important measure for evaluating public policies results and valuing actions related to the form of management, is what will characterize third generation indicators (Pereira & Pinto, 2012).

In this context, the MMEI, object of study in this article, can be considered as a composite or synthetic indicator, of the third generation, considering that it is proposed to evaluate municipal public policies in the dimensions of education, health, planning, tax management, environment, citizen protection and information technology governance; dimensions considered as having a strategic position in the context of municipal public finances (TCM-PA, 2016).

2.2 Municipal management effectiveness index

The MMEI was prepared in 2014 by TCE-SP as an instrument for measuring results, correcting directions, reassessing priorities and consolidating planning, in addition to serving to improve inspection and control activities, by indicating the sectors that deserve greater surveillance and deepening (TCE-SP, 2014). Since 2016, under the coordination of the Rui Barbosa Institute (IRB), MMEI gained national reach, being used by Brazilian courts of audit that are part of the National Network of Public Indicators - INDICON Network, a network created with the purpose of sharing instruments to measure the performance of Brazilian public management, good practices and knowledge result from the assessment of public management, as well as assisting and subsidizing the inspection action exercised by the external control (IRB, 2016).

The MMEI is the final index that results from seven indexes, weighted by their respective weights, as shown in Figure 1.

Index	Description	Weight
i-Educ	The Municipal Education Index measures the results of the actions of the municipal public management 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.	20%
i-Health	The Municipal Health Index measures the result of the actions of the municipal public management in this theme through a series of specific questions, with emphasis on the processes carried out by the municipalities related to Primary Care, Coverage and action of the Family Health Program, performance of 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, control of the supply of inputs, coverage of vaccination campaigns and guidance to the population.	20%
i-Planning	The Municipal Planning Index verifies 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.	20%
i-Fiscal	This index measures 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.	20%
i-Envir	The Municipal Environment Index measures 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 advice.	10%
i-City	The Municipal Citizen Protection Index measures the degree of involvement of municipal planning in protecting citizens from possible events of accidents and disasters. It gathers information on the Contingency Plan, identification of risks for intervention by the Public Power and infrastructure of the Civil Defense.	5%
i-GovIT	The Municipal Information Technology Governance Index measures the knowledge and use of Information Technology resources in favor of society. This index gathers information on policies for the use of information technology, information security, staff training and transparency.	5%

Figure 1. MMEI component indexes

Source: Prepared by the authors based on IRB, 2016 and TCM-PA, 2017.

The sources of information for calculating each index are obtained from the combination of governmental data, rendering of accounts and information gathered from questionnaires filled out by city halls, which can be validated in the inspection activities carried out by courts of audit. Thus, the results of the indexes generated are only considered definitive after the approval of the respective accounts of the municipal manager (IRB, 2016).

With a focus on getting closer to society and presenting the best models and methodologies for municipal management, the results collected by MMEI are presented through five result ranges, whose interpretation is simplified to the letter model (Castro & Carvalho, 2017), as described in the Figure 2 below.

Letter	Range	Criteria
A	Highly effective	MMEI with at least 90% of the maximum grade and at least 5 (five) indexes with grade A
B+	Very effective	MMEI between 75.0% and 89.9% of the maximum grade
B	Effective	MMEI between 60.0% and 74.9% of the maximum grade
C+	In phase of adequacy	MMEI between 50.0% and 59.9% of the maximum grade
C	Low level of adequacy	MMEI less than or equal to 49.9%

Figure 2. MMEI result ranges

Source: IRB, 2016

The option to use result ranges instead of the absolute number aims to avoid the establishment of ranking among municipalities, considering that MMEI philosophy is not one of competition, but of understanding municipal management in the dimensions evaluated and promoting a change of attitude of the municipal manager (IRB, 2016; Castro & Carvalho, 2017). Furthermore, MMEI proposal is to evaluate the effectiveness of municipal management as a whole, without stimulating the exclusive attention of the public manager for only one or some of the dimensions analyzed. Therefore, highly effective municipal management is one that considers all aspects of social welfare (IRB, 2016).

As shown previously in Figure 1, three of the component indexes show less relevant weight in the composition of the MMEI (i-Envir, i-City and i-GovIT). In this case, less expressive results in these spheres would not imply a significant reduction in the final index, but would denote a less extensive municipal management. Therefore, range A (highly effective) is reserved for municipalities that present regular results in addition to MMEI above 90% of the maximum grade, verified by the existence of at least five component indexes in this range. Finally, there will be a decrease in the overall MMEI grade when the municipality does not prove the application of 25% of public budget in education and when the municipality does not comply with the provisions of article 29-A of the Federal Constitution, it will be relocated to range C (low level of adequacy), regardless of the numerical result achieved in MMEI. (IRB, 2016)

3 METHODOLOGY

The research method used was the bibliographic and documentary analysis, with the use of secondary data gathered from official repositories. The study is of exploratory nature and proposes to answer the following research question: what are the factors found in the Municipal Management Effectiveness Index (MMEI) that most influence the government management of municipalities in the state of Pará?

4 RESULTS

The state of Pará did not participate in the first national MMEI assessment, carried out in 2016, only figuring in the charts in 2017, when Pará State Municipalities Court of Audit (TCM-PA) became part of the INDICON Network. In that edition, which was based on the 2016 financial year, 97 of the 144 municipalities inspected by TCM-PA participated, which represented an adherence of 67.36%.

From the calculation of each index (i-Educ, i-Health, i-Planning, i-Fiscal, i-Envir, i-City and i-GovIT), an aggregation was generated through the weighted average of these indexes to obtain the MMEI of each municipality in the state of Pará, establishing the relationship of those with effective management (B), in phase of adequacy (C+) or with a low

level of adequacy (C). It is worth mentioning that no municipality in Pará had its management classified as very effective (B +) or highly effective (A), as shown in Figure 3.

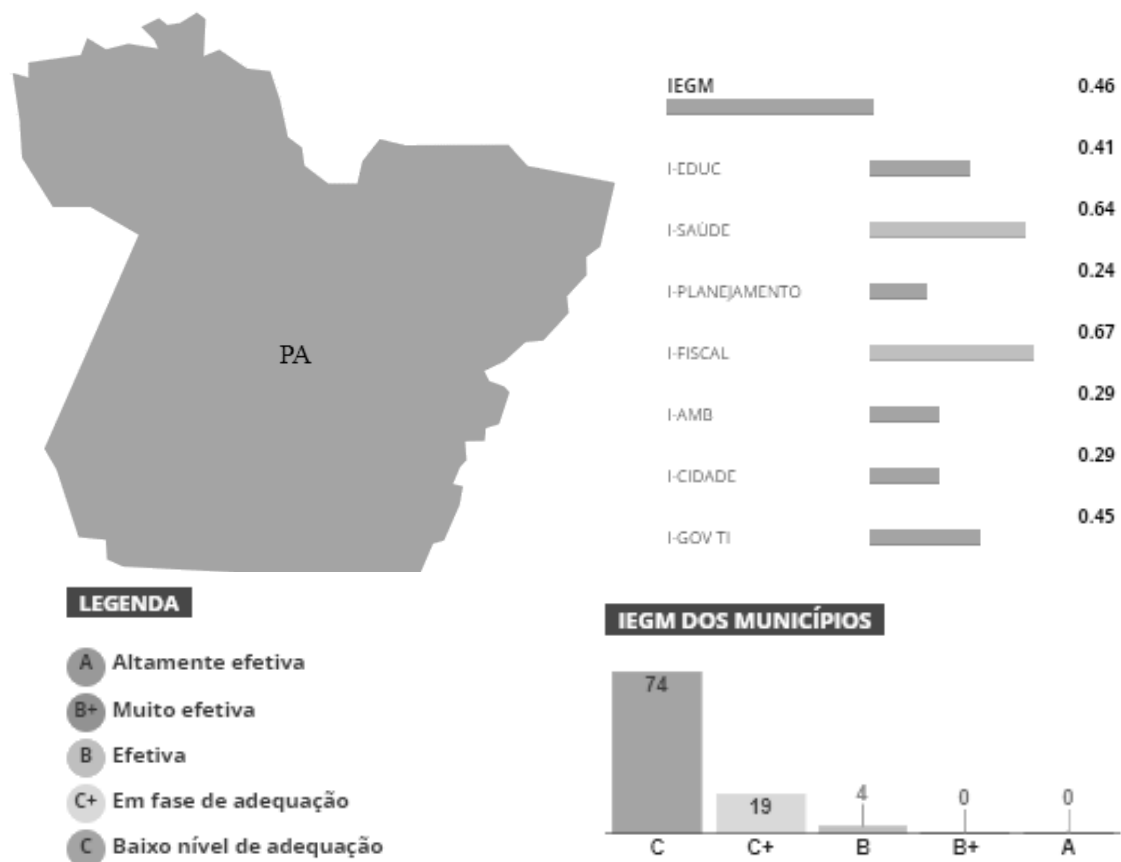


Figure 3. Management Effectiveness Index of the Municipalities of the State of Pará - 2016. Source: IRB, 2016

4.1 Municipalities with effective management

In Figure 4 below, municipalities classified as B (effective management) are presented, in alphabetical order.

Municipality	MMEI	i-Educ	i-Health	i-Planning	i-Fiscal	i-Envir	i-City	i-GovIT
Altamira	B	B+	B	C+	B	C	C+	C
Barcarena	B	B+	B	C	B	C+	B+	B
Dom Eliseu	B	C	B+	C	B+	C+	B+	C
Ulianópolis	B	B	A	C+	B+	C	C	B

Figure 4. Municipalities with effective management for MMEI. Source: IRB, 2016

Only four municipalities had an effective management level, which represents about 4% of the assessed universe. Although these municipalities have reached an acceptable level of effectiveness in the set of indicators, they all presented critical situations in important areas of management, when assessed individually.

For example, the municipality of Altamira showed a low level of adequacy in the environment and information technology governance indexes. For the municipality of Barcarena, the same situation occurred with the planning indicator. The municipality of Dom Eliseu, on the other hand, displayed problems in the education, planning and governance of

information technology. Ulianópolis registered a low level of adequacy in the environmental and citizen protection indexes. It is observed that the worst dimension assessed was planning, with two municipalities classified with low level of adequacy (Barcarena and Dom Eliseu) and two in the phase of adequacy (Altamira and Ulianópolis).

4.2 Municipalities in phase of adequacy

Municipalities that have achieved C+ effectiveness grades (in phase of adequacy) for MMEI are listed in Figure 5, in alphabetical order.

Municipality	MMEI	i-Educ	i-Health	i-Planning	i-Fiscal	i-Envir	i-City	i-GovIT
Almeirim	C+	C+	B+	C	B	C	B+	C
Cachoeira do Piriá	C+	C	B+	C	B+	C+	C	C
Canaã dos Carajás	C+	C+	B	C	B+	C	C	B
Jacareacanga	C+	B	C+	C	B	C	A	B
Marabá	C+	B	B	C	B	C	B+	B+
Marituba	C+	C+	B+	C	B	C	C	C
Muaná	C+	B	B	C+	B	C+	C	C
Novo Progresso	C+	C	B	C	C+	C+	C+	B
Novo Repartimento	C+	C	B+	C	B+	C	C	B
Ourém	C+	B+	B+	C	B	C	C	C
Paragominas	C+	C	B+	C	B	C	C	C+
Parauapebas	C+	C+	B	C+	B	C	B+	C+
Redenção	C+	C	B	C	B	C	B+	B
Rio Maria	C+	C	B+	C	B+	C	C	C
Santarém	C+	B	B+	C	C+	C	B	C
Tailândia	C+	C	B+	C	C+	C+	C	B
Terra Santa	C+	C	C	C+	A	C	C	C
Tucuruí	C+	B+	C+	C	B	C	C	B
Xinguara	C+	C+	B+	C	B	C	B	B

Figure 5. Municipalities in phase of adequacy to MMEI
Source: IRB, 2016

As shown in Figure 5, municipalities with a level of effectiveness in phase of adequacy represented about 20% of the total evaluated. It is observed that practically all the municipalities in this range had a low level of adequacy in the planning index, with the exception of Muaná, Parauapebas and Terra Santa, which are in phase of adequacy. A similar situation occurred with the environment index, where 15 of the 19 municipalities listed had a low level of adequacy in this area.

4.3 Municipalities with low level of adequacy

Municipalities that reached the worst management effectiveness indexes (C) are listed in Table 1, in alphabetical order.

Table 1
Municipalities with a low level of adequacy for MMEI

Municipality	MMEI	i-Educ	i-Health	i-Planning	i-Fiscal	i-Envir	i-City	i-GovIT
Abel Figueiredo	C	C+	B	C	B+	C	C	C
Acará	C	C	C	C	C	C	C	C
Afuá	C	C	C	C	C	C	C	C
Alenquer	C	C	C	C	C	C	C	C

Municipality	MMEI	i-Educ	i-Health	i-Planning	i-Fiscal	i-Envir	i-City	i-GovIT
Anajás	C	C	C	C	C	C	C	C
Ananindeua	C	C+	C+	C	B	C+	C	C+
Anapu	C	C+	B	C	A	C	C	B
Augusto Corrêa	C	C	B	C	B+	C	C	C+
Aurora do Pará	C	C	B	C	C+	C	C	C
Bannach	C	C	C	C	B	C	C	C
Belterra	C	C	C	C	C+	C	B	C
Bom Jesus do Tocantins	C	C	B	C	C+	C	C	C
Bragança	C	C+	B+	C	C	C	B+	C
Brasil Novo	C	C	B	C	B	C	C	C+
Brejo Grande do Araguaia	C	C	B	C	B	C	C	C+
Breu Branco	C	C	B	C	B+	C	C	C
Breves	C	C	C	C	C	C	C	C
Bujaru	C	C	C	C	C	C	C	C
Cachoeira do Arari	C	C	C+	C	C+	C	C+	C
Cametá	C	C	C	C	C+	C	C+	C+
Castanhal	C	C+	B	C	B	C	C	C
Conceição do Araguaia	C	C	B	C	C+	C	C	C
Concórdia do Pará	C	B	C	C	C+	C	C	C
Cumaru do Norte	C	C	C+	C	C+	C	C	C+
Curralinho	C	C	C	C	C+	C	C	C
Curuá	C	C	B	C	C+	C	C+	C
Curuçá	C	C	C	C	B	C	B+	C+
Eldorado dos Carajás	C	B	B	C	C	C	C	C
Garrafão do Norte	C	C	B	C	A	C	C	C
Goianésia do Pará	C	C+	B	C	B	C	C	C
Ipixuna do Pará	C	C	C+	C+	C	C	C	C
Itupiranga	C	C	C+	C	C+	C	B+	B
Jacundá	C	C	C	C	B+	C	C	C+
Jurutí	C	C	B	C	B	C	C	C+
Limoeiro do Ajuru	C	C	B	C	C	C	C	C
Medicilândia	C	C	B	C	B	C	C	C
Mocajuba	C	C	C+	C	C+	C	C	C+
Mojuí dos Campos	C	C	C	C	B	C	C	C
Monte Alegre	C	C+	C	C	B+	C	B	C+
Mãe do Rio	C	C	C	C	C	C	C	C
Nova Esperança do Piriá	C	C	C+	C	B+	C	C	C
Nova Ipixuna	C	C	C	C	B	C	C+	C
Oeiras do Pará	C	C	C+	C	B	C	C	C
Oriximiná	C	C	B	C	B	C	B	B
Ourilândia do Norte	C	C	B+	C	C	C	C	B+
Pacajá	C	C	C+	C	C	C	C	B
Palestina do Pará	C	C	C+	C	C+	C	C	C
Pau D'Arco	C	C	B+	C	C	C	C	B
Peixe-Boi	C	C	B	C	B	C	C	C

Municipality	MMEI	i-Educ	i-Health	i-Planning	i-Fiscal	i-Envir	i-City	i-GovIT
Piçarra	C	C+	C+	C	B	C	C	C
Porto de Moz	C	C	C	C	C	C	C	C
Prainha	C	C	B	C	C	C	C	C
Rondon do Pará	C	C	B	C	B	C	C	C
Salvaterra	C	C	C	C	B	C	C	C
Santa Cruz do Arari	C	C	B	C+	C+	C	C	C
Santa Luzia do Pará	C	C	C+	C	B	C	C	C
Santa Maria das Barreiras	C	C+	C	C	C	C	C	C
Santana do Araguaia	C	C	B	C	C+	C	C+	C
Santo Antônio do Tauá	C	C	B	C	C	C	C	C
Soure	C	C	C+	C	C+	C	C	C
São Domingos do Araguaia	C	C	B+	C+	C+	C	C	C
São Domingos do Capim	C	B	B	C	C+	C	C	C
São Francisco do Pará	C	B	C	C	A	C	C	C
São Geraldo do Araguaia	C	C	C	C	C	C	C	C
São João de Pirabas	C	C	C	C	C+	C	C	C
Tomé-Açu	C	C	B+	C	C+	C	C	C+
Tracuateua	C	C	C+	C	C+	C	C	C
Tucumã	C	C	B	C	B+	C	C	B
Uruará	C	C	B	C	C+	C	C	C
Vigia	C	C	C	C	C	C	C	C
Viseu	C	C	C	C	B	C	C	C
Vitória do Xingu	C	C	B+	C	B	C	A	B
Água Azul do Norte	C	C	C	C	B+	C	C	C
Óbidos	C	C	C	C	C+	C	C+	C

Source: IRB, 2016

In the universe of 97 municipalities participating in the evaluation, as observed in Table 1, 74 registered the worst levels of effectiveness, representing 76% of the total evaluated. Negative highlight for the municipalities of Acará, Afuá, Alenquer, Anajás, Breves, Bujaru, Mãe do Rio, Porto de Moz, São Geraldo do Araguaia and Vigia, which obtained a low level of adequacy in all the evaluated indexes. Again, it is observed that almost all the municipalities in this range had a low level of adequacy in the planning index, with the exception of Ipixuna do Pará, Santa Cruz do Arari and São Domingos do Araguaia which are in the process of being adjusted.

5 DISCUSSION OF RESULTS AND CONCLUSION

The MMEI has the potential to systematically evaluate municipal management and may be used as an instrument of transparency and control of public accounts. However, the index presents problems that must be addressed in order to mitigate the “risk of acute quantophobia (the disease of measurement) that lurks all those who, instead of measuring to better understand, want to understand only what is measurable” (Gaulejac, 2007, pp. 67-68). In this direction, in order to build an objective representation of the municipal reality, MMEI should answer the following questions:

On what basis are the coefficients assigned? How are the weights defined between the different criteria, indicators and items? How are items such as “equal opportunities”, “the impact on local and national economies”, “the ethics of behavior” measured? Does the aggregation of the elements of a system allow the performance and quality of the set to be achieved? Can we reduce the complexity of the organization to a juxtaposition of elements that are the subject of an infinite composition? (GAULEJAC, 2007, p. 96).

MMEI does not provide answers to all of these questions. The seven sectoral indicators are broken down into an extensive set of 143 assessment questions, which require a certain degree of technical and regulatory knowledge for their correct completion. The weighing or weights of each criterion were defined according to the reality evidenced by the TCE-SP with the São Paulo State municipalities (TCM-PA, 2017; TCE-SP, 2014; IRB, 2016). The dimensions evaluated were selected from the jurisprudence of TCE-SP and from infraconstitutional regulations (TCM-PA, 2017; TCE-SP, 2014; IRB, 2016). Although the strategic position of areas such as health, education, planning is understood, the application of the same prioritization criteria in the reality of the state of Pará and the other states of the federation, possibly would result in new strategic areas in the context of their respective public finances, given the regional specificities.

These are just some of the issues that will need to be addressed if MMEI is to be consolidated as a possible instrument to support the formulation and implementation of public policies capable of fostering the process of municipal development.

In spite of the complexity and breadth of the questions to be answered, the following practical measures that could be adopted to improve the MMEI are suggested: a) systematic training of public servants responsible for filling and collecting data, with a view to improving quality information provided; b) use of MMEI information in the assessment of the annual accounts of municipal managers; c) adoption, as a rule, of the practice of crossing declared data with information from other public databases; d) collation of the results of MMEI and its sectoral indexes with other official indicators to problematize their limits and potential, such as, for example, MMEI with the MHDI, i-Educ with the Basic Education Development Index (IDEB), i -Health with the MHDI-Longevity, among others; and e) promotion of periodic visits to the municipalities to identify good practices to be shared, as well as to prevent manipulations in the information provided.

The results observed for the municipalities of the state of Pará, which in the general index of effectiveness was classified in the worst range (C), demonstrante serious problems in all dimensions evaluated, with a negative emphasis on institutional aspects such as planning. All the municipalities evaluated presented the worst results in this index, which shows the importance of its improvement, considering that planning is the basis for the formulation and implementation of public policies and new management strategies that provide the appropriate conditions for the local development process.

Through these initial results obtained, it is expected to stimulate the expansion of the debate on the effectiveness of municipal public management, encouraging other researchers to identify good administrative management practices to contribute to increasing the effectiveness of governmental actions, and at the same time stimulating scientific research on the use of these indicators in the form of subsidizing public managers in their decisions.

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Perfil da Gestão Municipal no Estado do Pará: Um Olhar a Partir do Índice de Efetividade

RESUMO

Objetivo: o artigo busca apresentar os níveis de efetividade da gestão dos municípios do estado do Pará, calculado por meio do Índice de Efetividade da Gestão Municipal (IEGM), composto por sete indicadores setoriais: educação, saúde, planejamento, gestão fiscal, meio ambiente, proteção dos cidadãos e governança da tecnologia da informação e comunicação.


Método: a pesquisa é caracterizada como exploratória e o método adotado é a análise bibliográfica e documental.

Originalidade/Relevância: entende-se que a adoção de indicadores sintéticos para mensuração de efetividade é tema recente e pouco explorado no âmbito dos estudos em gestão pública municipal, sendo importante conhecer e avaliar tais instrumentos por meio da pesquisa científica.


Resultados: os resultados obtidos apontam que a principal dificuldade dos municípios do Pará está no indicador de planejamento, que apresentou o mais baixo nível de adequação em praticamente todos os municípios.

Contribuições teóricas/metodológicas: a pesquisa busca ampliar o debate sobre a efetividade da gestão municipal, apresentando o IEGM como um possível instrumento para subsidiar a formulação e implementação de políticas públicas que aprimorem e definam mecanismos mais adequados ao processo de desenvolvimento local.

Palavras-chave: Efetividade; Indicadores; Gestão Pública Municipal; Políticas Públicas; Estado do Pará.

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Recebido: Outubro 30, 2018
Revisado: Fevereiro 24, 2019
Aceito: Novembro 24, 2019
Publicado: Abril 30, 2020



Journal of
Accounting,
Management and
Governance

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