



Municipal sport management and governance in Brazil: an index for municipalities

Gestión y gobernanza del deporte municipal en Brasil: un índice para municipios

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Abstract

Introduction: Despite the increase in investment and attention given to sport, the evaluation on the public sport policies management is still less widespread than that on other sectors, such as health and education.

Objective: This work aims to evaluate sport management in Brazilian municipalities through the development of a public management and sport governance index, the IGGE-M (Index of Public Management and Governance in Sport – Municipal). The IGGE-M was created based on 40 questions from the database of the Sports Intelligence Research Institute.

Methodology: The data collected from the questions were grouped into four dimensions: (1) nature of the public body that manages sport in the municipality; (2) people; (3) planning; and, (4) transparency, participation and social control and each dimension had its own percentages established considering its importance. The data was analyzed based on the establishment of a ranking of municipalities based on the result from the sum of the percentages of the dimensions. **Results:** The results revealed that the management and governance of sport policies in Brazilian municipalities can advance a lot, especially regarding central elements of public governance, such as social control and participation.

Conclusions: Given the IGGE-M proposed, we believe that it can contribute to support the analysis of sport management and governance in municipalities of other countries beyond the Brazilian context. The proposed index is unprecedented in the international context, with academic value and a practical contribution to municipalities' sports policies.

Keywords

Governance; management; municipal sport bodies; public sport policies.

Resumen

Introducción: A pesar del creciente aumento de la inversión y de la atención dedicada al deporte, la evaluación de la gestión de las políticas públicas deportivas continúa siendo menos frecuente que en otros sectores, como la salud y la educación.

Objetivo: El presente estudio tiene como propósito evaluar la gestión deportiva en los municipios brasileños mediante el desarrollo de un índice de gestión pública y gobernanza en el deporte, denominado IGGE-M (Índice de Gestión Pública y Gobernanza en el Deporte – Municipal). El IGGE-M se construyó a partir de 40 preguntas provenientes de la base de datos del Sports Intelligence Research Institute.

Metodología: Los datos obtenidos a partir de dichas preguntas fueron organizados en cuatro dimensiones: (1) naturaleza del organismo público responsable de la gestión del deporte en el municipio; (2) recursos humanos; (3) planificación; y (4) transparencia, participación y control social. A cada dimensión se le asignó un porcentaje específico, de acuerdo con su relevancia. El análisis de los datos se realizó mediante la elaboración de un ranking de municipios, basado en la suma de los porcentajes de las dimensiones.

Resultados: Los hallazgos evidenciaron que la gestión y la gobernanza de las políticas deportivas en los municipios brasileños presentan un amplio margen de mejora, especialmente en lo que concierne a elementos centrales de la gobernanza pública, como el control social y la participación ciudadana.

Conclusiones: El IGGE-M propuesto puede constituir una herramienta útil para el análisis de la gestión y la gobernanza deportiva en municipios de otros países, más allá del contexto brasileño. Se trata de un índice inédito en el ámbito internacional, con valor académico y una contribución práctica significativa para el desarrollo de las políticas deportivas municipales.

Palabras clave

Gobernanza; gestión; entidades deportivas municipales; políticas públicas deportivas.

Introduction

Evaluation is one of the phases of the Policy Cycle proposed by Frey (2000) and Jann and Wegrich (2007). It consists in the moment when all policy processes are permeated and monitored, which enables to identify problems, raise alternatives, in addition to plan and monitor implementation. Considering the sport field, the evaluation of sport policies has been a topic of recent discussion, both in the academic and public communities, mainly when it addresses public management (Menegaldo, 2019).

Due to the importance of the topic, some countries have created assessment indexes for different aspects of the sports field such as its social significance (Weiss et al., 2016) and the performance of athletes. We can mention the indexes: Belgian Elite Sport Index (Leblicq et al., 2004), the Elite Sport Index and Olympic Index from the Netherlands (NOC*NSF) (De Bosscher et al., 2013), the World Sporting Index from the United Kingdom (UKSports) (De Bosscher et al., 2009) and the Delta Barometer Good Governance & Innovation in Sport Index (GGIS) (Thompson et al., 2022). What can be seen is that, for the most part, the indices that exist focus on evaluating the sporting performance of society, athletes or countries, or even the good governance of sports federations. However, there are still no indices that focus on evaluating sports management in local or municipal contexts.

In Brazil, for example, country that is organized into three federative entities, that is, the Union, which comprises the federal level, and the states and municipalities that include the local level, the use of these existing indices would not be appropriate. In this country, through the Federal Constitution of 1988, municipalities began to have autonomy and freedom to make decisions. This autonomy made the sport receive more attention in the country (Arretche, 1999, 2010; Mertins et al., 2016; Santos & Starepravo, 2018), and, consequently, more investments. Today, in Brazil, of the more than 5,000 Brazilian municipalities, everyone has a sporting body that deals with sport, and around 66% have a top-ranking body dedicated to sport. In addition, the municipalities are the federal entities that invest the most in the budgetary function known as 'sport and leisure' (Carneiro et al., 2021; Carneiro & Castelani Filho, 2021).

Despite the increase in investment and attention given to sport, the evaluation on the public sport policies management is still less widespread than that on other sectors, such as health and education, despite being significant for the area due to the increase in public funding for sport, the development of programs, projects and sport government actions, besides the creation of regulatory standards (Menegaldo, 2019).

Thus, considering the lack of evaluation measures for sports policies in local contexts (municipalities) and in Brazil, this work aims to evaluate sport management in Brazilian municipalities through the development of a public management and sport governance index, the IGGE-M (Index of Public Management and Governance in Sport – Municipal). For that, we will focus on designing the index, showing and justifying its elements by linking them to theories and ideas that arise from the social sciences in general, and, more specifically, from the public area.

Thus, we established the following specific objectives: detail the construction of the IGGE-M, present data referring to the portion of Brazilian municipalities that had the questionnaires answered and observe in which dimensions the municipalities are highlighted or lacking, seeking to identify potentialities and limitations of public management of the sport from the index.

When we created the IGGE-M, it was possible to assume that if there is an effect of the qualities of institutions on variables, such as economic growth, development and effectiveness of spending in specific areas of public policies, measuring this indicator regarding the bodies that deal with sports and leisure policies would also indicate the effects of effectiveness, efficiency, development, among others. In fact, this seems to be the approach of high-level control bodies in Brazil, such as the Federal Court of Auditors (TCU), which has sought to study, under the control point of view, the governance of specific public policy programs by correlating governance and management to precisely increase effectiveness, economy, efficacy and efficiency (TCU, 2014; TCU, 2020). Furthermore, the IGGE-M seeks to compare municipalities by providing opportunities to search for good practices. It can be used to analyze different dimensions of sport management and governance and to make inferences about sport development, thus being able to contribute to the analysis of sports management and governance in municipalities in other countries.



Literature review

The IGGE-M is an index that we are proposing to evaluate municipal management related to sports in Brazil. The data used for its construction were taken from the GEEM, a questionnaire with more than 270 questions on management and governance that was answered by sports managers in each municipality. Of these questions, 40 were selected for the creation of the IGGE-M and were organized into 4 dimensions. Thus, this section will be intended to present discussions regarding the factors that led us to categorize the dimensions, the elements that make up each of them and the score received. The choice of dimensions, the percentages of each dimension, as well as the details about the GEEM questions that were used for the IGGE-M will be detailed in the methodology.

The index created here is supported by scientific literature and it is based on 4 dimensions, namely, (1) the nature of the public body that manages sport in the municipality, (2) people, (3) planning and (4) transparency, participation, and social control. The dimension of the nature of the public body that manages sport in the municipality refers to the autonomy that the body that governs sport has to make decisions. In Brazil, the body can be a secretariat, a department or a foundation. The secretariat is the body that has the most autonomy to make decisions and receives the most funding. It can encompass several areas in the same secretariat. When this happens, it is what we call a department. For example, we could have a Secretariat of Sports, Culture and Education, in which case there would be a department for sports, another for culture and another for education within the secretariat. Thus, the secretariat's resources are divided between the three departments and those responsible for the departments report to the secretary, thus having less autonomy.

The second dimension, "people", concerns the qualifications of the person responsible for the agency and the employees present there, whether they have undergraduate, postgraduate and training courses. The third dimension, "planning", concerns the organization of the agency, that is, whether there is a guiding document, such as a strategic plan, that guides the actions and demands of sports in the municipality, with a mission, values and vision, and with actions, goals and tasks that will be carried out throughout the management. In addition, it also analyzes whether there is an instrument for evaluating what is done in the municipality. Finally, the last dimension, called "transparency, participation, and social control", concerns the publication of management data, the existence of a municipal council and ombudsman, etc. The theoretical arguments that justify the four-dimensional assessment proposal will be discussed in detail throughout this topic.

The table below shows the "nature of the public body that manages sport" dimension elements of the IGGE-M.

Table 1. The "body nature" dimension elements.

Dimension	Dimension elements (based on GEEM questions)	Scoring methodology
Body nature	Sport body status in the municipal administration structure: it questions whether the body has greater or lesser status within the organizational hierarchy	- Secretary (1.0) - Autarchy or foundation (0.75) - Others (department, advisory, board) (0.5) - None (0)
	Autonomy degree of the sport body: it questions whether the body is autonomous or linked to another policy area (education, culture, health, social assistance, etc.)	- Completely autonomous or linked to leisure and youth (1.0) - Linked to other areas (0)
	Administrative decentralization: it questions whether there is any decentralization structure through nuclei, centers or offices in different regions of the municipality	- There is a decentralized structure (1.0) - There is no decentralized structure (0)

Source: the authors

It is assumed that the higher the organizational status of the policy area, the easier it is for policies to pass through the funnel of agenda control and the more salient this area is. Considering the agenda setting theory, it is possible to say that the proximity to the mayor's agenda-setting power facilitates the operation of the political flow, thinking in the model of multiple flows or punctuated equilibrium, with the secretary – the responsible for the sport body – as an entrepreneur of policies in the area (Brasil & Jones, 2020; Carney & Zahariadis, 2016). According to Peters (2015) different policy areas compete for budget, attention, legislative time, etc. Also, as highlighted by Rodrigues and Barcelos (2020), when dealing with theories of the narrative policy framework, the symbolic representation in determining the

agenda is a relevant factor. The very entry of a policy area into the focus of attention is a process of persuasion and convincing that the problems in such an area are really public problems or that they need government action. Thus, it can be said that the highest status attributed to sport within the municipal administration would bring the policy stream closer to the politics stream. Since sport is traditionally less salient than other areas, such as health, education and safety, this higher status becomes an especially important institutional factor. It is reasonable to admit that, when the network of agents who care about sports policies is “promoted” closer to the macropolitics system, the easier it will be to make the attention of agenda holders turn to these policies (Rhodes, 2006). It is clear that the same reasoning can be applied to the autonomy issue of the sport field in relation to others.

Regarding decentralization, this issue is related to the fact that expenses, effectiveness and application of resources improve when decision-making has decentralized elements. For example, Faguet (2004) stated that advocates of decentralization argue that administrative decentralization, which involves funding and decision-making, makes governments more responsive to local needs. This happens as the delivery of public goods and services adjusts better, in a more “customized” way, to groups and regions with more specific needs. In addition, it can be said that decentralizations would facilitate participatory control over budgets, choices, and execution of policies (as it will be pointed out in the participation elements).

Table 2 shows the “people” dimension elements of the IGGE-M.

Table 2. “People” dimension elements.

Dimension	Dimension elements (based on GEEM questions)	Scoring attribution methodology
People	Academic education level of the top sport body manager: it questions what the education level of the top sport manager in the municipality is	- Complete or incomplete postgraduate studies (1.0) - Complete or incomplete undergraduate studies (0.75) - Complete or incomplete high school (0.5) - Complete or incomplete elementary school (0.25) - No formal education (0)
	Party affiliation: it questions whether the top body manager is linked to a political party (state relational capacity measure)	- Affiliated (1.0) - Non-affiliated (0)
	Experience as a top manager in sports: it questions if the top manager already has management experience in sports (in public or private organizations)	- Experience in sports (1.0) - No experience in sports (0)
	Experience as the top sport manager: it questions how long the top manager has been in such a position	- 5 years or more (1.0) - 3-4 years (0.75) - 1-2 years (0.5) - Less than 1 year (0.25)
	Type of sport personnel hiring: it questions about the percentage of people hired through different hiring regimes (in relation to the total number of the body)	- Higher percentage of statutory employees (1.0) - Higher percentage of commissioned employees (0.75) - Higher percentage of outsourced workers or personnel hired through an agreement (0.5) - Higher percentage of trainees, volunteers or similar (0.25)
	Percentage of technicians specialized in relation to total personnel: it questions whether the percentage of the staff working in similar areas is greater than that of managers and/or non-specialists	- Higher percentage of technicians (1.0) - Higher percentage of non-specialized personnel (0)
	Promotion of training for personnel: it questions about training made available to the personnel by the sport body	- Training promoted in the last year (1.0) - Training not promoted in the last year (0)
	Provision of external training for personnel: it questions about external training opportunities made available to personnel by the sport body	- External training provided in the last year (1.0) - External Training not provided in the last year (0)
	Existence of evaluation mechanisms: it questions about internal evaluations of the body staff in relation to work performance	- There is personnel evaluation (1.0) - There is no personnel evaluation (0)

Source: the authors

Table 2 shows the questions as an operationalization of a governance concept dimension, in particular the state capacity regarding professionalization of public bureaucracy. If the state capacity is formed, according to the definition by Skocpol and Finegold's (1982) or Evans' (1993), that is, by the instruments, institutions, techniques, and technologies that allow a government to implement public policies, the capacity of the bureaucratic body is certainly a dimension that needs to be considered. As an element of this professionalization, one must take into account the expertise of the technical personnel and its

analytical capacity at least under two dimensions: knowledge and experience. Considering these two dimensions, dedication to the specific policy area is also an important qualifier (Peters, 2015; Wu et al., 2015). Building analytical capacity is, in addition to an individual capacity, the construction of a network of policies, thus, it is the establishment of systemic capacities in the area, according to the sense given by Peters (2015). Besides that, when dealing with sports - a very recent policy area and still not very structured - it is expected that such capacities will be low and, thus, the characters that measure the professionalization of the people who work in the area are even more important. There is comprehensive documentation in the literature on the correlation between the existence of a well-structured, professional bureaucracy with a certain degree of autonomy in relation to the vicissitudes of political cycles and the effectiveness in the elaboration and implementation of policies.¹

Party affiliation is understood herein as a reading of the relational-political capacity of the person who is in charge for the body, an element considered fundamental in the specialized literature (Wu et al., 2015; Pires & Gomide, 2016). The idea that someone with political connections would be important in a sport body was pointed out by managers, since this area is new and still not institutionalized as a public policy area, as already mentioned.

Table 3 shows the “planning” dimension.

Table 3. The “planning” dimension elements.

Dimension	Dimension elements (based on GEEM questions)	Scoring attribution methodology
Planning	Existence of an institutional development plan or strategic level plans: it questions whether the sport body or municipality has a specific plan - at a strategic level - for sport and whether it is made publicly available	- There is a plan (0.75) - There is no plan (0) - Plan available on the website (+0.25)
	Existence of an action plan or plan at the tactical/operational level: it questions whether the sport body or the municipality has a specific plan with actions, tasks, goals, time horizon and availability of resources and whether they are publicly made available	- There is a plan (0.75) - There is no plan (0) - Plan available on the website (+0.25)
	Existence of strategic and organizational elements: it questions whether the body has typical strategy elements, such as mission, vision and values.	- There are some elements (1.0) - There are no elements (0)
	Document that guides the sport policy of the municipality: it questions whether there is a document that guides the municipal sport policy	- There is policy definition in law or other infralegal norm approved by the executive body (e.g. a decree) (1.0) - There is no document (0)
	Participating process in sport policy planning: it questions whether there is formal community participation in the sport policy development process	- Events held with the community participation (assemblies, hearings, formal meetings, etc.) (0.2 per item performed up to a maximum of 1.0) - No events hold (0)
	Existence of a policy evaluation process: it questions whether there is a formal evaluation process for implemented policies	- There is (1.0) - There is not (0) Frequency: - Annual, semiannual, monthly, or quarterly (+1.0) - every two or four years (+0.5) (not cumulative with the annual) - Periodicity greater than four years (0)

Source: the authors

Obviously, the existence and application of management and planning tools are requirements for good management and governance. Control bodies, such as the Brazilian Federal Court of Auditors (TCU) (2020, 2014), support and demand strategic participative management with evaluation capacity for both, the organization and policy perspectives. Toni (2021) emphasized the planning role under the perspective of policies. The author stated that this capacity is related to the ability of “producing government”. The author correlated this ability to the capabilities of people in charge to produce planning. Likewise, Pagnussat (2015, pp. 185-186), when quoting Martha Cassiolato, stated that: “no government can be better than the personal and institutional government capacities, which allows the individuals to

¹ For example, see this literature review and the conclusions for Brazilian municipalities by Marengo (2017).

elaborate an intelligent government project, besides administering governance and creating government tools”.

Furthermore, the 40 questions used from GEEM to construct the IGGE-M address the presence of elements that link strategy to the existence of actions, goals, tasks, which gives the plan more consistency, practicality, possibility of effective implementation and evaluation. At a more purely organizational level, the GEEM questions whether the body that deals with sport has typical elements of strategic planning, such as mission, vision and values. It is also questioned about the institutionalization of sport guidelines in the municipality, considering, of course, that formalization in a norm is important, and also about participation in the planning process. Finally, as it has been gaining enormous importance, to the point of being included in the Federal Constitution, Arts. 37 and 165, amended by Constitutional Amendment 109/21, it is considered whether there is an evaluation, not of the people, but of the policies themselves.

Finally, Table 4 shows questions on transparency, participation, and social control.

Table 4. “Transparency, participation and social control” dimension elements

Dimension	Dimension elements (based on GEEM questions)	Scoring attribution methodology
Transparency, Participation and Social Control	Publication of data by the responsible body management	- It has its own website (1.0) - It does not have its own website (0) - Additional scores for disclosure in a channel other than its own website: social networks, blogs, emails (1.0) Additional scores per items published on its website: - Actions, projects, policies and reports (1.0) - Multi-year plan (1.0) - Budget planned and executed annually (1.0) - Minutes of meetings by committees/councils/collegiate bodies (1.0) - Municipal sport legislation (1.0) - Official journal when it presents items related to the body (1.0) - Annual activity report (1.0) - Publication of information about its main managers (1.0)
		Ombudsman: it questions whether the municipal sport body has an ombudsman It has (1.0) It does not have (0)
		Accountability evaluated by other bodies: it questions whether the body accountability is evaluated by other organs of the municipality Yes (1.0) No (0)
		Existence of a municipal sports council: it questions whether such council exists, time of existence, functions and representation of civil society - There is a council (1.0) - There is no council (0) - If the council is active (+1.0) Length of existence: - More than 8 years (1.0) - Less than 8 years (0) Board functions: - Deliberative (+0.25) - Advisory (+0.25) - Normative (+0.25) - Supervisory (+0.25) Civil society participation: - More civil society representatives than government representatives (1.0) Otherwise (0)
	Participation of the civil society in collegiate bodies: it questions whether civil society participation is allowed in meetings of collegiate sport bodies (commissions, committees, etc.)	- Participation allowed and encouraged (1.0) - Not allowed nor encouraged (0)

Source: the authors

There is comprehensive literature to support this last dimension. Considering transparency, it is justified by its instrumental value, supported by the agency theory, and consequently its use for control, be it social or by specialized bodies; as well as by a value in itself, which would be the citizen's right to know the state performance (Cruz, Ferreira, Silva & Macedo, 2012; Bairral, Silva & Alves, 2015). The channels through which information is disseminated are considered herein, in addition to what information is disclosed and whether there is information about the managers.

The publication of an entity's administrative acts provides clear information (Gómez-Solano, 2025). However, the instrumental value of transparency lies largely in social control. It is also important to consider instruments to perform this control, such as the existence of councils and other forms of participation. Again, there is comprehensive literature on councils and participation, with several justifications, including specific studies on the sport field (Starepravo, 2007; Milani, 2008; Barddal & Pessali, 2020; Barddal et al., 2021). It is noteworthy that the literature considers the institutional quality of councils through elements related to their institutionalization: time, effective functioning, functions and composition (Buvnich & Passamal, 2014; Almeida et al., 2016; Barddal & Torres, 2020). This is exactly the sense incorporated in the IGGE-M.

Finally, this last dimension also takes into account the control carried out by specialized bodies and the existence and importance of ombudsmen - the latter ones are related to participation, social control and the councils themselves (Comparato, 2016; Lima & Durán, 2016; Santos et al., 2019).

Method

The IGGE-M was created based on a database from the Sports Intelligence Research Institute (IPIE). IPIE data were collected through a 270-question questionnaire, the Sport Management in States and Municipalities (GEEM), which was answered by municipal sports managers in Brazil. The GEEM is an instrument-questionnaire to collect information on management, governance and development in various dimensions and on the three levels of sport policy support: training, excellence and sport for life and which is available for consultation at the following electronic address: <http://www.inteligenciaesportiva.ufpr.br/site/bi-geem/>.

Some researchers are already using the GEEM database for analysis or at least referencing it in their studies (Bavaresco et al., 2024; Caetano et al., 2024; Micalski et al., 2024; Souza et al., 2023; Souza et al., 2024).

The 270 questions involve aspects such as the entity's data, governance, human resources, the municipality's sports policies, facilities and sports culture. However, for the creation of the IGGE-M, only those related to sports management and governance were selected, comprising 40 issues. Furthermore, these 40 questions portrayed different dimensions of what can be considered fundamental for good public management and governance in the field of sport.

The data collected from the questions were grouped into four dimensions as previously stated: (1) nature of the public body that manages sport in the municipality (IGGENat); (2) people (IGGEpeop); (3) planning (IGGEplan); and, (4) transparency, participation and social control (IGGETranpartcon).

After creating the four analysis categories, the percentages for each of them were defined, as shown in equation 1 below:

$$\text{IGGE-M} = 10\% \times \text{IGGENat} + 20\% \times \text{IGGEpeop} + 30\% \times \text{IGGEplan} + 40\% \times \text{IGGETranpartcon}$$

The percentages of each dimension were adjusted considering the literature of sport management and the opinion of specialists that study public policy of sport and sport management. The specialists discussed and defined the percentages collectively. During the discussions, it was perceived that if the sport body (that is, if it is a secretariat – exclusive body for sport – or a department – not exclusive body) has impact on autonomy, on the level of the body state capacity and the use of instruments and tools for managing public and organizational policies are more important. The latter, that is, the use of management tools/instruments, can be seen, from a certain angle, as a consequence of the quality of people's analytical state capacity (Toni, 2021). Finally, the most important thing is the presence of classic governance mechanisms: transparency, participation and social control.

The data was analyzed based on the establishment of a ranking of municipalities based on the result of the aforementioned equation.

The present study calculated the IGGE-M for 1,573 municipalities that answered questions referring to all the index dimensions. These municipalities are distributed across the states. More than 50% of the municipalities had the data completed by the time the scoring was finished, at the beginning of the second half of 2022. The municipalities of the following states were included: Paraná (PR) with 100% of municipalities that answered the questions, Sergipe (SE) with 86.7%, Ceará (CE) with 83.7%, Bahia (BA) with 72.9%, Minas Gerais (MG) with 66%, Rio Grande do Norte (RN) with 62.28% and Santa Catarina (SC) with 57.63% of municipalities that answered the questions. The results are periodically updated on the IPIE website.

Next, we will present some analyses based on the ranking of the states and municipalities by showing on which dimensions they are more and less developed, and dividing the municipalities into IGGE-M strata: “very high” ($7 < \text{IGGE-M} < 10$), “high” ($6 < \text{IGGE-M} < 6.99$), “mean” ($4 < \text{IGGE-M} < 5.99$), “low” ($3 < \text{IGGE-M} < 3.99$) and “very low” ($0 < \text{IGGE-M} < 2.99$). The division into strata was made based on a distribution into 5 equal bands for the classification of municipalities.

Results and discussion²

Table 5 shows the average data of the set of municipalities for each state mentioned above.

Table 5. Mean IGGE-M per state (general) and per dimension.

FU ¹	IGGE-M	IGGE _{nat} ²	IGGE _{peop} ³	IGGE _{plan} ⁴	IGGE _{tranpartcon} ⁵	IGGE _{tran} ⁶	IGGE _{con} ⁷
MG	4.62	4.31	4.68	3.56	5.45	4.72	6.92
PR	4.61	5.41	5.89	3.69	4.45	5.62	2.11
CE	4.38	4.55	5.09	4.20	4.11	5.08	2.16
SC	4.13	4.19	5.63	3.06	4.17	4.83	2.85
RN	3.94	4.20	4.14	3.21	4.33	5.58	1.83
BA	3.77	3.50	4.57	3.18	3.88	4.99	1.66
SE	3.38	3.86	4.36	2.50	3.42	4.44	1.37
Médi	4.34	4.45	5.04	3.49	4.60	5.06	3.68

Note: 1. FU: Federative unity; 2. IGGE_{nat}: IGGE nature; 3. IGGE_{peop}: IGGE people; 4. IGGE_{plan}: IGGE planning; 5. IGGE_{tranpartcon}: IGGE transparency, participation and social control; 6. IGGE_{tran}: IGGE transparency; 7. IGGE_{con}: IGGE social control.

Source: the authors

Regarding the states, the highest mean IGGE-M occurred in the states of Minas Gerais and Paraná, followed by Ceará, Santa Catarina, Rio Grande do Norte, Bahia and Sergipe. Considering the two top ranked states, the index shows that Minas Gerais stands out for the indicators of transparency and social control, an element with greater weight, whereas Paraná scores better in all other elements.

The high rate in Minas Gerais can be partially explained by the fact that the state requires that municipalities interested in resources from the Sports Incentive Law of Minas Gerais have an active Municipal Sports Councils (Diniz & Silva, 2016). In Paraná, Mezzadri et al. (2022) report the significant number of municipalities that have joined the Esporte que Queremos (EQQ - “Sport that we want”) project, which offers support to municipalities in creating their Municipal Sports Policy, Municipal Council and Municipal Sports Fund.

In general, regarding all the states assessed, the planning dimension was the one with the lowest mean, which pointed to the need for improvement in this regard. It is noteworthy that the people dimension should influence the planning dimension, as mentioned above (Toni, 2021). According to Toni (2021), this influence can happen due to the leadership style, code of values, conduct and way of leading of managers. The author reinforces that a mix of qualities on the part of managers is necessary, in addition to behavioural dimensions, for efficient and effective governmental strategic planning.

Table 6 shows the data related to the 11 top ranked municipalities, also presenting data separated by index dimensions.

² The authors chose to present the results simultaneously with the discussion because they believe this way it is easier to understand the study's findings

Table 6. IGGE-M per municipality and per dimension.

FU ¹	Municipality	IGGE-M	IGGE _{nat} ²	IGGE _{peop} ³	IGGE _{plan} ⁴	IGGE _{tranpartcon} ⁵	IGGE _{tran} ⁶	IGGE _{con} ⁷
PR	Curitiba	9.2	6.7	8.9	10.0	9.3	10.0	7.9
PR	Paíçandu	8.7	10.0	8.1	9.5	8.1	9.2	5.8
PR	Arapongas	8.3	10.0	7.2	8.9	8.1	8.3	7.5
MG	São Geraldo	8.3	6.7	7.5	8.0	9.3	10.0	7.9
MG	Ritópolis	8.2	5.0	8.1	7.9	9.2	9.2	9.2
MG	Ubá	8.1	6.7	6.9	8.0	9.2	9.2	9.2
MG	Sta. Maria Itabira	8.1	6.7	10.0	7.6	7.9	7.5	8.8
PR	Pinhais	8.1	6.7	10.0	7.8	7.8	8.3	6.7
PR	Palotina	8.1	10.0	7.5	9.8	6.7	9.2	1.7
PR	Umuarama	8.1	10.0	7.8	8.2	7.6	8.3	6.3
CE	Crato	8.1	6.7	8.6	10.0	6.7	9.2	1.7

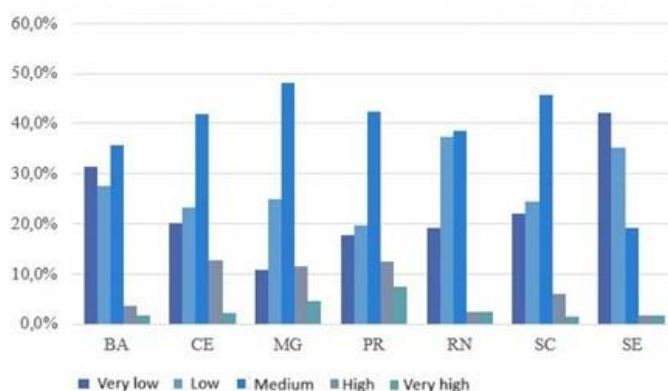
Note: 1. FU: Federative unity; 2. IGGE_{nat}: IGGE nature; 3. IGGE_{peop}: IGGE people; 4. IGGE_{plan}: IGGE planning; 5. IGGE_{tranpartcon}: IGGE transparency, participation and social control; 6. IGGE_{tran}: IGGE transparency; 7. IGGE_{con}: IGGE control.

Source: the authors

Table 6 shows that the six top ranked places have very high indexes with regard to the element with the highest weight, the transparency. In addition, in these well-placed municipalities, with the exception of only three of them, that is, Ritópolis (MG), Pinhais (PR) and Santa Maria de Itabira (MG), it is possible to point out that the planning element has higher numbers than the people element, which is opposite to what happens with the state medians. We can interpret this as an indication, still a priori, that these municipalities are able to convert their analytical state capacities into management and planning tools. Once more, it draws attention that the control data, when separated into a sub-element from the transparency data, are also systematically below the latter. In some municipalities, such as Palotina and Crato, this correlation is quite unequal.

Since we tried to present some general data from the IGGE-M in the present study, it is of interest to assess the municipalities according to the index strata by following the example of what happens with the Human Development Index (HDI) (intervals defined above). Figure 2 summarizes these data according to the set of municipalities in each state.

Figure 2. Representativeness of the municipalities per IGGE-M category per state.



Source: the authors

Considering the set of the municipalities assessed, 19% showed “very low” IGGE-M, 25% “low”, 43% “mean”, 9% “high” and only 4.2% were “very high”. The fact that the intervals chosen for each category are asymmetrical is noteworthy. It shows that, even with a larger interval for the very high category, few municipalities fit into this level (even adding up the municipalities with “high” IGGE-M, there would still be a few in the higher categories). There is also a notable difference in the distribution of data in different states, as it is shown in Figure 2.

It can be seen that the states of Sergipe (SE), Bahia (BA) and Rio Grande do Norte (RN) have more than half of their municipalities in the “very low” and “low” categories.³ Comparatively, in Paraná (PR) and Minas Gerais (MG) there is a higher percentage of municipalities in the “high” and “very high” ranges, although they are not the majority.

Considering that the states of the South and Southeast of Brazil are recognized for having superior structure and wealth than the states of the North and Northeast (Pochmann & Silva, 2020; Lopes & Pereira, 2021), it seems important to verify whether there is a relationship between the IGGE-M and other social and economic indicators.

A more detailed analysis showed that the municipalities with a score lower than 3.99 had the “social control” category systematically with the lowest index. The state of Minas Gerais is an exception, which obtained the highest score for “social control” in this category and the lowest for “planning”, as it can be seen in Table 7. Regarding the dimensions with the highest scores, among the municipalities with the lowest IGGE-M, it was observed that the “people” category stands out in three states. This suggests that even with the importance given to the qualification and relative professionalization of the area, this is not reflected in other management and governance indicators.

In general, the articles that discuss the topic state that professional qualification is related to good management and sports governance, however, these three municipalities seem to diverge from theoretical expectations. We can raise some hypotheses based on the work of Sesinando et al., (2022) and Kaiser-Jovy (2004). The results found by Kaiser-Jovy (2004) highlight that despite the existence of a theoretical consensus on the importance of professional qualification, individual and contextual perceptions can have a significant impact on how sports management is perceived and practiced in the municipalities of his research. Furthermore, the author also emphasizes the importance of considering the corporate culture and the manager's personal attributes, suggesting that effectiveness in sports management goes beyond technical skills, encompassing intangible factors that can be crucial to success. This same perspective is corroborated by Sesinando et al., (2022). The authors highlight the relevance of specialization in sports management and that, although highly valued, there are other factors that can influence the efficiency and effectiveness of sports management.

Therefore, when considering the complexity of the realities found in municipalities, it is clear that professional qualification, although important, is just one of several elements that contribute to effective sports management and governance. The ability to recognize and adapt to contextual, cultural and personal specificities seems to be as relevant as professional training

Table 7. Municipalities in the “very low” and “low” ranges ($0 < \text{IGGE-M} < 3.99$).

	The highest score	Category	The lowest score	Category
BA	3.6	People	1.1	Social control
CE	4.8	Organ nature	1.1	Social control
RN	4.3	Transparency	1.1	Social control
SE	3.7	Nature and people*	1.2	Social control
MG	5.3	Social control	1.6	Planning
PR	4.7	People	1.3	Social control

*Non-scoring

Source: the authors

Considering the municipalities with IGGE-M “very high” and “high” ranges, another pattern can be seen (see Table 8): “transparency” was the dimension with the highest score of the five out of six states assessed, with the exception of Minas Gerais, which has its highest score in social control for encouraging, through the state law of sports incentives, the creation of municipal councils (Lopes & Pereira, 2021). The dimension with the lowest score, that is, “social control”, occurred in four out of six states, followed by the “body nature” in the other two.

³ Sergipe with 77.2% of the municipalities in these classifications; Bahia with 58.8% and Rio Grande do Norte with 56.6%.

Table 8. Municipalities in the "very high" and "high" ranges (7<IGGE-M<10)

	The highest score	Category	The lowest score	Category
BA	8.5	Transparency	3.0	Social control
CE	7.9	Transparency	4.2	Social control
RN	8.0	Transparency	5.3	Organ nature
SE	8.9	Transparency	1.1	Social control
MG	8.0	Social control	5.3	Organ nature
PR	8.1	Transparency	1.1	Social control

Source: the authors

"Social control" had bad scores for both high and low scored municipalities. This means that the part related to institutional aspects (existence of municipal council for sport and its functions, for example) is not satisfactory.

Municipal Councils are essential platforms in the local governance scenario, functioning as a bridge between the community and the government. These entities represent an important step towards democratization and popular participation. According to Misener et al., (2013), municipal councils of sport are made up of active citizens and representatives of for-profit and non-profit organizations, as well as public agencies. Councils are structured to bring together groups with a common focus and, through regular meetings, identify and suggest strategies that respond to the community's needs. In the case of Municipal Sports Councils, they are still new in Brazil and little encouraged by politicians as they can be viewed with suspicion. However, Starepravo (2007) highlights that it is necessary because it is through the active participation of society in the decision-making and deliberative process with regard to sport within the Councils that community problems in relation to sport and leisure are debated and reach the authorities through this department. This is significant, mainly because this dimension was identified as the most important by the panel of experts.

Conclusions

The present study showed the conception, justifications and part of the results of the IGGE-M, created based on comprehensive research on the application of an instrument- questionnaire to thousands of Brazilian municipal sport management bodies. The measure-synthesis herein elaborated represents the development of sport management and governance. Its dimensions divide several of the requirements that appear in the literature into different elements for good public management and governance. From a practical point of view, the index with its elements is a guide for comparing municipalities, states and different agencies in the area. Such an index is intended to promote the search for good practices, in addition to provide the management and governance of public sport policies with the elements they might and must evolve.

Among the four dimensions used to construct the index, nature of the public body that manages sport, people, planning and transparency, participation and social control, the most relevant were transparency, participation and social control, followed by planning. What was observed from the data is that the planning dimension had a significant impact on the ranking of states and municipalities.

Planning presented the lowest average in all states, and municipalities with the highest index presented higher medians in this dimension. A similar situation occurred in relation to the social control item of the transparency, participation and social control dimension. Social control was very poor in all states and municipalities, which favored the classification of some states as very low.

These data demonstrate the lack of interest of those responsible for sports in the municipalities in the organization, planning and, mainly, in the participation of the population in the decisions and suggestions of the area. Furthermore, it reinforces that despite the qualifications of the professionals who are in charge of the bodies that govern sport, this is not a decisive factor for good management and governance.

We understand that research might contribute to obtain some data for a poor area of public policies, that is, the field of sport and leisure. We also believe that other countries can use the IGGE-M to assess sport management and governance in their towns and municipalities.



Finally, it is worth mentioning that further research based on IGGE-M should include the exploration of possible factors that explain better scores in the index. Furthermore, we believe that the use of IGGE-M will greatly contribute in inference studies to explore whether better management and governance in this area impact sport development or other areas, such as health. This type of study can be performed based on various other data collected by GEEM, which can provide us with a broad idea of sport development in Brazilian municipalities and with the necessary adaptations for other countries.

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