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DELIBERATIVE CITIZENSHIP AND SOCIAL MANAGEMENT: MUNICIPAL COUNCIL FOR ENVIRONMENT AND SUSTAINABLE DEVELOPMENT - CADESG OF GURUPI-TO AND SOCIAL PARTICIPATION

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ABSTRACT

Popular participation in public spaces is an extremely important issue in the country's democratic process and the consolidation of citizenship. The Municipal Councils are channels of representation in the formulation and control of public policies at all levels being linked to public management in the decision-making process. Therefore, the present work analyzes the valuation of citizen participation in the Municipal Council for Environment and Sustainable Development in the municipality of Gurupi-TO under the dimensions of Social Management to understand the functioning of CADESG from the actors' point of view. The methodology employed was the case study from the document analysis, non-participant observation, and application of a structured questionnaire using the method of Content Analysis of BARDIN (2016). The theoretical foundation discusses the conceptual framework of Social Management correlating its possibility for the exercise of deliberative power by society. Results were obtained and identified that pointed to a certain level of social management and from the perspective of deliberative citizenship glimpsed the need for improvement of the categories analyzed.

INTRODUCTION

In light of the idea of participatory citizenship, this will study how citizens can participate in the Sustainability Committees of the city of Gurupi-TO, provided that these Environment committees are suitable for practice. Social governance, as it constitutes public and political spaces open to engagement. Therefore, will achieve the objective of the work initially, we introduce the concept of citizenship and social management, presenting the city of Gurupi-TO, and then consulting as central to study the studies of citizenship, see the Municipal Policy of Environment and Sustainability Committee responsible for social management and social management. The methodological part brings a qualitative approach, by applying a questionnaire to the titular and alternate councilors, and non-participant direct observation in CADESG meetings during the year 2017. Seven questionnaires were answered out of the total of 31 forward.

The treatment and interpretation of the data were performed on the intensity of citizen participation in the decision-making process of that council based on the adequacy between the answers of the questionnaires answered with the Criteria and Categories of Analysis of Deliberative Citizenship and the Dimensions of Social Management according to Silveira et al. (2014) using the method of Content Analysis (Bardin, 2016). The questionnaires applied used 06 categories and 21 analysis criteria of Deliberative Citizenship, a methodology developed in Brazil by the Program for Studies in Social Management (PEGS) at the Getulio Vargas Foundation (FGV) in the work of Tenório (2012) and Silveira et al. (2014).

Conceptual framework of social management: The scientific community in Social Management emerged in Brazil in the 2000s. It presents a strong relationship with Public Administration, Public Policies, and Public Management, placing itself as a field of knowledge under construction, focused on sociopolitical studies of

organizations from a socio-centric orientation (Pires et al., 2014). For Cançado & Pereira (2014), there is no initial milestone in the scientific literature on the origin of the terminology of social management in administration. The main source of studies is the texts of Professor Tenório, who since 1990 has led the Program of Studies in Social Management, attached to the Brazilian School of Public and Business Administration of the Getúlio Vargas Foundation - PERGS/EBAPE/FGV. The authors report that the term derives from Rovida's (1919) work, "The Revolution and the War in Spain" which deals with self-organization experiences in the Spanish Civil War, and in the work, social management appears with the meaning of proletarian democracy of local character (Tenório, 2010). In covering the topic of Social Management, Tenório (2010, p. 147-148) emphasizes that the term:

> It has been the object of study and practices much more associated with the management of social policies, third sector organizations, the fight against poverty, and even the environment than with the discussion and possibility of democratic, participative management, either in the formulation of public policies or in those relations of a productive nature.

For Amaral et al. (2008, p.59), "thinking about social management means thinking beyond the management of public policies, but rather establishing articulations between actions of intervention and transformation of the social field. Now, this is a larger conception, "which is not restricted to the public-governmental sphere, as we observe in the examples of social responsibility actions and the growth of the third sector. For Botrel et al. (2010) Social Management is developed within the public sphere, where non-state public organizations and the public interest of society stand out. Besides providing conditions for the emancipation of individuals, based on deliberative democracy, in the formation of critical consciousness of human beings endowed with reason. The meaning of social management has been developed to demonstrate the need for decision-making processes to be democratized, regardless of the sphere of government (Cançado et al. 2015). Among many authors, such as Fisher and Melo (2003); Gianella (2008); Silva Jr. et al. (2008); Boullosa and Schommer (2009); Pinho (2010); and Mazza et al. (2012), there is a consensus that the term social management is still under construction. Therefore, based on the literature review, one notices that the exact conceptualization of the term 'social management is still a challenge; however, it is paramount to highlight the attempts to delimit the concept.

To França Filho (2008, p.27):

> The term social management has been widely used in recent years to identify the most varied social practices of different actors, not only governmental but especially non-governmental organizations, associations, foundations, as well as, more recently, some initiatives that even come from the private sector and are expressed in the notions of corporate citizenship or corporate social responsibility.

Silva Jr et al. (2008) ratifies this idea when they state that social management is related to the management of organizations and their relationships with different social actors. Generally, social management is seen as a managerial process, which has decision-making and deliberative character and aims to meet the demands of a specific society, for the production of goods and the provision of services. From this angle, the link between the theme with the business scenario can already be observed. However, social management differs from business management per se, since the latter aims at competitiveness, profit, and the exclusion of competitors, whereas social management is based on solidarity, cooperation, and the inclusion of the vulnerable (Tenório, 1999). Social management and society - a possibility for the exercise of deliberative power: According to the conceptual framework of Social Management outlined above, it is imperative to demonstrate its importance for the construction of an active and participatory society in the process of decision-making in the public sphere. Therefore, based on Jurgen Habermas's deliberative procedural conception of democracy, it will be possible to answer the question about the reciprocal action between socio-integrative solidarity with the procedures at the public level, propitiating the reformulation of the relationship between the system and the "world of life" for a new model of circulation of public power. In his work Law and Democracy: between facticity and validity, Habermas (2003) points to the restructuring of the relation "system-world of life", with the need for a "double-flow", enabling the strengthening of institutions, because the conception of politics that derives from the work on communicative action does not allow the intrinsic self-democratization of the system. In this way, the author makes a rethink the articulation between social action and the functional complexity of the system, that is, the nexus between communicative power and administrative power formally organized in the public sphere (Lubenow, 2010).

Habermas treats the public sphere as constitutive of the lifeworld, responsible for ensuring its autonomy and protecting it against the administered system, giving it a more "offensive" character, being the public sphere resized assuming a broad and active role before the formal processes mediated in institutions. From this premise, the public sphere becomes more sensitive, permeable, and able to absorb in the political system the conflicts of the masses (Lubenow, 2010). Being an important advocate of the deliberative theory of democracy, Habermas defends the institutionalization through a procedural standard of democracy from two theoretical-political traditions: the conception of public autonomy of the republican political theory (general will, popular sovereignty); and the conception of private autonomy of the liberal political theory (private interests, individual freedoms) being both of simultaneous interaction, sometimes as a middle ground, sometimes as an alternative to the republican and liberal models, seeking to reconcile the liberal and republican traditions. Thus, the deliberative model takes in elements of both liberal and republican politics, integrating them in a different way for deliberations and decision making, making the democratic process more robust than the liberal and more flexible normatively than the republican.

Thus Lubenow (2010, p. 234):

> The key to the procedural conception of democracy lies precisely in the fact that the democratic process institutionalizes discourse and negotiation with the aid of forms of communication that must underlie the assumption of rationality for all outcomes achieved in the process.

The deliberative conception of democracy values the participation of citizens in deliberations and decision-making as the central point of understanding the democratic process. Focusing on the formal and normative elements, such as the pressure to increase the participation of citizens in deliberation and decision-making processes and the encouragement of a democratic political and cultural practice. For Habermas (2003), the procedure of deliberative democracy is formal because it allows the emergence of the largest possible number of voices, action alternatives, and ways of life. It guarantees the right of expression and participation, and also that the procedure cannot be guided by any particular way of life, not being governed by any concrete model that society must submit to (Nobre, 2008). In this sense, society, through the actions of its citizens, must be the protagonist of the society-state and labor-capital relationship, and the exercise of deliberative citizenship can mediate the relationships between society and the state. For (Tenório, 2002), the meaning of deliberative citizenship is consolidated from discussion processes based on inclusion, pluralism, participatory equality, autonomy, and the common good, which legitimizes decision-making in the public sphere, which is the appropriate space for mediating the state-society-market relationship. In this way, Social Management is constituted as a process of rational consensus that can provide a potential for transformation to a democratic, participatory, and deliberative society, using itself as a protagonist of citizenship, that is, it is management carried out by society for society (Cançado, 2015).

For the author, Social Management has a theoretical and practical management framework capable of influencing the context of inequality in which human society is inserted. Therefore, Cançado et al. (2015) define Social Management as "a dialectical process of social organization proper of the public sphere, founded on the well-understood interest that aims at the emancipation of man" (p.178). Thus, social management allied to social, political, and civil rights, the means to achieve them, and the way to make them effective, is what makes public policies be conquered by the inclusion processes aiming at the emancipation of citizens. It is in this emancipatory vein that this work will contribute to the understanding of the element of participation through the exercise of the deliberative power of citizens by analyzing the social and political practices of CADESG and how it approaches the Concept of Management considering the intrinsic requirements: of collective decision-making without coercion, of dialogic/intelligibility, and transparency/clear understanding. The methodology adopted used 6 categories and 21 analysis criteria, this methodology being developed in Brazil by the Program for Studies in Social Management (PEGS) at Fundação Getúlio Vargas (FGV) present in the work of Tenório (2012) and Silveira et al. (2014).

According to Silveira et al. (2014) the categories and criteria are described as shown in the table below:

Currently, social management manifests itself through various conceptions and perspectives, but, for the most part, it focuses on the social. For Carrion (2007), one of the central axes of social management is solidarity, so "the great challenge is to make interaction based on solidarity" (p.163). Thus, social management originates as the "new social" in local societies, based on the foundations of the common good, based on decision-making that serves the community. For social management analysis, this work has as its object the Municipal Council for Environment and Sustainable Development of Gurupi-TO, which will be characterized below.

Advice

Popular participation in local governments is an extremely important issue in the democratic process of the country and the consolidation of citizenship. Moreover, the CF/88 itself brings the citizen into the political and decision-making process, opposing the trend of privatization and reduction of public spaces. Article 29, item XII of the Political Letter establishes the attributions of municipalities, where the "cooperation of representative associations in municipal planning" is foreseen. In article 198, there is the prediction of "community participation in actions and services related to health". Art. 204, in turn, speaks of the participation of the population concerning social assistance, through representative organizations, in the formulation of policies, and in the control of actions at all levels. In this way, the effectiveness and conformation of environments, organs, and spaces for the discussion of these public policies are constitutionally guaranteed. In this constitutional framework, the Brazilian legislative power has regulated the operation of the most varied councils. In special laws, an example, the areas of health, labor and employment, social assistance, rural development, education, environment, urban planning and management, drugs, and the councils for the rights of children and adolescents, blacks, women, the disabled, and the elderly. It can also be observed that the Municipal Councils are also foreseen in the organic laws of the municipalities. Thus, conditions emerge for the involvement of municipal councils, linked to management, in the decision-making process. For the municipality to receive financial resources from the federal sphere, the creation of councils organized according to federal, state, and municipal legal determinations - and administrative regulations - is required. Given this importance, it is a "must" to understand this participatory process and verify how internal decision-making takes place, to conform to social management. By uncovering the role of the councils in the context of sectoral public policies, one can investigate to what extent and in what way they participate in local decisions and how the level of involvement of users in different councils varies. The municipality of Gurupi-TO is now presented.

Municipality of Gurupi-To: The object of the article is the Municipal Council for Environment and Sustainable Development - CADESG of Gurupi-TO. The city is located in the south of the State of Tocantins at 245 km from the State capital, Palmas-TO, and 742 km from Brasilia-DF. It has hydrographic limits between the Araguaia and Tocantins Rivers, on the margins of BR-153, at kilometer 663 in the Brasília-Belém direction between parallels 11 and 12. It has an area of 1 836.091 km², bordered by the cities of Cariri do Tocantins, Dueré, and Sucupira. Gurupi-TO has a population contingent, estimated in 2017, of 85,523 inhabitants (IBGE, n/a). The main source of income is related to livestock and agriculture and the areas of trade, industry, and services have shown significant growth.
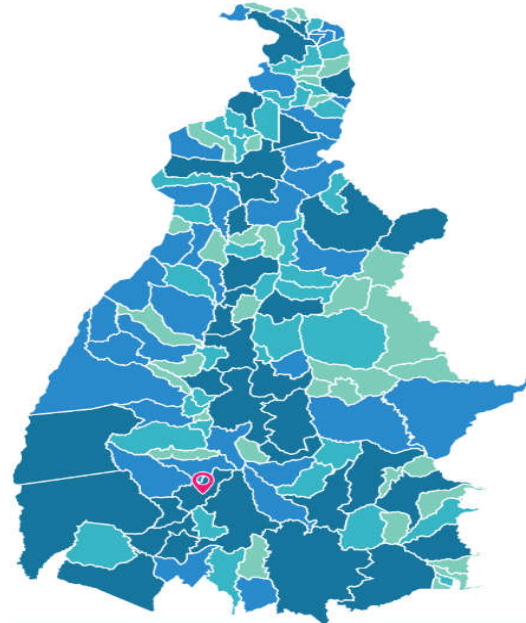
Source: IBGE, 2015

Figure 1 - Location of the city of Gurupi-TO

In the regional scope, Gurupi-To, represents itself as a pole for the southern region of the state of Tocantins, acting as a commercial, logistic, and reference center for the other cities located in the south of Tocantins, consolidating itself among the medium-sized cities in the Brazilian regional development process. As a regional hub, municipalities like Gurupi, according to their geographic, urban, and population structures, can present conditions that enable the narrowing between citizens and deliberative jurisdictions, where public policies are directed, debated, and implemented. After centuries of often uncontrolled growth, some of the main world metropolises ended up in a serious socio-environmental situation, with problems such as the urbanization of inappropriate areas and the pollution of rivers and air. Since then, the issue has become a matter of growing concern, resulting in an ideal of sustainable development for megacities. Today, the development of cities needs to be thought of taking into consideration the effects of growth on people and the environment. The relevance of the theme does not concern only large cities, but also medium and small urban spaces, as in the case of Gurupi-TO. The fact of development in the different social, economic, spatial, regional, and other conceptions, needs to develop within a planned and sustainable model that considers the demands of growth and population, but also the environmental consequences for future generations. In this way, places in the process of growth and expansion have the chance to prevent known mistakes. To this end, it is of substantial importance to highlight the municipal environmental system formed by a set of private and public, governmental and non-governmental agencies and entities, integrated for the preservation, conservation, defense, improvement, recovery, and control of the environment and the adequate use of environmental resources in the

municipality of Gurupi-To. As part of this municipal environmental system, there is the Municipal Council for the Environment and Sustainable Development of Gurupi (CADESG), a collegiate, autonomous, consultative, and deliberative body on governmental policy guidelines for the environment, deliberating on norms and standards related to the quality of the environment within its competence.

Municipal Council for Environment and Sustainable Development of Gurupi-To: The municipal environmental councils are part of the administrative structure peculiar to environmental management in Brazil, having its legal foundation in article 20 of Resolution No. 237/97 of CONAMA (National Council on the Environment) and the principle of popular participation integral to environmental law. These councils are a representation at the local level of what occurs at the national level, such as CONAMA (National Environmental Council). One can also state that the legal basis of the municipal environmental councils is based on a law that predates CF/88, namely, law 6.938/81 that established the National Environmental System - SISNAMA. In section 6, the aforementioned law includes municipalities, agencies, and municipal entities as members of SISNAMA. It is not too much to remember that it was in the 80s that the environmental movements in Brazil gained a national dimension and that also internationally, our country had signed the Stockholm Declaration of 1972, which brought the discussion of sustainable development to the countries. The law that created SISNAMA and inserted the Municipal Councils for Environmental Defense within this system was born in the context of the need to discipline the environmental issue in the country. These public policy councils have the function of giving opinions and advice to the municipal executive power - the city government, its departments, and the municipal environmental agency - on issues related to the environment. In matters within their competence, they also function as a decision-making forum and may have a deliberative, consultative, and normative character. The composition and number of members of these councils vary according to each municipality.

As provided for by federal legislation, the municipality implemented the Municipal Council for Environment and Sustainable Development of Gurupi-TO (CADESG), through Municipal Supplementary Law No. 004, of February 2, 1999, consolidated by Municipal Supplementary Law No. 019, on May 6, 2014. The CADESG, following the example of the federal legislation, is an autonomous collegiate body of consultative, deliberative, normative, and advisory nature to the Public Authority and the Municipal Environmental System (SIMUMA). Within the scope of environmental policy, parity formation between public authorities and organized civil society, with multiple attributions provided in art. 4 of its Internal Regulations (Resolution No. 01 of November 25, 2014). In Gurupi, the CADESG is made up of 31 members with a two-year term of office, who may be reappointed.

Furthermore, its technical-administrative structure, as defined in Article 10 of the Internal Regulations, provides for Executive Board, Technical Chambers, and Plenary, being that the Executive Board is composed of: President; Vice President; First Secretary; Second Secretary, and Treasurer. The Technical Chambers are made up of the President of CADESG and four (4) members appointed and nominated by the Board of Directors. After consultation with the plenary, to study, analyze and propose solutions employing advisory opinions on matters discussed at a meeting of the Board, previously forwarding them to the Secretariat. The CADESG meets ordinarily and extraordinarily in the manner established in its IR, with the presence of effective and/or alternate members, and resolutions are taken by a simple majority, the President has the casting vote. The meetings are public, and the capacity of the place where they are held and the order of registration of the interested public must be respected. The CADESG's decisions are embodied in resolutions, the content of which is formulated and approved with the approval of the minutes of the respective meeting.

RESULTS AND DISCUSSIONS

Based on the criteria and categories of Tenório (2012) and Silveira et al. (2014) for the analysis of Deliberative Citizenship, a structured questionnaire was applied to the members of the CADESG, forwarded to the e-mail of thirty-one (31) of its members, seven (7) of whom returned it filled out and unidentified. This study will also make a comparison between the performance of Participatory Citizenship in CADESG with the performance of Participatory Citizenship in other councils and institutions such as the Municipal Education Council of Palmas-TO - CMEP-TO, (Cançado, 2018); the Municipal Health Council of Palmas-TO - CMSP-TO, (Rettemann, 2016), the National Humanization Policy in the Tocantins - PNH-TO, (Nunes, 2018); and the Participatory Master Plan of Bambuí-MG - PDPB-MG, (Lima, 2016).

Discussion Process

Initially, the CADESG was asked about the Discussion Process, that is, how do the debate and decision-making work in the respective council, assuming equal opportunities for participation in listening and making oneself heard, through open dialogue among the actors. The criterion of dissemination channels evaluates the existence and use of appropriate forms of access to information for the mobilization of potential participants in the CADESG. Most of the respondents, 71.42% disagreed partially with its existence and 28.57% agreed partially, indicating that this criterion needs to be improved, i.e. that the information needs to be better disseminated so that society knows about the work and importance of the CADESG. Regarding the quality of information, which refers to councilors' access to information with diversity, clarity, and usefulness, the participants divided their opinions: 42.85% agreed, 42.85% disagreed, and 14.82% had no opinion, pointing to the need for better debates and consolidation of this item. The CADESG councilors agreed, partially (57.14%) and totally (42.85%), that the different points of view are respected in the mentioned council, confirming the issue of transversality space. In the analysis of the sharing of leadership among the various actors, the councilors were divided, with (42.85%) partially disagreeing, (42.85%) partially agreeing, and 14.82% agreeing, inferring the conclusion that the CADESG needs to mature the criteria of the plurality of the promoter group. On the question about existing bodies, the participants agreed that other existing bodies and structures are used to avoid duplication of structures. However, there was not the same consensus on the question about the monitoring bodies, that is, 42.85% manifested that there is nobody that conducts the monitoring of the whole process to guarantee coherence and fidelity to what was participative deliberated. The councilors' opinions were also divided regarding the criterion relationship with other participatory processes since 42.85% agreed, 14.82% partially agreed, and another 42.85% disagreed about the existence of interaction with other existing participatory councils, and it can be inferred that the council needs to mature in its relationship with other participatory structures. In short, the CADESG needs to spread its message so that society understands its work and its importance, debate components so that its components understand matters within its competence, increase its performance and its components, no board of directors share with the consultation of the matters to be discussed in meetings in advance, maintain internal structures in its structure to supervise work, enable monitoring by other external bodies to improve its activities as well as interact with other participatory councils so that its consolidation process is achieved. In this category, when compared to the other Councils and Institutions that this study proposes, one can see:

Inclusion: This category will identify the participation of a diverse set of actors, especially those formerly excluded from participatory processes, using criteria that highlight their details. Most of the interviewees (71.42%) pointed out that the spaces for discussion are open, that is, that everyone has equal opportunities to participate in decision making, but there is a disagreement in the agreement with

Table 1. Categories and Criteria for Participation Analysis. Source: Adapted from Silveira et al. (2014, p. 45-60)

CATEGORIES	DESCRIPTION	CRITERIA
1st - Discussion Process	It analyzes how debate and decision-making work in the public sphere, assuming equal opportunities for participation in listening and making oneself heard, through an open dialogue between the actors.	Dissemination Channels; Quality of Information; Spaces for transversality; Promoter Group plurality; Existing Bodies; Follow-up Bodies; and Relationship with other participatory processes.
2nd - Inclusion	Formed by criteria that seek to identify the participation of a diverse set of actors, especially those previously excluded from participatory processes.	The openness of decision spaces; Social, Political, and Technical acceptance; and Citizen Valuation.
3rd - Pluralism	It investigates the variety, the interests, and how the different actors act to ensure a democratic space for debate.	Participation of different stakeholders and Stakeholder Profile.
4th-Participatory Equality	It contains analyses on the effectiveness of the openness and transparency of the deliberation space.	How representatives are chosen; Representative's speech and Participatory Evaluation.
5th - Autonomy	It illustrates how the agents can take their position and the degree of empowerment allowed by the participatory process.	Origin of Propositions; Scope of Actors and Possibility of Exercising One's Will.
6th - Common Good	Investigate the results and how they achieve collective results.	Goals Achieved and Citizen Approval of Results.

Table 2. Summary of Ascertainment of Questionnaires regarding the Criteria of the Category Process of Discussion in the CADESG. Source: Research Data, 2018

Category	Criteria	0	1	2	3	AVERAGE
Discussion	Broadcast Channels	0,0%	71,42%	28,57%	0,0%	1,28
Process	Quality of Information	42,85%	0,0%	0,0%	42,85%	1,28
	Spaces for transversality	0,0%	0,0%	57,14%	42,85%	2,42
	A plurality of the promoter group	0,0%	42,85%	42,85%	14,82%	1,71
	Existing Bodies	0,0%	0,0%	0,0%	100%	3,00
	Monitoring Bodies	42,85%	0,0%	0,0%	57,14%	1,71
	Relationship with other participatory processes	42,85%	0,0%	14,82%	42,85%	1,57
						1,85

Table 3 - Comparison of performance in the Discussion Process category. Source: Prepared by the authors, 2018

Councils/Institutions	Discussion	Results
(CADESG - TO)	All criteria were observed in the Municipal Council for Environment and Sustainable Development of Gurupi - TO. However, the development of the criteria was poorly met, except for the criteria of transversality spaces and existing bodies, which were partially and totally met respectively, but cannot influence the overall result of the category.	Not much attended
(CMEP-TO)	All criteria were observed in the Municipal Board of Education of Palmas-TO. However, some have developed more actively and others more timidly.	
		Partially met
(CMSP-TO)	All criteria were observed in the Municipal Health Council of Palmas-TO. However, some with more active performance and others with obstacles to be overcome.	
		Partially met
(PNH-TO)	All criteria were observed in the analysis of the National Humanization Policy in the Tocantins. However, the development of the criteria was partially met.	
		Partially met
(PDPB-MG)	All criteria were observed in the Bambuí-MG Participative Master Plan and were considered partially met.	Partially met

Table 4. Summary of Ascertainment of Questionnaires regarding Inclusion Category Criteria. Source: Research Data, 2018

Category	Criteria	0	1	2	3	AVERAGE
Inclusion	Opening of decision spaces	0,0%	28,57%	0,0%	71,42%	2,42
	Social, political, and technical acceptance	0,0%	28,57%	42,85%	28,57%	2,00
	Citizen valorization	0,0%	28,57%	14,82%	57,14%	2,28
						2,23

Table 5 - Comparison of performance in the Inclusion category. Source: Prepared by the authors, 2018.

Councils/Institutions	Discussion	Results
(CADESG - TO)	All criteria were observed in the Municipal Council of Environment and Sustainable Development of Gurupi-TO. However, the development of the criteria was partially met.	Partially met
(CMEP-TO)	All the criteria were observed in the Municipal Council of Education of Palmas-TO. However, there is a need to act more, so it was poorly attended to.	Not much attended
(CMSP-TO)	All criteria were observed in the Municipal Health Council of Palmas-TO. However, some with partially active performance and with obstacles to be overcome.	Partially met
(PNH-TO)	All criteria were observed in the analysis of the National Humanization Policy in the Tocantins. However, the development of the criteria was partially met.	Partially met
(PDPB-MG)	All criteria were observed in the Bambuí-MG Participative Master Plan and were considered partially met.	Partially met

Table 6. Summary of Survey Findings regarding the Criteria of the Pluralism Category

Category	Criteria	0	1	2	3	AVERAGE
Pluralism	Participation of different actors	14,82%	28,57%	14,82%	42,85%	1,85
	Actor profiles	0,0%	0,0%	42,85%	57,14%	2,57
						2,21

Source: Survey Data, 2018.

Table 7. Comparative performance in the Pluralism category

Councils/Institutions	Discussion	Results
(CADESG - TO)	All criteria were observed in the Municipal Council of Environment and Sustainable Development of Gurupi-TO. However, the development of the criteria was partially met.	Partially met
(CMEP-TO)	All the criteria were observed in the Municipal Board of Education of Palmas-TO. However, there is a need for changes to improve participation, so it was poorly attended to.	Not much attended
(CMSP-TO)	All criteria were observed in the Municipal Health Council of Palmas-TO. However, the space for participation of diverse actors is partially active and with obstacles to be overcome regarding the parity of actors.	Partially met
(PNH-TO)	All criteria were observed in the analysis of the National Humanization Policy in the Tocantins. However, the development of the criteria was partially met.	Partially met
(PDPB-MG)	The criterion was not observed in the Bambuí-MG Participative Master Plan	Not applicable

Source: Prepared by the authors, 2018.

Table 8- Summary of the Verification of the Questionnaires regarding the Criteria of the Category Participatory Equality

Category	Criteria	0	1	2	3	AVERAGE
Participatory Equality	Form of choosing representatives	42,85%	28,57%	0,0%	14,82%	0,71
	Representatives' speeches	0,0%	14,82%	28,57%	57,14%	2,42
	Participatory Assessment	0,0%	0,0%	85,71%	14,82%	2,14
						1,75

Source: Survey Data, 2018.

Table 9. Comparative performance on the criteria of the Equality Participation Category

Councils/Institutions	Discussion	Results
(CADESG - TO)	All criteria were observed in the Municipal Council of Environment and Sustainable Development of Gurupi-TO. However, the development of the criteria was poorly met.	Not much attended
(CMEP-TO)	All the criteria were observed in the Municipal Council of Education of Palmas-TO. However, the form of choice has been developed, only a group of councilors actively participate in the meetings and have timid participation in the monitoring of approved policies.	Not much attended
(CMSP-TO)	All criteria were observed in the Municipal Health Council of Palmas-TO. The form of choosing representatives was well attended, but there is a tendency to have good results in the plenary sessions despite there being weak points that obstruct the strengthening of deliberative actions.	Partially met
(PNH-TO)	All criteria were observed in the analysis of the National Humanization Policy in the Tocantins. However, the development of the criteria was partially met.	Partially met
(PDPB-MG)	The criteria of Form of Choice of Representatives and Representative Speeches were observed in the Bambuí-MG Participative Master Plan, except for the Participative Evaluation criterion, and those that were observed were considered partially met.	Partially met

Source: Prepared by the authors, 2018.

Table 10- Summary of the Questionnaire's Results regarding the Autonomy Category Criteria

Category	Criteria	0	1	2	3	AVERAGE
Autonomy	Origin of the propositions	0,0%	28,57%	28,57%	42,85%	2,42
	Actors' Jurisdiction	0,0%	0,0%	85,71%	14,82%	2,14
	Leadership Profile	0,0%	42,85%	0,0%	57,14%	2,14
	Ability to exercise one's will	0,0%	0,0%	0,0%	100,0%	3,00
						2,42

Table 11 - Comparative performance on the criteria of the Autonomy Category

Councils/Institutions	Discussion	Results
(CADESG - TO)	All criteria were observed in the Municipal Council of Environment and Sustainable Development of Gurupi - TO, but they were partially met because the leadership profile needs to be improved.	Partially met
(CMEP-TO)	All the criteria were observed in the Municipal Council of Education of Palmas-TO. However, the Council needs more participation from society, lacks the autonomy of municipal management, and needs financial autonomy to act independently.	Partially met
(CMSP-TO)	All criteria were observed in the Municipal Health Council of Palmas-TO. The origin of the proposals comes from the management and some from class discussions, and as to the profile of the leadership, there was dissensus as to the performance.	Partially met
(PNH-TO)	All criteria were observed in the analysis of the National Humanization Policy in the Tocantins. However, the development of the criteria was partially met.	Partially met
(PDPB-MG)	All the criteria were observed in the Bambuí-MG Participative Master Plan, and the result was hampered by the Stakeholders' Concern criterion, which identified that the strength of the management vis-à-vis the participants is disproportionate.	Not much attended

Source: Prepared by the authors, 2018.

Table 12. Summary of the Measurement of the Questionnaires regarding the Common Good Category Criteria

Category	Criteria	0	1	2	3	AVERAGE
Common Good	Achieved Goals	0,0%	42,85%	57,14%	0,0%	2,00
	Citizen approval of the results	0,0%	42,85%	57,14%	0,0%	2,00
						2,00

Source: Survey Data, 2018.

Table 13 - Comparative performance on the criteria of the Autonomy Category

Councils/Institutions	Discussion	Results
(CADESG - TO)	All the criteria were observed in the Municipal Council of Environment and Sustainable Development of Gurupi -TO, being partially met by the evaluation of the councilors who answered the questionnaire.	Partially met
(CMEP-TO)	All the criteria were observed in the Municipal Board of Education of Palmas-TO because the Board cannot achieve all its objectives due to a lack of quorum in the meetings, and the bonus for the Board's work will improve the performance.	Partially met
(CMSP-TO)	All the criteria were observed in the Municipal Health Council of Palmas-TO, with a positive evaluation in this category despite being little known by society in general.	Partially met
(PNH-TO)	All criteria were observed in the analysis of the National Humanization Policy in the Tocantins. However, it verified that not everything that was listed as a priority was accomplished.	Partially met
(PDPB-MG)	All the criteria were observed in the Bambuí-MG Participative Master Plan, pointing to dissension as to the achievement of the objectives, even though citizen approval was better since there was general approval.	Partially met

Source: Prepared by the authors, 2018.

the participatory methodologies employed, showing the fragility of the social, political, and technical acceptance criteria. As for the analysis of citizen appreciation, 57.14% agreed with the existence of the question, 14.82% partially agreed, and 28.57% partially disagreed, showing that citizen participation and influence in the public sphere need to be improved. The CADESG proved to be conducive to broad participation by society, but in its meetings, there is neither such participation nor enough physical space, and educational training is considered to enable social, political, and technical participation, but civil society should be more widely participatory. In this category, when compared to the other Councils and Institutions that this study proposes, one can see:

Pluralism: For Pluralism will investigate the variety, interests, and ways of acting of different actors to ensure a democratic space for debate through the criteria described below. In the question on the participation of different actors, which assesses the diversity of the internal composition of the CADESG, the council members were divided in their comments, with 42.85% in full agreement and 14.82% in partial agreement, demonstrating that the council in question is composed of a multiplicity of representative entities. Regarding the profile of the actors, the participants of the CADESG agreed to have experience in democratic processes of participation. In this category, the CADESG showed that it is open to the participation of different actors and that the profile of the actors is good, but they need more interaction among themselves. When compared to the other Councils and Institutions that this study was aimed at, one can see the following:

Participatory Equality: This category contains analyses on the effectiveness of the openness and transparency of the deliberation space by checking the way representatives are chosen, the discourse of the representatives, and the participatory evaluation. Regarding the method for choosing CADESG representatives. There is no consensus among the councilors who participated in the research. The majority opinion was that the representatives are not chosen by the community, which is confirmed by the provision of the law constituting the council (art. 14, of LC No. 019/2014), where CADESG is composed of representatives of organized civil society entities, which indicate them for the composition of the council. In the questionnaires analyzed about the representatives' speech, it indicates that not all of them value the participatory processes, with 57.14% agreeing with the item, while as for the participatory evaluation item, 85.71% partially agree that they follow up and evaluate the public policies approved.

Table 8- Summary of the Verification of the Questionnaires regarding the Criteria of There are two permanent technical chambers, one for legal matters and another for the follow-up, analysis, monitoring, and evaluation of sectoral environmental policies, pointing out the need for a better follow-up of the approved policies.

Autonomy: The present category will analyze how the agents act in terms of taking their position and the degree of empowerment allowed by the participatory process, using as criteria the origin of the propositions, the scope of the actors, and the possibility of exercising their own will. About the origin of the propositions, it will analyze if the proposals can be made by any representative and, in general, are based on the interest of the beneficiaries of the public policy adopted, being possible to infer that in the CADESG. There was no alignment among the councilors, 28.57% disagreed partially, 28.57% agreed partially and 42.85% agreed about the CADESG posture to this criterion. The majority of interviewees agreed (85.71%) on the possibility of intervening in the planned problem as a way to ensure the effectiveness of the work done by the CADESG, showing a certain institutional maturity when it comes to recommending the criteria on the competence of the actors. The leadership profile will point out if the leaderships conduct the process of deliberation and execution in a decentralized way. It happens that in the CADESG this criterion presented a departure in the evaluation of the interviewees since 57.14% agreed and 42.85% partially disagreed, which suggests a disagreement concerning leadership and that the work of the CADESG needs better transparency in conducting the work. In the criterion of possibilities to exercise one's will, the CADESG participants were unanimous in totally agreeing to freely and voluntarily manifest themselves according to the procedures instituted to exercise individual and collective political will. It is observed that in the CADESG there is ample representation of society through its composition, but not all of them actively participate in the propositions, it presents autonomy to the municipal management, but the leadership partially concentrates the deliberations and the executions of the approved policies, and the freedom to exercise one's own will was largely met.

Common good: This category investigates the results and how they achieve collective results through the goals achieved and citizen approval of the results. Regarding the objectives achieved, the question was asked about how much the planned objectives are accomplished by the work performed by CADESG, and 57.14% of the participants partially agreed against 42.85% who partially

disagreed, demonstrating a regular evaluation by the respondents between the planned objectives and the results achieved in the local environmental policy. The same proportion as shown in the personal evaluation of the participants regarding the citizen approval of the results, i.e. 42.85% partially disagreed that the evaluation is positive about the results achieved and 57.14% partially agreed. In this way, the CADESG presented that its objectives were achieved and the citizen approval of the results was partially achieved.

Summary of results regarding the criteria of deliberative citizenship: It is noteworthy that the criterion of the representative selection form (Category: Participatory Equality) is the one furthest from being satisfied, and CMEP-TO also performs the same as other CMSP- TO, PNH-TO and PDPB-MG were partially satisfied. It is worth noting that the criteria Existing Organs (Category: Discussion Process) and Ability to exercise one's own will (Category: Autonomy) reached the apex of the evaluation as totally satisfied, and the performance of CMEP-TO, CMSP-TO, PNH-TO, and PDPB-MG in these criteria were partially met.

Analysis of the Results According to Social Management: This analysis aims to identify whether the social and political actions of the CADESG identify with the concept and dimensions of Social Management addressed by Cançado (2011). From the exposure to Social Management, it can be inferred that it is a management strategy carried out by society for society (CANÇADO; PEREIRA; TENÓRIO, 2015) and more, it is not a form of management pure and simple, it must meet the intrinsic requirements of collective decision-making without coercion, of dialogic or intelligibility and transparency or understanding clarified detailed below. Concerning the requirement (dimension) of collective decision-making without coercion, it attributes the way to ensure that actors can speak, listen, and the ability to consider what other actors have to say. According to the observation period before the CADESG, collective decision-making without coercion does little to meet the ideal. Since the presentations come from the councilors who have more experience in acting in the council, they suggest the forms of deliberation on the agenda items, which is accepted by most of the councilors. Therefore, it is possible to state that the collective decision-making in CADESG does not meet the ideal of the concept of Social Management, demonstrating the need for this concept to mature to the extent that the more experienced councilors can exchange ideas and experiences with the less experienced councilors. As for dialogic, this is understood as the ability of actors to communicate and understand each other and what is being discussed (intelligibility) (CANÇADO, 2011). It was possible to identify this dimension in the CADESG through non-participatory observation, in which there were moments of debates in the meetings, and many of the debates involved technical issues that were difficult to understand by the councilors, and there were no clarifications on the subject for better understanding. In this way, it is possible to infer that the dialogic and intelligibility were little attended to by the ideal of Social Management.

According to (CANÇADO, 2011) the secrecy and mismatch of information are alien to the requirement of transparency and enlightened understanding since in the decision-making process the information must be available unrestrictedly, constituting transparency as a necessary condition for the feasibility of Social Management. Under this criterion, it was found that the CADESG meetings do not have a set schedule, and the meetings are designated 72 hours in advance through notices sent by email to the councilors. During the period of non-participant observation, the meetings were held in the meeting room of the board of directors of the Sub-Section of the OAB in Gurupi-TO, with a size that could not support the full composition of the council. However, it is worth noting the reports pointed out by the councilors indicating the valuing of participation by the actors and the opening of spaces for discussion, which allows one to indicate in the dimension of transparency that it was partially met.

CONCLUSION

The purpose of this study is to analyze the participation of citizens in deliberations and decision-making, and the central point of understanding the democratic process in the Municipal Council for Environment and Sustainable Development of the municipality of Gurupi, in the state of Tocantins, under the focus of participatory citizenship and Social Management. It is also understood the social practice in the CADESG is capable of promoting the emancipation of the actors, the autonomy, and the citizen appreciation of the attributions exercised in front of the public institution, and it is possible to deduce that the CADESG needs to discuss and mature the criteria of deliberative citizenship. From the analysis of the 21 criteria of deliberative citizenship presented to the CADESG councilors who participated in the research, it was found that some of them reached the negative and positive extremes of the analysis. s, improve the method of transparency of its information, improve and develop partnerships, adjust the choice of its representatives by the community at a large, plan and carry out its objectives and, finally, obtain the results intended by the council. In the other criteria, the CADESG responded satisfactorily. As for the dimensions of Social Management in CADESG, they unanimously indicated that Social Management was poorly attended in collective decision making without coercion, dialog, intelligibility, transparency, and enlightened understanding to be able to positively influence the municipal environmental public policy to overcome the limitations, setbacks, and difficulties faced. It is important to highlight that CADESG is a relevant public space, consolidated, experienced, and open to the demands of the local community since the discussions on the agenda of the meetings held refer mostly to the local environmental quality. Furthermore, it proved to be open to popular participation as the authors of this study were allowed to observe the work developed by the council. It cannot be denied that the CADESG plays an important role in the management of environmental public policies in the municipality of Gurupi.

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