

AUDIT FOR EVALUATION OF THE APPLICATION OF PDDE [SCHOOL DIRECT FUNDING PROGRAM] AND PAR-INFRAESTRUTURA [PLAN OF ARTICULATED ACTIONS – INFRASTRUCTURE] FUNDS

Presentation

The School Direct Funding Program (PDDE) consists in the transfer to schools, by the National Fund for the Development of Education (FNDE), of financial aid, in a supplementary nature. Its funds must be used in the payment of expenses, maintenance and small investment aimed at the improvement of the physical and pedagogical infrastructure of the schools. The program has four lines of action: basic PDDE, Full-time Education PDDE (Program “More Education”), PDDE Quality and PDDE Structure.

The Plan of Articulated Actions (PAR) is the group of actions, technically or financially supported by the Ministry of Education (MEC), which is aimed at the fulfillment of the Plan of Goals – Commitment All for the Education [Plano de Metas Compromisso Todos pela Educação]. Through PAR, the federal states are now entitled to receive funds from the Growth Acceleration Program [Programa de Aceleração do Crescimento] (PAC 2) for the construction and cover of sports courts in schools.

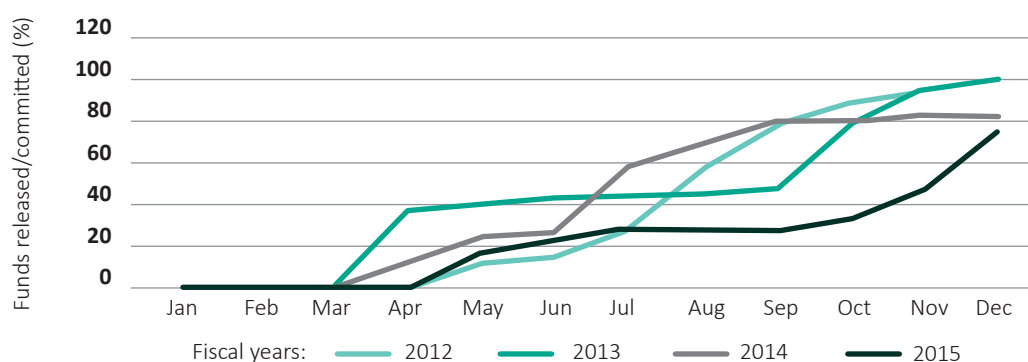
Goal

The goal of the audit was to assess, in the 2011-2015 period, the application of funds of the School Direct Funding Program (PDDE) and of the Plan of Articulated Actions (PAR-infrastructure: construction of courts), as well as the controls of MEC and of the National Fund for the Development of Education (FNDE) for such programs.

Main findings

The inspection assessed whether the funds received through the PDDE were used according to the current legislation and to what extent the budgetary funds available to the PDDE in the 2014 and 2015 exercises were made available from a financial point of view. From September 2014 onwards, it was observed a reduction in the pace of release of the funds already reserved for the program (Figure 1), compromising the execution of the activities. In 2015, up to September, only 30% of the reserved funds had been transferred to the schools.

Figure 1 – Graph of the relationship between the total of effectively transferred (paid) and reserved funds for the PDDE, in the 2012 to 2015 period



The following considerations stand out as the main findings of the audit:

- Failure to follow procedures established in the PDDE's legislation related to the acquisition of assets and the hiring of services;
- Fragilities in the procedure of patrimonialization of permanent assets acquired with PDDE funds;
- Suspension and compromise of activities of the Program “More Education” [Programa Mais Educação], due to delay in the transfer of funds of the 2014 Full-Time PDDE [PDDE Integral];

- Inadequacy of the physical structure of the schools for the regular development of the activities of the Program “More Education”;
- Absence of technical and financial analysis by the National Fund for the Development of Education [FNDE] of the accountability reports of the PDDE and aggregated actions;
- Fragilities in the FNDE controls for the monitoring of the different PDDE actions;
- Lack of publication in an open format of the data about the process of adherence and qualification, financial transfers, financial execution and accountability of the PDDE and aggregated actions;
- Not enough automated criticism in the Works 2.0 system [sistema Obras 2.0] that enables the adequate overseeing of the execution of the construction works of sports courts in schools;
- Inoperability of the Accountability Management System [SiGPC] for receiving the accountability reports related to the sports courts built with PAC2 funds;
- Inexistence and/or lack of proper maintenance in the sports courts by the states and municipalities.

Recommendations and deliberations:

In its deliberation, the Federal Court of Accounts [TCU] decided:

1. To order the FNDE to include in the plan of open data provided for in ruling [acórdão] 3.022/2015-TCU-Plenário the publication of the data related to the PDDE. It should include, as a mandatory procedure, registration data of the Executing Units [UEX] and Executing Entities [EEX] and their managers, the financial transfers conducted and the situation of the UEXs and EEXs so far as their obligation to deliver accountability is concerned.
2. To recommend to the Ministry of Education [MEC] to:
 - 2.1 improve the Interactive PDDE system [PDDE Interativo] or implement a specific system that allows a more effective and frequent follow-up of the activities agreed by the actions of the Full-Time PDDE program [PDDE Integral] and aggregated actions;
 - 2.2 establish a timetable of transfers of the funds in the resolutions that eventually define funds to the actions of the Full-Time PDDE program [PDDE Integral] and aggregated actions of the PDDE Structure [PDDE-Estrutura] and PDDE Quality [PDDE-Qualidade] programs. This shall be done in intervals that ensures the appropriate development of the projects and activities defined in it throughout the established validity of the action; and
 - 2.3 establish in a regulation and announce the criteria for the order of the transfer of the funds in the resolutions that define funds to the Full-Time PDDE program [PDDE-Integral] and aggregated actions.
3. To recommend to the FNDE and to the Ministry of Education [MEC] that review the regulations and manuals that govern the PDDE. The purpose of the revision is to define rules related to the delivery of accountability that, without neglecting the need to improve the control over the assets purchased or produced, have as essence the social control, the transparency, the de-bureaucratization, the promptness and the prioritization of technological controls.

Deliberation

Ruling (Acórdão): 1007/2016-TCU-Plenário

Date of the session: April 27th, 2016 - Ordinary

Rapporteur: Minister Ana Arraes

TC 025.384/2015-5

Unit in charge: SecexEducação