

EDUCATION

PERFORMANCE AUDIT OF THE NATIONAL PROGRAM OF ACCESS TO TECHNICAL EDUCATION AND EMPLOYMENT (PRONATEC)

Through the Department of External Control - Education, Culture and Sports Secretariat for External Control of Education, Culture and Sport (SecexEducação), TCU carried out a performance audit to evaluate the implementation of the Education Grant (Bolsa-Formação). The grant is an initiative that is part of the National Program for Access to Technical Education and Employment (PRONATEC) and allows free access to professional and technical qualification courses via the country's network providers.

Objective

Evaluate PRONATEC's Education-Training Grant initiative, focusing on four aspects: how courses to be offered are chosen, in which municipalities, and how many vacancies will be available; if recurring applicants for unemployment insurance are receiving services as provided by legislation; the reliability and adequacy of the National Information System for Professional and Technological Education (SISTEC), which supports the implementation of the Education-Training Grant and of PRONATEC itself; and, finally, the effectiveness of the Basic and Continuous Education (BCE) courses of the Grant .

Main Findings

It was verified that the process to define the courses to be offered within the Education-Training Grant initiative needs mechanisms to ensure the necessary alignment with the labour market. This process, despite its improvement over the period of the Grant's existence, still presents deficiencies in portraying the real need for qualified labour by the productive sector in municipalities. These deficiencies have become clearer, especially in the negotiation phase, where the gathering of information on the local labour

market depends directly on the negotiation between stakeholders and provider institutions, as well as with representatives of the productive sector.

In addition, it was verified that the service provided to the unemployment insurance priority public was insufficient. Law 12,513/2011 and Decree 8,118/2013 stipulate that to receive financial assistance, the insured worker who requests benefits from the Unemployment Insurance Program for the second time on, within a ten-year period, should be subject to a conditionality. The insured worker should have to prove enrolment and attendance in a basic and continuous training course or in a professional qualification course, with a minimum of 160 (one hundred and sixty) hours. The audit found that the services provided to this target public within the Worker Education-Training Grant courses is insufficient, considering that less than 1% of the eligible public was effectively served (see **Table 1**).

Table 1. Ratio of recurring applicants for unemployment insurance pre-enrolled and enrolled from 2013 to 2015

Recurring applicants (A)	Pre-enrolled (B)	Enrolled (C)	Percentage of recurring applicants pre-enrolled (A/B)	Percentage of recurring applicants enrolled (A/C)
11,850,478	235,147	102,902	2.0%	0.9%

Source: Developed by the team based on data provided by MTPS (rounded off to one decimal place)

In relation to the reliability and integrity of the data generated by SISTEC, the results of the analysis showed that the system presents failures in its management, mainly due to the large design changes it has undergone throughout its operation,

accompanied by the lack of prioritization it receives from the Ministry of Education (MEC). These failures, in turn, directly reflect on the quality of the data stored by the system, a fact that may compromise the full realization of the policy.

Lastly, the audit sought to answer the following question: Do Basic Continuous Training courses contribute significantly to employability and the increase of graduates' income? The impact assessment showed that the courses are effective in improving employability. However, this effectiveness varies according to the profile of the graduates and the technological field to which the courses are linked. This result reinforces the need to improve the course definition process, considering the labour market, as well as the target audience. Regarding income, the evaluation did not obtain conclusive results. The impact of the courses in the Northeast region was also evaluated. The results are similar to the national context.

TCU Main Deliberations

In its deliberation, TCU decided, in summary:

1. To prescribe to the Secretariat of Professional and Technological Education (SETEC) from the MEC and to the Ministry of Labour and Employment (MTE) that, together, they improve the mechanisms of interaction between the SISTEC and 'More Jobs' (**Mais Emprego**) systems and other information technology tools used in the process of including those registered for unemployment insurance in PRONATEC, in order to ensure that this public has preferential service.
2. To prescribe to SETEC/MEC that they submit to the Court a report with information on the elaboration of the Map of Professional and Technological Education (MEPT).
3. To prescribe to MTE that it prohibits unemployment insurance staff from releasing benefits based on declarations provided by educational institutions that are not registered with SISTEC.
4. To recommend to MTE that they, in the management of the unemployment insurance program: (i) promote studies with the objective of reassessing the rule of compulsory enrolment in PRONATEC courses for insured persons who have been recurring applicants within a ten year period as a condition for receiving the respective benefit; (ii) produce support materials containing standard guidelines for unemployment insurance staff and those insured, which include the procedures to be followed for enrolment, as well as those that are forbidden.
5. To recommend to SETEC/MEC that they: (i) Prepare studies to map the need for training of skilled labour in the country, and use these studies as a way of guiding and inducing the provision of courses within the Education Grant initiative; (ii) Prepare a booklet, and other instruments that they deem appropriate, with the purpose of instructing the applicants in the collection of information about the qualification required by the local labour market.
6. To prescribe to the Executive Secretariat from MEC that, in conjunction with SETEC/MEC and with the Information Technology Directorate (DTI/MEC), they forward a plan of action to correct the inconsistencies identified by the audit in the SISTEC records.
7. To prescribe to the DTI/MEC that they forward an action plan with the necessary measures to improve the quality of SISTEC, similar to the guidelines contained in the standard NBR ISO/IEC 15504.

DELIBERATION DATA

Sentence: 3071/2016–TCU–Plenary Session

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Rapporteur: Minister Ana Arraes

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Technical Unit in Charge: SecexEducação

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