



EDUCATION

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

The National Program of Access to Technical Education and Employment (PRONATEC) is a public policy of the Brazilian Federal Government, instituted in October 2011, through Law 12,513/2011. Its objective is to expand, internalize and democratize the provision of courses focused on professional and technological education (PTE) in Brazil, in addition to contributing to the improvement of the quality of public secondary education.

TCU, through the Secretariat for External Control of Education, Culture and Sport (SecexEducação), carried out an audit in the form of a survey of the program's actions to understand the organization and operation of the main governmental actions for professional training.

Specific objective of the survey and characterization of the Program

The specific objective of the survey was to identify weaknesses and operational and compliance risks that could compromise the achievement of PRONATEC's objectives in its five initiatives, namely:

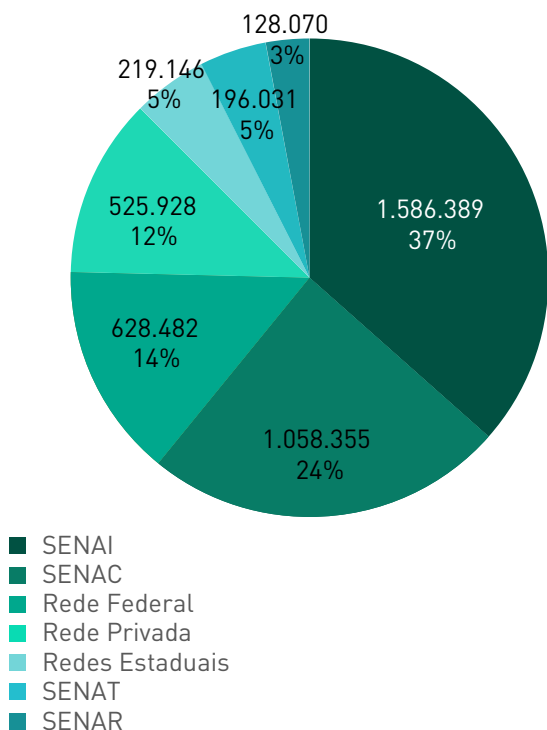
1. Expansion of the Federal Network of Professional, Scientific and Technological Education, a process started in 2003, which led to a strong decentralization process of educational units.
2. Professionalised Brazil Program, aimed at expanding the supply and strengthening of professional and technological education integrated into secondary education in state networks, in partnership with the Federal Government.

3. e-Tec Brazil Network, which aims to offer free technical, basic and continuous training or professional qualification courses, in distance learning format.
4. Free Education Agreement with the National Learning Services, whose purpose is to guarantee the offer of free technical, basic and continuous training or professional qualification courses.
5. Education-Training Grant (Bolsa-Formação), which aims to allow free access to technical, basic and continuous training or professional qualification courses, offered by public and private role-players, with funding from the Brazilian Ministry of Education (MEC).

The survey described the operation of the program's five initiatives, detailing the budget structure, the institutions involved and their responsibilities, the underlying legislation and the processes involved in the implementation strategies. For this purpose, in addition to examining the documentation and legislation, specialists and managers of the institutions offering and demanding the courses were interviewed. Based on the information obtained, the main risks associated with the fulfilment of the program's objectives were identified. These risks were classified according to their probability of occurrence and their impact.

From 2011 to 2014, based on data from SIMEC, 4,348,632 students were enrolled in the Education Grant, showing a predominance of registrations in Basic and Continuous Education (BCE) courses, with 78% (3,384,728), and 22% (963,904) in technical courses. Graph 1 segments the total number of enrolments per institution offering courses.

Graph 1: Enrolment by provider institutions – from 2011 to 2014.



Source: SIMEC, accessed 27/7/2015.

The cumulative investment in PRONATEC, from its inception at the end of 2011 to 2014, was in the order of R\$ 10 billion, in net amounts (Table 1). This amount does not include expenses related to the Gratuity Agreement, whose purpose is to guarantee the free offer of technical, basic and continuous training or professional qualification courses, through the resources of SENAI, SENAC, SESC and SESI, received through the compulsory contribution provided for by law.

Main Conclusions

After a detailed analysis of the five PRONATEC initiatives, the survey identified a number of risk events in the Program. In the context of the methodology used, risk should be understood as a situation whose probability of occurrence and impact on government action causes the control body to act.

The risks identified with greater probability and impact were:

1. High level of dropouts in Basic and Continuous Education and technical courses.

2. Low effectiveness of Basic and Continuous Education courses.
3. Offer of courses that do not serve the local market.
4. Misuse of resources passed onto educational institutions (Professionalised Brazil initiative): resources used for other purposes, or unused, inadequate projects, unused materials, etc.
5. Provision of student assistance, provided for in article 6, paragraph 4 of Law 12,513, 26th October 2011, in an insecure or insufficient manner
6. Improper appropriation of student assistance resources by educational institutions.
7. Overlapping of schedules between the regular hours of staff of the Federal Institutes and their scholarship schedules dedicated to the activities of the Education Grant
8. Improper payments to educational institutions: payment of tuition fees for students who dropped out of school before 20% of classes were completed but who were kept on the attendance list only in order for the institution to receive the full amount.
9. Existence of irregular enrolments for the Education Grant.
10. e-Tec network web portals without adequate structure.
11. Low reliability of SISTEC data and low adherence to PRONATEC business rules.
12. Lack of transparency in the accountability of state networks and System S

Based on the risk analysis, possible monitoring issues were defined. This information was sent to the General Secretariat of External Control from TCU (SEGCEX) to be treated as support for the planning of future control actions.

DELIBERATION DATA

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Technical Unit in Charge: SecexEducação