

**Table 1.**  
**Annex 6: Institutional Analysis**

**Brazil: Ceará Basic Education Quality Improvement Project**

**A. Background**

**Organizational Setting.** The State Basic Education Secretariat (SEDUC), the agency principally responsible for implementing the project, has experience in managing World Bank-financed projects owing to its participation in the EDURURAL and Second Northeast Basic Education projects, and similar projects sponsored by IDB, UNICEF and other international agencies. A small Executive Group (*Grupo Executivo*) reporting to the Subsecretary of Basic Education will be created to support and monitor project implementation, since direct execution of most components will be carried out by SEDUC line units, its 21 regional CREDEs (*Centro Regional de Desenvolvimento da Educacao*), and the participating municipalities.

The Ceará State Planning and Coordination Secretariat (SPCS) which is responsible for coordinating and evaluating all Government programs has provided leadership and guidance in steering project preparation. During project implementation, SEDUC will continue to receive support from the SPCS. SEDUC will also work closely with: i) the Secretariat of Labor and Social Action (*Secretaria Estadual do Trabalho e Acao Social - SAS*), which oversees municipal initial education programs; ii) the State Secretariat of Health (*Secretaria de Saude - SSE*) which is in charge of the State Health Agents' program; and iii) the State Attorney General's Office (*Procuradoria Geral do Estado - PGE*) which is in charge of procurement.

**Recent institutional reforms.** The current Ceará administration has taken impressive actions to streamline, rationalize and upgrade education management since taking office in 1995. In the first phase (1995-96), SEDUC's central administration was reduced from 1,400 to 400 staff, with the majority of the displaced staff transferred to "front-line" positions in the schools and regional offices. In the second phase (1997-98), the SEDUC's regional branches were restructured and upgraded into CREDEs, with clearer accountabilities and more professional staffing (for the first time, positions were filled through competitive examination). Also for the first time, the CREDEs now have explicit responsibility for outreach, joint infrastructure planning, and the provision of teacher training and other support to the municipal school districts within their micro-region. This is a key advance given that one of Brazil's most serious education problems is the existence of a dual system at the basic education level and the generally much weaker quality of municipal school systems. Finally, two new specialist positions in literacy teaching and numeracy teaching, called Professores Coordenadores do Ensino (PCEs), have been introduced in the CREDEs to provide stronger pedagogical support to schools in the micro-region. Finally, a more systematic and comprehensive system of school supervision (SAP) has been introduced.

The third phase of the SEDUC's modernization program (1998-) is focused on the school level and aims at achieving a transformation in both: i) the quality of teaching and learning in the classroom and ii) the autonomy and effectiveness of school management. SEDUC's strategy for classroom quality centers on heavy investments in teacher development, an innovative new program (sponsored by the Ceará business community) to reward teachers financially for their students' academic success; special "accelerated programs" and educational TV to help overage students complete primary and secondary equivalency; and tighter supervision and more effective pedagogical support from the CREDEs through the new SAP system.

To increase school autonomy and improve management effectiveness, the SEDUC's strategy has involved: (a) a fundamental change in the way school directors are selected; (b) mandatory school development planning (*Plano do Desenvolvimento da Escola, PDE*); (iii) universal student achievement testing with results fed back to schools; (d) and deeper and more comprehensive performance feedback to schools through the SAP program (including the involvement of parents and community members in school performance evaluation).

Since 1998, school directors (which were previously appointed) are directly elected by the school community, from a pre-screened shortlist prepared by SEDUC of candidates who have met all technical criteria and passed a competitive examination. Under the new system, for the first time candidates from municipal school systems or candidates with management experience in other sectors are also allowed to compete for director positions. And, to further increase directors' accountability to the community, tenure has been limited to three years, after which directors may be reelected for a maximum of one additional term. In the context of Northeast Brazil's long tradition of political patronage jobs in the education sector, these reforms (and the similarly transparent and technocratic new process for selecting CREDE personnel) are close to revolutionary. They have already built a positive public perception that the state education system is being managed in a new and apolitical way. It is still too early to judge though, the impact of these changes on system performance.

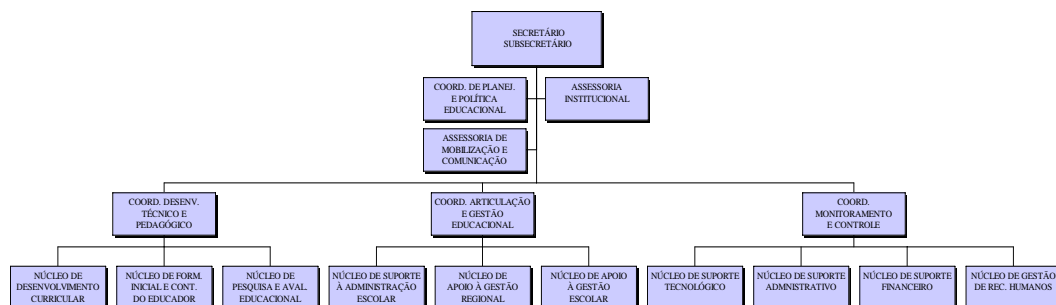
***Decision-Making Process-*** *At the central level*, major policy decisions are debated and taken by the SEDUC Management Team (*Núcleo Gestor*), composed of the Secretary of Education, Deputy Secretary, and the Coordinators of SEDUC's four key units: Education Planning and Policy (CPPE), Education Coordination and Management (CAGE), Technical and Pedagogical Development (CDTP) and Monitoring and Control (CMU). *At the regional level*, the 21 CREDEs have coordinating councils which replicate the SEDUC structure and which include representatives of the municipal school districts within that CREDE (typically about 8-10 municipalities per CREDE). *At the municipal level* (184 municipalities), decisions are made by the elected mayors and their Municipal Education Secretariats, in a few cases with Municipal Education Councils. *At the school level*, within the State school system, each school has a Committee, composed of the school director, teachers and community and parent representatives, which participate in the preparation of school development plans (*Planos de Desenvolvimento da Escola*) and budget decisions at the school level. In municipal school systems, the

degree of school autonomy and existence of school-level governing bodies varies across municipalities.

**Overall Assessment of SEDUC’s capacity to implement the project.** The appraisal team has concluded that the Government of Ceará will be able to implement the project provided that (a) some components of the project will be gradually implemented (see Annex 2); (b) the Government will implement steps to close some capacity gaps even before effectiveness, and (c) the project will implement further capacity building steps during the first years of project implementation, as detailed in the matrix which follows below. In addition, the Government understands that to advance its institutional reforms, improve management capacity and increase the efficiency of the system at all levels, it will be necessary to modernize processes and mechanisms and implement a staff development program to continue upgrading the staff members’ technical skills and broader the knowledge regarding education innovations relevant to the state.

Despite the substantial progress made in the sector over the past five years, and the recent changes in the decision-making process, to help ensure the adoption of new processes and procedures and the long-term sustainability of the proposed actions, the project will support: (a) review of the institutional arrangements of selected units to identify and correct overlapping activities and establish modern procedures and mechanisms to monitor and evaluate education activities and projects; (b) training programs for managers at the central, regional, municipal and school levels to consolidate the decentralization process and the exercise of decision making in a decentralized fashion; (c) training programs to upgrade the technical skills of those involved in the quality components, mainly in the areas of evaluation and education assessment; (d) training programs to enable staff to take full advantage of IT equipment and software to be made available under the project; and (e) provision of equipment and vehicles to facilitate service delivery. *(Detailed terms of reference for establishing a systematic staff development program are being prepared and will be a condition of effectiveness).*

## State of Ceara Basic Education Secretariat-SEDUC Organizational Structure



## **B. Institutional Assessment and Capacity Building Analysis**

**Objectives and Methodology.** A detailed institutional analysis was undertaken to determine if the Government, and especially the Basic Education Secretariat of Ceará, have the core capacity required to implement the project and to propose measures to strengthen this capacity, if necessary. The assessment also aimed at determining what further capacity needs to be built during project implementation to strengthen the SEDUC's long-term capacity to deliver education services. Although the institutional assessment focused mainly on SEDUC, relevant institutions and agencies related to project implementation were also examined for the purpose of this analysis.

The following factors were observed to define the level of capacity existent in the Government, and in SEDUC, to implement the project:

- (a) all important functions have an *organizational home* within the sector;
- (b) the sector, and its organization, have *effective leadership*;
- (c) the sector, and its organizations, have *financial resources* with which to procure the inputs necessary to carry out their functions;
- (d) adequate *human resources* are available to be procured; and
- (e) *work practices* followed in SEDUC and other agencies in the sector's organizations are adequate to support project implementation and long-term goals of the sector.

Using this operational definition, and starting with the project's development objectives as formulated in the logframe (Annex 1), the preparation team focused first on the identification and analysis of all the institutions/agencies within the education sector or other sectors which would directly or indirectly affect project implementation. The team sought to answer the questions, "Whose capacity within SEDUC and other agencies related to project implementation is in question?" and "capacity to do what?" The team identified the three Secretariats of Education, Planning and Finance, and the units within each of them, as primarily responsible for the implementation of the project, and confirmed the development tasks assigned to them. Bearing in mind the five capacity factors listed above, the team then asked the following questions:

- (a) Is the unit in question the right organizational home for the specific development functions and tasks assigned to it by the Government?
- (b) What is the quality of leadership and management in the unit?
- (c) Does the unit have sufficient funds to cover operating costs associated with the implementation of activities assigned to it?
- (d) Does the unit have the right number of people, with the right mix of skills, to implement these activities?
- (e) Are the unit's key work practices (techniques, methods, and procedures) effective and efficient?

Four alternatives were considered for addressing capacity constraints:

- To change work practices and procedures, where such change can improve the capacity of the unit without having to allocate it more resources
- To spread planned activities over a longer period (which included the introduction of phased approaches in some components)
- To reallocate financial and human resources among the various units so as to match the magnitude of the assigned work
- To provide training and financial resources under the project to help increase the units' capacity, to realistic and sustainable levels of productivity.

In a few cases, even after considering all of these alternatives, it still appeared that financial and institutional capacity would not be sufficient to meet project implementation goals or be sustainable after project completion. In these cases, the Government decided to reduce the scope of the component and the magnitude of resource requirements. For example, the proposed Municipal Development Fund (*Component 3*) which was originally conceived to provide support to Ceara's 92 poorest municipalities, was scaled back to focus on the poorest 54 municipalities. An earlier objective of building a network of community technology centers across the state, to provide work-oriented training for adults, was dropped on insititutional capacity and sustainability grounds.

The application of this methodology resulted in the following tables, prepared by SEDUC staff. For each key unit, major organizational functions, including new functions required for project implementation are identified, as well as key capacity gaps. Steps agreed with the Government for addressing these gaps are outlined, as well. These agreed actions form the basis for a systematic staff development plan, which is being prepared as a condition of effectiveness..

## C. Institutional Capacity Assessment, by Unit

### State Basic Education Secretariat -SEDUC (Secretaria de Educação Básica)

**Table 1**  
**Education Planning and Policy Unit-(Coordenadoria de Planejamento e Política Educacional-CPPE)**

Area of Capacity	Capacity Gaps Identified	Capacity Building Measures Taken/Agreed
<p>♦ <b>Organizational Setting</b> Responsible for data collection, planning, evaluation, student assessment and definition of education policy. Responsibility for research and evaluation recently transferred to this unit.</p>	<ul style="list-style-type: none"> <li>▪ Sub-unit responsible for strategic planning still needs to be put in place.</li> <li>▪ Deficient communications mechanism between SEDUC and the other sectors.</li> </ul>	<ul style="list-style-type: none"> <li>➤ Finalize the administrative reform of the Secretariat of Education and re-allocate staff</li> <li>➤ Finalize the</li> </ul>
<p>♦ <b>Leadership &amp; Management</b></p>	<ul style="list-style-type: none"> <li>▪ There is sufficient clarity and vision and leadership to coordinate planning and evaluation activities. However, management should be improved to provide timely statistic data and information for decision making.</li> </ul>	<ul style="list-style-type: none"> <li>➤ Management and Leadership training will be supported by the project.</li> </ul>
<p>♦ <b>Human Resources</b></p>	<ul style="list-style-type: none"> <li>▪ Although much of the unit's work is contracted to outside research, the unit needs a very small number of staff with research and analytical skills sufficient to plan, oversee and disseminate contractors' work. Staff skills also need to be upgraded to the new requirements of the unit for program monitoring and impact</li> </ul>	<ul style="list-style-type: none"> <li>➤ Develop a training program to upgrade the skills of the current staff in program planning and impact evaluation.</li> <li>➤ 1-2 staff with strong analytical and research skills should be added to the unit.</li> </ul>
<p>♦ <b>Material Resources</b></p>	<ul style="list-style-type: none"> <li>▪ Computer hardware and software are outdated and insufficient to support the unit's analytical work</li> </ul>	<ul style="list-style-type: none"> <li>➤ Computer equipment, intranet and internet connections will be provided by the project</li> </ul>
<p>♦ <b>Practice</b></p>	<ul style="list-style-type: none"> <li>▪ The unit should focus on more rapid transfer of results and knowledge to the decentralized units.</li> </ul>	<ul style="list-style-type: none"> <li>➤ Systematic targets should be set to shorten the time CPPE takes for producing and diffusing educational statistics, evaluation results, and relevant research to the decentralized units (CREDEs).</li> </ul>

**Table 2**  
**Education Coordination and Management Unit -(Coordenadoria de Articulação e**  
**Gestão Educacional- CAGE)**

Area of Capacity	Capacity Gaps Identified	Capacity Building Measures Taken/Agreed
<p>♦ <b>Organizational Setting</b>            CAGE is responsible for coordinating and overseeing school development planning, basic operational standards, school autonomy, and coordinated planning of state and municipal systems through the new "education network" (<i>rede educativa</i>). CAGE prepares guidelines for CREDEs and schools in these areas and oversees implementation. CAGE will be responsible for the new Municipal Development Fund. It collaborates with CDTP on SAP.</p>	<ul style="list-style-type: none"> <li>• CAGE has many overlapping functions with other central units. A better flow of information and more clearly defined work processes are needed.</li> </ul>	<ul style="list-style-type: none"> <li>➤ The project will support a review of CAGE's mandate, work flow, processes and procedures aimed at reducing overlaps with other units and strengthening its service delivery</li> </ul>
<p>♦ <b>Leadership &amp; Management</b></p>	<ul style="list-style-type: none"> <li>▪ The unit has a strong manager, but needs to function more as a catalyst and promoter of new management ideas and approaches vis-à-vis the CREDEs and municipal secretariats, rather than a "doer" at the micro-level. In this new role, the profile of the unit could be a smaller number of more highly skilled and highly paid staff.</li> </ul>	<ul style="list-style-type: none"> <li>➤ Develop a new vision for the unit, emphasizing its role in bringing new management thinking into the education system, and shifting from a "doer" role to a catalytic role.</li> </ul>
<p>♦ <b>Human Resources</b></p>	<ul style="list-style-type: none"> <li>▪ The unit's staff lack skills in system planning and management that are important for their current functions, which are principally designing guidelines and providing TA to the decentralized units</li> <li>▪ Low salaries do not allow the unit to attract staff with the degree of management expertise that would be desirable.</li> </ul>	<ul style="list-style-type: none"> <li>➤ Review the staff profile to identify staff who might be better suited to work at the CREDE level</li> <li>➤ The unit could benefit from 1-2 higher level staff with management experience</li> <li>➤ The unit should pursue some kind of "twinning arrangement" with AJE or another outside source of management expertise.</li> <li>➤ Training and exposure to new trends in education management (through study tours, etc.) to upgrade staff skills will be supported by the project.</li> </ul>
<p>♦ <b>Material Resources</b></p>	<ul style="list-style-type: none"> <li>▪ Insufficient material resources to implement activities. Better intranet software to facilitate electronic communications with the CREDEs is needed.</li> </ul>	<ul style="list-style-type: none"> <li>➤ Material resources, equipment, computers and software for CAGE will be supported by the project to improve service delivery</li> </ul>
<p>♦ <b>Practices</b></p>	<ul style="list-style-type: none"> <li>▪ Staff in the unit currently complain of an overload of activities.</li> </ul>	<ul style="list-style-type: none"> <li>➤ The redefinition of CAGE's mission and work practices, to focus on more strategic and catalytic activities, while downloading more purely administrative functions to the CREDEs, will address this. The staffing actions and training programs proposed above will also help in this regard..</li> </ul>

**Table 3**  
**Institutional Advisory Unit-IAU (Assesoria Institucional-AI)**

Area of Capacity	Capacity Gaps Identified	Capacity Building Measures Taken/Agreed
<p>◆ <b>Organizational Setting</b> Supports the Secretary of Basic Education in all legal matters regarding contracts and technical agreements for schools and other educational agencies under SEDUC's administration. Responsible for auditing activities.</p>	<ul style="list-style-type: none"> <li>▪ The unit is very new. Definition of norms and responsibilities is still underway.</li> </ul>	<ul style="list-style-type: none"> <li>➤ Establish responsibilities and disseminate this information to all SEDUC's units</li> </ul>
<p>◆ <b>Leadership &amp; Management</b></p>	<ul style="list-style-type: none"> <li>• The team makes major decisions in a collegiate fashion.</li> </ul>	<ul style="list-style-type: none"> <li>➤ Establish management development training programs for those involved in this unit (will be provided by the project)</li> </ul>
<p>◆ <b>Human Resources</b></p>	<ul style="list-style-type: none"> <li>▪ Overload of activities because many staff members only work part time</li> </ul>	<ul style="list-style-type: none"> <li>➤ Negotiate an increase in the number of qualified personnel or establish salary incentives to encourage staff to work on a full time basis.</li> <li>➤ Training program for the staff, mainly in aspects related to auditing activities to support decentralization would be supported by the project.</li> </ul>
<p>◆ <b>Material Resources</b></p>	<ul style="list-style-type: none"> <li>▪ Insufficient and outdated computer equipment</li> </ul>	<ul style="list-style-type: none"> <li>➤ Computer equipment and work environment will be upgrade under the project.</li> </ul>
<p>◆ <b>Practice</b></p>	<ul style="list-style-type: none"> <li>• In practice they follow SEDUC's guidelines on auditing, however, more training and establishment of new processes are needed to improve the quality of their services.</li> </ul>	<ul style="list-style-type: none"> <li>➤ New processes and procedures are being established by SEDUC and the training provided by the project would increase the quality of their work.</li> </ul>

**Table 4**

**Technical Development and Pedagogy Unit-(Coordenadoria de Desenvolvimento Técnico Pedagógico- CDTP)**

Area of Capacity	Capacity Gaps Identified	Capacity Building Measures Taken/Agreed
<p>◆ <b>Organizational Setting</b> CDTP is responsible for pedagogical leadership and school quality assurance, including curriculum policy, teacher standards and professional development, and the quality of instructional materials. In collaboration with the CREDEs, CDTP provides training and pedagogical support to the state schools and municipal education secretariats. school systems. Responsible for overseeing the quality of education at all levels</p>	<ul style="list-style-type: none"> <li>▪ Overload of activities, mainly due to implementation of the School Pedagogical Support System (Sistema de Acompanhamento Pedagógico-SAP)</li> <li>▪ Heavy bureaucratic processes, mainly those related to provision of teacher incentives which depend on other Government agencies</li> <li>▪ Legal impediments that slow down contracting of teachers under other administrative systems</li> </ul>	<ul style="list-style-type: none"> <li>➤ Clarify the responsibilities of the various units in the implementation of the SAP and focus SAP implementation on 6 CREDEs initially.</li> <li>➤ Decentralize provision of teacher incentives to CREDEs.</li> <li>➤ Decentralize teacher contracting to CREDE level, with oversight by CDTP.</li> </ul>
<p>◆ <b>Leadership &amp; Management</b></p>	<ul style="list-style-type: none"> <li>▪ The unit has an experienced leader with the requisite technical expertise and makes major decisions in a collegiate fashion. As most of the design and delivery of teacher training is outsourced, CDTP's ability to negotiate and oversee contractor quality is critically important. .</li> </ul>	<ul style="list-style-type: none"> <li>➤ All the innovative programs to be implemented under the project will be supported by TA from universities and other research agencies to both guarantee the quality of implementation of these programs and provide in-service training to the staff members at the central and CREDE levels responsible for those programs.</li> </ul>
<p>◆ <b>Human Resources</b></p>	<ul style="list-style-type: none"> <li>▪ Insufficient qualified personnel in several areas, such as Early Childhood Education, Secondary Education, Special Education, and Youth and Adult Education.</li> <li>▪ Although staff in the Basic Education and Teacher Training subunits are sufficient in numbers skills mix, they need continuous professional development.</li> </ul>	<ul style="list-style-type: none"> <li>➤ Fill current vacancies in the subunits with a small number of highly qualified staff.</li> <li>➤ Organize study tours and visits to innovative programs (supported by the project)</li> <li>➤ Establish a continuous training and renewal program for the technical staff and provide updated education literature (supported by the project)</li> </ul>
<p>◆ <b>Material Resources</b></p>	<ul style="list-style-type: none"> <li>◆ Better access to state-of-the art knowledge and learning materials is needed, given CDTPs role as instructional leader.</li> </ul>	<ul style="list-style-type: none"> <li>➤ Upgraded computer hardware and software and an updated education library and journals will be supported under the project.</li> </ul>
<p>◆ <b>Practice</b></p>	<ul style="list-style-type: none"> <li>▪ CDTP has a critical role to play in the transfer of the latest pedagogical thinking and practices to the CREDEs and the municipal education secretariats.</li> </ul>	<ul style="list-style-type: none"> <li>▪ To enable it to become more proactive in this area, CDTP needs to transfer more administrative responsibilities and activities to the CREDEs and train personnel at that level</li> <li>▪ The professional development opportunities and computer and library resources mentioned above will also facilitate this shift in CDTPs focus.</li> </ul>

**Table 5**  
**Monitoring and Control Unit-(Coordenadoria de Monitoramento e Controle- CMC)**

<b>Area of Capacity</b>	<b>Capacity Gaps Identified</b>	<b>Capacity Building Measures Taken/Agreed</b>
◆ <i>Organizational Setting</i>	<ul style="list-style-type: none"> <li>▪ Overlapping/gray areas in the definition of responsibilities of CAGE and CMC, mainly in relation to the role of these units to provide infrastructure and equip the schools</li> </ul>	<ul style="list-style-type: none"> <li>➤ Redefine the responsibilities of these units in the implementation of project</li> </ul>
◆ <i>Leadership &amp; Management</i>	<ul style="list-style-type: none"> <li>▪ There is a clear vision of the work to be developed, however, there are problems due to overlapping of activities with other units.</li> </ul>	<ul style="list-style-type: none"> <li>➤ The implementation Manual of the project will address this issue by indicating clear division of responsibilities of each unit in project implementation.</li> </ul>
◆ <i>Human Resources</i>	<ul style="list-style-type: none"> <li>▪ Personnel not well prepared to make better use of the computer equipment, internet and intranet</li> </ul>	<ul style="list-style-type: none"> <li>➤ Establish training program for the current staff (will be provided by the project).</li> </ul>
◆ <i>Material Resources</i>	<ul style="list-style-type: none"> <li>▪ Computer equipment and intranet and internet not fully used by staff members</li> </ul>	<ul style="list-style-type: none"> <li>➤ Upgrade the training of the beneficiaries for using the available technological devices and equipment to support SEDUC's and project implementation activities</li> </ul>
◆ <i>Practice</i>	<ul style="list-style-type: none"> <li>▪ Need to upgrade and become better informed in project practices and requirements of the mandatory activities</li> </ul>	<ul style="list-style-type: none"> <li>➤ Mechanisms to increase the communication channels among the units in SEDUC will be established under the project. .</li> </ul>
<b>Human Resources Group (<i>Núcleo de Recursos Humanos CMC</i>)</b>		
<b>Area of Capacity</b>	<b>Capacity Gaps Identified</b>	<b>Capacity Building Measures Taken/Agreed</b>
◆ <i>Organizational Setting</i> Responsible for all activities related to human resources in SEDUC	<ul style="list-style-type: none"> <li>▪ Insufficient coordination between the HR unit and other units in SEDUC, both at the central and regional/local levels</li> </ul>	<ul style="list-style-type: none"> <li>➤ Redefine several procedures and processes to shorten the administrative steps (will be supported by the project)</li> </ul>
◆ <i>Leadership &amp; Management</i>	<ul style="list-style-type: none"> <li>▪ Lack of broad vision and scope of the unit</li> </ul>	<ul style="list-style-type: none"> <li>➤ Establish training program in management of HR activities</li> </ul>
◆ <i>Human Resources</i>	<ul style="list-style-type: none"> <li>▪ Low or insufficient preparation of staff to carry out HR activities. Most personnel have only a high school degree.</li> </ul>	<ul style="list-style-type: none"> <li>➤ Establish training program for the current staff.</li> </ul>
◆ <i>Material Resources</i>	<ul style="list-style-type: none"> <li>▪ Physical environment not conducive to the development of the HR activities</li> <li>▪ Lack of computer equipment and software to carry out HR activities</li> </ul>	<ul style="list-style-type: none"> <li>➤ Give opportunity and incentives to staff to upgrade their education level</li> <li>➤ The project will establish training programs to carry out the HR activities in a more modernized fashion.</li> </ul>
◆ <i>Practice</i>	<ul style="list-style-type: none"> <li>▪ Majority of the activities are executed in a manual fashion, causing delays to beneficiaries' requests</li> </ul>	<ul style="list-style-type: none"> <li>➤ Implementation of the HR Management Information System (SIGE/HR) will be supported by the project.</li> </ul>

**Table 6**  
**State Attorney General's Office (Procuradoria Geral do Estado - PGE) Central Procurement Unit**

Area of Capacity	Capacity Gaps Identified	Capacity Building Measures Taken/Agreed
<p>◆ <b>Organizational Setting</b>            The PGE's Central Procurement Unit, created by Law No. 10880.83 and State Decree No. 16397/84, is responsible for all procurement activities for all State Government agencies</p>	<p>▪ Delays in processing the requests of the various Government units due to lack of sufficient personnel with comprehensive technical knowledge in various areas and related legal/technical aspects involved in the projects to be executed by the Government agencies.</p>	<p>➤ A specific team will be assigned to provide support to implementation of the project by SEDUC.</p>
<p>◆ <b>Leadership &amp; Management</b></p>	<p>▪ Unit is managed by high level personnel within the Government hierarchy, but there is a wide gap between management staff and technical personnel</p>	<p>➤ It was agreed that the team assigned to be responsible for this project would receive special training to comply with project requirements.</p>
<p>◆ <b>Human Resources</b></p>	<p>▪ Insufficient personnel to attend promptly to all procurement requests of the various Government agencies.</p>	<p>➤ To avoid delays in project implementation, SEDUC already established a core group with comprehensive knowledge of the legal/technical aspects involved in projects implemented by the education sector</p> <p>➤ Training in Bank procurement procedures and guidelines used by the institution will be provided by the project.</p>
<p>◆ <b>Material Resources</b></p>	<p>▪ Insufficient computer equipment and software to support the unit's work</p>	<p>➤ Computer equipment and software will be supported by the project.</p>
<p>◆ <b>Practice</b></p>	<p>▪ The PGE's capacity to support the project in procurement needs to be strengthened by changing past practices and strengthening coordinating mechanisms.</p>	<p>➤ SEDUC has conducted negotiations to establish better coordination between the PGE and the assignment of a special team to carry on the procurement plan of the project.</p>

**Table 7**  
**Regional Education Development Center –CREDE (Centro Regional de Desenvolvimento da Educação)**

Area of Capacity	Capacity Gaps Identified	Capacity Building Measures Taken/Agreed
<p>♦ <b>Organizational Setting</b>            In each of 21 microregions, the CREDE is the principal point of oversight for the state school system and collaboration with municipal education secretariats, towards the state's goal of a fully coordinated education system (<i>rede educativo</i>) within each microregion. For the state schools, the CREDEs have key responsibilities for school performance evaluation (through SAP), and management of human, financial and physical resources.</p>	<ul style="list-style-type: none"> <li>▪ The new CREDE organization (since 1997) is a significant improvement over the previous <i>delegacias regionais</i>, and education statistics, teacher training, and coordination with the municipal education secretariats are much stronger. But the units are relatively new and struggling in many areas to give adequate priority to monitoring and supporting pedagogical quality at the classroom level, and “whole-school” performance evaluation through SAP, on top of myriad other administrative duties.</li> </ul>	<ul style="list-style-type: none"> <li>➤ Re-definition of several procedures and processes to shorten the administrative steps will be supported by the project.</li> <li>➤ SAP will also be phased in more gradually, starting with 6 CREDEs. The design of SAP evaluation instruments and procedures in the 6 CREDEs will make it easier for the remaining CREDEs to adopt the new system..</li> </ul>
<p>♦ <b>Leadership &amp; Management</b></p>	<ul style="list-style-type: none"> <li>▪ CREDE director positions have been filled through competitive examination on the basis of technical qualifications. This is a big advance.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Although technically qualified, CREDE directors would benefit from management and leadership training as well as study tours and other programs to keep updated professionally.</li> </ul>
<p>♦ <b>Human Resources</b></p>	<ul style="list-style-type: none"> <li>▪ Usually the CREDEs have absorbed the personnel working at the schools, in the former regional structures or displaced from the central level. Many have the relevant skills. However, some CREDEs report that the new specialist teacher positions (for literacy and numeracy) are not staffed by individuals with the requisite expertise. To improve the CREDEs ability to assist schools on management issues, perhaps a specialist position in this area should be established.</li> </ul>	<ul style="list-style-type: none"> <li>➤ Better selection and training of the personnel assigned to these units will be fostered by SEDUC.</li> <li>➤ Creation of a management specialist position will be considered.</li> <li>➤ Development programs to upgrade the managerial skills of CREDE, municipal education secretaries, and school leaders will be developed and supported under the project</li> <li>➤ Study tours and other opportunities for professional updating and renewal will be available to CREDE personnel and municipal education secretariats, supported under the project</li> </ul>
<p>♦ <b>Material Resources</b></p>	<ul style="list-style-type: none"> <li>▪ The CREDEs need updated computer hardware and software to support their activities. The lack of transportation to permit better supervision of schools is another major weakness</li> </ul>	<ul style="list-style-type: none"> <li>➤ Equipment and other materials will be provided to the CREDEs under the project.</li> <li>➤ Additional vehicles will be assigned to the CREDEs for supervision and distribution of materials to the state schools</li> </ul>
<p>♦ <b>Practice</b></p>	<ul style="list-style-type: none"> <li>➤ Although significant improvements have been made in changing the practice of the CREDEs in their provision of services to state schools and the municipal systems, there is a need to establish a culture of “accountability” and a stronger focus on results and outcomes.</li> <li>➤ Administrative processes and procedures at the CREDE level also need review and simplification.</li> </ul>	<ul style="list-style-type: none"> <li>➤ The project will provide a series of training programs and incentives to change the current management/ administrative culture and increase “accountability” and result-oriented management practices.</li> <li>➤ The Institutional Component (see Annex 2) will also support the establishment of procedures and mechanisms to facilitate and standardize activities at the CREDE level</li> </ul>