

Financed by:



Prepared by:



EXECUTIVE SUMMARY

Maputo, April 22, 2025

Implementation Partners:



o nosso mundo é humano.
Organização Não-Governamental para o Desenvolvimento



TURISMO DE
PORTUGAL



PATRIMÓNIO
CULTURAL
Direção-Geral do Património Cultural



ESCOLA PORTUGUESA DE MOÇAMBIQUE
CENTRO DE ENSINO E LÍNGUA PORTUGUESA

Executive Summary

This evaluation concerns the 3rd phase of implementation of the Portuguese Cooperation Cluster on the Island of Mozambique, with the purpose of evaluating its general execution in the period between December 2019 and December 31, 2023, in order to (i) Assess whether the objectives and results of the intervention were achieved as expected, (ii) Identify the constraints or risks of the intervention; (iii) Propose possible changes to the management model; (iv) Identify weaknesses and strengths of the partners involved and the management model adopted; (v) Identify priority areas of intervention for the next programming cycle; (vi) Suggest changes and make recommendations for the next programming cycle, clearly identifying who the recipients of the recommendations are and (vii) Identify exit strategies in some components.

The Portuguese Cooperation Cluster on the Island of Mozambique aims to support the Government of the Republic of Mozambique for the integrated and sustainable development of the Island of Mozambique and the adjacent continental region. Implemented in phases, the 1st took place between 2011 and 2014, the 2nd between 2015 and 2018, and was later extended until the end of 2019.

Currently, the 3rd phase of the Cluster is underway, whose initial implementation period was from December 2019 to December 2021. However, due to the constraints of the COVID-19 pandemic, there was a need to extend the implementation period for another two years, until December 31, 2023. At the end of 2023, a new extension was approved for another six months, until June 30, 2024, which was extended again until December 31, 2024, allowing for the present evaluation to be carried out and the transition between the 3rd phase and the preparation of the 4th phase.

The 3rd phase of the Cluster covers five intervention sectors/components, four of which emerge as a continuation of the activities developed in the first two phases (Urban Management and Development, Professional Training, Education and Heritage) and a new one was integrated with the aim of contributing, in the

long term, to the development and strengthening of civil society and to foster the empowerment of young people and women.

This evaluation combined documentary analysis with semi-structured interviews, focus group sessions and direct observation and responded to a set of evaluation questions based on international criteria of the Development Assistance Committee (OECD-DAC): Relevance, Efficiency, Effectiveness, Coherence, Impact and Sustainability.


The Conclusions are as follows:

At the level of relevance:

- C1. Having found that the Portuguese Cooperation Cluster on the Island of Mozambique is aligned with the priorities and policies of the Island and the country, meeting the strategic objectives of the PQG 2020-2024, the PDIIM and the Management and Conservation Plan for the Island of Mozambique, we conclude that the project presents a high level of relevance in relation to local and national development plans. This alignment was facilitated by consultation with partners during the design of the 3rd phase of the project.
- C2. Having found that the Cluster's objectives and results are aligned with the country's and Portuguese Cooperation's structuring sectoral documents, as well as with the SDGs, we conclude that the project is highly relevant. Its scope in priority areas such as Education, Employability, Tourism and Heritage, reinforces its contribution to national, bilateral and international strategic objectives.

In terms of efficiency, we can conclude the following

- C3. Having found that, in general, the resources made available were well adapted to the context and were used efficiently and as planned, we concluded that the financial execution was



satisfactory in most components. Financial resources were generally made available in a timely manner, allowing components 1, 2 and 3 to achieve execution rates of 100%, 94% and 80% of the amount disbursed, respectively. However, components 4 and 5 faced greater difficulties in using resources, resulting in lower execution rates of 24% and 68%, respectively.

- C4. Given the diversity of components, with different management models and different areas of activity, it is concluded that the management model of the 3rd phase of the Cluster as a whole is quite complex, a fact accentuated by the lack of a management or governance manual, making it significantly difficult to manage the project as a whole.
- C5. It is concluded that the presence of the resident coordinator on the Island of Mozambique, and the respective local team, was beneficial in mitigating the complexity of the global management model, although the lack of an integrated monitoring system, baseline data, and lack of reporting on the project as a whole have hindered results-oriented management.
- C6. It was found that the management models of each component worked satisfactorily for the types of activities of the different components. However, we concluded that, in general, also considering the way in which they reported their action, the indirect implementation model was the most efficient, especially if carried out by entities with knowledge of the intervention sector and experience in similar contexts and supported by a general coordination team of the Cluster.
- C7. Having noted the lack of a communication and visibility plan for the 3rd phase of the Cluster and the lack of integration of the communication and visibility efforts of each component with those of the coordination team, we

concluded that the communication of the Cluster as a whole was limited.

In terms of effectiveness, we can conclude the following:

- C8. Having found that 76% of the activities programmed in the different components were carried out and with quality, we conclude that the degree of global physical execution of the Cluster was high. At an individual level, components 1 and 3 achieved most of the planned results, while components 2, 4 and 5 faced greater difficulties in completing some activities by the end of the evaluation period, namely actions related to the construction and requalification of public domain real estate, subject to lengthy administrative procedures.

In terms of coherence, we can conclude the following:

- C9. Having found that the Cluster is aligned with UNESCO's recommendations and priorities and that synergies were identified with other Portuguese Cooperation projects, but that coordination with interventions from other donors was limited, we conclude that the lack of a platform for dialogue between the various cooperation partners present on the Island of Mozambique is a limiting factor in the complementarity between interventions from different donors and increases the risk of duplication of efforts.
- C10. Having found that the complementarity strategies between the components were not clearly defined and that communication between the various partners with a view to promoting this complementarity was limited, despite the efforts of the Cluster coordination and some activities having been carried out jointly between the components, we concluded that there was no effective complementarity between the components, which compromised the expected coherence of the Cluster.

- C11. Having noted that there was an effort on the part of the Cluster coordination to promote coordination between the components, but that communication between the partners was insufficient, we concluded that the limited implementation of the annual Strategic Monitoring Committees (CAE) further harmed this process, reducing opportunities for dialogue and strategic alignment between interventions.

In terms of impact, we can conclude the following:


- C12. Having found that the CMCIM's capabilities were significantly strengthened in the urban planning and environmental health sectors, with a positive impact on improving the living conditions of the population of the Island of Mozambique, we conclude that the intervention of component 1 had a relevant effect on the island area. However, the lack of use of the registry work carried out for other sectors and the disparities in the results between the island and mainland areas indicate that improvements could be made in expanding the benefits to the entire Municipality of Ilha de Moçambique.
- C13. Having found that the improvement of physical conditions and the development of skills at IMPIM resulted in an improvement in the quality of technical-professional education and in the advancement of the IMPIM accreditation process with ANEP, we conclude that the actions implemented in component 2 created a positive impact.
- C14. Having found that the intervention contributed to increasing access to pre-school education and the appreciation of education by parents and guardians, in addition to promoting mastery of the country's official language through the dynamization of the district public library, we conclude that the intervention in component 3 was impactful. However, the expected impact of the training of literacy

teachers was not achieved, due to the lack of skills among these professionals, limiting the overall success of the component.

- C15. Having found that GACIM's technical capacity was strengthened and that there was an improvement in the civic and patrimonial responsibility of the population and employees, we conclude that the intervention in component 4 had a positive impact on changing behavior. However, it is still necessary to continue the work of consolidating these changes to ensure their long-term sustainability.
- C16. Having found that the pillar of strengthening civil society had a significant positive impact, promoting greater autonomy and community participation in the local decision-making process, we conclude that this pillar was the most successful of component 5, contributing substantially to the strengthening of the social fabric of the Island. The arts and crafts and UNIVA pillars have also had positive impacts, particularly in empowering women and youth. However, the family literacy pillar did not generate significant changes, limiting the overall impact of the component.

In terms of sustainability, we can conclude the following:

- C17. Having found that the CMCIM has instruments, equipment and qualified technicians to continue the activities of component 1 in the areas of urban planning and environmental health, we conclude that it is likely that the benefits achieved will be maintained after the project is completed. However, continuity will depend on the permanence of the teams formed in their departments and the training of new technicians.
- C18. Having found that in the Tourism axis of component 1, the constant mobility of technicians made their training difficult and that there was a limited appreciation of the Tourist Office by local authorities,




we conclude that the probability of continuing the activities of this axis after the completion of the project is low.

- C19. Having found that the rehabilitation and equipping of IMPIM, the development of new courses and the training of teachers and the management team contribute significantly to the continuity of the benefits achieved in component 2, we conclude that IMPIM has the capacity to maintain and consolidate advances in its educational offering. However, the contribution of the new spaces created, such as the kitchen and the amphitheater, to the generation of revenue and the strengthening of the financial sustainability of IMPIM, is conditioned on the creation and implementation of effective management instruments and the management capacity of those responsible for the new spaces.
- C20. Improvements were noted in the infrastructure and equipment for learning, in the technical-scientific skills of the trainers and in the management and administration capacity in component 2, despite the efforts made to obtain ANEP accreditation, this had not yet happened by the evaluation date, a fundamental factor for the sustainability of the intervention in IMPIM.
- C21. Having found that the training of local teams and the awareness of parents and guardians strengthened management and created a sustainable technical basis for preschool education in component 3, we conclude that, although the actions carried out have significantly enhanced technical sustainability, the continuity of the schools and children's centers after the end of the project will depend on the creation of a viable financial model that ensures their operation in the long term and that may include the participation of local authorities.
- C22. Having found that GACIM's training and awareness-raising actions for the defense of cultural heritage increased the

likelihood of continuity of the benefits achieved after the completion of the project in component 4, we conclude that the sustainability of these initiatives will be even greater if GACIM's technical team is reinforced with an architect and if awareness-raising actions are articulated with other benefits that the defense of heritage can provide to the population.

- C23. Noting that organizational training in neighborhoods and communities contributed to improving the structuring and functioning of Neighborhood Development Committees (CDB) in Component 5, it is concluded that the consolidation of these capacities is essential to guarantee the sustainability of community activities. While it is recognized that CDBs can function effectively even without a formal structure, as long as they maintain motivation, community involvement and the ability to respond to local needs, formalizing CDBs can provide greater legitimacy and facilitate access to resources and partnerships.
- C24. Having found that the new skills developed by artisans and the creation of new products contribute positively to the continuity of the benefits generated, we conclude that the sustainability of the intervention in this pillar of component 5 may be negatively impacted by the lack of training of artisans in business management.
- C25. Having found that in the UNIVA pillar of component 5, capacities and skills were developed among young people, but that there was limited collaboration between FAK and IMPIM on strategic issues and that it was not possible to develop the necessary capacities within IMPIM to manage UNIVA, we conclude that these limitations represent a challenge to the sustainability of the intervention.
- C26. Having found that the project as a whole managed to promote appropriation by local partners, especially through the training of teams from CMCIM, IMPIM,



GACIM and technicians from schools, children's centers and libraries, we conclude that the institutional strengthening of local partners was an effective strategy to guarantee the continuity of activities, although we recognize the need to train these entities in terms of monitoring and self-evaluation of their actions, in order to guarantee the sustainability of the results achieved.

- C27. It was found that there was reduced institutional interaction between Camões, I.P. and the ministries involved (MICULTUR and MGCAS) during the implementation of the project, we conclude that the lack of regular communication and sharing of implementation reports between Camões, I.P. and the ministries involved may have hindered the ownership of the project at the national level.

Based on the findings and conclusions, we indicate below the proposed recommendations and their respective recipients:

- R1 (C4). Having verified the complexity of the Cluster management model as a whole, it is recommended that in the next phase the Cluster concentrates on a smaller number of components, which are, in the project design, integrated into a common logical framework, in an action managed using a Governance Guide/Manual - Camões, I.P. and implementation partners.
- R2 (C5). Regarding monitoring, given the absence of a monitoring practice for the project as a whole, to improve efficiency we recommend that future intervention be based on a Monitoring and Evaluation Plan that includes a set of tools, namely data collection and analysis instruments with their scheduling and budgeting - Camões, I.P. and implementation partners/local partners.
- R3 (C6). Having verified greater efficiency of the indirect implementation model, which also better documented its action,

it is recommended that in a next phase this model be prioritized, ensuring that the implementers have knowledge of the sector and experience in similar contexts and that the general coordinator of the Cluster has less responsibility in the implementation and focuses more on supervision, monitoring, communication and coordination between the various interventions and the various partners. - Camoes, I.P.

- R4 (C7). Having verified that the communication of the Cluster as a whole was limited, it is recommended that in the next phase an integrated communication and visibility plan for the Cluster be drawn up that creates conditions for internal and external communication, with the use of different channels, including community radios and other local media, that allows to clearly communicate the benefits created by the Cluster on the Island of Mozambique to different target audiences – Camões, I.P. and implementation partners.
- R5 (C8). Having verified that some activities were not carried out within the duration period foreseen in the project, we recommend that in the next phase the relationship between the type of activities and the time required for their execution be studied in advance, taking into account the specificities of the context. For example, when including activities involving construction and import of equipment, based on the experience gained, delays in administrative processes should be anticipated. – Implementation partners/local partners.
- R6 (C9). Having noted that the lack of dialogue between the various cooperation partners present on the Island of Mozambique was a limiting factor to the complementarity between the Cluster and interventions from other donors, we recommend that a coordination and dialogue platform be created and implemented, preferably led by local authorities. This platform should facilitate

strategic alignment between the different partners present on the Island, promote synergies between projects and avoid overlapping efforts. Due to its importance, UNESCO's participation in the platform must be guaranteed – Local Authorities and Camões, I.P.

- R7 (C10). Having noted that the lack of coordination and communication between the components and partners hindered the expected complementarity in the Cluster, we recommend that in a next phase regular communication mechanisms and channels be created, including periodic meetings, digital platforms for sharing information and inter-component working groups to ensure better coordination and collaboration between the partners involved - Camões, I.P. and implementation partners.
- R8 (C10). Having verified that the absence of a clear complementarity strategy made integration between components difficult, we recommend that, in a next phase of the Cluster, in addition to the Common Logical Framework, a detailed plan be created for interaction and complementarity between components, ensuring a coordinated approach, avoiding overlaps and maximizing the efficiency of the Cluster - Camões, I.P. and implementation partners/local partners.
- R9 (C11). Having noted that the failure to carry out all the planned annual CAEs has harmed the coordination between partners and the strategic alignment of interventions, we recommend that in a next phase of the Cluster, the periodic holding of CAEs be ensured, ensuring that they serve as a strategic space to promote the sharing of information and effective integration between the components. - Camoes, I.P. and implementation partners/local partners.
- R10 (C12). Having verified that the intervention of component 1 had a relevant effect on the urban planning and environmental health sectors in the island

zone, we recommend that in the next phase strategies be developed to expand the benefits to the continental zone as well, with the aim of promoting the economic and social development of the continental zone and thus relieving the population burden on the island zone. - Camões, I.P., CMCIM and implementation partner.

- R11 (C12). Having noted the lack of use of the registration work carried out in component 1 to support other social and economic sectors, we recommend that in a next phase advocacy actions be included with the CMCIM so that it can use the data collected in the registration sector to improve territorial planning, urban planning and public management. - Camões, I.P., implementing partner and CMCIM.
- R12 (C14). Having found that the training of literacy teachers did not have the expected impact on component 3, we recommend that the model for selecting literacy teachers to be trained be reviewed, to ensure that they strictly comply with the defined criteria, namely that they have completed the 12th grade. - Implementation partner and MASMA.
- R13 (C17). Having noted that with the contribution of component 1, the CMCIM has instruments, equipment and technicians trained in the areas of urban planning and environmental health, but that the continuity of activities depends on the permanence of the teams formed in its departments and the training of new technicians, we recommend that the CMCIM adopt strategies to guarantee the retention of human resources trained during the Cluster's intervention and the transmission of the knowledge acquired to new technicians. - CMCIM.
- R 14 (C18). Having verified that the constant mobility of technicians from the Tourist Office of the Island of Mozambique is an obstacle to the continuity of the benefits created by the project, we recommend that the CMCIM

constitute a qualified team with permanent functions at the Tourist Office. – CMCIM.

- R15 (C19). Having verified that IMPIM has the capacity to maintain and consolidate the advances in its educational offering achieved in component 2, we recommend the creation and implementation of a Management Plan and the training of those responsible for managing the new spaces in business management issues, so that the IMPIM kitchen and amphitheater can generate additional income, thus contributing to the financial sustainability of the institution. – IMPIM, Camoes, I.P. and implementation partner.
- R16 (C20). Having verified that IMPIM, during the implementation of component 2, took important steps towards obtaining ANEP accreditation and given its importance for the sustainability of the intervention in IMPIM, we recommend that IMPIM make efforts to obtain the status of accredited institution as quickly as possible. – IMPIM.
- R17 (C21). Having identified the difficulties in the sustainability of schools and children's centres within the scope of component 3, it is recommended that the next phase include an in-depth study on the viability of different models, namely through a cooperative system, involvement of the CMCIM and creation of alternative sources of income. – Camões, I.P., Local Authorities related to pre-school education and implementation partner.
- R18 (C22). Having noted the importance of the technical capacity of the GACIM team to ensure the continuity of the benefits achieved in component 4, we recommend strengthening the GACIM technical team by hiring an architect, ensuring greater technical capacity for the preservation of the heritage. - GACIM.
- R19 (C22). Having verified that the sustainability of awareness-raising actions for the defense of cultural heritage carried out in component 4 can be expanded, we

recommend that these be articulated with other concrete benefits that the defense of heritage can provide to the population, thus reinforcing its impact and community adherence, notably through the creation of small businesses based on tourist/cultural products, such as themed itineraries (Religious Route, Historical Route, Crafts and Local Knowledge Route, Natural and Ecological Route, Artisanal Fishing and Gastronomy Route). - GACIM and implementation partner.

- R20 (C23). Having verified that the organizational capacity developed in Component 5 contributed to improving the structuring and functioning of the CDBs, and considering that formalization can contribute to the continuity of their actions, facilitating institutional recognition, access to resources and partnerships, it is recommended to consider on a case-by-case basis the benefit of formalizing the CDBs, taking into account the associated risks in terms of motivation and community involvement.– Implementing partner.
- R21 (C24). Having verified that the sustainability of new skills developed in artisans and the creation of new products within the scope of component 5 can be negatively impacted by the artisans' reduced management knowledge, we recommend the implementation of training actions in business management in order to expand economic development opportunities for artisans. - Camoes, I.P. and implementation partner.
- R22 (C25). Having verified that the failure to develop the necessary capacities within IMPIM to manage UNIVA represents a challenge for the sustainability of the intervention in this pillar in component 5, we recommend that in a next phase a greater ownership of UNIVA by IMPIM be promoted, promoting the leadership of activities by IMPIM with the support and supervision of the implementing partner. – IMPIM and implementation partner.


- R23 (C26). Having verified that the institutional strengthening of local partners was an effective strategy to guarantee the continuity of activities and the sustainability of the results achieved, we recommend, in a next phase, the promotion of training in project design, monitoring and evaluation, so that the entities, in a network, plan, analyze and self-evaluate their action, maintaining and improving the skills acquired throughout this phase of the Cluster. – Camoes, I.P. and implementation partners.
- R24 (C27). Given that the limited institutional interaction between Camões, I.P. and the ministries involved during the implementation of the project may have hindered the ownership of the project at the national level, we recommend the establishment of formal communication mechanisms between Camões, I.P. and the relevant government entities, including the sharing of implementation and monitoring reports, in order to strengthen institutional alignment and ensure greater commitment and ownership of the initiatives. – Camões, I.P., local partners and guardianship.

Lessons Learned:

- L1 (C1). Consultation with local partners at the project design stage was essential to ensure alignment with local and national priorities. This process of integration and involvement from the beginning contributes to the relevance of the project, ensuring that interventions respond adequately to local and national needs.
- L2 (C4). The presence of a resident Cluster coordinator is essential for the efficiency of the project, as it facilitates supervision, coordination and effective problem-solving, while also ensuring the integration of the various components and their relationship with internal and external partners in the project.
- L3 (C6). The lack of a monitoring and reporting practice for the Cluster as an

integrated program hampered monitoring and communication, impacting efficiency and effectiveness, as well as the present evaluation.

- L4 (C6). Indirect implementation proved to be the most efficient model when conducted by entities with knowledge of the intervention sector and experience in similar contexts. This model, combined with effective general coordination, can optimize the execution of complex projects, ensuring greater efficiency in management and better adaptation to local specificities.
- L5 (C7). The absence of an integrated communication plan can limit the visibility and perception of the Cluster as a whole. Effective coordination of communication strategies between the different components and the coordination team is essential to strengthen the project's identity and impact among partners and beneficiaries.
- L6 (C8). The planning of interventions must take into account the specificity of the activities, especially those that require more demanding and time-consuming administrative procedures, such as rehabilitation works or construction of public domain infrastructures, requiring more time for implementation.
- L7 (C10). The lack of a Management/Governance Plan that clearly defines the different actors, objectives, complementarities, functions, articulation and communication between the components, makes it difficult to perceive and operate the Cluster as an integrated program.
- L8 (C11). Effective coordination between the components of a project depends on structured communication and regular spaces for dialogue between partners. The consistent implementation of annual CAEs is essential to strengthen coordination, align strategies, maximize complementarity of interventions and provide accountability.

- 
- L9 (C15). The civic and heritage awareness actions among the population and employees of institutions on the Island of Mozambique carried out within the scope of component 4 had a direct impact on changing mentalities, increasing their participation in local dynamics and a deeper understanding of heritage.
 - L10 (C17). Maintaining the teams of local partners formed throughout the project and after the project ends is essential to the effectiveness of the intervention.
 - L11 (C26). The institutional strengthening of local partners, through the training of their teams, is essential for the appropriation and sustainability of initiatives. Future projects should include local partners implementing internal training activities to ensure that the knowledge acquired during the project is maintained and applied in the long term.