

# Terminal Evaluation

## Latin America and the Caribbean

### 1. Outline of the Project

**Country:**

Mexico

**Project title:**

Technical Cooperation Project for the Reinforcement of DGCTC and the Development of South-South Cooperation

**Issue/Sector:**

Planning/Administration

**Cooperation scheme:**

Technical Cooperation Project (former Dispatch of Expert Team)

**Division in charge:**

Central America and the Caribbean Division, Regional Department III (Latin America and the Caribbean)

**Total cost:**

213 million yen

**Period of Cooperation**

1 July 2000 - 30 June 2003

**Partner Country's Implementing Organization:**

General Direction of Technical and Scientific Cooperation of Mexican Ministry of Foreign Affairs (DGCTC) (former Mexican Institute of International Cooperation (IMEXCI))

**Supporting Organization in Japan:****Related Cooperation:**

Country-focused Training Course, Dispatch of Expert; "Support for South-South Cooperation "

### 1-1 Background of the Project

In the 1990s, the horizontal (South-South) cooperation was promoted actively among Latin American and Caribbean countries due to their similarities in culture, history, and languages. The government of the United Mexican States has launched such cooperation since 1988 and has implemented more than 200 cases every year. In March 1998, a Basic Study Team of JICA discussed a plan for the "Mexican South-South Technical Cooperation Center" along with the newly established Mexican Institute of International Cooperation (IMEXCI). The conclusion of the discussions, however, was to further prepare for such integral plans step by step. Thus in July 1998, a Japanese expert for the "Support for South-South Cooperation" was dispatched to within IMEXCI to give advice for the establishment of its framework. The promotion of the South-South Cooperation was one of the major subjects in the cooperation of the Government of Japan to Central and South American countries. The Japanese government commenced the Dispatch of Expert Team to support Mexico, which was more developed than other countries in the region, and made the country one of emerging donor countries.

### 1-2 Project Overview

To enhance the organizational capability of General Direction of Technical and Scientific Cooperation of the Mexican Ministry of Foreign Affairs (Direction General de Cooperación Técnica y Científica: DGCTC), to improve the capability of horizontal (South-South) cooperation in Mexico and for JICA to transfer the know-how of organizational management and techniques of system development on international cooperation to the counterparts in Mexico.

(1) Overall Goal

Mexico contributes to the development of Central America and the Caribbean region through DGCTC.

(2) Project Purpose

DGCTC's institutional capacity is strengthened and, by extension of this, the South-South cooperation mechanism of Mexico is reinforced.

### (3) Outputs

- 1) Participants establish and apply the system of organizing, implementing, monitoring and evaluating international cooperation projects.
- 2) Participants establish the database system for operating and managing international cooperation.
- 3) To foster the necessary personnel engaged in related organizations.
- 4) To promote the utilization of the Mexican International Cooperation System (SIMEXCI).
- 5) To establish trilateral cooperation mechanism among Japan, Mexico and the third-countries to implement pilot projects.

### (4) Inputs

Japanese side:

Long-term Experts	4	Equipment	4 million yen
Short-term Experts	6	Local Cost	42 million yen
Trainees received	21		

Mexican Side:

Counterparts 32

Land and Facilities

Local Cost 1 million yen

## 2. Evaluation Team

**Members of Evaluation Team** Team Leader/General: Kenichiro KAWAJI, Managing Director, Regional Department III, JICA  
Evaluation Planning: Tatsuhiro MITAMURA, Staff, Central America and the Caribbean Division, Regional Department III, JICA  
Evaluation Analysis: Mimi Sheikh, Consultant, International Development Center of Japan

**Period of Evaluation** 5 December 2002 - 13 December 2002  
**Type of Evaluation:** Terminal Evaluation

## 3. Results of Evaluation

### 3-1 Summary of Evaluation Results

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#### (1) Relevance

During the period of the project, IMEXCI has reorganized based on DGCTC, after experiencing institutional restructuring. DGCTC preserved the function of IMEXCI as the implementing organization of technical cooperation for Mexico's international cooperation, as well as inheriting the challenges to strengthen institutional capacity and reinforcing horizontal cooperation mechanism. The South-South cooperation in Mexico should be changed from quantitative expansion to qualitative improvement, and DGCTC is willing to give more comprehensive cooperation. As for Japan, assisting the South-South cooperation is one of the components of the Med-Term Policy on Official Development Assistance (ODA). The purpose is also one of the important policies started in JICA's Country Assistance Plan to Mexico. Therefore, the relevance of the project is significant.

#### (2) Effectiveness

The institutional capacity of DGCTC was strengthened by acquiring the Project Cycle Management (PCM) method. Now DGCTC applies the PCM method in its works in order to systematically and objectively analyze project proposals in their appraisal processes. Meanwhile, the external factors such as the institutional reforms during the project term caused the delay of the accomplishment of some of the project activities. Related departments of JICA, the main user, did not support the

development of the database for international cooperation and DGCTC, which had difficulties in its use. Judging from the above issues, because the outputs have not been accomplished fully, the effectiveness of the project is low.

### (3) Efficiency

In the aspect of the inputs, activities of the Japanese experts and the donations of equipment were adequately conducted as initially planned. However, the database system did not function as expected, due to technological/structural inconsistency. By way of compensation, DOGTC developed its new data system (SICOI), with the original concept of project management methodology under PCM which JICA proposed. Recently individual data is input to SICOI, and it takes time to investigate whether SICOI can contribute to the accomplishment of the project purpose. The staff and necessary input such as the payment of VAT planned by DGCTC remained insufficient to some extent in implementing the project due to the external factors.

### (4) Impact

The outputs of the project has not been accomplished yet, therefore, it is too early to judge how much of the overall goal was attained at the time of terminal evaluation. However, there were unexpected positive impacts. The State Governments requested to join the PCM training course, and the PCM group of DGCTC (one of DGCTC's groups that mainly acquired the techniques of PCM methods and implemented some activities to settle and apply the methods) coped with this request in some states. More and more state governments are now interested in the PCM training.

### (5) Sustainability

Taking into consideration the fact that nine out of the twenty staff trained in Japan moved from the DGCTC, and the DGCTC did not cope with the personnel change as an organization, it was judged that the sustainability of the project is relatively low at the evaluation of the starting point. However, on the second joint evaluation meeting, DGCTC explained that since the staff who resigned left for personal reasons, and it was difficult to cope with the issue organizationally. This left the DGCTC not being able to cope with their particular set of circumstances. However, since the DGCTC would try to mitigate unexpected changes in the personnel rotation by conducting permanent trainings related with international cooperation, the project was conclusively judged to have sustainability. There still remain many unclear points because the DGCTC would not explain the concrete contents of the permanent training and would not disclose its budget information, and therefore the financial sustainability of the DGCTC can not be judged. However, the DGCTC staffs are highly motivated to participate in the project activities, and DGCTC will maintain commitment to the collaboration project between Japan and Mexico which leads to this project having sustainability.

## **3-2 Factors that promoted realization of effects**

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### (1) Factors concerning Planning

N/A.

### (2) Factors concerning the Implementation Process

After the midterm review in July 2001, the project conducted Steering Committees periodically and discussed issues such as the management, future development and how to cope with the problems. This contributed to the efficient project management. The PCM group, established in September 2002, encouraged the whole staff to join the project.

## **3-3 Factors that impeded realization of effects**

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### (1) Factors concerning Planning

The DGCTC tried to establish common operation, management and an evaluation system of the project with JICA. However, because the DGCTC has a close relationship with other aid organizations as well, establishing the common system was not appropriate for the DGCTC, and it was found that coping with each department separately was more suitable.

### (2) Factors concerning to the Implementation Process

According to the advent of the Fox administration in December 2000, interested personnel and organizations that played main roles in international cooperation such as the reorganization of IMEXCI (now DGCTC), there was a change in the framework which implemented the South-South cooperation on the Mexican side. Owing to the organizational change of the Ministry of Foreign Affairs, the number of its staff was reduced and the scheme to implement international cooperation became weaker than before, and the Mexican side could not fully cope with the situation during the project implementation. There are also negative impacts to the activities of the project due to the General Director being changed twice during the project implementation period.

### **3-4 Conclusion**

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The objectives of the project are not accomplished due to the delay many of activities. However, the project demonstrated a certain progress. The project improved the capacity of DGCTC staff to manage international cooperation projects and strengthened the organizational capability. The organization will be strengthened by initiating the activities of the PCM group in the future. As for the reinforcement of Mexico's South-South Cooperation activities, two Japan-Mexico trilateral pilot projects are being prepared, so it is considered that the outputs of the project are soon to be observed. The achievement of the project purpose is largely dependent on the magnitude of institutional involvement of DGCTC.

### **3-5 Recommendations**

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- (1) The status and the consensus of the PCM group need to be consolidated, because it is key to the reinforcement of the DGCTC and its capacity. Moreover, active participation of the PCM group members is highly recommended for the amelioration in routine work coordination. It is also necessary to adjust the activities and daily work of PCM group members.
- (2) Both the prior know-how by the Japanese experts and the experiences gained by the project are essential to accomplish the overall goal of the project. In preparation for a unexpected personnel change, it is recommended to accumulate the know-how systematically.
- (3) It is recommended to periodically review the effective utilization of SICOI which is the newly developed database because it is extremely important for project management to utilize the database system.

### **3-6 Lessons Learned**

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- (1) Stability of human resources, accumulation of know-how and experience, and the consistency of policy are often regarded as outer factors. However, they can be important factors for the enforcement of an organization. Before treating them as outer factors, it is recommended to figure out the possibility if these factors can be realized and to consider the countermeasures to deal with them at the designing (planning) stage of the project.
- (2) There is a possibility that it would have been better to spend more time on understanding the needs to avoid the structure having discordance. Therefore in the cooperating system development, it is necessary to assure enough cooperation period so that Japanese SE experts can not only give services as engineers, but also design the system (understanding needs and to design the system from the user's view point), develop system (at the manageable technical level by the implementing organization), and implement training for system introduction.
- (3) It is necessary to fully discuss the objectives of a project, considering organizational structure and capability of counterparts.
- (4) At the beginning, the project took the form of expert team dispatch (former mini-project) and had the cooperation scheme with more limited cooperation period and inputs than ordinary projects. In case of cooperation with a limited scale such as this project, it is necessary to limit the project purpose and provide support according to the limitation.

### **3-7 Follow-up Situation**

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At the time of termination of this project, the DGCTC showed positive attitude to sign the partnership program with Japan. Therefore, the support to other developing countries by the cooperation of both countries will be activated in the future. It could be considered that the Mexican side expressed positive response because they highly evaluated the Japanese international cooperation projects and considered this cooperation project valuable to the DGCTC.