

**Submission to the European Commission consultation on
“Mainstreaming of Cross-Cutting Themes”**

**- *Transparency International recommends good governance as
a prerequisite for mainstreaming* -**

Transparency International (TI) is the global civil society organisation leading the fight against corruption. Through more than 90 chapters worldwide (i.e. in almost every EU Member State and in many developing countries world wide) and an international secretariat in Berlin, Germany, TI raises awareness of the damaging effects of corruption and works with partners in government, business and civil society to develop and implement effective measures to tackle it. There is strong evidence of the devastating impact of corruption on poverty reduction and sustainable and participatory development. Advancing development by fighting corruption is therefore one of TI's main areas of expertise and experience.

Comments

- TI follows the Commission development policies with great interest. TI greatly appreciates the Commission's recent attempt to better coordinate member states' bilateral aid and the programmes run by the Commission, including the mainstreaming of the cross-cutting themes as identified in the European Consensus.
- TI agrees with the Commission approach of twin-tracking, i.e. applying both mainstreaming and specific actions in parallel.
- TI would like to thank the Commission for having organised the Consultation Meeting on “Mainstreaming of cross-cutting themes” (26th June 2008) and look forward to continue the good cooperation and fruitful debate with the Commission on this important issue.
- TI will concentrate its comments on the first cross-cutting theme as the ‘Good Governance’ concept is closely linked to TI's mandate of fighting corruption.

Suggestions

- Referring to the question whether the first cross-cutting theme – ‘Democracy, Good Governance, Human Rights, the Rights of Children and Indigenous Peoples’ – should be treated as one or should be unbundled; TI thinks indeed that an unbundling of the component ‘Good Governance’ from the others would give consideration to the specific character of this component.
- However, singling out governance makes only sense if a definition that is less broad and vague than the current one chosen by the Commission is applied. TI thinks that

the current definition limits the utility of 'Good Governance' as an organising concept for development and its operational value. TI fully shares the Commission's view that governance is more than tackling corruption. But between this clearly too narrow definition and the Commission's all-embracing concept, there is enough room for a broader, but still operational concept, thus increasing the practical and practicable value of the document. If good governance is used as umbrella concept, its utility as an organising concept for the implementation process is very limited. It could even appear somewhat arbitrary. TI therefore suggests drawing on the Cotonou Agreement (Art 9), which defines good governance as the "transparent and accountable management of human, natural, economic and financial resources for the purpose of equitable and sustainable development" alongside Human Rights, Democratisation and the Rule of Law.

- A lack of 'Good Governance', defined as sound management of all resources of a country, impedes the effectiveness of all assistance and programmes in the framework of both mainstreaming and specific actions. Unless transparent and accountable management capacities are in place, the integration of cross-cutting themes is less likely to be effective. **TI would therefore see the component 'Good Governance' rather as a prerequisite for successful mainstreaming than as an equal component.**
- TI suggests to the Commission to provide training to Commission staff involved in any form and at any stage with development assistance projects to understand what good governance is, why it is important, and how it can be encouraged and strengthened.
- TI thinks that the Commission is aware of a sufficient set of instruments to mainstream 'Good Governance' and the aspect of anti-corruption in its policy implementation – as laid down in its Commission Staff Working Document SEC (2006) 1020. **TI's main concern is, however, related to the evaluation of a country's governance profile, which determines the success of the mainstreaming effort.** Evaluating e.g. 'Control of Corruption' only alongside the questions in the mentioned Staff Working Document¹ is in TI's view not adequate to provide a qualitative, extensive and detailed assessment that helps identifying the main constraints of a country's progress. TI suggests further specifying the set of indicative question and the according performance indicator. As an orientation how to develop a more effective approach, we attach TI's National Integrity System (NIS) assessment questionnaire (please find it attached).
- TI further thinks that it equally important to open the evaluation mechanism of projects that have undergone mainstreaming to civil society organisations at the local level. The Commission has in this regard correctly noted that '*mainstreaming cannot be allowed to become a purely technical process remote from [...] civil society organisations that support and promote change in the partner country.*'² In the case of TI, this would enable TI's National Chapters, operating in many countries across the Asia, Americas and Africa region, to provide their analysis and expertise in assessing the 'Good Governance' related country progress.

¹ Commission Staff Working Document SEC (2006) 1020, p. 17

² Issues Paper on Mainstreaming (Section 4, 1)

Question

- As one would rather associate mainstreaming with an approach of project or targeted programme funding, TI is interested in the Commission's position to reconcile the increased use of general budget support with the concept of mainstreaming – both being central components of 'The European Consensus'.

TI looks forward to continue discussing these issues with you. If you need further information, please contact:

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