Background paper prepared for the 2016 Global Education Monitoring Report

Education for people and planet: Creating sustainable futures for all

Integrated Planning for Education and Development

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Abstract

This paper addresses the important issue of integrated planning for education in international development. It argues that the confluence of the discourse on integrated planning in the post-2015 global development agenda and the holistic, interlinked nature of the sustainable development goals provides a welcome window of opportunity to reflect on and to advance an integrated approach to education development. The paper develops the case for integrated approaches to development, and provides clarification on the definition and scope of integrated planning. The paper proposes three 'dimensions' of integration, namely, horizontal integration of the education sector with other development sectors such as health and social protection; vertical integration across national and sub-national levels, and lateral integration of state and non-state actors. The paper focuses on horizontal integration and drawing on the theoretical literature as well as country case studies, discusses political, structural and technical factors that present both opportunities and challenges for implementing integrated planning in the education sector.

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1. Introduction

In the new post-2015 development paradigm – one that is significantly more extensive and comprehensive compared with the last fifteen years – a critical issue for actors at the global, national and local levels is implementation. Education planning is central to the discussion about the means of implementation for the global education agenda. Education planning refers to "the processes through which issues are analyzed and policies are generated, implemented, assessed and redesigned" (Haddad & Demsky, 1995). The integrated nature of the SDGs has consequences for education planning given the implication that a more integrated approach to education planning will be necessary to achieve high quality education and wider development outcomes.

While integrating the discretely articulated but inextricably linked development goals has gained much attention in the post-2015 agenda, it is by no means a new issue. From integrated rural development projects in the 1970s to more recent iterations of joint planning, there has been recognition that "people do not live their lives in health sectors, or education sectors, or infrastructure sectors, arranged in tidy compartments" (Zoellick, 2010).

Development planners and practitioners, particularly at the national level, have always grappled with how best to create coherent, coordinated planning systems that can respond to the multidimensional task of reducing poverty and facilitating the achievement of strong development outcomes. Macro-planning systems vary across countries, but in general comprise sector-based ministries or agencies that are expected to contribute to development, and these are coordinated by the Ministries of Planning, Finance, Economic Development or other coordinating entity, for example, the Office of the President. National development strategies, or Poverty Reduction Strategy Papers, typically present the big picture of development and articulate how key sectors, thematic areas or 'pillars' would contribute to this vision. Ideally, such a set-up should signal an integrated, or at least coordinated approach to planning for development.

Critical problems with this conceptualization of 'integration' include the erroneous assumption that if each sector performs effectively in its own sphere, the result would be achievement of the overall development goals, without unpacking and directly addressing the ways in which actions in one sector affect those in another, or recognizing the need for coordination and sequencing of interventions across the board. Within each traditionally delineated sector, for example, the education sector or the health sector, there are sector-specific issues that can benefit from the specialized attention of the individual community of actors. However, the emphasis in integrated planning is on the identification of issues and areas that are amenable to wider, cross-sectoral and more inclusive approaches to planning.

1.1. Review of discourse on integrated planning in international development agendas

A review of key global education and international development policy documents from 1990 to 2014 showed that adopting multi-sector approaches to research, planning and implementation is conceived as a cost-efficient, effective and necessary way to achieve large-scale development transformation, and this is likely to be a theme that continues to be pressed in the post-2015 development agenda (Persaud, 2015). The policy discourse advocates that multi-sector approaches to development, including education, are needed to attain greater efficiency and effectiveness.

Some of the key issues mentioned in these policy documents are: alignment and integration of sector plans with each other and within the larger context of national development and poverty reduction; creation of a supportive policy environment for cross-sector coordination; coordination between institutions and agencies at all levels to achieve inter-related policy goals; structures, processes and mechanisms to facilitate multi-sector collaboration; and supporting financing and human resources arrangements (Persaud, 2015).

The United Nations Synthesis Report of the Secretary General on the Post-2015 agenda (2014) calls for holistic and integrated approaches to sustainable development. Sustainable development is described as having an integrated agenda for economic, environmental and social solutions, and specifically, responding to all goals as a cohesive and integrated whole is seen to be critical to ensuring the transformations needed at scale. In terms of implementation, the Synthesis Report stresses the concurrent need for optimization and coordination of financing frameworks, and investing in capacities at the national level (integrated institutions and human resources) to have sustainable development goals integrated into national planning processes. There is recognition of the multi-sectorality of the complex development challenges.

The Incheon Declaration output of the World Education Forum in 2015 that articulated the global education community's vision from 2015-2030 commits to "establish legal and policy frameworks that promote coordinated partnerships at all levels and across all sectors (World Education Forum, 2015, para. 12). The Sustainable Development Goals agenda itself reiterates this commitment to integration by noting that the newly adopted goals and targets are "integrated and indivisible" (Article 5, UN Resolution A/70/L.1), challenges and commitments are seen as "interrelated" and in need of "integrated solutions" (Article 13). Under Goal 17 which speaks to strengthening the means of implementation of the SDGs, ensuring policy coherence for sustainable development (Goal 17.14) and encouraging multi-stakeholder partnerships are highlighted (Goals 17.16-17.17).

1.2. Integrated nature of SDG agenda + consequences for integrated approaches to planning

The current development agenda emphasizes the need to achieve balance between the economic, social and environmental dimensions of sustainable development. This approach is premised on the recognition that sustainability requires full acknowledgement of the interlinkages between these dimensions, and also between issues and sectors (Cutter, 2015). One characterization of "integration" is to examine the extent to which individual goals reflect the three dimensions of sustainable development. In this type of analysis, for example, SDG 4 on education was found to be skewed towards the social dimension at the expense of economic and environmental dimensions (Cutter, 2015). However, another type of integration related to sustainable development refers to a systemic, holistic, systems-based approach that privileges cross-cutting, horizontal themes in development (Cutter, 2015). This paper focuses on this latter conception of integration, examining the interconnections between education and other sectors for development.

Weaknesses in integration across sectors has been a major critique of previous approaches to sustainable development, and it is argued that insufficient recognition, understanding and accounting of trade-offs and synergies across sectors has resulted in incoherent, inconsistent policies and associated impacts (Le Blanc, 2015). There is clear dissatisfaction with the progress made under the MDGs and the "siloed" approach to development in this era (Wigley & Petruney, 2015).

Rejection of such approaches has spawned the growing idea of the need for a new, integrated strategy that takes advantage of synergies across sectors. This new thinking stresses that "sustained change cannot be

achieved through isolated actions or one-dimensional or single-sector goals" (Morales, 2015, p. 45). The need for policy coherence is emphasized in a United Nations report that faults discrete sectoral interventions that result in spillovers, tradeoffs and unintended consequences. The report points to agricultural and microcredit programs for women that aim to reduce poverty and gender equality, but have reduced girls' school attendance as they were kept at home to participate in the new economic activities created under these programs (United Nations, 2016). In response to frustration with isolated approaches and larger system-level challenges, advocates of integrated planning urge that "approaches need to be as interconnected as the problems" (Wigley & Petruney, 2015).

The increased focus on integration in the SDG agenda, as discussed in the previous section, translates into a requirement to have greater alignment of resources, strategies and planning at both global and country levels. One way in which the global imperative for integration may affect country actions for same is through international agencies' restructuring of projects to reflect a more integrated or comprehensive approach to development aid and projects. It is argued that development institutions that are guided by the SDGs will be influenced by their more interlinked structure. For example, agencies concerned with specific goals such as education, will have to take into account targets outside of SDG 4 that may pertain to the education sector. This approach that embraces both core and extended targets in the development agenda will in turn shape country incentives for integrated conceptualizations, funding, planning and implementation of development initiatives (Le Blanc, 2015).

Development partners and donor agencies have already begun to endorse systems-based and comprehensive approaches to education sector support (Mercer, 2014). For example, Mercer points to the World Bank's Education Strategy 2020 which emphasizes that "education and training are not considered…to be the preserve of the ministry of education alone but come within the remit of other government departments as well as being the responsibility of NGOs, communities, families and individuals" (Mercer, 2014, p. 25).

One example of an international agency utilizing an integrated approach is the United Nations' Sustainable Development Fund (SDG-F). This is a development cooperation mechanism established in 2014 and with a mandate to support sustainable development activities through integrated and multidimensional joint programs. The case study in Section 4.3 of this paper provides further details about this initiative.

Policy integration has traditionally been difficult for governments but it remains central to the sustainable development agenda and a key governance challenge and opportunity for countries to achieve outcomes. This paper will examine the theory and practice of integrated planning more closely, discussing how and in what ways governments have been adopting integrated approaches to development, what we can learn from what has worked well, what has presented challenges, and how we can move ahead.

2. Definitions and concepts related to integrated planning

2.1. Rationale for integrated planning

Going beyond the intuitive notion that an integrated sustainable development framework requires an integrated approach to planning and implementation, the paper offers four main reasons why integrated approaches can result in superior education outcomes: first, education is integrally linked to many other development sectors and vice versa; second, integrated approaches enhance our understanding of the problem as well as the solutions that we can offer; third, integrated approaches can increase the effectiveness of our interventions; and fourth, integrated approaches are necessary to cater to the complex needs of vulnerable populations.

2.1.1. Relationships between education and other development sectors

Education has become increasingly visible in the international development agenda, and is appreciated both as a goal of development and as a means to its achievement (Cremin & Nakabugo, 2012). The dominant development discourse in the post-World War II period was centered on economic growth as the primary means to and goal of development. Education was seen as valuable to economic development insofar as it contributed to the improvement of labor force productivity, as outlined in human capital theory (Schultz, 1971; Sobel, 1978). Over time and influenced by the human development (McNeill, 2007; Ranis, Stewart, & Ramirez, 2000) and capabilities approaches (Nussbaum, 2006; Sen, 1999; Walker & Unterhalter, 2007), conceptions of development broadened beyond the narrow focus on economic growth to include dimensions of social and human development, for example, health, education, gender, political and environmental considerations. In this broader conceptualization of development, space has opened up so that education can be seen as a necessary contributor to the health, labor and economic sectors, and as a sector that is inextricably linked to participation in social, political, economic and cultural life.

In considering the ways that education contributes to non-economic outcomes, development economics literature can be instructive. Glewwe (2002) took stock of the socio-economic outcomes of schooling in developing countries, for example, health status, migration, marriage prospects and fertility. For example, notwithstanding the endogeneity of these variables, studies have shown the linkages between years of education and fertility rates to be strong, negative and statistically significant (Oliver, 1999; Thomas, 1999). There is also much scholarship on the positive impacts of maternal education on child health (Bicego & Boerma, 1991; Cleland & Van Ginneken, 1988) although more recent research grapples with untangling the causal pathways and validating claims of this linkage (Desai & Alva, 1998).

While education is an important input into other development sectors, this relationship is not unidirectional. In articulating a human rights-based approach to Education for All, the value and impact of other sectors' actions on education in developing country contexts are highlighted (Craissati et al., 2007). They include the following sectors: finance (ensuring adequate and appropriate commitment of resources needed in education); water and sanitation (ensuring adequate and appropriate access to safe drinking water and hygiene education and sanitation in schools); public works (addressing issues of inclusion by ensuring access to schools); health (including health care, education, nutrition and school feeding programs to improve child health and their capacity for learning; development of health-oriented and life-skills curricula for schools); child protection (ensuring appropriate legislation and policies); social development, welfare and protection (introducing poverty reduction schemes to improve access and participation in

education); employment (addressing issue of child labor, through legislation and policy on working children, health and safety at work, and employment conditions and rights); and, culture and sports (expanding learning opportunities that reinforce and complement school-based programs) (Craissati et al., 2007). This non-exhaustive list of sectors that are necessary to secure positive education outcomes highlights the multidimensionality of education planning and delivery in development contexts.

In a recent study, attention to the linkages between education and other sectors is measured by reference to major UN global reports. It is found that global reports do capture connections between education and other SDG areas, although these are not always intuitive or obvious. Important gaps included elaboration of the links between education and energy, water, urbanization, terrestrial ecosystems and oceans. The working paper recommends greater attention to understanding, articulating and translating these linkages into policy insights (Vladimirova & LeBlanc, 2015).

2.1.2. Enhancing our understanding

Development, and education as one dimension of development, is not a simple and straightforward endeavor. In a critique of the current approach to international development, Dichter (2015) argues that the compartmentalized conceptualization of the Millennium Development Goals missed the point that development is much more complicated than simply providing quantifiable inputs in particular areas. He argues that there are institutional, national, international, social, structural and cultural arrangements that are highly layered and complex, that deserve attention if we are to truly understand and undertake the project of development.

Relatedly, our ability to understand and analyze the education sector will be severely constrained unless we are able to appreciate the multiple factors that affect education, and recognize that these factors may not reside in the realm of the education sector alone. For example, a Ministry of Education that aims to understand gender disparities in school enrolment must be cognizant of various non-educational influential factors. One reason that families may tend to withhold children from attending classes in developing country contexts is that they are expected or required to work in the informal sector to boost household income, thereby making the decision to attend school partially an economic one. This issue will therefore also fall within the purview of social development and labor or employment sectors.

The combination of factors that influences education decisions and outcomes in developing countries will differ depending on context. If we do not understand how education is interacting with other sectors in different environments, we will miss critical information and insights into the unique education development context of individual cases. This underscores the need to pay attention to specific systems and contextual relationships, and reject the "one size fits all" approach to education development that can produce faulty and incomplete analyses of the problems, and therefore, solutions.

Drawing on systems theory: Understanding international education development as the product of complex relationships both within and outside the sector draws on systems logic. Systems thinking can perhaps be traced back to Aristotle's insights that "the whole is greater than the sum of its parts". Systems can be defined as "a configuration of interaction, interdependent parts that are connected through a web of relationships, forming a whole that is greater than the sum of its parts" (Holland, 1998 as cited in (Abercrombie, Harries, & Wharton, 2015)). Drawing from the discipline of systems engineering, a system is defined as "a set of interrelated components working together toward some common objective"

(Kossiakoff, Sweet, Seymour, & Biemer, 2011). The definition implies a multiplicity of interacting parts that collectively perform a significant function (Kossiakoff et al., 2011). Systems theory is advocated as an alternative and holistic approach for understanding and managing complexity (Chapman, 2004).

While systems theory may be applied to the study of sub-sectors within the education sector, for example, the teacher education sub-sector, there is also a need for an even higher macro-perspective to explore how the education sector as a single entity interacts with other sectors in its environment – a "system of systems" approach. For this reason, the systems engineering perspective is helpful to our understanding. It focuses on systems as a whole, with an emphasis on total operation. In systems engineering, in addition to studying the system from the inside, the system is considered from the outside, in terms of its interactions with other systems and the environment (Kossiakoff et al., 2011).

"Nexus" approaches to sustainable development draw on systems theory and are being promoted as a way to illuminate interactions by highlighting shared interests and common goals across sectors (Weitz, Huber-Lee, Nilsson, Davis, & Hoff, 2014). Integration through a nexus framework is proposed as a way to help manage the complexity of the SDG agenda, and nexus 'targets' are one strategy to create entry points for consideration of how targets under one goal might affect those under another target, or to explore the ways in which individual targets contribute to multiple goals (Weitz et al., 2014).

Diverse perspectives matter: Five decades ago, the observation was made that education planning cannot reasonably be assumed to be within the purview of a single ministry of education (Jacobs, 1964). It was argued that a much wider range of expertise is required to solve problems and advocates for a team approach in education planning. Jacobs points out that "On the local scene where planning is being done this means that the process must include Ministries other than the Ministry of Education" (Jacobs, 1964). The value that diverse perspectives bring to problem solving should not be underestimated. The problem-solving ability of groups is increased by higher cognitive diversity. In a finding that suggests that diversity can trump ability, a highly diverse selection of agents from a large set was found to outperform a collection of the most able agents from the same set (Hong & Page, 2004).

2.1.3. Enhancing our effectiveness

Complexity theory: Having established that inter-sectorality in education and development is important in enhancing our understanding of the issues, an additional reason that inter-sector relationships matter is that by adopting an inter-sector approach in policy formulation and implementation, we may be able to achieve greater impact and superior education outcomes.

Education can be seen as one of many sectors that together contribute to development as a complex process of change (Nordtveit, 2010). Advocating for improvements in the effectiveness of development programs, Nordtveit (2010) argues that development efforts in which there are non-integrated activities are myopic and have low impacts. Drawing on post-development theories, complexity theory, and New Institutional Economics, Nordtveit (2010) proposes a new approach to development practice in which service delivery is integrated as much as possible to create sufficient complexity to enable development (change) in target communities. Eschewing the separate and siloed "MDG-type" approaches to development, he posits that initiatives should be evaluated as a holistic system and not as separate efforts

towards specific MDGs. In an earlier paper, (Nordtveit, 2008) also makes the case for integrated service delivery across sectors on the grounds that it is a more cost-effective strategy to do so.

At this juncture, it is illustrative to consider an example offered by Nordtveit (2010) to understand the theory that supports integration of education with other sectors. In the 2010 paper, Nordtveit considers a literacy course, arguing that on its own, providing literacy will not be successful as a development intervention. He points to the non-linearity of interacting factors, showing, for example, that health efforts are influenced by literacy, and the health of participants in turn influences literacy acquisition.

One of the dominant theories used in advocating for integrated approaches to development is complexity theory (Mason, 2009; Nordtveit, 2008, 2010). Complexity theory is cast as a contrast to Western approaches that compartmentalize and conceptualize in terms of 'discontinuities' in theory and practice (Davis, 2008). Instead, complexity theory is premised on and draws on several 'simultaneities' of factors, disciplinary perspectives and discursive perspectives (Davis, 2008). In this way, development is seen as a series of interconnected, and dynamic factors that need to be considered together. Mason (2009) and Lemke & Sabelli (2008) reject the idea of independent interventions, noting that changes at a classroom level will need to be supported by related interventions at multiple levels. Mason (2009) urges that education research move away from what he calls "single interventions and simplistic solutions" and instead embrace "the need for coordinated changes throughout the system and to its constraining and enabling contexts and resources" (p. 124).

This idea is reflected in the concept of "collective impact", a term that has been used recently in U.S. literature on cross-sector collaboration. According to Kania et al. (2011), collective impact is a response to the dual problem of complex social problems and the inability of isolated actors to make progress on a system-wide level. Collective impact refers to the intentional and structural coordination of pre-existing community assets to meet needs in a systematic, comprehensive manner.

2.1.4. Reaching the most vulnerable

Poor and vulnerable groups in a society have multiple levels of deprivation and complex needs which require multiple, well sequenced and in some cases simultaneous interventions (OECD, 2015a; Riddell & Tett, 2003). The benefits of providing integrated services to vulnerable groups include the potential of addressing multiple needs simultaneously, reducing the cost burden by minimizing visits and reducing duplication of services, improving access to services especially for marginalized groups, facilitating information and knowledge sharing between professionals, and producing better outcomes overall (OECD, 2015a). On the other hand, challenges to integrated social services arise from the complex governance structures and systems that may not always facilitate integration, from differences in skills and collaboration capacities, identification of recipients for integrated services, and actual processes of delivering integrated services (OECD, 2015a).

2.2. Degrees of integration

This paper attempts to gain conceptual clarity about the term 'integration'. It is often used interchangeably with terms such as 'collaboration', 'coordination' and 'comprehensive' when describing similar approaches to development. It is therefore important to consider what exactly is meant by these concepts, and how

'integration' should be defined. In this paper, integration is viewed as a continuum, with approaches ranging from few or no linkages on one end of the scale to coordination, cooperation, collaboration and finally, full-fledged incorporation at the other end of the scale. Distinguishing degrees of integration in this way is helpful in refining the discussion on integrated planning, and recognizing that greater or lesser degrees of integration may be appropriate depending on the specific context.

This paper will draw on the effort to "unpack" the language of integration (Keast, Brown, & Mandell, 2007). These authors provide the following attributes and understandings of the "three Cs" of cooperation, coordination and collaboration:

- **Cooperation**: having short-term, informal relations where people usually only share information. In cooperative relations, each organization remains separate, retaining individual autonomy and resources. It is a voluntary activity with a low level of risk given that changes to existing operations and practices are not required. Linkages are temporary, not formalized, involve fewer resources and lower level actors.

- **Coordination**: occurs when there is need to align activities. Organizations remain separate but contribute to a specific, agreed program of action. Efforts go beyond information sharing to include joint planning and possibly joint funding. This requires a higher degree of effort, commitment and an increase in the formality of structures and processes.

- **Collaboration**: is a stable, long-term arrangement requiring strong linkages among members. In collaborative arrangements, members are seen as interdependent – they not only share resources or align activities, but work towards systems change. They represent individual organizations but embrace a holistic perspective.

It is argued that optimal horizontal integration is more likely to be achieved by mixing and matching the integration mechanisms to best suit the goals sought and the operational context (Keast et al, 2007). In the figure below, integration is viewed as a continuum from cooperation to collaboration.
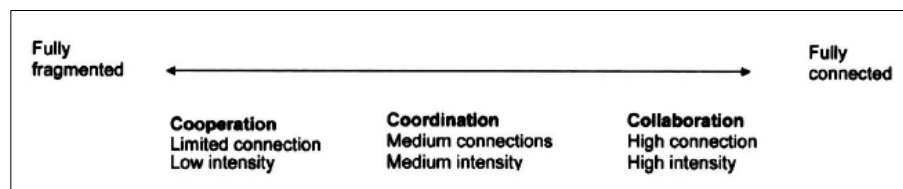
Figure 1: Integration Continuum (Source: Keast et al, 2007)

An appreciation of the different degrees of integration is necessary to apply the right type of integration to fit the nature and scale of the problem being addressed, having regard to capacities and context. For example, integration was presented as a set of possibilities from "softer" coordination to much "harder" integration in the field of early childhood (Woodhead et al., 2014). Kagan (1991) conceived of the range from cooperation to collaboration as a hierarchy or ladder, positing that as one progresses further along the continuum, inter-organizational complexity grows, and relationships become increasingly sophisticated and effective for problem solving (Kagan, 1991).

The figure below provides a graphical look at various possible types of integration. Important caveats from this study are that integrated ECD can take many different forms, rarely starting from a blank slate, and that integrated care is both complex and context-specific (Woodhead et al., 2014).

Figure 4: Rungs of an integrated ECD ladder

5. Full integration of governance, finance, service delivery, training etc.; at all levels through to service users, led by national policy and/or lead ministry

4. Partial integration, joint policies and/or combined services, including national, municipal or community-based initiatives
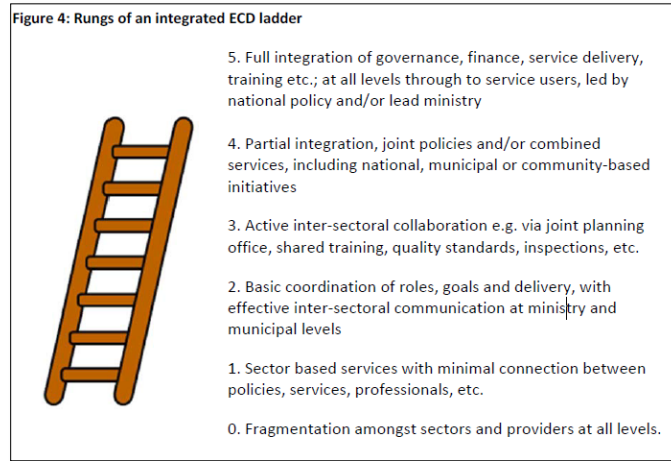
3. Active inter-sectoral collaboration e.g. via joint planning office, shared training, quality standards, inspections, etc.

2. Basic coordination of roles, goals and delivery, with effective inter-sectoral communication at ministry and municipal levels

1. Sector based services with minimal connection between policies, services, professionals, etc.

0. Fragmentation amongst sectors and providers at all levels.

Figure 2 Types of Integration (Source: Woodhead et al, 2014)

2.3.   Definitions and dimensions of integrated planning

This paper posits that integrated approaches to education planning represent an approach to governance and development practice that needs to be carefully interrogated. First, the paper develops a clear definition for the term 'integrated planning' as it applies to the education sector. The ambiguity of the term 'integrated' presents both a definitional challenge but also an opportunity to delineate the multiple ways in which this concept can be understood and applied. This paper proposes that integration of planning can be viewed in three main ways: 1) horizontally, referring to integration of the education sector with other development sectors, for example, health, social protection or labor; 2) vertically, meaning linkages from the national to sub-national and local or community levels of governance; and 3) laterally, meaning integration of state and non-state actors including civil society organizations, community based organizations and the private sector in planning processes. Integrated planning is an approach to education planning that seeks to recognize, assess and utilize the opportunities offered by multiple sectors, actors and levels in this field. These three dimensions are inter-linked as illustrated in Figure 3 below. The focus of this paper is on horizontal integration, that is, the integration of education and other sectors in planning and implementation, although elements of vertical and lateral integration are considered in so far as they support horizontal integration.
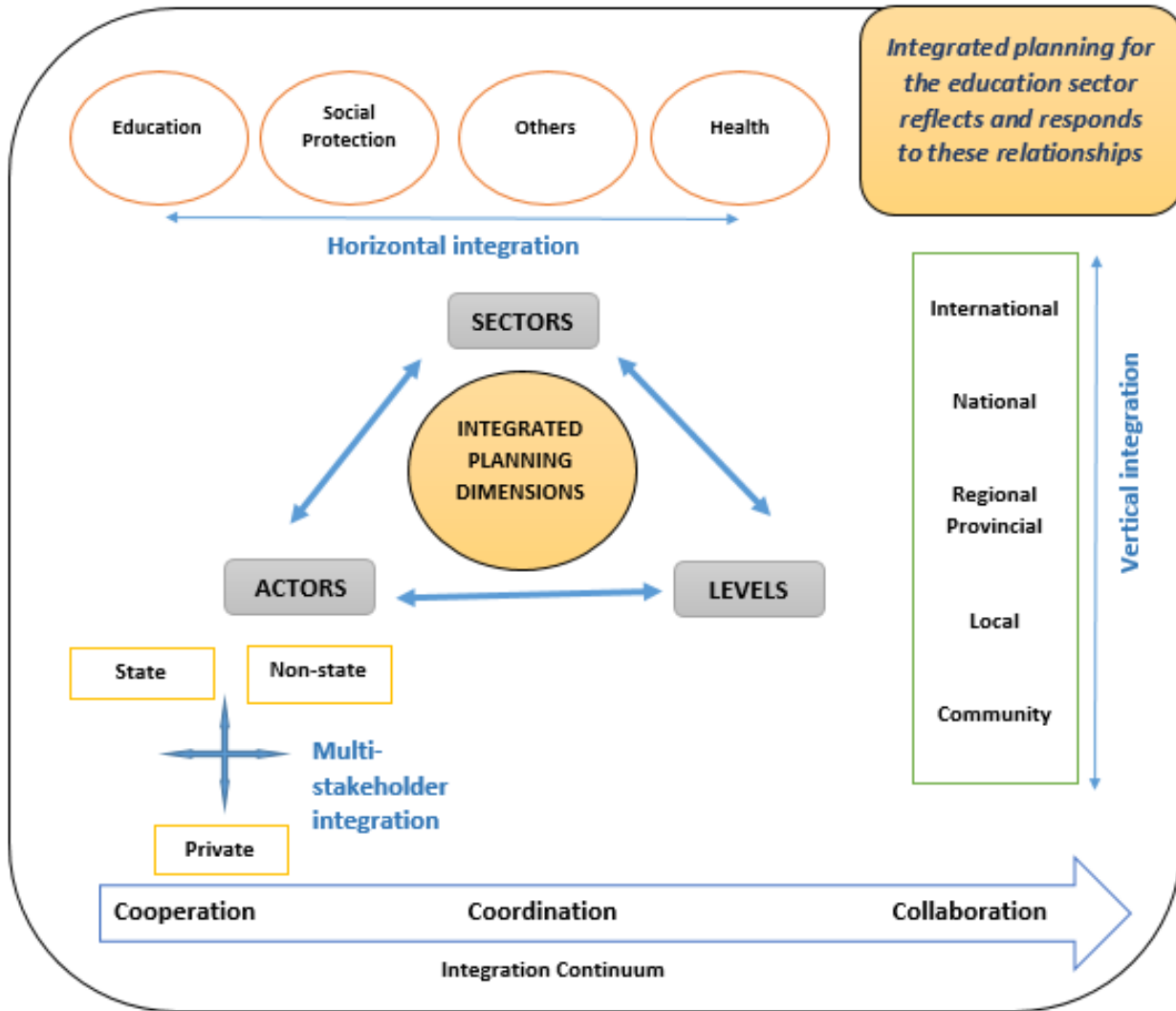
Figure 3: Integrated planning dimensions

An important point of clarification is that "integrated planning" does not, and should not imply a rejection of sectoral planning and actions. It should not be interpreted as a denial of the utility and necessity of sectoral thinking (United Nations, 2015). While there are undoubtedly contexts in which the education sector as a whole should operate in its own policy-making sphere, the 'integrated planning' approach draws attention to cases where interaction between the education and other sectors is necessary and desirable (United Nations, 2015).

Finally, it is important to reiterate that integrated planning approaches are not a novel idea, and the theoretical literature is replete with discussion of this concept. Integrated planning, or variations of this concept, has been referred to in many different ways, for example, as "coordinated planning", "joined-up government", "policy integration", "planning with complexity", "networked governance" and "collaborative planning".

Revisiting these discussions, as well as applying them to the field of education development is critical at this particular juncture given that: there is greater and growing recognition of the interdependence between

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education and other sectors (as detailed in the forthcoming Global Education Monitoring Report 2016); the number of actors in the education sphere has significantly multiplied over the last fifteen years, meaning that the space for participation has been expanded and is in want of a coordinating mechanism to facilitate stakeholder involvement and interactions; and, as countries grapple in various ways with increasing calls for participation, local autonomy and the diffusion of power through decentralization, the linkages between the national, sub-national and local levels of governance remain important in ensuring that there is policy coherence and integration throughout the system.

2.4.   Reviewing the evidence base

Moving from theory to empirical evidence, there are growing efforts to establish and consolidate an evidence base on integrated development. In the area of international development, some of the earliest studies on integrated approaches to development come from the era of Integrated Rural Development in the 1970 (Bovill, 2009). In 1983, the Belgian Fund for Food Security (BFFS) and the International Fund for Agricultural Development (IFAD) collaborated to create a Joint Program for helping poor people in rural areas to overcome poverty. The Joint Program adopted an inter-sectoral strategy that coupled loans for rural economic development with loans to address basic needs including health, nutrition, sanitation and education. An evaluation of the program in Kenya showed that overall poverty reduction was greater (seventeen percent of households in the Joint Program had shifted up at least one poverty category as opposed to nine percent in a standalone intervention (BFFS & IFAD, n.d.).

More recently, a study which used six randomized control trials of an integrated approach to improve livelihoods of the poor found statistically significant cost-effective impacts on consumption and psychosocial status of households (Banerjee et al., 2015). The integrated approach offered a holistic set of services designed to complement each other and to support households in starting or continuing a self-employment activity. The intervention included skills training and health education.

Participation in inter-sectoral development programs resulted in improved health behavior and outcomes in an intervention in rural Bolivia. The study showed that children who benefited from health, microenterprise credit and literacy programs were significantly less likely than those in control groups to suffer from poor health outcomes (Gonzales, Dearden, & Jimenez, 1999).

In a meta-analysis of available literature on the current evidence base for interventions that integrate global health and other key human development sectors, including education, it was found that 13 of the 25 studies produced mostly positive findings indicating that integrated approaches produced superior outcomes, 9 produced mostly mixed findings and 3 suggest a neutral or unknown effect (FHI 360, 2015). The report advocates for improvements in high quality evidence on key integrated multi-sector development interventions, and for rigorous evaluations of the impact of such approaches to determine the most effective and cost-efficient strategies (FHI 360, 2015).

3. Opportunities and challenges in pursuing integrated planning

3.1. Political themes

There are two scenarios in which **political support** for integrated planning can arise: a pre-crisis recognition of increased environmental complexity, and a post-crisis sector failure thesis that prompts a different (integrated) approach to public policy. First, increased environmental complexity can highlight the need for organizations and individuals to combine forces in an effort to decrease uncertainty, increase organizational stability, and to reduce resource dependencies (Emery & Trist, 1965). This is a "pre-crisis" understanding of a collaborative approach. Alternatively, the sector failure thesis refers to a situation in which single or separate efforts to solve a public problem have been unsuccessful (Bryson, Crosby, & Stone, 2006). In this case, one possible course of action is to fashion a cross-sector solution that can redress the "public value failure" (Bozeman, 2002).

Regardless of the reason for the emergence of collaboration, an important factor to be considered is the **initial support and common agenda** for this approach (Gray & Wood, 1991; Kania et al., 2011; Waddock, 1988). There is need for agreement on the problem definition, consensus that an inter-sector approach will be the best solution, and acknowledged interdependence between the sectors by their respective actors. Without this common sense of purpose, and agreement on the principle of combining efforts, multi-sector approaches will not have a solid foundation.

Relatedly, integrated planning requires strong and clear **political will** to set both a vision and commitment to this process. **Leadership** is key to instituting integrated planning, both at macro-political levels as well as in institutional and managerial levels. Successful leadership traits, skills and capabilities are analyzed as being different in multi-sector partnership contexts as opposed to within single organizations (Armistead, Pettigrew, & Aves, 2007). In a proposed model for leadership in common frameworks it is argued that attention should be directed toward the dynamics of shared-power worlds and the design of the institutional arrangements and settings within which leaders and constituents will foster policy change (Crosby & Bryson, 2005).

Integration can evoke notions of joint purpose and assumptions of everyone coming to the table on equal terms. This rarely happens in practice, and collaboration can mask competing agendas. While this is well researched in the literature regarding collaboration across actors, attention should be paid to the nature of **power relationships** between sectors – do some sectors have greater control, prestige or influence than others? The power dynamics involved in establishing and implementing integrated planning approaches should be considered in the education sector, especially as it relates to **competing agendas** and **prioritization** of the sector's needs and opportunities. For example, using network analysis techniques, it is shown that the SDGs are unequally connected, with some goals being connected to many others through multiple targets, while other goals are weakly connected to the rest of the system (Le Blanc, 2015). In a ranked list of the SDGs according to the number of linkages each goal has to other goals on the basis of related targets, SDG 4 on education places 8th, being connected to seven other sustainable development goals (Le Blanc, 2015).

At a national level, the Ministry of Finance, for example, holds the purse strings and so can exert undue influence in integrated approaches, and some sectors, for example the health sector may have greater

power than the education sector to prevail in multi-sector relationships. When sectors collaborate, attention needs to be paid to the differential **power dynamics** between their agendas, representatives and financial resources.

Inter-personal and organizational relationships are also important in sustaining collaborative relationships – a number of studies have found **trust** and **prior histories of such relationships** to be key factors in establishing a degree of "structural embeddedness" and resulting in greater likelihood that collaboration will succeed (Bryson et al., 2006; Daley, 2009). **Trust-building** among stakeholders is a long, time-consuming but highly necessary activity needed to sustain collaboration (Ansell and Gash, 2008). The absence of trust and prevalence of self-interest and conflicting objectives is a risk factor for poor collaboration. Stakeholders from different agencies may have conflicting identities, objectives and incentive structures (Ansell and Gash, 2008).

3.2. Structural themes

At the national level, there may be a disconnect between the rhetoric of integrated planning and the local realities of **discrete government agencies** which spearhead policy formulation and implementation in their respective sectors. Government institutions, including ministries of education, are often organized in '**silos**' and lack adequate arrangements for policy integration across levels and sectors of government (United Nations, 2015). The siloed nature of conventional government agencies can be seen in countries which have **separate ministries** with clearly defined mandates, priorities, budgets, administrative and planning, monitoring and evaluation (PME) processes that are not necessarily conducive to integrated approaches.

There are historical and technical reasons for **uncoordinated policy making**, rooted in the conception that specialization and focus will increase efficiency. Boundaries in public administration are linked to the historic importance of appropriately setting boundaries within and among agencies to achieve the most efficient and effective outcomes (Wilson, 1887). However, traditional **boundary-based solutions** are incompatible with contemporary problems. As societal issues have become more complex and interrelated, governments' responses have had to become more organizationally complex (Kettl, 2006).

The **institutional environment** is seen as critical given its system of relationships across public jurisdictional areas that can influence collaborative purpose, structure and outcomes (Bryson et al., 2006). Institutional design includes the basic protocols and ground rules for collaboration, and access to the **collaboration process** itself, participation and process transparency are critical elements in establishing procedural legitimacy and effectiveness (Ansell & Gash, 2008).

It is therefore important to consider what kinds of institutional arrangements will best support policy integration. Efforts to promote horizontal integration across government by reference to establishing new institutional **structures** or **mechanisms**, as well as efforts to reorganize traditional institutional arrangements to promote collaboration and integrated planning can be considered (United Nations, 2015). It should also be noted that **non-formal arrangements** that achieve collaboration and integration across sectors exist and are a useful complement or substitute for formal institutional structures.

Cross-boundary institutional structures are a key strategy for achieving integrated planning. Such mechanisms, referred to as "**Boundary Spanning Enterprises**" (BSEs) utilize horizontal and vertical coordination mechanisms to link service provision and provide coherence across sectors and levels (Kagan et al., 2015). BSEs can take the form of councils or commissions, often utilize contractual arrangements, relationships and agreements (Kagan et al., 2015). Levels of authority and accountability vary across BSEs, but in general they have been successful in promoting coordination across institutions despite difficulties of human resources, intermittent funding and capacity constraints (Kagan et al., 2015; Kauerz & Kagan, 2012).

Within the education sector, different types of cross-sector or cross-departmental policy-making structures have been set up to respond to the need for coordination between sectors and actors and across levels. Some early examples from Asian states include high-level committees that deliberate on educational reforms in Japan and Korea, a national council in the Maldives to secure inter-sectoral cooperation, and an Education Commission in Hong Kong to coordinate education and non-education sectors (Ming, 1995).
Financing: The ability to implement integrated planning is contingent on having appropriate financing, and **integrated financing** itself is an important justification for adopting integrated planning given the arguments that integrated financing will be more **cost-efficient**, **reduce duplication** and by exploiting **complementarities across investments**, will lead to more effective outcomes (Farrow & Joe, 1992). For example, integrated or co-financing of projects from multiple sectors can create a **stronger investment case** for interventions which may not otherwise have existed if a cost-benefit analysis took only one sector into consideration (Baird et al., 2012).

This rationale for integrated financing is reflected in discussions about the financing of the sustainable development goals which have highlighted that financing should be designed to take advantage of **synergies** and to **support policy coherence** for sustainable development (*Report of the Intergovernmental Committee of Experts on Sustainable Development Financing (Final Draft)*, 2014).

- **Example:** Synergistic interventions can help to make an investment case for interventions that may not appear to be cost-effective from the perspective of one sector alone (Remme, Vassall, Lutz, & Watts, 2012). They point to a study which assessed the efficacy of a cash transfer program to reduce the rate of sexually transmitted infections in young women in Zomba, Malawi (Baird et al., 2012)The cost per HIV infection prevented in this program was US$5,000 – 12,500 which is potentially cost-prohibitive when compared with other HIV interventions. Since benefits accrue to other sectors under such programs, for example, the education sector, funding sources may be diversified (Remme et al., 2012).

A critical problem identified in implementing integrated approaches is the **underfunding** of initiatives and institutions associated with integrated policymaking such as the committees or councils mentioned in the earlier discussion on structural themes (United Nations, 2015).

Having such supportive financing arrangements is an essential part of the integrated planning puzzle given that financing methods influence the nature and outcome of services by **shaping priorities** and **system incentives** (Farrow & Joe, 1992). A fundamental question regarding financing for integrated planning is how integrated systems and services will be paid for. This question is linked to the political themes of

commitment and buy-in, given that discrete agencies will have to be willing to redirect funds from existing services, and **contribute their financial resources to a larger pool** over which they will have limited authority while at the same time having responsibility for credit or criticism arising from the joint ventures. In a seminal discussion on school-linked integrated services, it is noted that issues related to the **financing integrated efforts** are issues of priorities, authority and control over resources (Farrow & Joe, 1992).

A further complication to integrating financing across sectors relates to the **differences in rules and requirements** for expenditure that may apply to different projects and programs depending on the source of financing (Orland et al., 1995). As such, governments can provide **financial incentives** for cross-sector investments, and also ensure that barriers to cross-sector collaboration be removed (OECD, 2013). Key to this is ensuring that the **legal and regulatory framework** facilitates collaboration and pooling of resources.

In considering the types of financing arrangements and reforms that can overcome some of the obstacles mentioned in this section, attempts to provide multi-sector development aid in developing countries can be examined. For example, the World Bank has implemented **multi-Sector Wide Approaches** (multi SWAps) in Brazil, and this approach has been helpful in promoting and facilitating integrated approaches to development (World Bank, 2010).

- **Example:** Multi-sector lending has resulted in dialogue between core and line ministries and highlighted the case for intersectoral linkages (World Bank, 2010). SWAps in Brazil are innovative in this regard because they integrate several sectors and are delivered at the state level (World Bank, 2010).The Ceará Multi-Sector Social Inclusion Development Program was a SWAp implemented in 2005 at a sub-national level in Brazil. It was designed to support the Government of Ceará in achieving fiscal sustainability and social inclusion, and integrated five key line sectors: education, health, water and sanitation, water source management and environment. The design of the program, with its emphasis on results-based management promoted multi-sector policy coordination since failure to meet any one of the performance indicators affected the total amount of resources transferred from the Bank to the Treasury (Batley, Cabral, & Souza, 2007). When a case arose of a target on hospital admissions being missed, this triggered multi-sector collaboration to determine reasons for failure and inter-sectoral linkages between health, education and water and sanitation were uncovered (Batley et al., 2007).

Integrating financing across levels of governance is also problematic particularly given the variations in **fiscal and political autonomy** in decentralized systems. In general, more centralized countries report greater problems in co-financing and integrating sectoral priorities (OECD, 2013). **Coordination** across levels of government is necessary, and it is critical that sub-national governments have **capacities for collaboration** (OECD, 2013).

Strategies to promote **vertical coordination in investments** across levels of government include informal policy exchange platforms, co-financing arrangements for shared responsibilities and conditionality requirements for receiving central funds (OECD, 2013). For example, **inter-governmental contracts** are one mechanism used for coordination by enabling governments across levels to arrange or delegate joint action and to clarify complex and interlocking roles (OECD, 2013).

3.3.   Technical themes

The final set of opportunities and challenges for integrated planning to be discussed in this paper are centered on **technical capacities** for integration. Given a sound political and institutional environment, this paper proposes that the following technical factors will influence the success of an integrated planning approach: a strong **research base** on the **interconnectedness** of development pathways, **knowledge** and **capacities** to undertake integrated planning, supportive **planning**, **monitoring** and **evaluation** (PME) including **data integration processes**, and **inter-professional synergies** and **training** of individuals tasked with operationalizing an integrated planning approach.

The scientific case for exploring the interconnectedness of development pathways in the SDGs argues that the SDG network of goals and targets is so densely interlinked that actions on any one goal has multiple synergies and tradeoffs with other goals. Utilizing a **science-policy interface** for advancing development means creating "ways in which scientists, policy-makers and others link up to communicate, exchange ideas and jointly develop knowledge to enrich policy and decision-making processes and/or research" (Young et al, 2013 as cited in (UNDESA, 2015)).

Better scientific knowledge about the relationships among sustainable development goals will be an important input into advocacy for and willingness to implement integrated policies. One clear example of this linkage lies in the "Water-Energy" **nexus approach** to development post-2015. This nexus perspective is increasingly viewed as a valid conceptual framework that will facilitate integrated planning and decision making in the post-2015 agenda. It posits that energy should be seen as the central element in the development agenda, and that this positioning is necessary to address development challenges including education (Yumkella & Yillia, 2015).

In addition to strengthening the scientific basis for integration, **research that provides insights on integrated and inter-sectoral functioning** at the planning and policy levels will also be critical. For example, in a study that used computer-aided risk analysis to understand the political determinants of poor health outcomes in Nigeria, inadequate inter-sectoral collaboration between government sectors was identified as a key factor (Aliyu, 2002). The study's approach to "political health modeling" can be applied to education settings to unravel the integrated policy pathways in the sector.

Building on scientific and policy pathway knowledge as a base, successful integrated planning will also require the **knowledge and capacities of planners and actors** within the system of how to implement integrated approaches. Governmental policy capacities will be needed to support effective policy design, implementation and collaboration among all stakeholders (United Nations, 2015).

Technical knowledge of how to utilize, change or rework existing **planning, monitoring and evaluation tools** and processes will also be needed to support integrated approaches. For example, **data collection and analysis** are important processes needed to provide information to support joint planning across sectors. The **exchange of information** both horizontally and vertically is a key input into generating a holistic understanding of the sectors (OECD, 2015a). Sharing information across sectors has **challenges**, including differences in professional cultures and values across sectors, differing policy, legislation and governing practices and compatibility of information technology systems (OECD, 2015a).

- **Example:** The Vulnerable Kids Information System (VKIS) in New Zealand collates information on the most vulnerable children from government agencies and frontline professionals (OECD, 2015a). In this system, all stakeholders, including non-governmental, community-based agencies, have appropriate access to information given their level and involvement. Given the sensitive nature of the information being shared across agencies, there are high security features, codes of conduct, requirements for staff training and penalties for misuse (OECD, 2015a).

Integrated planning in the education sector can benefit from studying **operational frameworks for integration** and **practical guides** that have emerged in other fields. For example, guidance on cross-realm planning that aims to integrate ecological and socioeconomic links between terrestrial, freshwater and marine realms provides useful insights into a process approach for planning for multiple, interconnected domains (Álvarez-Romero et al., 2015).

- **Example**: The INSURE Project, in the Province of Limburg in the Netherlands, was developed to find region-specific indicators to measure and provide an integrated view of regional sustainable development. This process was underpinned by creating an interdisciplinary project team of policy officials who represented a number of policy sectors. The joint team established and adopted a working definition of sustainable development drawing on articulations from the provincial government. Key issues for Limburg's society were then discussed and agreed upon, following which each key issue was linked to others to identify relationships and to assess how strongly each issue contributed to the overall goal of sustainability. Each team member then created a causal map identifying relations that were present in his or her policy sector, including cross-sectoral issues. Causal maps from each policy sector were then merged, resulting in a graphical and conceptual network of relations. This web of relationships allowed easy identification of the most important and inter-connected pressure points for sustainability actions. Indicators were then developed with reference to how they contributed to or negatively affected overall sustainability of the region. This exercise created an important potential information-based input into policy-making, and provides some insight into what integrated planning processes might look like on the ground. Key findings from this case study included the importance of having an interdisciplinary group of people involved in the exercise while recognizing that smaller numbers of people, and that a small steps approach were most effective in generating consensus. The use of common systems and terminology resonated with participants in the integrated planning process. Finally, the project found that the involvement and cooperation of relevant policy makers and technical experts was essential to the process given their political mandate. *Source:* (van Zeijl-Rozema & Martens, 2011)

It should also be noted that **models and tools** for understanding and working with complexity are not only required for policy makers and expert modelers, but should also be developed for **citizens** and **non-technical stakeholders**.

An integrated planning approach also has implications on the **training of planners**. This is evident in the area of urban planning for cities where **professional development** for urban planners has expanded its remit to embrace a **multidisciplinary** approach that takes into account the complexity of the city environment and the pressing need for planners to **integrate social concerns** including education into the

traditional planning arena that focuses on the built environment. There are also implications for **education planners** who are required to integrate issues and concerns outside of the traditional education sector into their planning processes.

> **Example:** The International Institute for Education Planning (IIEP) and the Global Education Cluster, in conjunction with other partners, produced IIEP guidance notes for education planners about integrating conflict and disaster risk reduction into education sector planning (International Institute for Education Planning, 2011). While these notes are intended for actors located within the Ministry of Education, they are also useful for other education actors that support ministries in the planning process. These guidelines provide clear information about how education planners should address natural disaster and conflict preparedness and prevention throughout all phase of the sector planning process.

Finally, integrated planning requires a certain **inter-professional or inter-disciplinary skillset** on the part of policy makers, technical officials and non-technical stakeholders. Inter-professional collaboration and associated professional training programs are necessary to promote and facilitate interaction between those working in different sectors. In education, health and human services delivery, it is argued that **professional training** and mindsets need to overcome the siloed mentality of "I'll take care of mine, you take care of yours" syndrome (Corrigan, 2000). **Dialogue** among groups fostered through inter-professional training and research programs will enable leaders to perceive education, health and social problems from each other's perspectives and thereby build bridges to **joint understanding** and collaboration (Corrigan, 2000).

The role of individuals in making the process work also cannot be overlooked. There is a difference between relationships among organizations and **relationships among the *individuals*** working in them (Simkins & Garrick, 2012). In this study, which focused on training team members for the UK-based Every Child Matters (ECM) policy where **multi-professional working** is the main delivery system for children's services, emphasis was placed on developing **effective teamwork skills** so that professionals could better engage with this collaborative form of governance (Simkins & Garrick, 2012).

4. Case study examples

In this section, an array of mini-case studies is presented to highlight the value that integrated planning can add to the achievement of quality education outcomes and the sustainable development agenda as a whole. Each case study begins with a brief explanation of why the broader issue it tackles is important for integrated planning, discusses how the specific case is linked to integrated planning, provides a short description of the intervention, and finally extracts lessons that we can learn from the case as it applies to both the opportunities and challenges of integrated planning for education and international development.

4.1. Conditional Grants Scheme, Nigeria[1]

Background: This paper has focused on horizontal collaboration between different development sectors but has also drawn attention to the need to consider vertical integration across levels of government. Particularly in decentralized settings where actual service delivery and program implementation occurs at the local level and the mandate for education may fall to local governments and municipalities, it is important to ensure that policy and practical actions to foster an integrated approach to development do not merely reside at the higher levels.

Linkage to integrated planning: In 2007, Nigeria launched an initiative to facilitate MDG planning and investments that created linkages along all three dimensions of integration – horizontal, vertical and multi-stakeholder. Nigeria's system of government comprises a federal level with 26 ministries as well as 36 state governments and 774 LGAs – achieving integration across these levels is challenging but necessary. Further, making progress towards achievement of the MDGs requires a coordinated approach to investments across the different goals, including health, education and water and sanitation, the priority sectors in the Conditional Grants Scheme-LGA Track. Finally, creating opportunities for integration of non-state stakeholders and particularly community members at the local level is an important element in achieving greater alignment with local needs, joint outcomes, participation and community ownership.

The case: In 2005, Nigeria successfully negotiated debt relief in the amount of US$18 billion. The savings from debt relief repayments of US$1 billion per year were directed towards pro-poor investments to support the achievement of the Millennium Development Goals. The Office of the Senior Special Assistant to the President on the Millennium Development Goals (OSSAP-MDGs) spearheaded this process, creating the Conditional Grants Scheme in 2007, with a state-focused track, and in 2010 implementing a Local Government track. The latter was created to strengthen primary health and education systems at the local level.

There was a tiered institutional structure that underpinned the Conditional Grants Scheme – at the highest level, there was a Presidential Committee on the Assessment and Monitoring the MDGs comprising the President, who served as the Chair, the Vice President, and representatives from the Office of the President and sector Ministers. Additionally, this Committee benefited from representation from civil society, inter-faith groups, development partners and state government representation. Meeting quarterly, this body

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[1] This case study benefited from author interviews with key administrators involved in the Conditional Grants Scheme in Nigeria.

provided policy direction for the initiative. Under this body, a Core Team provided support at a more technical level, and at the state and local levels, there were implementation committees that mirrored the institutional structure at the federal level.

The financing arrangement of the initiative was a shared one where States and Local Governments submitted project applications to the federal government. Comprehensive eligibility requirements were articulated and shared. Proposals were derived from a multi-phased planning process, including an MDG-focused situation analysis using 'gap analysis' tools and data from the Nigeria MDG Information System (NMIS). Successful proposals were jointly funded, with matching state and local government contributions for federal dollars contributed. The majority of projects completed targeted health, education and water and sanitation-related projects. Where the planning of projects spanned multiple sectors, efforts were made not to duplicate the projects in place by respective line ministries and to work collaboratively in developing such projects. For example, projects related to the placement of boreholes within schools or communities required the Water and Education departments to share information and develop joint plans. States and local governments were responsible for monitoring and evaluation of the projects, and there was wider stakeholder involvement in these processes.

Lessons learned:

- **Political will:** The Conditional Grants Scheme case study from Nigeria illustrates the importance of political will in implementing and sustaining an integrated planning framework. This signaled very strong political commitment, and together with a high-powered Steering Committee under the Presidential Committee and the appointment of a Special Advisor on the MDGs with an associated Office of the President unit dedicated to same, there was a clear commitment from Nigeria for this initiative. However, the risk of high-profile political commitment comes in the form of political continuity for initiatives. While political commitment provides an effective kick-start to integration processes, these need to be institutionalized to strengthen sustainability across regime changes.

- **Vertical integration:** In Nigeria, the inter-sectoral governance approach at the national level was replicated at both the state and local levels, creating ownership and accountability at a decentralized level. This type of governance arrangement represented an attempt to bring all relevant stakeholders to the table, and to recognize the vertical linkages necessary to ensure coherent policy implementation.

- **Financing:** The joint financing arrangements under the initiative provide a sense of shared ownership and commitment to projects that enhances buy-in. The allocation of resources from the debt relief savings provided a pot of money that greased the wheels of integration, demonstrating that financial backing is not only an incentive but a key facilitator. Under the initiative, the Ministry of Finance was able to "tag" funds going towards pro-poor investments and this provides a useful example of how cross-sectoral allocations may be identified and tracked.

- **Technical capacity**: Some states and local committees experienced difficulties given inadequate technical capacity for planning and implementation. However, this gap was recognized and technical expertise provided in the form of guidance and personnel such as Zonal Technical

Officers who supported planning efforts at the local level. These officers had a wide range of backgrounds and experiences in different government agencies and this enabled them to work effectively across sectors. This highlights the importance of building technical support into integrated planning initiatives.

- **Nature of integrated projects:** In this example, there was a limited focus on capital investments as necessary and catalyzing efforts to accelerate MDG progress. More challenging would be the effort to create integrated systems for recurrent expenditure and associated 'soft' investments. Moving beyond an 'input-output' level to tackle processes and systems that underpin policies is a more complex but necessary form of integration.

4.2.   Inter-Agency SDG Commission, Colombia

Background: In a clear statement from the Colombian government regarding the imperative for integrated planning for the SDGs at the highest national levels, Paulo Caballero, formerly the Director General of Economic, Social and Environmental Affairs, Ministry of Foreign Affairs, Colombia, posited, "The SDGs should facilitate dialogue and interaction between different line ministries and sectoral agencies, between government, private sector and civil society, thus creating the basis for tangible, on-the-ground changes. This is where the transformation must take place" (OECD, 2015b).

The case: In recognition of the fact that the SDG agenda will require cross-sectoral work, Colombia has been proactive in establishing an Inter-Agency Commission for the Preparation and Effective Implementation of the Post-2015 Development Agenda and the SDGs in February, 2015. The Commission comprises twenty ministries and Presidential Councils in Colombia including the Ministries of Foreign Affairs, Environment and Sustainable Development, Finance, Social Prosperity and the National Planning Department. Members of the Commission are high-level ministers or vice ministers, signaling a strong political commitment to the implementation of the SDGs.

The proposed process of the Commission is to focus on the targets of the SDG agenda as opposed to the goals. Targets that incorporate multi-dimensional or inter-sectoral linkages will be highlighted in an effort to aid the prioritization process of which targets and goals will prove to be the best levers for progress across the entire agenda. Identifying targets with interlinked issues is expected to catalyze dialogue and action between different line ministries and constituencies at both national and regional levels.

Linkage to integrated planning: Although the Commission's constitution is a nod to the cross-cutting and integrated nature of the SDGs and requirements of integrated actions to plan for an implement them, working across the sectors is challenging and can provide early lessons for other countries hoping to provide similar leadership for integrated planning at the highest levels.

Lessons learned: While it is too early to draw definitive lessons from this case study, it is important to note that the strong political commitment demonstrated to integrated planning for the SDGs provides a strong basis for the Commission's work. The effort to technically engage in identifying synergetic areas and

prioritizing targets and goals signal that political commitment is an important first step, but it must be supplemented by technical approaches for translating ideals into actions.

Sources: (Lucci, Surasky, & Gamba, 2015; OECD, 2015b; "The Integrating Approach: A Concept Paper from the Government of Colombia to assist in defining the architecture of the SDG Framework," n.d.)

4.3. Sustainable Development Goals Fund, United Nations Development Program

Background: The sheer multiplicity of programs and partners at both the international and national levels creates a complex environment within which to fashion integrated planning at the country level. International development partners operate in different sectors and have varying focuses, approaches and funding patterns. Global recognition of the inefficiencies associated with uncoordinated approaches is expressed in the Paris Declaration of 2005 that outlined the commitment to greater alignment, coordination and harmonization of development programs. The challenge is therefore to create a conducive environment within which countries and development partners are able to jointly integrated planning, conceived as integration across sectors, actors and levels.

The case: The Sustainable Development Goals Fund (SDG-F) is a cooperative mechanism and a successor to the Millennium Development Goals Achievement Fund (MDG-F) with the same mission of supporting sustainable development through integrated and multidimensional joint programs. For example, under the MDG-F, the thematic area of Youth Employment and Migration (YEM) integrated youth employment, social and migration policies in recognition of the fact that intersectoral actions are required to address youth challenges (United Nations Development Program, 2013). Training and education policies, which represented one element of the integrated strategy, were supplemented by migrant policies for youths related to registration and community support (United Nations Development Program, 2013).

The SDG-F was created by the United Nations Development Program (UNDP) in 2014, with support from the Government of Spain. It operates in 18 countries, and covers 3 thematic areas: inclusive growth for poverty eradication, food security and nutrition, and water and sanitation. These are identified as cases in which integrated action is a prerequisite for achieving outcomes. For example, in the case of nutrition and food security, the SDG-F highlights that programs are multi-sectoral including nutritional education, gender equality, empowerment of women, agricultural production and health.

The SDG-F utilizes a participatory approach, and operates through joint programs in countries where specialized (UN) agencies, ministries, NGOs and private actors from different sectors collaborate to create integrated joint programs to address multidimensional poverty.

Linkage to integrated planning: The SDG-F is built on a recognition of the multidimensional nature of poverty and an understanding that poverty eradication requires multi-faceted, integrated and holistic approaches. Such joint programs are conceived as a response to the traditional sectoral limitations of development interventions. An evaluation of the inter-sectoral approach of the previous MDG-F found that this approach had clear advantages including avoiding or reducing overlap between development

programs, increasing coordination between governments and development partners, preventing competition for funds and utilizing the comparative advantage of various sectors and actors (UNDP, 2013).

Lessons learned:

- **Identifying appropriate opportunities for collaboration:** Given multiple possibilities for integrated action, the SDG-F identification of three clear and defined thematic areas in which integrated efforts would be pursued represents a strategic approach to managing integrated planning. Further, identifying the right opportunities for integrated planning is important given that in some cases single-sector action would be more appropriate. Cases where multi-sector and integrated responses are appropriate are those in which multiple sectors exercise influence over or share control of a development issue (United Nations Development Program, 2013).

- **Integration requires space for collaboration:** The governing bodies and structures put in place under the MDG-F, for example, the National Steering Committee and the Programme Management Committee, created an important space within which cross-sectoral dialogue occurred. Joint Programme mechanisms were found to be particularly relevant when dealing with horizontal issues for collaboration (Downs, 2013 as cited in (United Nations Development Program, 2013)). The MDG-F platform contributed to improved inter-sectoral dialogue among national institutions, an outcome that is considered to increase the possibility of adopting an interdisciplinary approach to the design and implementation of development policies and programs (United Nations Development Program, 2013).

- **The value of inter-sectoral approaches benefits from evidence and experience:** The MDG-F approach created an opportunity for persons from multiple sectors to work together to find common solutions to complex development challenges. Successful outcomes in smaller, more local inter-sectoral initiatives provided evidence that supported scaling up of more coordinated national policies (UNDP, 2013). The UN Joint Programs under the MDG-F promoted coordination both within the UN and government agencies, as well as between these two entities. The MDG-F experience, and the future SDG-F initiative provide concrete opportunities to create a practice and culture of joint intervention (United Nations Development Program, 2013).

- **Integrated data capture and use can facilitate integrated planning:** The SDG Fund emphasizes the multidimensional nature of poverty, and draws attention to the need for data that highlight this. One example is the UNDP and Oxford Poverty and Human Development Initiative development of the Multidimensional Poverty Index (MPI) which identifies multiple deprivations at the household and individual level in health, education and standard of living. The MPI methodology is intended to illuminate the interconnections between these deprivations and enables policymakers to more effectively design interventions and to allocate resources. The SDG-F platforms, and integrated planning platforms in general present an opportunity to share data and utilize multidimensional data measures to improve integrated planning and policies.

- **Joint planning, M&E and communication:** These three elements are highlighted as critical to the success of all UN Country Teams implementing the MDG-F approach. This underscores the need for creating appropriate integration mechanisms and processes at each stage of the integrated planning process, from planning to implementation and monitoring and evaluation.

- **Financial incentives are needed to support integration:** It is noted that the MDG-F was the first significant financial incentive for inter-agency work on the MDGs (UNDP, 2013). This draws attention to the importance of financial commitments to both incentivize and facilitate the pursuit of joint approaches, and integrated planning.

4.4.   Education in Emergencies

Background: Education is an integral part of the humanitarian response, and this is a good example of the need to have multi-sectoral planning and actions between education and other sectors in responding to emergencies. The education sector has an important role to play in mitigating and responding to disasters. Education is a vital part of the emergency response and can be helpful in the immediate aftermath and in the long run. It provides physical, psychosocial and cognitive protection to both students and teachers. The emergency context in this case provides greater impetus for inter-sectoral collaboration given the urgency and imperative of all stakeholders working together as quickly and efficiently as possible to manage the crisis. At the global level, the Global Education Cluster has been instrumental in ensuring that education is included in coordinated inter-agency efforts to respond to emergencies. At the national level, the Global Education Cluster works to establish networks of agencies on the ground so that a coordinated response can be provided to emergency situations.

Link to integrated planning: For a comprehensive response to emergencies, education and other sectors need to coordinate and collaborate. For the education sector, collaboration with the water and sanitation, health and hygiene, protection, food aid and nutrition sectors is particularly important (The Sphere Project and the Inter-Agency Network for Education in Emergencies, 2009). For example, in establishing school shelters, it is important for collaboration to occur between education and other relief sectors to ensure that minimum standards are applied regarding size, construction, distance and lighting. Also, in establishing child friendly spaces, the education sector needs to jointly plan with camp management to ensure that these areas are safe and protective environments ("The INEE Minimum Standards' Linkages to the Sphere Minimum Standards," n.d.)

The Case: Education was not traditionally considered part of the humanitarian response in emergency situations. Opposition to the sector's inclusion stemmed from a narrow conception of humanitarian assistance as limited to immediate physical survival needs (Martone, 2007). However, since the 1990s, the concept of education as a humanitarian response started to gain acceptance (Retamal and Aedo-Richmond, 1998 as cited in (Sinclair, 2001). As a result of sustained efforts to lobby and advocate for the provision of education in emergencies, education is now understood as being both "life-saving" and "life-sustaining" in humanitarian crises (The Sphere Project and the Inter-Agency Network for Education in Emergencies, 2009). The International Network for Education in Emergencies (INEE) works to ensure that the right to education in emergencies goes beyond a paper declaration of same. Its functions include

communications, information management, learning, member support, network development, policy development, advocacy and resource mobilization (INEE Website, 2015).

At the global level, the establishment of an education cluster highlights change in attitudes and recognition that education deserves a seat at the humanitarian response table (Anderson & Hodgkin, 2010). The education sector has been able to advocate, for instance, for the inclusion of education-related questions in joint assessments, and to contribute to the inter-sectoral understanding of cross-cutting issues (Anderson & Hodgkin, 2010). However, despite the development of tools for joint education needs assessments, education is not well represented or integrated into broader emergency assessment tools (ODI, 2016). In general, the lack of coherence between coordination mechanisms across and within humanitarian and development sectors continues to be a challenge in education planning in emergency contexts (ODI, 2016). Further, increasing and consolidating funding and partnerships continue to be key priorities for the field (Anderson & Hodgkin, 2010; ODI, 2016).

Lessons learned:
- **Power dynamics between sectors can influence nature and degree of integration:** As the case illustrates, the power of the education sector vis-à-vis sectors more traditionally associated with humanitarian responses, for example, health and nutrition, was not initially strong enough to warrant recognition and inclusion even where education mattered a great deal to outcomes. However, the case also illustrates how it is possible to change existing power dynamics through a combination of advocacy, lobbying and other efforts to increase recognition of the field, and to highlight to other sectors the value that the education sector can bring to a multi-sectoral response in emergencies.

- **Advocacy, building trust and partnerships:** These are key elements in working to establish a base for integrated planning. Natural allies of the education sector are identified are those sectors working in protection and early recovery in emergencies, and other humanitarian sectors such as health, water and sanitation, provide opportunities for the education sector to build partnerships (Anderson & Hodgkin, 2010).

- **Learning how to align interests and integrate actions with other sectors**: Coupled with advocacy and lobbying efforts to have the education sector included in humanitarian responses, there has been a sustained technical effort to align education standards with traditional humanitarian response standards. INEE has linked its minimum standards to those of the Sphere Project, a group of humanitarian NGOs that produces the Sphere Humanitarian Charter and Minimum Standards in Disaster Response ("The INEE Minimum Standards' Linkages to the Sphere Minimum Standards," n.d.). A companionship agreement exists between INEE and Sphere, in which handbooks from both organizations are linked, highlighting cross-references and mutually relevant issues. This type of alignment is useful in making the case for education as a humanitarian response by demonstrating the linkages between sectors, and providing a basis for joint discussions, trainings and actions (The Sphere Project and the Inter-Agency Network for Education in Emergencies, 2009).

- **Clear guidance can be helpful for integrated planning:** IIEP and the Global Education Cluster, in conjunction with other partners, produced IIEP guidance notes for education planners about integrating conflict and disaster risk reduction into education sector planning (International Institute for Education Planning, 2011). While these notes are intended for actors located within the Ministry of Education, they are also useful for other education actors that support ministries in the planning process. These guidelines provide clear information about how education planners should address natural disaster and conflict preparedness and prevention throughout all phase of the sector planning process.

- **Suite of tools and training materials can be helpful in facilitating integration:** In addition to promoting the ideal of integration, in the field of education and emergencies there has been strong engagement in designing and making available training materials, tools, techniques and guidance to facilitate education sector actors in discharging their responsibilities both within the area of education and as part of a broader multi-sectoral response. Practical guidance and strategies on achieving coordination, leadership, partnership, sharing information, joint needs assessments and reporting have been developed for the education sector (Global Education Cluster, 2010).

4.5. Technical and vocational education, Ghana

Background: Technical and vocational education and training (TVET) is an important education sub-sector in the sustainable development goals agenda. It refers to "the study of technologies and related sciences, and the acquisition of practical skills, attitudes, understanding and knowledge relating to occupations in various sectors of economic and social life" (UNESCO, 2001). The focus on skills acquisition, particularly for youth, and towards building competencies for sustainable economic growth, positions TVET as a key strategy for achieving the SDGs, and one that requires an integrated approach to planning. Key sectors and actors involved in TVET include education, labor, youth and economic development. While the education sector is considered to have primary responsibility for TVET, many other stakeholders are necessary for the sector to effectively function, including public authorities responsible for planning economic and social policy, labor and employment, and for the manufacturing and service sectors (UNESCO, 2001). Cooperative and coordinated actions among the sectors, the inclusion of diverse actors and multi-level involvement are key recommendations for governance of this sector (Carton & Delahaye, 2015).

Linkage to integrated planning: Attaining relevant skills for economic growth and decent employment is emphasized in both Goals 4 and 8 of the SDGs. The segmentation of the interconnected issues across these two goals is noted as a concern for achieving coordinated implementation (Carton & Delahaye, 2015). Effective governance in the TVET sector requires both horizontal and vertical interactions between stakeholders to achieve greater efficiency and effectiveness in outcomes (Baffour-Awuah & Thompson, 2012; European Training Foundation, 2013). A major challenge, but also a major priority, is creating synergies between different government ministries and agencies at the national level (European Training Foundation, 2013). The dual SDG focus on TVET as an education as well as an employment issue mirrors the key tension between ministries of education and labor respectively in achieving integrated planning.

The case: In Ghana, technical and vocational education and training (TVET) has been linked to the country's solutions for youth unemployment, job creation, poverty reduction and economic growth. The importance of TVET to Ghana's vision for social and economic development is articulated in numerous policy documents, for example, the Ghana Poverty Reduction Strategies (GPRS I & II), the New Education Reform (2007); the draft Long Term Development Plan 2008-2015, the Private Sector Development Strategy 2010-2015 and the revised Education Strategic Plan 2010-2020 (Baffour-Awuah & Thompson, 2012).

Lack of integration is a key challenge that has persisted in Ghana's TVET sector for a number of years. In 2001, a Japan International Cooperation Agency (JICA) study found that the level of fragmentation of the TVET system across government ministries and agencies in Ghana was so great that "not even the government has a full-clear picture of the situation" (Baffour-Awuah & Thompson, 2012). The number of ministries with responsibility for different aspects of TVET include the Ministry of Education, Ministry of Youth and Sports, Ministry of Manpower, Youth and Employment, and the Ministry of Environment and Science (Ansah & Ernest, 2013).

Another problem noted for the TVET sector in Ghana is the mismatch between institutional training, employment opportunities and industry needs. This is seen to contribute to youth unemployment and negative impacts on the country's economy as a whole (Ansah and Ernest, 2013).

A key policy reform in Ghana has been the establishment of the Council for Technical and Vocational Education and Training (COTVET) by an Act of Parliament in 2006. COTVET is an agency of the Ministry of Education and has an inclusive governing structure, led by a 15-member Board with representation from at least 9 different ministries, as well as non-state partners (Ansah & Ernest, 2013; Baffour-Awuah & Thompson, 2012)

 The Council is mandated to coordinate and oversee all aspects of TVET and to create a national policy framework for TVET. COTVET has also focused on creating a more demand-driven system by increasing national-level coordination to ensure that programs are focused on relevant growth sectors, for example, oil and ICT (Baffour-Awuah & Thompson, 2012). COTVET has undergone an improved process for mapping out skills requirements for the growth sectors in Ghana. It has made progress in advancing policies for national qualification framework, competency based training, industrial attachment and apprenticeship. Involvement from industry is facilitated by one of the four standing committees of COTVET, the Industrial Training Advisory Committee (ITAC) and its sub-committees (COTVET Website, 2015).

Lessons learned:
- **Legal backing & political authority:** COTVET's establishment via Parliamentary Act gives the body legal backing from the highest political authority and facilitates its operation (Baffour-Awuah & Thompson, 2012). To go further than this, a recent recommendation was made to convert COTVET to an Authority, thereby empowering it with financial muscle and quality resources to meet its objectives (Dzeto, 2014).

- **Government commitment & power dynamics:** The strong government focus on the importance of TVET for the country's social and economic sectors sets the foundation for work in integration.

The formation of the national council, COTVET, also signals government's commitment to creating a body to improve coordination between sectors. However, one of the main challenges continues to be coordinating the work between the Ministry of Education and the Ministry of Manpower, Youth and Employment (Ansah & Ernest, 2013). It is argued that this problem can be partially attributed to the placement of the Council under the aegis of the Ministry of Education, creating rival territorial claims with the Ministry of Manpower, Youth and Employment, and hindering collaboration (Baffour-Awuah & Thompson, 2012).

- **Industry involvement:** Participation of other sectors, such as the industries and labor sectors, is important from the outset of the integrated planning. In the TVET field, information provided by these actors is necessary to inform the skills, competencies and standards that form the backbone of TVET and are critical inputs into creating a demand-driven system (Baffour-Awuah & Thompson, 2012).

- **Effective leadership:** A key competence that is identified for TVET leaders is the ability to manage and lead both horizontal and vertical partnerships (EFT, 2013). This factor is also identified as an important recommendation for the revitalization of Ghana's TVET system (Boateng, 2012). Leaders in the technical and vocational sector require good communication skills and the ability to move easily among people from different sectors to establish partners and to be able to link the internal world of TVET to the external world of the labor market (Boateng, 2012).

4.6. Early childhood development, Chile

Background: The achievement of high quality early childhood education outcomes requires input and involvement from sectors outside the traditional education sector in the planning and implementation of strategies, programs and initiatives. The field of early childhood development is a clear example of the necessity of integration across sectors to achieve high quality outcomes for children. The nature of child development is such that children's physical, cognitive and socio-emotional domains of development are inter-related, building on each other and co-occurring in multiple ways. Consequently, sectors such as education, health and social protection need to work together to provide comprehensive, well-integrated policies that recognize the cross-sectoral linkages inherent to child development. Policies and actions (or lack thereof) in one sector have an impact on other sectors, and ultimately on the nature and quality of holistic child development. Other sectors such as gender and labor have critical, complementary roles to play in creating an overall environment in which effective ECD can occur. Similar to the adage that it takes a village to raise a child, the imperative here is that it takes all sectors to provide quality early childhood development for all children. Further, these sectors are situated in a wider development context (historical, political, cultural and economic factors) that shapes the way in which they operate.

Linkage to integrated planning: Horizontal integration for ECD refers to the relationships between policy sectors that are concerned with different dimensions of child development e.g. health & nutrition, child protection, social protection & welfare, and education. These examples are referred to as "dominant" ECD sectors in the Britto et al (2011) categorization of ECD programs. There are, however, other sectors that are important for the provision of comprehensive early childhood development. These include policy sectors

with responsibility for planning & finance, water & sanitation, employment & labor, gender, justice, agriculture and cultural affairs.

The case: Chile has four comprehensive social welfare initiatives that are cross-sectoral in nature: *Chile Barrio* (Chile Neighborhood), *Chile Solidario* (Chile in Solidarity), *Chile Emprende* (Chile Enterprise) and *Chile Crece Contigo* (Chile Grows With You). These initiatives have been adopted against a backdrop of increased attention to social welfare from successive democratic governments, and are all cross-sectoral in nature, requiring joint action across government sectors and between national and local levels of government (Frenz, 2007).

Following the recommendations of a Presidential Council report in 2006 entitled "The Future of Children is Always Today", Chile's president, Michele Bachelet announced the establishment of *Chile Crece Contigo*, positioning this initiative as pivotal to the foundational social protection system that she identified in a Congressional address as "a historic milestone of my government" (Frenz, 2007).

Chile Crece Contigo is an integrated child protection strategy launched in 2006 that targets children from birth to age four with a key goal of eliminating socioeconomic disadvantage for children. It targets children and their families providing customized support for children as they progress through early developmental stages. The strategy recognizes that child development is multidimensional and provides an intersectoral set of initiatives, services and programs. Coordinated support is provided from the health, pre-school, neighborhood, family and community perspectives (Chile Crece Contigo website, 2015).

The program is coordinated by the Ministry of Social Development (formerly, Ministry of Planning (MIDEPLAN)), but other institutions responsible for planning and implementation include: the Ministry of Health, the Ministry of Education, Ministry of Labor, National Women's Service, National Board of Kindergartens and the National Disability Fund (Chile Crece Contigo website, 2015). It is centrally designed but implemented at the municipal levels where a similar intersectoral planning approach is formulated by the health, education and community officials (Delpiano & Vega, 2011).

Beyond ChCC, which is tabled for expansion of scope from ages 0-4 to ages 0-9 in 2016, the National Council on Childhood (Consejo Nacional de Infancia) was established in 2014 with the purpose of advising the President on issues and policies related to childhood as well as coordinating the various sectors involved. The Council produced a new national policy in 2015 – the National Policy for Children and Adolescents 2015-2025. This policy presents a framework to holistically address childhood and adolescence in Chile and aims to do so through inter-sectoral coordination of all ministries and agencies acting under a childhood authority. President Bachelet in September 2015 signed a bill creating an Undersecretary for Children, and establishing a system guaranteeing the rights of children and adolescents in Chile. The new undersecretary is expected to manage and supervise this system.

Lessons learned:
- **Political commitment & philosophical framework:** The level of political commitment to the *Chile Crece Contigo* strategy came from the highest level and was tied to the success of the president's term. This explicit presidential approval and authority, while running the risk of over-personalizing the reform, gave impetus to the reform and created an environment in which cross-sectoral work

was seen as an opportunity to advance a high-level agenda (Delpiano & Vega, 2011). Further, the *Chile Crece Contigo* initiative was rooted in a rights-based and social protection political agenda that conceptualized poverty and its solutions as multidimensional, and advocated for a new social pact between government and citizens. This transformational framework of thinking is important at both leadership and implementation levels.

- **Organizational coordination:** The structural composition of an inter-sectoral arrangement influences the success of the initiative. Having an appropriate lead agency that is capable of navigating the inter-sectoral waters is important in ensuring smooth and effective collaboration. In this case, the former MIDEPLAN's (now Ministry of Social Development) coordination role was recommended by the advisory board given "its non-sector nature and increasing experience in managing social networks" (Delpiano & Vega, 2011).

The institutional architecture that governs the implementation of ChCC is described as one where there are "superimposing" institutional arrangements over existing institutions that manage service provision (Schady et al., 2015). The ChCC strategy is coordinated at the national level by the Ministry of Social Development (formerly, Ministry of Planning (MIDEPLAN)), but other institutions responsible for planning and implementation include: the Ministry of Health, the Ministry of Education, Ministry of Labor, National Women's Service, National Board of Kindergartens and the National Disability Fund (Chile Crece Contigo, 2015). The Ministry of Social Development uses contractual arrangements with implementing line ministries that specify the requirements for service delivery and monitoring (Schady et al., 2015).

A similar coordination structure is achieved at the various levels of government. ChCC is described as an "up-down policy", that is, implemented and evaluated at a local level but overseen at a larger scale (Olson, 2015). At the regional and municipal levels, an intersectoral planning approach is adopted where regional representatives of the Ministry of Social Development, or local level coordinators bring together representatives of line ministries (Delpiano & Vega, 2011; Schady et al., 2015).

- **Integrated information system:** In considering the technical tools that support integrated planning, Chile provides a good example of utilizing a single information system to enhance communication and collaboration across sectors. The integrated system, *Sistema Integrado de Información Social* (SSIS), was established in 2008 and provides an interoperable platform that links information online. The system integrates *Chile Solidario* and *Chile Crece Contigo* as well as other programs focused on health, employment and education (Acha, n.d.) The single registry for the system is maintained by the Ministry of Social Development, and each institution accessing information is given a unique identifier and appropriate privileges. The system provides longitudinal tracking where pregnant women get registered upon accessing *Chile Crece Contigo* services, and children are tracked until school entry. The integrated and long-term system of tracking enables better identification of children at risk and provision of comprehensive statistics to inform decision-making (Delpiano & Vega, 2011). This is an important strength in the Chilean initiative to link sectors – providing relevant and actionable data across sectors provides the information needed to make sensible and coordinated decisions within the ECD governance system.

4.7. Urban integrated planning, Tanzania

Background: The urban setting provides another scenario within which to examine the movement towards integrated planning. In many ways the urban setting is a microcosm of the national setting, but provides unique features associated with decentralization and spatial considerations. Cities have grown in importance and face complex challenges given their centrality to globalization processes, high rates of population growth and urbanization, and attendant consolidation of their status as dual homes to wealth and power on the one hand, and poverty and inequality on the other (Gupta et al., 2015).

Linkage to integrated planning: Integrated urban governance encompasses joint work among sectors and disciplines given the complex challenges faced by municipalities, and the inadequacy of traditional sectoral approaches to meet these challenges (Metropolis, 2011). Notably, the context in various urban settings will vary depending on municipalities' constitutional mandates, political autonomy and fiscal space, and these can enable or hinder integrated approaches to planning. Integrated planning in cities also responds to the need to balance socio-cultural, economic, environmental and institutional processes that are increasingly overlapping in the urban context (Rotmans, van Asselt, & Vellinga, 2000). While systems approaches to city planning dates back to the 1960s, these focused on physical infrastructure and the built environment (Rotmans et al., 2000). Contemporary integrated city planning requires a more complex understanding of the interactions between the physical and social elements of development. An integrated approach to city planning is viewed as a way to improve strategic management at this level.

The case: The "Urban NEXUS" approach developed by GIZ and ICLEI is premised on the idea that single-sector or siloed approaches to development are inadequate for solving contemporary resource challenges. It builds on the Water-Energy-Food Security (WEF) nexus that recognizes the synergies among these sectors, and argues that this multi-sectoral approach can be extended to a variety of other urban resource sectors. The Urban NEXUS provides a framework for municipalities to move beyond conventional attempts at sectoral planning, and to uncover and take advantage of the inter-linkages and complexities that exist in city systems (GIZ and ICLEI, 2014).

The Urban NEXUS initiative piloted its approach in two schools in Dar es Salaam to test its potential for providing integrated solutions that can optimize resources and improve multiple outcomes. The project aim was to link water, energy, urban agriculture and nutrition with waste, health and education for greater productivity (Birch & Velasco, 2014). The metropolitan context for Dar es Salaam included scarce access to resources, a backlog of municipal services, a burgeoning informal sector, and an ongoing need to create social and economic development (Birch & Velasco, 2014). Schools provided an optimal location both because of the multiple functions schools serve as meeting points and spaces for the community to gather, and also because schools are an important focus for a community where children suffer from malnutrition and associated negative education outcomes (Birch & Velasco, 2014).

Through a participatory approach that provided a collaborative space for innovative, integrated solutions to be derived and discussed, the project succeeded in crafting a set of actions that simultaneously addressed physical infrastructure improvements at the schools, and achieved physical savings of resources. For example, having an interlinked system comprising vertical food gardens, energy efficient technology, rain water harvesting and waste reuse aims to provide recycled rainwater for urban agriculture that in turn provides nutritious food for the students at the school.

Lessons learned:

- **Creating bottom-up demand and proving the concept:** This case study illustrates an alternative to a top-down reform style in which integrated planning begins at national, bureaucratic levels. There are certainly examples of integrated approaches in urban settings that are more formalized, for example, cities creating multi-sectoral councils or various organizational committees to promote collaboration or designing integrative framework strategies (Metropolis, 2011).

   In this example, while there was buy-in and support from the local Kimondoni Municipal Council (KMC) it remains a small project that has the potential to create larger change. A key outcome was that the municipal authority's capacity was strengthened, and there was a broad impact on community members who participated in the project and were able to observe changes first-hand (Birch & Velasco, 2014).

   Changing sectoral mindsets is a process, and projects such as this one, provide tangible experience of the benefits of cross-sectoral thinking and innovation. Public sensitization and awareness among officials and communities can provide bottom-up demand for more integrated approaches to planning. The Urban NEXUS approach has an institutional agenda that focuses on advocacy for policy and institutional reforms from both governments and international development partners to overcome "isolated, uncoordinated and ultimately inefficient urban development approaches" (GIZ and ICLEI, 2014). Smaller-scale examples from municipalities can provide an evidence base to promote this agenda for integrated planning in urban settings.

5. Conclusion

This paper has argued that integrated planning in education and development is a theme that has gained momentum in the discussions about implementing the new Sustainable Development Goals agenda. The paper presents the theoretical and conceptual arguments that underpin the advocacy of a systems-based and integrated approach to development, and explores the implications for the education sector at the country level. Integrated planning is defined in the paper as an approach to education planning that seeks to recognize, assess and utilize the opportunities offered by multiple sectors, actors and levels in this field. Integrated planning comprises three dimensions: horizontal integration of the education sector with other development sectors such as health and social protection; vertical integration across national and sub-national levels, and lateral integration of state and non-state actors. Focusing on horizontal integration, the paper moves from a conceptual discussion to consideration of seven case studies that illustrate integrated approaches between education and other sectors. The lessons drawn from the case studies align with the issues highlighted in the theoretical literature regarding integration and collaboration. Achieving integrated planning for education with other sectors requires close attention to political, structural and technical factors that present both opportunities and challenges for implementation and positive outcomes.

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