In the end it is for the people, not for the policies

On the political processes for policy coherence
in the formation of the Haryana Vision 2030,
and consequences for Leaving No One Behind

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On the policy coherence processes in the formation of the Haryana

Vision 2030 and consequences for Leaving No One Behind

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Abstract

By now, it is universally accepted that policy coherence is required to meet the Sustainable Development Goals (SDGs) to sustain planet earth. The integrated Goals are grounded in the pledge for Leaving No One Behind (LNOB), derived from the notion that the SDGs need to be achieved in an equal and inclusive manner with the commitment to reach the furthest behind first. Although consensus exists on the importance of policy coherence for SDG achievement, concerns have arisen regarding the theoretical conceptualization and operationalization of policy coherence in order to Leave No One Behind. Current research focuses on policy coherence in terms of policy outputs and outcomes, while neglecting the political nature of policy coherence with social consequences left overlooked. In order to achieve policy coherence that is effective, fair, and inclusive, this research approaches policy coherence as a political process shaping certain consequences for LNOB. Aim of this research is to study the policy coherence processes in anticipation of SDG achievement in Haryana, India and to study the consequences of these processes for LNOB in terms of gender equality. This translates into the following research question: *To what extent and how have the processes for policy coherence in the formation of the Haryana Vision 2030 led to reaching LNOB, operationalized in terms of gender equality?*

To answer the research question, a qualitative case study is executed in the state of Haryana in India during the months April and May 2019 by means of in depth interviews (N=21), literature and document analyses, and participatory observations.

Results show that the policy coherence processes in anticipation of the Haryana Vision 2030 are embedded in silo based and top down governance structures, led by the Haryana state government without structurally inclusive involvement of stakeholders. Commitment to policy coherence is present within the government and reflected in leadership, however traditional governance structures inhibit policy coherence, resulting in a clustered approach where (interlinkages between) some stakeholders and SDGs are discriminated against others with negative consequences for reaching LNOB.

Findings demonstrate the importance of institutional and political structures for shaping the behavior of stakeholders in policy coherence processes. Commitment is important, however stakeholders' capacity is observed to be leading in terms of how policy coherence processes come about and lead to reaching LNOB. Due to the importance of institutional and political structures as shaping the political processes, future research in other contexts than Haryana is required.

Key words

Preface

You are about to read my Master thesis. From a young age on, I have been fascinated by how everything I observe (and not observe) is interconnected and altogether shapes the world we live in. Around 1.5 years ago I left for India, for purposes other than this research. During the months I was there, the country surprised me in what occurred to me as a usurpation of contradictions. The one that was most striking to me was the holistic and inclusive approach towards understanding life in India, compared with high levels of social inequality and environmental deprivation. These factors combined led to the 102 pages of research here in front of you.

To have accomplished this, I acknowledge several people that have contributed to the creation of this report. Firstly, I wish to thank my supervisor Marjanneke Vijge. I am very grateful for her constructive feedback and support throughout the process. Secondly, I would like to thank all in India that have shared their interesting knowledge and experiences with me. I have tried to give an accurate representation of their statements. Especially, I want to thank Mr. Kulwant Khullar for providing information regarding relevant stakeholders to contact for the purpose of my research. Thirdly, I thank my second reader Rakhyun Kim, for giving me additional constructive feedback after handing in my research proposal. I have tried to take these comments into account throughout the processes of researching and writing. Lastly, I would like to thank Indi Theeuwes for helping me with the front page layout and Stijn Dellaert for proofreading my work.

This is all I want to say for now. I hope you enjoy the reading.

Table of Contents

Index of Figures

Index of Tables

Abbreviations

ACS	Additional Chief Secretary
adm	administration
BC	Backward Caste
BE	Budget Estimate
CEO	Chief Executive Officer
DESA	Department of Economic and Statistical Analysis
dev	development
edn	educational
EM	Equal Measures
GIL	Gender Inequality Level
HLPF	High Level Political Forum
ICLEI	International Council for Local Environmental Initiatives
ind	industrial
Int.	Interviewee
IT	Information Technology
LNOB	Leaving No One Behind
MD HVPNL	Managing Director Vidyut Prasaran Nigam Limited
NGO	Nongovernmental Organization
NITI Aayog	National Institution for Transforming India
OECD	Organization for Economic Co-operation and Development
PS	Principal Secretary
RE	Revised Estimate
Rs.	Rupees
SC	Scheduled Caste
SDG	Sustainable Development Goal
SDGCC	Sustainable Development Goals Coordination Center
sec	secretary
SIGI	Social Institutions & Gender Index
SJHIFM	Swarna Jayanti Haryana Institute for Fiscal Management
tech	technology

ToR	Terms of Reference
UN	United Nations
UN CDP	United Nations Committee for Development Policy
UNDP	United Nations Development Program
WEF	World Economic Forum

1. Introduction

The first chapter serves as an introductory disquisition, structured along current practices around policy coherence for the Sustainable Development Goals (SDGs) and the relation of the concept with one of the key principles for SDG implementation for Leaving No One Behind (LNOB). Based on present bottlenecks, the knowledge gaps, research objectives, and relevance of this research are specified, followed by the analytical framework and research questions. Lastly, a general outline of the report is presented, accompanied by the research framework.

1.1 Policy coherence for the SDGs

In 2015 the Sustainable Development Goals (SDGs) came into force, as a result of the adoption by all United Nation states to change the world for all. The plan consists of 17 goals accompanied by 169 targets, aiming to be implemented by 2030. These 17 goals encompass the greatest challenges of our time, and therefore require transformational changes in governance. Attempts to address these challenges need to take into account the interconnectedness of each of the goals such that no one is left behind, according to the United Nations (UN) (UN, 2015). Since the content of the SDGs is highly ambitious and the scope is global, implementation will be a complex task. Several means of implementation are grouped together for this task to succeed under Goal 17 ("*Strengthen the means of implementation and revitalize the global partnership for sustainable development*"), including the target to "*Enhance policy coherence for sustainable development*" (Goal 17.14).

Since the adoption of the SDGs, concerns have arisen concerning the theoretical conceptualization of policy coherence and its operationalization in practice. A review of the SDGs by the International Science Council (2015) stresses the importance of policy coherence for sustainable development, but acknowledges that the target is unlikely to be fulfilled without putting it in more detail. The High-Level Political Forum (HLPF), responsible for reviewing the SDGs and for providing a follow-up, has stated in its last review the importance of "*improving policy coherence and building capacity in policy integration and the use of goal-oriented, evidence-based, and participatory frameworks to formulate, implement and review policies and strategies for sustainable development*" (2018, p. 18).

By now, large consensus exists of policy coherence as something to strive for in order to achieve the SDGs. However, what exactly does this strive entail? Until so far, the debate on policy has been largely

held in terms of its perceived lack of clear targets (e.g. OECD, 2015), assuming policy coherence to be a desirable goal of which the operationalization and implementation needs improvement. In line with this thought, research has been largely focusing on definitions of policy coherence in terms of its policy outputs and outcomes. In this respect, successful policy coherence is measured according to coherent targets, indicators, or objectives (e.g. King, 2012).

In practice, perfect policy coherence is unlikely to be achieved (Gregersen et al., 2016), since equal SDG prioritization is unrealistic to assume. Despite the importance of coherent policy targets for SDG achievement, current approaches of studying policy coherence therefore pose risks for neglecting equality and inclusivity by creating a goal-oriented vision in which the processes leading to the goal might be overlooked. And without an understanding of what explains the processes behind the goal, what does it mean to state that policy coherence is desirable to achieve sustainable development?

1.1.1 Policy coherence for Leaving No One Behind

In their revised recommendations on policy coherence for sustainable development (2018), the Organization for Economic Cooperation and Development (OECD) highlights 3 key principles as set out in the 2030 agenda (United Nations General Assembly, 2015) "*which are considered essential for the effective implementation of the 2030 Agenda*" (OECD, 2018, p. 7). The 3 key principles include "*Leaving No One Behind* (LNOB)", "*a human rights based approach*", and "*national ownership*" (OECD, 2018, p. 7). With respect to the first principle mentioned, a United Nations Development Program (UNDP) report states that "*people get left behind when they lack the choices and opportunities to participate in and benefit from development progress*" (2018, p. 3). From a governance perspective, meaningful participation in decision making processes is required in order to have an impact such that equitable and adequate policies and budgets can be created (UNDP, 2018). Not only is it essential to reach LNOB for the reason that the concept is being considered as a key principle in the 2030 agenda, LNOB is also a prerequisite to reach many of the SDG targets at all. Taken into account aforementioned notions of policy coherence being targeted as a means to SDG implementation (UN, 2015), the importance of inclusivity and equal opportunities is crucial in policy making (e.g. OECD, 2015).

However, the perspective that considers policy coherence as a desirable goal does not include LNOB into its conceptualization and operalization. Although policy coherence is often assumed as being inclusive (e.g. OECD, 2009), suggestions may come up to downscale the level of interest in policy making in order to meet policy coherence targets. Consequently, lowering the levels of interest may coincide with a small group of powerful stakeholders steering the process and thereby undermining LNOB and with that

successful SDG implementation, especially within the SDG political arena characterized by conflicting opinions. From this viewpoint, policy coherence involves highly political processes which are neglected when the concept is studied in terms of its policy outputs and outcomes. A critical approach to the political processes of policy coherence is required, since in theory, it is possible to have high coherence while the issues around inclusive SDG implementation are not dealt with accordingly and vice versa. Depending on several factors, the strive for policy coherence may produce intended and unintended social outcomes with winners and losers. For this reason, studying policy coherence processes and its implications is especially relevant considering the achievement of LNOB. The high complexity of the policy coherence concept is widely acknowledged in principle (e.g. May et al., 2006; Dupont & Oberthür, 2012; Nilsson et al., 2012), however its relation with LNOB as an SDG principle for implementation and its practical implications to meet the SDGs are not yet sufficiently acknowledged.

In order to achieve policy coherence that is effective, fair, and inclusive for achieving the SDGs so no one is left behind, it is important to explore these often highly context dependent and political policy coherence processes behind the output and outcome. Policy coherence should therefore not be approached in terms of its outputs and outcomes, but as a political process shaping certain consequences for LNOB.

1.1.2 Focus of this study

In terms of studying policy coherence, following the notion of the OECD (2015) that "*the cross-cutting nature of policy coherence makes it, by definition, impossible to adequately embed in specific targets beneath SDGs one to sixteen*" (p. 2), a justified study of policy coherence needs to entail a focus on every SDG. Therefore this study does not focus on policy coherence processes related to the achievement of specific SDGs, but rather on processes involving the integration of all SDGs. For the purpose of this research, a case study is conducted on policy coherence processes in the formation of the Haryana Vision 2030 in the state of Haryana, India. The Haryana Vision 2030 is built based on the ambition of achieving the SDGs (Government of Haryana, 2017) and is in this research therefore approached as an operationalization of the SDGs on a state level. Since policy coherence processes are highly context dependent, institutional and political structures under which the Haryana Vision 2030 have been formed are taken into account in this study.

Considering LNOB, women are crucial for the starting point of LNOB to "*reach the furthest behind first*" (UNDP, 2018, p. 3), since they are considered a marginalized group in many countries (e.g. Stuart and Woodroffe, 2016; Radcliffe, 2018). For this reason, the relation between policy coherence processes

and LNOB is assessed by first describing the policy coherence processes for SDG achievement in Haryana as derived from a certain context, after which the consequences of the policy coherence processes in outputs and outcomes are studied with a focus on gender equality. SDG policy coherence processes are determined as a set of working group meetings that have taken place with the purpose of establishing the Haryana Vision 2030 document as a strategy for SDG implementation. The Haryana Vision 2030 document is considered the direct output of the policy coherence processes within the state of Haryana. Since the state budget is directly aligned with the SDGs from the moment that the document has come into effect in 2017, the state Budget Allocation and accompanying Output-Outcome Framework Report are considered as an outcome.

1.2 Problem definition and knowledge gap

Many studies regarding policy coherence approach the concepts as an example of 'good governance' (e.g. Dupont & Oberthür, 2012; Nilsson et al., 2012; Strambo et al., 2015; Cander and Biesbroek, 2018), regardless of how coherence is pursued or in what form. This is problematic, since policy coherence is a highly politicized concept which may have unknown and unintended consequences conflicting with the SDG objective for a better future where no one is left behind (United Nations General Assembly, 2015).

Given the scope and ambition of the SDGs as universal goals affecting all, it is crucial to understand the link between the political processes of policy coherence for sustainable development and the LNOB principle. Further research on these concepts and the relation between them is thus required. A critical assessment of policy coherence in terms of understanding what explains its processes can help to gain insight into the concept and its consequences for LNOB, which is crucial for SDG achievement.

The approach of studying policy coherence in terms of its processes, raises questions about how policy coherence can be understood within a highly political context, considering possibilities for reduced equality in policy outcomes or tradeoffs in some situations. How are policy coherence processes shaped, and how does this relate to the ability for successfully implementing the SDGs such that no one is left behind?

Understanding policy coherence from the viewpoint of its processes and social consequences has not been extensively studied until so far (Bocquillon, 2018), especially not in emerging economies (Faling et al., 2018; Runhaar et al., 2018; Candel, 2018). The absence of research in this field shows two specific important knowledge gaps.

Firstly, since policy coherence is commonly studied in terms of policy outputs and outcomes, the politics behind the policy coherence processes are often neglected and therefore not yet known. Due to this knowledge gap, from a fundamentally theoretical standpoint, statements concerning policy coherence and LNOB can hardly rest on anything else than on comparisons based on other political processes (e.g. Ridgeway, 2011).

Secondly, as policy coherence is commonly approached in terms of its policy outputs and outcomes and measured according to levels of coherence in for example policy targets, little is known about social consequences of policy coherence for LNOB. This absence shows an important second knowledge gap. This research aims to fill both.

1.3 Research objectives and relevance of the study

1.3.1 Theoretical objectives and relevance

On a theoretical base, the objective of this research is to study policy coherence as a political process and to study the consequences of this process for LNOB. Due to the nature of political processes as being highly context dependent, this research aims to explore existing governance structures and the extent to which they shape the policy coherence processes in a given context. Subsequently and in line with the second knowledge gap, since political processes have consequences in terms of winners and losers, a second aim is to study the relation between policy coherence processes and LNOB.

1.3.2 Societal objectives and relevance

The societal relevance of this study is underlined by the global embracement of policy coherence as a means for successful SDG implementation, which entails the involvement of many parties on different levels in pursuing this concept. In this respect, the findings of this research are relevant for meeting the SDGs on different levels of decision making and implementation.

Therefore on an empirical base, the objective of this research is to gain insight into current forms of policy coherence processes and consequences for LNOB in the political processes for state level SDG policy coherence in Haryana in India. A special focus lies on governance structures as shaping the processes of decision making that can be identified specifically in the context of Haryana and consequences for the outputs and outcomes in terms of LNOB, operationalized in the form of gender equality.

Additionally to the aforementioned lack of research on policy coherence in emerging countries such as India, SDG achievement and gender equality are urgent issues within India (e.g. Batra and Reiro, 2016; HSBC, 2018; Ritchie et al., 2018). Since the state of Haryana is among the first to embrace the draft of an action plan for SDG achievement, this research can contribute to society in terms of best practices for states to follow.

1.4 Research questions and analytical framework

The research questions that are used to conduct this research are elaborated below. A comprehensive elaboration on the operationalization of the used concepts can be found in the methods section (chapter 4). In order to reach the research objectives, the following main question is used:

To what extent and how have the processes for policy coherence in the formation of the Haryana Vision 2030 influenced the achievement of reaching LNOB, operationalized in terms of gender equality?

1. How can the processes for policy coherence in the formation of the Haryana Vision 2030 be understood as derived from its institutional and political context?
   1.1 To what extent is the institutional and political structure in Haryana conducive to the policy coherence processes in the formation of the Haryana Vision 2030?
   1.2 Which policy coherence processes in the formation of the Haryana Vision 2030 can be observed?
   1.3 What stakeholders are involved in the policy coherence processes in the formation of the Haryana Vision 2030?
2. What is the influence of the policy coherence processes in the formation of the Haryana Vision 2030 on its output and outcome in terms of gender equality?
   2.1 What is the influence in terms of gender equality as represented in the Haryana Vision 2030 document?
   2.2 What is the influence in terms of gender equality as represented in the Budget Allocation 2019-2020 and the Output-Outcome Framework Report?

Figure 1 shows a clear visualization of the analytical framework as used for the purpose of answering the research questions. The policy coherence processes in Haryana are assessed, consisting of working group meetings that have taken place prior to the formation of the Haryana Vision 2030 document. The meetings are analyzed, while taking into account the institutional and political structures under which the state of Haryana operated at that time. Consequences of the policy coherence processes for LNOB are assessed by studying the influence of the working group meetings on gender equality in the direct output and outcome of the policy coherence processes, consisting of respectively the Haryana Vision 2030 document, and the state Budget Allocation which the Government of Haryana has complemented with the Output-Outcome Framework Report in order to achieve the SDGs. Due to the importance of inclusivity in policy coherence for the reason that these processes are highly political, specific attention is given to stakeholder involvement during the working group meetings.
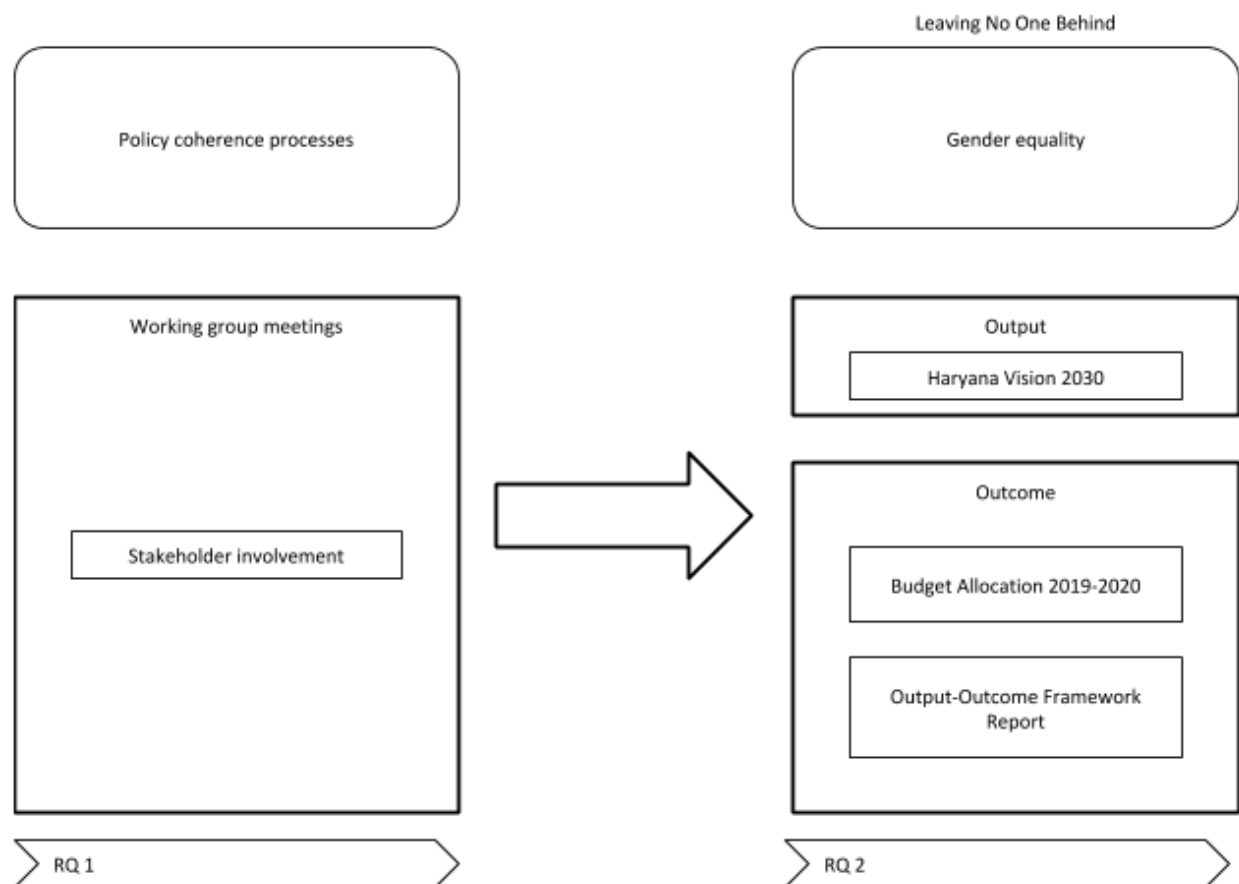

Figure 1. Analytical framework.

1.5 Report outline and research framework

In order to answer the research questions, several steps are taken (see figure 2 for an overview of the research framework). Firstly, a literature study on policy coherence and the LNOB principle is executed, which has formed the foundation for the conceptual framework on the policy coherence processes and its consequences for LNOB (chapter 2). Secondly, the contextual background for the case study is set out. In order to understand the situation in the state of Haryana, both the national context of India and the contextual background on SDG poicy coherence and gender equality for Haryana are reviewed (chapter 3). Next, the framework is applied to the case study in Haryana, by means of several qualitative research methods (see chapter 4 for an extensive overview of the methods). Data collection resulted in a qualitative analysis of the policy coherence processes in Haryana (chapter 5) and subsequently a qualitative analysis of the consequences of these processes for gender equality in the Haryana Vision 2030 document and the state Budget Allocation reports (chapter 6). Overall conclusions are given by means of answering the research questions (chapter 7). Lastly, result implications are discussed in theoretical and practical terms, after which for both recommendations are given (chapter 8).
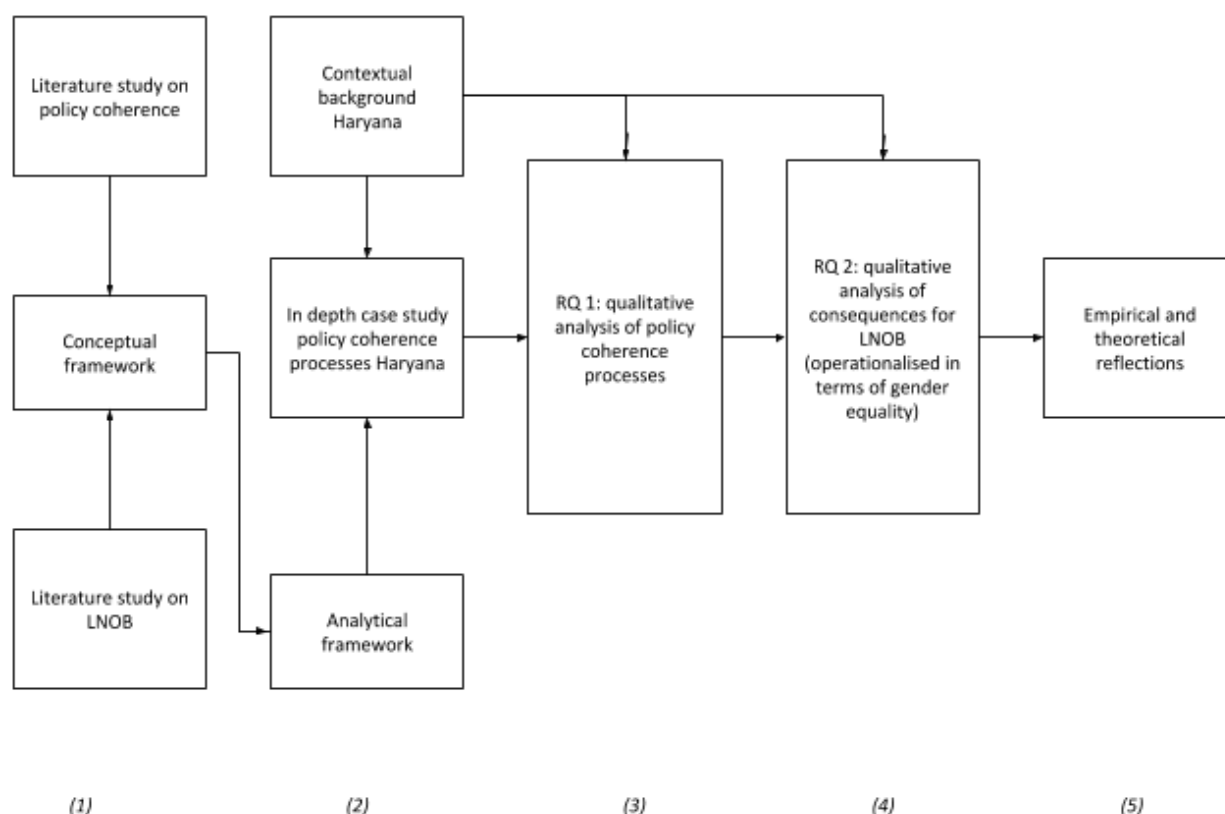

Figure 2. Research framework.

2. Theoretical and conceptual framework

In this section, the most widely used literature on policy coherence is elaborated upon in a theoretical overview of previous research, which has resulted in a conceptual framework used for the purpose of this study. The first part consists of a conceptualization of policy coherence in terms of its widely used view as an important policy output and outcome, followed by a conceptualization of pursuing policy coherence as as political process as used for the purpose of this research. The second part elaborates on the consequences of policy coherence processes for reaching LNOB, with a specific emphasis on gender equality.

2.1 Policy coherence

The notion of SDG implementation is generally understood as being built on enhanced integration between different policies (e.g. direct environmental and indirect environmental policies) (Bocquillon, 2018), acknowledging policy coherence as crucial in this field. Consequently, concepts of policy coherence and related concepts such as policy integration, policy interactions, and policy coordination in the context of sustainable development are widely debated in literature.

2.1.1 Policy outcome-based approach

The debate so far has been commonly centered around the understanding of policy coherence as a desirable outcome, approaching the concept with a focus on policy outputs and outcomes to reach a desired goal, which in the case of the SDGs is sustainable development (Dupont & Oberthür, 2012; Nilsson et al., 2012). Frameworks, developed according to this approach, are mostly based on research done at the European Union level and focused on the presence or absence of coordination and coherence levels across policy domains (Dupont & Oberthür, 2012; Nilsson et al., 2012; Strambo et al., 2015). In this respect, policy coherence can be regarded "*as a way of minimizing conflicts and maximizing synergies between policies to increase their efficiency and legitimacy*" (Bocquillon, 2018, p. 340) with policy coherence as expected to be strongest when the concentration level of the issues at stake is high and diversity in interests is low (Sianes, 2013). According to May et al. (2006), consistency in the framing of the issue is needed based on the support of the actors involved in order for policies to cohere in a sustainable manner. Policy coherence is argued to be more likely available in the case where institutional structures consist of a strong issue focus than where there is a diversity of issues to be dealt with. The

importance of taking into account more process-based tools is stressed in order for policy coherence to become structurally and sustainably embedded. Examples of such process-based tools are "*shared long-term objectives, common criteria for planning and approval of significant undertakings, specified rules for making trade-offs and compromises, and widely accepted indicators of needs for action and progress towards sustainability*" (Kemp et al., 2005, p. 20).

Within the SDG landscape of conflicting interests and varying degrees of exerting influence, perfectly objective policy coherence is unlikely to be achieved (Gregersen et al., 2016). In the context of a wide variety of issues (as is the case with the SDGs), coherent outputs and outcomes can still be achieved "*if policies contain integrative properties that link issues and interests*" (May et al., 2006, p. 384). Issues and interests can be matched by means of policy consistency, commonalities in perceptions and "*policy targeting in terms of blessings and burdens of certain target groups in society*" (May et al., 2006, p. 384).

Furthermore, large consensus exists in the literature about the importance of strong leadership to contribute to policy coherence. According to the OECD (2005), effective leadership is "*crucial for the enhancement of policy coherence for development*" (p. 58). Moreover, poor leadership has been found to function as an impediment to policy coherence in which poor levels of policy coherence are both reflected and reinforced (Curran et al., 2018).

Although the operationalization of policy coherence in terms of coherent policy outcomes with respect to the SDGs seems effective at first sight, the outcome-based view can be criticized for approaching coherence as if it consists of one generally applicable formula, thereby neglecting levels of contextual detail and the political aspects that are involved. Moreover, measuring policy coherence in terms of its policy outcomes does not take into account social outcomes, with risks of consequences in terms of equality and inclusivity being neglected. The management of common interests coordinated through strong leadership can indeed produce coherent policy outcomes, however on what grounds are these policies constructed and who benefits from the outcomes? As Jordan and Halpin (2006) put it: "*it is necessary to accept the existence of competing interest demands rather than assume the conflict away*" (p. 38), especially in political arenas of SDG decision making, where conflicting interests are involved.

2.1.2 Policy process-based approach

According to Bocquillon (2018), rather than approaching coherence as if it were a single standard, aspects of politics and power need to be taken into account in attempts to get a full analytical grasp of the concept. For this reason, policy coherence should not be studied while focusing on a desirable end state; instead the concept should be understood in terms of the processes behind its policy outputs and outcomes, which are often highly context dependent and political in nature. From this perspective, policy coherence "*needs to become embedded in an institutional framework consisting of stable organizational, procedural and normative structures*" (Bocquillon, 2018, p. 342).

As Carbone (2008) puts it, "*policy coherence always depends on the beholder's perspective*" (p. 326), and is inherently subject to personal interests and processes of framing (Browne, 1995). Policy coherence may be evaluated as such when taking a long-term perspective while creating tradeoffs on short term basis (e.g. Dupont & Oberthür, 2012; Strambo et al., 2015). Similarly, whether policies are considered integrated or not depends on the frame of reference: outcomes may differ depending on the perspective one takes (Bocquillon, 2018). In the case of approaching policy coherence as an outcome, risks occur of neglecting where these outcomes stem from in the first place.

The process-based approach sheds a different light on the aforementioned importance of strong leadership for policy coherence, since in this respect strong leadership might coincide with governance structures where "*the beholder's perspective*" (Carbone, 2008, p. 326) consists of a small group of stakeholders. In this respect, policy outcomes can appear to be coherent, while at the same time decision making processes are not embedded in normative and inclusive structures, with possibly negative social and environmental consequences. When this occurs, policy coherence processes are subject to a form of insincerity in politics known as political hypocrisy (Runciman, 2009), where policy makers "*apparently maintain policy coherence but in practice adopt policies on contender's behalf*" (Danaeefard et al, 2017, p. 70). Following Danaeefard et al. (2017), in cases where political motives are considered more important than scientific ones, "*saving power will be more important than solving problems*" (p. 70).

Policy consideration consisting of scientific principles helps improve and maintain objective outcomes, however in practice subjective factors often interfere (Snellen, 2002; Turnbull, 2008). Although policy coherence is often perceived as being inclusive (OECD, 2009), in practice this might not be the case. Without studying under which circumstances policy domains are structured, who is responsible for making the policy, what stakeholders are included, and what their motives are, coherence might therefore

be called as such when in practice linking similar interests to produce an outcome has been given priority to making decisions on the basis of inclusivity and acknowledgement of competing interests.

Current studies that measure policy coherence in terms of policy targets and outcomes cannot account for inclusive decision making as part of policy formation and development. Policy coherence should therefore be studied not in terms of a single standard or fixed outcome, but as a highly political process in which competing interests are involved that shape the objective under study (Bocquillon, 2018).

2.2 Policy coherence processes for Leaving No One Behind

According to the OECD (2018), "*the goals and targets met for all nations and peoples and for all segments of society*" (p. 7) as part of the LNOB pledge, is essential for effective SDG implementation and therefore for policy coherence as a means of SDG implementation. This pledge is grounded in philosophical as well as practical arguments. Not only is the principle based on the notion of fair and equal human rights, but the concept is also acknowledged to be essential for the implementation of all dimensions of sustainable development (e.g. UN CDP, 2018).

In view of their political nature, consequences of policy coherence processes might either result in improved or worsened positions for socially marginalized groups. Furthermore, current approaches on policy coherence focus on the concept related to its policy outputs and outcomes. By doing this, social consequences are not being taken into account. These aspects make studying policy coherence processes especially relevant in relation to its consequences in terms of LNOB. As aforementioned, the assumption of policy coherence as being inclusive in practice is worthy of scrutiny and therefore the fundamental relation between policy coherence and consequences in terms of LNOB needs to be better substantiated.

Regarding the relation between policy coherence and LNOB, the concept of national ownership is relevant to touch upon. The principle of national ownership, mentioned in section 1.1.1 as one of the 3 key principles for SDG implementation according to the OECD (2018), refers to the alignment of the SDG objectives with "*government policies and building on government systems and processes to manage and coordinate aid rather than creating parallel systems to meet donor requirements*" (OECD, 2006, p. 147). For policy coherence being one of the SDG objectives, policy coherence and national ownership are inherently interconnected, with properties of the relation between policy coherence and LNOB being guided by requirements to embed them in current government structures. Although built on the notion

to learn from the past (ICLEI, 2015), the strive for national ownership can have positive as well as negative implications for policy coherence and its consequences for LNOB as part of SDG implementation. For this reason, institutional and political structures need to be taken into account when studying policy coherence processes for LNOB.

The concept of gender equality is closely related to LNOB, with the largest proportion of marginalized and excluded people being women and girls (e.g. Stuart and Woodroffe, 2016; Radcliffe, 2018). Furthrmore, in terms of social consequences of policy coherence processes for the SDGs, the inclusion of the strive to reach LNOB is considered to be a major breakthrough for reaching social equality.

According to the UN, gender equality implies that "*responsibilities and opportunities will not depend on whether someone is born male or female* (n.d.)". The concept of gender mainstreaming is hereby globally accepted as a strategy for the achievement of gender equality (Daly, 2005; UN, n.d.). This concept can be defined as "*ensuring that gender perspectives and attention to the goal of gender equality are central to all activities - policy development, research, advocacy / dialogue, legislation, resource allocation, and planning, implementation and monitoring of programs and projects*" (UN, n.d.). In order to reach gender equality, policy coherence processes need to involve measures across every policy institution and need to be anchored into policy documents (OECD, 2018), for example through registered and comprehensive policy and budget assessments in terms of influences for gender with a focus on both mainstreaming of gender and targeting specific issues to reach gender equality.

The pursuit of gender equality is not only based on human rights and grounded in SDG 5 (Gender equality) as part of SDG achievement, but is also regarded as a precondition for reaching LNOB and therefore for sustainable development (UN, 2015). Keeping the focus primarily on SDG 5 is argued to be insufficient for reaching gender equality since the concept is embedded in all other SDG targets as well (Stuart and Woodroffe, 2016). Therefore gender equality is embedded in the LNOB pledge and serves as a prerequisite to achieve this principle for successful SDG implementation.

3. Contextual background

In order to study policy coherence processes, it is important to get a grasp of the institutional and political structures under which the processes have taken form. As for the purpose of this research a case study in the state of Haryana in India has been executed, contextual information regarding policy coherence, the SDGs, and gender equality respectively in India and Haryana is elaborated below. Firstly, the overall progress on SDG achievement in India and specifically in Haryana is explained, followed by a brief description of relevant background information and progress on the status of gender equality in India and Haryana. The subsequent section briefly touches upon national and state actors as being relevant for SDG implementation in India and Haryana. Lastly, background information on the institutional structure concerning the SDGs and policy coherence in Haryana is reviewed.

Also, this section includes background information on the output and outcomes of the policy coherences processes as studied for the purpose of this research. The Haryana Vision 2030 document (output) as specifically designed in order to achieve the SDGs in Haryana, and the annual Budget Allocation and the Output-Outcome Framework Report (outcomes), both directly linked to the Haryana Vision 2030 document, are discussed in the section on institutional arrangement of SDG implementation in Haryana.

3.1 Progress on SDG implementation in India and Haryana

Each of the 193 countries that adopted the SDGs is included into a global SDG index, of which 156 countries are assigned a score in terms of performance on the SDGs. The remaining 37 countries not being assigned a score is due to a lack of data. In 2018, India was ranked number 112 out of 156 with an average score of 59.1 based on the individual scores of all 15 SDGs (Sachs et al., 2018). This ranking is average among other ranked countries in South Asia and precedes rankings of most countries in Central Africa. Other parts of the world, knowable North America, South America, Europe, North and South Africa, North and Central Asia and Australia, mostly rank higher on the SDG index as compared to India.

Additionally to the aforementioned global scale, progress as well as performance of the SDGs is tracked by India according to the SDG India Index (UN and NITI Aayog, 2018) on national and state level for the SDGs as a whole and for each SDG separately, resulting in a score for India as a whole and for each state separately. Based on their score, each state is placed into one out of four categories: Achiever, Front Runner, Performer, or Aspirant. Data is freely available for download. The SDG India Index encompasses 13 out of the 17 SDGs: goals 12, 13, 14, and 17 are left out due to the fact that data on these goals is not

sufficiently available to include them. Progress is measured according to a set of 62 indicators. Purpose of the Index is to provide "*an aggregate measure which can be understood and used by everyone - policymakers, businesses, civil society, and the general public*" (UN and NITI Aayog, 2018, p. 3). The Index aims to provide an overview on the progress towards achievement of the SDGs across social, economic and environmental dimensions. The national score of India for all SDGs is 57 out of 100.

According to the SDG India Index, Haryana scores 55 out of 100 for all SDGs, which is slightly below the national average. With this score, Haryana is listed number 18 out of the 29 states in India, and belongs to the category of Performer. Haryana scores 31 on gender equality, which places this state number 26 out of 29 categories. Table 1 shows an overview of the scores for Haryana and India as a whole and for each SDG represented in the SDG India Index separately. SDGs not included in the SDG India Index involve SDG 12 (Responsible production and consumption), SDG 13 (Climate action), SDG 14 (Life below water), and SDG 17 (Partnerships for the goals).

Table 1. SDG India Index scores for India and the state of Haryana.

SDG	Haryana	India	Performance Indicator Haryana
1 (No poverty)	50	54	Performer
2 (Zero hunger)	53	48	Performer
3 (Good health and well-being)	57	52	Performer
4 (Quality education)	65	58	Front Runner
5 (Gender equality)	31	36	Aspirants
6 (Clean water and sanitation)	80	63	Front Runner
7 (Affordable and clean energy)	50	51	Performer
8 (Decent work and economic growth)	72	65	Front Runner
9 (Industry, innovation and infrastructure)	50	44	Performer
10 (Reduced inequalities)	55	71	Performer
11 (Sustainable cities and communities)	30	39	Aspirant
15 (Life on land)	43	90	Aspirant
16 (Peace, justice and strong institutions)	78	71	Front Runner
Aggregate	55	57	Performer

3.2 Current state on gender equality in India and Haryana

No one universal measure for gender equality exists; instead several indices and measures can be used, qualitative as well as quantitative. For this reason one has to take into account that the measurement of choice affects any statement regarding the current state of gender equality in India.

According to the SDG India Index, India as a whole scores 36 on SDG 5, which is the lowest of all SDGs scores.

The UNDP measures gender equality according to a score on the Gender Inequality Level (GIL) index. GIL is based on three dimensions, in which inequality between women and men is reflected: reproductive health, empowerment, and the labor market (UNDP, 2018). Scores for India are improving each year, except for 2017 with a score of 0.524, the same score as for 2016.

The OECD has developed the Social Institutions & Gender Index (SIGI) to measure gender equality on a global scale, based on qualitative and quantitative data on discriminatory social institutions (OECD, 2019). India has a value of 34% according to the SIGI, which places the country in the category of medium. Other categories according to SIGI are very low, low, high, and very high.

The World Economic Forum (WEF) measures parity according to the Global Gender Gap Index based on four dimensions: economic participation and opportunity, educational attainment, health and survival, and political empowerment (WEF, 2019). For the year 2018, India ranks 108 out of 149 countries, with a score of 0.665 (0.00 = complete imparity; 1.00 = complete parity).

Regarding gender issues, India scores 56.2 on the EM2030 SDG Gender Index (Equal Measures 2030 et al., 2019), placing the country on position 95 out of 129.

According to the SDG India Index (UN and NITI Aayog, 2018), Haryana scores 31 out of 100 on gender equality. This score is not only low in terms of general performance but also compared to the other Indian states, since out of the 29 states, Haryana ranks number 26. Moreover, in 2011, Haryana had the lowest sex ratio of all states in India with 834:1000 for respectively girls and boys (Government of Haryana, 2016). Other gender priority issues mentioned for Haryana are inequality in education, unemployment gaps, and crime against women and girls.

Among others, the state government has recognized the issues by taking up targets as part of its Action Plan for achievement of the Sustainable Development Goals in order to reduce gender inequality and to structurally strengthen the position of women in Haryana. 3 out of the 8 directives as part of the national 8-points transformative agenda are directly linked to SDG 5, and 5 out of the 8 directives include

state targets involving women. Furthermore, gender equality has been highlighted as a key challenge in the need of renewed efforts for achievement (Government of Haryana, 2017).

Important to note is that despite extensive analyzes, the aforementioned indices are not universally accepted as valid measurements for gender equality. According to several researchers, the focus should be on measuring women's development, empowerment and gender parity, due to limited validity of the global indices that measure levels of gender inequality (Robeyns, 2003; Klasen, 2006) and the general acceptance that the definition of gender equality involves gender mainstreaming as well (UN, n.d.). Nevertheless, despite disagreements in literature on appropriate approaches to measure gender equality, consensus exists on the necessity for India and Haryana especially to improve levels of gender equality.

3.3 National and state actors responsible for SDG implementation in India and Haryana

The National Institution for Transforming India (NITI Aayog) as part of the Government of India, is assigned the role of coordinating the process for SDG achievement. A close collaboration between national and subnational governments is characteristic for the decentralized Indian strategy of achieving the SDGs, with much power given to the states (e.g. Government of India, 2017). As for creating policy coherence among all SDGs, ministries and stakeholders are appointed for each SDG separately accompanied by "*relevant strategies for enabling collaboration among different actors … as part of the overall implementation process*" (Government of India, 2017, p. 31) at national as well as subnational and regional scale. Besides an internal focus on integration between the national and state level, India makes an effort to nurture partnerships at the regional and global level "*to eradicate poverty and ensure a prosperous world for all*" (Government of India, 2017, p. 31).

NITI is introduced as a replacement of the Planning Commission for the future development of planning in India. This commission functions as a policy Think Tank of the Government of India (2015) and has been appointed the task to coordinate SDG implementation on a national level in India by means of a 15 year vision, 7 year strategy, and 3 year action plan translated into a transformational 8-points Agenda (NITI Aayog, 2017). For an overview of these 8 points, see appendix 1. One of its tasks is mapping current implementation levels on national and state level through a tool known as the SDG India Index. Among others, under NITI Aayog supervision the social policy budgeting design is revised from Centrally Sponsored Schemes, in need of approval by the central government, to State Schemes which need to be approved by the Chief Minister of the State (Government of Haryana, 2019). Motivation for this change is

to increase fiscal decentralization from the viewpoint of state governments as being "*the drivers of transforming India*" (Aiyar and Kapur, 2019, p. 188).

In accordance with the central role of the national Planning Commission in the past, the Finance and Planning Department currently fulfills a key position within the Haryana state government as overall Nodal Department. As a unit of the Finance and Planning Department, the Swarna Jayanti Haryana Institute for Fiscal Management (SJHIFM) has officially been appointed the task to monitor and coordinate all processes concerning SDG implementation in Haryana (Government of Haryana, 2017). The specific SJHIFM section in charge of this task is titled the Sustainable Development Goals Coordination Center (SDGCC) and is managed by the UNDP. The UNDP in turn is directly working under the supervision of the Principal Secretary / Additional Chief Secretary officer of the Finance and Planning Department. In general, the position of a Principal Secretary or Additional Chief Secretary officer is concerned with the decision making around department policies and budgeting. In the case of the Finance and Planning Department functioning as a nodal department, the Principal Secretary / Additional Chief Secretary officer is responsible for final approval around the decision making of new policies and budgeting. One of the core tasks of the SDGCC is to identify shortcomings within current state policies and suggest better ways of implementation. The SDGCC mainly has an advisory role as allocator of the annual state budget, which since 2018 has been aligned with the Haryana Vision 2030. Figure 3 shows an overview of the SDGCC tasks and responsibilities.

Figure 3. SDGCC tasks and responsibilities.

3.4 Institutional arrangements concerning SDG implementation in Haryana

In line with the aforementioned Indian decentralized system of cooperative federalism, states are assigned a central role as primary stakeholders for ensuring the success of SDG achievement. This has led to states separately preparing an action plan for SDG achievement. As a consequence, SDG action plans differ in content and method for each state (Government of India, 2018).

As states are directed to prepare an individual SDG action plan, the government of Haryana has developed its own strategy for meeting the 2030 targets, aligned with the national 8-points mission for SDG achievement known as the Haryana Vision 2030 (appendix 1). The Haryana Vision 2030 is led by the state government of Haryana with input from the UNDP, and consists of a package of strategies, targets and indicators based on 5 main principles: "*integrated planning and decentralized implementation, equitable development, building human capital, promoting citizen centric services and green growth*" (Government of Haryana, 2017, p. 13)*.* These principles are further operationalized into indicators and targets for each SDG separately. In order to obtain its objective the following vision statement is used:

"We envisage Haryana as a vibrant, dynamic and resurgent unit of federal India. A state where farms overflow with produce; the wheels of industry grind uninterrupted; none feel deprived; people have a sense of fulfilment; the youth sense of pride, and women enjoy not only safety, security and equal opportunities but also feel empowered. "Antyodaya", minimum government and maximum governance, and making the state a better place to live in, constitute the bedrock of our vision" (Government of Haryana, 2017, p. 1).

The Haryana Vision 2030 states to focus on achieving all 17 SDGs equally, with some SDGs considered to be more of a "*challenge*" to be achieved than others (Government of Haryana, 2017, p. 8). As stated in the document, differences in performance based on the current situation in Haryana are generally between prosperous economic and agricultural growth on the one hand, and on the other hand a lack of social and environmental development or even a deterioration, for example in the form of rises in violence against women. The aforementioned discrepancies are acknowledged by the state government of Haryana as mentioned in the Haryana Vision 2030 document (2017), and therefore "*the need for renewed and focused efforts to achieve its full potential*" (p. 8) has been recalled in order to bring about

transformational change regarding "*key human development indicators*" (Government of Haryana, 2017, p. 8).

3.4.1 The Budget Allocation 2019-2020

As part of the state's vision, the State Welfare & Development Budget 2018-2019 and 2019-2020 are both aligned with the SDGs, reflected in each separate SDG being allocated a share in the annual Welfare & Development Budget, with the exception of SDG 14 (Life below water). Reason that SDG 14 is not taken up in the Budget Allocation is that the state of Haryana does not border on any sea or ocean (Government of Haryana, 2019). The total estimated budget for 2018-2019 was 44,911.16 Rupees (Rs.) in crore and the total estimated budget for 2019-2020 is 46,562.37 Rs. in crore. Table 2 shows an overview of the Budget Allocation against each SDG for the years 2018-2019 and 2019-2020.

Table 2. The Haryana state Budget Allocation.

SDG	BE* 2018-2019 (Rs. in crore)	RE** 2018-2019 (Rs. in crore)	BE 2019-2020 (Rs. in crore)
01	2454.39	713.47	767.96
02	3149.34	3585.26	3948.69
03	2894.65	2791.83	3150.67
04	4170.14	3627.02	3636.03
05	1875.17	1620.04	1718.48
06	3593.67	3224.65	3583.25
07	6302.26	6059.99	6342.96
08	3795.73	5029.93	5656.04
09	6490.70	5726.93	6783.11
10	7126.53	6569.57	7450.40
11	1499.78	2229.52	2256.37
12	4.74	3.57	4.72
13	743.64	500.52	525.74
14	-	-	-
15	247.73	174.44	198.89
16	562.73	483.88	539.07
Total	44911.16	42340.60	46562.37

* Budget Estimate.

** Revised Estimate.

The Government of Haryana states to acknowledge the gap between economic growth and human and environment challenges, and therefore by means of the Budget Allocation "*has been striving to align its economic growth with human and environmental development*" (Government of Haryana, 2019, p. 2). As objective of the report, the Government of Haryana highlights "*how various government departments in Haryana are going to deliver expected results in an integrated and coordinated manner*" (p. 2) by making the commitment "*to integrate the SDGs into the budgetary process*" (p. 3).

3.4.2 The Output-Outcome Framework Report

In the context of the Haryana Vision 2030, the SDGCC has established the Output-Outcome Framework Report for the Budget 2019-2020 (Government of Haryana, 2019), which serves as "*the foundation step for aligning the state government's public spending, and development and welfare efforts with the SDGs*" (p. 1). Important to note is the differentiation in the report between outputs and outcomes, thereby explicitly addressing the distinction between capital goods and developmental changes as a result of investments and money flows. By means of the report, the Government of Haryana intends to shift their focus "*from merely spending money towards achieving SDG outcomes*" (p. 1). The Output-Outcome Framework Report differs from the annual state Budget Allocation in the sense that the budget allocated towards a department policy is further differentiated into quantifiable targets and indicators, in order to meet an expected outcome.

Aim of the framework implementation is threefold:
1. "*Build deeper understanding about the government's welfare and development activities among all stakeholders.*
2. *Enable various government departments to keep track of their progress against the goals set by them at the beginning of the year.*
3. *Provide an integrated framework for the achievement of the SDGs in Haryana*" (Government of Haryana, 2019, p. 1).

The report is thematically divided into 5 sections, containing departments relevant for the cluster with the SDGs being allocated to 1 section. Sections included in the report are respectively titled Agriculture & Allied, Regional Development, Social Sectors, Growth Enablers, and Peace and Security. For each department, information is available on the vision, mission, objectives, key policies, and focus areas for 2019-2020. Key policies are accompanied by output and outcome targets for the SDGs that belong to the cluster as well as an expected budget estimate for the year 2019-2020 (Government of India, 2019). An overview of the departments per section, with corresponding SDGs, can be found in appendix 2.

4. Methodology

This chapter elaborates on the methods as used for the purpose of reaching the objectives, as well as justifications for the chosen methods. Firstly a description of the variables used in order to answer the research questions is given, followed by an elaboration of the data methods and data collection. Next the data analysis is elaborated. Lastly, ethical considerations are discussed.

4.1 Operationalization of variables

The analysis is executed following a two-step approach. The policy coherence processes are considered as the independent variable and consequences in terms of LNOB are considered as the dependent variable. For the first step, the policy coherence processes in anticipation of the Haryana Vision 2030 document setup were studied. For the second step, consequences of these processes for LNOB in the output and outcome of the policy coherence processes were researched using gender equality as an indicator to study the consequences of the policy coherence processes for reaching LNOB. The operationalization of each of the variables is represented below.

In view of the research aim involving political processes, qualitative methods are used throughout the research. Data is obtained as part of the Haryana Vision 2030 case study in Haryana, India. The choice to include this vision is based on the fact that the Haryana Vision 2030 is composed as a direct answer to the SDGs and has included policy coherence and equitable (gender) development as among the main principles of its governance strategy (Government of Haryana, 2017). For this reason, the Haryana Vision 2030 can be considered as an exemplification of SDG implementation and has been treated as such within this research.

4.1.1 Policy coherence processes

The policy coherence processes under study consist of SDG state level decision making processes, which have led to the Haryana Vision 2030. These processes are operationalized as a series of around 100 working group meetings and 10 chairmen meetings during the months August to December 2016 in Chandigarh, Haryana and New Delhi, India. The meetings have been based on the 17 SDGs in such a way that they fit the current governance structures of Haryana. The policy coherence processes under study have directly led to an output in the form of the Haryana Vision 2030 document and consequently to

outcomes in the form of the Budget Allocation 2019-2020 and the Output-Outcome Framework Report.

Working group meetings have been assessed as part of the case study analysis. Since the working group meetings have taken place prior to the data collection period, the analysis has been executed by means of secondary data. Further elaboration on the research methods, data collection, and data analysis can be found in the next sections.

4.1.2 Leaving No One Behind

In order to be able to study the consequences of the working group meetings for LNOB, gender equality is chosen as an indicator for LNOB and measured at the output and outcome level of the policy coherence processes. The measurement of impacts is beyond the scope of this research, since the implementation phase of the Haryana Vision has started in 2017 and is still ongoing. Therefore it is too early to make statements on the impacts of the policy coherence processes in Haryana that took place in 2016. The level of output is operationalized on the basis of the Haryana Vision 2030 document; the outcome level is operationalized on the basis of the Haryana Budget Allocation 2019-2020 and the Output-Outcome Framework Report. Gender equality is operationalized in terms of the presence, positioning and framing of gender in the policy documents, such as where gender is mentioned in the text and how targets around gender are represented in relation to targets of other SDGs. Further information on the exact analysis of gender equality can be found in section 4.3.

4.2 Data methods and data collection

Several methods have been used in order to answer the research questions, from the standpoint of using data triangulation as a data collection technique. Used methods consist of both oral and written data and open access as well as closed government data for internal use. Data is collected as part of an iterative process, whereby the assemble and analysis of several types of qualitative data have been alternated. This section elaborates on the data methods used to collect the data.

4.2.1 Case study analysis

For the purpose of the research, a case study has been conducted in Haryana, a state located in North-Western India (figure 4, freeworldmaps.nl, 2019).

Figure 4. Location of Haryana in India.

India is chosen because this country can be regarded as an emerging economy, which has not yet been extensively studied in the area of policy coherence. Especially given the size of the country as the world's fastest growing economy (Business Today, 2019) and the world's second largest country in terms of number of inhabitants (World Population Today, 2019), India makes a highly relevant country to focus on issues concerning SDG policy making processes.

Reason for the choice to conduct a case study at state level is that India has a decentralized governance system (among others to reduce poverty and inequality) (Hatti and Sonawane, 2010), which makes studying policy coherence at state level especially relevant since at this level stakes are high due to decision making responsibilities being in the hands of the state (Government of India, 2017). In light of the aforementioned risks that strong leadership potentially brings about inclusivity in policy coherence processes, extending the level of analysis to subnational level can provide important insights, which would have been overlooked had the analysis been focused on a national level.

Several arguments can be brought forward to justify the choice for the state of Haryana over others in India. Firstly, Haryana is among the first states within India to draft and develop an action plan for the achievement of the SDGs, encompassing all SDGs (Government of Haryana, 2017) known as the Haryana Vision 2030. Therefore this state is not only relevant to study on a theoretical base in terms of adding

insights to the existing body of knowledge on policy coherence and LNOB, but also has the potential to empirically add to best practices in terms of decentralized governance for the SDGs, including in India. Secondly, Haryana is regarded as a traditional state, with relatively high levels of gender inequality (UN and NITI Aayog, 2018) compared to other states in India. In this respect, Haryana makes a relevant case for studying gender since in this state the stakes are high. Moreover, in its SDG pledge, the Government of Haryana has specifically addressed the need for change regarding this theme, assuming that gender has been taken into account during the formation of the Haryana Vision 2030.

The case study conduction consisted of a period of fulltime fieldwork in Haryana during the months April and May 2019. During this period, an extensive process of data collection has taken place, consisting of the execution of 21 official interviews, document analyses of open access and internal documents, participatory observations during meetings and conferences organized by the state government, and conversations with people within as well as outside of the Haryana Vision 2030 processes in order to get a full grasp of the dynamics, policy coherence processes and general context of the state during that time.

4.2.2 Semi-structured in depth interviews

Due to the subject of this research, interview conduction was important in order to answer the research questions. Since political processes are subject to interpersonal dynamics and happen over time, they do not necessarily follow written protocol. For this reason, policy and literature analyses would not have been adequate to answer the research questions.

Semi-structured in depth interviews were conducted with 21 participants (see appendix 3 for the interviewee list), with interviews lasting between 30 and 120 minutes. All interviews except for 1 (Int. 17) were conducted in English without the use of an interpreter, to account for interpreter bias. Interviewees included Ministers and Principal Secretary / Additional Chief Secretary officers from respectively national and state departments, chairmen of the Haryana Vision 2030 working groups, UNDP consultants with a central role in the Haryana Vision 2030 formation, SDGCC actors, state department consultants, Chief Executive Officers (CEOs) of local Nongovernmental Organizations (NGOs) regarding gender equality in Haryana, attendees of meetings regarding the Haryana Vision 2030 implementation, state government directors, and a diplomat. Participants are mentioned in order of number of people within the respective profession, with Principal Secretary / Additional Chief Secretary officers and UNDP consultants as being the most prominent respondents interviewed. The aforementioned participants who have been directly part of the policy coherence processes, as well as actors not directly involved in the decision making

process, were interviewed. Additionally, informal interviews were conducted with members of civil society and local NGOs. None of them were either aware of or working with the Haryana Vision 2030 or SDGs, and therefore these interviews were not fully documented nor directly used in the results. However, important insights are gained in this way regarding the position of the SDGs and the Haryana Vision 2030 in society and regarding the position of stakeholders in this respect.

In order to be able to collect qualitative data which was suitable for the purpose of this research, firstly a list of Haryana state departments was contacted from The Netherlands. Contact details were obtained through the website of the Haryana state government (see appendix 4 for a full overview of the contacted state departments), after which potential respondents were emailed with an interview request. Simultaneously, participants were directly approached, based on the layout of SDG working group clusters for Haryana (Government of Haryana, 2017). Special attempts were made to approach the former chairmen of the working groups for an interview. Thirdly, the SJHIFM was approached through email, since the SDGCC is founded as part of this institute. Lastly, a few NGOs in India related to the state of Haryana, gender equality, or both, were approached and invited to share their knowledge and opinions. All aforementioned steps were executed prior to departure for India.

Interviewees were partly addressed through official ways (mail, telephone, attendance list of working group meetings), and partly through snowball sampling use, after first contacts had been made within the Haryana State Government. Despite past critiques on this method (Given, 2008), the snowball sampling method has shown to be of great use for this research in terms of ensuring rich-information cases as part of the data collection. After arrival in India, a list of up-to-date contact details of working group chairmen was facilitated by the SJHIFM. Upon this, all chairmen were emailed and called with the question to be interviewed. In case they were not available for an interview, they were asked whether they knew other attendees of the working groups who were open to the possibility of being interviewed.

Interviews were partly conducted with a focus on political processes around the formation of the Haryana Vision 2030 document, and partly with a focus on political processes around the implementation of the Vision, which were taking place in Haryana at the time of data collection. Focus was based on the previous as well as current professional situation of the interviewee in the process. An important note to make is the frequent transfer of civil servants on government positions, such that policy actors at the time of data collection did not necessarily host the same position as in the time the Haryana Vision 2030 document had been created. As a consequence, some interviews were conducted with a focus on processes in the past, some in the present, and some both. In order to reduce social and memory bias, attempts were made to gain insight into meeting minutes of working group and chairmen meetings.

However, a comprehensive list of these minutes was not available for inspection. Therefore risks for biases are reduced by means of additional interviews, document analyses, and literature analyses.

4.2.3 Documents and literature analyses

For the purpose of studying the policy coherence processes in Haryana, a literature analysis was conducted, involving open access as well as closed government documents for internal use, UNDP documents, and scientific research.

In order to analyze the policy coherence processes and stakeholder involvement as part of the processes, a literature review was conducted in addition to the interviews, consisting of participant lists, closed access communication documents for internal use, and working group meeting minutes.

Regarding the policy coherence process output, a document analysis was executed on the Haryana Vision 2030 document. Policy coherence processes outcomes were assessed through a document analysis of the Budget Allocation report 2019-2020 and the Output-Outcome Framework Report.

Additionally, internal documents regarding general meetings and conferences were assessed in order to get a full grasp of the situation and of the social dynamics in terms of SDG implementation in Haryana. These documents were not directly used as part of the results, however they served a significant purpose as contextual background information.

4.2.4 Participatory observations

Participatory observations were executed at the multi-stakeholder SDG state implementation conference "Alternative Market borrowing options for the Government of Haryana", during a department meeting at the Finance and Planning Department, and during 3 visits at the SDGCC. All participatory observations were executed as part of the fieldwork during the months April and May 2019 and all observations took place as part of state government-led gatherings. Notes derived at the participatory observations are not directly used to answer the research questions. Instead they served as background information for the researcher to get acquainted with the subjects under study and with the state integration dynamics as thoroughly as possible. Among others, these observations were executed to reduce social and cultural biases.

4.3 Data analysis

Overall, data is analyzed through a combination of an inductive-deductive approach. Data was collected and analyzed as part of an iterative process, whereby the assemble and analysis of several types of qualitative data were alternated. During the analytical phase, a combination of open-axial selective coding was used to analyze the interviews, documents, and notes as specifically obtained for the purpose of the research. Data analysis is executed according to the aforementioned two-step approach (figure 1). In both steps, data was analyzed using the triangulation method, consisting of interview statements, document content and scientific literature.

Regarding the first step, the data was coded in Nvivo, in order to identify the institutional and political context under which the policy coherence processes were formed. This part of the analysis resulted in a coding framework (see appendix 5 for an overview of the final coding tree). Next, the data was organized along the different steps in the policy coherence processes, after which the observed processes were analyzed using the codes on the institutional and political context as derived from the data. Special attention was given to stakeholder involvement during the data analysis, which was assessed as derived from its institutional and political context as well.

Regarding the second step, data on the consequences of the policy coherence processes in terms of LNOB was analyzed, using the observed policy coherence processes in order to explain the influences for gender equality in the direct output and outcomes of the policy coherence processes in anticipation of the Haryana Vision 2030. In order to do this, firstly the Haryana Vision 2030 document, the Budget Allocation 2019-2020 and the Output-Outcome Framework Report were scanned from beginning to end. During this process no systematic coding method was used, however the documents were scanned multiple times through an inductive-deductive approach and researcher observations were checked with interviewees in order to account for observer-expectancy bias. As part of this step, the documents were analyzed with a focus on where and how gender was represented in the documents and where and to what extent gender was not represented. Observations regarding gender equality in the output and outcomes were analyzed as influenced by the identified policy coherence processes, as derived from the first step.

4.4 Ethical considerations

All statements made in this paper fall under the researcher's responsibility, and are subject to the researcher's own interpretation. Participants can therefore not be held accountable for any utterance regarding the analysis nor the conclusion.

With respect to the interview conduction, all participants have given informed consent prior to the interview, and data as well as personal participant information has been handled strictly anonymous. Since the interview conduction was restricted to the geographical area of the state of Haryana in India, possibilities for data collection were restricted to the aforementioned two months. In case of additional time, more data during the implementation phase around the Haryana Vision 2030 would have been conducted. By doing so, additional statements on impacts could have been made to expand the research, accompanied with tailor made future recommendations.

Considerations concerning the validity and reliability of this research can be found in the discussion section.

5. Results: policy coherence processes

The results are set up in two parts, following the two-step visualization of the analytical framework (figure 1), and therefore cover two chapters. The first step is concerned with the answers to the first research question (chapter 5), whereas the second step involves the answers to the second research question (chapter 6). Both chapters involve interview paraphrases and citations, indicated by Int. (Interviewee) and the interviewee number in order of interview date (see appendix 3 for a full overview of the interviewee list with accompanying interview numbers).

Chapter 5 is concerned with answering the first research question: "How can the processes for policy coherence in the formation of the Haryana Vision 2030 be understood as derived from its institutional and political context?" and consists of an analysis of the policy coherence processes in anticipation of the Haryana Vision 2030. In section 5.1, the institutional and political context under which the processes have come about are assessed in a descriptive analysis. The political context is required for understanding how specifically the processes in Haryana have come about. Subsequently, in section 5.2 the policy coherence processes in anticipation of the Haryana Vision 2030 are analyzed on the basis of its political context. Stakeholder involvement during the policy coherence processes are discussed in section 5.3.

5.1 Institutional and political context as the foundation for policy coherence processes

This section elaborates on the results regarding the first subquestion: "*To what extent is the institutional and political structure in Haryana conducive to the policy coherence processes in the formation of the Haryana Vision 2030?*" Due to their context dependent and political nature (e.g. Bocquillon, 2018), policy coherence processes cannot be understood without an understanding of the institutional and political context in which the processes are embedded. For this reason, firstly the institutional and political context in Haryana is elaborated in this section, after which the policy coherence processes are assessed in the next section, as derived from its institutional and political context. Considered the position of the Government of Haryana as initiator of the Haryana Vision 2030, the institutional and political context is discussed with a focus on the Haryana state government. According to the empirical findings of this research, the results section on the institutional and political context is structured in terms of the institutional structure of the state of Haryana (section 5.1.1) and governance priorities within the state (5.1.2).

5.1.1 Institutional structure

At the time that the policy coherence processes in anticipation of the Haryana Vision 2030 took place, Haryana consisted of 53 state departments (Government of Haryana, n.d., see appendix 4 for a comprehensive list of the state departments.), with a total of over 450 actively enforced policies (Government of Haryana, 2017). Regarding the administrative functioning, state departments mutually differ in terms of transparency and setup of their organizational structure. Figure 5 shows a general organizational chart of a state department, after consultation of available department organograms (e.g. Finance and Planning Department, n.d.; Transport Department, n.d.; Women and child Development Department, n.d.). Note that due to aforementioned differences, individual department organograms can differ from figure 5.
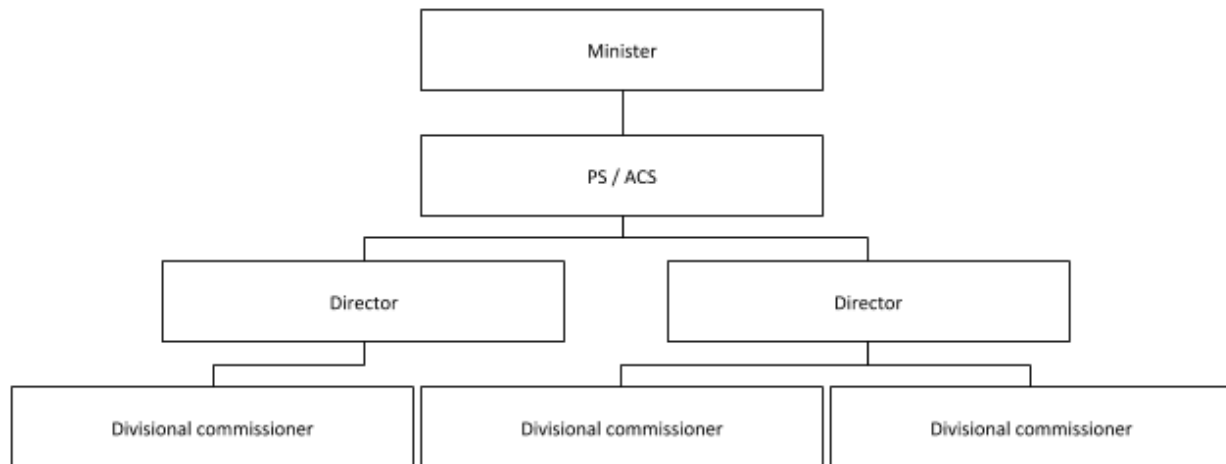
Figure 5. General Haryana state department organogram.

Each department drafts its own policies under responsibility of the Principal Secretary or Additional Chief Secretary. In doing so, they primarily operate within their own department. According to Int. 10: "*Coherence is not on top of the mind within the departments. Everyone is primarily concerned with their own plans and policies.*" In order to opt for coordination, the Finance and Planning Department fulfills the position as overall nodal department. Formal responsibilities in terms of agenda-setting and budgeting lie with the Principal Secretary or the Additional Chief Secretary of the individual departments, after which decisions are consulted by the Finance and Planning Department for final approval (Government of Haryana, 2017). After occasional adjustments and subsequently the approval by the Principal Secretary of the Finance and Planning Department, the respective decision becomes enforced.

As visualized in the organogram and confirmed by 6 different types of stakeholders, the Haryana state department is characterized by "*top down*" (Int. 1; Int. 5; Int. 10; Int. 15; Int. 17; Int. 20) hierarchical structures, accompanied by irregular transfers of Additional Chief Secretaries and Principal Secretaries between departments (Int. 5; Int. 6; Int. 16; Int. 21). According to Int. 6, transfers are "*not a fixed thing. The Chief Minister decides. No one knows.*" As stated by Int. 21, this combination leads to little opportunity for knowledge building and poses "*difficulties to break structures and initiate change*".

Following Int. 16, the state of Haryana can be characterized to function as "*very silo based*" with a lack of integration and collaboration between departments: *"Departments would not know what other departments are doing."* Collaborations between the Government of Haryana and other states are rare, as confirmed by Int. 7: "*Sharing between states, I haven't seen that happen a lot.* [...] *I don't think there is any formal way to ensure the sharing keeps happening.*" In Haryana, a general tendency can be observed that non-state stakeholders such as the private sector, NGOs, and civil society are not structurally involved in collaborations and knowledge exchange with the Haryana state government. As Int. 14 states: "*Traditionally,* [non-state actors] *in Haryana are not much involved on the level of decision making. They are mostly helping the government on the implementation level.*"

The aforementioned top down and state government-oriented institutional structures are argued to be characteristic for Indian governance structures (Kohli, 2004). Kumar (2015) confirms aforementioned findings for Haryana regarding a lack of collaborations between departments and between the government and external stakeholders. In his research, he describes "*complex interactions between state and* [non-state] *actors*" (p. 5) in Haryana and advocates for joint institutions to strengthen sustainable management.

5.1.2 Government priorities

Although the Haryana state governance structures are not exemplified by high levels of policy coherence nor by inclusive stakeholder involvement in decision making, the state government is argued to show commitment for policy coherence with a "*willingness for breaking the silos*" (Int. 19) to increase collaboration and enhance possibilities for knowledge exchange and mutual learning opportunities. This statement is substantiated by statements from 6 government and nongovernment officials (Int. 1; Int. 7; Int. 8; Int. 9; Int. 16; Int. 19), who show motivation for enhanced collaboration between departments and external stakeholders.

However, although the results above show that the government's overall commitment to move away from their silos and to enhance policy coherence is high, "*its willingness to be prescribed to, is very low*" (Int. 16). This statement indicates that the aforementioned willingness potentially does not translate in actual changes, when externally imposed. Rather, decisions are made, based on "*where the government priorities fall*". As stated by Int. 3, commitment and priorities are "*a political call*" within the Haryana government. "*Instead of looking at the sustainable part, they look at the development part because that is more likely to get the vote.*" For this reason, individual issues are not equally prioritized, despite the observed government's commitment for coherence in general. This mechanism is exemplified by a statement of Int. 16: "*Hunger, health and clean drinking water have strong consequences for the government of Haryana. These are level 1 issues* [...] *Clean energy, not as strong a priority right now for the government of Haryana*".

According to Germann and Wilson (2004), organizational commitment is essential to create capacity for sustainable development, which ideally is characterized by policy coherence and inclusive decision making. However in practice, structural change towards enhanced coherence is not yet forthcoming in Haryana. As mentioned by Int. 16, one reason for this might be found in current governance structures of the state: "*India actually has the capacity and the ability if you put the assets of civic society, the private sector and governments together* [...], *by breaking through the hierarchical structures and bringing about rapid change. There are a number of very insightful people within the government, but the system itself works against it*". The large share of the state government in decision making power is in this respect enabled by the silo based governance structures within the state and in turn reinforces these current structures, making attempts for policy coherence difficult to implement, despite its commitment to succeed.

5.2 Policy coherence processes

This section elaborates on the results of the second subquestion: "*Which policy coherence processes in the formation of the Haryana Vision 2030 can be observed?*" In order to answer this question, the observed policy coherence processes as a result of the analysis are described and explained as formed by the interplay of institutional structures and government priorities as part of the political context in Haryana. In order to get an in depth understanding of the policy coherence processes under study, this section elaborates on each step of the process. Section 5.2.1 is concerned with the landscape analysis as

the foundation for the working group setup, which is discussed in section 5.2.2. Lastly, section 5.2.3 elaborates on the actual working group and chairmen meetings.

As decision making power mostly lies in the hands of the Haryana state government, organizational structures and processes around the formation of the Haryana Vision 2030 are grounded in principles initiated and executed by the Government of Haryana. Despite the functioning of the state departments as being primarily concerned with their own targets, the Government of Haryana has made attempts to develop an integrated framework for SDG achievement from the viewpoint of the notion that the "*output of one department cannot be the input for another department*" (Int. 2). As confirmed by 4 interviewees (Int. 2; Int. 8; Int. 11; Int. 16; Int. 19; Int. 20), the Government of Haryana consulted the UNDP for assistance after failed government attempts to initiate an SDG Vision. The fact that they have brought in external experts to guide the policy coherence processes in anticipation of the Haryana Vision 2030, can be considered as an indication of the state government's willingness and commitment to succeed. As Int. 19 states: "*They needed a hand, with producing the document plus implementing it. The thing is, they realized that.*"

5.2.1 Landscape analysis: analysing the basis of the policy coherence processes

As the first step in the process towards the Haryana Vision 2030 formation (Government of Haryana, 2017), the UNDP plotted a list of the existing policies of the 53 state departments against the 17 SDG targets. This first step is entitled the landscape analysis, which is thus directly based on governance structures and practices as they were being enforced by the state of Haryana at that time. Aim of this analysis was to gain insight into currently enforced state government structures and processes, in order to develop a strategy and action plan with the potential to successfully implement the SDGs and integrate them in the particular context of the state of Haryana. In order to do this, the SDGs were aligned with the state departments currently enforced policies. According to the official document, the landscape analysis has been executed for the purpose of creating

"a visual map of the existing government policies against the SDG goals and targets to check for alignment, identify gaps, and identify cross-sectoral linkages for better integrated planning. The mapping provides an overall picture of how the policies relate to the SDG goals and targets, and will contribute to the development of a road map for SDG implementation. This analysis has also served as

the basis for proposing working groups for the design and implementation of the SDG framework in the State" (Government of Haryana, 2017, p. 135).

Department alignment with an SDG took place, if a policy of the department coincided with at least one of the targets of the respective SDG. In practice, over 450 existing state government policies have been aligned with the SDGs, covering all SDGs except for SDG 14 (Life below water) and SDG 17 (Partnership for the goals). According to the official landscape analysis report (UNDP, 2016), the reason that these goals were left out is due to respectively the landlocked geographical location of Haryana and the content of SDG 17 as pointing towards target achievements beyond the reach of Haryana state policies. The departments shown in table 4, show an overview of the final department coverage in line with the SDGs, as used for the design of the working groups setup. Table 3 shows an overview of the SDG targets that were not specifically covered by at least one state department policy at the time that the landscape analysis was executed. These targets were thus not represented by any department at the time of the formation of the Haryana Vision 2030, within the working group meetings nor in existing policies of the state. Table 3 serves as an indication for the prioritization of issues within the Haryana government and reflects the state priorities, with indicators belonging to SDG 1, SDG 6, SDG 10, SDG 12, SDG 14, SDG 16, and SDG 17 being unequally represented into state policies compared to indicators belonging to SDG 2, SDG 3, SDG 4, SDG 5, SDG 7, SDG 8, SDG 9, SDG 11, and SDG 13. The SDG targets comprising of letters have not been included, and are therefore assumed to be left outside the scope of the landscape analysis. Important to note is that the fact that not all SDG targets were covered by Haryana state policies at the time the landscape analysis was executed, serves as an indication for an absence of policy coherence prior to the formation of the Haryana Vision 2030.

Table 3. SDG targets coverage by Haryana state policies at the time of the landscape analysis.

SDG	Targets covered	Targets not covered
SDG 1 (No poverty)	1.1; 1.2; 1.3; 1.4; 1.5	-
SDG 2 (Zero hunger)	2.1; 2.2; 2.3; 2.4; 2.5	-
SDG 3 (Good health and well-being)	3.1; 3.2; 3.3; 3.4; 3.5; 3.6; 3.7; 3.8; 3.9	-
SDG 4 (Quality education)	4.1; 4.2; 4.3; 4.4; 4.5; 4.6; 4.7	-
SDG 5 (Gender equality)	5.1; 5.2; 5.3; 5.4; 5.5; 5.6	-
SDG 6 (Clean water and sanitation)	6.1; 6.3; 6.4; 6.5; 6.6	6.2
SDG 7 (Affordable and clean energy)	7.1; 7.2; 7.3	-
SDG 8 (Decent work and economic growth)	8.1; 8.2; 8.3; 8.4; 8.5; 8.6; 8.7; 8.8; 8.9; 8.10	-
SDG 9 (Industry, innovation and infrastructure)	9.1; 9.2; 9.3; 9.4; 9.5	-
SDG 10 (Reduced inequalities)	10.1; 10.2; 10.3; 10.4; 10.7	10.5; 10.6
SDG 11 (Sustainable cities and communities)	11.1; 11.2; 11.3; 11.4; 11.5; 11.6; 11.7	-
SDG 12 (Responsible consumption and production)	12.2; 12.3; 12.4; 12.5; 12.6; 12.8	12.1; 12.7
SDG 13 (Climate action)	13.1; 13.2; 13.3	-
SDG 14 (Life below water)	-	14.1; 14.2; 14.3; 14.4; 14.5; 14.6; 14.7
SDG 15 (Life on land)	15.1; 15.2; 15.3; 15.4; 15.5; 15.6; 15.7; 15.8; 15.9	-
SDG 16 (Piece, justice and strong institutions)	16.2; 16.3; 16.5; 16.6; 16.9; 16.10	16.1; 16.4; 16.7; 16.8
SDG 17 (Partnership for the goals)	-	17.1; 17.2; 17.3; 17.4; 17.5; 17.6; 17.7; 17.8; 17.9; 17.10; 17.11; 17.12; 17.13; 17.14; 17.15; 17.16; 17.17; 17.18; 17.19

Results of the landscape analysis served as a base for making decisive choices towards the Haryana approach for SDG achievement, built on the strive for enhanced coherence and propagation of interdepartmental collaboration. As the landscape analysis has been directly based on existing governance structures and practices of Haryana, consequently the approach for coherence and the processes around that have been established and executed from the same traditional structures and practices, which are argued to belong to a silo based and top down structured. The chosen approach can be regarded as a policy coherence strategy in the strive for SDG achievement in the state of Haryana, which resulted in a clustering approach.

The clustering approach involved a line of policy coherence processes in the form of working group meetings. These have respectively led to the formation of the Haryana Vision 2030 (process output) and the Budget Allocation 2019-2020 and the Output-Outcome Framework Report (process outcomes).

5.2.2 Working group setup: analysing the institutional and political structure of policy coherence processes

Alongside the policy plot, the SDGs have been clustered into 7 interdepartmental working groups (see table 4). According to an interview statement: "*better communication and time management*" (Int. 2) have been important incentives for how the clusters have been organized, because the clustering had to fit the existing structure of the state in order to be practically feasible. Therefore, clusters were based on pre-existing alignment and linkages between different departments in terms of SDG targets. In other words, the SDGs have been clustered as derived from interlinkages as traditionally prioritized by the Government of Haryana "*usually based on some common interest, how it has historically been done*" (Int. 14). According to the landscape analysis plotting and as unanimously confirmed by the Principal Secretaries who have participated in this study, departments that already linked to one another on behalf of SDG targets, were grouped together for discussion. The departments shown in table 4, indirectly represent the policies that were already in line with at least one of the targets of the SDGs belonging to the cluster in which the department is represented. As becomes visible from table 4, working groups 1, 2, and 7 are represented by a relatively high number of departments, indicating that the SDGs allocated to these clusters are traditionally covered by a relatively large amount of departments. Furthermore, the observation can be made that working group 4 does not consist of a significant list of departments, but the fact that only 1 SDG (SDG 4) is represented in this working group serves as an indication for this SDG to be prioritized. Rearding working group 5, the reversed can be observed. This working group consists of an almost equal amount of departments compared to working group 3, however departments are spread over 4 SDGs instead of 1, assuming these SDGs are traditionally less prioritized.

Table 4. Clustering of SDGs for working groups.

Working group	SDG thematic cluster	Departments represented in the working group
1	(- nutrition)	Development and Panchayats Agriculture (including Animal Husbandry, Dairy, Horticulture) Fisheries Health (Food and Drugs Administration) Food and Supplies Revenue Industries Urban Local Bodies Welfare of SCs and BCs Public Health Engineering Social Justice and Empowerment Medical Education
2	(nutrition)	Health Public Health Engineering Labour and Employment Women and Child Development Haryana Urban Development Authority (HUDA) Urban Local Bodies Town and Country Planning Medical Education Development and Panchayats Revenue Social Justice and Empowerment Agriculture
3		School Education (Elementary and Secondary) Electronics & I.T. Higher Education Industrial Training Welfare of SCs and BCs Technical Education Social Justice and Empowerment Revenue
4		Power New and Renewable Energy Urban Development
5		Women and Child Development Development and Panchayats Revenue Social Justice and Empowerment Welfare of SCs and BCs Home and Administration of Justice
6		Environment Forest and Wildlife Mines and Geology Fisheries

	14 LIFE BELOW WATER / 15 LIFE ON LAND	Irrigation Revenue and Disaster Management and Consolidation Tourism
7	8 DECENT WORK AND ECONOMIC GROWTH / 9 INDUSTRY, INNOVATION AND INFRASTRUCTURE / 11 SUSTAINABLE CITIES AND COMMUNITIES	Industries Development and Panchayats Urban Local Bodies Social Justice and Empowerment Electronics and IT Public Works (Bridges and Roads) Transport Civil Aviation Agriculture Labour and Employment Town and Country planning Industrial training Haryana Urban Development Authority Tourism

5.2.3 Working group and chairmen meetings: analysing the policy coherence processes

During the period of August 2016 until December 2016, the working groups have established the Haryana Vision 2030 by means of intensive weekly meetings, facilitated by the Government of Haryana and the UNDP (Government of Haryana, 2016). Within these working groups, decisions were made and targets were set for an integrated planning and implementation for the SDGs belonging to the respective working group. Main responsibilities of the working groups entailed the development of the Haryana Vision 2030 document (which encompasses the future ambition of Haryana in terms of SDG achievement) and the preparation of an Inter-sectoral Action Plan (encompassing the implementation part of the Vision 2030) (Government of Haryana, 2017). Each of the 7 working groups consisted of a chairman, responsible for the decision making processes on behalf of the SDGs that were part of the specific working group. Chairmen were appointed on the base of their experience as Principal Secretary / Additional Chief Secretary officer with the most senior Principal Secretary / Additional Chief Secretary officer of the represented departments within one working group being appointed as chairman (Government of Haryana, 2016).

In total, "*around a 100 working group meetings*" have taken place weekly (Int. 2), with the working groups generally operating through a structure of discussions and exercises confined to the SDG belonging to one

cluster. Exercises consisted of filling out a workbook for each working group (see appendix 6 for a complete overview of the workbook questionnaire).

Additional to the working group meetings, 10 monthly chairmen meetings were organized in order to check the ongoing status and progress within the working groups and to account for overall integration of all the SDGs (Government of Haryana, 2016). Following Int. 5, the chairmen meetings functioned as "*a board of coordination.*" During these meetings "*all the workbooks of the working groups were circulated*" in order to get input from chairmen related to other SDGs, after which the final deliberation on targets and indicators as taken up in the Haryana Vision 2030 took place.

As confirmed by statements of 5 Principal Secretaries who have been part of the meetings, the working group and chairmen meetings have overall provided for an enhanced collaboration between departments and for enhanced policy coherence. According to Int. 19, the involved stakeholders were "*very participatory*" during the meetings, although interdepartmental meetings were not easy to manifest. Differences can be observed in the way each working group operated. According to Int. 19, "*what became really important here was the role of the chairman. Because the chairman of the working group was a very senior person. As leaders they could actually orchestrate how everything was.*" Whereas some working groups involved around an SDG "*were happy to meet and discuss*" (Int. 16) and met weekly, others "*did not get many of them.* […] *It was like we were dealing with whatever input we would gather. We used the net and sometimes called to* [other departments]*, but we did not have any definite words with them*" (Int. 5).

In some cases, the classified clustering was even let go along the way. As confirmed by Int. 6, if a group consisted of more than 1 SDG, "*the groups were separate. SDG number 1, and SDG number 2 and 3 were 3 different groups.*" Communication and coherence happened through the chairman: "*Only once or twice we had a common discussion* […] *The common link was me.*"

According to Int. 16, the observed differences in working groups functioning and number of organized meetings can be explained by differences in chairmen commitment to participate in the working groups, for the reason that departments mutually differed in their capacity to contribute to the SDG policy coherence processes as a result of differences in the way departments are prioritized within the Government of Haryana. "*Working groups 1* [SDG 1, SDG 2, SDG 12] *, 2* [SDG 2, SDG 3, SDG 6]*, and 3* [SDG 4] *were highly prioritized. They tended to meet quite often.* […] *Group 5 was extremely hard to round up* […] *If I were to point to the gender one, I do not necessarily see the capacity of the department aligning with what they were committed to*". The observed prioritizations are in lign with the representation of

SDGs as part of existing policies in Haryana (table 3 in section 5.2.1), with strongly represented SDGs as stated to be highly prioritized during the working group meetings. In this respect, the policy gaps as identified by means of the landscape analysis are reflected in the policy coherence processes in anticipation of the Haryana Vision 2030, and existing discrepancies prior to the policy coherence processes might have even been reinforced. This division in SDG prioritization can arguably be explained by the aforementioned tendency of the state government to opt for development over sustainability.

Moreover, to the question whether the interlinkages between SDGs within clusters were considered more important than interlinkages of SDGs between clusters, all chairmen and SDGCC officials answered positive. These observations emphasize that interdepartmental relations mutually differed in terms of intensity and collaboration in the sense that relations which are traditionally perceived as being more important, collaborated more during the working group meetings.

Aforementioned findings match results of Htun and Weldon (2010), who state in their research that the behavior of advocates of change is shaped by their capacity to operate. Following the UN (2018), equal capacity within the government is essential for investing in coherent policy options to achieve the SDGs. If equal capacity is not present, government departments do not have the ability to equally participate in policy coherence processes, regardless of their commitment to contribute. Given this, in a governmental context where departments are stated to mutually differ in capacity, and where the departments involved did not participate equally in the policy coherence processes during the formation of the Haryana Vision 2030, assumptions come up that less prioritized SDGs have been discriminated in practice.

5.3 Stakeholder involvement in the policy coherence processes

This section outlines the results of the third subquestion: "*What stakeholders are involved in the policy coherence processes in the formation of the Haryana Vision 2030?*" Due to the central position of stakeholder involvement in literature around policy coherence (e.g. Carbone, 2008) and Leaving No One Behind (e.g. Radcliffe, 2018) as can be derived from the conceptual framework (chapter 2), stakeholder involvement during the policy coherence processes in anticipation of the Haryana Vision 2030 is taken up in a separate section.

As briefly touched upon in the previous section, the landscape analysis is constructed and carried out by UNDP consultants, who were specifically hired for the purpose of the Haryana Vision 2030 formation, based on their expertise. Prior to the working group setup, results of the landscape analysis were shared

with the heads of state departments and gaps were discussed. "*So what they had was this thing in front of them, which told them: this is where you are, this is what we are doing, and these are the areas on which you should pay some more attention*" (Int. 19). In line with aforementioned statements regarding the willingness of the state to be prescribed to and the requirement of SDG implementation through national ownership (OECD, 2018), the role of the UNDP within this process was "*facilitative.* […] *It is a Haryana document. Maybe it is not written in the language of Haryana, but the ideas are there*" (Int. 19).

Aforementioned stakeholder dynamics are reflected in the policy coherence processes through an absence of systematic levels of inclusive stakeholder involvement. This becomes clear in the comparison between the official and actual stakeholder representation within the working groups, which demonstrates discrepancies. According to the official terms of reference (ToR), working group meetings comprised of an inclusive group of stakeholders, consisting of departmental stakeholders, UN representatives, the private sector, communities, panchayats, and civil society representatives upon request by the chairman of each working group (figure 6, Government of Haryana, 2016, p. 3). "*The very objective of the entire thing was to involve every stakeholder at various levels.* […] *Once that was agreed, it was like everyone was practically owning this document. That was very important*" (Int. 19).

SDG working groups: members

Each working group will comprise of:

1. Senior most Additional Chief Secretary in the working Group – Chairperson
2. Two representatives each from the Departments included within the working group
3. One representative each from Department of Economic and Statistical Analysis, Finance and Electronics and IT due to their overarching role across SDGs
4. UN Agency expert(s)
5. Representation from other stakeholders (private sector; communities, panchayats, civil society) nominated by the working group

Figure 6. Working group representatives according to ToR.

Regarding the chairmen meetings, stakeholders consisted of the chairmen of each of the working groups, UNDP consultants and delegates from the Department of Economic and Statistical Analysis (DESA) as part of the Finance and Planning Department (table 5).

Table 5. Participant list of chairmen meeting.

No.	Profession	Organization
1	Additional Chief Secretary	Development and Panchayats
2	Additional Chief Secretary	Women and Child Development
3	Additional Chief Secretary	Finance and Planning
4	Principal Secretary	Social Justice and Empowerment
5	Secretary	Home
6	Joint Director	Women and Child Develoment
7	Nodal Officer	Education
8	SE/P&D, UHBVN	Power
9	Dy. Director	Social Justice and Empowerment
10	Addl. Director General	Health
11	Scientist	Environment
12	Consultant	KPMG
13	Addl. Director	Industries & Commerce
14	Director	DESA
15	Addl. Director	DESA
16	Research Officer	DESA
17	Head of State Office	UNDP
18	Communication & Coordination Specialist	UNDP
19	Programme Associate	UNDP
20	Intern	DESA

*Blue color indications: light = state government actor; regular = UNDP actor; dark = private actor.

Despite the impression of stakeholder inclusivity as agreed within the ToR (figure 7), in practice this has not always been the case. In line with the aforementioned features of the state's institutional structures, overall stakeholder involvement during the policy coherence processes was government-oriented and top down, since they were in the possession of relevant knowledge, leadership capacities, and decision making power. "*Most of them, I would say, were from the top two tiers of a* department" (Int. 19).

In general, working groups operated through discussions among top level state department delegates, who in turn consulted lower level officials of their respective department for input. UNDP and SDGCC delegates were present as advisors. Working group representatives were restricted to government and UNDP officials with external stakeholders brought in times of internal doubt within the government, in line with the status quo of the silo based working approach. "*Whenever we had some kind of topic coming up, or we could anticipate that a topic would arrive, or we had questions about a topic, that might step outside of the people that were represented within the working groups, they would invite in extra people* [...] *who could speak more strongly to those particular issues*" (Int. 3).

The stakeholder dynamics led to extensive stakeholder representation in some cases, however not on a structural base. Besides the government and external consultants, non-state stakeholders such as NGOs and civil society were not included in the working groups from the start, with consequences for inclusive decision making as part of the policy coherence processes. According to Int. 6, the choice to involve stakeholders outside the government "*depended on what space* [the respective stakeholder] *was occupying at that moment. If* [the respective stakeholder] *was not occupying a space, there would be nobody worth representing*". As an answer to the question why non-state stakeholders were not structurally included in the policy coherence processes, as was formally agreed upon, Int. 6 states that the extent to which collaboration with non-state stateholders was present "*depended on your needs. We only require integration with* [stakeholders] *that are related. Integration can be listed by the government, this is what we have to do.*"

The aforementioned observations show that inclusive stakeholder representation has not been part of a systematic process, but of an ad hoc one. These dynamics are clearly exemplified by Int. 16: "*In the end it is the people. The people do affect the process. Processes are not plain systematic, especially not in India where people are the primary drivers of things. There is no process. People kind of sometimes decide to follow, and sometimes they do not.*"

These findings are illustrative for the governance structures in Haryana as observed to be traditionally enforced by the Government of Haryana (section 5.1), indicating that the institutional structures remained leading throughout the policy coherence process in the formation of the Haryana Vision 2030, despite commitments to change them towards enhanced inclusivity and collaboration (Government of Haryana, 2017; Int. 2; Int. 3; Int. 16; Int. 19). Although political commitment has the potential to function as a driver for structural change (Yang and Pandey, 2009), commitment is studied to decrease over time if the respective goal is not facilitated by institutional structures (Beck and Wilson, 2000). Furthermore, the observed absence in collaboration between different stakeholders poses fundamental risks for knowledge building capacity and learning potential in order to solve integrated problems in the future (Sayles and Baggio, 2017). The results show that people served as main drivers of the on ground process (dynamics) with a large role being appointed to the chairmen, while the institutional and political structures remained decisive for the general course of direction.

6. Results: influence of the policy coherence processes on gender equality

Chapter 6 elaborates on the answers to the second research question: "What is the influence of the policy coherence processes in the formation of the Haryana Vision 2030 on its output and outcome in terms of gender equality?" As derived from the conceptual framework (chapter 2), policy coherence processes produce unknown social consequences, due to their political nature. Therefore, in section 6.1 the results on the influence for gender equality in the direct output (the Haryana Vision 2030 Vision document) of the SDG policy coherence processes in Haryana are presented. Secondly, in section 6.2.1 and section 6.2.2 respectively, the influence for gender equality in the outcomes (the Budget Allocation 2019-2020 and the Output-Outcome Framework Report) as consequences of the observed processes for policy coherence are presented. By doing so, the relation between the policy coherence processes and LNOB is assessed.

6.1 Influence of the policy coherence processes on the output: the Haryana Vision 2030 document

This section elaborates on the following subquestion: "*What is the influence* [of the policy coherence processes in the formation of the Haryana Vision 2030] *in terms of gender equality as represented in the Haryana Vision 2030?*" In order to answer this question, the results of section 5.2 and 5.3 (and therefore indirectly of 5.1) are involved in the assessment of gender equality within the Haryana Vision 2030 document.

The Haryana Vision 2030 document is structured along 3 chapters based on the situation in Haryana, followed by 15 chapters in which the SDGs are elaborated separately. SDGs 13 and 14 and SDGs 16 and 17 are jointly taken up in a chapter. Reason for joining SDG 13 and 14 is due to the relatively short contribution towards SDG 14, since Haryana does not border on any ocean; whereas SDG 16 and 17 are joint, because SDG 17 is mostly covered by national legislation (Government of Haryana, 2017).

 The document starts with an official vision statement, where gender equality is mentioned for the first time: "*Women enjoy not only safety, security, and equal opportunities, but also feel empowered. Antyodaya, minimum government and maximum governance* [...] *constitute the bedrock of our vision* (p.1), assuming a predominant position for gender equality as integrated throughout the rest of the document. No further explanations regarding the operationalization and implementation of the vision statement is made, which means that how the aforementioned feelings of safety, security, equal opportunities, and empowerment are going to be accounted for is not substantiated.

The official vision statement is followed by an executive summary involving the chapter "*Haryana Today*" (Government of Haryana, 2017, p. 2)*,* encompassing a situational sketch of Haryana prior to the implementation of the Haryana Vision 2030. The chapter primarily elaborates on what the Government of Haryana appoints to as "*income dimensions*" (p. 4), involving poverty and production statistics. Additionally, one section elaborates on "*non-income dimensions of well-being*" (p. 4), involving statistics on weight, mortality, and water access, with women and children being mentioned to take into account in these aspects. The last section elaborates on the current status of Haryana on the Human Development Index (HDI), with district-wise statistics for literacy rates, education, health, and income.

The next chapter involves "*The Challenges*" (p. 8), where SDG themes are discussed which, according to the Government of Haryana (2017) are in need of extra attention if the SDGs are to be achieved. This chapter is based on the current situation in Haryana, as mentioned in the Haryana Vision 2030 document. The chapter starts with a focus on challenges for health, nutrition, and mortality, especially for children. Next, challenges concerning workforce and school participation of women and violence against women are addressed. The section ends with challenges concerning poverty rates and future water provision.

The last chapter is entitled "*Focus for Tomorrow*" (p. 9), where strategies are discussed to overcome challenges for successfully meeting the SDGs (Government of Haryana, 2017). This chapter stresses 5 themes in need to be addressed, including the improvement of employment growth, the improvement of access to education, the improvement of access to water for all, the improvement of human resource capacity to ensure safety, and the improvement of investments in the social sector.

The content of the chapters on the main challenges and future strategies show consistency with aforementioned statements regarding differences in the functioning of the working groups, with working groups 1, 2, and 3 participating more than others (Int. 16). As can be derived from table 4 (section 5.2.2), the respective working groups consisted of SDG 1 (No poverty), SDG 2 (Zero hunger), SDG 3 (Good health and well-being), SDG 4 (Quality education), SDG 6 (Clean water and sanitation), and SDG 12 (Responsible production and consumption), which are all clearly represented in both chapters (Government of Haryana, 2017).

Moreover, data of SDGs belonging to the working groups as stated to meet less often, are not or only briefly mentioned. These observations indicate higher contributions of the "*prioritized working groups*" (Int. 16) compared to the other working groups, with consequences for their representation in the Haryana Vision 2030 document, whereby higher prioritized SDGs are represented more strongly than

lower prioritized SDGs. In the case of working group 5 in which SDG 5 was represented, the involved stakeholders "*were not able to meet as often. This is one of the groups I remember to have struggles*" (Int. 16). As a consequence, working group 5 was likely less able to contribute to the Haryana Vision 2030 document compared to other working groups, due to a lack of capacity of the chairman of the respective working group to function accordingly (section 5.2.3). As a consequence, working group 5 is less represented in the Haryana Vision 2030 document than other working groups, with risks of being neglected in further implementation of the SDGs in Haryana. "*It is a chicken-and-the-egg-situation right?*" (Int. 19).

The observed mechanism has negatively influenced gender equality as represented in the main chapters of the Haryana Vision 2030 document. For example, as part of the chapter on the "*Focus for tomorrow*" (p. 9), 2 out of 5 themes (respectively the first and fourth) mention gender equality in terms of creating improvements for women regarding women's participation in the workforce, and enhancement of police forces to ensure women's safety. The first can be argued to point towards equal opportunities and empowerment for women and the second towards safety and security of women as mentioned in the official vision statement, and can therefore serve as an operationalization of this part of the official vision statement. However no specific theme is dedicated towards gender equality and gender mainstreaming, despite their predominant position in the Haryana Vision 2030 vision statement. Again, these observations can be explained by differences in contributions between the working groups, with a lack of contribution from working group 5. As exemplified by the chairman of working group 1, gender mainstreaming has not, but gender issues in workforce participation and women safety have been on the table during the meetings. "*I wouldn't say equality* [as part of the discussions]*, but issues came up. When you talk about poverty, social risks.*" In this respect, the absence of a further operationalization of gender equality and gender mainstreaming in the Haryana Vision 2030 document, despite a specific focus on these concepts in the official vision statement, can be attributed to a lack of contribution from working group 5. Consequently, this will lead to a structural lack of contribution towards gender equality and gender mainstreaming in the the Haryana Vision 2030 implementation.

The remaining part of the Haryana Vision 2030 document is structured around the 17 SDGs, with one chapter dedicated to each SDG. Each chapter includes a vision for the respective SDG, accompanied by state interventions already enforced, challenges, strategies to address the gaps, and targets to achieve the SDG. For each SDG, targets are set for 2019, 2022, and 2030.

Except from representation as part of the aforementioned general document statements, gender equality is represented in specified targets as well. However, all targets are clearly derived from the 5 themes as mentioned in the chapter "*Focus for Tomorrow*" (p. 9), and continue to show an absence of gender mainstreaming as part of the targets. Regarding the chapter involving SDG 5, gender equality is operationalized in terms of enhancement of women in the workforce, and enhancement of safety measures to "*reduce crimes*" (Government of Haryana, 2017, p. 57). Targets linked to other SDGs that mention gender show the same consistency. An example of this can be found in the chapter on SDG 8 (Decent work and economic growth), again involving the "*Female workforce participation rate*" (p. 77) (see table 6).

Table 6. Gender equality as part of a target belonging to SDG 8.

Target	2019	2022	2030	Data source
Female workforce participation rate	19.23%	21.0%	30%	Haryana Department of Industries and Commerce

Furthermore, as can be derived from table 6, targets regarding female workforce participation rates increase for each year a new target is set, with the highest target aiming for a 30% female participation rate in 2030. The annual Indian Labor Force Survey shows a female workforce participation rate of 14.3% in Haryana in 2017 (Government of India, 2019). This percentage can argued to be relatively low, especially in view of agriculture growth rates in Haryana (Government of Haryana, 2017) and agriculture being the most important employment sector for women in lower-middle-income countries such as India (McKinsey & company, 2015). However the relatively low performance on gender equality and low sex ratio in Haryana (Government of Haryana, 2016) are important to take into account in this respect, with gender equality in Haryana likely hard to be achieved in both relative and absolute terms.

Despite present SDG interlinkages as exemplified above, gender equality is not present in targets of every SDG. For example, no targets are specified towards climate change risks for women, although women are more likely to be affected by climate change than men (UN, 2017). Furthermore, the agricultural sector has a large role to play in women empowerment (Sraboni, 2014). An explanation for this absence can be found in aforementioned interview statements, where interlinkages between SDGs within clusters were unanimously considered to be more important than interlinkages of SDGs between clusters. These statements are backed by the working group clustering (table 4), where the absence of the relation

between gender equality and climate action becomes clear from the fact that working group 5 does not involve any departments relating to climate or the environment, and vice versa.

In this respect, the interdepartmental collaborations as part of the working group processes are observed to remain leading, leaving the institutional and political structure of the Haryana government as prominent throughout the Haryana Vision 2030 document.

Furthermore, as derived from the landscape analysis, the observation can be made that although the Haryana state government states to "*especially target the extra-vulnerable populations*" (Government of Haryana, 2017, p. 135), 7 targets that have not been covered by state policies are directly concerned with vulnerable populations in the state (table 3 in section 5.2.2). Moreover, despite all SDG targets being important to achieve, the ones that are left behind in the Haryana Vision 2030 policy coherence processes predominantly involve targets that are specifically important when it comes to creating social equality, such as SDG 1 (No poverty), SDG 6 (Clean water and sanitation), SDG 10 (Reduced inequalities), SDG 16 (Piece, justice and strong institutions), and SDG 17 (Partnership for the goals) (UNDP, 2018). In this respect, some SDG targets highly relevant for gender equality have not been taken up as part of the working group meetings and consequently are not further mentioned in the Haryana Vision 2030 document, with risks of being left overlooked during the implementation phase. These results seem contradictory to earlier statements within the document, assuming that gender is a cross-cutting issue in the Haryana Vision 2030.

6.2 Influence on the outcomes: the Budget Allocation 2019-2020 and the Output-Outcome Framework Report

This section elaborates on the second subquestion: "*What is the influence* [of the policy coherence processes in the formation of the Haryana Vision 2030] *in terms of gender equality as represented in the Budget Allocation 2019-2020 and the Output-Outcome Framework Report?*" Again, the results of section 5.2 and 5.3 (and therefore indirectly of 5.1) are involved in the assessment of gender equality within the Budget Allocation 2019-2020 and the Output-Outcome Framework Report.

6.2.1 The Budget Allocation 2019-2020

The Haryana state Budget Allocation 2019-2020 document starts with a general overview of the state's objectives in terms of money flow for the year 2019-2020. The remaining of the report is structured along

the 17 SDGs, with every SDG being allocated towards a chapter in which the policies of the departments contributing to the respective SDG are exemplified. According to the report's introduction "*the budget seems a natural starting point for the integration of the Sustainable Development Goals, since national and state governments have the main responsibility for realizing their set targets in the Haryana Vision 2030 as the primary political and economic expression of government policy*" (Government of Haryana, 2019, p. 1). This statement can be regarded as a characteristic consequence of the policy coherence processes during the formation of the Haryana Vision 2030, where inclusive stakeholder involvemtent was not structurally present. For this reason, the choice for using the Budget Allocation as part of the government's strategy for SDG implementation can logically be derived from the observed governance structures in Haryana, where the state government is responsible for making decisions regarding SDG implementation (see chapter 5).

In contrast to the specification of gender equality and empowerment in the official statement of the Haryana Vision 2030 document, no specific requirements or provisions are present in the Budget Allocation document that take gender into account. This absence can be attributed to the choices made in the clustering of the working groups, with gender equality to a large extent being segregated from the rest of the SDGs (table 4). Moreover, according to Int. 16, the department concerned with gender equality also segregated itself from the rest of the departments during the policy coherence processes in anticipation of the Haryana Vision 2030 document by submitting "*a separate workbook*", due to feelings of being underrepresented*,* "*which was not really helpful*" (Int. 16). This setup in the policy coherence processes could have influenced the outcomes.

Given the fact that the discussions between working groups were not forthcoming, as interlinkages between them were considered of less importance, gender equality is not integrated into the Budget Allocation as a whole. However, according to the OECD (2018), in order to reach gender equality, government budgets need to be assessed throughout in terms of the impact of the proposed budget on gender outcomes. Moreover, in order to mainstream gender, gender equality measures by definition need to be incorporated into every department (UN, n.d.). At the moment, no examples of these can be observed within the Budget Allocation 2019-2020, which is in contrast with the formally written intentions within the Haryana Vision 2030 document to mainstream gender.

Regarding the budget allocation in terms of the budget estimation for the year 2019-2020 (table 7), the estimated Budget Allocation has not been equally distributed among the 16 SDGs (SDG 14 Life below water has not been included in the Haryana annual Budget Allocation) with a difference of 7446,83 crore between the highest and lowest allocation to an SDG (respectively SDG 10 Reduced inequalities, and SDG 12 Responsible consumption and production). The relatively large share of the budget being allocated towards SDG 10 indicates a reflection of the governments priority towards social equality, however not to gender equality as can be observed from the decrease in the budget share being estimated for SDG 5 (table 7).

Furthermore, the Budget Allocation does not match the Haryana state government acknowledgement of a deterioration of social and environmental development, involving "*the need for renewed and focused efforts to achieve its full potential*" (p. 8) to bring about transformational change, with SDG 1 (No poverty), SDG 13 (Climate action), SDG 4 (Quality education), SDG 5 (Gender equality), and SDG 16 (Piece, justice, and strong insitutions) being among the top 5 SDGs with the lowest percentage in increase in annual estimated budget. Important to note is a decline of the budget share allocated to SDG 1, despite arguments that this SDG is prioritized over others. This observation can possibly be explained by SDG 1 targets being covered by related SDGs with a large increase in allocated budget, such as SDG 2 (Zero hunger) and SDG 8 (Decent work and economic growth). However, SDG 1 is beyond the scope of this research and therefore specific statements regarding this SDG cannot be given.

Table 7. The Haryana state Budget Allocation in terms of % changes.

SDG	BE* 2018-2019 (Rs. in crore)	RE** 2018-2019 (Rs. in crore)	BE 2019-2020 (Rs. in crore)	% Change (column 2 and 4)
01	2454.39	713.47	767.96	- 68.7
13	743.64	500.52	525.74	- 29.3
04	4170.14	3627.02	3636.03	- 12.8
05	1875.17	1620.04	1718.48	- 8.3
16	562.73	483.88	539.07	- 4.2
12	4.74	3.57	4.72	- 0.4
06	3593.67	3224.65	3583.25	- 0.2
07	6302.26	6059.99	6342.96	+ 0.6
09	6490.70	5726.93	6783.11	+ 4.5
10	7126.53	6569.57	7450.40	+ 4.5
03	2894.65	2791.83	3150.67	+ 8.8
02	3149.34	3585.26	3948.69	+ 13.8
15	247.73	174.44	198.89	+ 19.7
08	3795.73	5029.93	5656.04	+ 49.01
11	1499.78	2229.52	2256.37	+ 50.4
14	-	-	-	-
Total	44911.16	42340.60	46562.37	+ 3.7

*   *Budget Estimate.*

*** Revised Estimate.*

Regarding the strive for coherent budgetary processes to bridge the gap between economic growth and human and ecological challenges (Government of Haryana, 2019), the Budget Allocation report has provided for an overview of department contributions towards each SDG (table 8). This overview shows 12 out of 53 departments directly or indirectly contributing to SDG 5, assuming that 12 out of 53 departments formally plan to spend a certain amount of their 2019-2020 budget towards achieving (at least 1 of the) targets dedicated to gender equality. However, the list of policies that contribute towards targets belonging to SDG 5 in practice, consists of 9 departments. Despite their presence in the SDG 5 contribution list, the Revenue Department and the Elementary Education Department have not

developed policies that contribute to the achievement of SDG 5 targets (Government of Haryana, 2019). Of the 9 contributive departments, the Social Justice and Empowerment Department and the Women and Child Development Department are responsible for a contribution of 87% of the 2019-2020 total budget estimation for SDG 5. These results show that 4 out of 6 departments that were involved in the working group meetings belonging to SDG 5 (table 4) are not contributing towards SDG 5 through at least one of their policies. Since the working groups have been formed on the base of linkages between department policies and SDG targets, the aforementioned findings assume a reduction in number of policies focused on SDG 5. Taken into account the fact that some SDG targets related to gender have initially not been taken up in the landscape analysis and consequently the working groups in the first place, the assumption can be made that the policy coherence processes can be considered to have a negative influence on gender equality in the Budget Allocation 2019-2020.

Table 8. State department contributions in relation to SDG 5.

Direct contribution towards SDG 5	Indirect contribution towards SDG 5	No contribution towards SDG 5
Cooperation Women and Child Development Higher Education Elementary Education Secondary Education Medical Edn and Research Family Welfare Ayush Social Justice and Empowerment Revenue Rural Development	Agriculture and Farmer Welfare	Animal Husbandry Fisheries Food and Drug Adm Food and Supplies Forests Horticulture Irrigation and Water Resource Tourism Chief Sec Establishment Directorate of Fire Services Power New/Renewable Energy Cultural affairs Electronics and Info Tech Civil Aviation Buildings and Road Environment and Climate Change Science and Technology Skills Dev and Ind Training Economic & Statistics Employment Technical Education Sports and Youth Welfare Health Public Health Engineering Police Urban Local Bodies Town and Country Planning Prisons Welfare of SC and BC Public Relation Dev and Panchayat Mines and Geology Archaeology & Museums Land Records Industries Labour Transport Printing and Stationary High Court Treasury and Accounts

Departments that specifically take gender into account in at least one of their policies (including policies directly related to SDG 5) have either been part of the working group involving SDG 5, or in a working group involving the Social Justice and Empowerment Department and the Women and Child Development Department. In terms of policy content, "*major focus remains on adolescent and girl child development, widow pension, conveyance facility for women and girls, protection of women and girl child through helpline, maternity benefit, and financial assistance for marriage*" (Government of Haryana, 2019, p. 33),

indicating a policy focus on the decrease of gender issue through "*safety and security*" over "*equal opportunities and gender empowerment*" (Government of Haryana, 2017, p. 1), as mentioned in the official vision statement of the Haryana Vision 2030.

Furthermore, departments that do not take gender into account in at least one of their policies nor contribute to SDG 5, have mostly not been part of working groups either belonging to the cluster of SDG 5 nor to other clusters involving the Social Justice and Empowerment Department and the Women and Child Development Department. Findings are underlined by a state government director, who states that in the implementation "*it is more likely that departments of the same working group cluster work together than departments from different working group clusters*." Again, this can be explained by the steering effect of the Haryana traditional governance structures in which interdepartmental collaborations are scarce and coherence is not present. As stated by a state department director: "*departments translate the overarching goals into their own policies in isolation, because this is more time efficient*". However, in order to reach gender equality and mainstream gender, departments need to work together (e.g. True and Mintrom, 2001). Enhanced collaboration is needed, especially since exemplifications of state department policies as part of the separate SDG chapters only show the policy name, the responsible department and corresponding SDG. No further specifications are given in terms of policy targets and the Budget Allocation towards the policy, which in combination with low levels of interdepartmental collaboration do not account for interdepartmental transparency. Accordingly, with the SDGCC serving as advisor and allocator of the budget and the actual budget spending being the responsibility of each individual department, "*more integration is needed*" (state department director).

The results show that the strive for gender equality as mentioned in the Haryana Vision 2030 is not fully anchored into the Budget Allocation 2019-2020, which according to the OECD (2018) is needed in order to reach gender equality. In this respect, the predominant focus towards gender issues at the expense of gender equality and gender mainstreaming in the future themes of the Haryana Vision 2030 document are reflected in its direct outcome (Government of Haryana, 2019), the Budget Allocation 2019-2020. Again, this is in contrast with the Haryana advocacy for gender equality, since in order to reach gender equality, institutions need to incorporate gender issues as well as gender mainstreaming into their implementation mechanisms (e.g. OECD, 2018).

Moreover, the absence of a structural involvement of stakeholders outside the state government in the policy coherence processes have influenced its outcomes, with the Budget Allocation taken as main strategy for SDG integration, because "*national and state governments have the main responsibility for*

realizing their set targets in the Haryana Vision 2030" (Government of Haryana, 2019, p. 1). This influences especially the outcomes in terms of gender equality, since inclusive stakeholder involvement from inside and outside the government is an implementation requirement for reaching gender equality (Hemmati, 2002; OECD, 2018), with gender equality likely to fail without it (Singh, 2013).

6.2.2 The Output-Outcome Framework Report

Just as the Budget Allocation, the Output-Outcome Framework Report includes a list of national and state policies enforced by the state of Haryana. Differences are visible in terms of additional information attached to each policy in the Output-Outcome Framework Report. Tables 9 and 10 show an example of one of the policies as visualized in the Budget Allocation 2019-2020 and one of the policies as visualized in the Output-Outcome Framework Report. Each policy is presented along with an estimated budget spending and expected outputs and outcomes as a consequence of the budget spending, as part of the respective policy.

Table 9. Example of Women and Child Development Department policy according to the Budget Allocation 2019-2020.

Policy	SDG	Responsible department
Financial assistance to Scheduled Castes families	05 (gender equality) 10 (reduced inequalities)	Women and Child Development

Table 10. Example of Women and Child Development Department policy according to the Output-Outcome Framework Report.

Policy	SDG	Budget estimate in crore	Expected outcome	Output indicator	Indicator unit
Financial assistance to Scheduled Castes families	05 (gender equality) 10 (reduced inequalities)	45.00	Improved girl child birth sex ratio in Haryana	Financial assistance received by the first, second, and third newborn girl child	Number of girl children

No additional stakeholders are mentioned in the Output-Outcome Framework Report, assuming that the first aim to "*Build deeper understanding about the government's welfare and development activities among all stakeholders*" is primarily dedicated to government stakeholders.

As mentioned on p. 1: "[The Output-Outcome Framework Report] *shifts the focus from merely spending money towards achieving SDG outcomes*" (Government of Haryana, 2019). According to Int. 1, the added value of the Output-Outcome Framework Report in addition to the annual Budget Allocation exists in increased interdepartmental transparency in terms of "*showing where the money is being spent*". This statement is in line with the observed traditional institutional structures where departments were unaware of each other's practices, and reflects the third aim of the report to "*Provide an integrated framework for the achievement of the SDGs in Haryana*" (p. 1). In this respect, the Output-Outcome Framework Report has led to increased interdepartmental transparency and has met its second aim to "*Enable various government departments to keep track of their progress against the goals set by them at the beginning of the year*" (p. 1). However, despite increased interdepartmental transparency through quantifiable targets, enhanced transparency and collaboration in the processes leading to the targets are observed to remain absent. According to Int. 10, "*now every department has its own way of achieving the goal. More collaboration is needed*", which again gives an indication of the leading role of the traditional silo based structures in the processes of SDG implementation, at the expense of coherence.

Regarding the third aim to "*Provide an integrated framework for the achievement of the SDGs in Haryana*" (p. 1), interdepartmental links are specified according to the Budget Allocation as shown in table 7, which means that the working group clusters are again taken as a reference for SDG alignment. Consequently, gender equality is not integrated into all sections of the report and therefore the Output-Outcome Framework Report cannot be considered as an integrated framework for SDG achievement in Haryana.

Moreover, not even all departments claiming to involve SDG 5 have specified output and outcome targets in which gender is represented. For example the Cooperation Department claims to develop policies that impact SDG 5, however in their policy specifications no policy is linked to SDG 5 in terms of target outputs and outcomes. Additionally, according to a state department director, not all policies are included in the Output-Outcome Framework Report, assuming the existence of a body of department policies without output and outcome specifications regardless of gender equality targets.

All in all, the Output-Outcome Framework Report initiative can be regarded as an exemplification of the collective commitment for coherence within the government of Haryana by designing a framework meant

for overall SDG integration and enhanced collaboration. However, its execution is limited, due to the institutional structures under which the policy coherence processes in anticipation of the Haryana Vision 2030 are formed. In terms of gender equality, increased interdepartmental transparency on targets set for gender equality will not be enough. In order to mainstream gender for LNOB, gender must inherently be embedded into every policy aspect of the government of Haryana in practice (Bocquillon, 2018; OECD, 2018).

7. Conclusions

This chapter serves as a concluding section of the overall research. A quick recap of the research is presented, after which each research question as presented in section 1.4 is answered in order to answer the main research question. Lastly, reflections in terms of the validity and reliability of the data collection methods are presented.

7.1 On policy coherence and its consequences for LNOB

Policy coherence is widely acknowledged as a required means of SDG implementation. Until now, research has largely focused on studying policy coherence as a desirable output and outcome referred to as the outcome-based approach, mostly in terms of policy (targets). This research criticizes the outcome-based approach, as it conceptualizes policy coherence as one generally applicable formula. Little attention is hereby given to the processes behind the outputs and outcomes, which are highly context dependent and political. Furthermore, the outcome-based approach does not take into account any social consequences of policy coherence. Since policy coherence processes are subject to personal interests and framing, the SDGs are not likely to be prioritized equally in practice. This poses risks for equality and inclusivity, which are overlooked according to the outcome-based approach.

Policy coherence is often perceived as inclusive, but in reality this might not be the case. Policy coherence processes can, due to their political nature, either strengthen or worsen the position of socially marginalized groups. In the light of LNOB as one of the key principles for SDG implementation throughout all dimensions of the SDGs, this research has studied policy coherence as a highly context dependent and political process and consequently the influence of the respective process on the achievement of LNOB. Concerning the latter, the concept of gender equality is an essential part of reaching LNOB since the largest proportion of marginalized groups in society consists of women and girls. Gender equality is being allocated towards a separate SDG, however research shows that a core focus on SDG 5 is not sufficient to cover the concept. Gender mainstreaming is acknowledged as a widely accepted strategy for the achievement of gender equality, which inherently makes gender equality a required outcome of policy coherence processes.

The relation between policy coherence processes and LNOB is especially relevant to study in view of the principle of national ownership, another concept which is accepted to be essential for SDG implementation. This concept refers to the alignment of the SDG objectives with government systems,

indicating a significant role for existing governance structures in the way policy coherence processes are structured and coordinated. In literature, arguments have come up for the need of policy coherence to become embedded in normative structures. Also, strong leadership is considered to be important for enhancing policy coherence, with poor leadership functioning as an impediment for policy coherence. However, with large differences between institutional and political governance structures worldwide, normative structures and strong leadership may take many forms, with unknown consequences for LNOB. In this respect, the role of and relation between policy coherence, governance structures, and leadership becomes debatable. Without an understanding of the institutional and political circumstances under which policy coherence is structured, who are involved, and what the consequences of these processes are, coherence might be called as such when in practice linking similar interests to produce an outcome has been given priority to making decisions on the basis of inclusivity and acknowledgement of competing interests, with far reaching negative consequences for LNOB.

7.2 Answering the research questions

Based on the aforementioned theoretical and empirical gaps in literature on policy coherence, the policy coherence processes and its consequences for LNOB are studied in this research as part of a case study in Haryana, a state in North-Western India. Policy coherence processes are analyzed on the basis of meetings in anticipation of the Haryana Vision 2030, and consequences for gender equality are analyzed as part of the respective output (Haryana Vision 2030 document) and outcomes (Budget Allocation 2019-2020 and the Output-Outcome Framework Report) of the Haryana SDG policy coherence processes. The following main research question is set up and answered:

To what extent and how have the processes for policy coherence in the formation of the Haryana Vision 2030 influenced the achievement of reaching LNOB, operationalized in terms of gender equality?

In order to provide for an answer, the extensive research question is divided into 2 subquestions, each consisting of lower level-subquestions. Answers to each question are elaborated below.

7.2.1 Understanding policy coherence processes

Policy coherence processes are assessed by means of the first subquestion: *How can the processes for policy coherence in the formation of the Haryana Vision 2030 be understood as derived from its*

institutional and political context? Answers to this question are captured in 3 lower level-subquestions, which are elaborated separately.

    1.1   To what extent is the institutional and political structure in Haryana conducive to the policy coherence processes in the formation of the Haryana Vision 2030?

Results show that the institutional and political context in Haryana can be subdivided into institutional structures and government priorities. The first is observed to traditionally consist of silo based, top down, and state government-oriented governance structures, which inhibit rather then foster policy coherence. Silo based institutional structures do not provide for interdepartmental communication, and subsequently lead to low levels of policy integration and coordination. The top down character gives little opportunity for knowledge building, which poses difficulties to make structural changes. This mechanism is maintained and reinforced by the absence of structural involvement of non-state stakeholders.

    Government priorities are observed to consist of a collective commitment to increase collaboration and enhance possibilities for knowledge exchange and mutual learning opportunities, in order to enhance policy coherence. However, commitment for policy coherence is highly politicized, resulting in an unequal prioritization of issues with trade offs between short term development and long term sustainability gains. In turn, the prioritization leads to differences in capacity between departments, with negative consequences for individual policy coherence commitment.

    1.2   Which policy coherence processes in the formation of the Haryana Vision 2030 can be observed?

The observed policy coherence processes in the formation of the Haryana Vision 2030 can be subdivided in three phases: the landscape analysis, the working group set up and the actual working group and chairmen meetings.

    The first phase consisted of a plotting of existing policies against the SDGs, and is thus directly based on leading governance structures and priorities in Haryana. This phase served as the foundation for the policy coherence processes in the formation of the Haryana Vision 2030. The plotting strategy coincides with the principle of national ownership to align SDG objectives with the government structures that are already in place in Haryana. In this respect, the policy coherence processes are embedded in the initial structures of the state, as suggested by literature. However, the alignment actually reinforces the non conducive features for policy coherence that are characteristic for the Haryana state government structures, with policy coherence not being embedded in the present institutional and political structures, but fitted into them. This results in the aforementioned unequal issue prioritization being reflected into

the policy coherence processes, with SDGs being unequally prioritized from the moment the policy coherence processes started.

The observed incoherence structurally continued during the second phase, in which the working groups were formed. During this phase, the 17 SDGs were clustered into 7 interdepartmental working groups. The clustering was based on traditionally prioritized interlinkages between SDGs, in order to fit into the existing structures of the state and be practically feasible. In this way, the policy coherence processes became embedded in the present structures, however with traditionally prioritized SDGs and interlinkages between SDGs being reinforced, and neglected ones being left behind.

After the working groups were formed, the third and last phase of the policy coherence processes started, consisting of working group meetings and chairmen meetings. Main responsibility of the working groups entailed the development of the Haryana Vision 2030 document, led by the most senior officer of the represented departments as chairman for each working group. Although built on a strive for policy coherence, the institutional structures and government priorities are observed to remain leading throughout the process and influenced the capacity and individual commitment of the chairman to participate. Leadership is observed as being important for the functioning of the working groups, with strong leadership mostly being observed in highly prioritized working groups and vice versa. In this respect, the institutional and political structures of the state influenced the extent to which leadership was executed through capacity and individual commitment. In turn, leadership served as a determinant for the functioning of the respective working group and for its representation within the Haryana Vision 2030 document.

Overall, the working groups led to enhanced interdepartmental transparency and boosts for interdepartmental collaboration during the working group meetings. In this respect, one might argue that the policy coherence processes influenced the institutional and political structures during the formation of the Haryana Vision 2030 from strongly silo based to enhanced collaboration. However, interlinkages between departments within working groups were considered to be more important than interlinkages between departments from different working groups. Moreover, interdepartmental communication between working groups is not observed. This serves as an indication that despite attempts to enhance policy coherence, the traditional structures characterized bij a lack of coherence remain leading.

1.3   What stakeholders are involved in the policy coherence processes in the formation of the Haryana Vision 2030?

The policy coherence processes in the formation of the Haryana Vision 2030 are not characterized by inclusive stakeholder involvement. The collective commitment for policy coherence can be observed in

inclusive stakeholder involvement on paper, however in practice the policy coherence processes mainly involved high level government stakeholders and consultants. Reason for this can again be found in the traditional structures of the state, in which non-state stakeholders are not part of decision making processes. This not only resulted in an absence of non-state stakeholders in the policy coherence processes, but reinforced incoherence with little knowledge exchange between different stakeholders.

7.2.2 Consequences for LNOB

Influences of the observed policy coherence processes on the achievement of LNOB is assessed my means of the second subquestion: *What is the influence of the policy coherence processes in the formation of the Haryana Vision 2030 on its output and outcome in terms of gender equality?* Answers to this question are captured in 2 lower level-subquestions, which are again elaborated separately.

    2.1   What is the influence in terms of gender equality as represented in the Haryana Vision 2030 document?

The observed mechanisms show a negative influence in terms of gender equality as represented in the Haryana Vision 2030 document, despite its mission statement to especially target women in terms of safety and empowerment. Reason for this can be found in gender equality not being traditionally prioritized within Haryana, which resulted in low department capacity regarding this topic and subsequently a relatively low individual commitment and contribution in the working groups.

    2.2   What is the influence in terms of gender equality as represented in the Budget Allocation 2019-2020 and the Output-Outcome Framework Report?

Similarly to the answers to research question 2.1, the observed mechanisms show a negative influence in terms of gender equality as represented in the Budget Allocation 2019-2020 and the Output-Outcome Framework Report.

A strive for coherence can stated to be present within the government of Haryana, reflected in a collectivel commitment to equally achieve all SDGs. However in practice, traditionally prioritized SDGs are observed to be positively discriminated, with less prioritized SDGs being left behind. Reason for this are persistent institutional and political structures, which influence leadership capacities and individual commitment to participate. With gender equality as being one of the traditionally less prioritized SDGs, the policy coherence processes have not led to gender equality being sufficiently addressed and have therefore not led to the safeguarding of LNOB.

7.3 Reflections on validity and reliability

Despite the use of extensive and varied data material and diverse research methods, a critical reflection of this research is in order.

Firstly, due to the dynamic, subjective, and context dependent nature of the subject under study, the research itself has been part of iterative processes, with consequences for validity and reliability. Since the processes under study are subject of subjectivity themselves, one may argue that true validity in this respect is not possible nor worth pursuing. In order to account for validity, the method of triangulation has been used. Moreover, as much data and background information as possible is tried to be collected, prior to, during, and after the fieldwork period. This has resulted in data being obtained for the direct purpose of answering the research questions, and additionally data being obtained for the purpose of getting acquainted with the dynamics and context in order to understand the policy coherence processes in depth.

Secondly, one has to keep in mind that obtained data for this research is part of a case study, with consequences for generalizability of the research findings. Generazability can be increased through the conduction on future research on this topic. Due to the fact that the conceptualization and operationalization of policy coherence for the purpose of this study is quite novel in nature, answers can not yet be compared in order to check for generalizability.

Thirdly, the period of data collection coincided with national elections in India, which led to difficulties in terms of obtaining interview respondents and the conduction of interviews for two reasons. Firstly, since the target audience for this research was highly affected in terms of increased workload, the national elections had consequences for interview availability to some extent. Secondly, due to the national elections, not everyone was allowed to make statements, resulting in restrictions during interviews with specific Principal Secretaries and Additional Chief Secretaries. However, due to the relatively high amount of interviews that has been conducted, restrictions were brought down to acceptable levels.

Fourthly, due to the fact that processes in India were the subjects under study, potential cultural biases have to be taken into account. Despite possible misconceptions being interrogated extensively and with varying stakeholders, latent misconceptions may have had consequences for the results obtained as part of this research. In this respect, it is important to recall that all statements are subject to the researcher's interpretation and fall under the responsibility of the researcher.

Fifthly, this research has mostly focused on top down government stakeholders as interview participants, since they are responsible for decision making and part of the policy coherence processes. In order to study policy coherence processes and its consequences for LNOB more in depth, it is recommended to gain insight into non-state perspectives as well by replicating this study with an emphasis on non-state stakeholders, such as civil society, NGOs, and the private sector. Additionally, alternative scenarios might be analyzed involving bottom-up strategies, especially in relation to (policy coherence) implementation processes.

Lastly, since the data collected for the purpose of this research consists of open as well as confidential data, a dependency on the Haryana government was present to some extent. A few confidential documents relevant for this research could not have been delivered by the Haryana government for the reason that they were lost, which caused for delay and additional reliance on interviews, with risks of social biases. Non deliverable data consisted of participant lists, meeting minutes of the working groups, and workbooks that have been filled in by the participants during the working group meetings. This loss of data may have had consequences for the analysis on the policy coherence processes. Attempts to reduce social biases were made through the execution of additional in depth interviews with respondents. During interview conduction, there was made sure to speak to respondents who were involved in the policy coherence processes on different levels, as well as respondents who had not been part of the policy coherence processes in the formation of the Haryana Vision 2030.

8. Discussion

This chapter serves as an extensive reflection on the research as a whole and especially on the conceptual framework and research findings as respectively presented in chapter 2, 5, and 6. The theoretical and conceptual framework as presented in chapter 2 is discussed and substantiated with empirical data. On the basis of the reflections, recommendations for future research and recommendations for governments are given.

8.1 Theoretical and empirical reflections

As can be derived from this research, the concept of policy coherence reaches far beyond its conceptualization in terms of policy outputs and outcomes, as the concept has been studied in the past. Policy coherence consists of highly political processes, which are embedded in persistent governance structures which directly and indirectly influence the outputs and outcomes of those processes. Coherence in output is required for reaching the SDGs, however this research shows that in order to fully grasp the concept, the processes that lead to the output and outcome need to be understood. By studying policy coherence in terms of its outputs and outcomes, statements can be made on the extent to which policy coherence is present or not in a given situation. However, in order to understand how and why these outputs and outcomes are formed, this approach is not sufficient.

As demonstrated by the results of this study, policy coherence is not about a maximization of synergies and a minimization of conflicts while striving for inclusivity, human rights, and national ownership (e.g. May et al., 2006; Bocquillon, 2018; OECD, 2018). Findings of this research show the interplay between the institutional structures in a given context and the people involved in the processes as highly influential for policy coherence.

In Haryana, it can certainly be argued that policy coherence is on the political agenda. As exemplified by this research, the general strive for inclusive policy coherence based on national ownership is present, along with the realization that in order to successfully do so, changes in governance are required. However, the observed commitment for policy coherence does not translate into coherent processes in practice. In a collective sense, policy coherence commitment is observed to be present, but SDGs are not perceived as equally important in individual cases, with development related decisions often being prioritized over sustainability related decisions in daily practice. Reason for this is that the policy coherence processes are consciously adapted to fit the institutional and political structures, which are

characterized by silo based, top down, and government-oriented structures. This is done from the viewpoint of national ownership, one of the key principles for successful policy coherence implementation. From the viewpoint of the state, the clustering approach is perceived and communicated as highly innovative, promising to move away from the established silo based structures towards new forms of political decision making and enhanced collaborations. However, despite a stated increase in interdepartmental communication, the clusters still reflect the status quo and consist of hierarchical, segregated, top down, and government-oriented processes and structures without structural and inclusive involvement of non-state stakeholders.

Especially the role of leadership as an important driver for coherent processes is stressed, as congruent with previous research on policy coherence, however not in decisive or autocratic terms (e.g. OECD, 2005; Curran et al., 2018). Rather, this research shows that leadership is not only a strong determinant for policy coherence to become successfully embedded in governance structures, but that the concept of leadership itself is influenced by these governance structures. Leadership roles seem to reflect the individual commitment to participate in policy coherence processes, however does not appear to be decisive in contributing to policy coherence. Instead, individual commitment is observed to be mainly driven by the leader's capacity to function, with capacity levels in turn being dependent on institutionalized priorities within a given governance setting.

In terms of commitment, different levels can be observed. While collective commitment for policy coherence is observed to be essential for process initiation, individual commitment influences the on ground processes with the latter being dependent on leadership capacity to participate in daily practices and specifically in policy coherence processes. In this respect, individual political commitment for policy coherence can bridge gaps towards enhanced policy coherence, however institutional structures are decisive. To phrase it differently: it is the people that directly affect the process, with political structures shaping the behavior of the people. In this respect, political structures, although often indirectly, are the main factors shaping the policy coherence processes.

The question remains whether the strive for coherence and stakeholder diversity as currently being present in Haryana is sufficient to reach LNOB in practice. One can argue it is not enough. Enhanced collaborations between departments are cited as an expression of diversity, with gender equality and non-state stakeholder involvement still being left behind. At the moment, attention to gender equality is already present, however the implementation is often poor since this goal is lost out of sight in the

operationalization as part of the Budget Allocation and the Output-Outcome Framework Report. Reason for this is the lack of prioritization of gender equality as traditionally present within the state of Haryana. Currently, the strive for gender equality is mostly defined in terms of addressing women safety issues, with factors concerning women empowerment being neglected. In this respect, priority is given to gender issues over gender mainstreaming, implicating that LNOB fails to take root.

In light of these reflections, the call for policy coherence assumes structurally equal prioritization of all themes involved throughout all levels of decision making. The findings of this research show interesting insights as a contribution to the literature on policy coherence, for the reason that policy coherence as an often used means of implementation for structural change might itself require changes in structure in order to be reached. These insights are highly relevant, especially in light of SDG achievement and consequences of policy coherence processes for reaching LNOB, where structural change is tried to be achieved through policy coherence. With institutional and political structures as shown to be highly influential for policy coherence processes, one might argue whether policy coherence is even realistic to achieve in cases where coherent structures are not already present.

With regard to policy coherence for LNOB, the findings of this study are relevant for a second reason. As recommended by the OECD, aside from LNOB, policy coherence needs to be built on the principle of national ownership, assuming the advice to implement the SDGs within the existing organizational and political structures of its direct surroundings. In hindsight of the research findings, the recommendation seems to involve a contradiction in terms with risks of creating trade offs between policy coherence and national ownership in cases where coherence is not yet structurally embedded within the government system. Regarding policy coherence for LNOB, trade offs exist in cases where gender is not structurally incorporated into decision making processes.

According to the UN (2015), national structures need to be respected in the processes for reaching LNOB. At the same time, in governance structures where inclusivity of stakeholders and equally prioritized SDGs are not structurally part of the government system, processes do not or only partially adopt coherent features, with negative consequences for LNOB.

8.2 Recommendations for future research

In light of the research findings and implications, a few recommendations for future research can be made.

The present study shows the interplay of institutional structures and commitment as highly influential for policy coherence processes and consequences for LNOB. Both collective and individual commitment are observed to be influential in this research, each connected with leadership and

institutional structures in their own way. Due to the fact that these 2 levels of commitment are only briefly touched upon as part of this study, no exact statements can be made on the relation between different levels of commitment and their influence on institutional structures. Further research on the relation between collective and individual commitment in respect to policy coherence is thus required.

Secondly, the present findings show that understanding policy coherence processes and their interaction with institutional and political structures becomes especially relevant in view of the second principle to implement the SDGs through national ownership. Although supposed to complement each other for the purpose of SDG achievement, this research shows that trade offs exist between policy coherence processes, LNOB, and national ownership. In order to gain more insight in the relation between these concepts and possibilities to reach policy coherence that is self-owned by the respective national structure of which the processes are part, future research (on trade offs between) policy coherence processes and national ownership and between national ownership and the LNOB principle is required.

Thirdly, as full policy coherence is unlikely to be reached in practice, it is recommended to replicate this study in another context and study SDG prioritizations more in depth. Taken into account the contextual background of India as an emerging economy, the observed SDG prioritizations might be exemplary for developing countries with possibilities of different SDGs being prioritized in other contexts. In order to study the relation between policy coherence processes and its (social) consequences more in depth, more insight is needed with respect to if, when, how, and why certain SDGs are prioritized over others.

Fourthly, in this research only output and outcomes levels are assessed, because it was not possible to study impact, since implementation processes are yet ongoing. Future research might look into impacts of the clustering approach for LNOB, in order to make statements about impacts on sustainable and inclusive policy coherence for SDG achievement.

A last recommendation for future research is concerned with the decisive role of institutional structures for policy coherence processes and its consequences for LNOB. Recent institutional reforms in India appear to contribute to enlarged state power in decision making, thereby strengthening the autonomy of the states (Swenden and Saxena, 2017). The fact that these contributions are in accordance with the government's motivations to initiate the aforementioned reforms, does not imply the consequences will be in line with pursued goals for policy coherence. Due to the relatively short existence of NITI Aayog since its commencement in 2015, statements regarding implications for central-state interactions as a result of the planning reforms are still too early to tell (Sengupta, 2015; Swenden and Saxena, 2017). Future research on the relation between decentralized governance and policy coherence

is required, in order to study the influence of institutional structures more in depth, as well as the potential for creating structural changes towards enhanced policy coherence for SDG achievement. In order to make statements about best practices for decentralized strategies on SDG achievement such that no one is left behind, the conduction of comparative analyzes within other states in India is required. This recommendation is strengthened by the states' freedom in India to choose their own strategy for SDG implementation. Therefore a comparative analysis can not only gain insight into best practices for decentralized SDG achievement in India, but also add to the bodies of knowledge regarding the relation between stakeholder involvement and policy coherence processes. Also, future replications of this study in other states in India are recommended to increase the reliability of the methods used.

8.3 Recommendations for governments

Additionally to the aforementioned recommendations for future research on policy coherence, practical suggestions for the future and specifically for the specific context of Haryana are elaborated in this section.

As derived from this research, the policy coherence processes in anticipation of the Haryana Vision 2030 consisted of an unequal prioritization of the 17 SDG for several reasons, which indicates an absence of policy coherence. In order to enhance policy coherence, a future requirement can be to structurally involve state and non-state stakeholders in decision making processes, including policy coherence processes. It is recommended to not only involve stakeholders from outside the government, such as civil society, the private sector, scientists, but also to include stakeholders from more levels within government bodies. By doing this, coherence is not only brought more on top of the mind at every level in society and at every level of policy making, but will likely be enhanced through an increase in capacity and individual commitment for policy coherence. Following Kumar (2015), joint institutions have the potential to strengthen sustainable management in the collaboration between state and non-state stakeholders. In the case of Haryana, either joint national institutions or an intensified role of the UNDP in the future might be suggested. Despite aforementioned potential, it is important to note that both options may have downsides in practice, due to the respective governance structures in place and a possible reduction of national ownership. Another recommendation can be to appoint commissions of inclusive state and non-state delegates, embedded in the institutional structures of the state. Important to note in this respect is that despite intentions for change, delegates (whether appointed internally of externally) may actually reinforce the institutional structures of the state through their work. At the same time, this cannot entirely be avoided, since delegates need to align themselves to some extent to existing structures. Awareness of these mechanisms serve as a prerequisite for future interventions.

A second recommendation is based on the notion that besides gender equality, other examples are worthy of scrutiny to assess in terms of consequences of policy coherence processes. It is therefore recommended to replicate this research, while studying consequences from a different perspective. Consequences can be researched concerning every SDG, since they are all in equal need of achievement, however it is recommended to study consequences that are part of current challenges in Haryana, since these are likely to not be structurally prioritized and therefore integrated into current governance structures, with the risk of being lost out of sight in the implementation. Examples of these are consequences for social equality and climate change impacts. In doing so, it is recommended to start with a replication of the landscape analysis as executed by the UNDP, in order to study which targets have been covered in state policies after the launch of the Haryana Vision 2030.

Thirdly, despite its flaws, the clustering approach has led to enhanced interdepartmental transparency and boosts for interdepartmental collaboration during the formation phase of the Haryana Vision 2030. However, it is not yet clear if these are to be continued in the implementation phase. In order to gain insight into the extent to which the enhanced collaborations are part of structural changes within the government as part of its impacts, further research is needed on processes in the implementation phase. Also, the clustering approach might have led to enhanced integration between departments belonging to the same cluster, but not between departments belonging to different clusters, with risks of stratification. Statements regarding the impacts of the policy coherence processes in anticipation of the Haryana Vision 2030 are beyond the scope of this research and therefore additional research is required. If enhanced interdepartmental transparency and collaboration continues in the implementation phase, the question remains to what extent. Multiple cycles of policy coherence processes might be needed in order to create inclusive stakeholder engagement and equal SDG prioritization.

In terms of consequences for reaching LNOB, this study shows that the policy coherence processes in anticipation of the Haryana Vision 2030 have not led to gender equality in its outputs and outcomes. In order to reach gender equality, focus must not be on just targeting marginalized groups of women, but on equitably incorporating them into all departments and across all aspects of the policymaking proces (OECD, 2018). Furthermore, in terms of process outputs and outcomes, it is not enough to focus on marginalization by addressing gender issues. Instead, reaching LNOB requires a shift from marginalization to normalization through gender mainstreaming, with a focus on inclusivity, empowerment and sustainable growth.

In Haryana, where an anbsence of policy coherence is observed, reaching LNOB can either be achieved through multiple cycles of policy coherence processes or mainstreaming of gender in each governmental decision making process by means of a gender representative in each department. At the moment, gender is not incorporated into all departments, due to the silo based institutional structures within the state of Haryana. In order to reach gender equality, it is therefore recommended to designate a separate body within each state department, responsible for policy assessments based on influences for men and women respectively. In this way, gender mainstreaming is incorporated into the decision making of every single department, with the guarantee that influences for gender equality will be taken into account in the future.

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Appendices

Appendix 1. Alignment Haryana Vision 2030 with Indian national agenda

8-points transformational agenda	Alignment SDGs with Haryana Vision 2030	Haryana targets for 2030
Prosperity not Poverty	SDG 1 No poverty SDG 2 Zero hunger	1. Eradicate extreme poverty 2. Housing for all 3. 100% Open Defecation Free Status in rural and urban areas 4. Reduce the percentage of underweight and wasted children to nil 5. Per capita availability of milk to be greater than 1,250g per day
Equality not Discrimination	SDG 4 Quality education SDG 5 Gender equality SDG 8 Decent work and economic growth SDG 10 Reduced inequalities SDG 11 Sustainable cities and communities	1. Net enrolment ratio at pre-primary level 100%; primary level 97%; upper primary level 95% 2. Attain sex ratio of 1,000 girls per 1,000 boys for children aged 06 years 3. Decrease the unemployment gap between men and women to 0% 4. Reduce the proportion of crime against women to total crime to 12% 5. Lower the rate of domestic violence among partners to 17% 6. Diversify industrial growth to emerging sectors to generate employment to the tune of 18 lakh 7. Increase the number of houses constructed under affordable housing policies to 6.65 lakh
Justice not Injustice	SDG 10 Reduced inequalities SDG 16 Peace, justice and strong institutions	1. 50,000 persons with disabilities to undergo skill development and job training 2. 40,000 soft loans to be provided to scheduled castes and 20,000 to backward classes for income generating policies 3. Increase the number of police stations to 500 4. Increase the percentage of women in the police force to 20%
Cleanliness not Impurity	SDG 6 Clean water and sanitation SDG 12 Sustainable consumption and production	1. 100% drinking water for rural and urban areas 2. 100% sewerage system coverage in urban areas 3. Increase the solar renewable energy purchase obligation to 5000MW 4. Reduce the quantity of total pesticides used in agriculture by 18.30MT
Transparency not Corruption	SDG 9 Industry, innovation and infrastructure SDG 16 Peace, justice and strong institutions SDG 17 Partnerships for the goals	1. Increase the number of police stations to 500 2. A State Resident Database (SRDB) is being built to drive direct benefits transfer policies across departments and weed out ghost beneficiaries 3. Delivery of G2C e-services through Atal Seva Kendras (ASKs) is in progress

		4. 100% Aadhaar saturation to be obtained in the State
		5. Haryana is the first state to start the use of Aadhaar Enabled Biometric Attendance System (AEBS) for government employees
		6. The state government has already implemented an Integrated Financial Management System and most of the payments from the state treasury are being made through electronic mode
		7. Facility has been provided to pay online state taxes using payment aggregator
		8. The government has signed an MOU with the State Bank of India to install 3,000 POS machines at various state government offices.
		9. Instructions have been issued to all state government departments to encourage receipt of payments of more than ₹5,000 only through cashless methods
		10. 100% Pradhan Mantri Jan Dhan Yojana (PMJDY) accounts seeded by Aadhaar
Employment not Unemployment	SDG 4 Quality education SDG 5 Gender equality SDG 8 Decent work and economic growth	1. 95% of students in Grades IV to be at grade level competencies in 5 years; 95% of students in Grades VIVIII to be at grade level competencies in 7 years 2. All secondary and senior secondary schools to provide skills education 3. Decrease the unemployment gap between men and women to 0% 4. Diversify industrial growth to emerging sectors to generate employment to the tune of 18 lakh 5. Create 252 training facilities in the state
Respect for Women Not Atrocities against Women	SDG 3 Good health and well-being SDG 4 Quality education SDG 5 Gender equality	1. Reduce maternal mortality rate to 70 per 1,00,000 live births, under 5 mortality rate to 25 per 1,000 live births and neonatal mortality rate to 12 per 1,000 live births 2. Net enrolment ratio at pre-primary level 100%; primary level 97%; upper primary level 95% 3. 95% of students in Grades IV to be at grade level competencies in 5 years; 95% of students in Grades VIVIII to be at grade level competencies in 7 years 4. Attain sex ratio of 1,000 girls per 1,000 boys for children aged 06 years 5. Decrease the unemployment gap between men and women to 0% 6. Reduce the proportion of crime against women to total crime
Hope not Despondency	SDG 3 Good health and well-being SDG 4 Quality education SDG 7 Affordable and clean energy SDG 13 & 14 Climate action & Life below water SDG 15 Life on land	1. Reduce maternal mortality rate to 70 per 1,00,000 live births, under 5 mortality rate to 25 per 1,000 live births and neonatal mortality rate to 12 per 1,000 live births 2. 24 * 7 power for all 3. 100% coverage of energy efficient domestic and street lighting 4. 100% elimination of stubble burning 5. Establish 400 climate smart villages 6. Increase tree cover by 10% (of gross area)

Appendix 2. Layout of the Output-Outcome Framework Report

Section	Department and SDG

Agriculture & Allied

Agriculture & Farmers Welfare	SDG 1 No Poverty, SDG 2 Zero Hunger, SDG 12 Responsible Consumption and Production
Horticulture	SDG 2 Zero Hunger, SDG 9 Industry Innovation and Infrastructure, SDG 12 Responsible Consumption and Production
Animal Husbandry & Dairying	SDG 2 Zero Hunger, SDG 9 Industry Innovation and Infrastructure
Fisheries	SDG 2 Zero Hunger, SDG 8 Decent Work and Economic Growth, SDG 10 Reduced Inequalities
Co-operation	SDG 2 Zero Hunger, SDG 5 Gender Equality, SDG 8 Decent Work and Economic Growth, SDG 9 Industry Innovation and Infrastructure, SDG 10 Reduced Inequalities
Forests	SDG 13 Climate Action, SDG 15 Life on Land

Regional Development

Rural Development	SDG 1 No Poverty, SDG 5 Gender Equality, SDG 6 Clean Water and Sanitation, SDG 8 Decent Work and Economic Growth, SDG 9 Industry Innovation and Infrastructure, SDG 10 Reduced Inequalities
Development and Panchayats	SDG 3 Good Health and Well-being, SDG 6 Clean Water and Sanitation, SDG 8 Decent Work and Economic Growth, SDG 9 Industry Innovation and Infrastructure, SDG 11 Sustainable Cities and Communities
Urban Local Bodies	SDG 6 Clean Water and Sanitation, SDG 8 Decent Work and Economic Growth, SDG 10 Reduced Inequalities, SDG 11 Sustainable Cities and Communities
Town & Country Planning	SDG 9 Industry Innovation and Infrastructure, SDG 11 Sustainable Cities and Communities
Economic & Statistical Analysis	SDG 4 Quality Education, SDG 8 Decent Work and Economic Growth, SDG 9 Industry Innovation and Infrastructure, SDG 10 Reduced Inequalities, SDG 17 Partnerships for the Goals
Environment	SDG 13 Climate Action, SDG 15 Life on Land

Social Sectors

Department	SDGs
Elementary Education	2 ZERO HUNGER, 4 QUALITY EDUCATION, 6 CLEAN WATER AND SANITATION, 10 REDUCED INEQUALITIES
Secondary Education	4 QUALITY EDUCATION, 5 GENDER EQUALITY, 10 REDUCED INEQUALITIES
Higher Education	4 QUALITY EDUCATION, 5 GENDER EQUALITY, 8 DECENT WORK AND ECONOMIC GROWTH, 10 REDUCED INEQUALITIES
Technical Education	4 QUALITY EDUCATION, 8 DECENT WORK AND ECONOMIC GROWTH, 10 REDUCED INEQUALITIES
Skill Development & Industrial Training	1 NO POVERTY, 4 QUALITY EDUCATION, 8 DECENT WORK AND ECONOMIC GROWTH
Health	2 ZERO HUNGER, 3 GOOD HEALTH AND WELL-BEING, 6 CLEAN WATER AND SANITATION
Ayurveda, Yoga, Unani, Siddha & Homoeopathy	3 GOOD HEALTH AND WELL-BEING, 4 QUALITY EDUCATION
Medical Education & Research	3 GOOD HEALTH AND WELL-BEING, 4 QUALITY EDUCATION, 9 INDUSTRY, INNOVATION AND INFRASTRUCTURE
Food, Civil Supplies & Consumer Affairs	2 ZERO HUNGER, 9 INDUSTRY, INNOVATION AND INFRASTRUCTURE, 10 REDUCED INEQUALITIES
Women and Child Development	2 ZERO HUNGER, 3 GOOD HEALTH AND WELL-BEING, 5 GENDER EQUALITY, 10 REDUCED INEQUALITIES
Sports & Youth Affairs	3 GOOD HEALTH AND WELL-BEING, 4 QUALITY EDUCATION, 5 GENDER EQUALITY, 10 REDUCED INEQUALITIES
Labour	8 DECENT WORK AND ECONOMIC GROWTH, 10 REDUCED INEQUALITIES
Welfare of Scheduled Castes & Backward Classes	1 NO POVERTY, 4 QUALITY EDUCATION, 10 REDUCED INEQUALITIES
Social Justice and Empowerment	3 GOOD HEALTH AND WELL-BEING, 10 REDUCED INEQUALITIES
Information, Public Relations & Languages	16 PEACE, JUSTICE AND STRONG INSTITUTIONS, 17 PARTNERSHIPS FOR THE GOALS

Growth Enablers

Power	
Renewable Energy	
Irrigation & Water Resources	
Public Health Engineering	
Industries & Commerce	
Employment	
Electronics & Information Technology	
Public Works (Building & Roads)	
Revenue & Disaster Management	
Science & Technology	
Tourism	
Archaeology & Museums	
Transport	
Civil Aviation	

Peace and Security

Prisons	
Police Housing	

Appendix 3. Interviewee list

Interview number	Profession interviewee	Organization interviewee	Date and location interview
1	Director SDGCC	Government of Haryana	9 April 2019, Panchkula
2	Director SDGCC	Government of Haryana	16 April 2019, Panchkula
3	Principal Secretary	Government of Haryana	20 April 2019, Chandigarh
4	Principal Secretary	Government of Haryana	23 April 2019, Chandigarh
5	Principal Secretary	Government of Haryana	23 April 2019, Chandigarh
6	Principal Secretary	Government of Haryana	25 April 2019, Chandigarh
7	Principal Secretary	Government of Haryana	29 April 2019, Chandigarh
8	Consultant	KPMG	1 May 2019, Chandigarh
9	Director	Government of Haryana	1 May 2019, Panchkula
10	Director	Government of Haryana	8 May 2019, Chandigarh
11	Consultant	KPMG	8 May 2019, Chandigarh
12	Director	Government of Haryana	09 May 2019, Panchkula
13	Director	Government of Haryana	10 May 2019, Panchkula
14	Director	Government of Haryana	10 May 2019, Panchkula
15	Director	Government of Haryana	10 May 2019, Panchkula
16	Consultant	UNDP	10 May 2019, Chandigarh
17	Chief Executive Officer	NGO gender equality in Chandigarh	20 May 2019, Chandigarh
18	Chief Executive Officer	NGO gender equality and child education in Chandigarh	20 May 2019, Chandigarh
19	Consultant	UNDP	21 May 2019, New Delhi
20	Minister	Government of India	22 May 2019, New Delhi
21	Diplomat	International Embassy	23 May 2019, New Delhi

Appendix 4. Overview of Haryana state departments

Department number	Department
1	Home Department
2	Department of Agriculture and Welfare
3	Department of Animal Husbandry & Dairying
4	Directorate of Archaeology & Museums
5	Department of Higher Education
6	Department of School Education
7	Department of Elementary Education
8	State Election Commission
9	Electronics & Information Technology Department
10	Department of Environment
11	Excise & Taxation Department
12	Finance and Planning Department
13	Fisheries Department
14	Food, Civil Supplies & Consumer Affairs Department
15	Forests Department
16	Health Department
17	Irrigation & Water Resources Department
18	Labour Department
19	Police Department
20	Prisons Department
21	Directorate of Information, Public Relations & Languages
22	Public Works
23	Revenue and Disaster Management Department
24	Rural Development Department
25	Tourism Department
26	Department of Town & Country Planning
27	Department of State Transport
28	Treasuries & Accounts Department
29	State Vigilance Bureau
30	Women and Child Development Department
31	Public Health Engineering Department
32	Principal Accountants General
33	Archives Department
34	Transport Department
35	Civil Aviation Department
36	Land Records Department
37	Development and Panchayats Department
38	Department of Economic and Statistical Analysis
39	Institute of Public Administration
40	Horticulture Department
41	Department of Home Guards & Civil Defense

42	Department of Industries & Commerce
43	Skill Development & Industrial Training Department
44	State Legal Services Authority
45	Department of Renewable Energy
46	Directorate of Social Justice and Empowerment
47	Welfare of Scheduled Caste & Backward Classes Department
48	Department of Sports & Youth Affairs
49	Directorate of Supplies & Disposals
50	Department of Technical Education
51	Food & Drug Administration
52	Employees State Insurance Health Care
53	Chief Electrical Inspector Department

Appendix 5. Coding framework
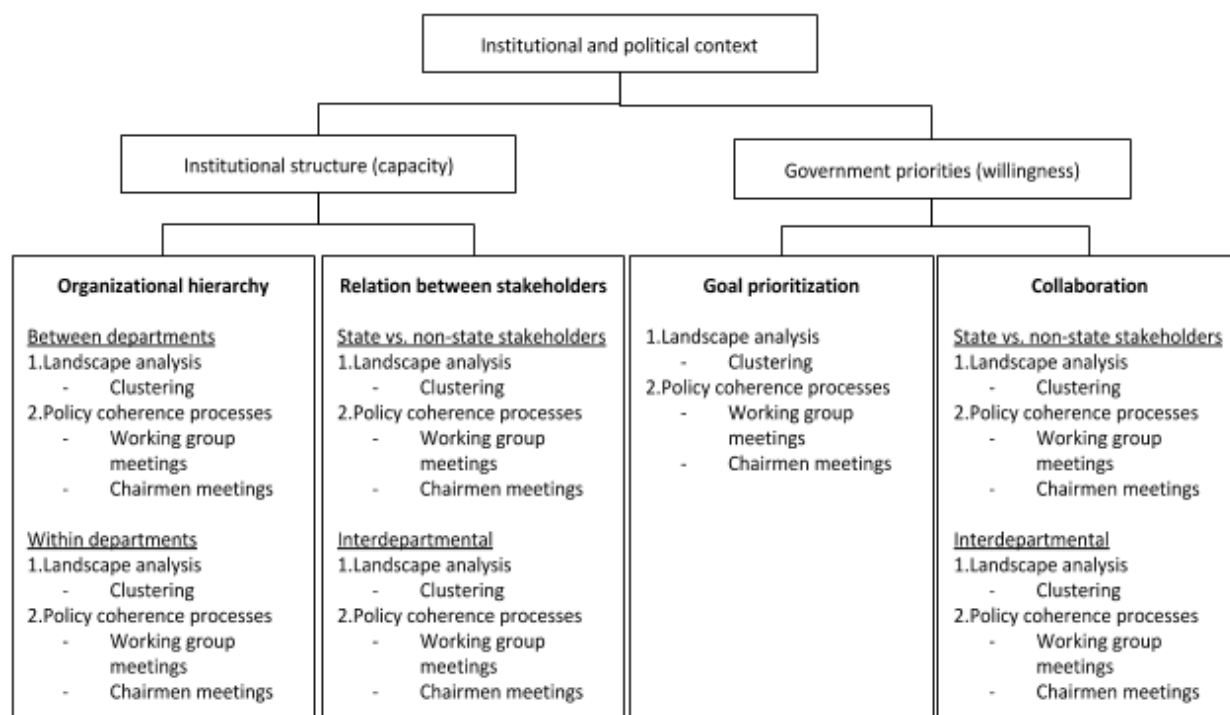
Appendix 6. Workbook questionnaire

Guiding principles for articulation of SDG Vision

Leaving no one behind, reaching the furthest first

Integrated approach to sustainable development as opposed to work-alone approach

Universality

Working group number	
Chairperson	
Departments represented	
Sustainable Development Goal	
Key focus areas for each SDG (Please mention 2-3 focus/priority areas for every SDG keeping the SDG targets in mind)	Key focus areas SDG 1 1. 2. 3. Key focus areas SDG 2 1. 2. 3.

PART 1

Context setting: Where are we?

Q 1: What has Haryana achieved so far regarding a particular SDG? Present data for each focus area mentioned earlier that depicts the current situation in Haryana vis-s-vis national averages.

Q 2: What are the main challenges/issues faced by Haryana based on data presented in Q1? Please bring out special vulnerable geographies/populations groups and geographical inconsistencies/disparities.

1.

2.

3.

4.

5.

What are our present interventions?

Q 3: Following from Q2 are these challenges/issues being addressed by the present government schemes/policies/programs? If yes, what is the flagship scheme/s that is addressing the issues at present?

PART II

Where do we intent to be in 2030?

Q 4: Articulate the overall broad VISION for the SDG; please articulate a Vision Statement for each SDG.

A broad aspirational declaration of governments objectives, based on foresight of where you want to see Haryana in next 15 years and your specific role thereto. The Vision is to be articulated in not more than 50 words).

Additional interventions needed for plugging the gaps.

Q 5: Ideas/solutions possible for each challenge/issue? What are the new schemes/strategies and realignment of present schemes that the state should formulate to fill the gaps?

PART III

Projections for achieving our vision for every SDG.

Q 6: Articulate the specific 2030 targets of each SDG in terms of numbers/percentages/geographies/coverage etc (please focus specifically on those who have been left behind).

Q 7: What are the best possible indicators for measuring and monitoring progress on the specific targets (as articulated in Q6 above)? Please use data from best available sources.

Specific targets			Indicators	Source of data
2019	2022	2030		

Q 8: What are the new ways of interdepartmental coordination and new partnerships (with private sector, civil society, academics, institutions etc.) needed to achieve the VISION and goals?