

Transitioning Nutrition Financing from USAID to Domestic Resources Guidance Note



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Acronyms

BHA Bureau for Humanitarian Assistance

CDCS Country Development Cooperation Strategy

GoB Government of Bangladesh

LGA local government authorities

M&E monitoring and evaluation

MEL monitoring, evaluation, and learning

MIYCN maternal, infant, and young child nutrition

MT metric ton

NMNAP National Multi-Sectoral Nutrition Action Plan

PEP poor or extreme poor

RING Resiliency in Northern Ghana

SPRING Strengthening Partnerships, Results, and Innovations in Nutrition

SUN Scaling Up Nutrition

USAID United States Agency for International Development

USD U.S. dollars

VDC Village Development Committee

WASH water, sanitation, and hygiene

Executive Summary

Sustainable financing for nutrition often occurs when nutrition activities and investments are incorporated into government-managed budgets and backed by predictable financing from domestic revenues (USAID 2019; 2016a). While progress has been made in developing guidance for countries to improve planning and programming for nutrition (e.g., budget tracking and costing for national nutrition plans¹), additional guidance is needed to assist governments to incorporate transitioning and financing considerations for donor-financed activities into government plans and domestically led activities. This guidance provides recommendations for the U.S. Agency for International Development (USAID) to establish practices to improve the long-term sustainability of USAID nutrition programming by transitioning to domestic plans and resources.

We provide an overall theoretical framework for sustainable financing for nutrition and guidance on how USAID Missions and implementing partners can work toward ensuring that USAID nutrition activities can be transferred to local sustainable financing. This guidance is based on a review of financing frameworks, a literature review, and interviews with stakeholders about experiences from five USAID nutrition activities.

Key Messages

- Transitions require careful planning and realistic timeframes.
- Transitions require transparency and mutual accountability.
- USAID, implementing partners, and governments need to build capacity on how to transition successfully.
- Monitoring and evaluation are needed to inform, monitor, and adapt transitions.

This guidance focuses on two stages of the USAID policy and program cycle: activity design and implementation, and monitoring, evaluation, and learning (MEL), which we identified as key entry points in collaboration with USAID. We developed the following three overarching recommendations for these two points in the USAID program cycle:

Activity Design and Implementation

- Work in concert with governments to develop a **transparent**, **achievable**, **long-term transition plan**.
- Work in concert with governments to strategically plan for implementation in accordance with cyclical government processes and in alignment with the long-term transition plan.

Monitoring, Evaluation, and Learning

• Ensure transparent and shared data, monitoring, evaluation and learning for the activity, intervention and the transition.

The document outlines corresponding steps and details for each recommendation. We encourage Mission staff and implementers to consider aspects of their interventions that can be reinforced or improved to help ensure long-term sustainable financing of their nutrition activities.

I For example, guidance by the Scaling Up Nutrition (SUN) Movement (Fracassi et al. 2020) and Strengthening Partnerships, Results, and Innovations in Nutrition (SPRING) (Pomeroy-Stevens 2015).

Introduction

Sustainable financing for nutrition often occurs when nutrition activities and investments are incorporated into government-managed budgets and backed by predictable financing from domestic revenues (USAID 2019; 2016a).

This guidance document provides—

- guidance on how USAID Missions and implementing partners can work toward ensuring that the U.S. Agency for International Development (USAID)-funded nutrition activities can be transferred to government-managed budgets backed by sustainable financing strategies
- an overall theoretical framework for sustainable financing for nutrition (see annex 2).

By targeting nutrition activities, this guidance note complements USAID's ongoing efforts to finance self-reliance (USAID 2019), which advances a host country's ability to finance its own development plans and strategies. While the Scaling Up Nutrition (SUN) Movement (Fracassi et al. 2020) Strengthening Partnerships, Results, and Innovations in Nutrition (SPRING) (Pomeroy-Stevens 2015), and USAID (USAID 2016a) have made progress in developing guidance for budget tracking and costing for nutrition, guidance is needed for how to incorporate transition and financing considerations into USAID nutrition programming to increase the sustainability of USAID investments in future activities.

Box I. Recommendations

Recommendation 1. Work in concert with governments to develop a transparent, achievable, long-term transition plan



- 1. Agree on an actionable definition of and goals for transition of nutrition interventions
- 2. Assess the achievability of goals
- 3. Establish a realistic timeline
- 4. Determine agreed-upon benchmarks with an estimated timeframe
- 5. Assess capacity and capacity building needs to support transitioning nutrition activities
- 6. Account for the costs and staffing requirements to manage and facilitate the transition process in nutrition activity budgets and work plans

Recommendation 2. Work in concert with governments to strategically plan for implementation in accordance with cyclical government processes and in alignment with the long-term transition plan



- 1. Implement and fund intervention transitions at the appropriate level of government and decision-making and at appropriate times
- 2. Implement systems strengthening and capacity building needs identified in planning stage to support each transition phase
- 3. Recognize that local ownership of nutrition activities needs domestic branding Maintain engagement with government and partners throughout the process

Recommendation 3. Ensure transparent and shared data, monitoring, evaluation and



- 1. Monitor and evaluate nutrition interventions during the transition process to ensure outputs and outcomes continue at a high level
- 2. Monitor and evaluate the transition process itself

learning for the activity, intervention and the transition

We identified strategic entry points for sustainable financing in USAID nutrition activities by developing a framework that combines the national planning and budget cycle for nutrition and the USAID program cycle (see annex 2). We then developed recommendations for these strategic entry points (see box I) based on evidence from case studies of five USAID nutrition activities² (see annex I) and a desk review of donor transitions (see findings in annex 3).

Rationale for Focusing on Sustainable Financing for Nutrition

The challenges of fiscal sustainability are especially complex for nutrition programs. Due to the multi-sectoral nature of nutrition, funding is typically managed by a multitude of ministries tied to health, agriculture, water, sanitation, hygiene, education, social protection, and others, which requires an intentional focus on how government sectors plan and coordinate to fund and implement domestic programs. For example, in Ethiopia's nutrition-sensitive social protection program—the Productive Safety Net Program 4—the Ministry of Agriculture, in partnership with the Ministry of Labor and Social Affairs, is responsible for the overall management and coordination, while the Ministry of Finance and Economic Development is responsible for financial management and program reporting (MOARD 2012). As governments face decisions on planning, budgeting, and implementing nutrition interventions in the context of the overall national budget, and with a forecasted economic slowdown in lower- and middle-income countries, financing for nutrition is at risk (Borces, D'Alimonte, and Flory 2020).

Further, USAID, as part of the Journey to Self-Reliance (see box 2), aims to support countries' ability to sustainably finance development programs, including nutrition. This requires an increasing focus of USAID Missions and implementing partners to be aligned with country objectives and have programs and activities, especially multi-sectoral ones, built around sustainability. For sustainable financing for nutrition, governments will need strong systems to mobilize, allocate, and spend resources in an effective, accountable, and equitable manner. However, it is equally important that USAID's programs and activities are designed with the overall fiscal environment in mind.

Box 2. USAID Vision for Financing Self-Reliance

As part of the Journey to Self-Reliance, USAID aims to support countries' ability to sustainably finance development programs. According to this vision, USAID characterizes countries as financially self-reliant when they have

- "Systems that mobilize, allocate, and spend public resources effectively, efficiently, equitably, and with accountability
- An enabling environment that allows the private sector and domestic philanthropy to grow and thrive
- Liquid, diverse, and well-regulated financial markets that support growth and development."
 (USAID 2019)

2 Suaahara II in Nepal; Resiliency in Northern Ghana (RING) in Ghana; Lishe Endelevu in Tanzania; and SHOUHARDO III and Nobo Jatra in Bangladesh.

Guidance to Support Nutrition Sustainable Financing

We provide guidance for USAID Missions and implementing partners on how to transition nutrition interventions to government plans and domestic resources. This guidance focuses on entry points at two key phases of the USAID program cycle: (I) activity design and implementation and (2) MEL. We identified these phases of the cycle as feasible points when **USAID Mission staff and implementing partners should support country governments and incorporate sustainable financing considerations and goals into their nutrition plans and programming**. This guidance is based on the findings from the literature review (see findings in annex 3) and case examples. We present three recommendations for USAID Missions and implementing partners. The first two recommendations are for the activity design and implementation phase and focus on long-term transition planning and implementation respectively. The third recommendation is for the MEL phase of the USAID program cycle. Under each recommendation, we outline relevant steps and considerations for implementing the recommendations and summarize supporting evidence from the case examples.

Several cross-cutting prerequisites are needed for USAID to successfully work toward sustainable financing for nutrition. USAID's commitment to transitioning to sustainable financing requires capacity assessment and development at all levels of USAID. To execute that shared vision, this requires tools and training so that all Missions and staff within Missions share a common goal around sustainable finance and processes. Tools and templates can help improve the efficiency of planning and transition efforts for common components across nutrition projects and activities. Training should address what sustainable financing for nutrition considerations should be incorporated as part of each step of the USAID program cycle, including what is standard for a bureau or Mission and what needs to be tailored at the project and activity levels. To ensure consistency and continuity, USAID should ensure detailed debriefs and proper handovers occur when USAID staff move in the middle of transition plans and processes. Further, USAID should consider the enabling environment for nutrition when determining transition goals. The existence of a costed, national nutrition plan provides a critical foundation, so USAID may need to first support the government to develop a national nutrition plan, cost the plan, and support strategies for domestic resource mobilization. Other considerations include the policy priority of nutrition in the country and the strength of nutrition governance (Acosta and Fanzo 2012).

Recommendation I. Work with governments to develop a transparent, achievable, long-term transition plan



- From the beginning, USAID and implementing partners should work with governments to
 develop transition plans (see box 3). USAID should work collaboratively with a multi-sectoral
 set of government actors at the national and local levels to develop designs and plans for
 nutrition activities. The government's meaningful input from the beginning of activity design is
 needed so that nutrition activities help achieve the government's nutrition goals and
 objectives.
- After activities are awarded, USAID should then involve the implementing partner in transition planning and execution.

Step I: Agree on an actionable definition of and goals for transition of nutrition interventions

- During activity design, USAID and the government should agree on priority interventions that
 the activity will support and that should be sustained after the activity period. The transition
 goals for any one activity may be modest and only represent a small portion of the overall work
 being done; however, goals should be specific so they can be part of the plan. The transition
 goals should be feasible given the enabling environment and strength of nutrition governance.
- Interventions should be prioritized for the transition that are
 - part of national nutrition plans
 - need continual delivery and are not self-sustaining
 - can be transitioned in the medium term (e.g., five years).
- During activity design, USAID and the government should agree on which actors or institutions should sustain the intervention: public sector, civil society groups, or private sector (e.g., social enterprises, small-to-medium size enterprises, or national-level enterprises). USAID can use local systems framework to identify appropriate local actors.³
- USAID should include a requirement that implementing partners develop and implement
 sustainability plans, which include transition plans, in requests for applications/proposals to
 ensure it is included in the implementation plans from the beginning of awards. The sustainability
 plans should identify which interventions need to be sustained through transition to public or
 private services and plan for those transitions. For example, the Bureau for Humanitarian
 Assistance (formerly Food for Peace) included this requirement in an updated template for
 requests for applications.⁴
- USAID and the government should work with the identified actor who should sustain the
 intervention to determine potential sources of sustainable financing (e.g., public revenue, user
 fees). Costing information for the nutrition intervention is a critical piece of information. USAID

 $^{{\}small 3}\> \underline{\text{https://www.usaid.gov/policy/local-systems-framework}}$

⁴ See example on pg. 32-34: https://www.usaid.gov/food-assistance/documents/final-fy20-dfsa-rfa-zimbabwe

can use cost data collected by activities to inform costing and can use SUN guidance to develop cost estimations for intervention.^{5, 6}

RECOMMENDATION I

Evidence from the case examples: Several case examples included in this review did not create goals specifying which nutrition interventions they would aim to transition to government plans and budgets. A few of the case examples, such as RING in Ghana and Suaahara II in Nepal, broadly aimed to support sustainable, government-led nutrition interventions and plans through most, if not all of their work. However, they did not have specific, concrete objectives for transitioning management and funding responsibilities to governments. Further, an implementing partner noted that USAID should be clearer about what they mean by sustainability because it is an ambiguous term. Although these case examples did not specify transition goals, they aligned their activity and intervention design with national multi-sectoral nutrition plans by helping to build the government's capacity to implement the plan and by implementing interventions that were part of the plan. For example, Suaahara II was involved in government planning and budgeting, particularly at the federal and provincial levels, and Suaahara II's interventions were reflected in the government's annual work plan system in the off-budget column. Suaahara II staff reported that this alignment helped generate government buy-in for the interventions.

SHOUHARDO III and Nobo Jatra in Bangladesh specified goals to transition interventions to the government and the private sector, such as social enterprises and water, sanitation, and hygiene (WASH) entrepreneurs. Both activities have a two-year sustainability phase after the typical five-year activity period to transition interventions to domestic resources and actors. This phase is guided by a sustainability plan that outlines transition goals, which were collaboratively developed by USAID, the implementing partners, and relevant government ministries. For example, Nobo Jatra aims to sustain the community structures they revived and four key service models they implemented. They aim to sustain several models through private sector actors, such as by supporting community facilitators to continue providing services as entrepreneurs through social marketing and the sale of items like micronutrient powder and sanitary pads.

Step 2: Assess the achievability of goals

- USAID should conduct a readiness assessment to inform transition goals and what needs to be strengthened before transitioning. USAID can include transition considerations when assessing the context at the project level if a Mission has a nutrition-focused project, or at the activity level.
- USAID can use data in the Journey to Self-Reliance Country Roadmaps⁷ as a starting point to
 understand country readiness. The Health Finance and Governance project developed selfassessment tools for ministries of health that USAID uses with them to apply and potentially
 adapt to other ministries like agriculture.⁸ The project also developed a health system
 assessment tool that can be used (in whole or part) and adapted to nutrition.⁹
- USAID can also include a few key context indicators related to transition readiness to their
 context monitoring to track changes in key readiness factors. Implementing partners can also
 monitor key context indicators as part of activity MEL.

⁵ https://scalingupnutrition.org/share-learn/planning-and-implementation/costing-nutrition-actions/

 $^{6 \ \}underline{\text{https://www.usaid.gov/global-health/health-areas/nutrition/technical-areas/nutrition-costing-technical-guidance-brieff+nutrition}$

⁷ https://selfreliance.usaid.gov/

⁸ https://www.hfgproject.org/toolkit-ministries-health-work-effectively-ministries-finance/

⁹ https://www.hfgproject.org/health-system-assessment-approach-manual-version-2-0/

 USAID can use existing data sources—such as the Demographic and Health Surveys, Global Nutrition Report Country Profiles,¹⁰ and the SUN Monitoring, Evaluation, Accountability and Learning Country Dashboards¹¹—to understand the programmatic need.

Evidence from the case examples: To categorize their readiness for direct government funding, RING conducted annual performance and public financial management assessments of district governments. USAID monitored results from SHOUHARDO III and Nobo Jatra and determined that it was an appropriate time to begin transitioning interventions after the activities achieved strong results.

RECOMMENDATION I

Step 3: Establish a realistic timeline

- USAID should work with the partner government to determine a realistic timeline for transition goals, including the timeline for intermediate goals.
- The timeline should reflect that defining and planning for transition takes time, typically at least five years.

Evidence from the case examples: A respondent for Lishe Endelevu in Tanzania expressed skepticism that much can be achieved in a five-year period related to transition. As part of step 2, donors should assess what scale and speed of transition are feasible and advisable. Between Suaahara I and II, they transitioned nutrition interventions during nearly eight years. Toward the end, implementing partners and government respondents said that additional time was needed to continue the transition process due to an expansion of program districts and challenges resulting from a catastrophic earthquake and new federal structure. As noted before, SHOUHARDO III and Nobo Jatra were given two-year cost extensions beyond the original life of the project to implement sustainability plans and transition interventions.

Step 4: Determine agreed-upon benchmarks with an estimated timeframe

- The transition plan developed by USAID and the government should include benchmarks to monitor and assess progress (see step 2 under recommendation 3 on monitoring benchmarks). USAID and the government should also agree on clear timelines for achieving the benchmarks.
- The benchmarks should be intermediate goals, tailored to the local context, that will help monitor progress toward transition goals. For example, setting a benchmark that the government will finance 30 percent of a nutrition intervention by year 3 of the activity.
- Once established, the benchmarks should be reviewed and reassessed to determine if they are on track and how to adjust transition support if needed.

Evidence from the case examples: An interviewee for RING reported that a lesson learned was that they should have gradually reduced funding because the activity was implemented with performance benchmarks to test the feasibility of the transition and adjust the programming as needed (see additional lessons from RING in box 4).

Step 5: Assess capacity and capacity building needs to support transitioning nutrition activities

Relevant USAID Mission operating units should assess the capacity and capacity building needs
of staff to be able to successfully support the transition of nutrition activities. For example, staff
may need training on how to develop transition plans and develop indicators to monitor

¹⁰ https://globalnutritionreport.org/resources/nutrition-profiles/

¹¹ https://scalingupnutrition.org/progress-impact/monitoring-evaluation-accountability-and-learning-meal/

transitions. This capacity assessment should be done on a routine basis to account for staff turnover as well.

- USAID should work with the government to assess their capacity and capacity building needs to transition interventions, including plans for eventual financing and implementation. The information can come from the readiness assessments.
- Stakeholders involved in the transition process should be consulted about what types of system strengthening and capacity building support they need.

Evidence from the case examples: The case example activities all worked to build the capacity of the government to transition and sustain interventions. For example, Lishe Endelevu identified capacity as a need. They are building the local government's capacity to implement the national multi-sectoral nutrition plan, including sensitizing officials about their roles in coordination bodies, how to use an accountability scorecard, and how to track nutrition funding and develop a resource mobilization strategy. Suaahara II held sustainability workshops at the local level starting in the year 3 of the activity to determine what capabilities the government and community-based organizations had and what gaps needed to be filled to support transition (e.g., human resource gaps). Also, their qualitative study found that technical assistance was needed for municipal and ward levels of government to help them develop long-term plans and strategies (Manandhar et al. 2020). RING energized the regional governments to fulfill their mandate of providing nutrition services to communities and helped district governments strengthen their financial management systems (e.g., through capacity building on financial reporting and procurement).



As a government-to-government activity, RING worked closely with the government throughout the activity to implement interventions and try to ensure that the government would continue after the activity ended. RING learned several lessons:

- Engaging and supporting the government from the beginning was critical; equally important was putting them at the center of the activity.
- Using government reporting systems and data as much as possible to make use of government systems, rather than duplicating government monitoring or reporting. The activity separately fulfilled USAID reporting requirements.
- Assessing government readiness for transition and addressing weaknesses. RING found that district staff capacity was not a significant issue, but rather governance and accountability systems needed to be improved to increase accountability, transparency, and staff performance.

Step 6: Account for the costs and staffing requirements to manage and facilitate the transition process in nutrition activity budgets and work plans

The capacity building requirements discussed in step 5 require staff time and resources to
provide training and strengthen government systems on nutrition planning, information, and
programming. USAID should budget for these resource requirements and implementing
partners should include costs associated with needed capacity building in activity budgets.



Recommendation 2. Work with governments to strategically plan for implementation in accordance with cyclical government processes and in alignment with the long-term transition plan



Step I: Implement and fund intervention transitions at the appropriate level of government and decision-making and at appropriate times

- USAID and government should plan to implement transitions in phases that align with government national and local planning and budget cycles (see box 5).
- USAID should ensure that implementing partners align activity work plans with government
 cycles to the extent feasible. When USAID and governments have different fiscal years, this will
 require USAID to consider how to adapt performance reporting.

Evidence from the case examples: To align with government planning, Suaahara II and RING conducted

annual work planning in coordination with the government. However, respondents for both activities noted that they may have benefited from involving additional levels of government in planning and implementation processes to support transitions. For Suaahara II, they did not initially have strong engagement with the municipal level, which gained more authority after decentralization, while RING did not strongly engage with the central government, which could have supported accountability. SHOUHARDO III involves 14 ministries through a steering committee in their planning process to review and sign off on activity plans to ensure that they have government buy-in for activities and that their activities align with national plans.

Box 5. Transition Process Checklist

During the transition, transition plans and processes should—

- ☑ Be phased in line with national and local planning and budget cycles.
- ☑ Include system strengthening and capacity building to support each transition phase.

During the transition, USAID and implementing partners should—

- ☑ Facilitate and support local ownership and branding of interventions during the transition process.
- ☑ Engage government and partners throughout.

Step 2: Implement systems strengthening and capacity building needs identified in planning stage to support each transition phase

- To align with and support each transition phase, system strengthening and capacity building activities should be planned for and implemented. The system strengthening and capacity building should target what is needed to support the current and/or next phase of the transition. For example, capacity building early in the transition phase may train local firms and personnel on how to implement the interventions. While system strengthening in the middle of the transition phase may build M&E systems and transition M&E to local actors or create oversight committees to guide and monitor the activities as they are being transitioned.
- System strengthening and capacity building support should be targeted to and tailored for the
 appropriate organizations and actors, whether implementing partners, USAID, line ministries,
 local governments, or others.

Evidence from the case examples: The case examples aimed to build government capacity for transition. For example, RING tailored its system strengthening and capacity building work to different types of actors. At the community and local levels, they worked to reactivate community and local level councils that address needs related to nutrition and to strengthen their connections with the district councils. For health workers, they used quality improvement approaches, including training on promoting household nutrition and addressing acute malnutrition at local health facilities, and an app to support patient care. At the district level, they supported strengthening public financial management and information systems. In addition, an interviewee from Lishe Endelevu noted the importance of strengthening systems, rather than only individuals, because individuals move positions. In the sustainability phase, SHOUHARD III and Nobo Jatra planned to shift to a facilitative, system strengthening approach to support local actors who take over direct implementation.

RECOMMENDATION 2

Step 3: Recognize that local ownership of nutrition activities needs domestic branding

- USAID and implementing partners should empower local stakeholders to take a primary role in nutrition activities by including them in planning processes, training, and workshops.
- To promote domestic ownership, USAID should support domestic branding of documents, advertisements, events, and products for interventions that are co-implemented or co-funded by the government, other donors, or private sector. USAID should establish these norms and branding rights with partners and stakeholders from the beginning of an activity. Implementing partners should also build in additional time for USAID and domestic partners to review and approve documents, advertisements, events, and products.

Evidence from the case examples: A few respondents mentioned the tension between fostering government ownership and public commitment and USAID branding and reporting requirements. For example, Suaahara II found it difficult to attribute results to implementation by their activity, which was required by USAID reporting, because they collaborated so closely with the government in implementation. This posed challenges for their M&E system. It required significant investment to gather data to demonstrate results from Suaahara specific activities, and at times caused tension between needing to meet annual indicator targets and jointly implementing with the government.

Step 4: Maintain engagement with government and partners throughout the process

 USAID Mission and implementing partner staff may change positions during the transition process. When this occurs, USAID and implementing partners should ensure that new staff onboarding includes review and training on the transition plans and processes. They should also facilitate introductions to government stakeholders

Evidence from the case examples: Interviewees noted the importance of engaging the right levels of government during the design and planning processes of nutrition interventions, as well as during implementation. For example, a lesson learned from Suaahara II was that they needed systematic coordination with the government throughout the activity (see additional lessons from Suaahara II in box 6). RING also identified strong government engagement throughout the process—starting from the very beginning of the activity design—as critical to ensure that the government had ownership of the nutrition activity and to promote joint accountability for results. Further, several case example respondents noted that in the context of nutrition, it was important to maintain multi-sectoral collaboration and to engage with central and local governments. For example, Nobo Jatra formed a steering committee with representatives from 11 ministries relevant for multi-sectoral nutrition, which oversaw the entire activity, monitored progress monthly, and reviewed activity plans.

Recommendation 3. Ensure transparent and shared data, monitoring, evaluation, and learning for the activity, intervention, and the transition



We identified one primary recommendation for USAID and implementing partners for the MEL phase of the USAID program cycle. These recommendations focus on sharing data and learnings, and monitoring and evaluating the transition process of nutrition activities and interventions (see box 7).

Step 1: Monitor and evaluate nutrition interventions during the transition process to ensure outputs and outcomes continue at a high level

- USAID and governments should review and assess M&E data from implementing partners to
 determine implementation progress and intervention outcomes, including those directly related
 to nutrition interventions and other capacity building and system strengthening interventions
 that are meant to support the transition in the long term. They should also monitor
 implementation and outcomes for any negative effects of transitioning implementation or
 financing, such as reductions in coverage, service uptake, or outcomes. To support
 accountability and adaptive management, the activity MEL plan and transition plan should outline
 how these results are reported and whose responsibility it is to act on them
- If possible, indicators used by implementing partners should align with or contribute to government indicators. M&E results should also be integrated into government information systems when applicable.
- Costing data and cost-efficiency or cost-effectiveness data are critical components of MEL that are needed to support transitions. USAID and implementing partners can apply the guidance on economic evaluation from the Agriculture, Nutrition & Health Academy¹² and Strengthening Economic Evaluation for Multisectoral Strategies for Nutrition (SEEMS-Nutrition) initiative.¹³

Box 6. Case Example Lessons Learned: Suaahara II

Suaahara II, and Suaahara I before it, supported the government in implementing their multi-sectoral nutrition plan. The team learned several lessons during the two activity periods:

- Aligning activities to the government helps to garner support from the government, because they see the activity as contributing to their goals.
- Openly communicating with the government on plans and challenges is important.
- Using a phased approach to transition is useful, however the activity needs to be flexible as challenges arise and contexts change (e.g., natural disasters, decentralization).
- Taking a systematic approach to coordination, beyond simply having meetings, is important.
- Pushing for improved governance and accountability was needed to encourage equal partnership.
- Building government capacity to spend allocated nutrition funding well was needed.

 $^{{\}small 12~https://anh-academy.org/working-group-economic-evaluation-agriculture-food-and-livelihood-strategies-health-and-nutrition}$

¹³ https://r4d.org/projects/strengthening-economic-evaluation-for-multisectoral-strategies-for-nutrition-seems/

Transition M&E duties should also be included in transitioning planning and processes
along with implementation. As needed, USAID and implementing partners should support
systems strengthening and capacity building to support M&E functions, including tracking
the financing that is allocated to nutrition, as well as the funding that is released and
eventually spent on nutrition planning and programming.

Evidence from the case examples: A few case study interviewees also noted that indicators used in MEL should be aligned with national nutrition indicators and government nutrition information systems to the extent feasible. A multisectoral group of ministries monitors progress from SHOUHARDO III and Nobo Jatra at least once a quarter. A SHOUHARDO III interviewee explained that the government reviews their M&E data, which allows them to see what works and consider which interventions to integrate into government systems. The activity is a testing ground for the government so that they can make evidence-informed decisions about which interventions to integrate into their systems. In addition, monitoring outcomes during the transition process will become a key function for SHOUHARDO III and Nobo Jatra as they shift to a supportive, facilitative role during the sustainability phase.

Box 7. Transition MEL Checklist

To support transitions, MEL teams should—

- ✓ Monitor input and output indicators to assess implementation progress.
- ✓ Monitor outcome indicators to assess intervention outcomes or results.
- Align indicators with those in national nutrition plans.
- ☑ Track and assess costs and cost-efficiency or cost-effectiveness (if impact data is available).
- ✓ Monitor transition benchmarks to assess the transition process.
- ☑ Share data openly and regularly with the government and other transition partners.
- ☑ Facilitate reviews and discussions to assess progress and adapt transition plans as needed.
- ☑ Strengthen capacity and information systems to continue M&E after the transition.



- USAID and implementing partners should monitor progress toward benchmarks set in recommendation I, step 4. If possible, incorporate indicators to monitor the benchmarks into activity monitoring conducted by the implementing partner and/or government nutrition information systems. Monitoring benchmarks can help ensure that the transition process is occurring as planned and that data can inform adaptations. It is also useful to collect additional indicators related to transitions that may affect achieving the benchmarks: for example, resource allocation, capacity, motivation, and linkages (Rogers and Coates 2015).
- USAID, implementing partners, and governments should jointly review progress toward benchmarks regularly (e.g., quarterly) and discuss bottlenecks and facilitators that are constraining or contributing to progress, respectively. They should consider bottlenecks and facilitators related to a range of factors, including implementation, systems, and the local context.
- After reviewing progress, USAID, implementing partners, and governments should jointly determine if any course adjustments or priority adjustments are needed.



• For priority transition efforts, USAID should plan ahead to enable post-implementation evaluations to assess the long-term effects of activities and the effectiveness of transitions as outlined in the USAID Evaluation Policy (USAID 2016b).¹⁴

Evidence from the case examples: SHOUHARDO III and Nobo Jatra will monitor the transition process, including monitoring the local actors who will directly implement the interventions. This process monitoring will complement the outcome monitoring they will conduct, as described above. In addition, USAID will conduct an external evaluation to assess the long-term impacts of the sustainability phase of both activities. They began planning for this evaluation from the baseline of the sustainability phase to enable a rigorous evaluation of impact about two years after the implementation period ends.



Monitoring the transition process and changes in the enabling environment also promoted adaptations to transition plans for several cases. Suaahara II had to adjust their transition plans to accommodate the government's goals after a major earthquake and the government's decentralization in 2015. SHOUHARDO III and Nobo Jatra had to adjust their sustainability plans because of backsliding in results caused by a cyclone and the COVID-19 pandemic in 2020.

Box 8. Common Pitfalls in Sustainable Financing for Nutrition

- Donors and governments do not agree on specific nutrition transition plans or goals.
- Donors do not agree with governments on, or are not transparent about, transition timelines, plans, or budgets.
- Governments do not communicate what their assistance priorities are to donors to support the transition of nutrition programs.
- Think of transitions as a linear process. Transitions can be unpredictable and require flexibility and adaptation.
- Donors do not develop transition plans and assume that a more organic transition process will work.
- Systems are not strengthened sufficiently to support transitions.
- Donors and governments do not have mutual accountability for the transition process and outcomes post-transition.

¹⁴ https://usaidlearninglab.org/library/new-guide-book-ex-post-evaluation-available

Conclusion

Transitions of nutrition programs take place across different scales and scopes and require careful planning and implementation (see box 8 for common pitfalls). USAID and implementing partners should determine specific transition goals for nutrition activities, even if these goals are modest and small-scale.

Transitioning donor programming and financing for nutrition to domestic control and resources to ensure long-term sustainable financing is a long process, requiring careful planning that allows for phased and benchmarked transitions. Donors and governments need to have open, transparent communication and collaboration to determine appropriate transition plans for nutrition interventions and financing. Well-planned transitions are a key part of increasingly transferring financing from USAID to domestic resources, whether from the public sector, private sector, or civil society.

USAID's support for transitions should be tailored to each phase of the transition, including gradually moving toward a facilitative and supportive role as domestic actors take over direct implementation and financing of interventions.

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Annex I. Approach

Framework Development

To develop the sustainable financing framework for nutrition, we conducted a desk review of financing frameworks in nutrition and other relevant sectors (early childhood development and health), including those developed by the World Health Organization and SUN. We also reviewed the USAID Program Cycle. We decided to use the SUN framework on the national planning and budget cycle because that reflects country processes. We then reviewed the SUN framework and the USAID Program Cycle to determine where the USAID Program Cycle intersects and can influence the national planning cycle. We created a combined version of these frameworks and consulted with USAID to prioritize which components in the USAID Program Cycle it is feasible and impactful for USAID to focus their efforts to support sustainable financing. We also received feedback on the framework from the senior nutrition and strategy adviser and the data manager at the SUN Movement Secretariat. Because nutrition, like early childhood development, is multi-sectoral, we reviewed the framework with a senior fellow and early childhood development expert at Results for Development.

Literature Review

We examined peer-reviewed and grey literature on lessons from programs that have transitioned from donor assistance into routine government systems. We searched for documents for the health, nutrition, agriculture, and education sectors. Most of the literature we found was about the global health sector. A few documents were not sector specific. We prioritized articles on nutrition, review articles and reports, and documents on USAID programs and selected 31 documents for review. Of these, 19 were on the health sector, 8 were on the nutrition sector, 3 were not sector specific, and 1 was on the agriculture sector. We coded the documents in Atlas.ti using a codebook with inductively and deductively developed codes. We then used applied thematic analysis to identify common themes and patterns in the coded text in Atlas.ti.

Case Examples

To learn from USAID nutrition programming that have/had components that hoped to be transitioned to government-backed budgets, plans, and implementation, we explored examples of recent USAID-funded nutrition activities. We solicited suggestions for cases to explore from USAID and USAID Advancing Nutrition and searched online for potential activities. We planned to select three to five case examples to explore. From a list of potential activities, we selected five activities as case examples that fulfilled the following criteria:

- aimed to transition nutrition-specific and/or nutrition-sensitive interventions to government systems and financing
- were USAID-funded activities or received some USAID funding
- activity was active or closed no earlier than 2017.

As secondary criteria, we were also interested in selecting at least one activity in Tanzania to complement other work being done by USAID Advancing Nutrition in Tanzania.

Table I provides a summary description of each case. These activities provide examples from a range of country contexts, bureaus, and Missions within USAID, and are at different stages in the activity life cycle.

Table 1. Summary of Case Examples

Activity Name	Country	Years	Funding	Objectives	Sustainable Finance Components
Suaahara II	Nepal	2016–2021	USAID/BHA (\$63 million)	 Promote key maternal, infant and young child nutrition (MIYCN) practices through an intensive behavior change strategy, including interpersonal communication activities, radio programs, and mobile technology at the community level. Expand coverage of the community-based integrated management of newborn and childhood illness program and strengthen growth monitoring and promotion at outreach clinics and health facilities. Enhance clean WASH conditions of household facilities and establish private sector linkages to promote WASH technologies. Improve consumption of nutritious food through increased production, improved post-harvest storage, and processing diverse nutritious food, especially for women farmers from disadvantaged groups. Strengthen coordination on health and nutrition between government and other stakeholders through the Food Security and Nutrition 	 Transfer of key nutrition and health services in 15 Suaahara districts to Government of Nepal management as appropriate. Suaahara helped the government develop the multi-sectoral nutrition plan; and aligned their work plan year with the government's annual cycle. Coordinated with newly elected officials on nutrition issues.

Activity Name	Country	Years	Funding	Objectives	Sustainable Finance Components
				Coordination Committee, Nepal Nutrition Group, Nutrition Technical Committee, Safe Motherhood sub- committee, Family Planning Subcommittee, and Reproductive Health Coordination Committee. • Strengthen the technical, managerial, operational capacity of health and non-health sector stakeholders at the district and Village Development Committee (VDC) levels to enhance MSNP implementation.	
Resiliency in Northern Ghana (RING)	Ghana	2014–2019	USAID/Feed the Future (\$60 million)	 The project incorporates activities in economic growth, savings, small-scale agriculture, WASH, nutrition, and good governance. With technical assistance from USAID, individual districts develop their own needs assessments, work plans, budgets, and monitoring systems to respond to the needs of the most vulnerable households and communities. Across districts, activities focus on— increasing the consumption of diverse quality foods, especially among women and children. 	 As a government-to-government funded activity, RING collaborated with the government on planning, implementing, managing, and M&E. District annual plans and budgets incorporated RING interventions. RING helped local governments provide the services they are mandated by law to provide. Government had to match 33% of USAID funding.

Activity Name	Country	Years	Funding	Objectives	Sustainable Finance Components
				 improving behaviors related to nutrition and hygiene of women and young children. strengthening local support networks to address the ongoing needs of vulnerable households. 	
Lishe Endelevu	Tanzania	2018–2022	USAID/ Tanzania (\$19.7 million)	Capacity of local government authorities (LGAs) to implement National Multi-Sectoral Nutrition Action Plan (NMNAP), at the local level.	Through on-site clinical mentoring, build the capacity of health workers to provide improved nutrition services and counseling.
				Civil society & private sector communication with LGAs for effective coordination of community-based nutrition programs.	Train LGAs and health staff to implement activities aligned with the NMNAP as well as budget and plan for delivering nutrition services, and improve allocation and use of
				Access to and delivery of quality nutrition services at facility and community levels.	resources.
				Household production and consumption of nutrient-rich foods.	
				Equitable control over household resources and income generation for dietary diversity.	
SHOUHARDO III	Bangladesh	2015–2020 (extension until 2021)	USAID/BHA (\$21.5 million)	The SHOUHARDO III program is being implemented in 947 villages, 115 unions, 23 upazilas, and 8 districts in	Worked through existing government-run health systems to implement programming:

Activity Name	Country	Years	Funding	Objectives	Sustainable Finance Components
				northern Bangladesh. The program goal is to improve gender equitable food and nutrition security and resilience for vulnerable people living in the flood-prone Char and Haor regions of Bangladesh by 2020. The program specifically targets people defined by their communities as poor or extreme poor (PEP), and expects to have lasting impact by the end of its life on around 675,000 persons. The overall program value is U.S. dollars (USD) 80 million from the United States Government with a complementary funding of USD 7,707,490 million from the Government of Bangladesh (GoB). A total of 126,810 metric tons (MTs) of commodities are planned for monetization during the program, and 11,540 MTs of commodities are planned for distribution under the maternal and child health and nutrition component (Purpose 2) of the program.	community health clinics at the district level. This differed from previous project iterations, which did not work through existing government systems and did not create sustained change.
Nobo Jatra	Bangladesh	2015–2020	USAID/BHA (\$73 million)	The program's goal is to improve gender equitable food security, nutrition, and resilience of vulnerable people within Khulna and Satkhira districts in Bangladesh. Key interventions include—	 Activated local-level committees working in WASH and nutrition; provided training to local committee members. Placed program staff within government departments,

Activity Name	Country	Years	Funding	Objectives	Sustainable Finance Components
				 increasing the capacity for production of safe, diverse, nutritious, and high-value foods improving nutritional status of children under 5 years of age, pregnant and lactating women, and adolescent girls providing Entrepreneurial Literacy Training to 140,000 participants in the graduation initiative identifying and selecting market-based alternative livelihood opportunities by strengthening linkages with private sector for 45,000 vulnerable people (55% will be women) facilitating training in natural resource management, agricultural production, and farm management skills. 	facilitating capacity/system strengthening and transitions. Coordinated recruitment of 600 community nutrition facilitator volunteers; worked with pregnant and lactating women in clinics in 12 districts. The GoB is paying these volunteers and is committed to continue the program until 2022. Integrated project data collection methods with government databases; working to transfer data to the government

To complete a light-tough investigation of each case, we completed a desk review and semi-structured interviews. We reviewed 44 project documents across the five cases and used a common template to abstract relevant information from the documents.

We completed interviews with 17 USAID activity managers and headquarters backstops, implementing partner managers, and government counterparts (see table I). A few group interviews had more than one respondent. We aimed to conduct three interviews per case example—one with the USAID agreement or contracting officer representative, one with the activity chief of party or other management, and one with a government counterpart who worked closely with the activity. Due to time constraints, we were unable to complete interviews with respondents from each category for all the cases. It was difficult to obtain introductions to government counterparts and schedule interviews within the time we had available.

We conducted the semi-structured interviews by phone or video calls. We took detailed notes during each call and recorded the interviews when the respondent consented. We analyzed the interview notes in Atlas.ti. For the literature review, we first coded the documents in Atlas.ti using a codebook with inductively and deductively developed codes. We then applied thematic analysis to identify common themes and patterns in the coded text in Atlas.ti.

Table 2. Interview Sample

Respondent Category	Suaahara II	RING	Lishe Endelevu	SHOUHARDO III	Nobo Jatra	Total
USAID Mission	I	2	I	I	I	6
USAID Headquarters				3*		3
Implementing Partner	3	I	I	I	I	7
Government Counterpart	I					
Total	5	3	2	5	2	17

^{*}Three headquarters staff backstops—both SHOUHARDO III and Nobo Jatra in Bangladesh—provided responses related to both activities. These three interviewees are only counted in the total for SHOUHARDO III to avoid double-counting them.

Annex 2. Framework Development

With limited donor funds, competing donor priorities, and the growing double burden of malnutrition, donors and implementing partners must design nutrition programs to ensure that interventions will continue and be smoothly incorporated into government-managed budgets after external project funding ends. To inform our guidance, we reviewed the SUN movement's National Planning and Budget Cycle framework for nutrition programs (Scaling Up Nutrition 2015) and overlaid it with USAID's program cycle to develop an integrated framework. Below we summarize the national planning cycle, the USAID program cycle, and then present the integrated framework.

National Planning Cycle

Every year, governments are faced with decisions related to planning, budgeting, and implementing nutrition interventions in the context of the overall national budget. The SUN movement offers a National Planning, and Budget Cycle framework for nutrition programs (Scaling Up Nutrition 2015) that generically aligns with national government budget cycles (see figure 1).

This cycle shows where donors and partners can target and modify their strategies and activities and better align with government plans to reinforce the sustainability of programs—both for financing and implementation. To ensure that nutrition programming has reliable sources of funding and are eventually scaled up, it is critically important that domestic resources and the systems through which they flow are effective and efficient. For a well-planned, well-executed, and accountable national plan and budget for nutrition, SUN identifies the following steps at the country level (Scaling Up Nutrition 2015):

- Review policies and strategies relevant to nutrition programming. Understanding the national strategy and objectives around nutrition can help identify current priority areas or goals for the country, and aligning current goals with situational analyses can help identify significant gaps in programming. In addition, the evidence presented through past M&E activities can lead to windows of opportunity for policymakers to make new or strengthened commitments toward nutrition.
- Create costed nutrition plans and policies. Developing a strategic plan for nutrition sets
 national goals and targets for nutrition outcomes and allows for coordination across the various
 levels of government and with development partners. Costing the plan, a vital step, provides
 information to the government and donors about the level of resources needed and the funding
 gaps. Information from evidence generated on the costs and impact can be used to identify
 priority nutrition interventions in line with the overall nutrition targets of the country.
- Allocate budget for nutrition programs. Line ministries and sectors can use the costed plans and policies to advocate for resources as per their policy objectives. A consolidated overall budget is reached through an iterative process with the Ministry of Finance and other relevant government stakeholders (Simson et al. 2011). It is essential at this stage for line ministries to understand what programs are being implemented and by whom, and for different sectors to take ownership of interventions so they can set aside funding for these nutrition interventions. To link the budget allocation to outcomes, the budget line items should map to the strategic priorities and objectives from the national nutrition plans. However, this is only possible if there are nutrition line items in the budget.

Figure 1. National Planning and Budget Cycle



Note: Figure adapted from SUN National Planning and Budget Cycle framework.

- **Budget allocations are released and spent.** When a national plan for nutrition is adopted in a country, it should dictate the list of activities and interventions toward which budget allocations, releases, and expenditures for nutrition programs are measured through routine systems. Releasing and spending funds effectively to meet the stated policy objectives can be challenging, and it is important to ensure that the nutrition budget is executed as close to the planned activities as possible.
- Nutrition program outputs are monitored and evaluated. Monitoring and evaluation allow for more information on implementation, impact, and cost effectiveness of nutrition programs, which provides policymakers with the evidence needed to make more informed decisions during the planning process. Systems that feed this information back into the planning process can help leverage existing programs and platforms to better achieve the country's nutrition objectives and targets.

While this framework proposes a pathway to help advance the contribution of development partners' actions to country nutrition objectives, the budget cycle does not take place in a vacuum. The budgetary room available to the government to provide resources for nutrition and the level of decentralization of the country and sectors are critical to consider when designing and implementing programs to transition to government plans and budgets.

• **Fiscal space.** Policymakers and line ministries need to understand in which sector budget the nutrition programs belong and where they can get the funds to finance the program. They need to look at complementarities with other ongoing programs, cost efficiencies, understanding the

kinds of taxes and fees that could be imposed on the program to avoid undermining fiscal sustainability.

• Level of decentralization of government. It is important to clarify the level of government responsible for planning, budgeting, and implementing across all nutrition interventions. It is essential to understand where local governments can determine the allocation of expenditures versus where the center mandates expenditures and local levels of government execute those allocations; and to understand the differences across ministries, departments, or agencies and types of interventions.

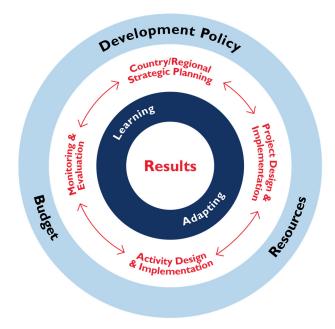
USAID Policy and Program Cycle

USAID's vision of a Journey to Self-Reliance requires that the priorities of USAID align with the country objectives and build around the sustainability of programs. USAID defines self-reliance as, "the capacity to plan, finance, and implement solutions to local development challenges, as well as the commitment to see these solutions through effectively, inclusively, and with accountability." To build this self-reliance goal into nutrition interventions, USAID needs to think through actions at each stage of the agency's program cycle (see figure 2) to engage with government priorities, systems, and plans (USAID 2020a).

- Country and Regional Strategic Planning. The strategic planning process, which aligns the development priorities of the USAID Mission with the priorities of the partner country, culminates with a CDCS, which defines the overall objectives and approach of the Mission. The CDCS is a guide to the design of projects and activities within the Mission.
- **Design and Implementation of Projects.** After the CDCS is developed and the framework for achieving the outcomes for the partner country is laid out, the USAID Mission designs projects to operationalize the CDCS. USAID staff can work collaboratively with implementing partners to build sustainability into the design by strengthening local institutions and engaging local actors.
- Design and Implementation of Activities. The next phase involves designing activities that
 contribute to a project. These activities are then implemented through mechanisms that include
 grants, contracts, or direct funding to governments. USAID also works in partnership with
 country governments and other donors to support implementation.
- Monitoring, Evaluation, and Learning. USAID and implementing partners track
 implementation progress and monitor the quantity, quality, and timeliness of activity outputs, as
 well as activity outcomes. USAID and implementing partners also evaluate the effectiveness of

activities to inform current and future programming. Information from ongoing M&E exercises can be fed into activities to adapt the design and implementation of interventions, as needed.

Figure 2. USAID Program Cycle



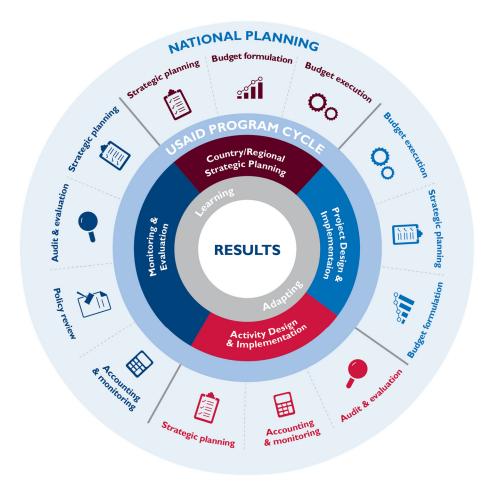
Integrated Framework

We developed an integrated framework and identified strategic points for USAID Missions and implementing partners to support country government planning cycles (see figure 3). To increase country government ownership of nutrition programs, USAID's assistance should support the priorities of local actors—including the partner country government—leverage local resources, support country-led efforts to track resources for nutrition, and increase local implementation of nutrition activities to sustain results over time. Through this framework, we identified several opportunities for USAID to align with country planning and budget processes to build sustainability around the financing of nutrition programs:

Evidence from USAID programs can feed into policy review and new policy agendas. Performance, impact, and cost-effectiveness evaluations of ongoing USAID programs and nutrition situational analyses should specifically target policy-relevant questions and be disseminated in collaboration with governments, which can further persuade policymakers and governments to make new commitments. Also, reviews of multi-sectoral programs can improve how different sectors could work together and strengthen multi-sectoral actions toward nutrition.

The process of developing Country Development Cooperation Strategy and project design should align with strategic planning in the country. To be part of the government planning process (e.g., development of the national plans), the Country Development Cooperation Strategy (CDCS) should include information on sectors in which financial responsibilities will shift from USAID to domestic resources and where programmatic support will transition to more technical or policy

Figure 3. Entry Points for USAID to Support Governments throughout the National Planning Cycle



assistance. This should build on the USAID Mission staff's strong understanding of the government's planning and budgeting process. Using mechanisms and initiatives to increase direct funding to local implementers, both project design and implementation should build on local ownership. As implementation is transferred to local systems, the cost data collected by USAID programs would more clearly represent the cost to the government and help the government make more informed allocations across interventions. Accounting for future government cost constraints, both human capital and technology, will help sustain the programs within government budgets.

USAID should continue to invest in strong government systems that can absorb programs. To ensure that resources allocated in the budget are mapped to the national priorities, USAID should focus on system strengthening in public financial management related to the budget formulation and execution. In addition, supporting governments in tracking resources for nutrition in each relevant sector through routine systems will aid planning, priority setting, and monitoring. If allocations do not match expenditures, a more in-depth look should be taken to see where this breakdown occurs and ensure that nutrition programs are adequately resourced. USAID should also provide support to build human resources and institutional capacity to ensure that quality management and execution of

multisectoral nutrition interventions is feasible. USAID could also support the fiscal space for nutrition within sectors using a fiscal space analyses¹⁵ and political economy analyses.¹⁶

Sharing results from program MEL can promote the transition to government. Using evaluation and operational research from USAID projects and activities can promote government take-up of effective programs. These data could include monitoring and evaluation (M&E) data from projects and activities, cost and cost analysis data, evaluation reports, and additional analyses commissioned by USAID; including, but not limited to, Public Expenditure Reviews and Nutrition Budget Analyses. Activities should address knowledge gaps and strengthen the evidence base for feedback into planning. USAID M&E results should be incorporated into government information systems when applicable to ensure that these results are monitored by the government and used in planning and decision making. In addition, building cost data into the routine activity M&E systems will support discussions around the future transition of programs to government budgets. Collaborative learning during implementation can promote learnings, not just across USAID Missions conducting similar activities, but help build capacity for local service delivery.

15 Fiscal space refers to activities related to fiscal policy, including tax administration, public expenditure management, and other issues related to public financial management (USAID 2019a).

¹⁶ Political economy analyses are those that examining power dynamics and economic and social forces that influence development (Menocal et al. 2018).

Annex 3. Evidence from Literature Review

Recommendation / Step	Evidence summary
Recommendation I. Work in concert with governments to develop a transparent, achievable, long-term transition plan	Literature on donor transitions consistently points to collaborative transition planning between donors and countries as a best practice and key factor that supports successful transitions (Resch and Hecht 2018; Shen et al. 2015; Burrows et al. 2016; Yourkavitch et al. 2019; The Global Fund 2019; Gotsadze et al. 2019; Rogers and Macias 2004; Keller et al. 2019). Transition planning can help donors and governments achieve their transition goals, establish mutual accountability, and avoid the negative outcomes from poorly planned and managed transitions (Gotsadze et al. 2019; Open Society Foundations 2017; Rogers and Macias 2004; Burrows et al. 2016; Axelson et al. 2018).
Step I: Agree on an actionable definition of and goals for transition of nutrition interventions	For specific nutrition activities, USAID Missions and implementing partners need to agree on definitions and goals for sustainability and transition with government partners. Some nutrition interventions may result in self-sustaining outcomes that continue without additional services or support (e.g., household behavior change around handwashing), and do not need to be transitioned (Rogers and Macias 2004; Rogers and Coates 2015). Other interventions, such as nutrition counseling or supplemental food distribution, may require a transition from donor support to domestic financing and implementation (public, private, or civil society) (Bennett et al. 2015; D'Orey and Prizzon 2019; Rogers and Coates 2015). Even if transition goals are modest or incremental, they need to be clearly defined so they can be achieved (Resch and Hecht 2018). Interventions that aim to be transitioned should support country priorities and plans. Alignment with national plans is critical to ensure prioritization and commitment to transitions (Engen and Prizzon 2019; Burrows et al. 2016; Resch and Hecht 2018; Alkenbrack and Shepherd 2005). Two reports on sustainable financing for nutrition emphasize that activities should align with and
	fund components of national nutrition plans to ensure country ownership and support (Save the Children 2018; Pomeroy-Stevens et al. 2015).
Step 2: Assess the achievability of goals	Past transition experiences and donor exits have shown that assessing readiness for transition is important to inform (a) what achievable transition goals should be in specific time periods and (b) what support is needed to enable successful transition (The Global Fund 2019; Resch and Hecht 2018; Slob and Jerve 2008; Katz et al. 2014; Alkenbrack and Shepherd 2005a; Kuehn et al. 2015).

	Drawing from readiness assessments in the health sector, several key areas should determine transition readiness in the nutrition sector, specifically (1) capacity for leadership, management, and implementation in the public and private sectors; (2) context related to policy, political economy, and governance; (3) financing, including domestic spending patterns and alternative funding sources; and (4) programmatic need, including program coverage, malnutrition burden (Burrows et al. 2016; The Global Fund 2019; Flanagan et al. 2018). This information can be collected in several ways, including through site visits, key informant interviews, existing data, and desk reviews (Shen et al. 2015).
Step 3: Establish a realistic timeline	Governments cannot plan effectively if they do not have a timeline that outlines when implementation and financing transition milestones need to be achieved (Burrows et al. 2016). Therefore, donors and governments need to negotiate in advance the timeline and extent of the transition of nutrition programming (Resch and Hecht 2018). Because transitions take time, timelines should be realistic in planning for the transition and then carrying out the transition itself (Bennett et al. 2015; Slob and Jerve 2008). While timeframes for transitions vary—between three and eight years—a review of transitions found that successful ones had a medium-term duration of five years (Piot et al. 2015).
Step 4: Determine agreed-upon benchmarks with an estimated timeframe	According to a review of transition financial responsibility for health programs, "plans for transitioning financing should have incremental, verifiable milestones and mechanisms to foster accountability between external donors and national counterparts" (Resch and Hecht 2018, 4). Donors and governments need clear and measurable financial targets (Burrows et al. 2016). Reviews of exit strategies for Title II programs also found that setting measurable benchmarks, with program managers and field staff, was useful in transition planning (e.g., measures showing progress in reliable implementation) (Rogers and Macias 2004; Rogers and Coates 2015).
Step 5: Assess capacity and capacity building needs to support transitioning nutrition activities	Literature on transitions has shown that building capacity on planning for a transition, the transition itself, and to implement after the transition is often needed to ensure a successful transition (Burrows et al. 2016; Engen and Prizzon 2019; Gotsadze et al. 2019; Jacobson and Chang 2018; Vogus and Graff 2015; Slob and Jerve 2008; Rogers and Coates 2015). Donor capacity may need to be built, in addition to national and local governments and other local actors that will continue implementation (e.g., civil society or private sector) (The Global Fund 2019; Rogers and Macias 2004; Slob and Jerve 2008). After the financial transition is complete, donors may need to continue providing technical assistance to support the implementation interventions (Flanagan et al. 2018).
Step 6: Account for the costs and staffing requirements to manage and facilitate the transition process in	The resource requirements for capacity building should be adequately accounted for in the activity budgets and work plans (The Global Fund 2019). For example, an evaluation of the

nutrition activity budgets and work plans	Avahan project in India reported that the successful transition process was supported by dedicated staff and a budget to support transition processes (Bennett et al. 2015).
Recommendation 2. Work in concert with governments to strategically plan for implementation in accordance with cyclical government processes and in alignment with the long-term transition plan	Transition phasing should align with funding cycles and gradually transition responsibility for implementation and financing to the government or other domestic actors who will be responsible at the end of the transition (Rogers and Macias 2004; Shoham et al. 2013; Rogers and Coates 2015).
Step I: Implement and fund intervention transitions at the appropriate level of government and decision-making and at appropriate times	In the literature, gradual phasing for transitions was identified as a common factor that supported transitions (Burrows et al. 2016; Bennett et al. 2015; The Global Fund 2019; Gotsadze et al. 2019; Rogers and Macias 2004; Rogers and Coates 2015). Transition phasing should align with government planning, budgeting, and M&E and involve the appropriate government actors and stakeholders who allocate funds and will implement interventions once transitioned (Rogers and Macias 2004; Gotsadze et al. 2019; Axelson et al. 2018; Making Finance Work for Africa 2014).
Step 2: Implement systems strengthening and capacity building needs identified in planning stage to support each transition phase Recognize that local ownership of nutrition activities needs domestic branding	System strengthening and capacity building efforts should be tailored to and align with the transition phases (Slob and Jerve 2008; Engen and Prizzon 2019; The Global Fund 2019). This may shift the role of implementing partners during later phases in the transition as they gradually withdraw direct implementation and focus on providing technical assistance to local actors who take ownership of interventions (Rogers and Coates 2015). Different types of system strengthening and capacity building should also be targeted to and tailored for specific actors and levels of government that are responsible for components of the transition (Alkenbrack and Shepherd 2005; Burrows et al. 2016; Flanagan et al. 2018; Jacobson and Chang 2018). A sustainability review of Food for Peace also found that activities were more likely to be sustainable if there were effective vertical linkages between community-based organizations or individuals and the public and private sectors (Rogers and Coates 2015).
Step 3: Recognize that local ownership of nutrition activities needs domestic branding	The importance of political commitment and joint leadership for a successful transition is discussed in the transition literature (Bennett et al. 2015; Shen et al. 2015; Gotsadze et al. 2019; Burrows et al. 2016). Transitions require that governments assume ownership and financing interventions, so their commitment, buy-in, and leadership during the process is vital.
Step 4: Maintain engagement with government and partners throughout the process	Studies of USAID transition efforts have found that USAID engagement, collaboration, and coordination was effective when it continued throughout the transition process (Alkenbrack and Shepherd 2005b; Shen et al. 2015). This includes engagements with high-level government officials to ensure buy-in and adequate leadership (Burrows et al. 2016). Also, as donor and government staff move to different roles, to maintain continuity, new staff need to be engaged

	and brought up to speed about the transitions plans and processes to date (Alkenbrack and Shepherd 2005a).
Recommendation 3. Ensure transparent and shared data, monitoring, evaluation and learning for the activity, intervention and the transition	Evidence, largely drawing from the health sector, shows that transition plans and processes are strengthened when they are informed and supported by strong monitoring and evaluation. This monitoring and evaluation can help inform realistic transition plans, strengthen accountability, and inform adaptation (Bao et al. 2015; Bennett et al. 2015; Vogus and Graff 2015; Shen et al. 2015; Rogers and Macias 2004; Resch and Hecht 2018; Gotsadze et al. 2019).
Step 1: Monitor and evaluate nutrition interventions during the transition process to ensure outputs and outcomes continue at a high level	As part of a phased transition, implementation of nutrition interventions and results should be monitored to ensure that programmatic targets are met. These data can also be used to adjust transition phasing or support, as needed, depending on whether programmatic targets are being missed or exceeded (Bennett et al. 2015; Burrows et al. 2016; Slob and Jerve 2008; Rogers and Macias 2004). As part of the transition process and capacity building, country M&E systems should be strengthened so that countries can conduct and sustain data collection and analysis (Vogus and Graff 2015).
Step 2: Monitor and evaluate the transition process itself	In the literature on transitions we found that M&E of the transition process is often lacking. However, monitoring the transition process can help donors and governments learn more about how to successfully transition and inform the transition process (Slob and Jerve 2008; Rogers and Coates 2015). Midterm assessments during a transition phase-out can be an opportunity to learn what is going well, whether any assumptions about the transition need to be revisited, and what challenges need to be addressed (Vogus and Graff 2015; Bennett et al. 2015; Shen et al. 2015; Rogers and Macias 2004; Resch and Hecht 2018). Routine monitoring of indicators that show progress toward transition—such as improved capacity, institutional strengthening, or independent service delivery—help to assess progress toward transition goals (Rogers and Coates 2015). The literature results showed the need to allow for flexibility and adapt transition plans based on performance, challenges, and context changes (D'Orey and Prizzon 2019; Slob and Jerve 2008; Alkenbrack and Shepherd 2005a; Rogers and Macias 2004; Rogers and Coates 2015). For example, the adaptation and evolution of the transition plan was one key factor that contributed to the success of the Gates Foundation's Avahan transition in India (Bennett et al. 2015). Monitoring, evaluation, and learning can also help ensure mutual accountability for transition goals and timelines between governments and donors (Gotsadze et al. 2019). The data can also be used to promote and celebrate successes achieved during the transition process (Resch and Hecht 2018).



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