

Making the Transition from Emergency to Recovery and Development

Special Focus on South Sudan

A Concept Paper for the Executive Board
Prepared jointly by UNDP, UNFPA, UNOPS and UNICEF
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1. This paper presents the main challenges of the transition from emergency to development.

It begins with a general discussion of the subject, which is followed by the specific example of the Republic of South Sudan. This second section focuses on how UNDP, UNFPA, UNOPS and UNICEF have been working during the Comprehensive Peace Agreement period (2005-2011), and how these agencies plan to support the Government of South Sudan going forward.

Some key lessons

2. In line with their humanitarian and development mandates, United Nations agencies, funds and programmes are on the ground before, during and after a crisis. Partnerships and programming extend beyond capital cities to direct contact with communities. This allows the United Nations family to help Governments and populations prepare for, respond to and recover from crises. Sequencing the shift between emergency response, recovery and development is difficult, however, and experiences from around the world show that improvements can be made in the type and scope of the support agencies, funds and programmes provide to governments in transition. For United Nations agencies, a successful transition is one in which the shift from providing direct life-saving services to working under the leadership of and in partnership with national authorities as they develop systems and capacities is managed in a way that does not create further vulnerabilities. A well-managed shift, which often involves the simultaneous delivery of humanitarian assistance and fast-tracked recovery programmes that consolidate peace dividends, helps reduce vulnerability and long-term reliance on relief, laying the foundations for sustainable development.

3. A number of lessons have been learned from the engagement in a range of transition environments. In helping Governments manage transitions, United Nations agencies, funds and programmes have learned several lessons, which guide ongoing and future transition scenarios.

- ✓ **Transition from relief to development is often non-linear.** While humanitarian and development actors agree on the need for coordinated action to facilitate a smooth transition from emergency relief to long-term development support, it is widely understood that this support must be delivered simultaneously to arrive at the desired end state and reduce the risks associated with dependency on emergency assistance.

- ✓ **Each transition is different.** As the following pages will indicate, the level of pre-existing state capacity, social indicators, economic-growth potential and the political and security environment should determine the nature of the planned transition from relief to development in each situation.
- ✓ **Mitigate risks to the population by investing in local capacities for early warning, preparedness and response.** Effective response starts with building the resilience of communities and helping governments adopt preparedness measures. Emergency responses should be seen as providing a basis for moving, step by step, towards empowering national authorities to reassert their leadership. The challenge with this type of support is the need to begin investing well before a crisis erupts, as capacity building is not a short-term endeavour. As the following pages will highlight, the transition from relief to development is also often far from linear and continuous. Many social, political and economic factors can prevent capacity building from being effectively undertaken early on. Preparedness and early-warning strategies must be informed by the situation on the ground.
- ✓ **Ensure coherence between humanitarian and development strategic frameworks and funding modalities.** Separate principles, strategy and priority-setting processes guide the humanitarian and development aspects of international engagement in protracted crises. It is important to ensure coherence between the planning of humanitarian assistance and longer-term development. Uncoordinated, parallel planning and financing may result in competing objectives, contradictory priorities and strategic incoherence, which will impede the transition to recovery and development. International actors need to agree on a strategic framework that is driven by national strategies and based on harmonized needs assessment and planning. Linked to this is the need to identify funding solutions that will enable flexible, rapid and predictable funding for countries emerging from crisis. The challenge is to maintain adequate levels of humanitarian financing immediately after a crisis while beginning to scale up the level of development financing. Pooled country-level and global funding mechanisms can enable donors and agencies to work together and share risks and should be aligned with common strategies.
- ✓ **Ensure coordinated programme design to inform clear and synchronized exit strategies.** By planning and designing interventions jointly, humanitarian and development actors can also plan an effective sequencing of strategies so as to prevent communities (and indeed entire nations) from becoming dependent on international aid. In situations in which national structures at first have little or no capacity, the sequencing and design of work by humanitarian and development actors will be different than in situations in which national institutions are already able to respond to a crisis.

- ✓ **Real-time evaluation can ensure a realistic feedback loop.** To ensure that an emergency response is building a foundation for the transition to development, it is vital to measure the impact of this response, with a view to improving the design of future interventions. A first step is to carefully define the programmes and review the outcomes and indicators at the outset. Systematic operational reviews and the gathering of lessons learned can then efficiently measure programme impact. Real-time inter-agency evaluations are now a standard tool for improving relief interventions. These evaluations should identify both successes and failures and study transition issues so as to ensure that humanitarian responses are linked to longer-term development.

The situation in South Sudan

4. **After the six-year interim period of the Comprehensive Peace Agreement (CPA), South Sudan gained its independence on 9 July 2011.** The achievements of the CPA period have been impressive, particularly when the low baseline resulting from decades of marginalization and war is taken into account. More than 30 ministries and commissions and 10 state governments have been established, a national parliament and 10 state assemblies have been created. More than 2 million people have returned to South Sudan. The number of children in primary school has quadrupled, and 6,000 kilometres of road have been opened, although they have yet to be upgraded into all-weather routes. Despite these achievements, the transition that the world's newest State must manage is overwhelming in both scale and complexity. Poverty is endemic and prospects for growth are minimal. State structures have only just been established, and delivery systems across all sectors are either absent or dysfunctional. Corruption impacts virtually all levels of government, and accountability mechanisms, where they exist, have failed to deter misuse and mismanagement of public resources. In the absence of broad-based political mechanisms for resolving disputes, violent conflict remains a day-to-day problem. The reality is that:

- ✓ **South Sudan has the biggest capacity gap in Africa.** Without doubt, this is probably the single most important factor hindering the transition, and is also one of the most difficult to address quickly and effectively. Following two generations of war and displacement, the capacity challenge in South Sudan is almost unimaginable. The people required to manage the transition and consolidate the new State are simply not there. Every single ministry, every single state government and every single spending agency suffers from a debilitating lack of qualified, competent staff. Nearly half of all civil servants in South Sudan have only a primary education. Fewer than 5 per cent have higher degrees. With so much at stake in the first years of statehood, there is not time to wait for a new generation of public servants to be trained and deployed. Something needs to be done immediately to bridge the gap.

- ✓ **The living conditions of the South Sudanese people are among the harshest in the world.** More than 80 per cent of the population lives on an equivalent of less than \$1 per day. More than one third of the population lacks secure access to food. Even in a good year, 20 per cent of South Sudanese households cannot support themselves. It is estimated that only 20 per cent of the people during their lifetimes receive services from any kind of health facility. While some progress has been made in the area of immunization, only 5.8 per cent of South Sudanese children are fully immunized. Half of all children do not attend school. Eighty-five per cent of the South Sudanese population cannot read or write, and 92 per cent of women are illiterate. The maternal mortality rate is the highest in the world. A 15-year-old South Sudanese girl has a greater chance of dying in childbirth than of finishing school.
- ✓ **South Sudan is one of the most underdeveloped countries of the world.** None of the public infrastructure required for growth is in place. There is no electricity grid and no nationwide energy system. The airport is substandard, and there is no civil aviation capacity. The railroad serves only a few towns in one of the 10 states of South Sudan. Although cellphone coverage is improving, connectivity is already at capacity and reaches only a few of the urban areas. The road grid is wholly inadequate. Along with the civil-service capacity gap, this is one of the most important factors hindering development. In a country the size of France, there are only a handful of all-weather roads. Up to 60 per cent of remote locations are inaccessible during the rainy season. Without roads, economic growth is hamstrung, and there can be no meaningful expansion of services, including of police and judicial services. Farmers cannot access markets, so there is no incentive to produce. Many areas are insecure because they are inaccessible, and state structures, including law enforcement, have little if any capacity to access or intervene when conflict occurs.
- ✓ **South Sudan represents the single largest state-building challenge of our generation.** While there is no question about how long and hard the transition is going to be in South Sudan, there are very real questions about whether the international community fully appreciates the scope and complexity of the challenge, whether it can offer the right kind of strategies and programmes to overcome the deficits the new State is facing, and, perhaps most importantly, whether we are really prepared to stay the course and provide the kind of funding and presence over the long term that will be required.
- ✓ **South Sudan is a country with both tremendous challenges and poverty *and* with impressive natural resources, oil in particular.** The challenge is for the Government, infrastructure and legal system to be organized so that the wealth of the country can be tapped and distributed in a way that benefits the people as a whole and addresses the human-development needs.

Strategic priorities during the transition

5. The situation in South Sudan challenges our common conceptions about transition. Since before the independence of Sudan in 1956, and through two generations of nearly continuous civil war, there have never been state structures which have functioned effectively or provided services to the population. The long history of humanitarian assistance throughout the civil war, during which there was little opportunity for investing in state structures, has resulted in a situation in which South Sudan is one of the most aid-dependent countries in the world. This is not a situation in which existing concepts of "recovery" find an easy footing. In fact, many practitioners in South Sudan refuse to use the term recovery on the grounds that there is nothing to recover from. Rather, the transition from relief to development is taking place at the same time that the State itself is being built from scratch. Most recovery programmes focus on reinvigorating government systems so that they can deliver public goods. In South Sudan this does not make sense since there are no state structures. Putting these in place is the priority that trumps all others.

6. The new Government will be racing against time to establish a viable State capable of maintaining peace and security, of accountably managing public resources, and of delivering public goods and services to one of the poorest populations in the world. To help accelerate the transition to a capable State in South Sudan, and to prevent the world's newest country from failing, the agencies, funds and programmes will be concentrating resources on helping to: (1) establish core governance functions, (2) stabilize insecure areas, (3) build delivery systems for basic public services and goods, and (4) introduce redistribution programmes that change people's lives and give them confidence that their State is there for them.

7. The transition in South Sudan is so complex and difficult that agencies will need to focus on only a handful of simple, transformative programmes that can be done at scale. Because the environment in South Sudan is unpredictable and could easily degenerate, agencies, funds and programmes will be working in ways that are different than normal development contexts. They will need to manage extreme levels of fiduciary risk, and to move very quickly while also being prepared to change course and adopt new strategies. They will need to reduce transactions costs on partners and themselves by minimizing complex bureaucratic procedures and programming processes.

8. During the transition, because everything depends on the State, the agencies, funds and programmes will be focusing on core state functions and on bridging the capacity gap. Humanitarian assistance, although essential for saving lives, has operated largely outside state structures, and has contributed little if anything towards building state structures. State-building has not been a priority of international partners in South Sudan until recently, and the result has been a situation in which the capacity for service delivery has grown only marginally in the last six years. The State has not been held accountable for delivery of services, which has been left to international partners. Over the past two years, the United Nations and its partners have

shifted gears and are now helping the Government to prioritize and focus on building core state functions. These functions have included core systems for management of public resources, maintenance of basic law and order, and management of the public service: essential prerequisites for expanding service delivery and enabling economic growth. At the same time, given the capacity deficit in South Sudan, it has been clear that surge capacity is necessary while South Sudan takes the time necessary to build and professionalize its public service. Therefore, the United Nations has supported a number of initiatives to rapidly augment existing capacity: through deployment of United Nations Volunteers to state structures and by seconding civil servants from neighbouring Intergovernmental Authority on Development (IGAD) countries to ministries where they can mentor Southern Sudanese counterparts, thereby simultaneously providing and building national capacity.

9. During the transition, because everything hinges on stability, the agencies, funds and programmes will be focusing on extending State authority into insecure areas. Insecurity remains a chief impediment to the expansion of services and growth. Insecure areas lack Government presence, law enforcement or any effective application of the rule of law. They also have the largest concentrations of vulnerable and displaced persons and therefore the largest humanitarian and emergency programmes and presence. Extending State authority into insecure areas — and doing so in a way in which the legitimacy and credibility of State authority increases — is crucial to stabilization, and to any prospect for a successful transition from relief to development. Crucially, this means providing direct support to and through the state and local governments, so that government structures can actually take control, rather than State authority being undermined, as can happen when external parties such as non-governmental organizations (NGOs) and contractors provide the assistance. Support is also necessary in order for the Government to better interface directly with key stakeholders, such as youth (who can be the engines of progress or discontent), women (who play a prominent role in binding communities together), and local peacebuilders such as the church and civil society (who have played unique roles in South Sudan).

10. The extension of State authority must be accompanied by mechanisms to ensure that citizens have access to justice and protection, particularly in areas where the State itself may be seen as part of the problem. Many perpetrators of violence are from the uniformed services. This is not surprising in light of an estimate of army commanders: Only 30 per cent of soldiers are currently under their full command and control. Rarely if ever are perpetrators of violence sanctioned or held to account. Stability at the community level requires that people see that justice is being pursued, whether through fast-tracking reforms in military justice, supporting community compensation and restitution programmes, or combating corruption and other forms of abuse.

11. During the transition, because people need confidence in their State, the agencies, funds and programmes will be focusing on helping to establish core service delivery systems. The long history of humanitarian assistance in South Sudan, combined with the fact that state

structures have never provided public goods in the first place, has resulted in a situation in which the State has not been assuming responsibility for service delivery. Some progress has been made in this area, particularly in some key sectors such as health and education, but the majority of service delivery still occurs outside of state structures. For 2011, only 14 per cent of the national budget was allocated for health, education and social services. The security sector receives nearly two and half times that amount. During the transition, these discrepancies will need to be addressed and responsibility for service delivery shifted from international partners to national structures. Efforts also need to focus on helping the Government bring service delivery to scale through simple and transformative approaches. Major new initiatives are being conceptualized, designed and delivered in this respect. These include:

- ✓ Tackling the highest maternal mortality rate in the world through cascading training that builds up a new cadre of village midwives covering every *boma* across South Sudan.¹ The goal is to reduce maternal mortality by 20 per cent in three years.
- ✓ Mass training of 10,000 teachers combined with investment in 6,000 classrooms, in order to raise primary school enrolment to 75 per cent in three years.
- ✓ Tackling the exceptionally high levels of illiteracy through a major national literacy campaign, based on similar initiatives in Ethiopia and Mozambique.

12. During the transition, because strong state-society relations are essential for a peaceful, stable State, the agencies, funds and programmes will focus on helping establish a social compact between the Government and the people it serves and represents. To maintain legitimacy and credibility, state structures must be able to respond to public expectations. The population of South Sudan remains one of the most marginalized and vulnerable in the world, and has yet to see the fruits of peace or independence. The vast majority of the population has not benefitted from the significant oil resources of South Sudan. The fact that their lives have not improved, combined with growing perceptions of corruption, is fuelling resentment and increasing the levels of tension and conflict in communities across the country. The Government needs to urgently articulate and communicate a clear vision of where South Sudan is headed, and to deliver concrete benefits to the population. This involves adopting and introducing policies and programmes that redistribute national wealth, ensuring that it reaches the poorest of the poor and reduces the day-to-day challenges and "deadly decisions" that poor South Sudanese families confront daily.

"Seven deadly decisions"

Each day in South Sudan, families try to decide how to spend their one dollar. A typical destitute family must decide whether to:

- ✓ Buy a second meal?
- ✓ Buy wood for the family stove?
- ✓ Buy thatching for the roof?
- ✓ Buy anti-malarials for their ill child?
- ✓ Buy school uniforms and materials?
- ✓ Pay bribes at the market checkpoint?
- ✓ Buy agricultural inputs?

¹ Boma is the smallest unit of a local government in South Sudan. It can be translated as "village".

13. **Bold initiatives are now on the table, through the South Sudan Development Plan (SSDP), including for instance the design and delivery of a universal cash transfer system,** in the form of a child benefit. This is based on initiatives that have proved successful elsewhere in the continent, such as in South Africa. Research shows that cash transfers benefit the next generation through better nutrition and higher education, and also help to jump-start local economies since money is spent within the community. Discussions are also under way regarding launching a “national solidarity” programme which would seek to expand access to basic services in every county across the country.

Programme priorities during the transition

14. **As a first step in state building, the Republic of South Sudan has produced a South Sudan Development Plan 2011–2013 (SSDP) with four pillars:** human and social development; economic development; governance; and conflict prevention and security. During the next two and half years, UNDP, UNFPA, UNOPS and UNICEF will support the Government of the Republic of South Sudan in all of these areas. Summarized below are some of the actions the organizations will be taking.

15. In the area of human and social development, agencies will be helping:

Build South Sudanese capacity to provide services by: improving the skills of the workforce at all levels of the health system; providing reliable technology, equipment and supplies; and improving health infrastructure and supporting health services. Through its Reproductive Health Programme, UNFPA will strengthen the capacity of the Ministry of Health and other State entities to manage and deliver reproductive health programmes. UNFPA is also supporting service delivery at state and facility levels, including the provision of reproductive-health kits to Government and NGO facilities and the placement of more than 15 international volunteer midwives across 9 states in South Sudan. Additionally, in order to reduce maternal mortality, UNFPA is working with the Ministry of Health on the regulation and training of midwives. This work includes supporting the establishment of the first midwifery school in Juba. To help combat HIV/AIDS, create awareness about reproductive health issues and prevent gender-based violence, UNFPA has been partnering with the Ministry of Health and the Ministry of Youth, Sports and Recreation to provide youth peer education and youth-friendly health services. UNFPA and UNICEF are working together to advocate for and leverage resources for assessments and surveys that are needed to strengthen the evidence base for programming to reduce maternal mortality. UNDP has been managing grants from The Global Fund to Fight AIDS, Tuberculosis and Malaria, implementing projects through South Sudanese institutions, United Nations agencies and NGOs.² A Round 9 Global Fund grant of \$47 million, which UNDP arranged for in 2010, will be used to strengthen

² In the six years leading up to independence these grants totalled more than \$100 million.

the health systems in South Sudan through reconstruction of health infrastructure, capacity development and enhancement of service delivery. UNOPS will be able to complement these efforts by providing its expertise in the construction of hospitals, clinics, laboratories and warehouses, in the procurement and supply-chain management of goods, and in the rehabilitation of key access roads across all 10 states.

Combat gender-based violence. As part of its gender and gender-based violence programme, UNFPA is working to enhance gender equality and to prevent and respond to gender-based violence in development and humanitarian settings. UNFPA has supported the development of the gender policy for the Ministry of Gender, Child and Social Welfare and of national standard operating procedures for addressing gender-based violence.

Protect children and promote child rights. UNICEF will be focusing on service delivery, capacity development, social transformation and behavioural development, as well as on developing knowledge of the situation of South Sudanese children and on advocating for child rights. Priority will be given to strengthening systems for the delivery of basic services and to implementing the provisions of the Child Act of 2008, especially as regards registering the births all children and strengthening formal and informal child-protection systems. UNICEF and UNOPS are implementing a multifaceted joint programme to ensure child-friendly learning environments – through improvements in infrastructure, capacity development, sports activities and child and community participation. UNDP, UNICEF and other development partners will be promoting the use of cash transfers to households as a way of mitigating risks and of reducing vulnerability and poverty, particularly in households with young children.

16. In the area of economic development, agencies will be helping:

Accelerate inclusive economic growth and diversification. Efforts here will aim at improving agricultural productivity and creating an enabling environment for private-sector development and microfinance, with the idea that this will generate growth employment, reduce poverty and provide the poor with greater access to markets, goods and services. Among the key activities will be building infrastructure, such as water catchments, irrigation canals and feeder roads, to improve production and access to markets. UNDP, in collaboration with other partners, such as the World Bank and the South Sudan Microfinance Development Facility, will continue to support the creation of a regulatory framework for the microfinance industry in South Sudan. Institutional capacity and local-level microfinance services are being expanded, inter alia, with assistance from an ongoing United Nations Capital Development Fund/UNDP programme. Additional interventions to promote inclusive growth and economic development will address youth unemployment (e.g., through labour-intensive work programmes) and climate change. Negotiations are on going to replicate the successful

cooperation between UNDP and UNOPS to implement climate-change projects with funding from the Global Environment Facility's Small Grants Programme.

17. In the area of governance, agencies will be helping:

Improve the capacity of Government to deliver on core state functions and public services. State-building and supporting decentralization will continue to be a fundamental focuses of the post-independence period. At the same time, strong oversight and accountability mechanisms need to be established by strengthening the capacities of the South Sudan Legislative Assembly and of the 10 state assemblies, as well as of the Southern Sudan Anti-Corruption Commission and the Southern Sudan Audit Chamber. UNDP will continue to deliver on capacity-enhancement initiatives, such as the Rapid Capacity Placement Initiative and the IGAD Regional Initiative. In partnership with the Government of Norway, this latter Initiative is seconding 200 civil servants from IGAD member States to functions within South Sudan ministries, commissions and state governments. These civil servants will mentor South Sudanese civil servants and help with the delivery of services. For its part, UNOPS is continuing to contribute to the enhancement of government physical infrastructure at national and state levels through the construction and equipment of offices. Additionally, as a corollary of its implementation of infrastructure projects, UNOPS is contributing to developing the capacities of officials of the Ministry of Transport and Roads and of the Ministry of Physical Infrastructure to plan, design, implement and monitor projects and to manage procurement.

Extend the rule of law. UNDP will seek to deepen its capacity-development support to rule of law institutions, including the Ministry of Justice, the Judiciary, and the Police and Prisons Services within the Ministry of Internal Affairs. This support will continue to aim at enhancing the reach and quality of justice services through actively supporting the decentralization of rule of law institutions and promoting a human-rights-based approach. As an example, for the Police and Prisons Services, UNDP will prepare front-line officers and wardens to deliver rights-based services to specific groups, paying special attention to vulnerable populations such as women, children and internally displaced persons. UNICEF support will further strengthen the juvenile justice system and improve access to justice for children. UNICEF will also contribute to inter-agency efforts to research customary justice systems and increase the protection of women and children who come into contact with customary laws. A key component of rule of law interventions is the construction of adequate facilities in the South Sudanese states. As part of this effort UNDP and its implementing partners, including UNOPS, will be building 63 new police stations and posts, 4 court facilities and 7 corrections facilities. Additionally, UNOPS, together with the Office of Rule of Law and Security Institutions (OROLSI) of the Department of Peacekeeping Operations, has developed designs for

governance/rule of law hubs which would group together police, customs and judiciary functions.

Produce reliable and comprehensive statistical information. Such information is essential for the design of development strategies that promote employment, sustainable livelihoods and the effective delivery of basic services. To this end UNDP, UNFPA, UNOPS and UNICEF will continue to support the development of the (formerly the South Sudan Centre for Census, Statistics and Evaluation), so that it can produce, analyse, store and make use of data to inform the decision-making processes. UNFPA is also working to establish a Population Unit and Population Secretariat which will play a crucial role in the research, coordination and integration of population issues in policy dialogue and development processes. UNFPA led the taking of the census in 2008 and is supporting preparatory activities and resource mobilization for the first post-independence census. This is tentatively planned for 2014. UNOPS supported the 2008 census through the procurement of assets, construction of infrastructure, and building the logistical and operations capacity of the National Bureau of Statistics. UNICEF, together with UNFPA, has supported the conduct of the Sudan Household Health Survey (of round 1 in 2006 and round 2 is 2010). UNICEF has also supported institutional and human-resource capacity building for the establishment and management of the South Sudan Info database.

Increase the capacity of the Government to plan and elaborate policies. UNDP will contribute to the medium- and long-term planning for the next poverty reduction strategy covering the years 2014-2018. Working with the Ministry of Finance and Economic Planning, UNDP will also continue to support sound planning, budgeting and fiduciary management across all three levels of government: national, state and local.

Strengthen the capacity of the Government to hold transparent and free elections. UNDP provided essential support for the 2010 elections and the 2011 referendum, particularly through the management of the basket funds established to develop the capacity of the Referendum and Elections commissions, and by working in the areas of voter education, domestic observation, media training and procurement of essential materials.

18. In the area of conflict prevention and security, agencies will be helping:

Reintegrate returning populations. Since late 2010, approximately 280,000 men, women and children have returned to South Sudan from northern Sudan. A Sustainable Reintegration Theme Group, chaired by UNDP, has been established to coordinate the planning and delivery of assistance. The Group is providing immediate support to the communities to which people are returning. This work involves quick-impact projects and community-based activities that help returnees establish livelihoods. The Group is also involved in longer-term initiatives, such as the demarcation of land parcels for returnees.

Accelerate the demobilization, disarmament and reintegration (DDR) process. It is expected that more than 100,000 ex-combatants, including women and children, will need to be reintegrated into civilian life in the post-independence period. This undertaking will be crucial to establishing sustainable peace and stability in the new South Sudan, as it can remove a potential source of future instability, provide support to a sizeable percentage of the population, and relieve some of the current crippling budgetary pressure on the Government.

Strengthen local governance and extend the rule of law. The Sudan Recovery Fund is funding major catalytic stabilization interventions, addressing strategic priorities identified through county and state-level consultations in four states that have been affected by communal violence: Jonglei, Lakes, Eastern Equatoria and Warrap. These programmes, led by UNDP and with UNOPS as one of the major implementing partners, aim to support capacity building by state governments, open roads to access remote and insecure areas, develop security and rule of law infrastructure, and construct water reservoirs to mitigate conflict from competition for water resources during the dry season. UNDP has been helping the national Government undertake socio-economic threat and conflict mapping: a means of promoting conflict-sensitive planning. Participatory, community-level, conflict-sensitive planning processes are leading to the development of community security action plans and conflict-sensitive projects.

19. This paper has set out some general principles for transition processes and describing the work that UNDP, UNFPA, UNOPS and UNICEF are doing to help one particular country, South Sudan, manage the transition from crisis to stability and growth. In many ways, South Sudan is a special case. It is a brand-new State, and this presents special challenges. Much of the population is desperately poor, basic services are desperately lacking, and the risk of conflict (be this inter-State conflict or internal conflict) remains high. At the same time, the country possesses valuable natural resources that, if properly managed, could provide the basis for economic growth and progress on human development. Participants in the thematic discussion, Member States and other interested parties, are urged to consider, inter alia, how the international community can help ensure the transition in South Sudan is successful. Further, it may be asked what lessons may be learned from the South Sudan experience and whether these are applicable to other countries going through transitions.