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Eun Mee Kim, Seon Young Bae, and Ji Hyun Shin

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JICA Research Institute
10-5 Ichigaya Honmura-cho
Shinjuku-ku
Tokyo 162-8433 JAPAN
TEL: +81-3-3269-3374
FAX: +81-3-3269-2054

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Human Security in Practice: The Case of South Korea

Eun Mee Kim, Seon Young Bae, and Ji Hyun Shin*

Abstract

South Korea is one of the newest members to join the OECD's Development Assistance Committee, and its ascendance was touted as an exemplary case of a recipient-turned-donor, which is a rarity in world history. In particular, South Korea's rise to an advanced industrialized nation came in the aftermath of the Korean War, and thus, there was interest in whether South Korea would embrace the notion of "human security" in its development cooperation through its official development assistance (ODA). This paper identified key stakeholders in the ODA community of South Korea including various government ministries, aid implementing agencies, civil society organizations, international organizations, and academia. Official documents of the government and research publications of academic representatives were examined to see whether the term "human security" was explicitly used, and if not, whether the term was implicitly used. The review of documents was supplemented with a small number of interviews. The results of the study showed that while the South Korean government does not explicitly use the term "human security," it has embraced the 3 components of human security –namely, freedom from fear, freedom from want, and freedom to live in dignity – as well as 2 approaches to human security – protection and empowerment– in its ODA policies. On the other hand, while South Korea has fully embraced the concept of human security in its ODA policies, it is not clear whether it has been fully implemented in ODA activities. We believe that further research is needed in the ODA implementation sites to examine whether human security is implemented, going beyond reference in the official documents in South Korea. One final observation is that the term "human security" has been explicitly used by President Geun-hye Park and Minister Yoon of the MOFA in their speeches. It would be interesting to follow up to see whether the use of the term by these two key figures would lead to the explicit use of the term "human security" in official documents, and as a key strategy of South Korea's ODA in the near future.

Keywords: Republic of Korea (South Korea), human security, development cooperation, official development assistance, freedom from fear, freedom from want, freedom to live in dignity, protection, empowerment

* Eun Mee Kim is Dean and Professor in the Graduate School of International Studies and Director of the Institute for Development and Human Security at Ewha Womans University, Seoul, Republic of Korea. Seon Young Bae and Ji Hyun Shin are graduate students in the Graduate School of International Studies at Ewha Womans University. Please contact Eun Mee Kim (principal investigator and corresponding author) for inquiries at emkim@ewha.ac.kr.

Introduction

South Korea has recently become a member of the Organization for Economic Cooperation and Development (OECD)'s Development Assistance Committee (DAC), and joined the ranks of advanced industrialized country donors. In this paper, we will examine whether South Korea's development cooperation has focused on human security given South Korea's own experience of being a large recipient of development aid in the aftermath of a war. South Korea continues to face its own human security threats, among them the possibility of war with North Korea as well as natural disasters. However, this paper focuses on whether and, if so, how South Korea as an emerging donor has identified human security as a major objective in its development cooperation policies and activities, i.e., official development assistance (ODA).

The concept of human security was introduced into the global development cooperation discourse in the 1990s by the United Nations Development Programme (UNDP) and was later adopted as the ODA policy of Japan and Canada. It has received attention from many donors and international organizations as an important goal and means of ODA. We have examined the use of human security by key stakeholders in South Korea's ODA community with the following three questions: (1) Have the stakeholders used the term "human security" in their official documents?; (2) Have the stakeholders embraced the meaning/concept of human security even if the term was not used explicitly in their policies and practices– i.e., have they implicitly used the term "human security"?; and (3) What are the implications of human security in South Korea's ODA? We reviewed relevant government documents for the explicit as well as the implicit use of the term "human security", and interviewed key stakeholders in South Korea's ODA community.

This paper is organized as follows: After the Introduction in Section 1 presents a discussion of various definitions of human security, and of the applied use of human security by the United Nations, the Japanese government, and the Canadian government. Section 2 presents the research design and identifies key stakeholders of the South Korean ODA community.

Section 3 includes the research findings based on a review of documents and interviews. The last section provides the concluding remarks.

1. Concepts of Human Security

1.1 National Security vs. Human Security

The concept of "human security" was developed in response to the criticisms that national security was inadequate to deal with security at the individual level. King and Murray stated that traditional security is state-centered security that focuses on the protection of territorial integrity, stability, and the vital interests of states through the use of political, legal, or military instruments at the state or international level.[1] The United Nations discussed national security as territorial integrity and security from external threats.[2]

Against this backdrop, the former Secretary General of the United Nations, Kofi Annan defined the concept of "human security", as opposed to national security, as follows:

> "A new understanding of the concept of security is evolving. Once synonymous with the defense of territory from external attack, the requirements of security today have come to embrace the protection of communities and individuals from internal violence. The need for a more human-centered approach to security is reinforced by the continuing dangers that weapons of mass destruction, most notably nuclear weapons, pose to humanity."[3]

As a relatively new concept, human security is focused on the individual and the community rather than the state.[4] Bajpai argued that "human security relates to the protection of the individual's personal safety and freedom from direct and indirect threats of violence."[5]

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[1] Cary King and Christopher J. L. Murray, "Rethinking Human Security," *The Academy of Political Science* 116, 4 (2001): 588.
[2] United Nations, "Charter of the United Nations," accessed July 20, 2014, http://www.un.org/en/documents/charter/chapter1.shtml.
[3] Kofi Annan, "Definitions of Human Security" (Paper presented at the Global Development Research Center website, August 22, 2001), 1.
[4] In-Taek Hyun, Ramesh Thakur, and William T. Tow, *Asia's Emerging Regional Order: Reconciling Traditional and Human Security* (Tokyo: United Nations University Press, 2000), 5.
[5] Kanti Bajpai, "The Idea of Human Security," *International Studies* 40, 3 (2003): 224.

Others provide an even broader conceptualization including economic, environmental, personal, and political threats, and security involving food, health, and community.[6]

Human security is understood to be a fundamental condition for sustainable human development. According to Leaning et al, human security results from "the social, psychological, economic, and political aspects of human life that in times of acute crisis or chronic deprivation protect the survival of individuals, support individual and group capacities to attain minimally adequate standards of living, and promote constructive group attachment and continuity through time."[7]

1.2 Applied Definitions of Human Security

1.2.1 United Nations (UN)

In 1994, the UNDP reported in the *Human Development Report* that human security is a condition in which people enjoy "safety from such chronic threats as hunger, disease and repression" and "protection from sudden and hurtful disruptions in the patterns of daily life - where in homes, in jobs or in communities."[8] The United Nations Commission on Human Security stated that the concept of human security tries "to protect the vital core of all human lives in ways that enhance human freedoms and human fulfillment."[9] Kofi Annan highlighted that "human security can no longer be understood in purely military terms.[10] Rather, it must encompass economic development, social justice, environmental protection, democratization, disarmament, and respect for human rights and the rule of law." In the UN Resolution 66/290 adopted in 2012, the General Assembly states that a common understanding about the notion of human security includes "[the] right of people to live in freedom and dignity, free from poverty

[6] King and Murray, "Rethinking Human Security," 589.
[7] Jennifer Leaning, M.D., S.M.H., and Sam Arie, "Human Security: A Framework for Assessment in Conflict and Transition" (Project paper made through the United States Agency for International Development and Tulane University, December 2000), 38.
[8] United Nations Development Programme, "Human Development Report" (Report presented at the UNDP website, 1994), 23.
[9] United Nations Commission on Human Security, "Human Security Now" (Report presented through the result of the 2000 Millennium Summit, May 1, 2003), 4.
[10] Annan, "Definitions of Human Security," 1.

and despair. All individuals, in particular vulnerable people, are entitled to freedom from fear and freedom from want, with an equal opportunity to enjoy all their rights and fully develop their human potential." This idea of human security is based on the recognition of development, human rights, and peace and security as the three pillars of the United Nations, as stated in the resolution.[11]

1.2.2 Japan: Comprehensive Definition of Human Security

The Japanese government has been spearheading the global efforts to protect human security through its ODA. In 1998, Prime Minister Keizo Obuchi of Japan used the term "human security" at a conference on "An Intellectual Dialogue on Building Asia's Tomorrow" as follows: "[A]n unavoidable fact is that Asia's remarkable economic development in recent years also created social strains. I believe that we must deal with these difficulties with due consideration for the socially vulnerable segments of population, in light of human security."[12] This was Japan's first reference to human security as a major foreign policy goal. Prime Minister Obuchi defined human security as a "concept that takes a comprehensive view of all threats to human survival, life and dignity and stresses the need to respond to such threats."[13] Following this, the Japanese government established the Trust Fund for Human Security in March 1999 for realizing the human security concept and applying the approaches of protection and empowerment.[14] Japan also emphasized that "human security requires that our focus be on protecting individuals from threats and empowering them to realize their full potential. A corollary of that would be for us to pursue a multi-sectoral approach, whereby we seek synergies among development sectors such as health, water, education and gender." In sum,

[11] United Nations General Assembly, "Resolution 66/290. Follow-up to paragraph 143 on human security of the 2005 World Summit Outcome" (Resolution adopted by the General Assembly, 2012), accessed October 6, 2014, https://docs.unocha.org/sites/dms/HSU/Publications%20and%20Products/GA%20Resolutions%20and%20Debate%20Summaries/GA%20Resolutions.pdf .

[12] Keizo Obuchi, Opening Remarks (Speech at an Intellectual Dialogue on Building Asia's Tomorrow, December 2, 1998), accessed July 29, 2014, http://www.jcie.or.jp/thinknet/tomorrow/1obuchi.html.

[13] Keizo Obuchi, "Toward the Creation of a Bright Future for Asia" (Policy speech at the Lecture Program hosted by the Institute for International Relations in Hanoi, Vietnam, December 16, 1998), accessed July 29, 2014, http://www.mofa.go.jp/region/asia-paci/asean/pmv9812/policyspeech.html.

[14] Ministry of Foreign Affairs (MOFA) of Japan, "The Trust Fund for Human Security" (Pamphlet presented at MOFA of Japan website, August 2009), 8.

Japan's policies on human security have been very broad and comprehensive with an empowerment approach. It would be important to ascertain whether the policies are actually implemented as such.

1.2.3 Canada: Freedom from Fear (Physical Violence)

In comparison to Japan, Canada has taken a narrower view on human security. Canada's Department of Foreign Affairs and International Trade (DFAIT) discussed human security in its foreign policy as follows: "Canada began using the language of human security when it became obvious that in the aftermath of the Cold War a new foreign policy paradigm was needed.…Clearly, the protection of individuals would have to be a major focus of our foreign policy."[15] The Canadian government defined human security as "freedom from pervasive threats to people's rights, safety or lives."[16] The Canadian government stated that "human security places a focus on the security of people" and "it encompasses a spectrum of approaches to the problem of violent conflict, from preventive initiatives and people-centered conflict resolution and peacebuilding activities to intervention to protect populations at great risk."[17] Canada's human security agenda aims to respond to new global realities and to ensure that people live in freedom from fear.[18] Accordingly, Canada identified five foreign policy priorities to advance human security: protection of civilians; peace support operations; conflict prevention; governance; and accountability and public safety.[19] Thus, Canada's use of the term "human security" is focused on conflict and is narrower than that of Japan.

However, the Canadian government has not used the term in recent years, which may reflect a change in its foreign policy and ODA focus. Thus, it would be important to examine the current state of affairs regarding the use and implementation of "human security" in Canada's ODA policies and projects.

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[15] Department of Foreign Affairs and International Trade, "Freedom from Fear" (Paper presented at the DFAIT website, 2000), 1.
[16] DFAIT, "Freedom from Fear," 3.
[17] DFAIT, "Freedom from Fear," 2-3.
[18] DFAIT, "Freedom from Fear," 1.
[19] DFAIT, "Freedom from Fear," 3.

2. Research Design

2.1 Research Methodology

In order to examine whether the term "human security" has been explicitly used, and if its meaning is implicitly included in South Korea's ODA, we conducted research in two stages: (1) government documents of South Korea's ODA institutions were reviewed to see whether they have explicitly or implicitly[20] used the term "human security" in their ODA policies and practices; and (2) we interviewed key stakeholders in the South Korean ODA community to review their perceptions of the explicit as well as implicit use of the term "human security."

The term "human security" was translated without much difficulty into Korean using the same Chinese characters as the Japanese use for the term. Recent academic publications have presented discussions about how the concept of human security is different from traditional national security. There is also a general perception within the ODA community in South Korea that "human security" has been advocated by the UN, and the Japanese and Canadian governments have embraced the term in their ODA policies. This is possibly not true among the general public, where the terminology and ideas about ODA and human security are not yet very widely spread.

Table 1 summarizes the elements and detailed meaning of the term "human security," as we used it in our research. We used the term "elements of human security" to include the 3 components of human security (Freedom from fear (F1), Freedom from want (F2), and Freedom to live in dignity (F3)) and 2 approaches to human security (Protection (P), and Empowerment (E)). The 3 components of human security are: (1) F1: efforts to address causes of conflict and to improve governance; (2) F2: assistance to developing countries to provide basic services including water, food, and shelter; and (3) F3: assistance for improving basic conditions, ensuring individual human rights and dignity.

[20] Implicit use refers to cases where the meaning of "human security" is used without the use of the term "human security." Although many ODA stakeholders in South Korea do not use the term "human security" explicitly in their documents, the elements of human security – i.e., 3 components and 2 approaches to human security – were embraced. The elements of human security are explained later in this paper.

The 2 approaches to human security are: (1) P: top-down "protection of those who suffer," in which institutions play a major role in the recovery or development of social safety; and (2) E: "empowerment of people to make them cope with risk and threats by themselves," which emphasizes capacity building of individuals, preparing them to be more resilient to potential risks.

Table 1. Elements and Meaning of Human Security

Elements		Meaning
Component	Freedom from Fear (F1)	Effort to address causes of conflict and develop governance
	Freedom from Want (F2)	Effort to provide basic services and needs
	Freedom to Live in Dignity (F3)	Assistance for the purpose of ensuring human rights and dignity
Approach	Protection (P)/ Top-down	Recovery or development of social safety net
	Empowerment (E)/ Bottom-up	Capacity building of individuals

The key stakeholders in South Korea's ODA community were identified in 5 groups as follows: (1) government: ministries in charge of ODA policies, and ODA implementing agencies; (2) National Assembly and political parties; (3) civil society organizations (CSOs); (4) international organizations (IOs); and (5) academia. The private sector (businesses) has not yet emerged in South Korea as a major stakeholder in the ODA community despite the fact that many businesses have begun to participate in various ODA projects. The general public did not appear to be a major stakeholder in the ODA community in South Korea. Thus, we did not interview individuals from the private sector or the general public.

For a more in-depth analysis, interviews were conducted with a few key stakeholders. The interviewees included officials from the Prime Minister's Office (PMO), Ministry of Strategy and Finance (MOSF) in the government sector; representatives of several international

organizations with representative offices in Seoul, South Korea including World Vision Korea from the CSOs; the UN World Food Programme (UN WFP) and International Organization for Migration (IOM) as representatives from international organizations (IOs); and Professors Howe and Sohn from academia (see Table 2 for details).

Table 2. Interviewee List

	Sector	Institution	Title	Name	Interview Date and Time	Interview Method
1	Government	PMO	Expert Advisor	Jung Yeon Shin	2014.07.09 15:30-16:00	Mailed Questionnaire
2		MOSF	Deputy Director	Hye Jin Jung	2014.07.11 10:00-10:30	
3	Academia	Ewha Womans University	Professor	Brendan M. Howe	2014.07.10 15:15:15:45	
4		Kyung Hee University	Professor	Hyuk-Sang Sohn	2014.07.04 10:00-10:30	Face-to-Face Interview
5	Civil Society Organizations	World Vision Korea	Director of Advocacy Team	Sang Eun Nam	2014.07.07 16:30-17:00	
6	International Organizations	UNWFP Korea	Head of the UNWFP Korea Office	Hyoung Joon Lim	2014.07.07 14:00-14:30	
7		IOM Korea	Head of IOM Seoul	Mi Hyung Park	2014.07.04 15:00-15:30	

The interview consisted of the following six questions:

1. Do you think the concept of human security is used in South Korea's ODA?

2. Do you think human security is considered important in South Korea's ODA?

3. Do you think human security requires greater emphasis in South Korea's ODA?

4. How is human security reflected in South Korea's ODA?

5. Do you think the three components of human security are realized in South Korea's ODA currently?

6. Which do you think is closer to South Korea's ODA policies and practices -- protection or empowerment?

All six questions were used for interviews with government officials and members of the academia, and the first four were used for interviews with CSOs and IOs. Since the research focus was on how the key stakeholders in South Korea's ODA community used the term, "human security," we used questions 5 and 6 to ask government officials whose work was related to ODA. The interviewees from academia were asked questions 5 and 6 to see their perceptions of whether the South Korean government used the term of human security. We asked interviewees from CSOs and IOs about whether human security was used in their organizations, so questions 5 and 6 were not asked. In all of the interviews, we examined the use of the elements of human security – the 3 components and the 2 approaches as noted in Table 1.

2.2 Key Stakeholders in South Korea's ODA

2.2.1 Government

There are four groups of key stakeholders in the government that are involved in ODA: (1) the Prime Minister's Office (PMO), which coordinates the aid institutions; (2) the Committee for International Development Cooperation (CIDC) under the Prime Minister's Office, which oversees the overall policy direction and coordinates aid policies and implementation among various ministries and aid implementing institutions involved in ODA; (3) the MOFA and the MOSF as the two most important ministries involved in ODA; (4) two major aid implementing agencies: Korea International Cooperation Agency (KOICA) in charge of dispensing nearly 80% of grant aid, which is supervised by the MOFA, and the Economic Development Cooperation Fund (EDCF) in charge of concessional loans, which is supervised by the MOSF. See Table 3 for details of government offices and their official documents relevant to ODA that were selected for this study's research.

Table 3. South Korea's ODA Documents by Government Offices

Government Office	Document Title (Year of Publication/Presentation)	Classification/ Source
Prime Minister's Office (PMO) & Ministry of Foreign Affairs (MOFA)	Framework Act on International Development Cooperation (Promulgated in 2010; Revised in 2013)	Law
PMO	ODA White Paper (2014)	Policy document
	Strategic Plan for International Development Cooperation (October, 2010)	Policy document
	Mid-term ODA Policy for 2011-2015 (2010)	Policy document
MOFA	Opening Speech at the International Conference 'New Strategic Thinking: Planning for Korean Foreign Policy' (Minister Byung-se Yun of MOFA, 2013)	Speech
	MOFA Official Website (2012)	Website
	Overseas Emergency Relief Act (2007)	Law
Ministry of Strategy and Finance (MOSF)	'South Korea as the Top Country with the Highest Increasing Rate of ODA Size among the ODCE DAC Members in the Last 5 years" (2014)	News article
	MOSF Official Website (2012)	Website
Korea International Cooperation Agency (KOICA)	KOICA Official Website (2014)	Website
	Glossary of International Development Cooperation Terms (2012)	Website
Economic Development Cooperation Fund (EDCF)	2013 EDCF Annual Report (2014)	Policy document
	EDCF Official Website (2011)	Website
	Glossary of Humanitarian Aid Terms (2011)	Website

The PMO published the first ODA White Paper in 2014. This was a document agreed by all ODA-related ministries, and presented a clear vision for South Korea's role in the global community to address the Millennium Development Goals (MDGs), and contribute to poverty reduction and development of the world enlightened from its own history of transition from recipient to donor. Thus, we reviewed the ODA White Paper, the Strategic Plan for International

Development Cooperation (2010), and Mid-term ODA Policy for 2011-2015 (2010), since they included major guidelines for South Korea's ODA policies. Interviews with PMO officials were conducted to obtain more information.

The MOFA plays a crucial role in setting the policy direction of grants, and supervising the grant implementing agencies including KOICA, and other grant implementing line ministries and local governments. The MOFA also oversees ODA policies on humanitarian assistance. The MOFA has included the human security concept in the ODA projects and policies. These efforts are based on the spirit of humanitarianism and human rights in order to help reduce poverty and bring sustainable development to the least developed countries in the world. The official website of MOFA was reviewed to understand its basic motivations and the goals for ODA and the Overseas Emergency Relief Act promulgated in 2007. Minister Byung-se Yun of the MOFA used the term "human security" in his opening speech at an international conference entitled "New Strategic Thinking: Planning for Korean Foreign Policy," which was the first time the Minister of MOFA used the term "human security."[21]

The MOSF was examined since it is responsible for setting the national budget, including for the line ministries such as the MOFA, and for ODA-related implementation agencies of the government. In the first and second stages of research, we reviewed relevant information from its official website and during the third stage of research we interviewed the Deputy Director of MOSF, who discussed MOSF's perception of human security in ODA.

Two ODA implementing agencies of the South Korean government, KOICA and EDCF, were examined. First, their official website and official documents were reviewed. Interviews were conducted as a follow-up. As the main grant aid agency, KOICA's policies and actual projects were reviewed to determine whether they were implemented with a focus on human security. The EDCF is focused on providing concessional loans, and we reviewed its policies

[21] Byung-se Yun, Opening Remarks (Speech at "the New Strategic Thinking: Planning for Korean Foreign Policy," April 26, 2013), accessed April 16, 2014, http://www.mofa.go.kr/webmodule/htsboard/template/read/korboardread.jsp?typeID=9&boardid=749&seqno=301856.

and activities. A review of its official website and official documents showed that it selected target sectors based on the need for economic development as well as the basic human needs of recipient countries.

Since members of academia have been important opinion leaders in the ODA community in South Korea and represented in the CIDC, we examined their research publications and interviewed a few professors who have been active in research and policy circles in South Korea's ODA with a focus on human security.

2.2.2 National Assembly

The National Assembly is important since it promulgates legislation, and reviews and approves the national budget including that of ODA. We examined the Foreign Affairs and Unification Committee of the National Assembly since it reviews the ODA laws, policies, and budget before they are submitted to the National Assembly for voting. Two major political parties in the National Assembly were selected for the research. The official documents and homepage of the Saenuri Party (incumbent party; conservative) and New Politics Alliance for Democracy (NPAD; opposition party; liberal) are examined to discern any differences in their views on ODA with a focus on human security.

The Saenuri Party has been the incumbent party for the last two regimes (President Myung-bak Lee [2008-2013] and President Geun-hye Park [2013-present]). President Moo-hyun Roh (2003-2008) as well as the two latest Presidents have all made pledges regarding South Korea's ODA during the presidential election, and have implemented ODA policies and projects after becoming President. Although it is difficult to ascertain the relative weight these presidents placed on ODA, public records show that Presidents Moo-hyun Roh, Myung-bak Lee, and Geun-hye Park have all presented clear policy directions for ODA including OECD/DAC ascendance and targets for ODA volume by 2015. We reviewed various party documents, such as party meeting minutes and briefings, to examine whether ODA was included and whether the 3 components and 2 approaches of human security were discussed.

Among the Standing and Special Committees of the National Assembly, the Foreign Affairs and Unification Committee was reviewed to examine the use of human security in ODA. This committee is in charge of reviewing the law, budget, and other related matters involving the Ministries of Unification, Foreign Affairs, and the National Unification Advisory Council based on the "National Assembly law" Articles 36 and 37.[22] We reviewed the official website of the committee including official meeting minutes, agenda items, country reports, public hearing proceedings, and policy documents, in order to understand how human security is used in their discussions regarding ODA policies and projects.

2.2.3 Civil Society Organizations (CSOs) and International Organizations (IOs)

The South Korean government has not used the term "human security" except in a few cases, but has embraced the concept of human security in various government documents and practices. Government officials who have been involved in ODA, have indicated that freedom from want and freedom to live in dignity have been embraced in South Korea's ODA. However, different stakeholders have revealed different opinions. While the government and National Assembly thought that the South Korean government had embraced the concept of human security, a few representatives from the CSOs, IOs, and academia argued that the usage of human security may be superficial rather than substantive. In other words, although the spirit of human security may be reflected in various government documents, they were skeptical about whether human security was actually practiced in ODA activities.

In the South Korean ODA community, ODA-related CSOs have played a critical role in implementing ODA projects, and providing policy advice and advocacy. At least one representative from CSOs has been included as a civilian member of CIDC. We also examined a few international organizations and international CSOs, which have been active in South Korea, in particular, in humanitarian assistance. The UN WFP is responsible for implementing food supply and ensuring food security. IOM is a representative organization for refugee

[22] Foreign Affairs and Unification Committee, "Overview of the Committee," accessed July 30, 2014, http://uft.na.go.kr/site?siteId=site000001025&pageId=page000002317.

assistance, advocacy for immigrant rights, and camp management in refugee camps. Representatives of the UN WFP and IOM Korea were interviewed. World Vision Korea, which is one of the largest international civil society organizations in South Korea for development cooperation and humanitarian assistance, was selected for document review and interviews.

2.2.4 Academia

University professors and researchers have played an important role in South Korea's ODA community, including the CIDC. Professor Brendan Howe of Ewha Womans University, Professor Shin-wha Lee of Korea University, and Professor Hyuk-sang Sohn of Kyung Hee University were selected given their research/policy interests in South Korea's ODA and human security. Their publications were reviewed, and Professors Howe and Sohn were interviewed.

Professor Howe is an expert on international relations and non-traditional and human security, and we reviewed his publications and interviewed him. In addition, his publications on North Korea and East Asian human security were important for this research.

Professor Shin-wha Lee is an expert on human security especially focusing on North Korean defectors. She has been a leading scholar in South Korea on refugees and has also been very active in international organizations. Her publications include those on North Korean refugees (2003), and South Korea's Peace Keeping Operation (PKO) activities (2013).

Professor Hyuk-sang Sohn is an expert on global governance and South Korea's ODA. He has advised the government on various ODA-related policies, aid systems, and CSOs. We reviewed his publications and interviewed him for his insights on human security in South Korea's ODA.

3. Human Security Discourse and Practice in South Korea

A review of government documents revealed that the South Korean government rarely uses the term "human security," but the concept of human security is implicit in its ODA policies and projects. And the emphasis on the components of human security changed over time from freedom from fear in the earlier documents (MOFA 2008) to freedom from want and freedom to

live in dignity in more recent documents, and the empowerment approach has been emphasized throughout time.[23]

Table 4 presents a summary of the explicit use of the term "human security" by various stakeholders, and which of the elements of human security were used. For the latter, we examined both the explicit and implicit use of the term "human security." The cells were left blank when there were no relevant laws or documents to be reviewed.

Table 4. Summary of Review of Documents

Sector	Institutions/Name		Explicit use of the term, "Human Security"				Elements of "Human Security"				
			Law	Policy Document	Practice	Speech	Components			Approach	
							F1	F2	F3	P	E
Government	President		--	--	--	O	--	---	--	--	--
	PMO		X	X	X	X	O	O	O	O	O
	MOFA		X	X	O	O	O	O	O	O	O
	MOSF		--	X	X	X	X	O	X	X	O
	KOICA		--	X	O	X	O	O	O	O	O
	EDCF		--	X	X	X	X	O	O	X	O
National Assembly	Political Parties	Saenuri	--	X	X	O	X	O	X	O	O
		NPAD	--	X	X	O	O	X	O	X	X
	Foreign Affairs and Unification Committee		X	X	X	X	X	O	X	X	O
Academia	Brendan M. Howe		--	--	--	--	O	O	O	O	X
	Shin-wha Lee		--	--	--	--	O	O	O	O	X

Table 5 presents the interview results, which show that while there was no explicit use of the term "human security," all the interviewees noted that the term was used implicitly in

[23] Ministry of Foreign Affairs (MOFA) of South Korea, "The South Korean Government's Views on Human Security," August 14, 2008, accessed July 14, 2014, http://www.mofa.go.kr/webmodule/htsboard/template/read/korboardread.jsp?typeID=6&boardid=102&seqno=316170&c=&t=&pagenum=1&tableName=TYPE_DATABOARD&pc=&dc=&wc=&lu=&vu=&iu=&du=.

South Korea. And we further examined which of the elements of human security were used in both cases of explicit, as well as implicit, use of the term. One interesting finding is that a few interviewees in CSOs, IOs, and academia were more skeptical of the implementation of human security in South Korea's ODA, while the government representatives tended to see that it was implemented.

Table 5. Summary of Interviews

Sector	Institution	Use of term, "Human Security"			Elements of "Human Security"				
		Explicit use of the term	Implicit use of the term	Policy Implementation	Components			Approach	
					F1	F2	F3	P	E
Government	PMO	X	O	O	O	O	O	O	O
	MOSF	X	O	O	O	O	O	X	O
Civil Society Organizations	World Vision Korea	X	O	X	X	O	X	O	O
International Organization	UN WFP Korea	X	O	O	O	O	O	O	O
	IOM Korea	X	O	X	O	O	O	O	O
Academia	Brendan M. Howe	X	O	X	O	O	O	O	O
	Hyuk-Sang Sohn	X	O	X	X	X	X	X	X

3.1 Government

The South Korean government institutions did not explicitly use the term "human security" in its laws or policies for ODA. Table 4 shows the summary of the government document review for their use of the term "human security." We first examined whether the term "human security" was used explicitly in various documents, and then examined whether the elements of human security were used either explicitly or implicitly in the documents.

The MOFA used the term "human security" in its policy documents in 2008, but the term was used in reference to broader discussions on foreign policy rather than with an explicit

focus on ODA. And the MOFA and KOICA were the only two government institutions that included the term "human security" in their official documents, but that was only in the reference section explaining ODA terminology. More recently, President Geun-hye Park and Minister Byung-se Yun of MOFA have used the term "human security" in their public speeches. As in 2008, their usage of the term was more in reference to the overall foreign policy goals than specifically related to ODA. However, this could potentially represent a new policy direction of the South Korean government, which should be studied further.

A rare case in which the South Korean government has used the term "human security" is when the MOFA defined human security as follows: "[I]ndividual security and safety, protection of human rights, and protection of individual's basic necessities."[24] The MOFA stated that in the post-Cold War period, we are faced with non-traditional security threats including terrorism, environmental degradation, transnational crimes, internal conflict, poverty, and disasters. Thus, it has become very important to address the needs of human security, which refers to the protection of individual safety and human dignity, as a means to attain international peace and security. Therefore, the South Korean government affirms the basic goals of human security and the international community's efforts for cooperation to attain human security, and upholds the principle of, "the common value of humanism," which is closely related to human security.[25] The MOFA also recognized that "there is a need to cooperate at the regional and global levels to deal with traditional as well as non-traditional security threats in an expedient manner depending on the significance of the threats."[26] This implicit use of concept of human security is in line with the freedom from fear component of human security.

An explicit use of the term "human security" can be found in the speeches of the President and the Minister of MOFA. President Park used the term during her presidential campaign speech on foreign policy, national security, and unification on November 5, 2012 as

[24] MOFA, 2008, "The South Korean Government's Views on Human Security."
[25] MOFA,"The South Korean Government's Views on Human Security."
[26] MOFA,"The South Korean Government's Views on Human Security."

follows: "I will promote sustainable development and enduring peace in Northeast Asia. I will cooperate with all nations interested in this vision in building trust, cooperation in national security, social and economic relations, and human security. This will be the beginning of the "Seoul Process," which is similar to the "Helsinki Process. Nuclear security, climate change, natural disasters are some of the problems that require Northeast Asian as well as other Asian countries to cooperate with each other."[27]

Minister Byung-se Yun of MOFA used the term "human security" during his address at an international conference on "New Strategic Thinking: Planning for Korean Foreign Policy" on April 29, 2013.[28] He stated that the global policies of the Park Administration "reflect the belief that peace and prosperity of South Korea and the world are indivisible, and that there has been a global paradigm shift which emphasizes the importance of human security."[29] The lead author of this paper asked Minister Yun whether his use of the term was deliberate and referred to human security in ODA; he affirmed his firm conviction of the notion of human security in South Korea's international development cooperation.[30]

The most important legal framework for South Korea's ODA is the Framework Act on International Development Cooperation (hereinafter, Framework Act), which laid the legal basis for its ODA system in 2010. The Framework Act defines the missions, goals, and principles of South Korea's ODA. Article 3 of the Framework Act identifies the basic principles of South Korea's international development cooperation as follows: reduce poverty in developing countries; improve the human rights of women and children, and achieve gender equality; realize sustainable development and humanitarianism; promote cooperative economic relations with developing partners; and pursue peace and prosperity in the international community.

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[27] Geun-hye Park, "Presidential Candidate of the Saenuri Party, Geun-hye Park's Policies on Foreign Policy, National Security and Unification," *News1*, November 5, 2012, http://news1.kr/articles/?880552. See also footnote 24 above.
[28] Byung-se Yun, Opening Remarks at an International Conference.
[29] Ibid.
[30] Eun Mee Kim asked the Minister for clarification of his use of the term, "human security" in his speech, and he confirmed his knowledge of the term and meanings of human security. July 2014.

3.1.1 Prime Minister's Office (PMO)

The PMO published the first ODA White Paper of South Korea in 2014.[31] It reviews policy and practice on humanitarian assistance and fragile states. The ODA White Paper shows that South Korea's ODA aims to reduce poverty in developing countries as well as to promote sustainable development based on humanitarianism. It aims to improve the human rights of women, children, and the handicapped, as well as gender equality in developing countries as stated in the article 3 of the Framework Act.[32] Its emphasis on the improvement of economic development and human rights condition respectively, denotes the approach to freedom from want (F2) and freedom to live in dignity (F3) in developing countries. The purpose of ODA also includes the effort to improve the infrastructure for development, promotion of relationship with developing countries, and to contribute to find solutions for the universal problems faced by the global community.[33]

The South Korean government formulated the Mid-term ODA Policy for 2011 to 2015, which sets out the policy directions and mid-term strategies for a five-year period. It includes the annual ODA target, ODA allocation guidelines by region and by income group, and the partnership strategy with major developing country partners. It also identifies specific plans to distribute 40% of grants to the least developed countries (LDCs) and fragile states, and 30% to countries in conflict.[34] The South Korean government tries to provide humanitarian assistance in disaster affected areas, reflecting the effort for the freedom from fear (F1).[35] Its aim to reduce poverty and improve the quality of life in developing countries exhibits the endeavor to realize freedom to live in dignity.[36] Furthermore, the South Korean government placed emphasis on

[31] Prime Minister's Office (PMO), "ODA White Paper." (Paper presented at the PMO website, March 2014), accessed May 13, 2014, http://odakorea.go.kr/hz.blltn.PolicySl.do?bltn_seq=158&sys_cd=&brd_seq=9&targetRow=&blltn_div=oda&searchKey=01&keyword=.
[32] PMO, "ODA White Paper," 52.
[33] PMO, "ODA White Paper," 52.
[34] Prime Minister's Office, "Mid-term ODA Policy for 2011-2015," (Paper presented at the PMO website, December 21, 2010), accessed May 15, 2014, http://odakorea.go.kr/ODAPage_2012/T02/L01_S04.jsp.
[35] PMO, "ODA White Paper," 65.
[36] PMO, "ODA White Paper," 52.

assisting fragile states and countries in conflict, for example, providing assistance to Afghanistan in post-conflict reconstruction.[37] In addition, bringing hope to the recipient countries and putting emphasis on the eradication of poverty and self-help shows the freedom from want and empowerment.[38]

3.1.2 Ministry of Foreign Affairs (MOFA)

The MOFA defines international development cooperation as providing assistance for economic development of developing countries in order to deal with global poverty.[39] The South Korean government has tried to realize humanitarianism by contributing to poverty reduction and sustainable development in developing countries.[40] South Korea has also shown a strong commitment to providing humanitarian assistance in humanitarian crises – i.e. natural, man-made, and complex disasters— from the perspective of protecting the basic human rights of people (F3) as well as dealing with the freedom from fear component in man-made disasters of war and conflict (F1).[41]

The Framework Act on International Development Cooperation, which was promulgated in 2010, is South Korea's legal framework for ODA. The first paragraph of Article 3 of the Framework Act highlights the reduction of poverty (F2): the human rights of women, children, and the handicapped, and the realization of gender equality (F3); and sustainable development and humanitarianism, as well as the promotion of peace and prosperity for the global community.[42]

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[37] PMO, "Mid-term ODA Policy for 2011-2015," 41.
[38] PMO, "Strategic Plan for International Development Cooperation (Strategic Plan)," (Paper presented at the PMO website, October 25, 2010), 13, accessed June 3, 2014, http://odakorea.go.kr/hz.blltn.PolicySl.do?bltn_seq=105&sys_cd=&brd_seq=9&targetRow=31&blltn_div=oda&searchKey=01&keyword=.
[39] MOFA, "Development Cooperation," accessed June 1, 2014, http://www.mofa.go.kr/trade/development/index.jsp?menu=m_30_130.
[40] MOFA, "ODA Propelling System and Support Status," accessed June 1, 2014, http://www.mofa.go.kr/trade/development/propulsion/index.jsp?mofat=001&menu=m_30_130_20.
[41] MOFA, "Policy Direction of South Korea's Development Cooperation," accessed June 1, 2014, http://www.mofa.go.kr/trade/development/policy/index.jsp?mofat=001&menu=m_30_130_10.
[42] MOFA, "The Framework Act on International Development Cooperation," accessed June 5, 2014, http://www.law.go.kr/lsInfoP.do?lsiSeq=142005&efYd=20140101#0000.

For humanitarian assistance, the MOFA included "strengthening of humanitarian assistance and peace building effort for the regions in conflict" in the six strategic goals of its ODA (F1). In addition, it aimed to gradually increase its aid for human security and humanitarian assistance.

Through active participation in the works of major organizations and cooperative projects such as UNDP, WFP, UNICEF, ICRC, the government attempts to expand its contribution to the settlement of humanitarian crises, including natural disasters and conflicts, and ensure the right to life for the victims. It built infrastructure for the prompt and effective emergency relief activities by preparing the Overseas Emergency Relief Act in 2007 and the Strategic Plan for International Development Cooperation in 2010. At the same time, by continuously taking part in various international humanitarian mechanisms and consultative groups, it mediates humanitarian assistance and raises the effectiveness of assistance.[43] The South Korean government appears to embrace both the protection and empowerment approaches in humanitarian assistance. The South Korean government has continued to build a link between short-term humanitarian assistance and long-term reconstruction efforts including effective response to disasters, sustainability of reconstruction, and disaster preparedness with development cooperation (P).[44]

In particular, MOFA announced "the Strategic Plan for International Humanitarian Assistance" (May, 2010) and "the Strategic Plan for International Development Cooperation" (October, 2010), and affirmed its commitment to expand the budget for emergency relief and to train and dispatch humanitarian assistance professionals in humanitarian crises. These efforts reflected the government's effort to expand humanitarian assistance activities and improve its overseas emergency relief system.[45]

[43] MOFA, "Policy Direction of South Korea's Development Cooperation."
[44] MOFA, "Policy Direction of South Korea's Development Cooperation."
[45] MOFA, "Overseas Emergency Relief," accessed June 5, 2014, http://www.devco.go.kr/contents.do?contentsNo=45&menuNo=255.

The Overseas Emergency Relief Act 2007 of the MOFA details the law and implementation guidelines for international humanitarian assistance (F2).[46] On its official website, MOFA posted an article about the National Action Plan for the systematic and effective fulfillment of the South Korean government's implementation of the United Nations Security Council Resolution 1325 on Women, Peace and Security.[47] It emphasized empowering women in the process of conflict prevention, conflict resolution, and peace-building (P).

In sum, the MOFA's documents reflect a strong interest in human security in all three components and both approaches to human security even though the term was not used explicitly. It will be important to monitor whether the Minister's use of the term "human security" will trickle down to MOFA documents, policies, and implementation in the near future.

3.1.3 Ministry of Strategy and Finance (MOSF)

The MOSF supervises concessional loans and provides policy advice to developing countries based on South Korea's own development experience. A news article on the MOSF website stated that South Korea has been recognized as the country with the highest rate of increase in ODA volume among the OECD DAC members, and that its ODA has provided customized aid to countries in Africa and Asia based on research of the needs of the recipient countries (F2).[48] The article further mentioned that the policy consultation and technical assistance were provided based on South Korea's own experience of economic development (E).

[46] MOFA, "Overseas Emergency Relief Act."
[47] MOFA, "Establishment of National Action Plan for the United Nations Security Council Resolution 1325 on Women, Peace and Security," accessed June 5, 2014, http://www.mofa.go.kr/news/pressinformation/index.jsp?mofat=001&menu=m_20_30&sp=/webmodule/htsboard/template/read/korboardread.jsp%3FtypeID=6%26boardid=235%26tableName=TYPE_DATABOARD%26seqno=350441.
[48] Ministry of Strategy and Finance (MOSF), "South Korea as the Top Country with the Highest Increasing Rate of ODA Size among the OECDDAC Members in the Last 5 Years,"*Policy Briefing,* April 8, 2014, http://www.korea.kr/policy/diplomacyView.do?newsId=148776676&call_from=naver_news.

3.1.4 Korea International Cooperation Agency (KOICA)

KOICA's grant aid is based on the universal value of humanitarianism including democracy and human rights for the elimination of absolute poverty (F2, F3).[49] KOICA stated that human security can be achieved when individuals are protected from various threats to their lives (F1). KOICA's usage of human security encompasses all three components of human security as well as the empowerment approach, as we shall see below.[50]

KOICA recognizes that although great achievements in social development have been made since World War II, there still exists extreme poverty. Thus, people in developed countries face a moral obligation to assist countries that are unable to provide for the basic livelihood of its people (F2, F3).[51] KOICA recognized that humanitarian consideration started to spread to the development assistance community after the release of the Pearson Report of 1961, which presented a view that the world community is a singular world where everyone is dependent on others for their survival.[52]

KOICA provides various projects and program aid to developing countries. The former are specific economic and technical cooperation projects with a single focus, while the latter refers to nationwide multi-faceted programs provided for the purpose of national development. Both of these aids aim to provide the foundation for economic development in developing countries (F2).[53]

Among various forms of aid provided to developing countries, food aid is an example to provide freedom from want (F2). Food aid could take two forms: (1) tied food aid, which

[49] Korea International Cooperation Agency (KOICA), "ODA: Objective of Development Aid," last modified April 4, 2014, http://www.koica.go.kr/.
[50] KOICA, "ODA: Glossary of International Development Cooperation Terms," accessed July 20, 2014, http://www.koica.go.kr/.
[51] KOICA, "ODA: History of Development Aid," last modified April 4, 2014, http://www.koica.go.kr/.
[52] KOICA, "ODA: History of Development Aid."
[53] KOICA, "ODA: Strategy of South Korea's Development Aid," last modified April 4, 2014, http://www.koica.go.kr/.

provides food to countries experiencing shortage of food due to famine, wars, and lack of capability; and (2) cash to recipient countries to assist them to purchase food.[54]

KOICA provides both emergency and distress relief to developing countries that suffer from disasters that they cannot handle with their own resources and that can possibly lead to human suffering and loss of crop and livestock (F2). These disasters include natural, man-made and complex disasters (F1).[55] In addition, KOICA's approach on gender equality and empowering women reflects the empowerment approach to human security (E).[56] An example of KOICA's approach for enhancing gender equality and empowerment of women is the Ewha-KOICA Master's Degree Program in Gender and Development. The program is implemented by Ewha Womans University in South Korea and funded by KOICA. It brings female government officials from developing countries, and provides them with education and training in gender and development studies with a Master's degree in International Studies. It has been implemented since 2007, and has produced more than 150 graduates from developing countries of sub-Saharan Africa, Asia, and Latin America. The goal is to educate and empower women so that they can contribute to gender equality and bring about poverty reduction and development in their home nations.

3.1.5 Economic Development Cooperation Fund (EDCF)

The policy direction of the EDCF relies on reciprocal economic cooperation with developing countries that are considered as partners for economic development. It pursues humanitarian ideology for the universal values of humanity (F3).[57] In addition, assistance was provided for economic and social infrastructure that are the foundation for economic development, as well as to the public health, education, and environment sectors related to the basic human needs in

[54] KOICA, "ODA: Strategy of South Korea's Development Aid."
[55] KOICA, "KOICAProjects," accessedJuly 20, 2014, http://www.koica.go.kr/.
[56] KOICA, "KOICAProjects," accessed July 20, 2014, http://www.koica.go.kr/.
[57] Economic Development Cooperation Fund (EDCF), "About EDCF: Policy Direction of EDCF," accessed July 19, 2014, http://www.edcfkorea.go.kr/edcf/intro/idea.jsp.

developing countries (F2).[58] Thus, concessional loans provided by EDCF attempted to ensure the freedom to live in dignity as well as freedom from want (F2, F3).

For example, EDCF provided technical cooperation to Indonesia - "National ICT Human Resources Development Project" - for establishing IT infrastructure and realizing E-government.[59] Such programs of EDCF contribute toward empowerment of its human resources (E).

We conducted interviews with officials from the PMO and MOSF. Through the interviews, we found that the term "human security" was not used explicitly in South Korea's ODA. However, both interviewees stated that the concept of human security has been realized in policies. In order to find out how the concept of human security is implicitly used in South Korea's ODA, we asked whether the elements of human security were embraced in South Korea's ODA. Table 5 summarizes the interview responses, which show that even though the term was not explicitly used, the elements of human security – i.e., the 3 components and the 2 approaches— were included in South Korea's ODA.

3.2 National Assembly

A review of the official documents from the National Assembly, including laws, policies, and by-laws, showed that the National Assembly did not explicitly use the term "human security." However, both of the two leading political parties used the term "human security" to refer to the overall direction of the South Korean government's foreign policy, although the reference was not directly to ODA. For example, the Saenuri Party, quoting President Myung-bak Lee, stated the following in 2007: "the Government will focus on economic diplomacy and will pay greater attention to human security including environment, human rights, poverty and illnesses."[60]

[58] EDCF, "About EDCF: Policy Direction."
[59] EDCF, "AboutEDCF Projects," accessed July 19, 2014, http://www.edcfkorea.go.kr/edcf/job/kind/fund_devel.jsp.
[60] Myung-bak Lee, "Focus on Environment and Human Rights as Part of Human Security," *Dailian,* January 17, 2008, accessed July 19, 2014, http://www.dailian.co.kr/news/view/98118.

The NPAD's presidential candidate Mr. Jae-in Moon, used the concept of non-traditional security in his 2012 Presidential Campaign: "I will uphold the vision of international cooperation based on global norms. I will work hard with multilateral institutions for the security of food, energy and resources. I will promote international cooperation to deal with non-traditional security issues including climate change, human security, and natural disasters."[61]

Table 4 included the review of official documents of National Assembly. The implicit use of the term human security by the two leading parties and the Foreign Affairs and Unification Committee will be presented in the following section. The results show that neither the political parties nor the National Assembly Committee used the term explicitly, and their reference to the various elements of human security was quite mixed. It will be important to follow up with further research to understand why there is such discrepancy within the National Assembly.

3.2.1 The Saenuri Party

As the incumbent party, Saenuri Party has worked hard to improve South Korea's role in the global community in helping the developing countries. The Saenuri Party urged relevant government ministries – i.e., the Ministry of Education, the MOFA and the Ministry of Culture, Sports and Tourism – to cooperate to bring developing countries' human resources to be trained in South Korea with advanced degrees and practical training. This effort can be identified as an empowerment approach in human security (E).[62]

Mr. Hee-tae Park, who was the Saenuri Party's Supreme Council member, stated in his speech in 2008 that the Party is planning to support the expansion of the ODA budget to USD 3 billion by 2015, food aid to USD 0.1 billion, and promote agricultural productivity growth

[61] Jae-in Moon, "Speech by the Presidential Candidate, Jae-in Moon at the Press Interview with the Seoul Foreign Press Club," *The New Politics Alliance for Democracy,* November 12, 2012, accessed July 19, 2014, http://news.naver.com/main/read.nhn?mode=LSD&mid=sec&sid1=123&oid=305&aid=0000010342.

[62] The Saenuri Party, "The Saenuri Party's Executive Council Meeting," accessed June 13, 2014, http://www.saenuriparty.kr/web/news/tv/mainTvView.do?tvDiv=TVM&tvId=HTV_000000000522142.

through ODA (F2). He also added that the Peace Keeping Operation (PKO) activities should be expanded (P).[63] On December 21, 2007, the President-elect Myung-bak Lee mentioned that he would provide strong support for ODA and PKO to the UN Secretary-General Ban Ki-moon (P).[64] In sum, there was support for all 3 elements and the empowerment approach within the Saenuri Party.

3.2.2 The New Politics Alliance for Democracy

The New Politics Alliance for Democracy (NPAD) is the leading opposition party and was the party of President Moo-hyun Roh (2003-08). In its statement on "Peace Diplomacy and Public Diplomacy Contributing to the Global Community," the NPAD states that it will promote peace diplomacy based on universal values of humanity, democracy, and anti-terrorism (F1, F3).[65] The NPAD is politically a more liberal party compared to the Saenuri Party, and has been consistently supportive of increasing ODA volume, and of the active role of the South Korean government in global discussions of poverty reduction and development.

3.2.3 The Foreign Affairs and Unification Committee

The Foreign Affairs and Unification Committee (referred to as "the Committee" in this section), which is one of the committees of the National Assembly, is in charge of overseeing the budget and activities of the MOFA and the Ministry of Unification, and in particular foreign policy, ODA, and national security. Since this is the only committee that oversees the work related to ODA, we reviewed the minutes of their meetings as well as documents.

On June 18, 2013 during its current affairs briefing, the Committee members argued that there should be a shift in the paradigm for ODA projects, and that development cooperation

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[63] The Saenuri Party's Supreme Council member Hee-tae Park, comment at the luncheon with the ambassadors from combatant nations of the Korean War commemorating the United Nations Day, accessed June 10, 2014, http://www.saenuriparty.kr/web/news/briefing/delegateBriefing/readDelegateBriefingView.do?bbsId=SPB_000000000008334.

[64] President-elect Myung-bak Lee, telephone communication with the Secretary General Ban Ki-moon of the UN, accessed June 10, 2014, http://www.saenuriparty.kr/web/news/briefing/delegateBriefing/readDelegateBriefingView.do?bbsId=SPB_000000000006918.

[65] The New Politics Alliance for Democracy, "Doctrine, Platform Policies," accessed June 20, 2014, http://npad.kr/?page_id=265.

projects should be based on developing countries' ownership and its perceived needs. This statement reflects the empowerment approach to human security since there is a strong focus on self-help and independence (E).[66] The Committee also stated that South Korea should be mindful of its own history as a long-term recipient of aid, when it is providing aid. As an example of such an experience, it recommended that the Saemaul Undong (New Village Movement), which is considered to be a successful rural village development project from South Korea's experience in the 1970s, could be introduced to developing countries in order to promote self-reliance, autonomy, and development.[67] In the current affairs brief (summary notes) dated December 1, 2013, the Committee promoted the "Can Do" spirit, and capacity building based on customized assistance for the recipient countries rather than a donor-driven assistance project (E). In sum, the Committee's various recommendations on ODA reflect its understanding in line with the F2 and E of the human security elements.[68]

3.3 Civil Society Organizations (CSOs) and International Organizations (IOs)

We conducted interviews with a representative from World Vision Korea from among CSOs, and representatives from UN WFP Korea and IOM Korea among the IOs. We asked questions about the use of the term "human security" (explicit, as well as implicit), and which of the elements of human security were reflected in their use of human security. All three interviewees noted that the term "human security" was not used explicitly in South Korea's ODA. The interviewees from World Vision Korea and IOM Korea stated that they felt that the concept of human security was not implemented in South Korea's ODA, while the UN WFP Korea interviewee felt that the concept was implemented in South Korea's ODA. Their interview responses are summarized in Table 5.

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[66] The Foreign Affairs and Unification Committee, "MOFA Current Affairs Report" (Work paper from 316th Provisional Meeting (MOFA), June 18, 2013), 8, accessed June 26, 2014, http://uft.na.go.kr/site

[67] The Foreign Affairs and Unification Committee, "MOFA Current Affairs Report," 9.

[68] The Foreign Affairs and Unification Committee, "2013 National Auditing Report of the Committee (Summary Report)" (December 1, 2013), 8, accessed June 26, 2014, http://uft.na.go.kr/site?siteId=site000001025&pageId=page000002431&bd_mode=read&bd_pageNumber=1&bd_searchTerm=&bd_searchKeyword=&bd_recordId=2014010040520.

3.4 Academia

Members of the academic community have played a very important role in South Korea's ODA community. Thus, we have selected three professors whose research and/or policy advice have been critical in shaping South Korea's ODA with a special focus on human security. The interview results are presented in Table 5.

Professor Brendan Howe has published extensively on human security in South Korea as well as North Korea. He noted that South Korea's ODA is more in line with the protection approach to human security (P).[69] In addition, he argued that South Korea's ODA draws on the UNDP's holistic approach to human security which deals with all 3 components of F1, F2, and F3.[70]

Professor Shin-wha Lee is an expert on refugees, and in particular on North Korean refugees. Her policy recommendations for dealing with North Korean defectors stem from a basic human security concept of freedom from fear as well as freedom from want (F1, F2).[71] She noted that it is important to respect the basic human rights of people when dealing with refugees (F3).[72] In terms of ODA, Professor Lee argued that South Korea can be an important role model for other developing countries through its ODA and PKO activities, which show that a developing country and a recipient can one day become a donor with successful development of its own capability (E).[73] Although Professor Lee did not explicitly focus on South Korea's ODA policies and activities, her publications provided important policy recommendations on human security with a focus on refugees.

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[69] Brendan Howe, "Lessons Learned for Promoting Human Security in North Korea," *The Korean Journal of Defense Analysis* 24, 4 (2012): 483.
[70] Brendan Howe, *The Protection and Promotion of Human Security in East Asia* (Hampshire: Palgrave Macmillan, 2013), 221.
[71] Shin-wha Lee, "North Korean Defectors and Global Refugee Problems and their Solutions" in *The Understanding of North Korean Defectors: Korean Association for Broadcasting and Telecommunication Studies* (2003): 26-40.
[72] Shin-wha Lee, "North Korean Defectors," 26-40.
[73] Shin-wha Lee, "Analysis of South Korea's Contribution to Peace-Keeping Operations," in *The Journal of Asiatic Studies* 56, 2 (2013): 188-225.

We conducted interviews with Professors Brendan Howe and Professor Hyuk-sang Sohn, and they agreed with others that the term "human security" has not been used explicitly in South Korea's ODA, but that human security is implicitly dealt with in South Korea's ODA. Their responses on which of the human security elements were reflected in South Korea's ODA showed different viewpoints: one argued that none of the elements were clearly used, while the other has said that all 5 elements were used. We should conduct more in-depth follow-up interviews to examine why they have provided such different assessments.

Concluding Remarks

South Korea has embraced the concept of human security in ODA in varying degrees. It appears that the South Korean government ministries and aid implementation agencies have understood and embraced the concept of human security in their official documents and policies regarding ODA, but have not fully implemented human security in its ODA programs. The government and the National Assembly as well as political parties appear to favor the concept of human security in terms of freedom from fear, freedom from want, and freedom to live in dignity. Both the protection and empowerment approaches were recognized in the official documents.

On the other hand, it has been important to note that the academic experts were most skeptical about the South Korean government's use of human security in ODA policies and practices, as noted in their interviews. The CSOs and international organizations were somewhat mixed in their understanding of how the South Korean government uses the concept of human security in its ODA. Although they mostly agreed that the concept was embraced, they were less sure of its actual implementation.

In conclusion, the South Korean government has not explicitly used the term "human security" in its official documents and policies. However, the meaning of human security has been reflected in the implicit use of the term of human security. In other words, all 3

components of human security (F1, F2, and F3) as well as the 2 approaches (P, E) were included in most ODA-related government documents. We propose that in order to have a better assessment of whether human security is being implicitly used in South Korea's ODA, it would be important to conduct further research on the actual implementation of human security in ODA programs and projects in the field. Furthermore, it would be important to follow up to see if the recent use of the term "human security" by President Geun-hye Park and Minister Byung-se Yun of the MOFA would be translated into explicit use of the term "human security" in official documents, policies, and implementation programs of ODA. This could have important implications for South Korea's growing contribution to global development cooperation for poverty reduction, sustainable development, and resilient peace, but also to preparing for global development cooperation in the case of reunification and/or the post-crisis situation in North Korea.

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Abstract (in Japanese)

要約

韓国は経済協力開発機構（OECD）開発援助委員会（DAC）に加盟した最も新しい国の一つであり、その勢いは被援助国が援助国となった歴史的にも稀な模範事例として高く評価されてきた。とりわけ、韓国が先進工業国へと台頭したのは朝鮮戦争を経た後のことであり、それゆえ韓国が政府開発援助（ODA）を通じた開発協力の中で「人間の安全保障」の概念を採用するか否かには関心が寄せられてきた。本稿では、中央省庁、援助実施機関、市民社会組織、国際機関、学術界を含む韓国 ODA コミュニティの主要関係者を抽出し、「人間の安全保障」という語が明示的あるいは黙示的に使われているかを確認するため、政府の公式文書や代表的研究者により発表された研究成果の分析を行った。また、こうした文献レビューを補完するものとして、少数の関係者に対するインタビューを実施した。その結果、韓国政府は明示的に「人間の安全保障」という語を使ってはいないものの、ODA 政策の中で人間の安全保障の 3 つの要素――恐怖からの自由、欠乏からの自由、尊厳を持って生きる自由――および 2 つのアプローチ――保護とエンパワメント――を積極的に取り入れていることが明らかとなった。他方、ODA 政策においては同概念が全面的に採用されているものの、それが ODA の実際の活動の中で十分実践されているかは明らかでない。人間の安全保障が実践されているか否かについては、韓国内における公式文書のレビューのみならず、ODA の実施サイトにおける更なる研究が求められる。最後に、近年「人間の安全保障」という言葉がパク・クネ大統領およびユン・ビョンセ外交部長官の演説において明示的に使われたことが確認されている。これら 2 人の要人による言及が、「人間の安全保障」という語の公式文書での明示的な使用、さらには韓国 ODA の重要戦略としての採用に繋がっていくのかをフォローしていくことは興味深い問題であろう。

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Working Paper from the same research project

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Human Security in Practice: The Chinese Experience

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