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Human Security in Practice: East Asian Experiences

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from the Perspective of Different Stakeholders

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# **Human Security in Practice: The Philippine Experience(s) from the Perspective of Different Stakeholders**

Maria Ela L. Atienza<sup>1</sup>

## **Abstract**

This paper explores how human security is viewed in the Philippines. The research collects and maps out perspectives and interpretations of human security among key stakeholders in the Philippines, namely academics, government officials and agencies, civil society groups, and local communities. The research methods employed are: review of academic literature, relevant policy documents, position papers, etc.; face-to-face or online interviews with different stakeholders; and focus group discussions with some local communities. The following are the major questions: (1) How do stakeholders and their institutions understand human security as a concept? (2) What are the different threats or risks to human security in the Philippines and the region? How can these be addressed or are these already being addressed? Who can address these risks and threats? (3) Has the concept of human security been mainstreamed in government and society? What are the future prospects of promoting the practice of human security in the country?

Based on the study, there is an acknowledgement among different sectors in the Philippines of the importance of the human security concept, despite diverse understanding across sectors, in dealing with various threats and vulnerabilities faced by various groups in the Philippines. However, the concept itself needs further clarification and contextualization in the local setting to be better understood and used by a larger group of people. Currently, the concept is used by a limited group of people, mostly academics and some civil society groups. While there should be efforts to further clarify the concept, there should be efforts as well to make it understandable to more people, particularly those vulnerable to security threats and risks.

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## Introduction

Human security, which shifts the definition of security away from traditional military-oriented and state-centric focus to a people-centric view, has become one of the most important concepts since the 1990s. It has become one of the buzz words globally among academics, international aid agencies, policy planners and development workers. Human security was introduced in human development discourse when it was made the theme of the *Human Development Report (HDR)* published by the United Nations Development Programme (UNDP). In the report, human security is viewed in terms of threats and rights. Human security threats can be considered in seven main categories: economic, food, health, environmental, personal, community, and political security.<sup>2</sup> Then, the Commission on Human Security came out with their report *Human Security Now*<sup>3</sup> which states that human security seeks:

... to protect the vital core of all human lives in ways that enhance human freedoms and human fulfillment. Human security means protecting fundamental freedoms—freedoms that are the essence of life. It means protecting people from critical (severe) and pervasive (widespread) threats and situations. It means using processes that build on people's strengths and aspirations. It means creating political, social, environmental, economic, military and cultural systems that together give people the building blocks of survival, livelihood and dignity.<sup>4</sup>

However, it is still a contested concept today with debates about its actual definition and utility. There are various attempts to define human security more clearly and develop its indicators, as well as debates about whether to define it broadly or narrowly.<sup>5</sup> For instance, in some existing international and local attempts to develop indices of human security, there are still debates about its dimensions and indicators. Not all of these indices cover the range of possible dimensions of human security. Some cover the “freedom from fear” (violence-focused)

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<sup>2</sup> UNDP, *Human Development Report 1994* (Oxford: Oxford University Press, 1994).

<sup>3</sup> Commission on Human Security, *Human Security Now* (New York: Commission on Human Security, 2003).

<sup>4</sup> Commission on Human Security, *Human Security Now*, 4.

<sup>5</sup> Zuraida Mae D. Cabilo and Mara Yasmin S.P. Baviera, “Defining and Debating Human Security: A Review of Literature,” in *Developing a Human Security Index: An Exploratory Study in Selected Conflict Areas*, ed. Maria Ela L. Atienza et al. (Quezon City: University of the Philippines’ Third World Studies Center, in partnership with the Office of the Presidential Adviser on the Peace Process [OPAPP] and the UNDP – Conflict Prevention and Peace-building Programme [UNDP-CPPB], 2010), 23-87.

dimensions while others cover the “freedom from want” (poverty-focused) dimensions. These two “freedoms” are the most cited elements in many definitions of human security, which effectively categorize threats to human security as those emerging from conflict and underdevelopment. In recent years, the “freedom to live in dignity” element has been added in the literature. There are those who criticize the UNDP’s broad definition, saying it is all-encompassing. Some scholars, development workers and institutions would like to focus on more narrow dimensions but there are those who prefer a broad definition covering all possible dimensions. Given all these debates, human security is a concept that is still “under construction.”<sup>6</sup>

In addition, there are also criticisms about the way many of the definitions, research, and indices related to human security lack a more bottom-up perspective from the very subject of the concept itself—the people who live with everyday threats and risks. Most of the human security indices are based on statistical data from international agencies, governments, and other groups.<sup>7</sup> As a civil society position paper on human security in conflict prevention and peace-building argues, “there is limited knowledge and research conducted on local opinions, perceptions, and experiences that shape or react to peace-building processes.” After all, the “human security approach is not only centred on people as objects of interventions, but also as providers of security in their own right.” In-depth knowledge of the situation and context-specific solutions are required.<sup>8</sup>

In an attempt to contribute to more context-specific and experiential perspectives about human security, this paper discusses the Philippine experience as regards human security.

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<sup>6</sup> Moufida Goucha and Franciso Rojas Aravena, eds., *Human Security, Conflict Prevention and Peace in Latin America and the Caribbean* (Paris and Santiago: UNESCO and FLACSO-Chile, 2001), 8-9. accessed May 15, 2007, <http://unesdoc.unesco.org/images/0013/001345/134554e.pdf>.

<sup>7</sup> Taylor Owen, “Body Count: Rationale and Methodologies for Measuring Human Security,” in *Human Security Bulletin* 1 (3) (October 2002); UNDP, *Human Development Report 1994*; and Sascha Werthes, Corinne Heaven, and Sven Vollnhals, *Assessing Human Insecurity Worldwide: The Way to a Human (In)security Index* INEF Report 102 (Duisburg-Essen: Institute for Development and Peace, University of Duisburg-Essen, 2011).

<sup>8</sup> Global Partnership for the Prevention of Armed Conflict (GPPAC), The Civil Society Network for Human Security, and IKV Pax Christi, “The Human Security Approach in Conflict Prevention and Peacebuilding” (a civil society position paper, input to the United Nations General Assembly resolutions on human security, April 2013).

Following the objectives of the overall project entitled “Human Security in Practice: East Asian Experiences, ” the main research questions are two. First, how do different stakeholders in the Philippines perceive and interpret the concept of “human security”? Second, how do different stakeholders perceive human security threats? The specific questions focus on a number of aspects: (1) stakeholders and their institutions’ understanding of human security as a concept; (2) human security threats (urgent) and risks (long-term) in the Philippines and in the East Asian Region; (3) cross-border responses to human security challenges, i.e., massive natural disasters and escalation of violent conflicts; (4) human security in practice; (5) conceptual basis of human security; and (6) the added value of human security.

In order to answer the main and specific research questions, the researcher gathered perceptions on human security and human security threats of the following sectors: government, scholars/academics, civil society, local government officials in areas with histories of conflict, and local communities. The researcher used the following data-gathering methods: review of academic literature, relevant policy documents, position papers of different groups, newspaper articles, Web sites of different agencies and organizations, etc.; face-to-face interviews; online communications and filling up of questions for individuals in places outside the National Capital Region or those not available for face-to-face interviews; and three focus groups discussions (FGDs) with barangay<sup>9</sup> officials in the City of Manila, transient sidewalk vendors in the City of Manila, and farmers in Nasugbu, Batangas Province (the list of interview informants is in Table 1, below). The review of literature, which significantly updates the author’s previous work,<sup>10</sup> includes literature on human security with data from interviews, FGDs and surveys from three previous projects led by the author.<sup>11</sup> This research is mainly exploratory and aims to map

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<sup>9</sup> The lowest/most basic local government unit at the village level in the Philippines.

<sup>10</sup> Maria Ela L. Atienza, “Summary, Challenges and Prospects in Developing a Human Security Index for the Philippines,” in *Developing a Human Security Index*, ed. Atienza et al., 151-157.

<sup>11</sup> Atienza et al., ed., *Developing a Human Security Index*; Atienza et al., “A Pilot Study on the Human Security Index in Five Municipalities in the Philippines: Project Report” (unpublished report of the Third World Studies Center, University of the Philippines, Diliman, submitted to the Office of the Presidential Adviser on the Peace Process [OPAPP] and the UNDP – Conflict Prevention and Peace-building Programme [UNDP-CPPB], 2011); Atienza et al., “A Pilot Study on the Human Security Index in One

the different perspectives of stakeholders regarding human security as a concept and various threats and risks associated with it.

**Table 1. List of Informants**

Academe	Representatives of Government Agencies	Civil Society Members
<p><b>Loreta Castro</b> Center for Peace Education Miriam College</p> <p><b>Rosalyn R. Echem</b> Gender Research and Resource Center Western Mindanao State University (WMSU)</p> <p><b>Herman Joseph S. Kraft</b> Dept. of Political Science University of the Philippines (UP) Diliman</p> <p><b>Dennis Quilala</b><sup>12</sup> Dept. of Political Science UP Diliman</p> <p><b>Maria Lourdes G. Rebullida</b> Dept. of Political Science UP Diliman</p> <p><b>Adelia Roadilla</b> Polytechnic University (PUP) Mulanay, Quezon</p>	<p><b>Anonymous official*</b> Foreign Service Institute (FSI) Department of Foreign Affairs (DFA)</p> <p><b>Raymund Jose Quilop</b><sup>13</sup> Assistant Secretary for Strategic Assessment Department of National Defense (DND)</p> <p><b>Jay Carizo</b> Technical Consultant National Anti-Poverty Commissions (NAPC)</p> <p><b>Anonymous official*</b> National Security Council (NSC)</p>	<p><b>Pio Fuentes</b><sup>14</sup> Program Manager for Mindanao Assisi Development Foundation (ADFI)</p> <p><b>Joeven Reyes</b> Executive Director Sulong CARHRIHL (Comprehensive Agreement on Respect for Human Rights and International Humanitarian Law)<sup>15</sup></p> <p><b>Anonymous development worker*</b> Community-Based Adaptation and Resilience Against Disasters (CBARAD) Project Iloilo City<sup>16</sup></p>

\*Requested to remain anonymous

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Municipality in Mindanao: The Case of Indanan, Sulu” (unpublished report submitted to the Office of the Vice Chancellor for Research and Development, University of the Philippines, Diliman, Quezon City, 2013).

<sup>12</sup> Quilala is also a member of the Board of Trustees of Sulong CARHRIHL, a CSO also represented in the interviews. His comments about the work of the CSO will be included in the section on CSOs.

<sup>13</sup> Quilop is also part of the academe (Department of Political Science, UP Diliman) but currently on secondment to the DND. The interview mainly focused on the DND as an institution though he also expressed his own personal perspective on human security issues.

<sup>14</sup> He was formerly with OPAPP and the UNDP-CPPB.

<sup>15</sup> Sulong CARHRIHL is a network that monitors the Philippine government’s and the communist rebels’ compliance with CARHRIHL, on which the two parties signed in 1998. Some observations by Quilala, who is in the academics section, about Sulong CARHRIHL are included here.

<sup>16</sup> CBARAD is a project funded by JICA and CITYNET Yokohama Project Office. CITYNET was set up by the City of Yokohama, Japan, to initiate and implement projects with beneficiary cities based on their needs. Before working with CBARAD, this informant worked with a number of private and public agencies in the Visayas focused on assisting communities, especially during disasters.

## 1. The Philippines: A Brief Country Profile

Despite the country's reported sustained economic growth and arguably being one of Asia's best economic performers in the last few years, approximately 40 million Filipinos (out of about a 100 million total population) still live below the poverty line. Quality of life of many citizens has not improved. Thus, the country still remains in the category of medium human development countries, ranking 117 behind Singapore (rank 9), Malaysia (rank 62), Thailand (rank 89) and Indonesia (rank 108).<sup>17</sup>

Using the MDGs, the problematic areas are obvious. According to current National Economic and Development Authority's (NEDA) Director General and Secretary Arsenio Balisacan, the country will likely meet the targets on food poverty (MDG 1), reducing child mortality (MDG 4), and improving access to safe drinking water and sanitary toilet facilities (MDG 7) by 2015. He added that the country already achieved three targets ahead of 2015, namely gender equality, particularly in primary, secondary, and tertiary education (MDG 3); disease control in malaria and tuberculosis (MDG 6); and environmental sustainability (MDG 7).<sup>18</sup> This is supported by recent official statistics (PSA 2014), which show that there is medium probability of meeting the following targets: income poverty and nutrition (MDG 1), share of women in wage employment in the non-agricultural sector (MDG3), and proportion of births attended by skilled health personnel (MDG 5). However, it is obvious from the official statistics<sup>19</sup> and Capones<sup>20</sup> that there is low probability in meeting the targets for percent of household with per capita energy less than 100 % (MDG 1); elementary participation, survival and completion rates and literacy rate (MDG 2); proportion of seats held by women in national parliament (MDG 3); immunization of one year-old children against measles (MDG 4); maternal mortality ratio and access to reproductive health services (MDG 5); and HIV/AIDS

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<sup>17</sup> UNDP, *Human Development Report 2014* (Oxford: Oxford University Press, 2014).

<sup>18</sup> Darwin G. Amojelar, "NEDA upbeat most MDGs will be met by 2015," *Interaksyon*, March 25, 2013, accessed July 3, 2014, [www.interaksyon.com](http://www.interaksyon.com).

<sup>19</sup> "MDG watch," Philippine Statistical Authority (PSA), accessed June 30, 2014, <http://www.nscb.gov.ph/mdg>.

<sup>20</sup> Erlinda M. Capones, *Lessons Learned in Achieving the MDGs: The Philippine Experience* (2013 Global MDG Conference, UNDP Working Paper No. 12, UNDP Publishing, 2013).

(MDG 6). There are no statistics and probability rating on combating HIV/AIDS in the available official data but according to Balisacan, it remains a challenge.

The factors that result in uneven progress include the non-inclusive growth of the country.<sup>21</sup> Despite the different international ratings and figures recording the continuous growth of the country's economy in recent years, this growth has not been distributed equally across the different sectors of the country. There are wide disparities between rural/far-flung and urban areas in the three problematic MDGs, i.e., poverty incidence, children disadvantaged in terms of performance in schools, and access to maternal services.<sup>22</sup> Of course, Typhoon Yolanda (Haiyan), which hit the Visayas in November 2013, will have lasting impacts in many of the affected areas and the government's financing of the MDGs.

Situated along the Pacific Rim of Fire and within the northwest Pacific Basin, the country is earthquake-prone, has 23 active volcanoes, and is visited by 20 typhoons on average annually with eight making landfall.<sup>23</sup> Long-running armed conflicts with communist insurgents, which began in the 1970s, and certain factions among Muslim groups in the south continue to challenge the national government and concerned sectors. Governance factors also affect the actual implementation of many laws, policies and programs aimed at improving the quality of life of people. There is less government effectiveness and political will to make sound and progressive policies; weak implementation of policies; poor regulatory quality; weak rule of law; lack of capacity; resource and personnel constraints; and graft and corruption, particularly with recent scandals involving high-ranking government officials at both executive and legislative branches.

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<sup>21</sup> Capones, *Lessons Learned in Achieving the MDGs*, 15.

<sup>22</sup> Capones, *Lessons Learned in Achieving the MDGs*, 15.

<sup>23</sup> Human Development Network (HDN), *2012/2013 Human Development Report: Geography and Human Development* (Quezon City: HDN and the UNDP, 2013), 16.

## **2. Research Findings**

### **2.1 Review of Literature and Other Documents**

#### ***2.1.1 Government Documents and Academic Literature on Government Perceptions on Human Security***

In a review of literature related to human security, Cabilo and Baviera<sup>24</sup> argued that until 2007 human security still had to make a concrete impact in national security plans. The concept of human security was first introduced in the public consciousness through a 1995 conference entitled “The Gathering for Human and Ecological Security,” a year following the 1994 UNDP report that highlighted human security.<sup>25</sup> The conveners were key government agencies like the Population Commission, Department of Interior and Local Governments, and the Department of Justice, and attendees included representatives of different sectors. The conference’s result was a commitment to place protection of people and the environment at the forefront of the national agenda. This commitment was merged with then President Fidel Ramos’ Social Reform Agenda to make up the people empowerment pillar of Philippines 2000, Ramos’ socioeconomic program.

According to SerafinTalisayon, a former member of National Security Council,<sup>26</sup> national security in the Philippines was redefined after the 1986 People Power as “security of the people” instead of security of the state. This was a result of efforts to reconcile the viewpoints of the military and civilian agencies in defining and making operational a common framework for national security<sup>27</sup>. The framework contains the following elements: (1) moral/spiritual consensus, (2) cultural cohesiveness, (3) economic solidarity/organicity, (4) sociopolitical stability, (5) ecological integrity, (6) territorial integrity, and (7) external peace.<sup>28</sup> Many of these elements are non-traditional security elements but the term human security was not mentioned.

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<sup>24</sup> Cabilo and Baviera, “Defining and Debating Human Security.”

<sup>25</sup> Cabilo and Baviera, “Defining and Debating Human Security,” 35.

<sup>26</sup> Serafin Talisayon, “The Framework of National Security,”(n.d.).

<sup>27</sup> Cabilo and Baviera, “Defining and Debating Human Security,” 34.

<sup>28</sup> Talisayon, “The Framework of National Security”.

Looking at official documents until 2007, it is almost impossible to look for actual use or acknowledgment of the term human security in the public documents of government agencies. However, the Office of the Presidential Adviser on the Peace Process (OPAPP) became involved in efforts to promote the discourse on human security, albeit in a limited way, in government policies when it became the Project Management Office of the UNDP's Conflict Prevention and Peace-building Programme with the Philippine Government (UNDP-CPPB) until 2010. Aside from managing UNDP-CPPB-supported projects of government agencies, civil society groups and academics, it also engaged in a number of projects supported by UNDP.<sup>29</sup> One such project is the *Guidebook on Conflict Sensitive and Peace-promoting Local Development Planning*,<sup>30</sup> which aims to integrate peace-building and conflict prevention in the local planning process. It seeks to incorporate human security and use conflict-sensitive lens in local governance to ensure that plans and programs are responsive to the needs of the people. The toolkit adapts the dimensions of human security as defined by UNDP: "the security of the people—their physical safety, their economic and social well-being, respect for their dignity and worth as human beings, and the protection of their human rights and fundamental freedoms."<sup>31</sup> OPAPP acknowledges that the elements of human security as defined by the UNDP cut across the developmental concerns in local governance; thus, it is not a totally new concept in local governance. Unfortunately, since 2010 when direct UNDP partnerships ended, OPAPP's programs and documents have not mentioned much about human security.

In addition, the Maguindanao Working Group of the Mindanao Economic Development Council (MEDCo), a government agency which is the forerunner of the current Mindanao Development Authority, developed human security indicators using the data of the Local

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<sup>29</sup> Oscar A. Gomez, "Introducing the 'Human' into Philippine Security Discourse: Convergence or Dialogue?" *Kasarinlan* 26 (2011): 153-182.

<sup>30</sup> OPAPP, *Guidebook on Conflict Sensitive and Peace-promoting Local Development Planning* (Pasig City: OPAPP and the Surveys, Training, Research and Development Services [STRIDES]) with the support of the United Nations Development Programme – Conflict Prevention and Peace-building Programme [UNDP-CPPB], 2009).

<sup>31</sup> OPAPP, *Guidebook on Conflict Sensitive and Peace-promoting Local Development Planning*, 19.

Government Performance Monitoring System (LGPMS) and other data at the municipal level.<sup>32</sup> Drawing on international vulnerability and other indices like the Human Development Index (HDI) and the UNDP, the index was pilot tested in Maguindanao. MEDCo has managed peace programs with the support of UNDP.

What brought the issue of human security in the public consciousness, albeit only temporarily, was the enactment of the controversial law, Republic Act No. 9372, with the full title “An Act to Secure the State and Protect Our People From Terrorism,” but with the short title “Human Security Act of 2007.” Coming during the background of the United States-led “war on terror,” the law triggered debates between state-centric and people-centered definitions of human security<sup>33</sup> (the civil society views will be presented later in the next section). Civil society groups, particularly human rights-based and law groups, questioned the legality of the law with the Supreme Court; however, the law was declared constitutional by the high court in 2010 and with finality in 2011. Since then, human security debates have not been clearly articulated in public again.

Despite no formal acknowledgement of the Philippine government of the concept and principles of human security in any major law—with the exception of the controversial Human Security Act that uses the concept in a very limited way—there are actually a number of existing national government programs and policies since the presidency of Macapagal-Arroyo to the present Aquino that contain certain elements of human security as defined by UNDP and the Commission on Human Security, in particular economic, food, health, and community dimensions. They are as follows:

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<sup>32</sup> Cabilo and Baviera, “Defining and Debating Human Security,” 77.

<sup>33</sup> Aries A. Arugay, “From State to Human Security: Implications for Security Sector Reform in the Philippines,” in *Mainstreaming Human Security: Asian Perspectives*, ed. Chantana Banpasirichote et al. (Bangkok: Chula Global Network in collaboration with International Studies Development Program, Chulalongkorn University, 2012), 30-44; Atienza, “Summary, Challenges and Prospects in Developing a Human Security Index for the Philippines”; and Atienza, “Filipino Conceptions of Human Security: Developing a Human Security Index based on an Exploratory Study in Conflict Areas,” in *Mainstreaming Human Security: Asian Perspectives*, ed. Banpasirichote et al., 215-232.

- (1) The government's strategy to meet its commitments to the achievement of the MDGs as seen in various NEDA documents and Medium Term Development Plans (2004–10 and 2010–16), all of which focus on localization and participation of different sectors;<sup>34</sup>
- (2) Chapter 9 (Peace and Security) of the *Philippine Development Plan 2011 to 2016* and OPAPP's *Payapa at Masaganang Pamayanan* or PAMANA (a framework for development intervention in selected conflict-affected areas to complement peace efforts began in 2011);
- (3) *Kapit-Bisig Laban sa Kahirapan*—Comprehensive and Integrated Delivery of Social Services or the National Community-Driven Development Program (KALAHI-CIDDS-NCDDP), implemented since 2001, the government's support program for development initiatives in poor communities implemented by the Department of Social Welfare and Development (DSWD);
- (4) *Pantawid Pamilyang Pilipino Program* (4Ps) implemented by the DSWD, a conditional cash transfer program that focuses on access to health and education services as conditions for assisted poorest families and envisioned to fulfill the country's commitment to the MDGs; and
- (5) The Department of the Interior and Local Government's Local Government Performance Monitoring System (LGPMS) v. 2.1, introduced in 2011, which now incorporates health and tourism scorecards.

In terms of academic literature focusing on government perceptions of human security, a previous study on developing a human security index for the Philippines where the author was the project leader was able to interview a number of government officials in 2007, including four members of national commissions, one cabinet secretary, two officers of the Armed Forces of the Philippines (AFP), one senator, and two party-list representatives.<sup>35</sup> The findings suggest that those in the armed services (AFP and the senator who was formerly a military general) view human security as “an intrinsic component of national security” and therefore complementary to national security. They define human security as the protection of the people who are one of the components of the state. One of the duties of the AFP is to protect the people. At times, the AFP cannot help but perform development functions in areas where they are stationed, e.g., building schools, waterworks, and other infrastructures as well as providing basic services like health

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<sup>34</sup> Maria Ela L. Atienza, “Achieving the Millennium Development Goals in the Philippines: Localization of the MDGs and implications for mainstreaming human security,” in *Mainstreaming Human Security in ASEAN Integration Volume II: Lessons Learned from MDGs Implementation in Southeast Asia*, ed. Herman Joseph S. Kraft (Quezon City: ASEAN Institutes of Strategic and International Studies and Institute for Strategic and Development Studies, 2012), 53-90.

<sup>35</sup> Zuraida Mae Cabilo, Mara Yasmin S.P. Baviera, and Dina Marie B. Delias, “Human Security Perspectives from Above: Results of the Key Informant Interviews,” in *Developing a Human Security Index*, ed. Atienza et al., 89-100.

services especially in areas where local governments are not functional or incapable of delivering services due to conflicts or other occurrences, in coordination with and as a supporting role to lead civilian agencies.<sup>36</sup>In practice, national government agencies request military assistance because the latter can easily mobilize resources.

Party-list representatives as well as national government agencies' representatives interviewed,<sup>37</sup> meanwhile, offered a different outlook by recognizing the evolving nature of security from a purely military perspective to a people-oriented one. Informants from national government commissions, agencies and party-list groups view human security through the lens of human rights. Human security is equated with upholding the different types of rights.

In terms of threats to security,<sup>38</sup> respondents from the AFP identified the following: armed insurgency, territorial disputes, transnational crime, and international terrorism as threats to both the state and the people. However, representatives from civilian government agencies and the legislature went beyond the more traditional security threats and highlighted poverty, social and cultural conditions threatening women and indigenous peoples, political bickering, corruption and inefficiencies in government institutions, military abuse, and even state aggression as threats to human security.

### ***2.1.2 Academic Perspectives on Human Security Based on Literature***

Before Filipino academics started writing about human security, a few scholars had already dealt with nontraditional security issues and explored the nexus between development and security not only in the context of the Philippines but the whole of Southeast Asia. A major project of the ASEAN Institutes of Security and International Studies (ASEAN ISIS), which resulted in the three-volume *Development and Security in Southeast Asia* book series, examines how state-society relations is affected by and entwined with the complex security-development

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<sup>36</sup> Cabilo, Baviera, and Delias, "Human Security Perspectives from Above," 92-94.

<sup>37</sup> Cabilo, Baviera, and Delias, "Human Security Perspectives from Above," 94-95.

<sup>38</sup> Cabilo, Baviera, and Delias, "Human Security Perspectives from Above," 95-98.

nexus.<sup>39</sup> They discussed development and security in the context of the environment, people, and globalization using case studies in issues such as migration, labor, women, etc. These issues would actually now fall under many of the categories that we identify with human security. Most scholars working on these issues are political scientists, international political economists, and international relations scholars. The Institute for Strategic and Development Studies (ISDS), a think tank based in the Philippines, has been very active in linking development and security as well as mainstreaming human security not only in the country but also in ASEAN. Some of these works will be cited in the next few pages.

Following the UNDP's 1994 HDR, the *Philippine Human Development Report (PHDR)*,<sup>40</sup> which centered on human security, was released. Economist Emmanuel de Dios was one of the main authors, and political scientist Carolina Hernandez and sociologist Cynthia Bautista authored two of the background papers. The PHDR defined human security as freedom from fear, want, and humiliation. The report focuses only on what it calls "ideology-based armed conflict" and provides the distinction between human security and human development. While "human development is the process that widens the range of people's choices, human security means that people can make those choices safely and freely. [H]uman security is the external pre-condition for human development."<sup>41</sup> Unfortunately, human security did not receive the same prominent focus as a major theme in the latest PHDR,<sup>42</sup> which could have been fitting since the focus was on the impact of geography on human development.

Scholars have also received research support from UNDP to mainstream human security in the country. In 2006, the University of the Philippines' Third World Studies Center (TWSC) had the project entitled *Policy Dialogue Series 2006: Towards a Human Security Framework*. Based on the four-session series of consultations with different sectors, human security's

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<sup>39</sup> David B. Dewitt and Carolina G. Hernandez, eds., *Development and Security in Southeast Asia, Volumes I-III* (Altershot: Ashgate, 2003).

<sup>40</sup> Human Development Network (HDN), *The Fifth Philippine Human Development Report: Peace, Human Security and Human Development in the Philippines* (Quezon City: HDN and the UNDP, 2005).

<sup>41</sup> HDN, *The Fifth Philippine Human Development Report*, 1-2.

<sup>42</sup> HDN, *2012/2013 Human Development Report: Geography and Human Development* (Quezon City: HDN and the UNDP, 2013).

referent object in the Philippine context is the community instead of the individual alone. The proposed framework is hinged on four basic principles. These include “the *interconnectedness* of the various dimensions of human security, the centrality of *land ownership and stewardship* as part of human security, the emphasis placed on *community security* rather than the individual, and the *plurality of understanding* human security” based on local realities.<sup>43</sup>

ISDS also came up with a framework for developing a security sector reform index (SSRI), undergoing various validation meetings from a range of SSR actors, which aims to facilitate the process of coming up with “informed analyses on the state of governance of the security sector, as well as its reform programs and initiatives.”<sup>44</sup> Human security was used as one of the frameworks in the performance of the security sector’s mandate. The project was also supported by UNDP.

UNDP was also able to support the development of a proposed human security index for the Philippines through two projects of the UP TWSC where the author served as project leader. The first project developed indicators for the index based on surveys and FGDs in eight provinces in Luzon, Visayas, and Mindanao with history of conflict. The second project pilot-tested the index in five municipalities in Luzon and Visayas through surveys supplemented by interviews with local government officials and FGDs with different sectors. Beyond the UNDP funding, the UP TWSC also pilot-tested the index in one municipality in Mindanao. In all three projects,<sup>45</sup> the human security definition used in developing the index follows the language of the UNDP’s 1994 HDR, using the seven dimensions of human security, and the the report by the Commission on Human Security in 2003, which is threat-based. Individuals and

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<sup>43</sup> Zuraida Mae Cabilo and Sharon M. Quinsaat, “Towards a Human Security Framework in the Philippine Context,” in *Defining the Human Security Framework in the Philippine Context* (Proceedings of the Third World Studies Center Policy Dialogue Series 2006), ed. Zuraida Mae Cabilo et al. (Quezon City: Third World Studies Center in partnership with the theUNDP – Conflict Prevention and Peace Building Programme [UNDP-CPPB], 2007), 117-123.

<sup>44</sup> Institute for Strategic and Development Studies (ISDS), *SSR Update*, May 1, 2007; ISDS, *Developing a Security Sector Reform Index in the Philippines towards Conflict Prevention and Peacebuilding* (Quezon City: ISDS, 2009).

<sup>45</sup> Atienza et al., ed., *Developing a Human Security Index*; Atienza, Berja, and Cruz, “A Pilot Study on the Human Security Index in Five Municipalities in the Philippines”; Atienza, Berja and Cruz, “A Pilot Study on the Human Security Index in One Municipality in Mindanao.”

communities are the referent objects and local contexts are taken into consideration in identifying threats and levels of human security.

Another UNDP-supported project was the work of Lusterio-Rico et al.,<sup>46</sup> which reviews the Mining Act of 1995 and the Indigenous Peoples' Rights Act (IPRA), giving emphasis on the peace, development and human security components of the two policies. Field work was conducted in Oriental Mindoro and Palawan as well as FGDs in Quezon City where different sectors participated in the reviews.

Most direct work on human security has been done by political scientists. For instance, Hernandez (founding president of ISDS) has been one of the pioneers in discussing comprehensive security and linking development and security issues not only in the Philippines but in ASEAN.<sup>47</sup> She has also authored various studies and led projects on security sector reform and human security<sup>48</sup> and mainstreaming human security in ASEAN.<sup>49</sup> Kraft has been working on human rights and human security in Southeast Asia and ASEAN.<sup>50</sup> Arugay is also linking human security with security sector reform.<sup>51</sup>

A promising multidisciplinary collaboration lies in the area of linking human security with resilience and disasters. The Philippine Social Science Council has organized one

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<sup>46</sup> Ruth R. Lusterio-Rico et al., *Promoting Peace, Development and Human Security: The Mining Act of 1995 and the Indigenous Peoples' Rights Act (IPRA)* (Quezon City: Philippine Social Science Council, 2009).

<sup>47</sup> Carolina G. Hernandez, "Linking Security and Development in Southeast Asia: A Concept Paper," in *Southeast Asia: Security and Stability* (Manila: Konrad Adenauer Stiftung Philippines Occasional Papers, 1995), 33-47; Dewitt and Hernandez, *Development and Security in Southeast Asia*.

<sup>48</sup> Carolina G. Hernandez, "Peacebuilding and Security Sector Governance in the Philippines," in *Peacebuilding and Security Sector Governance in Asia*, ed. Yuji Uesugi (Geneva: Geneva Centre for the Democratic Control of the Armed Forces and Hiroshima University Partnership for Peacebuilding and Capacity Development, 2014), 49-75; Institute for Strategic and Development Studies (ISDS), *Developing a Security Sector Reform Index in the Philippines towards Conflict Prevention and Peacebuilding*.

<sup>49</sup> Carolina G. Hernandez, ed., *Mainstreaming Human Security in ASEAN Integration Vol. I: Regional Public Goods and Human Security* (Quezon City: ISDS, 2012); and Carolina G. Hernandez and Herman Joseph S. Kraft, eds., *Mainstreaming Human Security in ASEAN Integration Vol. III: Human Security and the Blueprints for Realizing the ASEAN Community* (Quezon City: ISDS, 2012).

<sup>50</sup> Herman Joseph S. Kraft, "11 September 2001 and Human Security," *OSS Digest* 1<sup>st</sup>-2<sup>nd</sup> Quarter (2006): 11-20; Herman Joseph S. Kraft, "Human Rights, Security, and Development in Southeast Asia: An Overview," in *Development and Security in Southeast Asia, Vol. III (Globalization)*, ed. David B. Dewitt and Carolina G. Hernandez (Aldershot: Ashgate, 2003), 115-135; and Kraft, ed., *Mainstreaming Human Security in ASEAN Integration Volume II: Lessons Learned from MDGs Implementation in Southeast Asia*.

<sup>51</sup> Arugay, "From State to Human Security."

multidisciplinary panel on “Building Resiliency through Human Security” composed of a political scientist (this author), a psychologist and a social work professional during the joint convention of the ASEAN Regional Union of Psychological Societies and the Psychological Association of the Philippines last year. Violeta Bautista,<sup>52</sup> a prominent psychologist, explained that she learned about human security from a political science colleague. It was then that she realized that much of her mental health and psychological support work with disaster survivors in the Philippines using well-being/wholeness framework is actually a component of human security.

### ***2.1.3 Civil Society Perspectives Based on Documents and Other Literature***

Several civil society organizations’ documents show that there is knowledge and recognition of human security. They also use it in their advocacy. For instance, Assisi Development Foundation, Inc. (ADFI) uses a multi-level framework for human security in working with indigenous peoples (IP). Human security is used as the development thrust in protecting and empowering IPs. The framework deals with the following concerns:

- (1) Assistance to government in implementing the IPRA law;
- (2) People empowerment and capability building in the area of conflict resolution and negotiations;
- (3) Promotion and protection of IPs’ culture and knowledge systems;
- (4) Formal education, leadership formation, and skills training;
- (5) Protection of ancestral domain from the ravages of war;
- (6) Implementation of basic services like water, agriculture, and livelihood;
- (7) Total protection of their communities against armed conflict through the establishment of “Sanctuaries of Peace”; and
- (8) Protection and promotion of human rights and the advocacy for peace.<sup>53</sup>

*Tabang Mindanaw* (Help Mindanao), a multi-sectoral development program launched by former Ambassador Howard Dee and the ADFI in 1998 to improve the quality of life and

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<sup>52</sup> Violeta V. Bautista, “The Challenge of Disasters: Addressing a Persistent Breach in Human Security through Resilience focused MHPPS Programs”(paper presented during the 4<sup>th</sup> ASEAN Regional Union of Psychology Societies Congress and 50<sup>th</sup> Psychological Association of the Philippines Convention, Miriam College, Quezon City, October 23-26, 2013).

<sup>53</sup> Benjamin Abadiano, “Development on the Margins: How Indigenous People Chart their Own Progress”(paper presented at the 2004 Magsaysay Awardees’ Lecture Series, Magsaysay Center, Manila, August 27, 2004), accessed April 15, 2014, <http://www.rmaf.org.ph/Awardees/Lecture/LectureAbadianoBen.htm>.

overcome underdevelopment of marginalized groups in Mindanao (with emphasis on indigenous peoples), has what it calls the “justice-based human security framework.” Based on justice, equity, and people-centered governance, this framework is their responses to the 2005 PHDR. The group argues that injustice and not poverty is the root cause of armed conflict. It further states that: “Human security complements state security, enhances human rights, and strengthens human development.”<sup>54</sup>

In relation with the Human Security Act of 2007, Soliman Santos, one of the authors of the 2005 PHDR and one of those who petitioned the Supreme Court to declare the law unconstitutional, said that the title itself is misleading in equating counter-terrorisms with human security. It “might only ‘secure the state’ but not ‘protect our people from terrorism.’” Granting that it would also protect the people, “this comes under only the ‘freedom from fear’ aspect of human security.” Furthermore, Santos argues that projecting counter-terrorism as human security is not only deceptive but “also dishonest as a misappropriation of a concept currently associated with the UNDP, the independent global Commission on Human Security, and the Human Security Network of countries.” This “misappropriation” of the concept or “theft of intellectual property” endangers the work of UNDP and other peace advocates in the Philippines.<sup>55</sup>

A number of findings from a previous study<sup>56</sup> that was able to interview a number of civil society representatives will again be cited here before going into the author’s own interviews. Eight respondents from human rights groups, a trade union and a media group were interviewed by the previous project in 2007. The informants’ responses show that there is recognition of the evolving context and nature of security issues, especially the need to broaden the understanding and scope of security from a primarily military concern to a more people-

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<sup>54</sup> Howard Dee and Ernesto Garilao, “A Justice-based Development as a Fundamental Right” (paper presented as a reaction during the presentation of the highlights of the 2005 Philippine Human Development Report, Heritage Hotel, Pasay City, 2005).

<sup>55</sup> Santos Soliman Jr., “Petition on the Unconstitutionality of the Grave Abuse of Discretion in the Approval of the ‘Human Security Act of 2007,’” July 16, 2007, accessed August 1, 2007, [http://www.icj.org/IMG/Phil\\_SC\\_Petition.pdf/](http://www.icj.org/IMG/Phil_SC_Petition.pdf/).

<sup>56</sup> Cabilo, Baviera, and Delias, “Human Security Perspectives from Above.”

oriented concept. The informants emphasized the inter-linkages between a rights-based approach and human security to ensure the people’s right to an acceptable quality of life.

Respondents identified several important threats to human security.<sup>57</sup> These are: proliferation of small arms; lack of reforms in the military and the police; poverty; “development aggression” as a result of the state’s economic policies and actions of multinational companies, especially mining which threatens indigenous peoples and communities; and violation of the rights of women and indigenous peoples. Both state and non-state actors threaten human security. The United States, through the Visiting Forces Agreement, is also seen as a threat to the human security of Filipinos, because it exposes the country to America’s enemies. The informants also identified the state, academe, civil society, and communities themselves as stakeholders in promoting human security.

#### 2.1.4 Previous Studies Focusing on Local Perspectives

In the exploratory study on human security in conflict areas in the Philippines,<sup>58</sup> Table 2 below shows the top three perceived potential threats to general security in seven provinces and Metro Manila as control area, based on the opinions of 800 respondents in surveys conducted in 2007:

**Table 2. Top 3 Perceived Potential Threats to General Security\***

Top 3 Perceived Potential Threats to General Security								
NCR	Cagayan Valley	Albay	Western Samar	Negros Occidental	North Cotabato	Surigao del Sur	Sulu	All Areas
1. Food shortage	1. Disease outbreak	1. Environmental disaster	1. Food shortage	1. High crime rates	1. Livelihood	1. High crime rates	1. Livelihood	1. Food shortage
2. Disease outbreak	2. Food shortage	2. Food shortage	2. Disease outbreak	2. Exorbitant oil prices	2. Disease outbreak	2. Environmental disaster	2. Insurgency	2. Environmental disaster
3. High crime rates	3. Environmental disaster	3. Political instability	3. Environmental disaster	3. Environmental disaster	3. Ethnic conflict	3. Livelihood	3. Environmental disaster	3. Disease outbreak

Source: Berja 2010, 133.

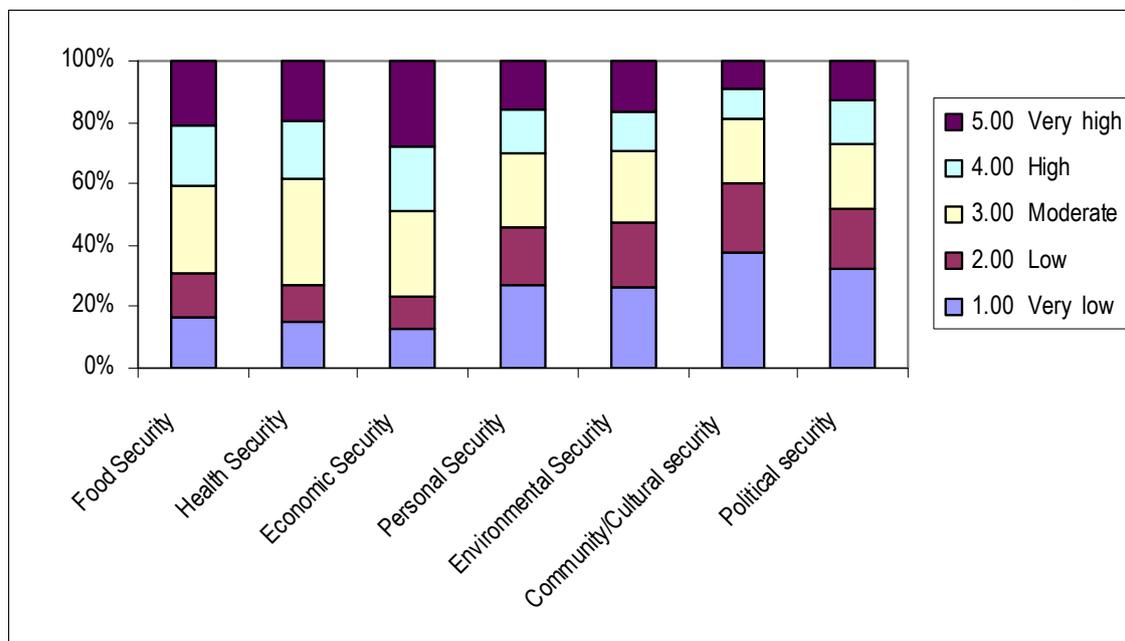
\*NCR – National Capital Region (Metro Manila)

<sup>57</sup> Cabilo, Baviera, and Delias, “Human Security Perspectives from Above.”

<sup>58</sup> Atienza et al., *Developing a Human Security Index*.

Generally, respondents moderately rated the extent of the threat to the seven dimensions. The perceived threat is highest in economic security and lowest in community security (see Table 3 below).

**Table 3. Perceived Level of Threat on the Different Dimensions of Human Security**



Source: Berja 2010, 130.

In the pilot testing studies that the author participated in,<sup>59</sup> interviews and FGDs with local officials and different sectors were also conducted in 2011 and 2012 in five municipalities with a history of conflict. The responses are summarized in Annexes 1 and 2.

Local officials even in conflict areas have a comprehensive sense of human security, covering peace and development components as well as protection and empowerment approaches. Tagalog concepts they relate with human security include *walang gulo* (no conflicts) and *ligtas* (safe). Economic and environmental threats are usually the major concerns, although they are also linked with other threats like food, health, community, and personal security. While national government agencies and even international agencies can help in

<sup>59</sup> Atienza, Berja, and Cruz, "A Pilot Study on the Human Security Index in Five Municipalities in the Philippines"; and Atienza, Berja and Cruz, "A Pilot Study on the Human Security Index in One Municipality in Mindanao."

addressing human security threats, local governments and people themselves should be empowered to deal with many of the threats to human security. Some local officials commented that they do not want dole-outs from the national government, including conditional cash transfers; they prefer capacity and skill building so that they can help themselves.

From the previous surveys, interviews and FGDs, there is a convergence in terms of the primacy of threats to economic and food security, followed by threats to the environment, even in conflict areas. As far as addressing human security threats is concerned, data from both the previous studies' interviews and FGDs show preference for government and non-government sectors to work together. Individuals and communities also have to protect themselves from threats. Specifically, the FGDs highlight the role of local governments and localization in addressing human security threats.

## **2.2 Perspectives of Different Stakeholders Based on New Interviews and FGDs**

This section presents the data from the interviews and FGDs specifically conducted under this project.

### **2.2.1 *Concept of Human Security***

#### **Government**

In terms of personal understanding of security, both Quilop and the NSC official link human security with national security. According to both, human security is encompassed or contextualized by national security, which has now evolved and is now focused on the well-being and welfare of the people. But Carizo and the FSI official go beyond the national security framework; Carizo said that human security means the absence or lowering of fear and exposure to physical, economic and psychological risks while the FSI official thinks that human security, which is similar to non-traditional security (the term used by FSI), is different from traditional military security by focusing on the people, though there could be overlaps.

It also appears from all four informants that the concept of human security has not been formally accepted by their respective agencies if this means actually using the term in their basic documents, though they clarified that, in varying ways, the elements of human security are recognized by their agencies. In the case of the DND, Quilop explains that while the concept itself is not mentioned, elements of human security are present in the evolved concept of national security in the Philippines. For instance, the DND's ISO-IPSP *Oplan Bayanihan* program, which focuses on more community-based peace and development activities with local government units and people in conflict areas, focuses on both human security, especially community security, as well as human rights, particularly protecting people's political and constitutional rights. The NSC official also thinks that from the NSC's perspective, human security is already incorporated in the national security framework though it is not mentioned in any document. The closest or best manifestations of human security for the NSC and the government is the use of "well-being and welfare of the people" in the national security definition. This means that national security is also for the people. The government's definition of national security has now evolved and become closer to the definition of human security. She added that, unfortunately, the Human Security Act of 2007 confused people and negatively affected the promotion of human security. She personally feels that the law should be more properly called "Anti-Terrorism Act."

In the case of the FSI, mandated to provide among other functions research for the DFA, there is strong recognition of nontraditional security. One section of the FSI is in charge of nontraditional security issues and it prepares regional scanning of issues for the ASEAN Regional Forum (ARF), the UN Office, etc. In terms of training the foreign service corps, there is not much emphasis given to human security. However, there are efforts to include human security in the curriculum, though the actual term being used is nontraditional security. In the DFA itself, consciousness about the concept of human security is present in the Office of the UN and International Organizations, the Office of ASEAN Affairs, and the Office of the Undersecretary for Policy, but other desks do not use it or are not conscious of it.

According to Carizo, NAPC appears to have more formal recognition of elements of human security. NAPC is mandated to focus on poverty which is a human security issue and on vulnerable sectors. Human security is now being mentioned in the research papers within NAPC. Two important offices, the Office of Undersecretary Jude Esguerra which focuses on economic aspects and the Basic Sectors unit, are primarily concerned with important elements of human security.

As regards the conceptual basis of human security and the three elements (freedom from fear, freedom from want, and freedom to live in dignity), for Quilop, human security issues in the Philippines are locality-based; dominant issues vary, and hence the type of relevant freedom varies per locality and the appropriate approach(es) should be localized. Freedom to live in dignity is also difficult to operationalize. In the case of NAPC, Carizo explained that there is an obvious emphasis on freedom from want, as this is NAPC's mandate under the Social Reform Agenda. However, freedom from fear must also be addressed because want may be satisfied but not necessarily fear (from landlords, armed groups, conflicts, etc.). In addition, the freedom to live in dignity aspect is the highest level of human security. It completes human security and addresses all types of freedoms.

The NSC official said that all three elements of human security are inter-related. Personally, she defines freedom to live in dignity as a state where the basic needs of the people are met, e.g., MDG targets like decent housing instead of squatting. Freedom to live in dignity is indirectly related to welfare and well-being; it refers not just to economic welfare but the liberty to pursue them. When Jose T. Almonte was the National Security Adviser under Ramos, he already mentioned dignity as an important component of national security. However, succeeding administrations change priorities in terms of national security emphasis.

According to the FSI official, all elements of human security are being discussed by FSI since there are separate desks/sections on economics, human rights and area studies. The emphasis of most FSI research is placed on nontraditional/non-military security issues. She added that the issues being covered by FSI area reflection of the growing mandate of the DFA,

which is now concerned with humanitarian affairs, regional issues, repatriation of migrants in countries experiencing crises, etc. Thus, FSI needs to research on these concerns. Freedom to live in dignity, this is supposed to emphasize addressing poverty issues. Such issues are incorporated in many economic concerns and arrangements through the Philippines' membership in the Asia Pacific Economic Cooperation, the ASEAN Economic Community, and other arrangements, though the FSI official added that there are few economists dealing or linking human security with poverty issues.

### Academe

In terms of *understanding of the concept of human security*, all informants' understanding is comparable with the comprehensive definition provided by UN and UNDP in particular. They understand the term in a nontraditional, comprehensive manner encompassing issues like freedom from want, freedom from fear and desire for peace, sustainability of resources and the environment, well-being, fulfillment of basic needs, and absence of discrimination.

In the case of the Center for Peace Education in Miriam College, Castro explained that the concept has already been accepted and being used as a lens and one of the core messages in training and teaching activities. In PUP Mulanay, Roadilla said that the institution had accepted the idea of human security and since its operation in the area, PUP Mulanay as an educational institution has promoted peace. Human security is also being integrated in the curriculum, especially in social science subjects. PUP is an active partner in many peace-related projects, including the setting up of the Municipal Peace and Order Council's Municipal Convergence for Peace and Development Program where all sectors work together towards human security. In the case of WMSU, human security as a concept has already been incorporated in the social sciences subjects, specifically on topics of peace education and human rights.

In terms of the *conceptual basis of human security*, Castro, Echem, Quilala, and Roadilla consider all three freedoms as equally important and relate to each other. However, according to Rebullida, there is currently "concept stretching with human security

encompassing a wide range of concerns.” There is a need to be very clear about indicators of all these so-called “freedoms,” clustering of the various threats and identifying conditions that make people secure to see if there are no overlaps. Academics also may need to clarify the actual relationships between human security and human development as well as see if safety and security mean the same things. Kraft, for his part, said that while the first two more established freedoms are more discrete with clearer issue areas, “freedom to live in dignity” still has to be fleshed out to be distinguished from the other freedoms. He also wondered whatever happened to the third freedom that former UN Secretary General Kofi Annan identified before as “freedom of future generations,” which Kraft said might be clearer and had more appeal particularly in the context of environmental issues than “freedom to live in dignity.”

When asked about “freedom to live in dignity” and what it means to add this in the debates about human security, Castro said it is an important aspect of comprehensive well-being which is an important notion attached to human security. Echem said it means “the capacity to be and capacity to do” to pursue one’s goals. Kraft said that it is more comprehensive than the first two but also dependent on the first two freedoms. Quilala, for his part, thinks that freedom to live in dignity is a more basic human right; it is where freedom from want and fear come from. Rebullida thinks that this is a new buzzword but still connected to previous discourses and buzzwords in the international development community, e.g., sustainable development, human development, etc. For Roadilla, dignity means self-respect; “[F]reedom from fear and want is nothing or meaningless if you cannot walk with your head up high.”

### Civil Society

In terms of getting knowledge of human security, all three CSO representatives learned about the term in their engagements with UN bodies as well as in their development work. The CBARAD informant, however, said that they commonly used the terms “community safety and security” rather than human security. All three also describe human security as encompassing freedom from fear and want. Fuentes adds that it “is the empowerment of individuals and

communities to be free and protect themselves against threats and to develop their full potentials as human beings.” Reyes added that human security covers dignity, human rights and peace. The CBARAD Project informant said that human security “is about protecting the rights of a person/people from threats that may cause insecurities, vulnerabilities, exploitation and degradation of their human dignity.” People have to be given the opportunity to develop their capacities and skills to develop resilience, adapt and respond to these threats.

Regarding whether their respective organizations *accept formally or informally the concept*, Fuentes confirmed previous data on the ADFI by pointing out its usage in the justice-based human security framework in developing and implementing peace and development programs in conflict-affected and marginalized communities. In 2008 to 2010, it was able to initiate the PEACEPATHS Program for conflict prone areas and the IP Human Security Program for IP communities. Both programs are designed to empower communities. In the case of Sulong CARHRIHL, it focuses on respect for human rights as a path to peace. However, it does not use the term human security because, as Reyes puts it, there is still no standard definition of it and some people use it differently, loosely and wrongly. Quilala added that despite non-usage of the term, Sulong’s work is actually related to human security. In the CBARAD Project, the informant explained that the term human security is not technically used but the human security approach is very evident in the implementation of community-based disaster risk reduction where both protection and empowerment are emphasized.

In terms of the *conceptual basis of human security*, all three informants see the interrelatedness of all three elements or freedoms. Conflicts, poverty, and discrimination affect each other. Hence, an appropriate approach takes into consideration all three. Based on its learnings with communities in conflict areas, ADFI uses human security as a guide in pursuing holistic peace and development program in assisted communities. Sulong CARHRIHL, for its part, has initially focused on the freedom from fear component but has realized that in working with people on the ground, people are actually more concerned with basic issues which are development-oriented. Hence, Sulong realized that it has to focus both on peace and

development issues. The CBARAD Project, while working on freedom from fear and freedom from want elements, gives more weight on freedom to live in dignity as its response during disasters takes into consideration appropriateness to local standards.

In terms of adding freedom to live in dignity in the human security discourse, Fuentes said that “freedom from humiliation and to live in dignity” is a crucial element of human security in the Philippines because poverty, marginalization, and discrimination can be a very humiliating experience for affected individuals and communities, particularly Muslims and IPs. Reyes said that the first two freedoms deal with immediate needs of the people, whereas freedom to live in dignity is long-term; it connotes justice, sustainable development, and empowerment. For the CBARAD informant, living in dignity means recognizing the basic rights of an individual necessary for his/her survival and development. However, protection and promotion of human dignity of people should also be based on one’s local culture.

#### Local Communities and Local Leaders

For local communities and leaders who participated in the three FGDs, it can be seen from the responses (see Table 4) that their sense of security is based on their own experiences as street vendors, barangay officials, and farmers. They relate Tagalog terms like *kaligtasan* (safety), *kasiguraduhan* (certainty), *kapayapaan* (peace), etc. with security. While not clearly articulated, they do have a comprehensive view of security which is not only individual-based but also family and community-based.

**Table 4. Human Security Perspectives of Selected Sectors Based on FGDs**

<i>Participants</i>	<b>Barangay Officials</b>	<b>Transient Sidewalk Vendors along C.M. Recto</b>	<b>Sugarcane and Rice Farmers</b>
<i>Number and Gender</i>	2 males, 7 females	1 male, 9 females	3 males, 4 females
<i>Place of FGD</i>	Barangay Hall, Barangay 395, Sampaloc, Manila	C.M. Recto, Manila	Barangay Hall, Barangay Dayap, Nasugbu, Batangas
<i>Date of FGD</i>	19 July 2014	10 July 2014	26 July 2014
<i>What is your concept of security?</i>	<ul style="list-style-type: none"> <li>- <i>Kasiguraduhan</i> (certainty)</li> <li>- <i>Seguridad</i> (safety)</li> <li>- <i>Kapayapaan</i> (peace)</li> <li>- <i>Kaayusan</i> (order)</li> <li>- <i>Walang away</i> (no conflicts)</li> <li>- <i>Walang tangka sa buhay ng bawat isa</i> (no threats to lives)</li> <li>- Safety of life and property</li> </ul>	<ul style="list-style-type: none"> <li>- Stability in location / source of income</li> <li>- Livelihood</li> <li>- <i>Seguridad</i> (safety)</li> <li>- Peace</li> </ul>	<ul style="list-style-type: none"> <li>- <i>Seguridad ng pamilya</i> (family security)</li> <li>- <i>Pag-alalay sa pamilya</i> (supporting the family)</li> <li>- Being a parent at home</li> <li>- <i>Kaligtasan ng pamilya</i> (family safety)</li> </ul>
<i>Have you heard of the term “human security?”</i>	No	No	No
<i>Do you have any idea about human security?</i>		<ul style="list-style-type: none"> <li>- Safety of lives, homes and property</li> <li>- Stability of livelihood</li> </ul>	
<i>Do you feel secure as individuals?</i>	<ul style="list-style-type: none"> <li>- No, because of criminal elements and juvenile delinquents around. It is not safe to walk in the streets.</li> <li>- Yes, because the barangay is more peaceful compared to other barangays.</li> </ul>	No, because their place of work is unstable / unsafe and they can be removed at any time, place is also unsafe due to criminals, transportation costs increase daily, children cannot go to school, etc.	No, there is limited income.
<i>What do you understand by the term “freedom to live in dignity?”</i>	<ul style="list-style-type: none"> <li>- To be able to live honorably, without hurting others</li> <li>- To be able to choose</li> </ul>	<ul style="list-style-type: none"> <li>- Working honorably and honestly as well as being able to help others</li> </ul>	<ul style="list-style-type: none"> <li>- Striving to improve family’s condition by working hard and being able to help others even if one is poor</li> </ul>
<i>Do you feel more secure now than before?</i>	<ul style="list-style-type: none"> <li>- No change.</li> <li>- Yes, more peaceful now with less incidents of crime.</li> </ul>	No. Prices of goods are higher now and there are more crimes now.	No. People are poorer now and goods are more expensive.
<i>Sources of security</i>	<ul style="list-style-type: none"> <li>- Education</li> </ul>	<ul style="list-style-type: none"> <li>- Stable source of income</li> </ul>	<ul style="list-style-type: none"> <li>- stability of a family’s house during typhoons and other disasters</li> <li>- enough stock of goods during calamities</li> <li>- faith in God</li> <li>- sufficient and stable livelihood to provide for needs of the family and tuition of children</li> </ul>

			<ul style="list-style-type: none"> <li>- good education</li> <li>- good weather</li> </ul>
<i>Threats to security</i>	<ul style="list-style-type: none"> <li>- crimes</li> <li>- corruption</li> <li>- natural calamities</li> </ul>	<ul style="list-style-type: none"> <li>- corrupt government</li> <li>- corrupt and abusive police who threaten vendors and exhort money from them</li> <li>- criminals</li> </ul>	<ul style="list-style-type: none"> <li>- unstable livelihood</li> <li>- typhoons that can affect crops</li> <li>- family quarrels</li> </ul>
<i>Top issues related with security</i>	<ul style="list-style-type: none"> <li>- corruption in government</li> <li>- natural calamities</li> <li>- incidents of snatching, hold-ups</li> </ul>	<ul style="list-style-type: none"> <li>- corruption</li> <li>- rising prices of goods and services, including hospitals</li> <li>- crimes and drugs</li> </ul>	<ul style="list-style-type: none"> <li>- lack of regular irrigation because most farmers cannot pay cost of irrigation</li> <li>- rainfall threatened by climate change</li> <li>- children forced to leave school to go to work (in the field and in other areas)</li> </ul>
<i>Sources of threats</i>	<ul style="list-style-type: none"> <li>- poverty</li> </ul>	<ul style="list-style-type: none"> <li>- poverty</li> </ul>	<ul style="list-style-type: none"> <li>- lack of money</li> <li>- climate</li> <li>- lack of education</li> </ul>
<i>What can be done to mitigate threats to security?</i>	<ul style="list-style-type: none"> <li>- more transparency in government processes and affairs</li> <li>- active participation of citizens in democratic processes and government affairs</li> <li>- greater awareness and vigilance of people and <i>barangay tanods</i> (deputized community peace-and-order officers)</li> <li>- voting for good leaders</li> <li>- coordinating with higher levels of government</li> </ul>	<ul style="list-style-type: none"> <li>- organizing vendors into an association</li> <li>- patience and perseverance</li> <li>- punishing criminals</li> </ul>	<ul style="list-style-type: none"> <li>- Hard work and perseverance in always looking for sources of income</li> </ul>
<i>What organizations are already doing something to mitigate threats to human security?</i>	<ul style="list-style-type: none"> <li>- Department of Social Welfare (DSWD), though funds are limited</li> <li>- Police</li> <li>- Nearby universities offering extension programs for barangays</li> </ul>		<ul style="list-style-type: none"> <li>- DSWD's conditional cash transfer program</li> <li>- DSWD's relief operations during typhoons and other calamities</li> <li>- A lending company / credit facility</li> </ul>
<i>Support needed</i>	<ul style="list-style-type: none"> <li>- Proper and timely information from authorities about impending typhoons and other possible natural calamities so that the barangay officials can inform their constituents and properly plan to mitigate risks and damages</li> </ul>		<ul style="list-style-type: none"> <li>- Work opportunities, not food or money</li> <li>- Accessible elementary and high schools as existing ones are far from the barangay</li> </ul>

Sources: Transcripts and notes prepared by Reynold Agnes and Jan Robert Go who also facilitated the FGDs.

### 2.2.2 Human Security Issues

All respondents were also asked about human security issues in the Philippines and East Asia.

Table 5 below shows the responses of the different respondents regarding the issues in the Philippines.

**Table 5. Human Security Threats and Risks in the Philippines According to Informants**

<b>Respondents</b>	<b>Urgent Threats</b>	<b>Long-term Risks</b>
<b>Government</b>		
Carizo (NAPC)	<ul style="list-style-type: none"> <li>- Food security</li> <li>- Poverty</li> </ul>	<ul style="list-style-type: none"> <li>- Ideological conflicts (insurgency) affecting large communities</li> <li>- Cultural conflicts (secessionism, <i>rido</i>/clan wars)</li> </ul>
Quilop (DND)	<ul style="list-style-type: none"> <li>- Kidnappings and other crimes</li> </ul>	<ul style="list-style-type: none"> <li>- Food security</li> <li>- Energy security (possible energy shortage)</li> <li>- Climate change</li> </ul>
Anonymous (FSI, DFA)	<ul style="list-style-type: none"> <li>- Maritime disputes that also threaten communities in the affected areas</li> <li>- Terrorism</li> <li>- Natural disasters</li> </ul>	<ul style="list-style-type: none"> <li>- Maritime disputes that also threaten communities in the affected areas</li> <li>- Natural disasters</li> <li>- Safety of Filipinos abroad</li> </ul>
Anonymous (NSC)	<ul style="list-style-type: none"> <li>- Poverty</li> <li>- Lack of education</li> </ul>	<ul style="list-style-type: none"> <li>- Poverty</li> <li>- Lack of education</li> <li>- Population increase</li> </ul>
<b>Academe</b>		
Echem	<ul style="list-style-type: none"> <li>- Armed conflicts in Mindanao</li> </ul>	<ul style="list-style-type: none"> <li>- Natural calamities</li> <li>- Graft and corruption</li> <li>- Territorial disputes</li> </ul>
Castro	<ul style="list-style-type: none"> <li>- Poverty</li> <li>- Uninformed and uninvolved citizenry</li> <li>- Poor governance</li> <li>- Continuing conflicts/insurgency</li> <li>- Natural disasters and climate change</li> </ul>	<ul style="list-style-type: none"> <li>- Poverty</li> <li>- Uninformed and uninvolved citizenry</li> <li>- Poor governance</li> <li>- Continuing conflicts/insurgency</li> <li>- Natural disasters and climate change</li> </ul>
Kraft	<ul style="list-style-type: none"> <li>- Economic (access to economic good, employment, poverty)</li> </ul>	<ul style="list-style-type: none"> <li>- Climate change</li> </ul>
Quilala	<ul style="list-style-type: none"> <li>- Conflicts, especially with communist insurgents</li> </ul>	<ul style="list-style-type: none"> <li>- Weak political institutions and corruption</li> </ul>
Rebullida	<ul style="list-style-type: none"> <li>- Climate change disasters</li> <li>- Poverty and sickness</li> <li>- Housing problems of certain groups</li> <li>- Armed conflicts</li> <li>- Crimes</li> </ul>	<ul style="list-style-type: none"> <li>- Rapid real estate development threatening resources, e.g. landslides</li> <li>- Smoking</li> <li>- Safety of women and children</li> </ul>
Roadilla	<ul style="list-style-type: none"> <li>- Poverty</li> </ul>	<ul style="list-style-type: none"> <li>- Corruption</li> </ul>
<b>Civil Society</b>		
Fuentes	<ul style="list-style-type: none"> <li>- Armed conflicts</li> <li>- Development aggression</li> <li>- Climate related disasters</li> <li>- Poverty</li> <li>- Discrimination</li> <li>- Abuse of power and corruption</li> </ul>	<ul style="list-style-type: none"> <li>- Armed conflicts</li> <li>- Development aggression</li> <li>- Climate related disasters</li> <li>- Poverty</li> <li>- Discrimination</li> <li>- Abuse of power and corruption</li> </ul>
Reyes	<ul style="list-style-type: none"> <li>- Basic threats to lives of people</li> <li>- crimes and poverty</li> <li>- Insurgency</li> </ul>	<ul style="list-style-type: none"> <li>- Insurgency</li> </ul>
Anonymous	<ul style="list-style-type: none"> <li>- Territorial disputes (West Philippine Sea)</li> <li>- Increasing natural hazards</li> </ul>	<ul style="list-style-type: none"> <li>- Food security affected by climate change</li> <li>- Armed conflicts and terrorism</li> </ul>

According to government respondents, widespread poverty, lack of food and lack of education are the root causes of many other security issues in the country. For the FSI and NSC officials, the urgent threats (poverty, lack of education, maritime disputes, and natural disasters) are also long-term risks because as long as the population increases, lack of food and poverty will remain issues. For the FSI official, maritime disputes and natural disasters are both urgent and long-term risks because these will likely persist in the future, they are unpredictable, and more resources are needed to address them.

According to most academics interviewed, many of these urgent threats are linked to each other, with implications on the lives and well-being of people and communities, especially vulnerable sectors like the poor, women, and children. Poverty has been mentioned by almost all informants. For CSO representatives, these issues are human security issues because they continue to pose threats and risks to the well-being of affected people and communities. For respondents in local communities (see Table 4 again), major threats to their security include lack of stable sources of income, criminality and natural disasters. They also noted a number of state-sourced threats, like corruption and abuse of police.

When asked if their respective government institutions engage in responding to such urgent threats and long-term risks, all government informants said yes. In the case of the DND, its mandate is more focused on freedom from fear issues with the Philippine National Police (PNP) taking the lead in most areas but with the AFP taking the lead in the South. However, food security is now becoming a priority. The DND has already included food security, together with energy and climate change, as part of the second set of priorities. In AFP lands (areas where camps are located), the DND is promoting sustainable food production for members of the AFP and the communities where they operate. The DND works with Nestlé, Nescafé, among other corporations. In addition, in the National Convergence Initiative, there are plans for energy security.

In the case of the FSI, it gives options/recommendations to DFA in resolving human security threats. It has proposed arbitration and bilateral tracks for maritime disputes as

solutions. However, it has no recommendation yet on natural disasters. FSI recommendations are based on its available specialization; so, not all human security issues are covered. The FSI personnel are also very few and thinly spread across the various desks.

NAPC, for its part, is heavily involved in addressing these threats in the following ways:

- (1) As oversight agency tasked to check if other government agencies are addressing poverty issues;
- (2) A hunger eradication program with other agencies and international partners involved, e.g. seed distribution and redistribution program;
- (3) Poverty programs per sector in cooperation with DSWD, the Dept. of Agriculture, etc.;
- (4) Promotion of bottom-up or grassroots budgeting with poorest municipalities as pilot sites; and
- (5) Investment in Community-Based Management System (CBMS), involvement in CBMS Network together with the League of Municipalities and the Department of the Interior and Local Governments (DILG) because of the importance of accurate baseline data to prepare appropriate interventions and to track impact of interventions, and pilot testing Rapid CBMS, which is a sped-up process for data gathering using smart phones and tablets for faster processing of data.

The NSC concentrates on peace and order issues, but peace and order cannot be totally separated from economic issues. The following are some of the ways in which the NSC tries to contribute to resolving some of the human security threats:

- (1) Referring issues they encounter to more relevant agencies;
- (2) Working together with the Cabinet's Economic Cluster regarding economic dimensions of security, e.g., referring to the cluster some pressure points that China may be using in relation to the South China Sea, like its ban on Philippine banana exports, and the possible impact of economic integration on Philippine industries whose "death" or decline might lead to unrest;
- (3) Cabinet secretaries exchanging information with each other regarding issues that they encounter but may be more relevantly acted upon by other members; and
- (4) The nature of the NSC meetings as a standing mechanism that is always available to discuss relevant security issues.

In terms of recommendations on addressing these threats and risks, academics suggested the following:

- (1) Capacitybuilding for local governments and communities in disaster risk reduction and management (DRRM);
- (2) Setting up of early warning systems for disasters, which other local government units (LGUs) have done;
- (3) Education and awareness campaigns for communities easily affected by threats and risks;
- (4) Infrastructure development, e.g., farm-to-market roads, telecommunications;
- (5) Peaceful negotiations and dialogues among parties to conflicts, using indigenous systems if necessary;

- (6) Making parties to conflicts accountable and observing human rights and international humanitarian laws;
- (7) Institutional and governance reforms to strengthen government accountability and transparency; and
- (8) Government, communities and other stakeholders working together to address these.

Academics have a special role to play in these recommendations of addressing the human security threats and risks by training local governments and communities in basic governance skills like accessing resources, economic planning, and budgeting as well as DRRM. In fact, some academic institutions have already been doing their part in contributing to the mitigation of these threats and risks. In the case of Center for Peace of Miriam College, they already connect human security issues to discussions on the roots of violent conflicts and prospects for peace. PUP Mulanay conducts different trainings on livelihood, health, education, etc., and it also integrates the importance of human security in social science subjects. WMSU, for its part, already incorporates human security in the social sciences subjects and has also facilitated dialogues with evacuees during the recent Zamboanga crisis using indigenous processes.

Civil society respondents suggested the following ways to tackle the threats and risks:

- (1) Strengthening government reforms to effectively promote human security and human development;
- (2) Strengthening the role of civil society organizations to advocate and push for genuine development reforms and capacity building of basic sectors;
- (3) Empowering local stakeholders and communities to respond to the concerns with or without external assistance;
- (4) More participatory processes to make policies and programs grounded on needs of local communities;
- (5) Strengthening local development planning by incorporating human security awareness; and
- (6) Sincere efforts on the part of government and other parties to resolve conflicts peacefully and address the root causes of the conflict.

ADFI, CBARAD and Sulong CARHRIHL have been focusing their efforts on empowerment to address the threats.

In three groups of FGD participants from local communities, there is an emphasis given on self-help, organizing and continued perseverance and industry as ways to make lives more secure or to mitigate threats. In the case of the barangay officials from Manila and the farmers

from Nasugbu, the assistance they need from other sectors like government agencies are capacitybuilding, proper information and livelihood opportunities to help them prepare and plan to improve many aspects of their security. As one Nasugbu farmer states: “Here in the barangay, opportunities to work are needed, not food or monetary assistance. Food and money can easily run out without regular employment” [translation].

In terms of *urgent threats and long-term risks in the East Asian region*, Table 6 below shows the responses of the informants who agreed to identify threats and risks, especially if their agencies/groups are concerned with these.

**Table 6. Human Security Threats and Risks in the East Asian Region According to Informants**

<b>Respondents</b>	<b>Urgent Threats</b>	<b>Long-term Risks</b>
<b>Government</b>		
Carizo (NAPC)	- Poverty	
Anonymous (FSI, DFA)	- Maritime disputes that also threaten communities in affected areas - Poverty - Natural disasters	
<b>Academe</b>		
Echem	- Territorial disputes with China	- Territorial disputes with China
Castro	- Territorial disputes - Threat of nuclear weapons (N. Korea) - Poverty in most of ASEAN - Poor governance and uninformed citizenry in ASEAN - Disasters and climate change	- Territorial disputes - Threat of nuclear weapons (N. Korea) - Poverty in most of ASEAN - Poor governance and uninformed citizenry in ASEAN - Disasters and climate change
Kraft	- Economic growth and equity issues in most ASEAN countries and China	- Natural disasters and environmental risks - Sustainability of economic growth in China - Sustainability of energy resources - North and South Korean security issues
Quilala	- West Philippine Sea conflicts - China-Japan conflicts - Energy security	- Sustainability of economic growth, especially in Southeast Asia
Rebullida	- Health pandemics - Environmental pollution - Economic crisis - Terrorism - Territorial disputes	- Health pandemics - Environment and energy - Security of migrant
Roadilla	- Disputes among powers in the region	- Economic crisis
<b>Civil Society</b>		
Fuentes	- Territorial disputes - Climate change and hazards - Rise of terrorism and extremist groups - Poverty and landlessness - Maltreatment of migrant workers	- Territorial disputes - Climate change and hazards - Rise of terrorism and extremist groups - Poverty and landlessness - Maltreatment of migrant workers
Anonymous	- Territorial disputes - Natural hazards brought about by geography	- Climate change

Academics think that these urgent threats and risks have spill-over effects on each other, e.g., economic growth and environmental issues have effects on other human security dimensions like health, food, etc.; natural disasters affect the economy and the environment; etc.

There are vulnerable sectors immediately affected by these threats and risks, e.g., communities in affected areas, indigenous peoples, migrant workers, etc.

According to CSO representatives, these threats and risks in the East Asian region are concerns of human security because they affect specific individuals, communities and sectors of the population as well as the whole nations and the region in terms of all elements of human security. If left unaddressed, these can become more complex and increase in magnitude.

In terms of resolving the threats and risks in the East Asian Region, the FSI and the DFA favor peaceful settlement of disputes, use of UN mechanisms and cooperation in meeting these regional threats. Following the recommendations of the East Asian Vision Group of eminent persons, the DFA and FSI agree that more people-to-people exchanges and sharing of best practices in meeting these threats should be promoted.

In terms of suggestions in dealing with these threats and risks in East Asia, academics suggested the following:

- (1) Sustainable and equitable growth planning;
- (2) Focus on renewable energy;
- (3) Infrastructure development;
- (4) Regional cooperation on health risks identification, planning and management and improvement of national health systems;
- (5) Mobile social insurances, including nationals working abroad;
- (6) Use of diplomatic initiatives, regional mechanisms, and UN processes;
- (7) Building strong and accountable political, business, and civil society institutions; and
- (8) Non-partisan academic training and research for awareness of issues, policy and planning.

CSO informants suggested the following:

- (1) Increasing dialogues among countries involved in territorial disputes towards peaceful regional resolution of territorial and development conflicts;
- (2) Strengthening ASEAN as a forum for dialogue and negotiations;
- (3) Strengthening UN mechanisms to mediate conflicts;
- (4) Continuous conduct of disaster prevention and mitigation activities to educate and prepare citizens and communities; and
- (5) Adoption, implementation and monitoring of international agreements, e.g., Hyogo Framework of Action, in every government.

ADFI and Sulong CARHRIHL do not have concrete regional initiatives in addressing these regional threats and risks but both share their experiences and lessons from their advocacy and projects through their regional and international networks through regular visits, exchanges, conferences, and occasional knowledge products. In the case of CBARAD, its main goal is to increase resilience and adaptation of locals in selected cities in the East Asian region.

### **2.2.3 Cross-border Responses to Human Security Challenges**

#### Accepting Assistance from Outside

All four government informants agreed that the Philippines should accept assistance from outside when it is affected by a massive natural disaster. This is because the resources of the country are limited. Drawing on the lessons of Yolanda and other natural calamities in the Philippines, all four, however, agreed that there should be proper mechanisms or methods in order to improve response and assistance to affected communities. The following were the recommendations of the four:

- (1) Strictly no strings attached to assistance, though some countries who assist can improve their standing in the region as a result of show of assistance or they gain experience as well in disaster management by helping other countries;
- (2) More coordination in terms of what assistance is needed, especially with the Philippine government being more prepared, taking into account local conditions and circumstances, about the priorities in terms of what types of assistance are needed from outside instead of external actors dictating the type of assistance and the process of distribution;
- (3) More systematic coordination and clearance of all state and non-state actors giving assistance so that all assistance can be systematically distributed, the Philippine government is able to play a coordinating and leading role, and the Philippine government agencies like the DND and the DFA can give status updates to these donors; and
- (4) More focus on rebuilding assistance instead of just relief.

In terms of the Philippines accepting assistance in case of escalation of violence, all four agreed that this is a more delicate issue compared with assistance during natural disasters.

Some concerns echoed by the respondents are as follows:

- (1) Domestic resources and mechanisms should be exhausted first as the Philippine government does not want to be labeled as a failed state. This makes acceptance of assistance difficult as the type of assistance has to be evaluated.

- (2) Those providing assistance might be accused of siding with certain groups and assistance might further escalate the violence and conflicts.

But if assistance from outside is accepted, the following should be observed:

- (1) Observance of the Rome Statute;
- (2) Emphasis on humanitarian assistance and peacekeeping, not combat and intervention in local affairs;
- (3) Prioritization of assistance to displaced populations;
- (4) Preference for the UN or ASEAN to be the umbrella organization instead of individual countries for more coordination and neutrality; and
- (5) Use of diplomatic assistance, international arbitration, and UN mechanisms when conflict has an international dimension.

All academics agreed that the Philippines should accept assistance from outside in the event of a massive natural disaster. Recalling the experience with Yolanda and previous disasters, this is not an issue of refusing assistance for the sake of national pride; help was badly needed by the country and the country is grateful for any assistance. However, several academics also pointed out that the national government should be prepared no matter how limited its resources are for calamities/disasters that are actually expected. There should be government structures as well to coordinate acceptance, distribution, and accountability of relief and other assistance. The fact that there will be help from outside should not make the country complacent. It has enough experience from disasters to strengthen its response and develop more effective mechanisms to complement help from outside.

Ideally, academics prefer that external assistance should be ASEAN-driven or more regional in nature for greater coordination, efficiency, and transparency of assistance. Preferred agencies include the International Red Cross, UN agencies, Habitat International, etc. Preferred assistance includes technical training on disaster preparedness and greater emphasis given to reconstruction assistance instead of just immediate response. Preferred mechanisms for assistance include creation of national and local coordination systems, accountability/transparency mechanisms for humanitarian assistance, and observance of humanitarian assistance protocols.

In terms of accepting assistance from outside in case of escalation of violence, Castro, Echem, and Roadilla immediately answered yes. Meanwhile, Kraft, Quilala, and Rebullida have

expressed some reservations about this due to the sensitive nature of assistance in an internal conflict. This treads on sovereignty issues and is more political. However, should there really be a threat of genocide, Responsibility to Protect principles must be observed. Preferred mechanisms include:

- (1) Observance of humanitarian assistance protocols;
- (2) Transparency and accountability on the part of the Philippines; and
- (3) Clear monitoring of assistance.

Malaysia, in particular, would be in a position to help should the escalation of violence be in Mindanao since it also has an interest in not having too many refugees from Mindanao going to Malaysia. But if possible, some of the academics said that assistance during periods of escalation of conflict or violence should be ASEAN-led, though there is no effective mechanism in place yet at the ASEAN level. Thus, UN-led operations or European Union assistance would be the most practicable preferred mechanism of assistance. Assistance from individual countries might become more politicized and there may be sovereignty and intervention issues raised, unlike if regional and international organizations lead the assistance.

All three CSO informants think that the Philippines should accept assistance from outside when it is affected by *massive natural disasters* as seen in the country's past experiences with typhoons, earthquakes and storm surges. The three informants also think that in these cases, UN-led efforts, like the UN Office for the Coordination of Humanitarian Affairs (UNOCHA), as well as assistance from agencies with expertise in disasters like JICA, should be preferred.

Foreign assistance in these cases and appropriate mechanisms should focus on the following:

- (1) Establishment of clear guidelines about engagement of the international community, such as in the case of Aceh after the tsunami;
- (2) Strengthening the government's disaster coordinating bodies to manage relief and rehabilitation efforts at national and local levels;
- (3) Establishment of public-private partnerships to tap assistance of civil society and private organizations in relief and rehabilitation efforts;
- (4) Lessening expenses for foreign consultants and experts so that funds will be used for direct assistance to disaster-affected communities;
- (5) Increased capacities for rapid damage assessment and planning; and
- (6) Strengthening accountability and monitoring of received assistance.

In cases of escalation of violence, all three CSO informants agreed that international assistance is welcome. But there is also preference for UN-led assistance because it is neutral and has a wide network of partners and broad range of experience. International pressure on both parties in the conflict is important to make violence stop, according to Reyes. The government is also conscious of its image in the international community. Like accepting assistance during cases of natural calamities, there should however be clear guidelines about engagement, coordination among different stakeholders, and monitoring and accountability mechanisms.

#### *Ability and Willingness to Provide Assistance to Other Countries*

All four government informants agreed that the country has a duty to the international community to help other countries during massive disasters. Despite its limited resources, the country has already provided assistance in the past during natural disasters in other countries, e.g., tsunamis in Japan and Aceh. Assistance that the country is able to provide include peacekeeping, quick response teams to assist nationals and citizens of affected countries, specifically forensics experts, social workers and psychologists, doctors and other health personnel, search and rescue teams, and peacekeepers under the umbrella. In terms of *lending assistance when there is escalation of violence in other countries*, all four informants also said that this is not generally a problem as the Philippine has a long history of participating in peacekeeping operations in different parts of the world, including East Timor. The Philippines has also sent the election monitoring personnel in Aceh.

In both cases of lending assistance to other countries, however, there is preference for providing assistance under the UN or even ASEAN umbrella, following UN conventions, and prioritization of Filipino nationals abroad. This is because assistance should be coordinated to be more efficient. The types of specific assistance should be determined depending on the local conditions and state of diplomatic relations with the countries involved.

All academic respondents also agreed in this issue as the Philippines, as a responsible member of the international community and the region, has already provided assistance in these cases before. The Philippine can actually document its own experiences with disasters to provide lessons for appropriate responses that can be useful for both the Philippines and other countries. The Philippines, either through the government or through private organizations and individuals, can provide different types of assistance. Like in the case of accepting assistance from outside, Philippine assistance to other countries should also be monitored and subjected to accountability mechanisms.

The academics also said that there are ways in which the Philippine can provide assistance in other areas of heavy conflict. As in the case of disasters or calamities, the country can provide lessons in dealing with conflict and conflict resolution. WMSU, for instance, has experience during the Zamboanga crisis in transforming its gym into a temporary hospital, using its computer lab to document internally displaced persons, students and faculty volunteering for needed support for evacuees, and providing a community kitchen. In addition, in previous instances, the country has engaged in peacekeeping operations and other humanitarian contingent in conflict areas like East Timor. Like other external assistance, Philippine assistance should be subjected to monitoring and accountability mechanisms.

All three CSO informants look positively at giving assistance to other countries during massive calamities given the Philippines' own experience with disasters as well as the growing expertise of different sectors in disaster response and management. In terms of lending assistance in case of escalation of violence in the region or neighboring countries, all three also agreed that the Philippines should do this, given past experiences of sending peacekeepers in other parts of the world and the wide network of civil society organizations worldwide. Reyes noted that one successful area for Philippine civil society is that the AFP is now more conscious, if not totally observant, of human rights due to pressures from outside.

#### **2.2.4 Human Security in Practice**

Informants from the government agreed that theoretically, the *top-down protection approach* and the *bottom-up empowerment approach* should go together. However, each government organization or agency has a different mandate, so there is sometimes emphasis on one approach over the other. The DND may have a bias for the top-down approach, but increasingly they work with local communities and local governments (even through the *Balikatan* exercises) that also identify basic non-military needs that they hope the DND through the AFP can assist them with. According to Quilop, “civil-military operations are not just psychological warfare to win the hearts and minds of people;” the AFP conducts literacy programs, basic skills training, and dental and medical missions that are also bottom-up in approach.

The NSC, for its part, does not fully engage in these approaches since its main function is to give advice on national security policies. However, it does recommend policies that promote long-term well-being, sustainability and community/local empowerment in areas affected by conflicts and crises, e.g., Zamboanga and other places in Mindanao.

In the case of FSI, because of its vast research on human rights, there is an emphasis on protection rather than empowerment. However, the DFA has been emphasizing increasing partnership between government and civil society organizations as well as increasing engagement with stakeholders. The DFA shares this position with ASEAN and UN agencies where it is active.

NAPC is perhaps the most bottom-up in approach compared with the other three agencies as its mandate is the empowerment of the basic sectors and the poor. However, Carizo emphasized that it also does top-down functions as it checks and oversees the implementation of many bottom-up programs of the government and also recommends improvements of existing programs like the conditional cash transfer programs to address not just health and education goals but also food security.

For the informants from academe, both *top-down/protection and bottom-up/empowerment approaches* are important and should be balanced. Government agencies and

other groups can initially provide services and assistance to protect vulnerable sectors but empowerment and capacitybuilding should be the long-term goal. According to Rebullida, empowerment can be done through education and other training to develop people's potentials and capacities, including the area of livelihood. Instead of just giving conditional cash transfers which are top-down, people should also be encouraged to participate in various processes of the community. Kraft added that the basic principles of human security should be empowerment based on local needs. Castro said that her institution promotes empowerment through education and lobbying related to peace education work. Echem said that WMSU conducts capacity building, skills training, and co-ownership to stakeholders. Communities should be organized, aware of their situation and accountable to their fellow community members.

When asked about *human security in practice*, all three CSO informants consider both protection and empowerment approaches important. All three organizations they represent focus on empowerment by focusing on capacitybuilding, sustainability of programs and resilience, though they start with top-down approaches like building awareness of people of their respective advocacies and having training programs for affected sectors.

### **2.2.5 The Added Value of Human Security**

*Has the concept of human security contributed to consolidating preparedness to mitigate risks and shocks of natural and human-made disasters? Does human security have some value-added and potential to induce ways of thinking, policy-making, and practice?* Theoretically, most government respondents said that knowledge of the concept should be able to do this, but right now, there is still low awareness of the concept for it to make a significant difference. According to Carizo, for those agencies with some knowledge or at least recognize some elements of human security, there is now more focus on a more holistic approach involving rebuilding and resilience instead of just assistance. Quilop notes that knowledge of the concept reinforces the realization that people's well-being is the center of national security. The usage of the concept helps the defense establishment operationalize human security and creates or forces

changes in the mindset of people in the defense establishment. He admitted, though, that mindsets of people in the defense department are sometimes hard to change. The NSC official notes that awareness of the concept will definitely make LGUs more focused on saving lives of their constituents and more sensitive to their needs.

Generally, the respondents from academe said that human security has contributed to consolidating preparation and mitigation of certain shocks, but of course, communities must first be aware of the concept. According to Rebullida, human security is more tangible than development and, if desired, can be linked with local concepts. It can connote *kasiguraduhan* (certainty) or *kaligtasan* (safety), local terms that are closest to security. She cited that in Bicol, people define security in terms of the possible eruption of Mt. Mayon and the fear of evacuation. They define security and preparedness based on their conditions. The academics said that human security does have a value-added potential. As Kraft said, it has a political value that fits the agenda of civil society organizations and covers the vast array of issues that developing countries face. It can prove to be very useful at both national and local levels. It is very useful in deciding what should be prioritized and budgeted. Scholars have noted that there is now a more broadly-based, people-oriented definition of human security.

If people and local authorities are made aware of the concept of human security, CSO informants said that this knowledge will definitely make them more prepared to prevent and reduce risks, mitigate shocks of different types of disasters, and strengthen their response to disasters. In terms of the *added value of human security*, it emphasizes urgent, holistic, people-centered approaches in preparing and addressing life-threatening situations, according to Fuentes. According to the CBARAD representative, formally introducing the concept in national and local governments will make governments more accountable in formulating more informed decisions for the promotion of human security. Reyes added that the UN version of human security should be the one introduced to all stakeholders, not other versions.

However, there are still a number of problems that the concept is facing. According to government informants, they are as follows:

- (1) Few advocates aside from certain sectors of the academe, some international agencies, and some segments of civil society organizations;
- (2) Low public and government consciousness of the concept;
- (3) Confusion created by the passage of the Human Security Act; and
- (4) The concept itself being “experiential,” i.e., people experience dimensions and indicators of human security or insecurity on a daily basis, but difficult to define, explain, and operationalize, especially at the grassroots level.

The scholars noted that it still has to overcome a number of impediments to be effective. First, analytically and conceptually, human security still has no value because it is still too broadly defined. Second, awareness of the concept is very low in the Philippines even among academics, civil society organizations, and government agencies. Third, the concept is donor-driven and not all donor agencies promote human security. Thus, not all donors require recipients, whether government agencies or civil society groups, to be aware of human security.

For CSO informants, the concept is still poorly understood by a lot of sectors, especially with the confusion sowed by the Human Security Act.

The government respondents suggested the following to make people more conscious of human security and apply it in their respective jobs:

- (1) Advocates should take lessons on how human rights advocate succeeded in making more people aware of human rights and governments to at least consider human rights formally part of their agenda.
- (2) Like ASEAN and human rights, human security should also make its way in the education curriculum.
- (3) Human security should be linked by advocates with more popular issues like poverty and natural calamities to highlight the urgency of focusing on people’s security in dealing with these issues. People already experience human security threats and risks; advocates need only to link these experiences with the concept to make people demand more and work more to improve the human security situation. People should be able to differentiate it with meeting basic needs as human security refers to empowerment as well. Advocates can also work on translating the concept in the local languages to make it more understandable.
- (4) To better explain the concept to old timers in government and differentiate it from older related concepts, indicators or indices may be developed and mainstreamed as government agencies appear to welcome these indicators, as in the case of the MDGs.

Some suggested actions from academics to make human security more capable in contributing to tackling crucial issues are as follows:

- (1) More community-based human security mainstreaming and awareness-raising;
- (2) More research on human security that can be disseminated and popularized;
- (3) More engagement with policy makers to make them aware of human security;
- (4) Collaboration among NGOs in addressing human security issues;
- (5) Greater engagement with local level and greater sensitivity to local needs;
- (6) Emphasis on empowerment of sectors and the local level; and
- (7) Focusing on particular sectors and issues related with human security, e.g., gender.

Some suggestions of the CSO informants to improve awareness and use of human security are as follows:

- (1) Study indigenous or local concepts that can be related with human security, *kaligtasan* (safety) perhaps, so that people will not find it too “Western” or foreign and can easily translate it into their everyday, cultural experience;
- (2) Integration of the ecology and spirituality into the concept; and
- (3) Continuous education of local government leaders, not just community and civil society organizations, on human security and integration in local development planning.

### **Summary of Findings and Conclusions**

Based on the scanning and collection of views on human security among different Filipino stakeholders using a number of data gathering methods, the following are some of the major findings.

First, while human security has not been formally recognized by the entire national government and its use is not widespread across the academe, civil society organizations and the public, those interviewed share a more comprehensive view of human security encompassing both traditional and non-traditional issues. Those in more traditional security offices, while still maintaining that people’s security is a component of national security which critics definitely will point out as a weakness, also acknowledged the evolution of the concept of security which now focuses on people’s welfare. A number of civil society organizations and tertiary education institutions have already incorporated the human security approach or framework in their advocacy, curricula and extension/service programs. Agencies and groups that are not formally using the concept argue that they actually do address some of the elements of human security in their work.

Second, for the first three groups of stakeholders (government, academics, and civil society groups), all three “freedoms” are interrelated, though emphasis of actual work is based on the mandate of the specific agencies or organizations. A few academics, however, cautioned about the need to clarify the conceptual elements and indicators of human security so that it can be distinguished from other concepts like human development, human rights, etc. Currently, the concept still covers almost everything. Some academics, civil society organizations, and government officials agree that “freedom to live in dignity” takes the human security discourse to a higher level where sustainability of security and the two other freedoms as well as empowerment are important. However, this freedom needs to be clarified as well.

Third, for local communities and basic sectors who do not have the benefit of knowing the debates around human security, their understanding of security is also comprehensive and based on their local conditions and experiences. They relate local concepts that mean safety, certainty, peace and order with security and being secure. Their sense of security is not only for themselves as individuals but also for their families and communities.

Fourth, in terms of human security threats and risks in the Philippines and the larger East Asian region, the stakeholders identified a wide range of threats that cover all dimensions of human security. Economic, food, and environmental security threats are prominent but community, personal, health, and political security threats were also identified. Specifically, poverty and economic inequality, climate change and disasters, energy and food security concerns, and territorial disputes are prominent among the responses. Both state and non-state actors can contribute to these threats. Hence, among the recommended steps to address such threats include government reforms, more holistic and equitable national and local planning, greater dialogues and genuine cooperation among concerned parties to resolve the threats, capacity building for affected sectors, etc.

Fifth, in terms of cross-border responses to human security challenges, it appears that there is agreement that in principle, the Philippines can be both recipient as well as partner with other countries in terms of assistance during massive disasters and escalation of violence.

However, there are some respondents who think that the Philippines should be more careful in deciding whether to accept assistance and to lend assistance during cases of escalation of violence as this involves more sensitive issues, including sovereignty issues and national pride. Despite limited resources, the Philippines has a long history not only of accepting assistance but also providing assistance to other countries through peacekeeping and other humanitarian assistance. However, based on these experiences, respondents also recommended the following: (1) The country, despite limited resources, should be more prepared to face all these possible challenges;(2) There should be strict mechanisms for identifying and prioritizing appropriate assistance needed; coordinating the accepted assistance and distributing them; and monitoring, transparency and accountability of assistance; (3) Assistance should preferably be through the UN or ASEAN or other international agencies, observing international humanitarian protocols.

Sixth, most of the stakeholders see a more holistic approach to human security by combining both top-down protection approach, especially at the beginning of interventions but also because of the need to continuously monitor interventions and conditions, and bottom-up empowerment approaches. Empowerment should be the long-term goal as assistance from the government, civil society organizations and foreign donors are limited and cannot go on for a long time. Hence, capabilitybuilding is important. Even major stakeholders who participated in FGDs agreed that beyond food and money they receive, which they equate to dole-outs, they need skill training and opportunities for education and livelihood to improve their own and their families' conditions. Participation in political processes as well as organizing themselves were also pointed out as important to improve human security, especially in terms of the dignity aspect.

Seventh, human security has the potential to make stakeholders more prepared in planning and coping with both regular as well as massive challenges, including economic problems, disasters, and conflicts. If introduced properly, it can induce changes in the ways of thinking, policy-making, and practices. However, the concept is not understood properly in the Philippines. It is also not yet mainstreamed with limited advocates. The passage of the Human

Security Act further added to the confusion. Hence, for human security to make relevant contributions to actual activities of relevant stakeholders, it has to be defined properly, discussed with different sectors who have roles to play in its mainstreaming, popularized so that it can be linked with the actual experiences and local terms that people understand quickly, and incorporated in formal and informal training and other capabilitybuilding activities. Participation of different stakeholders, especially the basic sectors most vulnerable to threats and risks, should be the focus so that plans and programs are appropriate and localized.

In conclusion, the discourse on human security in the Philippines has been enriched by understandings of different sectors, although the lack of consensus is understandable given the different contexts and mandates of the groups and institutions of the various stakeholders. However, understanding of the concept itself remains only among a limited group of people who are still debating about the boundaries, dimensions, and indicators of the concept. There is a need to contextualize it to local conditions and culture so that people can relate it with their day-to-day experiences. Academics and NGOs have a crucial role to play not only in researching to clarify the concept but to situate it in the local context and in the process empower local governments and communities dealing with human security threats and vulnerabilities. At present, the persistence of poverty, natural disasters, conflicts, and other threats in the Philippines make it more urgent for human security advocates to use the concept not only for theoretical clarifications but also to assist communities and peoples find appropriate solutions to these problems.

**Annex 1. Sense of Security, Perceived Threats and Capacity to Mitigate Threats of Local Officials in Conflict Areas**

	<b>Mulanay, Quezon</b>	<b>Gubat, Sorsogon</b>	<b>Janiuay, Iloilo</b>	<b>Murcia, Negros Occidental</b>	<b>Indanan, Sulu</b>
<i>Key Informants (Dates of Interviews)</i>	<ul style="list-style-type: none"> <li>• Mayor Tito Ojeda (Aug. 12, 2011)</li> <li>• Municipal Planning and Development Officer (MPDO) Marissa Cortez (August 12, 2011)</li> </ul>	<ul style="list-style-type: none"> <li>• Mayor Ronnel Lim (Sept. 14, 2011)</li> <li>• MPDO Faustino E. Taclan, Jr. (Sept. 14, 2011)</li> </ul>	<ul style="list-style-type: none"> <li>• Mayor Franklin Locsin (Sept. 2, 2011)</li> <li>• MPDO Elena Cadiente (Sept. 2, 2011)</li> </ul>	<ul style="list-style-type: none"> <li>• MPDO Glenda Sedonio-Ruiz (Sept. 2, 2011)</li> <li>• Barangay officials from rural and urban barangays (FGD* Sept. 2, 2011)</li> </ul>	<ul style="list-style-type: none"> <li>• Mayor Jikiri (Sept. 5, 2012)</li> <li>• 3 barangay captains: Habib Allan Jainal (Bato-bato), Salip Alih Sawadjaan (Kajatian) and Akili Palahiddin (Sapah Malaum) (Sept. 8, 2012)</li> </ul>
<i>Definition of Human Security</i>	<p><u>Cortez</u>: When people have basic needs satisfied, can stand up for themselves, know their responsibilities, and can contribute to development in communities</p>	<p><u>Lim</u>: peace and order, wealth/income, food, health, and disaster preparedness</p> <p><u>Taclan</u>: Absence of threats; presence of peace</p>	<p><u>Locsin</u>: individuals being happy, educated, with enough food and other necessities</p> <p><u>Cadiente</u>: safety from dangers and poverty</p>	<p><u>Ruiz</u>: lack of conflicts and people having freedom</p> <p><u>Barangay officials</u>: holistic development; better employment opportunities; agricultural investment; people empowerment, cooperation and initiative</p>	<p><u>Jikiri</u>: absence of conflict, illegal weapons and sickness; availability of economic resources</p> <p><u>Jainal</u>: safety of every individual, family and entire community; economic safety and being away from physical harm</p> <p><u>Sawadjaan</u>: safety of individuals from any harm; presence of peace and order; and presence of unity among the people</p> <p><u>Palahiddin</u>: safety from conflicts; peace and order</p>

<i>Are people more secure now than before?</i>	Yes	Yes, but not in the area of peace and order	<u>Mayor</u> : Yes, but only about half are secure  <u>MPDO</u> : not yet due to poverty	<u>Ruiz</u> : partly, as people actively search for work  <u>Barangay officials</u> : No, for most	Yes, though there are remaining threats
<i>Sectors Responsible for Changes</i>	<ul style="list-style-type: none"> <li>• Office of Presidential Adviser on the Peace Process (OPAPP)</li> <li>• Department of Social Welfare and Development (DSWD)</li> <li>• Department of Agriculture (DA)</li> <li>• Philippine Coast Guard</li> <li>• Philippine Fisheries Development Authority</li> <li>• International Labor Organization and World Bank</li> <li>• LGU and community's counterpart funds for projects</li> <li>• More schools from day care centers to college level</li> </ul>	<ul style="list-style-type: none"> <li>• Local government's increased investment on basic services and social infrastructures and community information/data-based decision-making</li> <li>• LGU's integrated coastal resource management system</li> <li>• Massive information campaign and strict requirements of trial courts</li> <li>• People's conscious effort to avoid holding community activities in known NPA areas</li> <li>• DSWD</li> <li>• OPAPP</li> </ul>	<ul style="list-style-type: none"> <li>• Mayor's efforts to bring more investment packages into the locality</li> <li>• LGU's dialogues and informal talks with "troublemakers" and stricter enforcement of laws</li> <li>• LGU, DA, DSWD and Department of Health working together</li> <li>• DSWD's CCT</li> <li>• GTZ's agro-forestry, reforestation and natural regeneration projects</li> </ul>	<u>Ruiz</u> : <ul style="list-style-type: none"> <li>• Better social services from LGU and line agencies</li> <li>• increased LGU-sponsored livelihood programs, especially in agriculture</li> <li>• More schools and health centers; increased enrolment and completion rates; more teachers hired by the LGU; the LGU's college scholarship programs</li> <li>• LGU's information dissemination programs about the environment and filing cases against illegal loggers</li> <li>• Bantay Bukid</li> <li>• DSWD</li> <li>• NGOs' environmental and livelihood projects</li> <li>• Military's medical</li> </ul>	<ul style="list-style-type: none"> <li>• LGU mobilization of community guards</li> <li>• Growing vigilance, concern and cooperation of people in the communities</li> <li>• Installation of electricity</li> <li>• Deaths of several bandit leaders</li> <li>• Military performing socio-civic activities</li> </ul>

				and other services	
<i>Remaining Major Threats</i>	<p><u>Environment:</u></p> <ul style="list-style-type: none"> <li>• Landslides, flooding, flowing of waste from mountains due to typhoons</li> <li>• 29.8% of population without access to safe water</li> </ul> <p><u>Economic:</u></p> <ul style="list-style-type: none"> <li>• 60% of people below the poverty threshold and 43.3% below the food threshold</li> <li>• Funding to sustain projects</li> </ul> <p><u>Health:</u></p> <ul style="list-style-type: none"> <li>• 50% without access to sanitary toilets</li> </ul> <p><u>Community:</u></p> <ul style="list-style-type: none"> <li>• Remaining insurgency</li> <li>• Juvenile delinquency</li> </ul>	<p><u>Environment:</u></p> <ul style="list-style-type: none"> <li>• Climate change causing flooding in areas not traditionally flooded and possible tsunamis</li> <li>• Illegal and dynamite fishing</li> <li>• Underdeveloped ecotourism program</li> </ul> <p><u>Economic:</u></p> <ul style="list-style-type: none"> <li>• Lack or low investments in the community</li> <li>• Technology gaps between urban and rural schools</li> </ul> <p><u>Health:</u></p> <ul style="list-style-type: none"> <li>• New diseases</li> </ul> <p><u>Food:</u></p> <ul style="list-style-type: none"> <li>• Agriculture and fishing threatened by flooding and illegal fishing activities</li> </ul> <p><u>Community:</u></p> <ul style="list-style-type: none"> <li>• Possible resurgence of conflicts between NPA and military</li> </ul>	<p><u>Economic:</u></p> <ul style="list-style-type: none"> <li>• high population growth</li> <li>• poverty</li> </ul> <p><u>Community:</u></p> <ul style="list-style-type: none"> <li>• local crimes</li> </ul>	<p><u>Ruiz:</u></p> <p><u>Environment:</u></p> <ul style="list-style-type: none"> <li>• Illegal logging and charcoal-making that lead to landslides</li> </ul> <p><u>Economic:</u></p> <ul style="list-style-type: none"> <li>• Poverty</li> </ul> <p><u>Community:</u></p> <ul style="list-style-type: none"> <li>• People involved in illegal logging have arms</li> </ul> <p><u>Barangay officials:</u></p> <p><u>Economic:</u></p> <ul style="list-style-type: none"> <li>• Insufficient income; limited livelihood opportunities</li> <li>• Lack of permanent housing</li> <li>• Lack of farm-to-market roads</li> <li>• Uncultivated lands, lack of farm inputs and large landowners' plans to convert agricultural lands for commercial purposes</li> <li>• Barangay officials' insufficient honorarium</li> <li>• Limited funds for some barangays</li> </ul>	<p><u>Environment:</u></p> <ul style="list-style-type: none"> <li>• Inadequate water supply</li> </ul> <p><u>Economic;</u></p> <ul style="list-style-type: none"> <li>• Limited livelihood opportunities</li> <li>• Laziness of some people</li> </ul> <p><u>Community:</u></p> <ul style="list-style-type: none"> <li>• Fear of lawless elements from outside, e.g. kidnappings and extortion</li> <li>• Military presence</li> </ul>

				<p><u>Environmental:</u></p> <ul style="list-style-type: none"> <li>Lack of water supply in some areas</li> </ul> <p><u>Personal and community:</u></p> <ul style="list-style-type: none"> <li>Drugs and other crimes with police not doing much</li> <li>irresponsible youth</li> </ul> <p><u>Health:</u></p> <ul style="list-style-type: none"> <li>Plenty of sick people in some areas</li> </ul>	
<i>Do you think people have capacity to mitigate threats?</i>	Yes. People, LGU, national government agencies and other sectors are helping. But more needs to be done.	Yes. People, LGU, and national government agencies are already helping. This has to be sustained.	Yes, due to the ongoing improvements as well as help from outside.	<p><u>Ruiz:</u> Yes, especially in the area of employment where people actively seek work; not so much in the environmental aspect.</p> <p><u>Barangay officials:</u> There is not much that can be done at the barangay level.</p>	Yes. Some people are already striving to improve their economic status for their children. Communities are also collectively working to prevent lawless elements from entering their areas.
<i>What else can be done to mitigate threats?</i>	<ul style="list-style-type: none"> <li>More assistance in disaster risk management and reduction, sustainability of ongoing programs, increasing self-sufficiency, integrated health and education programs,</li> </ul>	<ul style="list-style-type: none"> <li>Clearer guidelines from the national government on the use of development funds</li> <li>Delivery of appropriate services</li> <li>Provision of livelihood opportunities</li> </ul>	<ul style="list-style-type: none"> <li>Increasing the number of police personnel</li> <li>LGU giving insurance to community guards</li> <li>Provision of livelihood programs</li> <li>Monitoring and evaluating human</li> </ul>	<p><u>Ruiz:</u></p> <ul style="list-style-type: none"> <li>Better law enforcement</li> </ul> <p><u>Barangay officials:</u></p> <ul style="list-style-type: none"> <li>Tap help of national government agencies and NGOs</li> <li>More family planning</li> </ul>	<ul style="list-style-type: none"> <li>Improved municipal governance</li> <li>Continuing good national programs</li> <li>Provision of livelihood opportunities</li> <li>More government focus on increasing people's knowledge,</li> </ul>

	organizing, water recycling and treatment, GIS training and data management	<ul style="list-style-type: none"> <li>• Construction of direct selling facilities for farmers</li> </ul>	<p>security-related programs</p> <ul style="list-style-type: none"> <li>• Prioritizing social protection programs and enforcing laws and ordinances</li> <li>• Strengthening advocacy on community participation in human security issues, projects and programs</li> <li>• Activating and making the MPOC functional</li> <li>• Population management</li> </ul>	<p>information</p> <ul style="list-style-type: none"> <li>• More and better employment opportunities with help from national government and private sector</li> <li>• Improved water supply</li> <li>• Holistic approach to planning and development</li> <li>• Greater initiative of people to work harder and find good work</li> <li>• Investment in farms to make them more productive, e.g. irrigation</li> <li>• More cooperation and participation from the people in barangay planning</li> <li>• Better communication methods</li> </ul>	<p>technical skills, and farm inputs, instead of just CCT</p> <ul style="list-style-type: none"> <li>• Minimizing military intervention</li> <li>• More dedicated local officials</li> <li>• More discerning electorate</li> </ul>
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*Sources:*

Atienza et al., “A Pilot Study on the Human Security Index in Five Municipalities in the Philippines: Project Report.”

Atienza et al., “A Pilot Study on the Human Security Index in One Municipality in Mindanao: The Case of Indanan, Sulu.”

Notes and transcripts of the 2011 and 2013 interviews and FGDs.

**Annex 2. Perceived Threats, Sense of Security and Capacity to Mitigate Threats According to FGD Participants in Conflict Areas**

	<b>Mulanay, Quezon</b>	<b>Gubat, Sorsogon</b>	<b>Janiuay, Iloilo</b>	<b>Indanan, Sulu</b>
<i>Participants</i>	College students (PUP-Mulanay) from poor families	Poor women and mothers	Inland fisherfolk (former farmers)	Women and mothers
<i>Date of FGD</i>	Aug. 12, 2011	Sept. 14, 2011	Sept. 7, 2011	Sept. 8, 2012
<i>Do you feel secure as individuals?</i>	No for some; yes for others	Yes	Yes	Moderately yes
<i>Sources of security</i>	<ul style="list-style-type: none"> <li>• Strict implementation of municipal curfew</li> <li>• Municipal government's employment-generation programs</li> <li>• Educational institutions at all levels</li> </ul>		<ul style="list-style-type: none"> <li>• Growing up and growing old together in the same village</li> <li>• Respect existing in the community</li> </ul>	<ul style="list-style-type: none"> <li>• Simplicity of their lives</li> <li>• Availability of land and sea resources</li> </ul>
<i>Threats to security</i>	<p><u>Personal:</u></p> <ul style="list-style-type: none"> <li>• Children left alone at home because parents work</li> <li>• Young people's exposure to cyber technology</li> </ul> <p><u>Economic:</u></p> <ul style="list-style-type: none"> <li>• Limited employment opportunities, low income and work instability</li> </ul> <p><u>Community:</u></p> <ul style="list-style-type: none"> <li>• Fear of resurgence or escalation of armed encounters in remote areas</li> </ul> <p><u>Environmental:</u></p> <ul style="list-style-type: none"> <li>• Flooding and typhoons</li> </ul>	<p><u>Economic:</u></p> <ul style="list-style-type: none"> <li>• Financial problems / limited income</li> <li>• Women unable to work</li> <li>• Lack of employment opportunities</li> <li>• Limited funds to buy fertilizers for crops</li> </ul> <p><u>Political:</u></p> <ul style="list-style-type: none"> <li>• Poor tax collection and revenue management</li> <li>• Women's lack of empowerment</li> </ul> <p><u>Health:</u></p> <ul style="list-style-type: none"> <li>• Malnutrition of many children</li> <li>• Lack of medicines in barangay health centers</li> </ul> <p><u>Environmental:</u></p>	<p><u>Food:</u></p> <ul style="list-style-type: none"> <li>• Hunger</li> </ul> <p><u>Economic:</u></p> <ul style="list-style-type: none"> <li>• Limited livelihood opportunities</li> <li>• Indebtedness</li> <li>• High prices of commodities</li> </ul> <p><u>Environmental:</u></p> <ul style="list-style-type: none"> <li>• Extreme weather / climate change</li> <li>• Pests that ruin plants / rice</li> </ul>	<p><u>Environmental:</u></p> <ul style="list-style-type: none"> <li>• Natural calamities</li> <li>• No regular source of water supply</li> <li>• El Niño</li> </ul> <p><u>Personal and community:</u></p> <ul style="list-style-type: none"> <li>• Kidnappings perpetrated by outsiders</li> </ul>

		<ul style="list-style-type: none"> <li>• Climate change</li> </ul>		
<i>Do you think you can (or together with others) do something to prevent or mitigate these potential threats to security?</i>	Yes	Yes	Yes	Yes, but there is not much that can be done with natural calamities; conflicts are also part of their lives
<i>What can be done to mitigate threats?</i>	<p><u>On-going Activities:</u></p> <ul style="list-style-type: none"> <li>• <u>Self-help activities:</u> saving money; helping parents work after school; striving to finish college education</li> <li>• <u>Volunteering to help others:</u> tutoring high school students and out-of-school youth; fund-raising projects to purchase school supplies for day care children</li> </ul> <p><u>Other things that can be done:</u></p> <ul style="list-style-type: none"> <li>• Discouraging out-of-school youth to join the NPA</li> <li>• More employment opportunities</li> </ul>	<ul style="list-style-type: none"> <li>• Provision of alternative livelihood</li> <li>• Provision of start-up capital for business</li> <li>• Good governance</li> </ul>	<p><u>On-going activities:</u></p> <ul style="list-style-type: none"> <li>• Farmers now engaged in integrated farming</li> </ul> <p><u>Things that can be done:</u></p> <ul style="list-style-type: none"> <li>• Becoming more industrious and resilient to overcome threats</li> <li>• Managing threats using the technical assistance of the LGU and the Department of Agriculture (DA) on how to adapt farming and aquaculture activities to climate changes</li> <li>• Organizing inland fisherfolk to get more benefits</li> <li>• LGU to follow-up the roll-over scheme of the Provincial Agriculture Office on the inland fishery project and to consider the provision of breeder's stock for continuity and availability of fingerlings in the community</li> </ul>	<ul style="list-style-type: none"> <li>• Self-reliance of people</li> <li>• Local officials doing their jobs, especially in improving peace and order</li> <li>• Vigilance and cooperation of people in the community</li> </ul>
<i>Who can mitigate threats? What organizations are already doing something?</i>	<ul style="list-style-type: none"> <li>• The Philippine Army' civil-military projects</li> <li>• Polytechnic University of the Philippines (PUP)-</li> </ul>	<ul style="list-style-type: none"> <li>• People themselves</li> <li>• Family members</li> <li>• Government</li> <li>• Microfinance</li> </ul>	<ul style="list-style-type: none"> <li>• DA's integrated farming program</li> <li>• LGU's plans to provide loans to individual farmers</li> </ul>	<ul style="list-style-type: none"> <li>• LGU</li> </ul>

	<p>Mulanay</p> <ul style="list-style-type: none"> <li>• The Church and the Youth Ministry</li> <li>• Alternative Learning System</li> <li>• Civil society groups' relief operations during typhoons and livelihood programs in rural areas</li> </ul>	<p>institutions and rural banks</p>		
<p><i>What do you think should be done to improve human security in the Philippines?</i></p>	<ul style="list-style-type: none"> <li>• More employment opportunities</li> </ul>	<ul style="list-style-type: none"> <li>• Pressuring politicians to be approachable and government officials to be role models</li> <li>• Swift action of police</li> <li>• Cooperation of people</li> <li>• People empowerment</li> </ul>	<ul style="list-style-type: none"> <li>• Education and additional knowledge in inland fish production</li> <li>• Assistance in marketing and packaging products</li> <li>• Organized people having initiative to explore possibilities and not solely depending the government</li> </ul>	

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## Abstract (in Japanese)

### 要約

本稿は、人間の安全保障がフィリピンにおいてどのように認識されているかについて考察するものである。本研究では、同国の主要なステークホルダー——すなわち研究者、政府職員および関連機関、市民社会組織、地元コミュニティ——が有する人間の安全保障についての見方・解釈を集め、整理している。研究方法としては、学術文献・関連する政策文書・ポジションペーパー等のレビュー、様々なステークホルダーとの対面あるいはオンラインでのインタビュー、そしていくつかの地元コミュニティとのフォーカスグループ・ディスカッションを行った。主な論点は次のとおりである。第一に、主要なステークホルダーおよび関連機関が人間の安全保障を概念としてどのように理解しているか？第二に、フィリピンおよび東アジア地域における人間の安全保障上の脅威およびリスクにはどのようなものがあるか？そのような脅威やリスクにはどのように対処すべきか、或いはすでに対処されているとすればどのような対処がなされているか？誰がそのようなリスクや脅威に対処できるのか？第三に、人間の安全保障の概念は政府および社会において主流化されているか？フィリピンで人間の安全保障に係る実践を推進していくことについて、将来的な見通しはどうか？

本研究から、フィリピンの異なるセクターの間には人間の安全保障について多様な理解があるものの、同国において様々な集団が直面している多種多様な脅威や脆弱性に対応する上で、人間の安全保障の概念が重要であると認識されていることが確認された。しかしながら、より多くの人々に理解され使われるためには、概念の一層の明確化と現地の状況に合わせた文脈付けが必要である。現在、人間の安全保障の概念を使っているのは限られた関係者に止まっており、そのほとんどは研究者で、そのほか若干の市民社会組織関係者が使用している程度である。同概念を一層明確化するための努力がなされるべきであると同時に、より多くの人々、とりわけ安全保障上の脅威やリスクに脆弱な人々に理解しやすいものとしていく努力が求められる。



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