

## Human Security Fund



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# [Human Security]

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#### The 292<sup>nd</sup> UN Lecture Series by United Nations Association

### "Human Security"

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[This presentation paper was prepared based on information obtained from *The Phnom Penh Poverty Analysis*, provided by *UN-HABITAT*, with advice and cooperation from the Human Settlements Officer Ms Mariko Sato, other staff members of UN-HABITAT Fukuoka as well as the UN-HABITAT Phnom Penh.]

#### What is Human Security?

• Improving living conditions in slums – with the support of the Trust Fund for Human Security

On its 18<sup>th</sup> February (2004) front page, the Nishi Nippon Shimbun newspaper carried an article on the Trust Fund for Human Security entitled "Improving the living environment in slums: UN-HABITAT Fukuoka Office." The article reads as follows:

"The United Nations Human Settlements Programme (UN-HABITAT) will, from this spring, begin major basic services and infrastructure improvement project in the slum areas of the Capital City of Phnom Penh, Cambodia, aimed at reducing poverty. Under the auspices of the Trust Fund for Human Security, entrusted by the Government of Japan to the United Nations, approximately 110 million yen in support over two years will be provided to carry out a wide rage of activities, including water supplies, sanitation, and maintenance of refuse disposal systems for about 260 slum settlements.

(Skip).....

The Government of Japan contributed a total of 22,900 million yen to establish 'The Trust Fund for Human Security' in 1999. Based on security centred on people – not states, and focusing on protection of individuals' lives and property, ... The Fund has so far contributed to support some 100 projects."

#### • The Country of Cambodia



Since the end of its civil war over ten years ago, poverty in Cambodia has remained high and is an important issue to be addressed. To briefly explain Cambodian history: Cambodia was historically prosperous for many years, with its well-known Angkor dynasty of 802 - 1431. Angkor Wat is a recognised UNESCO World Cultural Heritage site, visited by tourists from all over the world, including Japan. Cambodia's total land area equals half that of Japan and the capital city is Phnom Penh. More than 90% of the 11 million population belong to the Khmer ethnic group, the language spoken is Khmer language (Cambodian), and the principal religion is Theravada Buddhism. Per capita GNP is US\$253, and whilst ranked 130<sup>th</sup> out of 175 nations in the UNDP Human Development Index.

#### • A Civil War and Mass Murder



After the Vietnam War, Cambodia lapsed into a long civil war. Although the Khmer Rouge's mass murders took place in 1975, this tragic incident continues to traumatise the Cambodian people even now. This fact has prevented the country from recovering and reconstructing smoothly after the war. I will quote from Mr. Masaharu Kono's book "Wahei kosaku- tai Cambodia gaiko no shogen ("Strategy for Peace – testimony for diplomatic efforts for Cambodia") published by Iwanami Shoten, Publishers.

"(April 1975) Within the day they entered Phnom Penh, the Khmer Rouge forced people to be relocated to the rural area, and Phnom Penh, which had a population of 2 million in those days, became an empty and deserted city over night. Forced labour, starvation, epuration and genocide awaited those people who were forced to move to rural areas. They possessed nothing but the clothes they wore. The victims are said to be a range of 1 - 2 million out of a population of 6 million."

In particular, university professors, schoolteachers, diplomats, the intelligentsia, furthermore high school graduates (lycées), were all wiped out. The loss of these highly educated people is making it difficult for leaders to be developed, who are central for rebuilding the nation. This represents the greatest challenge for Cambodia.

Here, let me touch upon Japan's diplomacy for peace building. Japan has contributed to the reconciliation and peace building process from 1989 to 1993, guiding the realisation of the Cambodian general election. From the Mr. Masaharu Kono's book cited above:

"With Cambodia's open affiliation to ASEAN in Spring 1999, all the countries in Indo-China served as ASEAN members, and Southeast Asia has united to form one big community. Cambodia has finally become an 'ordinary nation' at last."



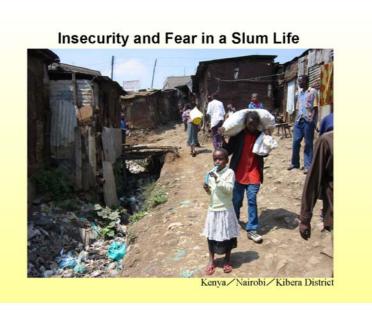
• Relations between Japan and Cambodia

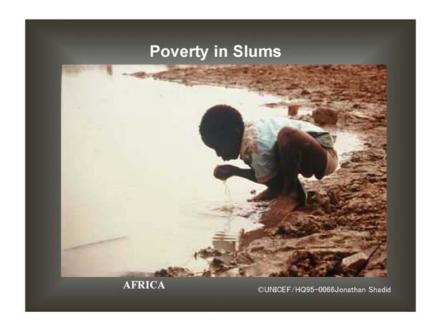
Japan has made tremendous efforts to support Cambodia with its transition to an "ordinary nation." Furthermore, Japan has continued to provide technical and financial assistance and co-operation for Cambodia's reconciliation and reconstruction efforts. For example, the total support provided to Cambodia from 1992 to 2001 amounts over 100 billion yen, making Japan the largest donor country. The Cambodian people show kind appreciation with respect towards such assistance from Japan. The construction of a bridge across the Tonle Sap River, which flows through the capital Phnom Penh, was restored with help from Japan, and the bridge, called *Kizuna* (friendship) bridge in Japanese, now features on local currency.

#### **Poverty in Slums**

• Extreme Fears of lives in slums (Kibera – Nairobi)

What is "human security"? In the final report on "*Human Security Now*" submitted last year by the Commission on Human Security, human security is defined as "Protecting the vital core of all human lives in ways that enhance human freedoms and human fulfilment."(p.4). What does this mean? It seems difficult to understand the definition. The report defines further; "'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". This definition is easier to understand, isn't it?







#### • The "Kibera" Slum in Kenya

In order to understand the "Human Security" concept, let me take the life of a slum as an example. The word *slum* originates in *slumber*, which means a doze, and indicates a high-density habitation city area, poor settlements with inappropriate housing conditions. 920 million people currently live in slums, out of which 870 million of those live in developing countries. In Sub-Saharan Africa, 70% or more of city population are living in slums.

The Kibera area in suburb of Nairobi, Kenya, is the largest of many slums surrounding the capital city centre. Its population is said to be over 800,000. You may be able to understand how large this figure is, if I tell you that is about the same as the population of the country of Timor Leste (East Timor), which recently became independent. The situation in Kibera is filthy, with very poor hygiene. It does not meet the minimum level required for the basic needs of human beings. Conditions in

Kibera are life threatening. If an average Japanese person were to live in the Kibera area, she or he would die in a month. This situation is far from ensuring the right to maintain the "minimum standards of wholesome and cultured living" Stipulated under the Article 25 of the Japanese Constitution. In other words, people cannot be protected from critical (severe) threats; that is to say a situation where "Human Security" cannot be fulfilled. If the opposite of "Human Security" is "Human Insecurity", then slums should be considered a "department store" and breeding ground for "human insecurities."

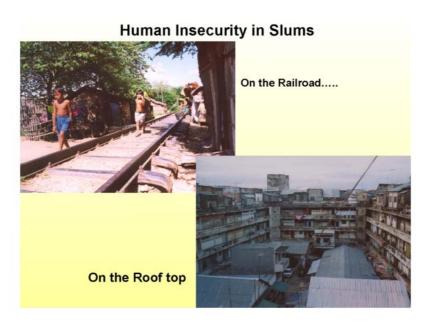
Many more slums exist in Africa besides those in Nairobi. In addition, I would also like to introduce slums in Indonesia, Malaysia and Sri Lanka. (Slides omitted)

#### • Slums in Phnom Penh

Next, on the issue of slums in Phnom Penh: those living in the slums are people who have returned to Phnom Penh from the above mentioned forced evacuations or refugee camps; people who have arrived for searching economic opportunities, people who have run away from debt, people who could not resettle in their hometown which have turned into minefields or occupied by others, and people who have lost their skills for farming due to their long lives as refugees.

Fears and insecurity from lives in slums are categorized as follow:

#### (1) A house standing next to a railroad line



Those living in slums settle in places where people would not or cannot usually live such as railway sidings. Although one wonders whether the train will be able to pass, a part of the slum dwelling is designed to fold up at the time of the train's passing.

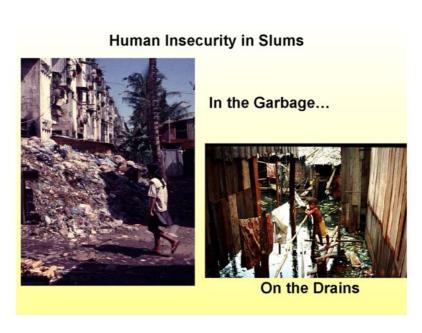
(2) Illegal residences on the rooftop of buildings.

Houses are also built illegally, for instance on the rooftop of buildings. There are many dilapidated buildings in Phnom Penh, which are sold as apartment buildings. Furthermore, dwellings are built on top of these dilapidated buildings. For example, out of 57 households, 18 of them live on the rooftop.

Those people who hold power in the local areas sold off buildings regardless of their ownership. Although the residents had purchased their houses, this did not necessarily guarantee the ownership of that property. Those buildings are often pulled down for the purposes of commercial development and those residents will be evicted, however, these owners' right to claim compensation are not guaranteed.

Ethnic minorities tend to rent such dwellings. Usually, 5 - 7 households belong to this category, out of 50 - 60 houses. Each household is shared amongst 2 or 3 families, with house rent at around 5 US dollars per month.

3) A mountain of garbage next to dilapidated apartments



Living in a slum often means being an illegal resident. Therefore, slum dwellers are not eligible to access basic public services such as water supply and electricity. Most of the time, sanitation, sewage disposal and garbage collection system are not organised or managed. Therefore, slum dwellers will have to dependent on more expensive private sector service providers for such services. It is indeed ironic to note the poor slum dwellers spend more for such services than non-slum residents.

One also often sees slum dwellers near garbage dumps. When the rainy season comes in July to October, sewage water flows from the garbage dump when flooding. During the rainy season the sewage, mixed with garbage, overflows reaching waist-height for a few months. In order to avoid the flooding, residents who live in low-lying lands have to put up tents on waste mountains and live with their livestock.

#### 4) Houses on top of sewer-water marshlands

Lack of drainage system prolongs floods after heavy rain. It takes considerable amount of time for rain water to dissipate even in places higher than river-water level. Water remains stagnant inside the houses, or on its surroundings during the rainy season (July to October). As far as health is concerned, the stagnant water generates mosquitoes and other insects, and is a key factor in the spread of infectious diseases.

Moreover, access to such houses as shown in the photograph, is often by way of a footbridge. These footbridges are dangerous. People - in particular children - tend to fall into sewage, become sick or even die. It is reported that in slums on the marshland 4 - 5 persons out of every 50 - 60 households die by falling into the river or sewer each year.

The most dangerous settlements are located along the riverbanks. For example, if we take the water level in the rainy season as a "flood line," it is obvious that any houses lower than this line will sink. Although about 430 households might live in a riverside area, during the rainy season about 50 of those households who live under the "flood line" will have to move their shacks to higher ground to a private plot of land which they have to pay rent. There are also those who live on the water, using floating boats as their houses and keeping all of their possessions in them.

Rainwater, sewage water and wastewater - all are mixed with garbage. Children play in this kind of environment all day long. Old people blunder and slide on the road. As a result of this extremely unsanitary environment, many people fall or are constantly sick. At home, when people lose their beds during the times of flooding, they must stay standing. These are the living conditions, which those people living in settlements along the riverside face and bear.

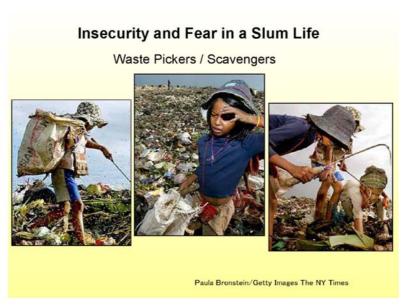
We can summarise the characteristic of locations of slums – the poorest dwellings - as follows:

- On public land along streets, railroads or water ways;
- In the lowest parts of settlements, along rivers and canals, situated in flood-prone areas;
- Isolated from access to public basic services networks including roads, water and power supply, street lighting, sewerage and drainage;
- Extremely insalubrious sites with very high health hazards such as above sewerage outlets, near or on dump sites;
- Areas with no access such as alley and corridors of buildings or on rooftops.

#### (5) Occupations of the slum dwellers

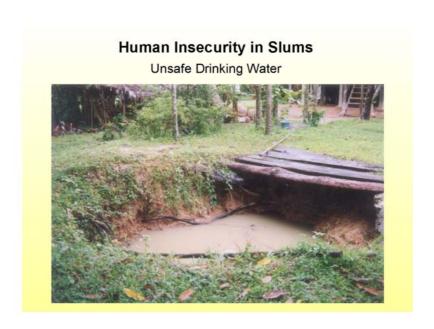
Usually slum dwellers are not educated. Since they do not have specific skills, men would typically become *cyclo* (three-wheeled taxi) or *motordup* (motorbike taxi) drivers, porters on the docks or in the markets, unskilled construction workers or scavengers. Women may become occasional small vendors of fruit or vegetables on streets, unskilled construction workers, or scavengers. The typical daily wage is around 3,000 - 7,000 Riels (80 - 200 yen) per day.

#### • Garbage scavengers



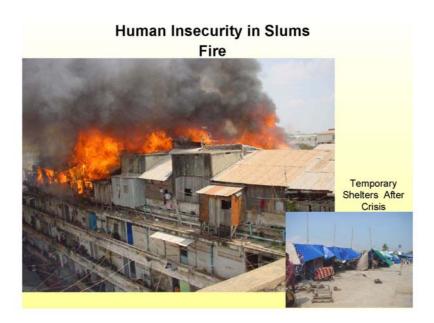
Working as a scavenger (collecting waste) is quite dangerous. Bulldozers and trucks constantly go back and forth, depositing garbage on the site. There have been many accidents where children have been run over by trucks. In order to work in a "safer" environment, scavengers burn tires and work at night by the light the burning tires provide. They work in smoke and, during the rainy seasons, buried in mud up to their knees. It is the worst labour environment. As for income, they can only earn enough to buy food for the day. Earnings exceeding 4,000 - 5,000 Riels (110 - 120 yen) are rare.

#### (6) Unsafe drinking water



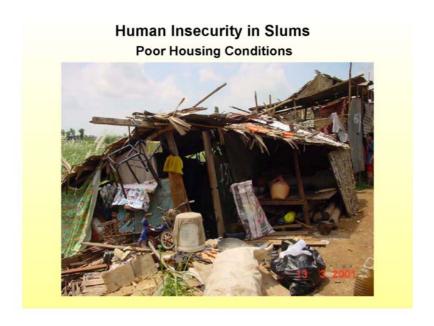
The poor households usually do not have access to the public water supply system as they do not live in registered dwellings and therefore cannot obtain an official connection to the network. Many do not even have roofs with gutters, which would allow them to collect rainwater during the rainy season. Therefore, they must purchase water from private vendors throughout the year. Water is quite expensive at about 1,500 - 3,000 Riels (40 - 80 yen) per 200 litre tank. The poor living near the riverside use water taken directly from the river. Due to firewood costs, they cannot always boil the water they use, and end up chronically sick with stomach problems such as diarrhoea and dysentery.

#### (7) A persistent risk of fire



There are many incidents of fire in slum areas. Although this is partly because slums are often made of extremely flammable materials, there are also many cases of suspicious fires and deliberate fire-starting. It is also said that dwellings may be suddenly torched if "protection fees" are not paid to either the powerful people or the police.

#### (8) Unstable dwellings



Amongst poor settlements, there are three main categories of conditions of the dwellings: the poorest, the poor, and the slightly better off among the poor:

#### a) Housing conditions for the poorest of the poor

The poorest houses are made of the lightest materials and located and exposed to the highest risk parts of the settlements (e.g., flood-prone or above stagnant water). They are made of recycled material (cardboard, sacks or leaves), and feature at best a bed and few plats as the entire household equipment. Water is kept in 20-litre plastic buckets. Inhabitants are single women, the elderly, and renters. Construction costs are about 3,000 yen.

#### b) Housing conditions of the majority of the poor

The second category of house is that of the majority of the poor. Such houses are made of dilapidated material, such as palm leaves, bamboo and old planks, occasionally with a zinc roof. They have bamboo floors and some houses are built on stilts. Equipment remains very simple, with a bed per family, sometimes a table and a couple of chairs, and a single neon bar/light bulb and electricity. There is generally a jar to keep water. Construction costs are about 10,000 yen.

#### c) Housing conditions of the slightly better off among the poor

The better-off among the poor have wooden walls and floors, iron or tile roofs, and gutters. They are built on "stable" ground above flood levels, and the houses are located facing the roads. Here some people can afford to have private access to electricity, and some receive water piped directly into the household. They own a motorcycle, sometimes a TV set, a closet in addition to a bed, a table and a few chairs. Construction costs are around 30,000 to 40,000 yen.

• City slums and squatter settlements: the crisis and fear caused by poor living conditions

#### **Human Insecurity in Urban Slums and Squatters**

- Lack of water, sanitation, access roads → Disease
- Lack of adequate housing conditions → threat of fire, flood
- Lack of security of tenure →constant fear of being evicted
- Lack of education, skills → limited choice of jobs and important information to them
- Lack of access to credit →limited choice; exploitation
- No mechanisms to protect their justice → exploitation
- Limited capacity and willingness to help slums and squatters
   → no recognition of human dignity

The first point has to do with illness. Health problems are the main causes of poverty. When people become sick, they will go to the nearest hospital or health centre. However, for the poorest families, there may be no means of transportation to the hospital, nor money to pay the cyclo fare to the hospital. There are some cases reported of those who have died because they could not afford the 2,000 Riels (55 yen) cyclo fare to the hospital. It is only after the illness becomes so severe and conditions deteriorate that, the poor would get into debt to see a doctor. Poor health and outrageous medical fees are one of the main reasons for inability to work, losing property or lapsing into debt hell.

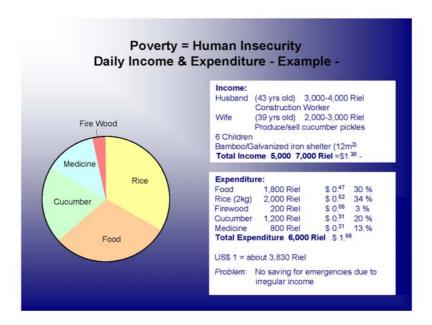
Since there is no security of tenure, slum dwellers are under constant fear of forced eviction. Although slum dwellers may have purchased their land and their house from the authorities or powerful people, they have no legal guarantee of their tenure.

On the issue of education, slum dwellers regard education as important. Although children's education is the only way to improve a life, it costs roughly 4,000 Riels (110 yen) per day, including the cost of food, uniform and book fee, to send a child to school. A cyclo driver's average daily income is about 7,000 Riels (200 yen), and the average number of children in any one household is about five.

Exploitation by loan-sharks is cruel. The typical rate of interest on an emergency loan for medical reasons is between 300 - 900% for a 24 day period. If 10,000 Riels (280 yen) is borrowed in order to buy medicine, the loan-shark will demand 2,500 - 4,000 Riels (about 70 - 110 yen) every day for 24 days. Loan sharks will confiscate household items, kidnap a family's children and sell them into the sex trade, and, finally confiscate and sell their house.

• Poverty = human insecurity and fear: example of daily income and expenses

If you were a slum dweller, what would you do? Let's examine the daily income and expenditure of an average slum dweller.



We take as our example a pickle-seller and her day-labourer husband. They live alongside a railway track. The family has eight members including their six children. The wife's name is Parry. Now 39 years old, she was orphaned when still young, and has no education. She got married in 1979. She sells pickled cucumbers and earns about 2,000 to 3,000 Riels per day. Her husband, Chit, a construction worker without any skills, earns 3,000 to 4,000 Riels a day. They were only able to send one of their six children to school for three years. They could not afford to educate any of their other children.

They rent a room from Chit's elder sister alongside a railway track. The house is three metres by four with low ceiling. The roof is tin, with wooden wall and the bamboo floor. Although there is neither a bed nor any furniture, there are two small bottles for making pickles. There are also some cookwares.

The table above shows typical income and expenses for a day. Their income is not stable and there are no savings for emergencies such as sickness. Necessities consume the vast majority of their income. Even taking Chit's and Parry's income together, they barely meet their daily food expenses.

Yet such a poor family will strive to pay for their children's education because they believe that education is the only way for them to overcome poverty.

#### The human security approach

• Income is not the only cause of poverty



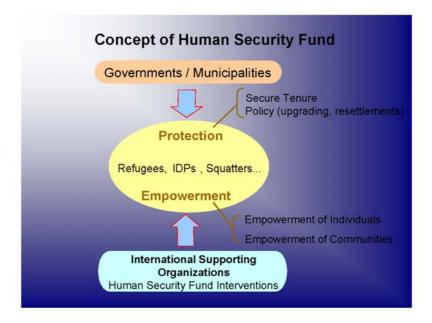
The insecurity and fear of slum dwellers is not caused by low income alone. There are many walls or barriers, that surround those in poverty. The barriers include the status as illegal residents, the lack of training system for the uneducated, lack of organisation skills in slum communities, lack of bargaining power and corruption.

• Breaking down these barriers (insecurity)

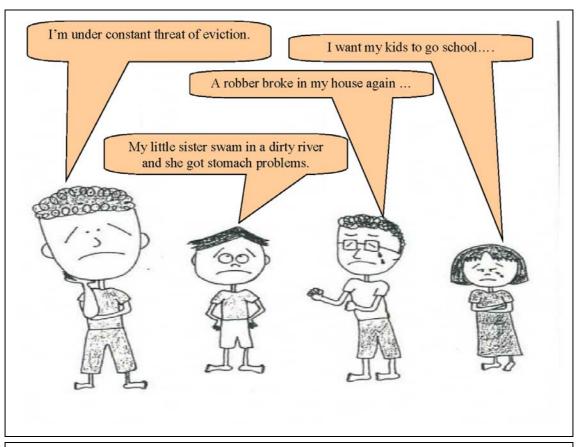


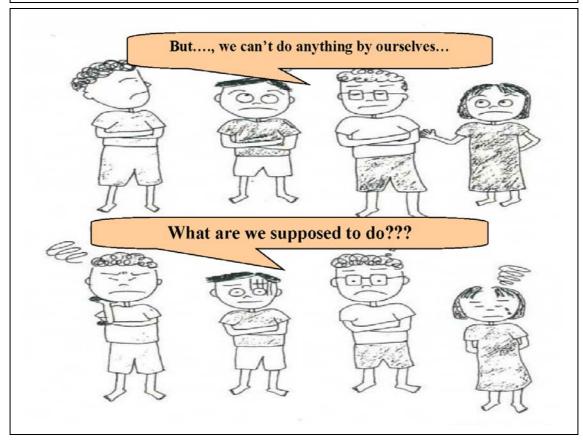
If these barriers could be removed, slum dwellers would have access to a decent dwelling, health and education, water, employment, training, and governance.

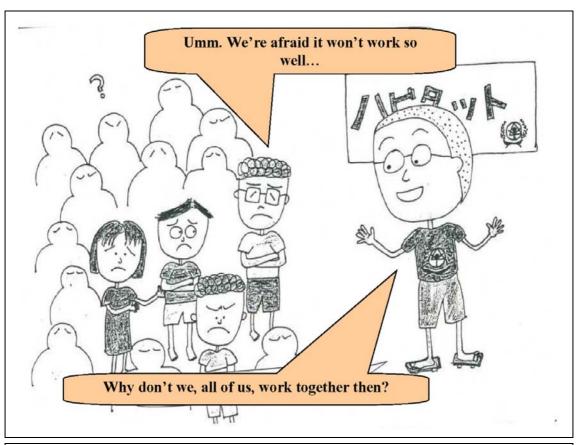
• Concept of Human Security

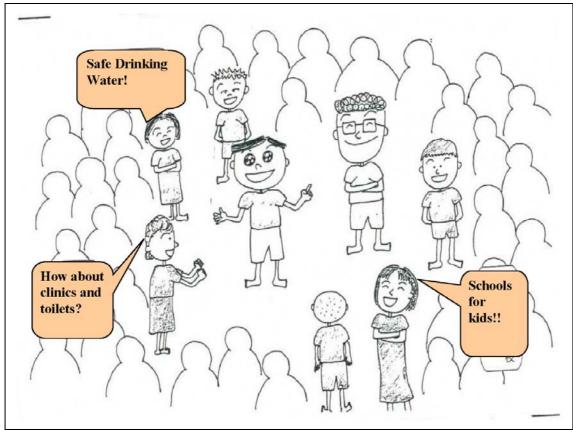


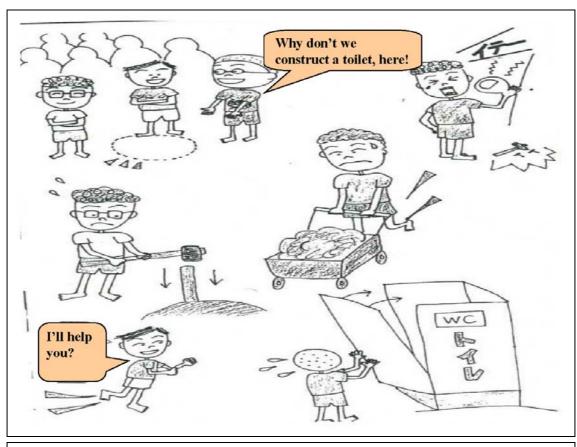
The above figure depicts the fundamental concept for Human Security. 'Protection' and 'Empowerment' are the most important components. (If you don't get anything else from my presentation, please understand at least this notion!)



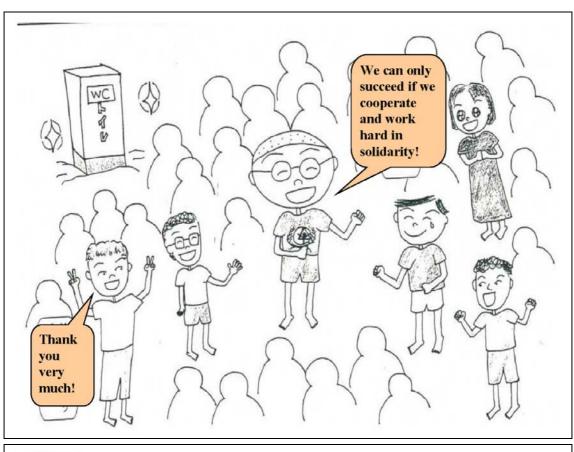


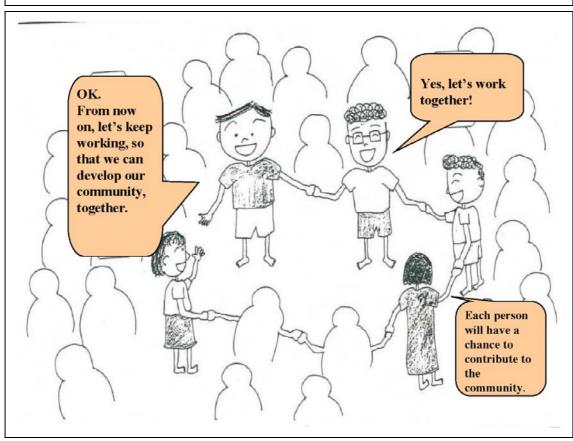












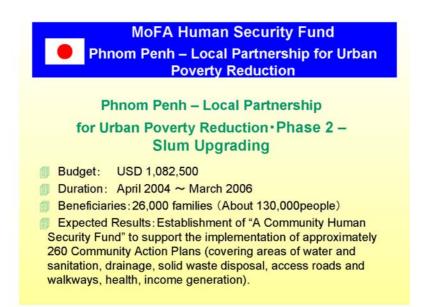
Sadako Ogata, President of the Japan International Cooperation Agency (JICA), and Co-Chairs of the Commission on Human Security, has stated as follows:

"When we think of protection as being coming from up above, we are thinking of "to govern". When we think of protection as coming from the bottom, we are thinking of "to self-govern." Good governance can only happen when government and self-government come together. To build a framework through which people can fully realise their potential, is concept of Human Security and its purpose."

#### • Toilet construction







Toilets, if operated privately, providing services at 100 - 200 Riels per visit, receive around 100 customers a day.

On the issue of toilets: whilst men find it relatively easy to urinate and defecate outside, women must walk long distances to find somewhere that is suitable but not dirty or dangerous, which is much harder at night. Therefore, it is natural that women are much more eager to see the construction of toilets.

The completed toilet was built with the assistance of the UN-HABITAT's Slum Project Phrase 1. Assistance of about US\$150 (about 16,000 yen) was provided to build one group toilet with labour contributed by community members. 2 to 3 families share one group toilet. 215 units were installed in a District called *Russey Keo*. There are two cisterns to each toilet, which are changed over when full with a stick from a lavatory basin. Waste accumulated is purified naturally in the soil.

#### Access road

A 200m access road was constructed with the assistance of US\$2,117 (about 230,000 yen) from the Trust Fund for Human Security. In addition to the assistance, residents contributed US\$117, and 15 households offered land for the road extension. In addition, US\$400 was collected by residents themselves to build 10 metres of road and 68 metres of sewerage gutter.

An access road is important in slums. Residents consider such access roads as their primary concern, because flooded roads affect every aspect of their living conditions. This particular access road flooded for several months of the year. The road is of a very irregular level, with some parts staying under an inch of water while other areas are more than a foot deep when flooded. Residents commute along such routes every day, and children use such routes to go to school. Walking in unsanitary and muddy water, there is more chance of becoming seriously ill.

#### • Solidarity of Communities

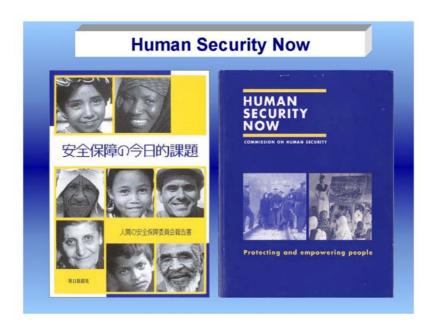
The foundation of a community is the social solidarity amongst its members. With its solidarity, people can help each other in times of need, and jointly plan to improve their living conditions of the entire community. However, it has been very difficult to generate and sustain such 'community solidarity' in Phnom Penh.

Many of communities in slums in Phnom Penh are composed of those migrants with various backgrounds who have recently migrated recently (5-10 years). As they are not sure if they would live there for a long time, there is almost no solidarity or belongings amongst these communities, unlike what we see in communities in rural areas.

By building toilets and access roads through the assistance of the Trust Fund for Human Security project, the process of generating community solidarity will be initiated and strengthened. Although it is important to have physical projects completed, it is more important that the capacity of the communities is built and strengthened through the process of community consultations. This is the Human Security approach.

#### **Human Security Now**

The "Commission on Human Security" (Co-Chairs: Sadako Ogata, former UN High Commissioner for Refugees, and Amartya Sen, Master of Trinity College, Cambridge and Nobel Laureate in Economics), established with the initiative of the Government of Japan and UN Secretary General Kofi Annan in January 2001, held its last meeting in February last year (2003), and has agreed on its report. On 1 May 2003, Co-Chairs of the Commission on Human Security, Ogata and Sen, presented the Commission's Final (is this final) Report, *Human Security Now*, to the United Nations Secretary-General, Annan in New York.



To commemorate the publication of the Japanese version of the Commission's Final Report, a Symposium on "Human Security Now", was held on 2 December 2003. The keynote speech was given by Sadako Ogata, President of JICA, and Keizo Takemi, a member of the House of Councillors, and others participated in the Symposium as panellists.

The report calls for an integrated approach, both in conflict and development situations, to address insecurities that have not been addressed by the state in this globalising world. Specifically, the report emphasizes the needs of protection and empowerment of human beings, centred on people - individuals and communities.

Sen, Co-Chairs of the Commission on Human Security, explains the Human Security Approach as follows:

"The idea of human development, broad as it is, does, however, have a powerfully buoyant quality, since it is concerned with progress and augmentation. ...

Human security as an idea fruitfully supplements the expansionist perspective of human development by directly paying attention to what are sometimes called "downside risks". The insecurities that threaten human survival or the safety of daily life, or imperil the natural dignity of men and women, or expose human beings to the uncertainty of disease and pestilence, or subject vulnerable people to abrupt penury related to economic downturns demand that special attention be paid to the dangers of sudden deprivation. Human security demands protection from these dangers and the empowerment of people so that they can cope with—and when possible overcome—these hazards. ("Human Security Now" p.8)

Finally - I have tried to explain the concept of human security through slum upgrading projects. I would be happy if you have been able to appreciate what it is.