

A conceptual paper on the policy-framework that mirrors the dynamic link between Human Security, Social Protection and Safety Nets, and Food and Nutritional Security: The Case of the “Gulayan sa Paaralan Program”, the Philippines*

O quadro de políticas públicas que espelha a dinâmica Ligação entre Segurança Humana, Proteção Social e Redes de Segurança, e Segurança Alimentar e Nutricional: O Caso do Programa “Gulayan sa Paaralan ” nas Filipinas

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ABSTRACT

The objective of this research is to show the policy-framework that came out from the promulgated policies of the Department of Education in the Philippines relative to its Gulayan sa Paaralan Program. Based on this program, the research demonstrates the link between the concepts of human security, social protection and safety nets, and food and nutritional security embedded in the policy-framework.

Keywords: Gulayan sa Paaralan Program, human security, social protection, safety net intervention, food and nutritional security

RESUMO

O objetivo desta pesquisa é mostrar o arcabouço de políticas públicas promulgadas do Departamento de Educação no Filipinas em relação ao seu programa *Gulayan sa Paaralan*. Com base neste programa, a pesquisa demonstra a articulação técnica entre os conceitos de segurança humana, proteção social e redes de segurança, segurança alimentar e nutricional incorporados no quadro de políticas.

Palavras-chave: Programa Gulayan sa Paaralan, segurança humana, proteção social, segurança alimentar e nutricional

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I. INTRODUCTION

The transformation of vast property of school grounds that remains unattended in most, if not all, of the schools under the Department of

Education (DepEd) into “Gulayan sa Paaralan Program” (GPP)¹, that is, “vegetable school gardens”², can demonstrate the interaction between human security, social protection and social safety nets, and food and nutritional security. However, this is possible if the policies promulgated by DepEd can be demonstrated that such a policy-framework exists. Nonetheless, the government of the Philippines realizing the potential of GPP made it into a “national program on school gardening”³, hence, setting the stage in which the vast property of unattended school grounds can be transformed into vegetable school gardens.

Moreover, at the level of the DepEd the national program was reinforced by policy pronouncements, which eventually institutionalized GPP as vital source of nutritious ingredients for the School-Based Feeding Program⁴. In another policy move, the DepEd and the Department of Agriculture (DA) joined their efforts and resources⁵ alongside with the local governments units, private sector, and stakeholders so that GPP is further enhanced as a strategy in fighting hunger and malnutrition in the community. Schools then operationalized the policy behind this convergence by entering into formal

partnerships with the local government units (LGU), NGOs, private sector, and other groups⁶. In this manner, the sustainability of GPP as vital source of nutritious ingredients for the school based feeding program has now strong underpinnings. Given such policy pronouncements and the operationalization of these policies at the school level, thus, it sets the policy-framework wherein the connection between human security, social safety nets, and food and nutritional security could now be demonstrated through the GPP.

From this perspective, the research attempted to shed insight on the various policies the Philippine go-

vernment enunciated through its agencies that resulted to a policy-framework that mirrors the dynamic interlink between human security, social protection and safety nets, and food and nutritional security through the GPP, as the showcase intervention.

1.1. Problem Statement

The overall objective of this research is to show the policy-framework discernible from the enunciated policies of the Department of Education relative to GPP. From this policy-framework, the research attempted to demonstrate that through the GPP, it exhibits the link between the concepts of human security, social protection and safety nets, and food and nutritional security.

1.2. Purpose of Inquiry and Inquiry Questions

Toward this end, the purpose of this inquiry is to be able to review and identify the various policy pronouncements relative to GPP; and, to show how these policies through GPP demonstrated the interconnection of human security, social protection and safety nets, and food and nutrition security.

Bearing this in mind, the research attempts to answer the following questions:

1. What are the different policies enunciated by the Philippine Government that undergirds GPP, and what are its implication in the fight against hunger and malnutrition?
2. Is the policy-framework that resulted from these policy pronouncements able to demonstrate the interaction between the concept of human security, social protection and safety nets, and food and nutritional security?

1.3. Significance of the Inquiry

This conceptual paper is significant because it will explore the policy-framework that highlights the connection between human security, social protection and safety nets, and food and nutritional security in the context of GPP. Thus, this paper will examine these policies and make recommendations for future research.

1 Department of Education, *Implementation of School-Based Feeding Program (SBFP) for School Year (SY) 2015-2016*, DepEd Order No. 33, s.2015, 30 July 2015, accessed March 31, 2017, <http://www.deped.gov.ph/orders/do-33-s-2015>.

2 *Fresh: News from AVRDC*, The World Vegetable Center, July 15, 2011, 1.

3 *Strengthening the School Nutrition Program in the Philippines*, accessed March 31, 2017, <https://schoolnutritionphils.wordpress.com/>.

4 *Implementation of School-Based Feeding Program (SBFP) for School Year (SY) 2015-2016*.

5 *Integrated School Nutrition Project*, accessed March 17, 2017, <https://schoolnutritionphils.wordpress.com/>.

6 <http://www.tagumcity.gov.ph/2014/03/lgu-deped-tagum-institutionalize-gulayan-sa-paaralan/>, (accessed March 24, 2017).

1.4. Summary of Theoretical Framework

This conceptual paper looks at GPP as the platform by which food and nutrition security can take off, therefore, making it necessary to give a theoretical framework using the lens of human security, social protection and safety net interventions. The theoretical model that best explains and can shed insight to GPP is by way of demonstrating the link between human security and social protection and safety nets. Social protection and safety net intervention states that social policies must be oriented towards the minimization of the effects of crises and food price volatility, as well as address current and future vulnerabilities⁷ while the notion of human security posited that human security means protecting fundamental freedoms – freedoms that are the essence of life⁸. Thus, through this theoretical lens, this study could reasonably aver that in order to address current and future vulnerabilities, broader social protection agenda anchored on the notion of human security, must aim to address risks, vulnerability and social exclusion in relation to the vulnerable members in the community or society. In so doing, they can be protected against livelihoods risks, thereby, can be able to maintain an adequate level of food consumption and secure their food and nutritional requirements⁹.

1.5. Delimitations and Limitations

Several elements delimit this conceptual paper. First, this paper only reviews the policy underpinnings relative to GPP. This is delimiting in the sense that it excludes other related policies that impinged on social protection and safety nets outside the GPP. Second, the theoretical framework uses concepts from human development theories to explain and understand human security and social protection and safety nets. This is delimiting because when understanding people and public policies one must go into other theoretical perspectives

7 ILO, WHO, *Social Protection Floor Initiative. Manual and Strategic framework for Joint UN Country Operations*, Developed by the Group of Co-operating Agencies and Development Partners, Geneva, 2009.

8 United Nation-Human Security Unit, *Human Security in Theory and Practice: An Overview of the Human Security Concept*, accessed March 10, 2017, http://www.un.org/humansecurity/sites/www.un.org/humansecurity/files/human_security_in_theory_and_practice_english.pdf.

9 Devereux S., Sabates Wheeler R., and Guenther B., *Linking Social Protection and Support to Small Farmer Development*, A paper commissioned by FAO, 2008.

such as structuralism¹⁰, dependency theory¹¹, basic needs theory¹², and neoclassical theory¹³ for a more comprehensive insights.

2. ANALYSIS AND DISCUSSION OF THE LITERATURE

This section provides an overview of the policies that relates to GPP in the Philippines. By making a sweeping historical preview on how the policies relative to GPP evolved, thus, one can be provided of their interlink that resulted of the present policy-framework, which guided the Philippine government's program on food and nutritional security.

2.1. Literature on the Policies Enunciated by the Philippine Government Relative to GPP: A Historical Perspective

The origin of the present GPP had its roots in the concept of Gulayan sa Kalusugan Program (The National Vegetable Production Program in the Philippines) of 1975 by Pres. Ferdinand Marcos¹⁴. In essence, the program objectives¹⁵ were as follows: First, provide credit and encourage commercial production in priority areas of selected vegetables and food crops, which have domestic and/or export market. Second, increase production of highly nutritious vegetables or food crops. Third, coordinate the planting, harvesting, and marketing of such crops in order to minimize the effects of seasonal fluctuations of supply and prices. Fourth, encourage the propagation of out-of-season crops to increase the income of farmers. Fifth, develop an efficient marketing system as safety nets in the uncertainties of

10 Palma, J.G., *Structuralism*, The New Palgrave: A Dictionary of Economics, v. 4, 1987, 527-531.

11 James, Paul, *Post-Dependency: The Third World in an Era of Globalism and Late Capitalism*, Alternatives: Social Transformation and Human Governance, 22 (2), 1997, 205–26.

12 Dharam Ghai (June 1978). *Basic Needs and its Critics*. Institute of Development Studies. 9 (4), 1978, 16–18, (doi:10.1111/j.1759-5436.1978.mp9004004.x).

13 Cohn, Steven Mark (2006), *Reintroducing Macroeconomics: A Critical Approach*. M.E. Sharpe. 2006, 111, (ISBN 0-7656-1450-2).

14 Presidential Letter of Instruction No. 248, s. 1975, *Gulayan Sa Kalusugan (The National Vegetable Production Program in the Philippines)*, accessed March 16, 2017 <http://www.gov.ph/1975/01/30/letter-of-instruction-no-248-s-1975/>.

15 Presidential Letter of Instruction No. 248, s. 1975.

future prices by means of contract purchasing arrangements for future delivery of vegetables and food crops. Overall, the program was designed to be integrated with that of the nutrition programs¹⁶. This policy pronouncement could be considered as being a trailblazer since it serves as the genesis of future policies that attempted to address food and nutrition security with vegetable production program as its implementing strategy. This policy was instituted at the height of the oil crisis of the 1970s; hence, it was a respond to a concrete historical situation facing the nation.

In view of this policy, it operationalizes the concept of human security and social protection and safety nets against the said crisis. With this, it paved the ground in which future policy pronouncements of the Philippine government can be linked to the succeeding *Gulayan sa Paaralan* programs of later presidents of the Republic of the Philippines.

Consequently, in 1991 the Department of Education Culture and Sports (DECS) incorporated *Gulayan sa Paaralan* as part of the education sector contingency plans¹⁷. This policy was oriented towards food production and at the same time as a livelihood program “both in school and at home”¹⁸. However, the rationale behind this policy pronouncement was in the context of the Gulf crisis in the Middle East that cause “so much apprehensions and uncertainties” in the Philippines during that time¹⁹. Again, it can be fairly stated that this policy was in response to another concrete historical situation facing the nation, which was a crisis that endanger human security, therefore, such policy acted as social protection and safety nets to the vulnerable segments in our society. As far as this policy is concerned, it is fair to aver that the sustainability of the *Gulayan sa Paaralan* hang in the balance, so to speak, on the resolution of the Gulf crisis. However, as common experience dictates policy that is capable of responding to concrete issues and challenges will thrive and even-

tually evolved and morphed into a more sophisticated or advance form.

The transformation of *Gulayan sa Paaralan* into a more advance form became evident in 1995 with the issuance of a policy pronouncement that became the basis in the institutionalization of school level gardening, viz. *Establishing Every School Within a Garden*²⁰. This is the first time that vegetables produced through school gardening were institutionalized to serve as supplement in school feeding programs or that it may be sold to operate additional school income²¹. On this aspect, this policy placed the vegetable program or GPP to a higher level of effectiveness since it explicitly stipulated that school level gardening or GPP must be formally link to school-based feeding programs. On the other hand, by virtue of this policy, schools with very limited land were still encouraged to adopt alternative gardening methods, that is, using pots or wooden boxes²² in order not to make space or area limitation an obstacle or an excuse of not pursuing GPP. With this new development, a policy-framework that relates to food and nutritional security is now beginning to emerge.

Ten years later, in 2007 another reinforcing policy pronouncements was enunciated by DepEd. This time “in close coordination with the Anti-hunger Task Force, National Nutrition Council, and Local Government Units, implements the Food for School Program and other supplementary feeding schemes ... [for] poor and vulnerable/food insecure provinces nationwide. Complementing such efforts is the strengthening of the implementation of the school-community food production under the *Gulayan sa Paaralan* project ... tied up with the “Programang Agrikultura Para Sa Masa” of the Department of Agriculture...”²³ At this juncture, the GPP was again raised to a higher level of functionality in addressing the issues and challenges relative to food and nutritional security but this time in convergence with the DA’s flagship program that of *Programang Agrikultura Para sa Masa*. It appears that the convergence of this program is actually in response to the cornerstone concept underlying human security, which is that

16 Presidential Decree No. 491, s. 1974, *Creating a National Nutrition Council and for Other Purposes*, accessed March 15, 2017 <http://www.gov.ph/1974/06/25/presidential-decree-no-491-s-1974/>.

17 Department of Education Culture and Sports, *Guidelines for the Implementation of the Education Sector Contingency Plans for All Levels*, accessed March 25, 2017 <http://www.deped.gov.ph/orders/do-1-s-1991>.

18 *Guidelines for the Implementation of the Education Sector Contingency Plans for All Levels*.

19 *Guidelines for the Implementation of the Education Sector Contingency Plans for All Levels*.

20 Department of Education Culture and Sports. *Establishing Every School Within a Garden*, accessed March 26, 2017 <http://www.deped.gov.ph/sites/default/files/order/2010/DO%20No.%2082,%20s.%202010.pdf>

21 *Establishing Every School Within a Garden*.

22 *Establishing Every School Within a Garden*.

23 *Establishing Every School Within a Garden*.

of building potential synergies as well as to avoid that one project might be undermined by the other²⁴. On this consideration, there is now basis to assert that the evolution of the GPP into a permanent strategy in addressing the challenges in food and nutritional security that the Philippine Republic is facing could be attributed to its effectiveness.

However, it must be underscored that the DA in response to this DepEd policy likewise enunciated a policy along this line²⁵. Nonetheless, the said DA policy was oriented in the “promotion of integrated backyard gardening, conduct of capability building, and provision of initial seeds/plant materials, livestock and fish fingerlings to families living in the country’s most vulnerable rural communities”²⁶.

In the succeeding year of 2008, DepEd enunciated another reinforcing policy. This time it advocated “the planting of malunggay (*moringa oleifera*) trees nationwide as an answer to hunger, poverty, and malnutrition”²⁷. More importantly, the policy was designed to “sustain in-school feeding of children with low cost nutritious foods”²⁸. With this policy pronouncement, it opened up the opportunity of promoting underutilized indigenous food resources that are abundant in the locality. Hence, this unlocks the prospect of neglected and underutilized traditional and indigenous vegetables to be incorporated in GPP, which of course can be packaged as an entry point wherein sustainable agricultural practices can be propagated at the level of school gardening.

Furthermore, in 2013 DepEd made another policy pronouncement²⁹. This time it cemented the partnership of DepEd through its Health and Nutrition Center

(HNC) with the Department of Agriculture’s Bureau of Plant Industry (DA-BPI) in order to “address malnutrition and promote vegetable production and consumption among children”³⁰. This policy sanctioned all public elementary and secondary schools in the Philippines to implement GPP. The implementation of this policy was based on the following priorities: prevalence of malnutrition in the locality where the school is situated, high incidence of poverty in the area, beneficiaries of *Pantawid Pamilyang Pilipino Program* (4Ps) – Conditional Cash Transfer Beneficiaries, and academic performance of school below 75% proficiency level and, presence of operational stakeholders³¹. This policy, however, further reinforced the necessary conditions wherein the underutilized traditional and indigenous vegetables can

be packaged for the introduction of sustainable agricultural practice. Nonetheless, this remains to be seen in future policy pronouncements.

Thus, in 2015 DepEd issued the implementing guidelines of the GPP³², which took off from the aforementioned policy. This policy, however, became more explicit in relation to sustainable agricultural practices that must be incorporated in the conduct of GPP. As stated in its general objective:

“Promote food security in schools and communities through self-help food production activities and values among learners and *appreciation of agriculture as a life support system*”³³ (underscoring added). To achieve this, the implementing guidelines of the policy clearly stipulated the strategy of sustaining GPP³⁴, which is as follows:

a) Capacity Building DepEd shall coordinate with the DA in the conduct of trainings.

A standardized training module shall be adopted in all regions that will cover topics on vegetable productions, container and backyard gardening for schools in

24 FAO, *Guide for Policy and Programmatic Actions at Country Level to Address High Food Prices*, Rome: 2011.

25 Department of Agriculture, *Guidelines on the Implementation of Programang Gulayan ng Masa Tungo sa Kanayunang Malusog at Busog sa Pagasa (A Family Farm Program)*, accessed March 30, 2017 http://www.oocities.org/zambo_da9/gulayan_sa_masa.html.

26 *Guidelines on the Implementation of Programang Gulayan ng Masa Tungo sa Kanayunang Malusog at Busog sa Pagasa (A Family Farm Program)*.

27 Department of Education, *Planting of Malunggay Trees in School*, DepEd Memorandum 234 s. 2008, accessed March 23, 2017 http://www.deped.gov.ph/sites/default/files/memo/2014/DM_s2008_234.pdf.

28 *Planting of Malunggay Trees in School*.

29 Department of Education, *Implementation of the Health and Nutrition Center (HNC) – Funded Gulayan sa Paaralan Program Assisted by the Department of Agriculture-Bureau of Plant Industry (DA-BPI)*, accessed March 30, 2017 http://www.deped.gov.ph/sites/default/files/memo/2013/DM_2013_191.pdf.

30 *Implementation of the Health and Nutrition Center (HNC) – Funded Gulayan sa Paaralan Program Assisted by the Department of Agriculture-Bureau of Plant Industry (DA-BPI)*.

31 *Implementation of the Health and Nutrition Center (HNC) – Funded Gulayan sa Paaralan Program Assisted by the Department of Agriculture-Bureau of Plant Industry (DA-BPI)*.

32 Department of Education, *Implementation of the Department of Education (DepEd) Funded Gulayan sa Paaralan Program (GPP) for School Year (SY) 2015-2016* accessed March 27, 2017. http://www.deped.gov.ph/sites/default/files/memo/2015/DM_s2015_089.pdf

33 *Implementation of the Department of Education (DepEd) Funded Gulayan sa Paaralan Program (GPP) for School Year (SY) 2015-2016*.

34 *Implementation of the Department of Education (DepEd) Funded Gulayan sa Paaralan Program (GPP) for School Year (SY) 2015-2016*.

the urban areas, organic fertilizer, and seed production and storage³⁵. With this capacity-building component, it now appears that GPP is open to innovative but sustainable agricultural practices. In the same manner, the vision of making the schools through the GPP a conduit in which human security, social protection and safety nets, could commence in order to achieve food and nutritional security is now on the process of being concretize at the local level.

b) Sustainability of School Gardens

a. Each school shall have at least a minimum of 200 square meters area. For schools without available space, they can adopt container gardening³⁶.

b. Schools are encouraged to adopt the “crop museum” in order to promote crop diversification and sufficiency on the supply of seeds and seedlings³⁷. By encouraging schools to adopt crop museum, another innovative and sustainable agricultural practice is being explicitly endorsed.

c. Starter seeds shall include preferred vegetables seeds, which can help address malnutrition problems in schools, such as leguminous vegetables, root crops, and leafy green vegetables³⁸. These are nutritious but low-cost and mostly indigenous type of vegetables, which are abundant in all school’s locality in the country.

d. The school and community shall be responsible for the establishment and maintenance of school gardens as well as the production of seeds for the next cropping³⁹. Here, community empowerment is being implied so that GPP can flourish and become sustainable. More so, it creates a sense of ownership of the GPP by the community particularly the parents whose children are studying in the school.

e. School gardens shall be continuously maintained and sustained thru establishment of nurseries, seed production in partnership with stakeholders⁴⁰. This can be

stated as another approach in achieving sustainability of GPP.

f. School gardens should be secured to protect the crops from stray animals⁴¹.

g. Each school is encouraged to develop and improve their own garden tools⁴². This is a form of maximizing innovativeness in view of tight budgetary considerations.

h. Organic fertilizers and inputs will be used to enhance soil fertility and improve production yield. Organic inputs may consist of animal wastes (chicken dung), crop residues, food wastes, vermicast, etc.⁴³

i. Each school shall involve the Parent Teachers Association and stakeholders to conduct and maintain the school garden every summer as a measure to sustain the garden and to prepare for the opening of the school year⁴⁴. This approach is now being conducted every beginning of the school year through the Brigada Eskwela⁴⁵.

c) Utilization of the garden yields Garden produced shall be used primarily for feeding however; excess vegetables may be sold for generating income to buy other ingredients for feeding and other planting needs⁴⁶. If the GPP can be scaled up, this approach in attaining sustainability can be further expanded thereby making it a community-supported agriculture via subscription farming. In the same vein, it is on this line that weekend markets, farmers’ markets, food exchanges and packing centers, can be initiated in the community. These will all lead to the establishment of a local food system that will benefit both the schools and its community, hence, assuring food and nutritional security to the people in the community, where the school is situated.

d) Advocacy campaigns

35 *Implementation of the Department of Education (DepEd) Funded Gulayan sa Paaralan Program (GPP) for School Year (SY) 2015-2016.*

36 *Implementation of the Department of Education (DepEd) Funded Gulayan sa Paaralan Program (GPP) for School Year (SY) 2015-2016.*

37 *Implementation of the Department of Education (DepEd) Funded Gulayan sa Paaralan Program (GPP) for School Year (SY) 2015-2016.*

38 *Implementation of the Department of Education (DepEd) Funded Gulayan sa Paaralan Program (GPP) for School Year (SY) 2015-2016.*

39 *Implementation of the Department of Education (DepEd) Funded Gulayan sa Paaralan Program (GPP) for School Year (SY) 2015-2016.*

40 *Implementation of the Department of Education (DepEd) Funded Gulayan sa Paaralan Program (GPP) for School Year (SY) 2015-2016.*

41 *Implementation of the Department of Education (DepEd) Funded Gulayan sa Paaralan Program (GPP) for School Year (SY) 2015-2016.*

42 *Implementation of the Department of Education (DepEd) Funded Gulayan sa Paaralan Program (GPP) for School Year (SY) 2015-2016.*

43 *Implementation of the Department of Education (DepEd) Funded Gulayan sa Paaralan Program (GPP) for School Year (SY) 2015-2016.*

44 *Implementation of the Department of Education (DepEd) Funded Gulayan sa Paaralan Program (GPP) for School Year (SY) 2015-2016.*

45 Department of Education, *Launching Brigada Eskwela Plus and Directing Selected Public Schools to Volunteer in this Community Involvement in Education Initiative*, accessed March 29, 2017 <http://www.deped.gov.ph/orders/do-100-s-2009>

46 *Implementation of the Department of Education (DepEd) Funded Gulayan sa Paaralan Program (GPP) for School Year (SY) 2015-2016.*

a. The nutritional dimension of food production and related messages shall be taught to learners through integration in appropriate subject areas⁴⁷. It is on this aspect that makes the school a conduit in which human security and social protection and safety nets can be concretized at the local-level. Hence, such can be called as a community-based human security and social protection and safety nets.

b. The efforts to increase vegetable productions and consumptions shall be vigorously pursued through quad media like print broadcast, TV and social media⁴⁸. One way of gaining support is through this approach, which this policy has institutionalized.

c. Poster making, slogan writing and cooking contests can also be conducted at the school level during Health and Nutrition month celebrations. This is to create awareness among learners and other stakeholders⁴⁹. On the level of children and adult, this is another viable approach to raise and sustain the awareness of the community on the significant of the GPP.

e) Searches and Awards To give recognition to the best implementers of GPP, a yearly search for outstanding teachers and Best Implementers will be conducted. This is an avenue to highlight best practices of the GPP, which then could be adopted and replicated⁵⁰.

f) Partnerships here is understood that "[b]y working cooperatively with partners the GPP can result in greater impact, reform, and sustainability. The DepEd will work will work with partner-stakeholders in the national, provincial, city and/or municipality levels (LGUs, NGOs, CSOs and other private sector groups) that will maintain the school garden year-round. Partnerships provide better opportunities to harness the strengths and competencies of each other. It can also help in finding ways of doing things to achieve a more efficient program implementation. As a rule, a memorandum of agreement/understanding with partners must be done covering the operation on the implementation of GPP"⁵¹.

g) Best practices shall be documented for possible adoption in other school. That is, bio-intensive gardening, multiple cropping system, organic farming, nursery establishment and management, composting, container/urban gardening, among others⁵².

Accordingly, in 2016 the DepEd issued department memorandum that reinforces the aforementioned 2015 memorandum⁵³. The overall objective of this memorandum was to strengthen the implementation of the Gulayan sa Paaralan Program in public elementary and secondary schools nationwide "to address malnutrition, and promote vegetable production and consumption among school children"⁵⁴. Furthermore, the memorandum was "issued to

sustain school gardens, not only to attain a 63% sustainable garden ... but also

to establish gardens in all schools nationwide"⁵⁵. At the same time, it reiterated the overall objective of the GPP, which "is to promote food security in schools and communities...."⁵⁶

In view of the abovementioned strategies of sustaining GPP, it appears that the policy-framework that could support the introduction of sustainable agriculture in the context of school gardening in the Philippines, has now emerged. At the same time, this latest policy issuance, caps the policy-framework in which the schools became a conduit through GPP in attaining food and nutrition security in the community.

3. METHODS FOR COLLECTING AND ANALYZING LITERATURE

This is a conceptual paper based on a review of policies from the period 1975 to 2017, which the De-

layan sa Paaralan Program (GPP) for School Year (SY) 2015-2016.

52 *Implementation of the Department of Education (DepEd) Funded Gulayan sa Paaralan Program (GPP) for School Year (SY) 2015-2016.*

53 Department of Education, *Strengthening the Implementation of the Gulayan sa Paaralan Program in Public and Secondary Schools Nationwide*, accessed March 31, 2017 http://www.deped.gov.ph/sites/default/files/memo/2016/DM_s2016_223.pdf

54 *Strengthening the Implementation of the Gulayan sa Paaralan Program in Public and Secondary Schools Nationwide.*

55 *Strengthening the Implementation of the Gulayan sa Paaralan Program in Public and Secondary Schools Nationwide.*

56 *Strengthening the Implementation of the Gulayan sa Paaralan Program in Public and Secondary Schools Nationwide.*

47 *Implementation of the Department of Education (DepEd) Funded Gulayan sa Paaralan Program (GPP) for School Year (SY) 2015-2016.*

48 *Implementation of the Department of Education (DepEd) Funded Gulayan sa Paaralan Program (GPP) for School Year (SY) 2015-2016.*

49 *Implementation of the Department of Education (DepEd) Funded Gulayan sa Paaralan Program (GPP) for School Year (SY) 2015-2016.*

50 *Implementation of the Department of Education (DepEd) Funded Gulayan sa Paaralan Program (GPP) for School Year (SY) 2015-2016.*

51 *Implementation of the Department of Education (DepEd) Funded Gu-*

DepEd officially made with regards to GPP. These policies were accessed by visiting the DepEd website in which Department Orders and Department Memoranda were being archived. The word “Gulayan” served as the key word in generating pertinent policies relative to the Gulayan sa Paaralan Program.

4. DISCUSSION

The reviewed literatures or policies were useful for understanding the topic for this conceptual paper. As a result, the literature enabled me to answer the two inquiry questions mentioned in the statement of the problem.

INQUIRY QUESTION 1: *What are the different policies enunciated by the Philippine Government that undergirds GPP, and what are its implication in the fight against hunger and malnutrition?*

FINDING 1:

Every policy pronouncements have bearings in the circumstances in which it arose. This could be the reason why all the policies that were mentioned earlier are best understood using the theoretical lens of human security, social protection and safety nets intervention. The policy pronouncements that were mentioned could be considered as the policy-framework that mirrors the dynamic connection between human security, social protection and safety nets, and food and nutrition security in the context of Gulayan sa Paaralan Program.

The overall policy-framework could be reconstituted based on the policies that were mentioned earlier, which are as follows:

a) Presidential Letter of Instruction No. 248, s. 1975 also known as “Gulayan Sa Kalusugan” (The national vegetable production program in the Philippines).

b) Department Order 1, s. 1991 – “Guidelines for the Implementation of the Education Sector Contingency Plans for All Levels”. This was issued by the Department of Education Culture and Sports (DECS), which was the precursor of the present Department of Education (DepEd).

c) Memorandum No. 77, s. 1995 – *Establishing Every School Within A Garden* of the Department of Education Culture and Sports.

d) Department Memorandum No. 293, s. 2007 - *Gulayan sa Paaralan* of the Department of Education.

e) Department Memorandum No. 234, s. 2008 – *Planting of Malungay Trees in School* of the Department of Education.

f) Administrative Order No. 11, s. 2006. – *Guidelines on the Implementation of Programang Gulayan ng Masa Tungo sa Kanayunang Malusog at Busog sa Pagasa (A Family Farm Program)* of the Department of Agriculture.

g) Department Memorandum No. 191, s. 2013 – *Implementation of the Health and Nutrition Center (HNC) – Funded Gulayan sa Paaralan Program (GPP) Assisted by the Department of Agriculture-Bureau of Plant and Industry (DA-BPI)* of the Department of Education.

h) Department Memorandum No. 89, s. 2015 – *Implementation of the Department of Education (DepEd) Funded Gulayan sa Paaralan (GPP) for School Year 2015-2016* of the Department of Education.

i) Department Memorandum No. 223, s. 2016 – *Strengthening the Implementation of the Gulayan sa Paaralan Program in Public Elementary and Secondary Schools Nationwide* of the Department of Education.

Taken as in its entirety, these policies laid down the policy-framework that could address the challenges and issues of food and nutritional security. Addressing the broad range of food and nutritional insecurities faced by vulnerable communities entails protection of “the vital core of all human lives in ways that enhance human freedoms and human fulfillment”⁵⁷, which of course is the central point of human security. To put it a little differently, hunger and malnutrition, which are essentially the two primary issues, which the policy-framework had to deal with, are vital for human life. Hence, the proliferation of hunger and malnutrition in our communities connote a restriction or are even detrimental to human freedom and human fulfillment. Therefore, the policy-framework that was laid down can integrally deal with issues and its ramifications in the areas of food and nutritional security that the Philippine Republic is now facing.

As implied in the review of literature, the Gulayan sa Kalusugan Program (or the National Vegetable Production Program of the Philippines) of Pres. Ferdinand

57 *Human Security in Theory and Practice: An Overview of the Human Security Concept*, 5.

Marcos is best understood as a social protection policy. Specifically against the "effects of seasonal fluctuations of supply and prices"⁵⁸ while at the same time "as safety nets in the uncertainties of future prices by means of contract purchasing arrangements for future delivery of vegetables and food crops"⁵⁹. This policy could be considered as the first stone to be laid, so to say, in order to evolve an overall policy-framework that could address food and nutrition security will evolve. However, the policy enunciated by Pres.

Ferdinand Marcos did not only recognize the necessities of food security but I also provided a two-pronged approach in fighting hunger and malnutrition by way of a national vegetable production program. As a result, the policy created new dynamics wherein it becomes necessary for GPP to be tied up with the government's nutrition programs. Consequently, it sets the tone for succeeding policies in addressing food security and malnutrition. Not only that, it placed into a clearer perspective the manner in which the Philippine government will handle issues and challenges on food and nutritional security. Nevertheless, the relevance of the policy with its concomitant approaches and strategies will be irrelevant for setting up transnational agenda in fighting hunger worldwide, if its best practices and success stories could not be disseminated and replicated worldwide.

Along the same lines, the aforementioned policies were not promulgated out of nowhere but rather they were crafted in response to concrete issues and challenges facing the nation in a given historical moment. For instance, the promulgation of Pres. Marcos of the *Gulayan sa Kalusugan Program* was in response to the effect of the oil crisis of the '70s. In the same manner, the 1991 policy pronouncement of the Department of Education Culture and Sports (DECS) that incorporates the *Gulayan sa Paaralan* as part of the education sector contingency plans was in the context of the Gulf crisis in the Middle East that caused alarm and insecurity to the Filipino people of that time. Likewise, the succeeding policy pronouncements were responses to the 2008 financial crisis that resulted to the increasing incidence of hunger and malnutrition especially the poor and children. All such crises convey a message of mishandling

58 *Gulayan Sa Kalusugan (The National Vegetable Production Program in the Philippines)*.

59 *Gulayan Sa Kalusugan (The National Vegetable Production Program in the Philippines)*.

of policies and misgovernment that impacted all areas of human security. However, it was also through these crises that fortified the resolve towards a new dynamics of regional and global networks in order to fight hunger and malnutrition. An example of this was the conference on the promotion of indigenous food resources for food security and nutrition in Asia and the Pacific⁶⁰ spearheaded by the Food and Agriculture Organization (FAO) of the United Nation. Through this kind of conference, international institution, that is, the FAO was able to gather stakeholders thereby created different networks for food and nutrition security. While at the same time, the conference initiated the creation of multiple channels of communication that can facilitate the sensitization of the participant's respective governments and their civil society organizations and non-government organizations, whose thrust is in the area of food and nutrition security. In this way, a concerted front is being created in fighting hunger and malnutrition. Moreover, in such kind of conference it provides incentives in which to share knowledge on different models of zero hunger actions, which must be adopted and to document such knowledge for further dissemination. With that, a possible bilateral or even a triangular cooperation can be initiated in fighting hunger.

On one hand, the aforesaid conference that FAO initiated had another ramification particularly on the design and implementation of SDG 2 viz. *Achieving zero hunger*. The output of the conference denote that the fight against hunger demands concerted efforts at the global level while at the same time such effort must be anchored on specific strategies and innovative approaches relative to the cultural idiosyncrasies at the national level. On the case of the Philippines, the institutions that underpinned said policies are the DA and the DepEd. They were on the forefront in the allocation of resources in addressing the issues pertaining to food security, fighting hunger, and malnutrition in the community. The convergence of the resources of these two institutions expedited the implementation of GPP as the strategy in addressing hunger and malnutrition.

In general, the policy-framework that resulted out of these various policy pronouncements have now defined the school as a significant or the ideal place to kick

60 Food and Agriculture organization, *Promotion of Underutilized indigenous Food Resources for Food Security and Nutrition in Asia and the Pacific*, Bangkok, 2014 (ISBN 978-92-5-108237-9).

off program/project that will lead in the institutionalization of a community food basket in fighting hunger and malnutrition in the community using innovative but sustainable agricultural practices. On this premise, the policy-framework posited that GPP needed to continue production not only during the annual 120 days of SBFP but throughout the entire year, hence, scaling it up into a new level of functionality.

With this, the schools surplus must find its way in the local markets as add-on income of the school. This is supported by the fact that schools are now empowered to raise its own sources of funding by virtue of Republic Act 9155 that mandated the DepEd to implement the School-Based Management⁶¹ (SBM) program. The SBM can be used as facilitating factor in the marketing of vegetable production that will result in the scaling up of GPP. As this suggests, this necessitates the creation of network of schools as the umbrella of all schools producing veggies. This must be done with backing from the community, stakeholders, and the private sector. In this way, the schools in a given schools division will have greater advantage in marketing their produce in volume to local markets and local businesspersons. This is one way of eradicating hunger in the community by using the schools as pivot. The schools serving as the pivot within the locality is a crucial strategy for such a program because it will create a movement within the community that will promote weekend markets, farmers' markets, food exchanges and packing centers as well as community-supported gardening, whose produce is patronize in the community. Eventually, this will all lead to the establishment of a local food system that will benefit both consumers and producers within the locality or community.

Furthermore, the feasibility of using the school became more practical in view of the fact that a policy-framework that institutionalized GPP is already in place, therefore, suggestive that the schools are operationally viable for such a program intervention in addressing hunger and malnutrition in the community. Finally, it is also in schools in which the necessary structure for knowledge disseminations are in place that can propel innovation in sustainable food production at the level

of school gardening.

INQUIRY QUESTION 2: Is the policy-framework that resulted from these policy pronouncements able to demonstrate the interaction between the concept of human security, social protection and safety nets, and food and nutritional security?

FINDING 2: Now, given the fact that explicit in the policy-framework is that the school through the GPP is the locus in fighting hunger and malnutrition, this only mirrors the significant role the schools have to play in the fight against hunger and malnutrition. Besides, what seems unique in these policies with regards to the concepts of human security, social safety nets, and food and nutritional security is that the school serves as the tangible conduit in which the concrete realization of these concepts can be initiated and propelled.

The concept of human security cuts across different aspects of human life⁶². As such, it encompasses issues that delve in the area of food security, which is of course vital for the existence of human life. However, the concept of social safety nets is also an important component of any comprehensive strategy in fighting hunger and malnutrition so that human freedom and human fulfillment can be attained. On this consideration, the abovementioned policy-framework was actually social safety nets in which the components of the strategy of the Philippine government in fighting hunger and malnutrition by way of attaining food and nutritional security through GPP is embedded.

The interaction between human security and social safety nets in relation to the policy-framework is an important consideration that must be discerned. This interaction can be described in this manner. That is, human security can be likened to a foundational stone on which the policy-framework, the result of all those policies mentioned above, found its footing. From the notion of human security emanates various social protection policies, thereby creating safety nets intervention in the form of *Gulayan sa Paaralan Program* as the means of protecting the vulnerable segments of our society.

61 Republic Act No. 9155. *An Act Instituting a Framework of Governance for Basic Education, Establishing Authority and Accountability, Renaming the Department of Education, Culture and Sports as the Department of Education, and for Other Purposes*, accessed March 31, 2017 <http://www.gov.ph/2001/08/11/republic-act-no-9155/>.

62 *Human Security in Theory and Practice: An Overview of the Human Security Concept*, 6.

5. CONCLUSIONS

To conclude, from the vantage point of the research theoretical perspective, the policies that were reviewed indeed had shown the policy-framework in which the school through Gulayan sa Paaralan Program can be a potential factor in the Philippine government's fight against hunger and malnutrition. However, such a potential remains to be seen, that is, if the Gulayan sa Paaralan Program can be scaled up, as a community food basket within the locality in the school is located. Such envisaged project is particularly viable in schools in the rural areas, where vast tract of school lands remains uncultivated, and where high incidence of hunger and malnutrition can be found.

On the other hand, using the same theoretical lens, the research was able to discern that mirrored in this policy-framework and concretized by the Gulayan sa Paaralan Program are the dynamic interaction of the concepts of human security, social protection and safety nets, and food and nutrition security.

6. RECOMMENDATIONS FOR FUTURE RESEARCH

For future research, a quantitative and qualitative approach is to be conducted to obtain data on how the policy-framework can be harnessed. In so doing, GPP with the use of sustainable agricultural practices can be scaled up into a community *food basket* in fighting malnutrition and hunger in the locality where the school is situated. This is a participatory research in which active involvement by the teachers, school administrators, the community, and stakeholders are required. A combination of quantitative and qualitative method would be needed in order to address the research question: "Through sustainable agricultural practices, and with participation from community stakeholders, can GPP be scaled up into a community food basket in view of the fact that the policy-framework is now in place?"

The procedures for conducting the research have to be participatory in nature so that community and stakeholder participations can be maximized; and, likewise, create a sense of ownership to all those involved in the research. The research output is in the form of a project intervention. This project intervention would be the first of its kind considering that it aims towards

making the school through the GPP a community food basket. The overall objective is the utilization of vast tracts of uncultivated areas specifically found and available in schools situated in the rural areas, which also have high incidence of food and nutrition insecurity. By first targeting the schools in the rural area, the prospect of such a research-project BECAME more viable to BECOME a success.

Finally, in the conduct of this action research, it would be imperative that criteria be established in choosing which schools in the rural area could take part in the study. The criteria must be obtained through consultation with schools division administrators, principals, teachers and members of the parent-teachers associations. A minimum of one school per school district must take part in the research. The subsequent best practices that will then be identified must be replicated and scaled up.

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