



Transportation and Safety during Emergencies

震災特別プロジェクト主催セッション 「非常時の交通と安全」

"Transportation and Safety during Emergencies" Session by IATSS Special Research Project Team on Great East Japan Earthquake

2012年9月21日(金) 13:30~17:00

Friday, 21 September 2012

International Workshop







目次 contents

■研究報告	Research Report		
	林良嗣	Yoshitsugu Hayashi ———	P3
■基調講演	Keynote Address		
	五百旗頭 真	Makoto lokibe ———	P17
■パネルディ	スカッション	Panel Discussion	
	Prof. Sutanto	P21	
	Dr. Srikantha l	P37	



林良嗣 Yoshitsugu Hayashi



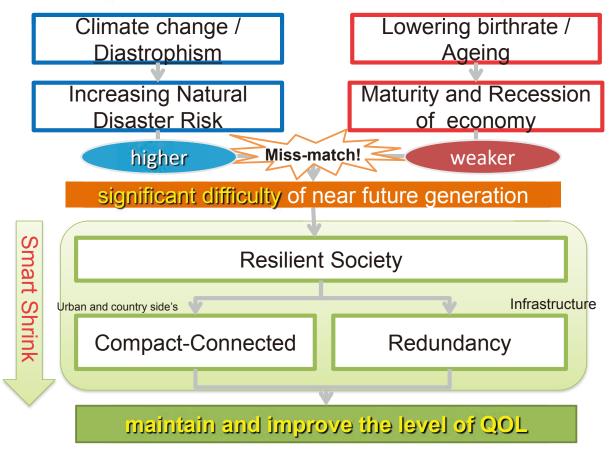




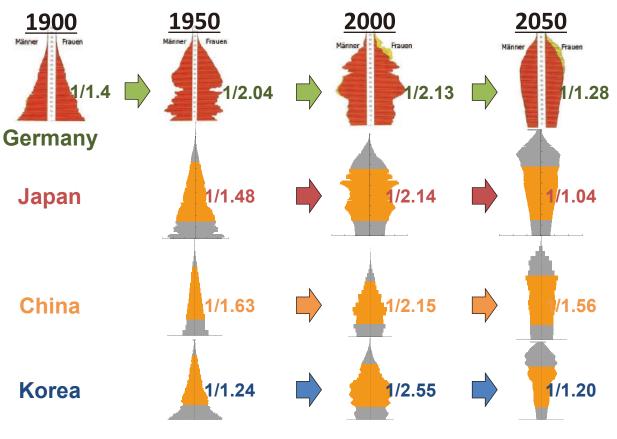


How to recognize the Great East Japan Earthquake

Changes in Natural and Social acceptability



Ageing (Growth \rightarrow Maturity \rightarrow Shrink)



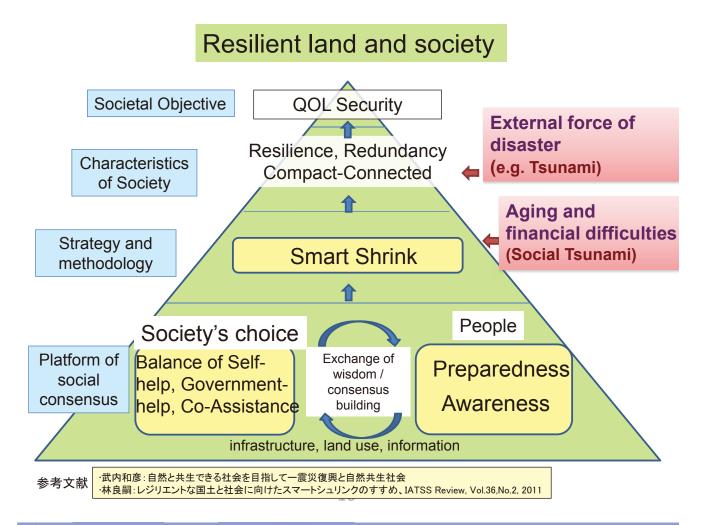
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6

Japanese cities



Requirement for Resilient Land and Society



5)IATSS Review 特集号

Vo.36,No.2 Oct.,2011

International Association of Traffic and Safety Sciences	<論壇> 大震災復興 三つのウエア	小口泰平
	<特集/東日本大震災復興に向けた提言安全・安心な交通社会を創る> ・特集にあたって ・自然と共生できる社会を目指して一震災復興と自然共生社会	森本章倫 武内和彦
1日 日本 1日本 1日本 1日本 1日本 1日本 1日本 1日本 1日本 1日	・非常時の交通・地域マネジメント ーしなやかマネジメントを目指してー ・非常時の人間・社会セキュリティー睡眠の確保と整備ー	久保田 尚 林 良嗣 高橋正也
₩ ☆€₩4	・都市の交通・環境インフラ復興に向けて ・農山漁村地域の交通・環境インフラストラクチャーの復興 ・危機管理・震災復興のための法・政策システム ・危機管理・震災復興に向けて一経済学の立場から ・国際社会に向けた情報発信	高高山 谷川 武 森本章倫 一ノ瀬友博 今井猛嘉 竹内健蔵 北村友人
	・ラウンドアバウトの被災地復興への貢献	中村英樹 浜岡秀勝
······ 旧称交通安全学会	・譲り合いの生活道路	久保田 尚 上野俊司 伊藤将司
	・レジリエントな国土と社会に向けたスマートシュリンクのすすめ	林 良嗣
	<座談会> ・東日本大震災復興:分野横断的な取り組みに向けて	石川幹子

森田 朗 吉村秀實 林 良嗣

Three strategies for resilient land and society

Resilience

- Opposing/Adaptive infrastructure (Seewall in Taro, Iwate Pref.) ※New wall: collapsed, Old wall: survived
- Infrastructure Alignment (Case of Sendai east motor way)

Redundancy

- Failure of emergency mode (Route 43 at the Great Hanshin-Awaji Earthquake)
- Lack of redundancy(Eastern Sendai Motorway)

Compact-Connected

- Removal to high land (Case of Ofunato and Kamaishi)
- Regeneration of Social Connectivity (Shanghai)

Strategy for resilient land and society(1)

Resilience

Countermeasure/resilient infrastructure (Seewall in Taro, Iwate Pref.)

XNew wall: collapsed, Old wall: survived

Infrastructure Alignment (Case of Sendai east motor way)

Redundancy

- Failure of emergency mode (Route 43 at the Great Hanshin-Awaji earthquake)
- Failure of redundancy(Express way network in Tohoku area)

Compact-Connected

- Move to higher ground (Case of Ofunato and Kamaishi)
- Regeneration of social bonds(Shanghai)

13



Strategy for resilient land and society(2)

Resilience

- Countermeasure/resilient infrastructure (coast levee in Taro, Miyako, Iwate)
 - XNew levee: collapsed, Old levee: survive
- Importance of infrastructure arrangement planning(Case of Sendai east motor way)

Redundancy

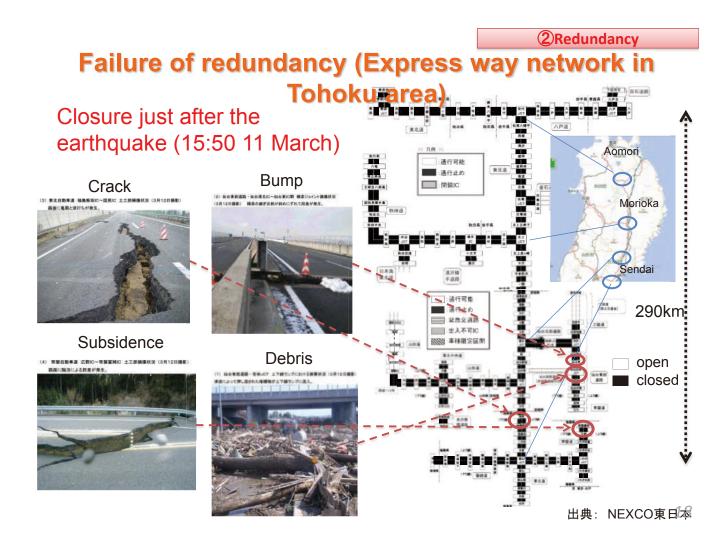
- Failure of emergency mode (Route 43 at the Great Hanshin-Awaji Earthquake)
- Lack of redundancy(Eastern Sendai Motorway)

Compact-Connected

- Move to higher ground(Case of Ofunato and Kamaishi)
- Regeneration of social bonds(Shanghai)

> 出典:国土交通省 近畿地方整備

出典:神戸市 市民参画推進局 広報課



Strategy for resilient land and society(3)

Resilience

- Countermeasure/resilient infrastructure (coast levee in Taro, Miyako, Iwate)
 - XNew levee: collapsed, Old levee: survive
- Importance of infrastructure arrangement planning(Case of Sendai east motor way)

COLOR

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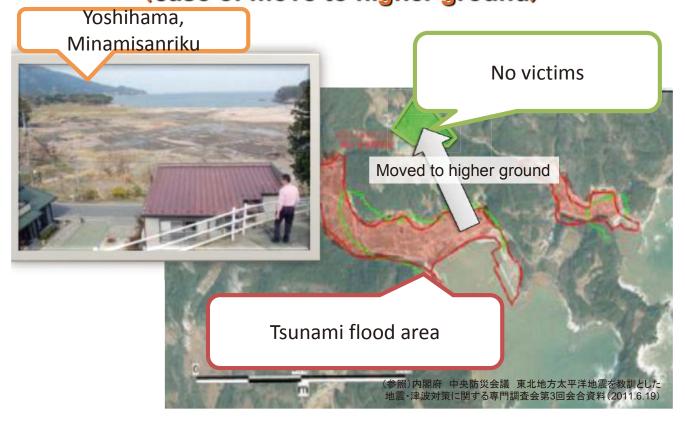
Redundancy

- Failure of emergency mode (Route 43 at the Great Hanshin-Awaji earthquake)
- Failure of redundancy(Express way network in Tohoku area)

Compact-Connected

- Removal to high land (Case of Ofunato and Kamaishi)
- Regeneration of Social Connectivity (Shanghai)

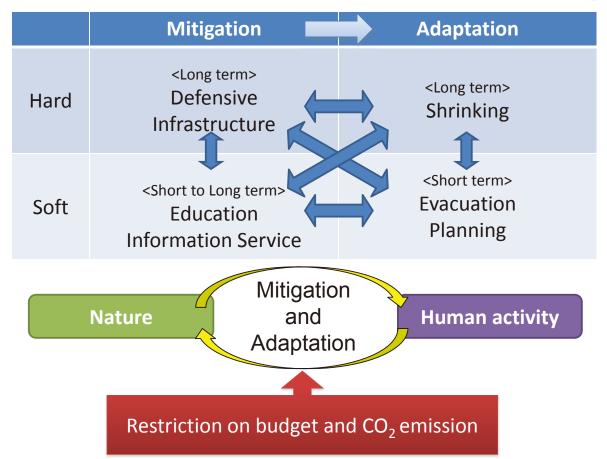
Long term evacuation (case of move to higher ground)



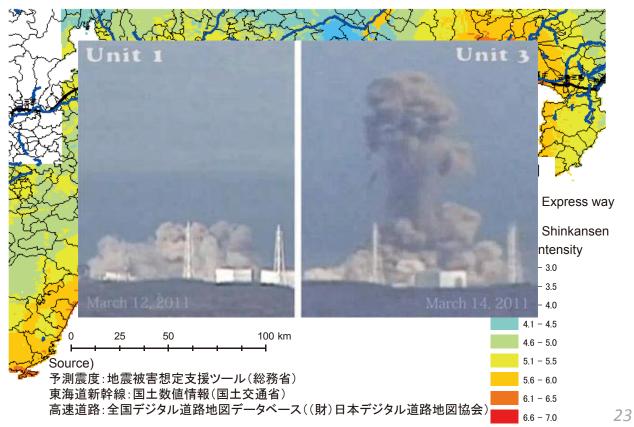
Compact-Connected Regeneration of social bonds(Shanghai)



Countermeasures for Resilient Land and Society



Predicted seismic intensity of Tokai earth quake and trunk lines



22

基調講演 Keynote Address



国際交通安全学会 国際シンポジウム 「非常時の交通と安全」基調講演

「東日本大震災の復興と教訓」

公立大学法人熊本県立大学理事長 五百旗頭真

はじめに ------ この列島の住民の伝統的な生き方

- (1) 自然と共生し、豊かな自然の恵みの中で生きる
- (2)時に暴虐なる大自然に対し、首をすくめてやり過ごし、同じ家を再建
- (3) 砂丘プラス貞山堀、加藤清正の治水など、治山治水の伝統

1 近現代の対処

- (1) 明治三陸津波後の高台移転 ------ 不便という代償
- (2) 戦後の防災
- •1959年伊勢湾台風→1960年災害対策基本法
- ・以後、一災害毎に、後追いパッチワーク的防災強化(実感主義)
- ・阪神淡路(1995)後に数個の新法 ------ ほぼ完成か
- (3) あとは「津波防災」(河田恵昭書、岩波新書)

2 東日本大震災 ------ 広域複合災害

- (1) 大地震(M:9.0)には強かった日本社会
- (2) 大津波に対し不十分な日本社会、ただこの地なればこそ(cfスマトラ)
- (3) 原発と閉鎖的専門集団

3 復興の特徴

- (1) 関東大震災後 ------ 後藤新平の復興院とその挫折
- (2) 阪神淡路大震災 ------ スピーディーな具体的提言と全政府態勢
- (3) 東日本大震災
- ①遅い復興の足取り
- ②提言書「悲惨のなかの希望」
- ③復旧に留まらない全般的復興(より安全なまち、生業・農業の再生、 長寿社会、再生可能エネルギー等への対応)
- ④「減災」概念、「特区」手法、創造的復興
- ⑤復興税を伴う財源

おわりに ------ 今後の課題

- (1) まちづくりプランの合意決定
- (2) なぜガレキで鎮魂の森をつくらないのか
- (3) 貞観地震後 ----- 悪夢のシナリオ
- (4) 自衛隊を減らし続けてよいのか
- (5) 次なる大災害と関西広域連合・海兵隊
- (6) 南海・東南海・東海 ------ 津波防災地域づくりに関する法律

パネルディスカッション Panel Discussion

Prof. Sutanto Soehodho / Indonesia



"URBAN PROBLEMS, DISASTER RISK AND ITS RESOLUTION : JAKARTA CASE "

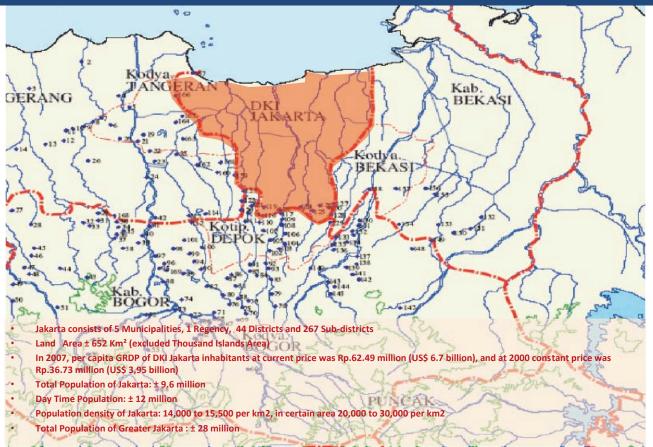


JAKARTA CAPITAL CITY GOVERNMENT

SUTANTO SOEHODHO

DEPUTY GOVERNOR OF JAKARTA FOR TRADE, INDUSTRY AND TRANSPORTATION AND PROFESSOR OF TRANSPORTATION, UNIVERSITY OF INDONESIA

GREATER JAKARTA OVERVIEW



JAKARTA TRANSPORTATION OVERVIEW

- Number of motorized vehicles in 2010 is more than 6,5 million consist of 98.2% private vehicles and 1.8% public transport. Trip annual growth is 9,5% in the last 5 years.
- New vehicles : 240 unit cars, 890 unit motorcycles per day
- Modal share of public transport in 2010 is 17.8%, motorcycle is 42.8% and private vehicle is 12.4%.
- Road length = 7.650 km with the road area = 40,1 km² (6,2% from total area of the city). Annual average growth of road length = ± 0,01%.
- Total demand for public transport in DKI Jakarta has reached 20 million trips/day



PORTRAIT OF TRANSPORTATION PROBLEMS IN JAKARTA



TRANSPORTATION PROBLEMS IN JAKARTA

- 1. The number and variety of vehicles on the roads far exceeds the capacity of existing roadway infrastructure;
- 2. Poor of public transportation services;
- 3. Road conditions vary from good to dangerously poor;
- 4. Road safety awareness is very low, and many drivers, especially the motorcycle and moped drivers, disregard most traffic laws.

TRAFFIC ACCIDENT IN JAKARTA

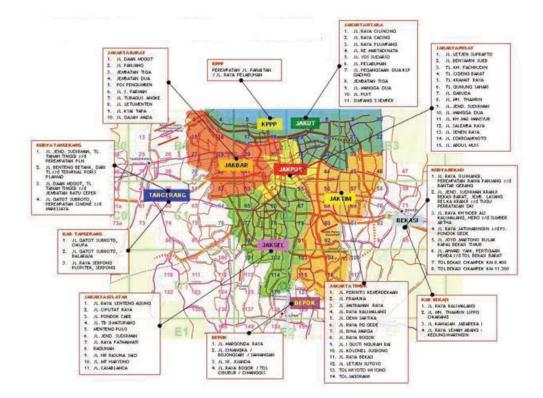
Year	Traffic Accidents (case)	Dead (person)	Seriously Injured (person)	Slight Injured (person)	Economic Losses (Rp million)
2011	7,817	984	2,706	6,093	17,722
2010	8,235	1,048	3,473	5,825	17,744
2009	7,329	1,071	3,388	5,155	12,393
2008	6,393	1,169	2,597	4,317	NA
2007	5,154	999	2,345	3,398	NA
2006	4,407	1,128	2,372	2,188	NA

Source : Jakarta Police Department (2012)





JAKARTA TRAFFIC ACCIDENT MAP



FIRE INCIDENT IN JAKARTA

- During 2006 2010 : 3.317 Fire Incidents, 90% occured in slum areas;
- 36.478 households (or 1.046.161 people) are suffered from the fire incidents;
- Casualty : 82 dead and 238 injured;
- Fire Coverage : 1,339,489 square meter;
- Losses : Rp.669,3 billion (US\$ 71,97 million);
- Causes: 54,6% due to short circuit and 10% stove explosion.



FIRE INCIDENT IN JAKARTA

Year	Fire Incidents (case)	Dead (person)	Injured (person)	Economic Losses (Rp billion)
2011	963	13	67	180
2010	693	21	69	205
2009	769	NA	NA	253
2008	792	NA	NA	222

Source : Jakarta Provincial Disaster Risk Management Agency (2012)



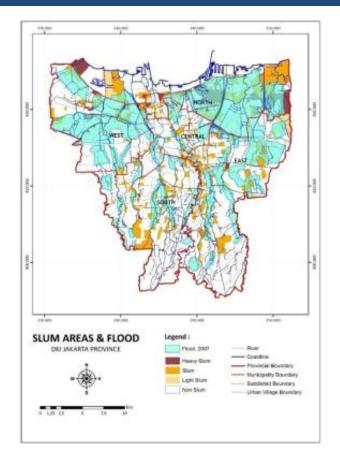


JAKARTA FLOOD 2007



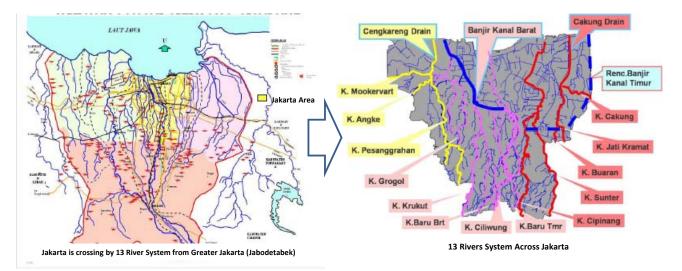
In February 2007, Jakarta was hit by one of the worst flood ever experience (return period 50 years), covering 70% of metropolitan area, with total Financial Loss of US \$ 879,12 million, and Loss of Lives: 79, Refugees: 223,203.

JAKARTA FLOOD 2007



FLOOD RELATED FACTORS

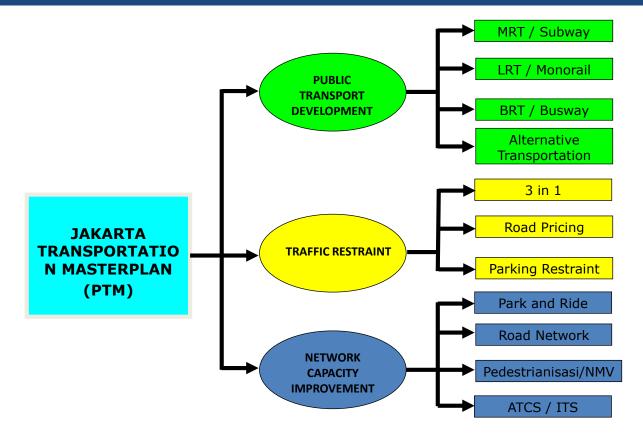
- Jakarta is crossing by 13 River System from Greater Jakarta (Jabodetabek).
- 40% of Jakarta area, particularly at part of North Jakarta is a low-land, lies below Mean Sea Level.
- Land subsidence increased by 0.5 cm per year.
- High tide due to the increasing of Mean Sea Level by 0.5 cm per year as an impact of global warming
- Heavy rain fall due to the increasing of sea surface temperature to 0.5 1° C



MAIN CAUSES OF FLOODS IN JAKARTA

- 1. Encroachment of river corridors / drainage canals;
- 2. Reduced drainage capacity of rivers and canals due to sedimentation;
- 3. Land subsidence (North Jakarta) due to excessive ground water abstraction;
- 4. Indiscriminate solid waste disposal in rivers and canals;
- 5. Residential and commercial use of retention areas, open space and green areas particularly at upstream area outside Jakarta;
- 6. Insufficient retention and storage capacity upstreams (deforestation, real estate development, encroachment of natural lakes and reservoirs).

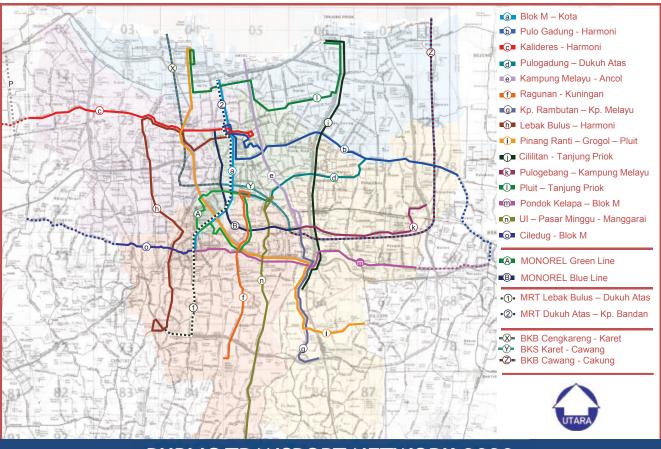
TRANSPORTATION RESOLUTION : 3 STRATEGY IN JAKARTA TRANSPORTATION MASTERPLAN



FIRST STRATEGY : PUBLIC TRANSPORT DEVELOPMENT

- 1. Mass Rapid Transit (Subway)
- 2. Light Rail Transit (Monorail)
- 3. Bus Rapid Transit (Busway)
- 4. Alternative Transportation (Waterways)





PUBLIC TRANSPORT NETWORK 2020 JAKARTA TRANSPORTATION MASTERPLAN

SECOND STRATEGY : TRAFFIC RESTRAINT

- 1. Traffic Restraint Zone (3 in 1)
- 2. Electronic Road Pricing (ERP)
- 3. Parking Control and Pricing
- 4. Park & Ride Development

THIRD STRATEGY : NETWORK CAPACITY DEVELOPMENT

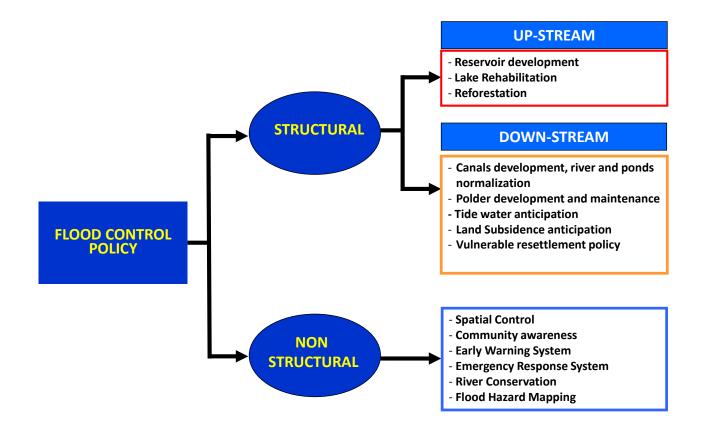
- **1.** Area Traffic Control System (ATCS) Development
- 2. Road Maintenance and Improvement
- 3. Flyover and Underpass Development
- 4. Toll Road Development
- 5. Pedestrian Facility Improvement

INTELLEGENT TRANSPORTATION SYSTEMS IMPLEMENTATION

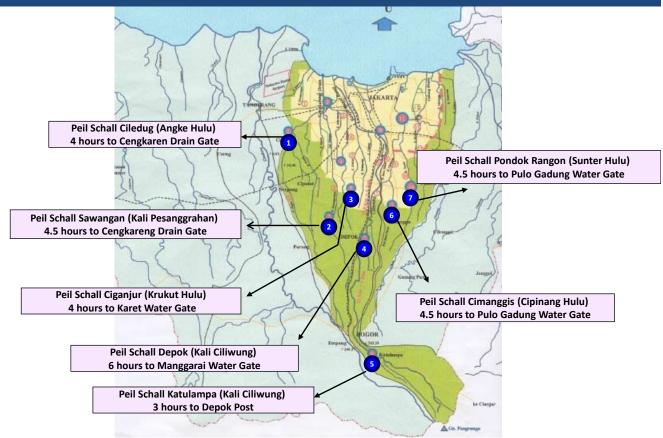
- 1. Area Traffic Control System (ATCS)
- 2. Electronic Road Pricing (ERP)
- 3. Traffic Management Center (TMC)
- 4. Bus Rapid Transit (BRT) Automation

7

FLOOD RESOLUTION : FLOOD CONTROL POLICY



JAKARTA'S FLOOD EARLY WARNING SYSTEM



SPATIAL PLANNING STRATEGY FOR JAKARTA 2030

- 1. Developing Jakarta to the West, East and North and controlling development to the South
- 2. Expanding the development to the North while managing the Jakarta Bay through reclamation and building the International Hub Port
- 3. Optimizing and developing system of centre for service and trade, goods distribution, tourism and creative economy, both within national and international scale, supported with sufficient infrastructure and facilities
- 4. Developing <u>Mass Rapid Transit</u> system as a backbone of transportation network and implementing <u>Transit Oriented</u> <u>Development</u> for the area surrounding
- 5. Implementing **redevelopment**, **revitalizations**, and **renewing** areas in the city that is strategic and with high potency
- Developing infrastructure and facilities for <u>flood control</u> by polder system development, returning and refunctioning dams and reservoir, river normalization and building wall defense for sea and river





SPATIAL PLANNING STRATEGY FOR JAKARTA 2030

- 7. Integrating infrastructure system of Jakarta with Bodetabek
- 8. Optimizing the utilization of land by **developing vertical housing** and selectively implementing the renewable and improvement of "kampung" area
- 9. Controlling ribbon development by consolidating commercial activities into centers
- 10. Preserving **heritage area** for tourism, cultural, historical and science interests
- 11. Protecting the conservation area, water resources and green open space for ecology balance
- 12. <u>Anticipating global warming</u> by implementing green building concept





ROLES OF GEO-SPATIAL, SATELLITE AND REMOTE SENSING

- 1. Provide synoptic overview of pre- and post-situation;
- 2. Substitute non-existing or outdated maps;
- 3. Provide tailored thematic information (damage);
- 4. Support the field mission planning (where is the most affected area, what type of damage can we expect, etc.);
- 5. Extrapolate field observations to statistically (more) reliable estimates of the total scale of the damage;
- 6. Unbiased information that is not distorted for political reasons or other forms of misinformation .

IMPORTANT STEPS TAKEN BY DKI JAKARTA GOVERNMENT

- Establishing of the provincial disaster risk management agency (BPBD);
- 2. Jakarta Coastal Defense Project to build a 60 km long sea defense along coast to prevent damage both from tsunami risk, land subsidence and sea level rise;
- 3. Jakarta Urgent Flood Mitigation Project : conducted a study of dredging plan for river across Greater Jakarta Area;
- 4. The Jakarta Building Control and Monitoring Office is develo ping a risk map for Jakarta within micro zones of 150 square meters (for each zones), which analyzes buildings and soil condition within each. This program relates to earthquakes and building quality;

IMPORTANT STEPS TAKEN BY DKI JAKARTA GOVERNMENT

- 5. Empowering the civic police to undertake enforcement for traffic support, social issues, and disaster mitigations;
- 6. Implementing the PTM in the multi-years basis to rescue traffic problems in the short, medium and long term periods;
- 7. Establishing the crisis center managed by civic police and fire brigade to monitor incidents on day-to-day basis.

パネルディスカッション Panel Discussion

Dr. Srikantha Herath / Sri Ianka



Managing Catastrophic Disasters

Srikantha Herath

Senior Academic Programme Officer United Nations University, Institute for Sustainability and Peace

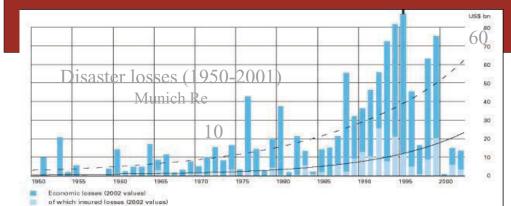
Outline

- Disaster trends
- Impact of 2004 Indian Ocean Tsunami in Sri Lanka and comparison with Tohoku experiences
- Disaster impacts in Frequency Loss domain
- Recovery experiences from Sri Lanka
- Lessons for sustainable catastrophic risk management



1

Global Disaster Trends and Characteristics



•Disaster losses have increased by 7 times in last 40 years

•Ratio to insured vs. non insured has expanded

This talk will focus on flood disasters mainly

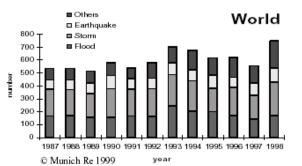


Are floods increasing?

Hydrometeorological

Geological

0



Biological



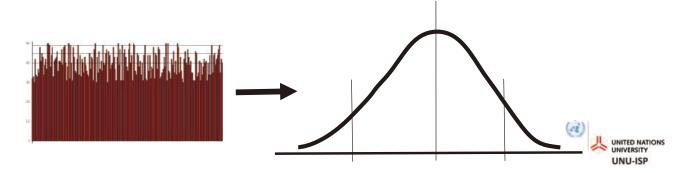
- Munich Re study from a 25 year data base show that there is no significant change in the number of disasters from 1987 to 1998 (verified data). Comparison of total disasters to catastrophic disasters show a slight increase of total disasters due to the increased information flow.
- However, the economic loss has increased significantly over the past decades

Flood Trends and Global Chan Thomas Loster	<u>ige</u>	Decade 1950-59	Decade 1960-69	Decade 1970-79	Decade 1980-89	last 10 1989-98	Factor last 10:5(Factor) last 10:60	
Proceedings of the EuroConference on Global Change and Catastrophe Risk	Number Economic losses	7 27.9	7 20.2	9 19.2	20 25.5	34 199.6	4.9 7.2	4.9 9.9	
Management: Flood Risks in Europe	Insured losses		0.2	0.4	1.4	7.4		37	
IIASA Laxenburg, Austria	Losses in bn US-\$ - v	Losses in bn US-\$ - values 1998						© Munich Re 1999	

40

Extreme Events

- Extreme Events refer to events that are rare at a given place and time
 - Rainfall, temperature, wind, pressure
- How rare?
 - less than 10th percentile
 - greater than 90th percentile

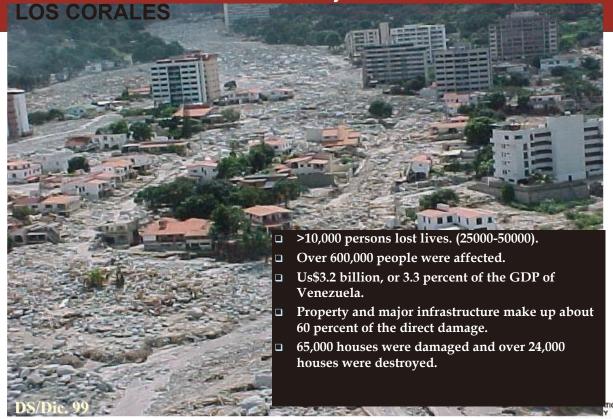


Why losses are increasing?

- Increased exposure
 - Population growth
 - Migration to vulnerable areas
 - Coastal areas
 - Flood plains
- Increase in the value of assets
- Increase in the vulnerability of structures (infrastructure, buildings due to aging)
- Changes in environmental conditions
 - Urbanization
 - Climate change.

Catastrophic Disasters

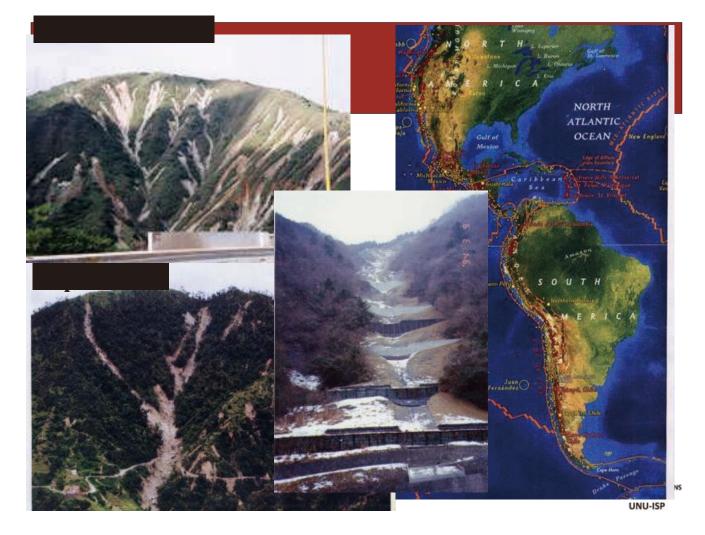
Venezuela, debris flow



Development in vulnerable areas



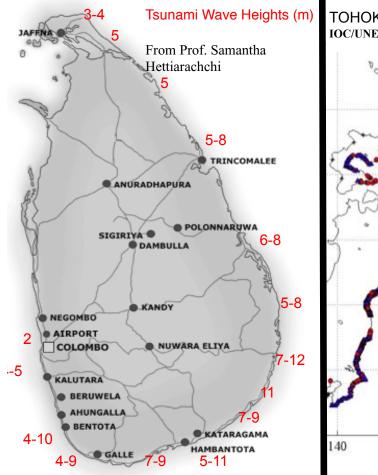
UNU-ISI



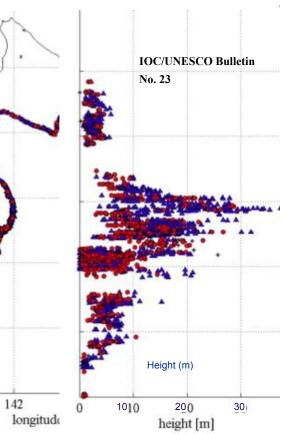
2004 Indian Ocean Tsunami



- In Sri Lanka estimates stood at more than 31,000 lives lost, 4,100 missing and 1 million affected. Almost half of the affected lost their livelihoods
- Sri Lanka: 1,809 persons killed per 1 million inhabitants; Next was Indonesia with 759 persons killed per million
- Economic losses at about 7% of GDP. Economic growth will drop by 1% (6 -> 5%)
- Damage to housing: 50,000(full) +38500 (partial)
 >Build 100,000 new houses.



TOHOKU EARTHQUAKE TSUNAMI HEIGHTS IOC/UNESCO Bulletin No. 23 As of 2 May 2011

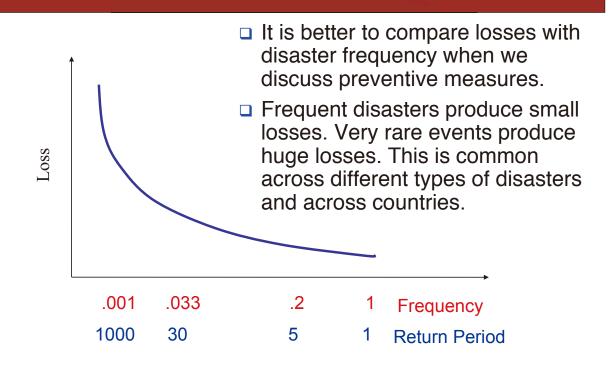




- Japan Losses are estimated 15,093 deaths, and 9,121 people missing .
- 195 persons per 1 million of population lost their lives.
- The Japanese Government estimates total economic losses from the Tohoku disaster to be between US\$198 to 309 billion, approximately 3.6 percent to 5.7 percent of 2010 GDP.
- Over 125,000 buildings damaged o destroyed, about 1/4 of new constructions per year.

The magnitude of the Tsunami in Japan is much higher than that of Sri Lanka. If the same event happened in Sri Lanka the casualties could be extremely high where as the magnitude of 2004 Indian ocean tsunami would have a much lower impact in Japan.

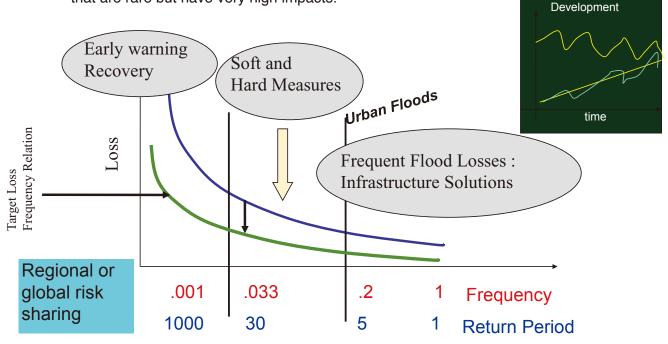
Frequency Loss Relation and Risk Reduction Strategies



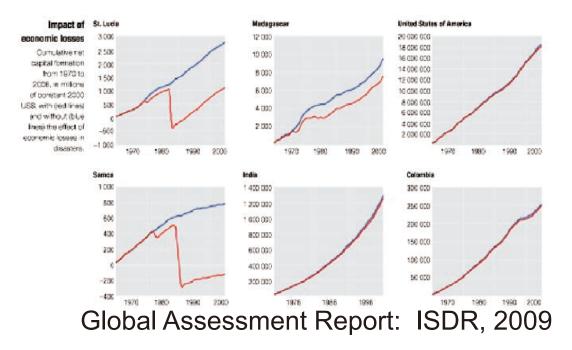
Frequency Loss Relation and Risk Reduction Strategies

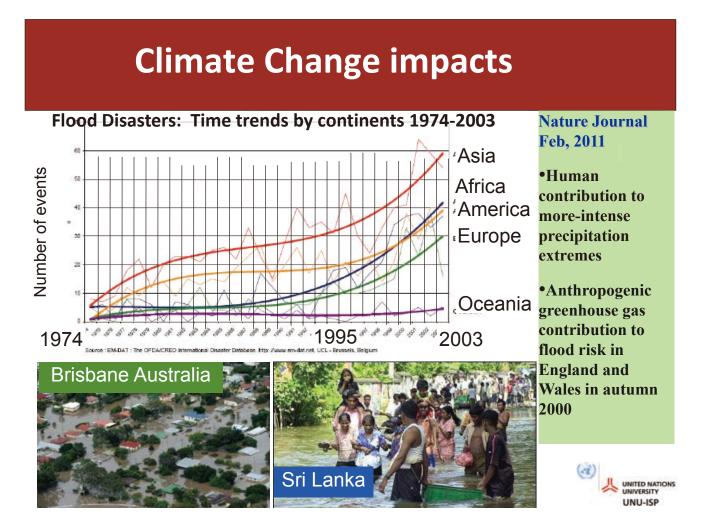
In disaster management our objective is to move the loss line as low as possible. This would need different approaches for different frequencies.

Now, the challenge is to manage risks in the left most column, catastrophic events that are rare but have very high impacts.



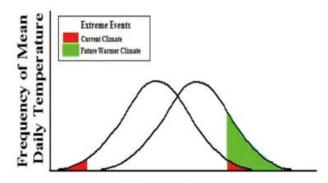
Development and disaster risk reduction





CC and change of extremes

- Changes to extremes are more important than the changes to mean
- Past extreme magnitudes become more frequent
- Return period for a given magnitude will become shorter





 Extremes can increase from increasing mean as well as increasing variability



Flood Frequency Loss Relation Changes due to climate change Rare extreme events will become more frequent causing large damages Frequency Relation unless reduction measures are Flood frequency implemented ; Require Large Future Flood investment Frequency Relation Loss Frequent Flood Losses : Target Flood nfrastructure Solutions C Early warning Frequency Recovery Soft and Hard Measures

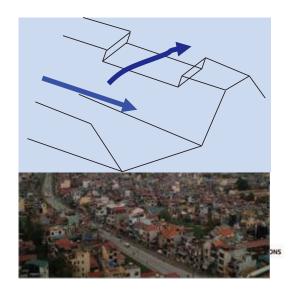
How do we mitigate such losses in the future?

- Rare events: Limited experiences--> need to share and disseminate
- Improve existing disaster mitigation strategies by considering catastrophic risks in a sustainable framework.
- Risks of catastrophic 'rare' events should not be isolated from daily livelihood needs.
- Solutions should be holistic -- integrated



Coping with Extremes: UNU Experiences

- Challenge: Accept complete safety is not possible
- Make infrastructure that would fail in a safe way when they exceed design standards, rather than trying to make protective structures that would not fail.: Provide a safety valve 'safefail' instead of 'failsafe'
- Share risks >> globally
- Examples:
 - Make spillways along river dyke upstream. Excess water would spill off at designated locations along river preventing catastrophic losses
 - Ring dykes protecting vital assets and leaving space for floods



If we do not provide a safety valve, the system will fail at the weakest point, causing catastrophic losses.

Collapse of natural sand dune protection at Hanbantota, Sri Lanka in 2004 IO Tsunami



RBA Salinization: Experiences form Sri Lanka

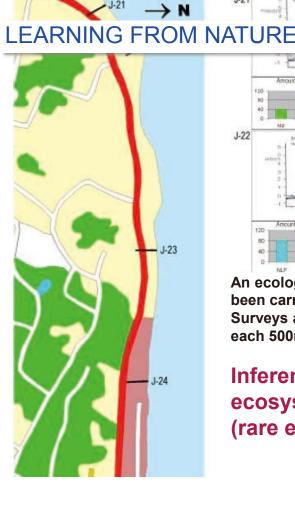
- Salinization has made more than 15,000 wells unusable for drinking water supplies.
- Over-pumping to clean out often encouraged salt-intrusion and negative results
- Despite significant efforts, salinity improvements were driven mostly or exclusively by natural remediation from rainfall infiltration (IWMI)
- Rains helped to wash down the salt from soil, but increased the ground water contamination

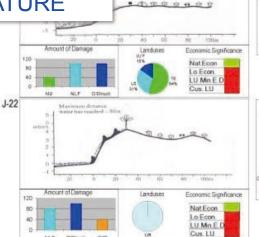


Informing global community of the Japanese experience, the good practices, lessons, resilient systems

The process of recovery planning should be made available to other countries.







An ecological survey with the support from UNEP had been carried out in Sri Lanka after the Tsunami. Surveys at 1 km interval went inland and took 6 transects each 500m to either side.

Inference: Limited impairment of ecosystem structure and functioning, (rare exceptions e.g., Bentota sand spit)

LEARNING from Nature and Buildings that Survived

• Future cities may combine resilience of ecosystems to provide the 'safety valve' and protect people and important assets.



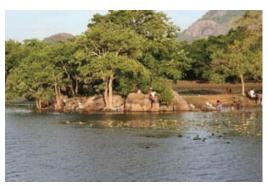
Galle Fort, Sri Lanka



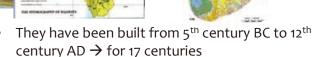
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Ancient Irrigation Systems - Sri Lanka





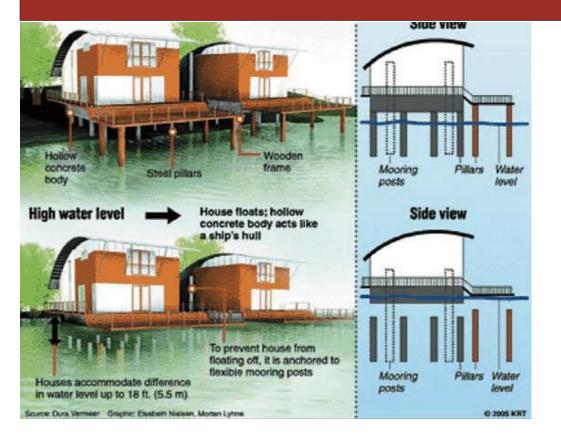
Village tank also serves as the community center



- Number of ancient small reservoirs (definition: have a command area < 80 ha) amount to about 20,000 (15,000 operating now)
- Micro-Macro Integration
- Resilience from Distributed Systems
 - Multiple Benefits
- Community Based Management, integral part of daily life



Floating Houses - Netherlands





Low Impact Development (LID) New York City Plan

New York City has decided to invest US\$5.3 billion in green infrastructure on roofs, streets and sidewalks to reduce flooding instead of US\$6.8 billion in traditional pipe and tank improvements. This promises multiple benefits. The new green spaces will absorb more rainwater and reduce the burden on the city's sewage system, air quality is likely to improve, and water and energy costs may fall.



A GREENER, GREATER NEW YORK

DIANIYC

NYC GREEN INFRASTRUCTURE PLAN

- 1. Build cost-effective grey infrastructure
 - 2. Optimize the existing wastewater system
- 3. Control runoff from 10% of impervious surfaces through green infrastructure and other source controls
- 4. Institutionalize adaptive management, model impacts, measure CSOs, and monitor water quality
- 5. Sustain stakeholder engagement



Remarks

- Traditional disaster management does not handle creeping and catastrophic disasters well.
- We need to take 'people cantered approaches to reduce impacts of such disasters.
- Concepts of environmental security provides a broad frame work to incorporate such activities.
- We also need to consider the global context to mitigate cases of climate related disasters and mechanisms to support mitigation and recovery measures.

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