

「文化遺産と災害に強い地域社会」

# 巻末資料

1. Sendai Declaration  
([http://www.unisdr.org/files/43300\\_sendaideclaration.pdf](http://www.unisdr.org/files/43300_sendaideclaration.pdf))  
仙台宣言（仮訳）  
([http://www.mofa.go.jp/mofaj/ic/gic/page4\\_001062.html](http://www.mofa.go.jp/mofaj/ic/gic/page4_001062.html))
2. Sendai Framework for Disaster Risk Reduction 2015-2030  
([http://www.preventionweb.net/files/43291\\_sendaiframeworkfordrren.pdf](http://www.preventionweb.net/files/43291_sendaiframeworkfordrren.pdf))
3. 国際専門家会合「文化遺産と災害に強い地域社会」勧告  
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※仙台防災枠組 2015-2030 については外務省ホームページで日本語骨子を掲載  
([http://www.mofa.go.jp/mofaj/ic/gic/page4\\_001062.html](http://www.mofa.go.jp/mofaj/ic/gic/page4_001062.html))



# Sendai Declaration

## 1

We, the Heads of State and Government, ministers and delegates participating in the Third United Nations World Conference on Disaster Risk Reduction, have gathered from 14 to 18 March 2015 in Sendai City of Miyagi Prefecture in Japan, which has demonstrated a vibrant recovery from the Great East Japan Earthquake in March 2011. Recognizing the increasing impact of disasters and their complexity in many parts of the world, we declare our determination to enhance our efforts to strengthen disaster risk reduction to reduce disaster losses of lives and assets from disasters worldwide.

## 2

We value the important role played by the Hyogo Framework for Action 2005-2015: Building the Resilience of Nations and Communities to Disasters during the past ten years. Having completed the assessment and review of and considered the experience gained under its implementation, we hereby adopt the Sendai Framework for Disaster Risk Reduction 2015-2030. We are strongly committed to the implementation of the new framework as the guide to enhance our efforts for the future.

## 3

We call all stakeholders to action, aware that the realization of the new framework depends on our unceasing and tireless collective efforts to make the world safer from the risk of disasters in the decades to come for the benefit of the present and future generations.

## 4

We thank the people and the Government of Japan as well as the City of Sendai for hosting the Third United Nations World Conference on Disaster Risk Reduction and extend our appreciation to Japan for its commitment to advancing disaster risk reduction in the global development agenda.

2015年3月18日

### 仙台宣言（仮訳）

1. 我々、第3回国連防災世界会議に参加した首脳、閣僚及び代表団は、2015年14日から18日の間、2011年3月の東日本大震災から力強い復興を遂げた日本の宮城県仙台市に集った。世界の多くの地域において増大する災害の影響とその複雑な問題を認識し、世界中で災害により失われる生命及び財産を減らすべく、我々は防災のための努力を強化する決意をここに宣言する。
2. 我々は兵庫行動枠組 2005-2015:災害に強い国・コミュニティの構築が過去10年間に果たした重要な役割を高く評価する。その実施を通じて得られた経験の評価とレビュー及び検討を踏まえ、ここに仙台防災枠組 2015-2030を採択する。我々は、今後の我々の努力を強化するための指針として、新枠組の実施に強くコミットする。
3. 新枠組の実現は我々及び将来の世代のために数十年後の世界を災害のリスクからより安全なものにしようとする我々の不断の努力にかかっていることを心に留め、我々は全てのステークホルダーに対し行動を起こすことを求める。
4. 我々は、第3回国連防災世界会議の開催について日本人々、政府並びに仙台市に謝意を表明すると共に、グローバルな開発アジェンダの中で防災を推し進める日本のコミットメントに対し感謝する。

Sendai Framework  
for Disaster Risk Reduction  
**2015-2030**

## I. Preamble

1. The Sendai Framework for Disaster Risk Reduction 2015–2030 was adopted at the Third United Nations World Conference on Disaster Risk Reduction, held from 14 to 18 March 2015 in Sendai, Miyagi, Japan, which represented a unique opportunity for countries:

- (a) To adopt a concise, focused, forward-looking and action-oriented post 2015 framework for disaster risk reduction;
- (b) To complete the assessment and review of the implementation of the Hyogo Framework for Action 2005–2015: Building the Resilience of Nations and Communities to Disasters;<sup>1</sup>
- (c) To consider the experience gained through the regional and national strategies/institutions and plans for disaster risk reduction and their recommendations, as well as relevant regional agreements for the implementation of the Hyogo Framework for Action;
- (d) To identify modalities of cooperation based on commitments to implement a post 2015 framework for disaster risk reduction;
- (e) To determine modalities for the periodic review of the implementation of a post 2015 framework for disaster risk reduction.

2. During the World Conference, States also reiterated their commitment to address disaster risk reduction and the building of resilience<sup>2</sup> to disasters with a renewed sense of urgency within the context of sustainable development and poverty eradication, and to integrate, as appropriate, both disaster risk reduction and the building of resilience into policies, plans, programmes and budgets at all levels and to consider both within relevant frameworks.

### Hyogo Framework for Action: lessons learned, gaps identified and future challenges

3. Since the adoption of the Hyogo Framework for Action in 2005, as documented in national and regional progress reports on its implementation as well as in other global reports, progress has been achieved in reducing disaster risk at local, national, regional and global levels by countries and other relevant stakeholders, leading to a decrease in mortality in the case of some hazards.<sup>3</sup> Reducing disaster risk is a cost-effective investment in preventing future losses. Effective disaster risk management contributes to sustainable development. Countries have enhanced their capacities in disaster risk management. International mechanisms for strategic advice, coordination and partnership development for disaster risk reduction, such as the Global Platform for Disaster Risk Reduction and the regional platforms for disaster risk reduction, as well as other relevant international and regional forums for cooperation, have been instrumental in the development of policies and strategies and the advancement of knowledge and mutual learning. Overall, the Hyogo Framework for Action has been an important instrument for raising public and institutional awareness, generating political commitment and focusing and catalysing actions by a wide range of stakeholders at all levels.

1. A/CONF.206/6 and Corr.1, chap. I, resolution 2.

2. Resilience is defined as: "The ability of a system, community or society exposed to hazards to resist, absorb, accommodate to and recover from the effects of a hazard in a timely and efficient manner, including through the preservation and restoration of its essential basic structures and functions", United Nations Office for Disaster Risk Reduction (UNISDR), "2009 UNISDR Terminology on Disaster Risk Reduction", Geneva, May 2009 (<http://www.unisdr.org/we/inform/terminology>).

3. Hazard is defined in the Hyogo Framework for Action as: "A potentially damaging physical event, phenomenon or human activity that may cause the loss of life or injury, property damage, social and economic disruption or environmental degradation. Hazards can include latent conditions that may represent future threats and can have different origins: natural (geological, hydrometeorological and biological) or induced by human processes (environmental degradation and technological hazards).

**4.** Over the same 10 year time frame, however, disasters have continued to exact a heavy toll and, as a result, the well-being and safety of persons, communities and countries as a whole have been affected. Over 700 thousand people have lost their lives, over 1.4 million have been injured and approximately 23 million have been made homeless as a result of disasters. Overall, more than 1.5 billion people have been affected by disasters in various ways, with women, children and people in vulnerable situations disproportionately affected. The total economic loss was more than \$1.3 trillion. In addition, between 2008 and 2012, 144 million people were displaced by disasters. Disasters, many of which are exacerbated by climate change and which are increasing in frequency and intensity, significantly impede progress towards sustainable development. Evidence indicates that exposure of persons and assets in all countries has increased faster than vulnerability<sup>4</sup> has decreased, thus generating new risks and a steady rise in disaster-related losses, with a significant economic, social, health, cultural and environmental impact in the short, medium and long term, especially at the local and community levels. Recurring small-scale disasters and slow-onset disasters particularly affect communities, households and small and medium-sized enterprises, constituting a high percentage of all losses. All countries – especially developing countries, where the mortality and economic losses from disasters are disproportionately higher – are faced with increasing levels of possible hidden costs and challenges in order to meet financial and other obligations.

**5.** It is urgent and critical to anticipate, plan for and reduce disaster risk in order to more effectively protect persons, communities and countries, their livelihoods, health, cultural heritage, socioeconomic assets and ecosystems, and thus strengthen their resilience.

**6.** Enhanced work to reduce exposure and vulnerability, thus preventing the creation of new disaster risks, and accountability for disaster risk creation are needed at all levels. More dedicated action needs to be focused on tackling underlying disaster risk drivers, such as the consequences of poverty and inequality, climate change and variability, unplanned and rapid urbanization, poor land management and compounding factors such as demographic change, weak institutional arrangements, non-risk-informed policies, lack of regulation and incentives for private disaster risk reduction investment, complex supply chains, limited availability of technology, unsustainable uses of natural resources, declining ecosystems, pandemics and epidemics. Moreover, it is necessary to continue strengthening good governance in disaster risk reduction strategies at the national, regional and global levels and improving preparedness and national coordination for disaster response, rehabilitation and reconstruction, and to use post-disaster recovery and reconstruction to “Build Back Better”, supported by strengthened modalities of international cooperation.

**7.** There has to be a broader and a more people-centred preventive approach to disaster risk. Disaster risk reduction practices need to be multi-hazard and multisectoral, inclusive and accessible in order to be efficient and effective. While recognizing their leading, regulatory and coordination role, Governments should engage with relevant stakeholders, including women, children and youth, persons with disabilities, poor people, migrants, indigenous peoples, volunteers, the community of practitioners and older persons in the design and implementation of policies, plans and standards. There is a need for the public and private sectors and civil society organizations, as well as academia and scientific and research institutions, to work more closely together and to create opportunities for collaboration, and for businesses to integrate disaster risk into their management practices.

**8.** International, regional, subregional and transboundary cooperation remains pivotal in supporting the efforts of States, their national and local authorities, as well as communities and businesses, to reduce disaster risk. Existing mechanisms may require strengthening in order to provide effective support and achieve better implementation. Developing countries, in particular the least developed countries, small island developing States, landlocked developing countries and African countries, as well as middle-income countries facing specific challenges, need special attention and support to augment domestic resources and capabilities through bilateral and multilateral channels in order to ensure adequate, sustainable, and timely means of implementation in capacity-building, financial and technical assistance and technology transfer, in accordance with international commitments.

4. Vulnerability is defined in the Hyogo Framework for Action as: “The conditions determined by physical, social, economic and environmental factors or processes, which increase the susceptibility of a community to the impact of hazards”.

**9.** Overall, the Hyogo Framework for Action has provided critical guidance in efforts to reduce disaster risk and has contributed to the progress towards the achievement of the Millennium Development Goals. Its implementation has, however, highlighted a number of gaps in addressing the underlying disaster risk factors, in the formulation of goals and priorities for action,<sup>5</sup> in the need to foster disaster resilience at all levels and in ensuring adequate means of implementation. The gaps indicate a need to develop an action-oriented framework that Governments and relevant stakeholders can implement in a supportive and complementary manner, and which helps to identify disaster risks to be managed and guides investment to improve resilience.

**10.** Ten years after the adoption of the Hyogo Framework for Action, disasters continue to undermine efforts to achieve sustainable development.

**11.** The intergovernmental negotiations on the post 2015 development agenda, financing for development, climate change and disaster risk reduction provide the international community with a unique opportunity to enhance coherence across policies, institutions, goals, indicators and measurement systems for implementation, while respecting the respective mandates. Ensuring credible links, as appropriate, between these processes will contribute to building resilience and achieving the global goal of eradicating poverty.

**12.** It is recalled that the outcome document of the United Nations Conference on Sustainable Development, held in 2012, entitled "The future we want",<sup>6</sup> called for disaster risk reduction and the building of resilience to disasters to be addressed with a renewed sense of urgency in the context of sustainable development and poverty eradication and, as appropriate, to be integrated at all levels. The Conference also reaffirmed all the principles of the Rio Declaration on Environment and Development.<sup>7</sup>

**13.** Addressing climate change as one of the drivers of disaster risk, while respecting the mandate of the United Nations Framework Convention on Climate Change,<sup>8</sup> represents an opportunity to reduce disaster risk in a meaningful and coherent manner throughout the interrelated intergovernmental processes.

**14.** Against this background, and in order to reduce disaster risk, there is a need to address existing challenges and prepare for future ones by focusing on monitoring, assessing and understanding disaster risk and sharing such information and on how it is created; strengthening disaster risk governance and coordination across relevant institutions and sectors and the full and meaningful participation of relevant stakeholders at appropriate levels; investing in the economic, social, health, cultural and educational resilience of persons, communities and countries and the environment, as well as through technology and research; and enhancing multi-hazard early warning systems, preparedness, response, recovery, rehabilitation and reconstruction. To complement national action and capacity, there is a need to enhance international cooperation between developed and developing countries and between States and international organizations.

**15.** The present Framework will apply to the risk of small-scale and large-scale, frequent and infrequent, sudden and slow-onset disasters caused by natural or man-made hazards, as well as related environmental, technological and biological hazards and risks. It aims to guide the multi-hazard management of disaster risk in development at all levels as well as within and across all sectors.

5. The Hyogo Framework priorities for action 2005-2015 are: (1) ensure that disaster risk reduction is a national and a local priority with a strong institutional basis for implementation; (2) identify, assess and monitor disaster risks and enhance early warning; (3) use knowledge, innovation and education to build a culture of safety and resilience at all levels; (4) reduce the underlying risk factors; and (5) strengthen disaster preparedness for effective response at all levels

6. A/RES/66/288, annex.

7. Report of the United Nations Conference on Environment and Development, Rio de Janeiro, 3-14 June 1992, vol. I, Resolutions Adopted by the Conference (United Nations publication, Sales No. E.93.I.8 and corrigendum), resolution 1, annex I.

8. The climate change issues mentioned in this Framework remain within the mandate of the United Nations Framework Convention on Climate Change under the competences of the Parties to the Convention.

## II. Expected outcome and goal

**16.** While some progress in building resilience and reducing losses and damages has been achieved, a substantial reduction of disaster risk requires perseverance and persistence, with a more explicit focus on people and their health and livelihoods, and regular follow-up. Building on the Hyogo Framework for Action, the present Framework aims to achieve the following outcome over the next 15 years:

The substantial reduction of disaster risk and losses in lives, livelihoods and health and in the economic, physical, social, cultural and environmental assets of persons, businesses, communities and countries.

The realization of this outcome requires the strong commitment and involvement of political leadership in every country at all levels in the implementation and follow-up of the present Framework and in the creation of the necessary conducive and enabling environment.

**17.** To attain the expected outcome, the following goal must be pursued:

Prevent new and reduce existing disaster risk through the implementation of integrated and inclusive economic, structural, legal, social, health, cultural, educational, environmental, technological, political and institutional measures that prevent and reduce hazard exposure and vulnerability to disaster, increase preparedness for response and recovery, and thus strengthen resilience.

The pursuance of this goal requires the enhancement of the implementation capacity and capability of developing countries, in particular the least developed countries, small island developing States, landlocked developing countries and African countries, as well as middle-income countries facing specific challenges, including the mobilization of support through international cooperation for the provision of means of implementation in accordance with their national priorities.

**18.** To support the assessment of global progress in achieving the outcome and goal of the present Framework, seven global targets have been agreed. These targets will be measured at the global level and will be complemented by work to develop appropriate indicators. National targets and indicators will contribute to the achievement of the outcome and goal of the present Framework. The seven global targets are:

- (a) Substantially reduce global disaster mortality by 2030, aiming to lower the average per 100,000 global mortality rate in the decade 2020–2030 compared to the period 2005–2015;
- (b) Substantially reduce the number of affected people globally by 2030, aiming to lower the average global figure per 100,000 in the decade 2020–2030 compared to the period 2005–2015;<sup>9</sup>
- (c) Reduce direct disaster economic loss in relation to global gross domestic product (GDP) by 2030;
- (d) Substantially reduce disaster damage to critical infrastructure and disruption of basic services, among them health and educational facilities, including through developing their resilience by 2030;
- (e) Substantially increase the number of countries with national and local disaster risk reduction strategies by 2020;
- (f) Substantially enhance international cooperation to developing countries through adequate and sustainable support to complement their national actions for implementation of the present Framework by 2030;
- (g) Substantially increase the availability of and access to multi-hazard early warning systems and disaster risk information and assessments to people by 2030.

<sup>9</sup> Categories of affected people will be elaborated in the process for post-Sendai work decided by the Conference.

### III. Guiding principles

19. Drawing from the principles contained in the Yokohama Strategy for a Safer World: Guidelines for Natural Disaster Prevention, Preparedness and Mitigation and its Plan of Action<sup>10</sup> and the Hyogo Framework for Action, the implementation of the present Framework will be guided by the following principles, while taking into account national circumstances, and consistent with domestic laws as well as international obligations and commitments:

- (a) Each State has the primary responsibility to prevent and reduce disaster risk, including through international, regional, subregional, transboundary and bilateral cooperation. The reduction of disaster risk is a common concern for all States and the extent to which developing countries are able to effectively enhance and implement national disaster risk reduction policies and measures in the context of their respective circumstances and capabilities can be further enhanced through the provision of sustainable international cooperation;
- (b) Disaster risk reduction requires that responsibilities be shared by central Governments and relevant national authorities, sectors and stakeholders, as appropriate to their national circumstances and systems of governance;
- (c) Managing the risk of disasters is aimed at protecting persons and their property, health, livelihoods and productive assets, as well as cultural and environmental assets, while promoting and protecting all human rights, including the right to development;
- (d) Disaster risk reduction requires an all-of-society engagement and partnership. It also requires empowerment and inclusive, accessible and non discriminatory participation, paying special attention to people disproportionately affected by disasters, especially the poorest. A gender, age, disability and cultural perspective should be integrated in all policies and practices, and women and youth leadership should be promoted. In this context, special attention should be paid to the improvement of organized voluntary work of citizens;
- (e) Disaster risk reduction and management depends on coordination mechanisms within and across sectors and with relevant stakeholders at all levels, and it requires the full engagement of all State institutions of an executive and legislative nature at national and local levels and a clear articulation of responsibilities across public and private stakeholders, including business and academia, to ensure mutual outreach, partnership, complementarity in roles and accountability and follow-up;
- (f) While the enabling, guiding and coordinating role of national and federal State Governments remain essential, it is necessary to empower local authorities and local communities to reduce disaster risk, including through resources, incentives and decision-making responsibilities, as appropriate;
- (g) Disaster risk reduction requires a multi-hazard approach and inclusive risk-informed decision-making based on the open exchange and dissemination of disaggregated data, including by sex, age and disability, as well as on easily accessible, up-to-date, comprehensible, science-based, non-sensitive risk information, complemented by traditional knowledge;
- (h) The development, strengthening and implementation of relevant policies, plans, practices and mechanisms need to aim at coherence, as appropriate, across sustainable development and growth, food security, health and safety, climate change and variability, environmental management and disaster risk reduction agendas. Disaster risk reduction is essential to achieve sustainable development;
- (i) While the drivers of disaster risk may be local, national, regional or global in scope, disaster risks have local and specific characteristics that must be understood for the determination of measures to reduce disaster risk;
- (j) Addressing underlying disaster risk factors through disaster risk-informed public and private investments is more cost-effective than primary reliance on post-disaster response and recovery, and contributes to sustainable development;

<sup>10</sup>. A/CONF.172/9, chap. I, resolution 1, annex I.

- (k) In the post-disaster recovery, rehabilitation and reconstruction phase, it is critical to prevent the creation of and to reduce disaster risk by “Building Back Better” and increasing public education and awareness of disaster risk;
- (l) An effective and meaningful global partnership and the further strengthening of international cooperation, including the fulfilment of respective commitments of official development assistance by developed countries, are essential for effective disaster risk management;
- (m) Developing countries, in particular the least developed countries, small island developing States, landlocked developing countries and African countries, as well as middle-income and other countries facing specific disaster risk challenges, need adequate, sustainable and timely provision of support, including through finance, technology transfer and capacity-building from developed countries and partners tailored to their needs and priorities, as identified by them.

#### IV. Priorities for action

**20.** Taking into account the experience gained through the implementation of the Hyogo Framework for Action, and in pursuance of the expected outcome and goal, there is a need for focused action within and across sectors by States at local, national, regional and global levels in the following four priority areas:

**Priority 1:** Understanding disaster risk.

**Priority 2:** Strengthening disaster risk governance to manage disaster risk.

**Priority 3:** Investing in disaster risk reduction for resilience.

**Priority 4:** Enhancing disaster preparedness for effective response and to “Build Back Better” in recovery, rehabilitation and reconstruction.

**21.** In their approach to disaster risk reduction, States, regional and international organizations and other relevant stakeholders should take into consideration the key activities listed under each of these four priorities and should implement them, as appropriate, taking into consideration respective capacities and capabilities, in line with national laws and regulations.

**22.** In the context of increasing global interdependence, concerted international cooperation, an enabling international environment and means of implementation are needed to stimulate and contribute to developing the knowledge, capacities and motivation for disaster risk reduction at all levels, in particular for developing countries.

##### **Priority 1: Understanding disaster risk**

**23.** Policies and practices for disaster risk management should be based on an understanding of disaster risk in all its dimensions of vulnerability, capacity, exposure of persons and assets, hazard characteristics and the environment. Such knowledge can be leveraged for the purpose of pre-disaster risk assessment, for prevention and mitigation and for the development and implementation of appropriate preparedness and effective response to disasters.

##### **National and local levels**

**24.** To achieve this, it is important:

- (a) To promote the collection, analysis, management and use of relevant data and practical information and ensure its dissemination, taking into account the needs of different categories of users, as appropriate;
- (b) To encourage the use of and strengthening of baselines and periodically assess disaster risks, vulnerability, capacity, exposure, hazard characteristics and their possible sequential effects at the relevant social and spatial scale on ecosystems, in line with national circumstances;

- (c) To develop, periodically update and disseminate, as appropriate, location-based disaster risk information, including risk maps, to decision makers, the general public and communities at risk of exposure to disaster in an appropriate format by using, as applicable, geospatial information technology;
- (d) To systematically evaluate, record, share and publicly account for disaster losses and understand the economic, social, health, education, environmental and cultural heritage impacts, as appropriate, in the context of event-specific hazard-exposure and vulnerability information;
- (e) To make non-sensitive hazard-exposure, vulnerability, risk, disaster and loss-disaggregated information freely available and accessible, as appropriate;
- (f) To promote real time access to reliable data, make use of space and in situ information, including geographic information systems (GIS), and use information and communications technology innovations to enhance measurement tools and the collection, analysis and dissemination of data;
- (g) To build the knowledge of government officials at all levels, civil society, communities and volunteers, as well as the private sector, through sharing experiences, lessons learned, good practices and training and education on disaster risk reduction, including the use of existing training and education mechanisms and peer learning;
- (h) To promote and improve dialogue and cooperation among scientific and technological communities, other relevant stakeholders and policymakers in order to facilitate a science-policy interface for effective decision-making in disaster risk management;
- (i) To ensure the use of traditional, indigenous and local knowledge and practices, as appropriate, to complement scientific knowledge in disaster risk assessment and the development and implementation of policies, strategies, plans and programmes of specific sectors, with a cross-sectoral approach, which should be tailored to localities and to the context;
- (j) To strengthen technical and scientific capacity to capitalize on and consolidate existing knowledge and to develop and apply methodologies and models to assess disaster risks, vulnerabilities and exposure to all hazards;
- (k) To promote investments in innovation and technology development in long-term, multi-hazard and solution-driven research in disaster risk management to address gaps, obstacles, interdependencies and social, economic, educational and environmental challenges and disaster risks;
- (l) To promote the incorporation of disaster risk knowledge, including disaster prevention, mitigation, preparedness, response, recovery and rehabilitation, in formal and non-formal education, as well as in civic education at all levels, as well as in professional education and training;
- (m) To promote national strategies to strengthen public education and awareness in disaster risk reduction, including disaster risk information and knowledge, through campaigns, social media and community mobilization, taking into account specific audiences and their needs;
- (n) To apply risk information in all its dimensions of vulnerability, capacity and exposure of persons, communities, countries and assets, as well as hazard characteristics, to develop and implement disaster risk reduction policies;
- (o) To enhance collaboration among people at the local level to disseminate disaster risk information through the involvement of community-based organizations and non-governmental organizations.

**Global and regional levels**

25. To achieve this, it is important:

- (a) To enhance the development and dissemination of science-based methodologies and tools to record and share disaster losses and relevant disaggregated data and statistics, as well as to strengthen disaster risk modelling, assessment, mapping, monitoring and multi-hazard early warning systems;
- (b) To promote the conduct of comprehensive surveys on multi-hazard disaster risks and the development of regional disaster risk assessments and maps, including climate change scenarios;
- (c) To promote and enhance, through international cooperation, including technology transfer, access to and the sharing and use of non-sensitive data and information, as appropriate, communications and geospatial and space-based technologies and related services; maintain and strengthen in situ and remotely-sensed earth and climate observations; and strengthen the utilization of media, including social media, traditional media, big data and mobile phone networks, to support national measures for successful disaster risk communication, as appropriate and in accordance with national laws;
- (d) To promote common efforts in partnership with the scientific and technological community, academia and the private sector to establish, disseminate and share good practices internationally;
- (e) To support the development of local, national, regional and global user-friendly systems and services for the exchange of information on good practices, cost-effective and easy-to-use disaster risk reduction technologies and lessons learned on policies, plans and measures for disaster risk reduction;
- (f) To develop effective global and regional campaigns as instruments for public awareness and education, building on the existing ones (for example, the "One million safe schools and hospitals" initiative; the "Making Cities Resilient: My city is getting ready" campaign; the United Nations Sasakawa Award for Disaster Risk Reduction; and the annual United Nations International Day for Disaster Reduction), to promote a culture of disaster prevention, resilience and responsible citizenship, generate understanding of disaster risk, support mutual learning and share experiences; and encourage public and private stakeholders to actively engage in such initiatives and to develop new ones at the local, national, regional and global levels;
- (g) To enhance the scientific and technical work on disaster risk reduction and its mobilization through the coordination of existing networks and scientific research institutions at all levels and in all regions, with the support of the United Nations Office for Disaster Risk Reduction Scientific and Technical Advisory Group, in order to strengthen the evidence-base in support of the implementation of the present Framework; promote scientific research on disaster risk patterns, causes and effects; disseminate risk information with the best use of geospatial information technology; provide guidance on methodologies and standards for risk assessments, disaster risk modelling and the use of data; identify research and technology gaps and set recommendations for research priority areas in disaster risk reduction; promote and support the availability and application of science and technology to decision-making; contribute to the update of the publication entitled "2009 UNISDR Terminology on Disaster Risk Reduction"; use post-disaster reviews as opportunities to enhance learning and public policy; and disseminate studies;
- (h) To encourage the availability of copyrighted and patented materials, including through negotiated concessions, as appropriate;
- (i) To enhance access to and support for innovation and technology, as well as in long-term, multi-hazard and solution-driven research and development in the field of disaster risk management.

### Priority 2: Strengthening disaster risk governance to manage disaster risk

26. Disaster risk governance at the national, regional and global levels is of great importance for an effective and efficient management of disaster risk. Clear vision, plans, competence, guidance and coordination within and across sectors, as well as participation of relevant stakeholders, are needed. Strengthening disaster risk governance for prevention, mitigation, preparedness, response, recovery and rehabilitation is therefore necessary and fosters collaboration and partnership across mechanisms and institutions for the implementation of instruments relevant to disaster risk reduction and sustainable development.

#### National and local levels

27. To achieve this, it is important:

- (a) To mainstream and integrate disaster risk reduction within and across all sectors and review and promote the coherence and further development, as appropriate, of national and local frameworks of laws, regulations and public policies, which, by defining roles and responsibilities, guide the public and private sectors in: (i) addressing disaster risk in publically owned, managed or regulated services and infrastructures; (ii) promoting and providing incentives, as relevant, for actions by persons, households, communities and businesses; (iii) enhancing relevant mechanisms and initiatives for disaster risk transparency, which may include financial incentives, public awareness-raising and training initiatives, reporting requirements and legal and administrative measures; and (iv) putting in place coordination and organizational structures;
- (b) To adopt and implement national and local disaster risk reduction strategies and plans, across different timescales, with targets, indicators and time frames, aimed at preventing the creation of risk, the reduction of existing risk and the strengthening of economic, social, health and environmental resilience;
- (c) To carry out an assessment of the technical, financial and administrative disaster risk management capacity to deal with the identified risks at the local and national levels;
- (d) To encourage the establishment of necessary mechanisms and incentives to ensure high levels of compliance with the existing safety-enhancing provisions of sectoral laws and regulations, including those addressing land use and urban planning, building codes, environmental and resource management and health and safety standards, and update them, where needed, to ensure an adequate focus on disaster risk management;
- (e) To develop and strengthen, as appropriate, mechanisms to follow up, periodically assess and publicly report on progress on national and local plans; and promote public scrutiny and encourage institutional debates, including by parliamentarians and other relevant officials, on progress reports of local and national plans for disaster risk reduction;
- (f) To assign, as appropriate, clear roles and tasks to community representatives within disaster risk management institutions and processes and decision-making through relevant legal frameworks, and undertake comprehensive public and community consultations during the development of such laws and regulations to support their implementation;
- (g) To establish and strengthen government coordination forums composed of relevant stakeholders at the national and local levels, such as national and local platforms for disaster risk reduction, and a designated national focal point for implementing the Sendai Framework for Disaster Risk Reduction 2015–2030. It is necessary for such mechanisms to have a strong foundation in national institutional frameworks with clearly assigned responsibilities and authority to, inter alia, identify sectoral and multisectoral disaster risk, build awareness and knowledge of disaster risk through sharing and dissemination of non-sensitive disaster risk information and data, contribute to and coordinate reports on local and national disaster risk, coordinate public awareness campaigns on disaster risk, facilitate and support local multisectoral cooperation (e.g. among local governments) and contribute to the determination of and reporting on national and local disaster risk management plans and all policies relevant for disaster risk management. These responsibilities should be established through laws, regulations, standards and procedures;

- (h) To empower local authorities, as appropriate, through regulatory and financial means to work and coordinate with civil society, communities and indigenous peoples and migrants in disaster risk management at the local level;
- (i) To encourage parliamentarians to support the implementation of disaster risk reduction by developing new or amending relevant legislation and setting budget allocations;
- (j) To promote the development of quality standards, such as certifications and awards for disaster risk management, with the participation of the private sector, civil society, professional associations, scientific organizations and the United Nations;
- (k) To formulate public policies, where applicable, aimed at addressing the issues of prevention or relocation, where possible, of human settlements in disaster risk-prone zones, subject to national law and legal systems.

### **Global and regional levels**

**28.** To achieve this, it is important:

- (a) To guide action at the regional level through agreed regional and subregional strategies and mechanisms for cooperation for disaster risk reduction, as appropriate, in the light of the present Framework, in order to foster more efficient planning, create common information systems and exchange good practices and programmes for cooperation and capacity development, in particular to address common and transboundary disaster risks;
- (b) To foster collaboration across global and regional mechanisms and institutions for the implementation and coherence of instruments and tools relevant to disaster risk reduction, such as for climate change, biodiversity, sustainable development, poverty eradication, environment, agriculture, health, food and nutrition and others, as appropriate;
- (c) To actively engage in the Global Platform for Disaster Risk Reduction, the regional and subregional platforms for disaster risk reduction and the thematic platforms in order to forge partnerships, periodically assess progress on implementation and share practice and knowledge on disaster risk-informed policies, programmes and investments, including on development and climate issues, as appropriate, as well as to promote the integration of disaster risk management in other relevant sectors. Regional intergovernmental organizations should play an important role in the regional platforms for disaster risk reduction;
- (d) To promote transboundary cooperation to enable policy and planning for the implementation of ecosystem-based approaches with regard to shared resources, such as within river basins and along coastlines, to build resilience and reduce disaster risk, including epidemic and displacement risk;
- (e) To promote mutual learning and exchange of good practices and information through, inter alia, voluntary and self-initiated peer reviews among interested States;
- (f) To promote the strengthening of, as appropriate, international voluntary mechanisms for monitoring and assessment of disaster risks, including relevant data and information, benefiting from the experience of the Hyogo Framework for Action Monitor. Such mechanisms may promote the exchange of non-sensitive information on disaster risks to the relevant national Government bodies and stakeholders in the interest of sustainable social and economic development.

### **Priority 3: Investing in disaster risk reduction for resilience**

**29.** Public and private investment in disaster risk prevention and reduction through structural and non-structural measures are essential to enhance the economic, social, health and cultural resilience of persons, communities, countries and their assets, as well as the environment. These can be drivers of innovation, growth and job creation. Such measures are cost-effective and instrumental to save lives, prevent and reduce losses and ensure effective recovery and rehabilitation.

**National and local levels**

**30.** To achieve this, it is important:

- (a) To allocate the necessary resources, including finance and logistics, as appropriate, at all levels of administration for the development and the implementation of disaster risk reduction strategies, policies, plans, laws and regulations in all relevant sectors;
- (b) To promote mechanisms for disaster risk transfer and insurance, risk-sharing and retention and financial protection, as appropriate, for both public and private investment in order to reduce the financial impact of disasters on Governments and societies, in urban and rural areas;
- (c) To strengthen, as appropriate, disaster-resilient public and private investments, particularly through structural, non-structural and functional disaster risk prevention and reduction measures in critical facilities, in particular schools and hospitals and physical infrastructures; building better from the start to withstand hazards through proper design and construction, including the use of the principles of universal design and the standardization of building materials; retrofitting and rebuilding; nurturing a culture of maintenance; and taking into account economic, social, structural, technological and environmental impact assessments;
- (d) To protect or support the protection of cultural and collecting institutions and other sites of historical, cultural heritage and religious interest;
- (e) To promote the disaster risk resilience of workplaces through structural and non-structural measures;
- (f) To promote the mainstreaming of disaster risk assessments into land-use policy development and implementation, including urban planning, land degradation assessments and informal and non-permanent housing, and the use of guidelines and follow-up tools informed by anticipated demographic and environmental changes;
- (g) To promote the mainstreaming of disaster risk assessment, mapping and management into rural development planning and management of, inter alia, mountains, rivers, coastal flood plain areas, drylands, wetlands and all other areas prone to droughts and flooding, including through the identification of areas that are safe for human settlement, and at the same time preserving ecosystem functions that help to reduce risks;
- (h) To encourage the revision of existing or the development of new building codes and standards and rehabilitation and reconstruction practices at the national or local levels, as appropriate, with the aim of making them more applicable within the local context, particularly in informal and marginal human settlements, and reinforce the capacity to implement, survey and enforce such codes through an appropriate approach, with a view to fostering disaster-resistant structures;
- (i) To enhance the resilience of national health systems, including by integrating disaster risk management into primary, secondary and tertiary health care, especially at the local level; developing the capacity of health workers in understanding disaster risk and applying and implementing disaster risk reduction approaches in health work; promoting and enhancing the training capacities in the field of disaster medicine; and supporting and training community health groups in disaster risk reduction approaches in health programmes, in collaboration with other sectors, as well as in the implementation of the International Health Regulations (2005) of the World Health Organization;
- (j) To strengthen the design and implementation of inclusive policies and social safety-net mechanisms, including through community involvement, integrated with livelihood enhancement programmes, and access to basic health-care services, including maternal, newborn and child health, sexual and reproductive health, food security and nutrition, housing and education, towards the eradication of poverty, to find durable solutions in the post-disaster phase and to empower and assist people disproportionately affected by disasters;

- (k) People with life-threatening and chronic disease, due to their particular needs, should be included in the design of policies and plans to manage their risks before, during and after disasters, including having access to life-saving services;
- (l) To encourage the adoption of policies and programmes addressing disaster-induced human mobility to strengthen the resilience of affected people and that of host communities, in accordance with national laws and circumstances;
- (m) To promote, as appropriate, the integration of disaster risk reduction considerations and measures in financial and fiscal instruments;
- (n) To strengthen the sustainable use and management of ecosystems and implement integrated environmental and natural resource management approaches that incorporate disaster risk reduction;
- (o) To increase business resilience and protection of livelihoods and productive assets throughout the supply chains, ensure continuity of services and integrate disaster risk management into business models and practices;
- (p) To strengthen the protection of livelihoods and productive assets, including livestock, working animals, tools and seeds;
- (q) To promote and integrate disaster risk management approaches throughout the tourism industry, given the often heavy reliance on tourism as a key economic driver.

#### **Global and regional levels**

**31.** To achieve this, it is important:

- (a) To promote coherence across systems, sectors and organizations related to sustainable development and to disaster risk reduction in their policies, plans, programmes and processes;
- (b) To promote the development and strengthening of disaster risk transfer and sharing mechanisms and instruments in close cooperation with partners in the international community, business, international financial institutions and other relevant stakeholders;
- (c) To promote cooperation between academic, scientific and research entities and networks and the private sector to develop new products and services to help to reduce disaster risk, in particular those that would assist developing countries and their specific challenges;
- (d) To encourage the coordination between global and regional financial institutions with a view to assessing and anticipating the potential economic and social impacts of disasters;
- (e) To enhance cooperation between health authorities and other relevant stakeholders to strengthen country capacity for disaster risk management for health, the implementation of the International Health Regulations (2005) and the building of resilient health systems;
- (f) To strengthen and promote collaboration and capacity-building for the protection of productive assets, including livestock, working animals, tools and seeds;
- (g) To promote and support the development of social safety nets as disaster risk reduction measures linked to and integrated with livelihood enhancement programmes in order to ensure resilience to shocks at the household and community levels;
- (h) To strengthen and broaden international efforts aimed at eradicating hunger and poverty through disaster risk reduction;
- (i) To promote and support collaboration among relevant public and private stakeholders to enhance the resilience of business to disasters.

**Priority 4: Enhancing disaster preparedness for effective response and to “Build Back Better” in recovery, rehabilitation and reconstruction**

**32.** The steady growth of disaster risk, including the increase of people and assets exposure, combined with the lessons learned from past disasters, indicates the need to further strengthen disaster preparedness for response, take action in anticipation of events, integrate disaster risk reduction in response preparedness and ensure that capacities are in place for effective response and recovery at all levels. Empowering women and persons with disabilities to publicly lead and promote gender equitable and universally accessible response, recovery, rehabilitation and reconstruction approaches is key. Disasters have demonstrated that the recovery, rehabilitation and reconstruction phase, which needs to be prepared ahead of a disaster, is a critical opportunity to “Build Back Better”, including through integrating disaster risk reduction into development measures, making nations and communities resilient to disasters.

**National and local levels**

**33.** To achieve this, it is important:

- (a) To prepare or review and periodically update disaster preparedness and contingency policies, plans and programmes with the involvement of the relevant institutions, considering climate change scenarios and their impact on disaster risk, and facilitating, as appropriate, the participation of all sectors and relevant stakeholders;
- (b) To invest in, develop, maintain and strengthen people-centred multi-hazard, multisectoral forecasting and early warning systems, disaster risk and emergency communications mechanisms, social technologies and hazard-monitoring telecommunications systems; develop such systems through a participatory process; tailor them to the needs of users, including social and cultural requirements, in particular gender; promote the application of simple and low-cost early warning equipment and facilities; and broaden release channels for natural disaster early warning information;
- (c) To promote the resilience of new and existing critical infrastructure, including water, transportation and telecommunications infrastructure, educational facilities, hospitals and other health facilities, to ensure that they remain safe, effective and operational during and after disasters in order to provide life-saving and essential services;
- (d) To establish community centres for the promotion of public awareness and the stockpiling of necessary materials to implement rescue and relief activities;
- (e) To adopt public policies and actions that support the role of public service workers to establish or strengthen coordination and funding mechanisms and procedures for relief assistance and plan and prepare for post-disaster recovery and reconstruction;
- (f) To train the existing workforce and voluntary workers in disaster response and strengthen technical and logistical capacities to ensure better response in emergencies;
- (g) To ensure the continuity of operations and planning, including social and economic recovery, and the provision of basic services in the post-disaster phase;
- (h) To promote regular disaster preparedness, response and recovery exercises, including evacuation drills, training and the establishment of area-based support systems, with a view to ensuring rapid and effective response to disasters and related displacement, including access to safe shelter, essential food and non-food relief supplies, as appropriate to local needs;
- (i) To promote the cooperation of diverse institutions, multiple authorities and related stakeholders at all levels, including affected communities and business, in view of the complex and costly nature of post-disaster reconstruction, under the coordination of national authorities;
- (j) To promote the incorporation of disaster risk management into post-disaster recovery and rehabilitation processes, facilitate the link between relief, rehabilitation and development, use opportunities during the recovery phase to develop capacities that reduce disaster risk in the short, medium and long term, including through the development of measures

such as land-use planning, structural standards improvement and the sharing of expertise, knowledge, post-disaster reviews and lessons learned and integrate post-disaster reconstruction into the economic and social sustainable development of affected areas. This should also apply to temporary settlements for persons displaced by disasters;

- (k) To develop guidance for preparedness for disaster reconstruction, such as on land-use planning and structural standards improvement, including by learning from the recovery and reconstruction programmes over the decade since the adoption of the Hyogo Framework for Action, and exchanging experiences, knowledge and lessons learned;
- (l) To consider the relocation of public facilities and infrastructures to areas outside the risk range, wherever possible, in the post-disaster reconstruction process, in consultation with the people concerned, as appropriate;
- (m) To strengthen the capacity of local authorities to evacuate persons living in disaster-prone areas;
- (n) To establish a mechanism of case registry and a database of mortality caused by disaster in order to improve the prevention of morbidity and mortality;
- (o) To enhance recovery schemes to provide psychosocial support and mental health services for all people in need;
- (p) To review and strengthen, as appropriate, national laws and procedures on international cooperation, based on the Guidelines for the Domestic Facilitation and Regulation of International Disaster Relief and Initial Recovery Assistance.

#### **Global and regional levels**

**34.** To achieve this, it is important:

- (a) To develop and strengthen, as appropriate, coordinated regional approaches and operational mechanisms to prepare for and ensure rapid and effective disaster response in situations that exceed national coping capacities;
- (b) To promote the further development and dissemination of instruments, such as standards, codes, operational guides and other guidance instruments, to support coordinated action in disaster preparedness and response and facilitate information sharing on lessons learned and best practices for policy practice and post-disaster reconstruction programmes;
- (c) To promote the further development of and investment in effective, nationally compatible, regional multi-hazard early warning mechanisms, where relevant, in line with the Global Framework for Climate Services, and facilitate the sharing and exchange of information across all countries;
- (d) To enhance international mechanisms, such as the International Recovery Platform, for the sharing of experience and learning among countries and all relevant stakeholders;
- (e) To support, as appropriate, the efforts of relevant United Nations entities to strengthen and implement global mechanisms on hydrometeorological issues in order to raise awareness and improve understanding of water-related disaster risks and their impact on society, and advance strategies for disaster risk reduction upon the request of States;
- (f) To support regional cooperation to deal with disaster preparedness, including through common exercises and drills;
- (g) To promote regional protocols to facilitate the sharing of response capacities and resources during and after disasters;
- (h) To train the existing workforce and volunteers in disaster response.

## V. Role of stakeholders

**35.** While States have the overall responsibility for reducing disaster risk, it is a shared responsibility between Governments and relevant stakeholders. In particular, non-State stakeholders play an important role as enablers in providing support to States, in accordance with national policies, laws and regulations, in the implementation of the present Framework at local, national, regional and global levels. Their commitment, goodwill, knowledge, experience and resources will be required.

**36.** When determining specific roles and responsibilities for stakeholders, and at the same time building on existing relevant international instruments, States should encourage the following actions on the part of all public and private stakeholders:

- (a) Civil society, volunteers, organized voluntary work organizations and community-based organizations to participate, in collaboration with public institutions, to, inter alia, provide specific knowledge and pragmatic guidance in the context of the development and implementation of normative frameworks, standards and plans for disaster risk reduction; engage in the implementation of local, national, regional and global plans and strategies; contribute to and support public awareness, a culture of prevention and education on disaster risk; and advocate for resilient communities and an inclusive and all-of-society disaster risk management that strengthen synergies across groups, as appropriate. On this point, it should be noted that:
  - (i) Women and their participation are critical to effectively managing disaster risk and designing, resourcing and implementing gender-sensitive disaster risk reduction policies, plans and programmes; and adequate capacity building measures need to be taken to empower women for preparedness as well as to build their capacity to secure alternate means of livelihood in post-disaster situations;
  - (ii) Children and youth are agents of change and should be given the space and modalities to contribute to disaster risk reduction, in accordance with legislation, national practice and educational curricula;
  - (iii) Persons with disabilities and their organizations are critical in the assessment of disaster risk and in designing and implementing plans tailored to specific requirements, taking into consideration, inter alia, the principles of universal design;
  - (iv) Older persons have years of knowledge, skills and wisdom, which are invaluable assets to reduce disaster risk, and they should be included in the design of policies, plans and mechanisms, including for early warning;
  - (v) Indigenous peoples, through their experience and traditional knowledge, provide an important contribution to the development and implementation of plans and mechanisms, including for early warning;
  - (vi) Migrants contribute to the resilience of communities and societies, and their knowledge, skills and capacities can be useful in the design and implementation of disaster risk reduction;
- (b) Academia, scientific and research entities and networks to focus on the disaster risk factors and scenarios, including emerging disaster risks, in the medium and long term; increase research for regional, national and local application; support action by local communities and authorities; and support the interface between policy and science for decision-making;
- (c) Business, professional associations and private sector financial institutions, including financial regulators and accounting bodies, as well as philanthropic foundations, to integrate disaster risk management, including business continuity, into business models and practices through disaster-risk-informed investments, especially in micro, small and medium-sized enterprises; engage in awareness-raising and training for their employees and customers; engage in and support research and innovation, as well as technological development for disaster risk management; share and disseminate knowledge, practices and non sensitive data; and actively participate, as appropriate and under the guidance of the public sector, in the development of normative frameworks and technical standards that incorporate disaster risk management;

- (d) Media to take an active and inclusive role at the local, national, regional and global levels in contributing to the raising of public awareness and understanding and disseminate accurate and non-sensitive disaster risk, hazard and disaster information, including on small-scale disasters, in a simple, transparent, easy-to-understand and accessible manner, in close cooperation with national authorities; adopt specific disaster risk reduction communications policies; support, as appropriate, early warning systems and life-saving protective measures; and stimulate a culture of prevention and strong community involvement in sustained public education campaigns and public consultations at all levels of society, in accordance with national practices.

**37.** With reference to General Assembly resolution 68/211 of 20 December 2013, commitments by relevant stakeholders are important in order to identify modalities of cooperation and to implement the present Framework. Those commitments should be specific and time-bound in order to support the development of partnerships at local, national, regional and global levels and the implementation of local and national disaster risk reduction strategies and plans. All stakeholders are encouraged to publicize their commitments and their fulfilment in support of the implementation of the present Framework, or of the national and local disaster risk management plans, through the website of the United Nations Office for Disaster Risk Reduction.

## VI. International cooperation and global partnership

### General considerations

**38.** Given their different capacities, as well as the linkage between the level of support provided to them and the extent to which they will be able to implement the present Framework, developing countries require an enhanced provision of means of implementation, including adequate, sustainable and timely resources, through international cooperation and global partnerships for development, and continued international support, so as to strengthen their efforts to reduce disaster risk.

**39.** International cooperation for disaster risk reduction includes a variety of sources and is a critical element in supporting the efforts of developing countries to reduce disaster risk.

**40.** In addressing economic disparity and disparity in technological innovation and research capacity among countries, it is crucial to enhance technology transfer, involving a process of enabling and facilitating flows of skill, knowledge, ideas, know-how and technology from developed to developing countries in the implementation of the present Framework.

**41.** Disaster-prone developing countries, in particular the least developed countries, small island developing States, landlocked developing countries and African countries, as well as middle-income countries facing specific challenges, warrant particular attention in view of their higher vulnerability and risk levels, which often greatly exceed their capacity to respond to and recover from disasters. Such vulnerability requires the urgent strengthening of international cooperation and ensuring genuine and durable partnerships at the regional and international levels in order to support developing countries to implement the present Framework, in accordance with their national priorities and needs. Similar attention and appropriate assistance should also be extended to other disaster-prone countries with specific characteristics, such as archipelagic countries, as well as countries with extensive coastlines.

**42.** Disasters can disproportionately affect small island developing States, owing to their unique and particular vulnerabilities. The effects of disasters, some of which have increased in intensity and have been exacerbated by climate change, impede their progress towards sustainable development. Given the special case of small island developing States, there is a critical need to build resilience and to provide particular support through the implementation of the SIDS Accelerated Modalities of Action (SAMOA) Pathway<sup>11</sup> in the area of disaster risk reduction.

**43.** African countries continue to face challenges related to disasters and increasing risks, including those related to enhancing resilience of infrastructure, health and livelihoods. These challenges require increased international cooperation and the provision of adequate support to African countries to allow for the implementation of the present Framework.

<sup>11</sup> General Assembly resolution 69/15, annex.

44. North-South cooperation, complemented by South-South and triangular cooperation, has proven to be key to reducing disaster risk and there is a need to further strengthen cooperation in both areas. Partnerships play an additional important role by harnessing the full potential of countries and supporting their national capacities in disaster risk management and in improving the social, health and economic well-being of individuals, communities and countries.

45. Efforts by developing countries offering South-South and triangular cooperation should not reduce North-South cooperation from developed countries as they complement North-South cooperation.

46. Financing from a variety of international sources, public and private transfer of reliable, affordable, appropriate and modern environmentally sound technology, on concessional and preferential terms, as mutually agreed, capacity-building assistance for developing countries and enabling institutional and policy environments at all levels are critically important means of reducing disaster risk.

#### **Means of implementation**

47. To achieve this, it is necessary:

- (a) To reaffirm that developing countries need enhanced provision of coordinated, sustained and adequate international support for disaster risk reduction, in particular for the least developed countries, small island developing States, landlocked developing countries and African countries, as well as middle-income countries facing specific challenges, through bilateral and multilateral channels, including through enhanced technical and financial support and technology transfer on concessional and preferential terms, as mutually agreed, for the development and strengthening of their capacities;
- (b) To enhance access of States, in particular developing countries, to finance, environmentally sound technology, science and inclusive innovation, as well as knowledge and information-sharing through existing mechanisms, namely bilateral, regional and multilateral collaborative arrangements, including the United Nations and other relevant bodies;
- (c) To promote the use and expansion of thematic platforms of cooperation, such as global technology pools and global systems to share know-how, innovation and research and ensure access to technology and information on disaster risk reduction;
- (d) To incorporate disaster risk reduction measures into multilateral and bilateral development assistance programmes within and across all sectors, as appropriate, related to poverty reduction, sustainable development, natural resource management, the environment, urban development and adaptation to climate change.

#### **Support from international organizations**

48. To support the implementation of the present Framework, the following is necessary:

- (a) The United Nations and other international and regional organizations, international and regional financial institutions and donor agencies engaged in disaster risk reduction are requested, as appropriate, to enhance the coordination of their strategies in this regard;
- (b) The entities of the United Nations system, including the funds and programmes and the specialized agencies, through the United Nations Plan of Action on Disaster Risk Reduction for Resilience, United Nations Development Assistance Frameworks and country programmes, to promote the optimum use of resources and to support developing countries, at their request, in the implementation of the present Framework, in coordination with other relevant frameworks, such as the International Health Regulations (2005), including through the development and the strengthening of capacities and clear and focused programmes that support the priorities of States in a balanced, well-coordinated and sustainable manner, within their respective mandates;
- (c) The United Nations Office for Disaster Risk Reduction, in particular, to support the implementation, follow-up and review of the present Framework by: preparing periodic reviews on progress, in particular for the Global Platform for Disaster Risk Reduction, and, as appropriate, in a timely manner, along with the follow-up process at the United Nations,

supporting the development of coherent global and regional follow-up and indicators, and in coordination, as appropriate, with other relevant mechanisms for sustainable development and climate change, and updating the existing web-based Hyogo Framework for Action Monitor accordingly; participating actively in the work of the Inter-Agency and Expert Group on Sustainable Development Goal Indicators; generating evidence-based and practical guidance for implementation in close collaboration with States and through the mobilization of experts; reinforcing a culture of prevention among relevant stakeholders through supporting development of standards by experts and technical organizations, advocacy initiatives and dissemination of disaster risk information, policies and practices, as well as by providing education and training on disaster risk reduction through affiliated organizations; supporting countries, including through national platforms or their equivalent, in their development of national plans and monitoring trends and patterns in disaster risk, loss and impacts; convening the Global Platform for Disaster Risk Reduction and supporting the organization of regional platforms for disaster risk reduction in cooperation with regional organizations; leading the revision of the United Nations Plan of Action on Disaster Risk Reduction for Resilience; facilitating the enhancement of, and continuing to service, the United Nations Office for Disaster Risk Reduction Scientific and Technical Advisory Group in mobilizing science and technical work on disaster risk reduction; leading, in close coordination with States, the update of the publication entitled '2009 UNISDR Terminology on Disaster Risk Reduction', in line with the terminology agreed upon by States; and maintaining the stakeholders' commitment registry;

- (d) International financial institutions, such as the World Bank and regional development banks, to consider the priorities of the present Framework for providing financial support and loans for integrated disaster risk reduction to developing countries;
- (e) Other international organizations and treaty bodies, including the Conference of the Parties to the United Nations Framework Convention on Climate Change, international financial institutions at the global and regional levels and the International Red Cross and Red Crescent Movement to support developing countries, at their request, in the implementation of the present Framework, in coordination with other relevant frameworks;
- (f) The United Nations Global Compact, as the main United Nations initiative for engagement with the private sector and business, to further engage with and promote the critical importance of disaster risk reduction for sustainable development and resilience;
- (g) The overall capacity of the United Nations system to assist developing countries in disaster risk reduction should be strengthened by providing adequate resources through various funding mechanisms, including increased, timely, stable and predictable contributions to the United Nations Trust Fund for Disaster Reduction and by enhancing the role of the Trust Fund in relation to the implementation of the present Framework;
- (h) The Inter-Parliamentary Union and other relevant regional bodies and mechanisms for parliamentarians, as appropriate, to continue supporting and advocating disaster risk reduction and the strengthening of national legal frameworks;
- (i) The United Cities and Local Government organization and other relevant bodies of local governments to continue supporting cooperation and mutual learning among local governments for disaster risk reduction and the implementation of the present Framework.

### **Follow-up actions**

**49.** The Conference invites the General Assembly, at its seventieth session, to consider the possibility of including the review of the global progress in the implementation of the Sendai Framework for Disaster Risk Reduction 2015–2030 as part of its integrated and coordinated follow-up processes to United Nations conferences and summits, aligned with the Economic and Social Council, the High-level Political Forum for Sustainable Development and the quadrennial comprehensive policy review cycles, as appropriate, taking into account the contributions of the Global Platform for Disaster Risk Reduction and regional platforms for disaster risk reduction and the Hyogo Framework for Action Monitor system.

**50.** The Conference recommends to the General Assembly the establishment, at its sixty-ninth session, of an open-ended intergovernmental working group, comprising experts nominated by Member States, and supported by the United Nations Office for Disaster Risk Reduction, with involvement of relevant stakeholders, for the development of a set of possible indicators to measure global progress in the implementation of the present Framework in conjunction with the work of the Inter-Agency and Expert Group On Sustainable Development Goal Indicators. The Conference also recommends that the working group consider the recommendations of the United Nations Office for Disaster Risk Reduction Scientific and Technical Advisory Group on the update of the publication entitled “2009 UNISDR Terminology on Disaster Risk Reduction” by December 2016, and that the outcome of its work be submitted to the Assembly for its consideration and adoption.



## 国際専門家会合「文化遺産と災害に強い地域社会」勧告 2015年3月11—17日、東京及び仙台

### 背景

国連教育科学文化機関（UNESCO/ユネスコ）、文化財保存修復研究国際センター（ICCRUM/イクロム）、文化庁及び国立文化財機構は、国際記念物遺跡会議防災国際学術委員会（ICOMOS-ICORP）及び国際博物館会議災害救援タスクフォース（ICOM-DRTF）と協力し、2015年3月11日—17日に、東京及び仙台で国際専門家会合「文化遺産と災害に強い地域社会」を開催した。

この会合は、国連国際防災戦略事務局（UNISDR）が2015年3月14—18日に仙台で開催した第3回国連防災世界会議の枠組みの中で行われたものであり、以下の取り組みを含む。

- (1) 東京戦略会議（3月11—13日、東京）：仙台防災枠組2015-2030に文化遺産をどのようによりよく統合しうるかを討議
- (2) 東京シンポジウム（3月13日、東京）：東日本大震災被災した遺産の救済と復旧に係る日本の経験を海外の専門家等と共有
- (3) 第3回国連防災世界会議本体会議テーマ別会合「災害に強い文化遺産」（3月15日、仙台）：UNISDR、UNESCO、ICCOM、ICOMOS-ICORP、文化庁、国立文化財機構が共同で準備
- (4) 仙台シンポジウム（3月16日、仙台）：第3回国連防災世界会議パブリックフォーラムとして上記の成果を報告

東京戦略会合には世界の各地域から50人以上の出席があった。そこには上記機関の代表者も含まれている。会合開催中、出席者は文化遺産と防災にかかわる問題について討議を行い、直面する防災の課題に遺産をいかに効果的に結び付けるかといった方法を取り扱い、さらに防災の効果を強化する中で文化に配慮したアプローチを確実にするため、勧告文を作成した。この勧告文は、仙台防災枠組2015-2030の構成に倣いつつ、地方、国、地域、国際の各レベルに向け、今後15年間で想定して作られたものである。

会合出席者は、以下の方々に謝意を表すものである。

- 第3回国連防災世界会議を開催した国連及び日本政府、仙台市
- 国際専門家会合を開催したUNESCO、ICCRUM、文化庁及び国立文化財機構
- 国際専門家会合の開催に協力をいただいた全ての機関、特に、ICOMOS-ICORP及びICOM-DRTF、宮城県、岩手県、福島県、気仙沼市（宮城県）及び平泉町（岩手県）

会合出席者は、更に2011年3月11日の東日本大震災及びその後の津波、並びに第3回国連防災世界会議の会期中にバヌアツを襲ったサイクロン・バムによって被害を受けた全ての人に、心からの哀悼と連帯の意を表すものである。

## コンテキスト

会合出席者は、仙台防災枠組 2015-2030 に記される兵庫行動枠組の見直し及び期待される成果とその目標を考慮しつつ、災害に強いコミュニティを確実にするために文化遺産及びコミュニティの文化的な活動が果たす役割について検討した。

文化遺産は人類とその長年にわたる発展の証として、それ自体が重要なものである。しかし、文化的文脈は、変化、近代化、迫害、移動等の結果として絶えず変化しており、特に大規模な都市の文脈や開発途上地域では、これらは災害に対する脆弱性を高める緊張や紛争の種につながることもある。

文化遺産は、コミュニティの強さやレジリエンスの源と見なせるものであるがゆえ、コミュニティが全ての局面（例えば、計画、減災、災害時対応、復旧）で災害に取り組むことを助ける有用なツールとなりうる。文化遺産は、単なる災害時の救済対象なのではなく、災害復旧や、更に重要なこととして、持続的発展のための、効果的なツールになり得る。

文化遺産は、以下のものを含め、広く定義されなければならない。

- 不動産遺産（例えば、記念建造物、建築作品、土地固有の建築、考古遺跡）
- 動産遺産（例えば、博物館や個々の家や各所に収められたもの）
- 市街地や景観
- 公文書や蔵書
- 無形遺産（例えば、知識、伝統、祭礼、行事、言語、伝統技術、社会構造など）

災害リスク管理の関係者は広範かつ多様である。その中でも女性や子供、先住民を含む地元住民は、非常に特別かつ重要な役割を果たし、災害リスク管理の為の中核的な存在としてみなされるべきである。さらには、遺産及び環境の保護、都市インフラの計画や開発、災害時初期対応、人道支援、軍事、福祉、教育等の分野でも、関係者を見いだすことができる。これらの関係者の役割には、意思決定、専門的活動、学術研究等が含まれる。

すべての関係者の間による相乗効果を生み出すためには、人々の動機と役割をよく理解する必要がある。さらには、関係者間でのコミュニケーション、協力、調整を図るための良い方法を、交流過程の初期段階、また全ての段階を通して、構築する必要がある。

我々が一つの社会として直面し、遺産やコミュニティ、生活に影響を及ぼし得るハザードの種類は、地震、津波、洪水、旱魃、飢饉、疾病、地滑り、火災、意図的な破壊行為、紛争、テロリズム等多様である。多くの場合、災害は複雑で、一つのハザードからドミノ倒しのように次のハザードが引き起こされる。災害は、この二次災害の脆弱性に対する社会経済的及び政治的配慮ともつながりを持つ。

上記のことを考慮し、文化遺産及び災害リスク管理にかかわる関係機関は、ガバナンスのあらゆるレベル（例えば、サイト、都市、国、地域、国際）で結びつきを強めると共に、伝統的な知識、土地固有の知識、地域的な知識への理解を取り入れなければならない。これにより、コミュニケーション及び調整、協力の向上を図ることができる。さらに、文化遺産と災害リスク管理の両関係機関は、最適な成果を得るための適切な技術と知

識の伝達を行いながら、災害リスクの事業や活動に文化への配慮と情報提供が行き届いたアプローチが適用されるよう、政策を開発し、履行しなければならない。

## 勸告

仙台防災枠組 2015-2030 で特定された優先領域にならない、会合出席者は以下のことを勧告する。

### 優先事項 1：災害リスクの理解

- 1.1 災害リスクとその文脈をより良く理解するために、分野横断的な研究が以下のテーマに関して実施されなければならない。
  - ・文化的信仰が災害リスクに関する人々の態度や行動に与える肯定的及び否定的な影響；
  - ・文化遺産や災害リスク管理にかかる機関の組織文化がその責務実行に及ぼす肯定的及び否定的な影響；
  - ・長年にわたる諸文化の移り変わり、特に移住や紛争に関わるもの、そしてその変化が人々の災害に対する脆弱性に及ぼす影響；
  - ・災害を理解する際の、伝統的な知識体系の有用性；
  - ・伝統的建築技術及び土地固有の建築が防災及び持続性に果たす貢献。
- 1.2 災害発生後の文化遺産への応急対応や復旧よりも、事前の予防や軽減策の方が効果的（費用面を含む）であるという主張の裏付けとなるような事例研究が開発されなければならない。

### 優先事項 2：災害リスク管理のための災害リスク・ガバナンスの強化

#### 国レベル及び地方レベル

- 2.1 遺産関係機関は、災害リスク管理に関連する他の分野の専門用語を知らなければならない。同時に、遺産に関する特定の専門用語が災害リスク管理にも適用されるよう、他分野への周知を図らなければならない。
- 2.2 国及び地方の政府は、特に災害後復興ニーズ評価（PDNA）を行うに際しては、文化遺産と災害リスク管理の両方に関わる情報とネットワークの調整を図るために、両者間の連絡窓口を設けなければならない。
- 2.3 国の政府は、仙台防災枠組 2015-2030 履行の進捗状況報告に、文化遺産の課題を含めなければならない。
- 2.4 国の政府は、遺産と災害リスク管理に携わる全ての専門家の専門性を高め、その認定を促進しなければならない。とりわけ、構造物が居住及び使用に安全であることを判断しなければならない建築家や技術者に留意すべきである。
- 2.5 国の政府は、ブルーシールドなどの国レベル、国際レベルのネットワーク推進基盤を支援しなければならない。

#### 世界レベル及び地域レベル

- 2.6 国の政府や、地域、国際レベルの機関は、既存の地域的な災害リスク情報センター（例えば、津波、地震など）の強化を図り、これらを災害リスク管理のための組織的プロセスの一部に組みこまなければならない。これらのセンターは、文化遺産研究機関との結びつきを強めるべきである。
- 2.7 UNESCO とそのパートナーは、加盟国と協力して、PDNA や災害リスク管理のための標準化された手法

を含め、分野横断的な災害リスク管理政策及び、UNESCO の遺産関連諸条約での報告手続きを示していかなければならない。

- 2.8 国際的な遺産関係機関は、文化遺産と災害リスク管理に対するより一体的なアプローチを奨励するために、国際レベルや地域レベルでの、災害リスク・人道支援・平和構築・開発に係る機関との関係を、発展かつ強化させなければならない。
- 2.9 国際的な遺産関係機関は、国レベルでの文化遺産と災害リスク管理の間のより強い連携を奨励するため、モデル的な法的仕組みを開発し、普及させなければならない。

### 優先事項3：レジリエンス（強靱性）のための防災への投資

#### 国レベル及び地方レベル

- 3.1 国や地方の政府及び非政府組織は、文化遺産及び災害リスク管理に係る知識をあらゆるレベル、特にコミュニティに向け、普及していくためのツールとして、ソーシャル・ネットワークをよりよく活用しなければならない。
- 3.2 国の政府は、防災リスク管理の一つの枠組みとして、文化遺産の保護の促進に対して、財政支援、税制優遇や融資等の仕組みによって投資がなされるよう、奨励しなければならない。
- 3.3 国の遺産当局は、国際機関の支援を得て、災害リスク管理の枠組みの中で遺産がはたし得る積極的な役割に関し（例えば、GDP の向上、生活の向上、災害後に必要とされる財政援助の縮小）、財政や開発計画に係る省庁の意識向上を図らなければならない。
- 3.4 遺産及び災害リスク管理関係機関は、参加型アプローチを促進し、災害リスク管理の枠組みに文化遺産を含める新たな方法論を試すパイロット・プロジェクトを開発しなければならない。
- 3.5 博物館や公文書館等、遺産としての場所やものを管理、保管している文化関係機関は、それぞれが携わる領域において、人々や文化的景観、美術工芸品等の収蔵展示等を行う建物や施設に影響し得るハザード及び災害リスクに対する認識を促進しなければならない。
- 3.6 教育機関とりわけ大学や研究機関は、国レベルや地方レベルでの災害リスク管理に関する人材養成事業を実施すべきである。

#### 世界レベル及び地域レベル

- 3.7 ICCROM 及び UNESCO、同様の目的を持つ遺産や災害リスク管理に関する機関のうち、国際レベル、地域レベル、国レベルのものは、文化遺産と災害リスク管理に関して、学習と交流のための適切な技術を使用し、統合的かつ国際的で、多角的パートナーによる人材育成プログラムを開発し、実施しなければならない。
- 3.8 国際レベル、地域レベルの機関は、非常時に文化遺産及び災害リスク管理の分野の関係専門家が機動的に活動できるように、かつ、包括的な管理プロセスを示す画期的事業にシードマネーを提供できるように、財源を確保しておかなければならない。
- 3.9 国際的な遺産関係機関は、UNISDR のキャンペーン「Making Cities Resilient: My City is Getting Ready!」とのより強い関係を構築し、かつ、遺産と災害リスク管理との関連に特別な関心を持つ諸都市を結びつける機会を構築しなければならない。
- 3.10 国際な遺産関係機関は、より統合的なアプローチを確実にするため、遺産関係者以外に対して、教材作成や短期講習実施等による働きかけを行わなければならない。

優先事項4：効果的な応急対応のための災害予防の強化と、復旧・再建・復興におけるビルドバックベター  
(Build Back Better)

国家レベル及び地方レベル

- 4.1 国や地方の政府及び非政府機関は、女性や先住民を含むコミュニティが、PDNA や復旧で重要な役割を果たせるよう、方法論を発展させることで、コミュニティに力を与えなければならない。
- 4.2 学校組織は、災害リスク管理プロセスの全体の中で、子ども達がその一部として関わられるよう、学校のプログラムを改善しなければならない。
- 4.3 国や地方の遺産及び災害リスク管理関係機関は、地元住民、文化遺産専門家、災害リスク管理専門家、緊急対応要員、軍隊、市民防衛組織等の代表が含まれる包括的なネットワークを構築し、強化しなければならない。
- 4.4 国や地方の遺産及び災害リスク管理関係機関は、宗教上及び伝統的なコミュニティのリーダーと、より良く調整を図らなければならない。
- 4.5 国や地方の政府は、文化遺産の専門的知識が、災害後の救援チームに確実に含まれるようにしなければならない。
- 4.6 国や地方の文化関係機関は、文化遺産や災害リスク管理に関する意識向上をその責務の一つと見なければならぬ。この場合、これらの機関は、先の災害の記憶を保存する場所となり得る。
- 4.7 国や地方の防災リスク管理関係機関は、標準的な仕様のシステム（例：ARCHES のようなオープンソース）を用いて、文化財や文化関係機関に関する目録と情報システムを構築しなければならない。また、これらをより大きな災害リスク管理の情報システムに関連づけなければならない。
- 4.8 国や地方の遺産及び開発関係機関は、災害後の経済復旧に対して触媒効果をもつ文化遺産及び文化的観光の重要性を認識し、促進しなければならない。
- 4.9 国や地方の遺産関係機関は、防災考古学が災害後の復旧及び復興に役立つよう、予め準備できることが何であるのかを調査しなければならない。

世界レベルおよび地域レベル

- 4.10 国際レベル及び地域レベルの遺産関係機関は、第一に、さまざまな遺産部門（例：動産及び不動産、有形及び無形）の間で、より良いコミュニケーションと統合を促進しなければならない。
- 4.11 国際レベルの遺産関係機関は、災害リスク管理関係機関と協働しながら、遺産の被害額と復旧や復興に係る費用を迅速に見積もるための国際標準を設けなければならない。
- 4.12 国際レベルの遺産関係機関は、国の政府がPDNA プロセスのために被害／損失に係るデータ収集を行うためのガイドラインを設けなければならない。
- 4.13 国際レベルの遺産関係機関は、紛争や災害の危機にある国の政府機関と協力し、災害リスク管理の枠組みの中に文化遺産をより良く統合させるような政策や方針となるように積極的に働きかけなければならない。

## 参加者リスト

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■ 9	YAMAUCHI, Namiko	Tsukuba University	Japan
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