REAFFIRMING THE SIGNIFICANCE OF CONNECTING IN SOLVING SOCIAL ISSUES — COLLECTIVE IMPACT AND BOUNDARY SPANNERS —

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SUMMARY

- This report presents two means of solving social issues: Collective impact, which encourages co-creation among muiti-stakeholders, and boundary spanners, people who act as facilitators to bridge gaps between organizations. The definition of collective impact was revised in 2022 to state that its goal should be equity, which is the elimination of structural discrimination.
- In order to confirm the effectiveness of both concepts, this report analyzes an effort to reduce traffic fatalities to zero as a case study that has achieved some success in Japan, and an effort to integrate foreign residents into Japanese society as a case study for which success or failure is not yet clear.
- As these examples demonstrate, the hub function performed by the boundary spanner is crucial for achieving collective impact. This report confirms that making connections is essential for addressing social issues.

Social issues, such as the environment, human rights, and welfare, are often too large and complex for individuals to address alone. The United Nations Sustainable Development Goals (SDGs) to be achieved by 2030 have increased urgency and awareness surrounding social issues, while pandemics and international conflicts have made social issues a reality. There are also moves to require companies to disclose information relevant to such matters¹.

Solving social issues requires a long-term approach that involves collaboration and cooperation among multistakeholders. The importance of connecting stakeholders is also supported by theory in management studies. This report presents the concepts of collective impact and boundary spanners as keywords for this argument. It analyzes a case study that has achieved a certain level of success in Japan and one where success or failure is not yet clear, providing measures and drivers for solving social issues.

1. INTRODUCTION (DEFINITION OF CONCEPTS)

This report relies on two frameworks: "collective impact," used by social entrepreneurs in the field of social innovation, and "boundary spanner," refined through the application of social network theory in management studies. The following section provides definitions for these frameworks.

1-1. Collective impact

Collective impact is a commitment made by a group of key players gathered from different sectors to a common agenda to solve a specific social issue. The framework consists of the following five elements: 1) a common agenda, 2) a common measurement system, 3) mutually reinforcing efforts, 4) ongoing communication, and 5)

¹ The Task Force on Inequality-related Financial Disclosures (TIFD) and organizations preparing a Taskforce on Social-related Financial Disclosures (TSFD) issued a joint statement in April 2023 stating that they are in the process of integration.

⁽https://thetifd.org/joint-statement-on-convergence-between-tifd-and-tsfd) accessed January 11, 2024

a backbone organization to support activities².

This was revised by the original proponents in 2022³. Equity is the state to aim for, described as the elimination of structural discrimination. It is often confused with equality, which treats people the same. However, equity assumes that there are differences between people and treats them accordingly (Figure 1). Some companies and organizations integrate diversity and inclusion into their human resource management norms. This report discusses the key points of the revision in addition to the definition provided.



Figure 1 Conceptual diagram illustrating the difference between equality and equity

Source: Robert Wood Johnson Foundation, Visualizing Health Equity: One Size Does Not Fit All Infographic <u>https://www.rwjf.org/en/insights/our-research/infographics/visualizing-health-equity.html</u> (accessed January 11, 2024)

1-2. Boundary spanner

Boundary spanners are "individuals who operate at the periphery or boundary of an organization, performing relevant organizational tasks and relating the internal organization to external elements⁴." They coordinate and act as a buffer while translating the different languages and values between departments⁵. The theoretical background to boundary spanners was strengthened in the 1990s⁶.

Relatedly, words and symbols that exist at the boundaries between different communities are called boundary objects (Figure 2). For example, at Fujifilm, a boundary object is considered to be the ability to promote open innovation. The company identifies its strengths in response to changes in the external environment and collaborates with other parties to create new business opportunities⁷ A "boundary spanner" is a person who bridges gaps and acts as a hub for open innovation by leveraging boundary objects.

² John Kania and Mark Kramer (2021), Collective Impact, Stanford Social Innovation Review,

https://ssir.org/articles/entry/collective_impact

³ A new definition of collective impact has been proposed as a network of people and various organizations in a community who seek to improve equity by learning together and concerted action to achieve change on a collective or system level. Source: John Kania, Mark Kramer et al. (2022), Centering Equity in Collective Impact, Stanford Social Innovation Review, https://ssir.org/articles/entry/centering_equity_in_collective_impact

⁴ Source: Richard Leifer and André Delbecq (1978), Organizational/Environmental Interchange: A Model of Boundary Spanning Activity, Academy of Management Review Vol. 3, No. 1, pp.40-41

⁵A similar concept is the gatekeeper. This refers to a person who crosses organizational or corporate boundaries to connect internal and external elements in terms of information, who is in some form of contact with everyone in the organization, and who is in extremely frequent contact with elements external to the organization.

⁶ The Structural Hole (SH) Theory and the Strength of Weak Ties (SWT) Theory explain the advantage of information and networks. In particular, insurance brokers and general trading companies are considered typical examples of the former.

⁷ Kenji Kojima, former director of the FUJIFILM Open Innovation Hub, Rules for Successfully Creating Innovation in Large Corporations: The Power of 'Boundary Objects' that Realized Fujifilm's Co-Creation [in Japanese] (January 23, 2023, materials for lecture sponsored by VisasQ), p. 1



Figure 2 Conceptual diagram of boundary objects: Things that connect communities or form new communities

Source: Ikujiro Nonaka and Noboru Konno (2012), The Grammar of Knowledge Creating Management for Prudent Capitalism [in Japanese], Toyo Keizai Inc., p. 32

2. MAIN ARGUMENT: ANALYSIS OF JAPANESE SOCIAL ISSUES IN LIGHT OF THE FIVE ELEMENTS OF COLLECTIVE IMPACT

To verify the effectiveness of collective impact, this section analyzes a case study that has achieved a certain level of success and another where success or failure is not yet clear, in accordance with the criteria outlined in section 1-1.

2-1. Case study that has achieved results (common agenda: strive for zero traffic fatalities)

The number of traffic fatalities in 2023 was 2,678, an increase of 68 from a record low the previous year (Figure 3).



Figure 3 Changes in road traffic accidents, fatalities, and injuries

Source: Compiled by MGSSI based on Traffic Accident Fatalities in 2023, Traffic Planning Division, Traffic Bureau, National Police Agency <u>https://www.e-stat.go.jp/stat-search/file-download?statInfId=000040133400&fileKind=2</u> (accessed January 11, 2024) With regard to Target 3.6 (By 2020, halve the number of global deaths and injuries from road traffic accidents.) of Goal 3 (Ensure healthy lives and promote well-being for all at all ages) of the SDGs (Figure 4), Japan almost achieved Indicator 3.6.1 (Death rate due to road traffic injuries) (rate of deaths per 100,000 population), having reduced deaths from 5.1 in 2010 to 2.6 in 2020⁸.

Goal 3 GOOD HEALTH AND WELL-BEING	Ensure healthy lives and promote well-being for all at all ages.
Target 3.6	Halve traffic accident deaths and injuries by 2020.
Global indicator 3.6.1	Death rate due to road traffic injuries
Definition	The number of deaths due to road traffic injuries per year divided by the population of Japan, expressed per 100,000 population.

Figure 4 Part of UN Sustainable Development Goals (SDGs) relevant to this report: Bolded boxes

Source: Compiled by MGSSI based on Ministry of Foreign Affairs "JAPAN SDGs Action Platform"

https://www.mofa.go.jp/mofaj/gaiko/oda/sdgs/statistics/goal3.html (accessed January 11, 2024)

One of the factors that contributed to this success was the cooperation fostered among various sectors. For example, since 1948, the National Traffic Safety Campaign⁹ has been led by the National Police Agency, which administers the Road Traffic Act. It is supported by 156 organizations, including automobile manufacturers¹⁰ that implement safety technology, insurance companies that announce the locations of frequent accidents, and media and educational organizations that disseminate related information.

Compared to the elements of collective impact, this activity encompasses a common measurement system (SDG 3 and traffic accident statistics), mutually reinforcing efforts (National Traffic Safety Campaign), ongoing communication (two campaigns conducted annually), and a backbone organization to support this activity (National Police Agency).

However, the common agenda of zero deaths from traffic accidents has not yet been achieved. The National Police Agency sees drunk-driving accidents as one of the major reasons for this¹¹. To eradicate this problem, laws and regulations related to the Road Traffic Act were revised in 2022 and 2023. The legal duties of driving

(https://global.toyota/jp/detail/18791068)), accessed January 11, 2024

(https://www.yomiuri.co.jp/economy/20230720-OYT1T50097/) accessed January 11, 2024

⁸ Ministry of Foreign Affairs of Japan, SDG Global Indicators 3: Ensure healthy lives and promote well-being for all at all ages, JAPAN SDG Action Platform

⁽https://www.mofa.go.jp/mofaj/gaiko/oda/sdgs/statistics/goal3.html) accessed January 11, 2024

⁹ The campaign took place over 10 days beginning September 21 in the fall of 2023. The final day, September 30, is specifically designated as Day for Zero Deaths from Traffic Accidents.

⁽https://www8.cao.go.jp/koutu/keihatsu/undou/r05_aki/youkou.html) accessed January 11, 2024

¹⁰ Toyota Motor Corporation states that the reason for the development of automated driving technology is that the technology first and foremost holds the promise of bringing about a world with almost zero traffic deaths and injuries. A top executive stated that "Toyota cannot achieve traffic safety alone" and that "the goal is to achieve zero fatalities in traffic accidents, and it is important that we all take action toward this common target," and emphasized the need for collaboration and cooperation among different industries. Source: Toyota Motor Corporation official website, 4. Reasons for Developing Automated Driving Technology [in Japanese]

Temple Built by Toyota etc. Holds 53rd Buddhist Ceremony to Pray for Traffic Safety, Hoping for Zero Fatalities and Injuries in Traffic Accidents [in Japanese], The Yomiuri Shimbun, July 20, 2023

¹¹ The fatal accident rate (number of fatal accidents divided by the number of traffic accidents x 100%) involving drunk drivers in 2022 was 5.54%, making drunk driving approximately 7.1 times more dangerous than the 0.78% rate for sober drivers. In terms of age, the elderly aged 65 and above account for the largest number of traffic fatalities (1,471), accounting for more than half (56.4%) of the total number of 2,610 traffic fatalities in 2022 (Figure 3 above). Furthermore, pedestrians accounted for the most fatalities at 955, or 36.6% of the total. Continuous efforts are being made to take into account various opinions, including issuing alerts and conducting awareness-raising activities.

Source: National Police Agency, Protect Us All: Never Drink and Drive; Never Let Anyone Drink and Drive [in Japanese] (https://www.npa.go.jp/bureau/traffic/insyu/info.html) accessed January 11, 2024

Cabinet Office, Government of Japan, 2023 White Paper on Traffic Safety [in Japanese], Volume 1, Part 1, Chapter 1, Section 2, Road Traffic Accidents in 2022

⁽https://www8.cao.go.jp/koutu/taisaku/r05kou haku/zenbun/genkyo/h1/h1b1s1 2.html) accessed January 11, 2024

safety supervisors, who are required to be appointed at every company that uses more than a certain number of vehicles, were increased and penalties were strengthened (Figure 5).

Figure 5 Statutory duties of driving safety supervisors (underlines added by the author as recent revisions)

 Item

 Ascertainment of the drivers' situation

 Creation of a driving plan to ensure safe driving

 Assignment of shift staff for long-distance and nighttime driving

 Safety measures for in the event of abnormal weather, etc.

 Confirmation of whether drivers are overworked, ill, or otherwise incapable of normal driving and issuing of necessary instructions through roll call, etc.

 [Effective April 1, 2022] Confirmation of whether or not drivers are under the influence of alcohol (checks using an alcohol detector in addition to visual checks, etc.)

 [Effective December1, 2023] Recording and storage of the details of alcohol checks, and maintenance of alcohol detector effectiveness at all times

 Provision of driving logbooks and recording of logs

 Safe driving instruction for drivers

Note: Under the revised Road Traffic Act effective October 1, 2022, the penalty for businesses that use motor vehicle for violation of the obligation to appoint a driving safety supervisor was increased from a fine of up to 50,000 yen to a fine of up to 500,000 yen. Source: National Police Agency, Expansion of Duties of Driving Safety Supervisors, etc. [in Japanese],

The two additional duties could be interpreted as a substitution of the police by the vehicle-using business. However, the driving safety supervisor could also be viewed as a boundary spanner that bridges the gap between the two. This highlights the importance of cooperation between vehicle-using businesses and law enforcement in achieving road safety. It is important to monitor the trend in traffic accident fatalities following the revision of related laws and regulations.

2-2. Case study where success or failure is not yet clear (common agenda: efforts to integrate foreign residents into society¹²)

The number of foreign workers in Japan in 2022 was 1,822,725, a record high (Figure 6).



Figure 6 Number of foreign workers in Japan and labor supply and demand

Regarding Target 10.7 (Facilitate orderly, safe, regular and responsible migration and mobility of people,

¹²Defined as a process of mutual adaptation between migrants and the society that receives them. The policy framework should take into account the rights and obligations of migrants and the society that receives them, including the labor market, health and welfare, and education for children and adults.

Source: IOM's Labour Migration and Human Development Programme

⁽https://www.iom.int/sites/g/files/tmzbdl486/files/migrated_files/What-We-Do/docs/IOM-DMM-Factsheet-LHD-Migrant-Integration.pdf) accessed January 11, 2024

including through the implementation of planned and well-managed migration policies), which is a target of SDG 10 (Reduce inequality within and among countries) (Figure 7), the importance of specific measures in the target areas (health care, education, labor, social security, welfare, etc.) of Indicator 10.7.2 (Number of countries with migration policies that facilitate orderly, safe, regular and responsible migration and mobility of people) is increasing.

Goal 10 REDUCED	Reduce inequality with	in and among countrie	es
Target 10.7	Facilitate orderly, safe, regular and responsible migration and mobility of people, including through the implementation of planned and well-managed migration policies.		
Global indicator 10.7.2	Percentage of countries with migration policies that facilitate orderly, safe, regular and responsible migration and mobility of people		
	Proxy measure	Question	Subcategory
Domain 1 Migrant Rights	Degree to which migrants have equity in access to services, including health care, education, decent work, social security and welfare benefits.		 a. Essential and/or emergency health care b. Public education c. Equal pay for equal work d. Social security e. Access to justice

Figure 7 Part of UN Sustainable	Dovolonment Goale (SDGe	a) relevant to this relevant to this relevant.	nort Roldod hoves
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Source: Compiled by MGSSI based on Ministry of Foreign Affairs "JAPAN SDGs Action Platform" https://www.mofa.go.jp/mofaj/gaiko/oda/sdgs/statistics/goal10.html (accessed January 11, 2024)

Although the Japanese government evaluates its achievement level of this indicator at 90%¹³, there has been a concentrated effort to develop the regulatory environment in education, particularly in the field of Japanese language education, in recent years. The outcomes of these efforts will depend on future operations. In 2023, laws were enacted to accredit Japanese language education institutions. Starting in 2024, the government will establish a registered Japanese language teacher qualification and accredit schools that meet requirements, including enrollment of qualified teachers. Prior to this, the Reference Framework for Japanese Language Education was also established in 2021 with reference to the Common European Framework of Reference for Languages (CEFR)¹⁴, which is a standard for measuring foreign language proficiency.

These are part of moves to improve quality in response to the Act on Promotion of Japanese-Language Education enacted in 2019. In the same year, the Agency for Cultural Affairs, the competent government agency, also launched the Project to Promote A Comprehensive System of Japanese Language Education targeting prefectures and government-designated cities. In FY2023, the project had a budget of approximately 600 million yen (USD 4.3 million) and a record number of 55 organizations participating, but there still remain some areas not covered by the project (Figure 8).

¹³ MoFA, SDG Indicators 10: Reduce inequality within and among countries, JAPAN SDG Action Platform

⁽https://www.mofa.go.jp/mofaj/gaiko/oda/sdgs/statistics/goal10.html) accessed January 11, 2024

¹⁴ The Council of Europe's framework for language learning, teaching, and assessment, which indicates proficiency at six levels from the most advanced down: C2, C1, B2, B1, A2, and A1. In Japan, this corresponds to the grades of the Japanese Language Proficiency Test and is also used as a condition for entitlement to residence permit.

Figure 8 Organizations that received subsidies from the Agency for Cultural Affairs' Project to Promote A Comprehensive System of Japanese Language Education in FY2023



(accessed January 11, 2024)

In order for a local government to apply for a grant, it is required to establish a general liaison committee and appoint an overall coordinator. The general liaison committee comprises heads of local governments, education-related departments, municipalities, universities, companies and organizations, Japanese language education institutions, NPOs, and other experts in various fields with the knowledge necessary to build the system. The committee discusses and reports on the implementation status of measures to promote Japanese-language education based on the actual conditions and characteristics of the region and foreign residents. It approves promotion plans and provides guidance and advice for smooth implementation as necessary¹⁵. The

¹⁵ Agency for Cultural Affairs, FY2023 Regional Japanese Language Education Promotion Project for the Acceptance of and Coexistence with Foreign Residents: Project to Promote A Comprehensive System of Japanese Language Education - Accepting

Applications [in Japanese] pp. 2-6, accessed January 11, 2024

⁽https://www.bunka.go.jp/seisaku/kokugo_nihongo/kyoiku/chiikinihongokyoiku/r05_boshu/pdf/93823101_02.pdf)

overall coordinator, on the other hand, has an integrative and specialized role (Figure 9).

Post	Role
Overall coordinator	In promoting Japanese-language education projects implemented in a wide area, <u>overall</u> <u>coordinators work with municipalities and related organizations in the region to plan,</u> <u>monitor progress, liaise and coordinate, evaluate, and improve the overall project</u> . In addition, <u>overall coordinators play a crucial role in the network</u> of Japanese language education coordinators in regional areas (see below), who are assigned to blocks or
	classrooms in the region, and provide guidance and advice for Japanese language education programs developed in the region.
Reference: Japanese language education coordinators in regional area	Japanese language education coordinators in regional areas have received specialized education in Japanese language education, have worked as a beginner or mid-career Japanese language teacher, have systematic knowledge and skills in teaching Japanese as a second language, have sufficient knowledge and experience with learners in diverse fields of activity, and have a high degree of expertise as a Japanese language education coordinator.

Figure 9 Role of the overall coordinator (underlines added by the author as relevant to this report)

Source: Agency for Cultural Affairs, Application Guide for the Project to Promote A Comprehensive System of Japanese Language Education [in Japanese], p. 11

https://www.bunka.go.jp/seisaku/kokugo_nihongo/kyoiku/chiikinihongokyoiku/r06_boshu/pdf/93990901_02.pdf (accessed January 26, 2024)

The efforts to integrate foreign residents into society are the common agenda here. Comparing the field of Japanese language education with the elements of collective impact, these efforts encompass common measurement systems (SDG 10 and CEFR), mutually reinforcing efforts (Project to Promote a Comprehensive System of Japanese Language Education), continuous communication (general liaison committee), and a backbone organization to support activities (Agency for Cultural Affairs). Furthermore, these are consistent with the concept of equity (elimination of structural discrimination), which was also stated as an additional goal.

However, it is difficult to improve the Japanese language skills of foreigners without the cooperation of a wide range of people across the community¹⁶, and the overall coordinator can be seen as a boundary spanner who bridges the gap between the Agency for Cultural Affairs and the local government. While the success or failure of this project is not yet clear, it will be interesting to see if the overall coordinator can play an integrative role.

3. CONCLUSION (NECESSITY OF BOUNDARY SPANNERS TO FUNCTION AS A HUB IN SOLVING SOCIAL ISSUES)

Although the two examples in the previous section involving government agencies suggest the importance of public authority in addressing social issues, legal force does not always guarantee resolution¹⁷.

Based on the roles required of the driving safety supervisor and overall coordinator described in the previous sections, it is hypothesized that the key to a successful collective impact is the demonstration of a hub function by the boundary spanner in addition to the five elements described in 1-1 above. The person who forms the hub is expected to possess four types of skills. However, it is important to note that these skills are not easy to acquire and require experience and training (Figure 10).

¹⁶ Of the 44,300 Japanese language teachers in Japan, 21,568, or about half (49.0%), are volunteers (36.1% are part-time and 14.9% are full-time teachers, for a total of 100%). As such, the reality is that civic society is responding to much of the demand for learning. Source: Agency for Cultural Affairs, FY2022 Outline of Japanese Language Education in Japan [in Japanese] p. 11, accessed January 11, 2024

⁽https://www.bunka.go.jp/tokei_hakusho_shuppan/tokeichosa/nihongokyoiku_jittai/r04/pdf/93920301_01.pdf)

¹⁷ There are four major institutional reasons for why a government does not realize a sought objective (government failure): 1) limitation of government information (information asymmetry), 2) limitation of government power to control private sector reactions, 3) limitation of government power over bureaucrats, and 4) limitation due to election or other political process. Source: Joseph E. Stiglitz (2003) [2000] translated by Shiro Yabushita, Stiglitz Public Economics (2nd ed.) [in Japanese], Toyo Keizai, pp. 10-11

Skill	Overview	
(1) Cultural translation	Transformation and communication of differences in implicit rules and norms internalized by various individuals in a manner that can be understood by those involved in other fields, such as "from the perspective of an NPO perspective this is XXX, whereas from an administrative perspective, it is YYY."	
(2) Framing	Sharing of perceptions related to problems and methods and clarification of the meaning of mobilizing and combining knowledge and resources.	
(3) Networking	Bringing people together to make new connections and facilitate the mobilization and combination of knowledge and resources.	
(4) Organization	Establishment of various organizations, ranging from fluid to fixed, within the boundaries to of each person's affiliation to accumulate and utilize knowledge and resources.	

Figure 10 The four skills comprising the behavior of hub personnel

Source: Taku Sugano (2023), Networks As a Way to Solve Difficult Problems: What Does the 'Hub' Do that Holds the Key to Disaster Recovery? [in Japanese], New Trends in Collective Impact and Social Implementation, Stanford Social Innovation Review Japan Edition 04, Eiji Press, p. 99

Expectations should be placed on senior citizens who excel in crystalized intelligence (understanding and insight acquired through experience, etc.) as potential leaders¹⁸. This is because policy-guided changes in employment and labor practices, such as the Ministry of Health, Labor and Welfare (MHLW) Guidelines for the Promotion of Secondary and Concurrent Work¹⁹ and the Act on Stabilization of Employment of Elderly Persons²⁰, aim to provide support and increase opportunities for cross-boundary learning²¹, which is one example of experiential learning. Employers are required to introduce a system that enables employees to engage in social contribution projects implemented by the employer until age 70.

Through the above case study analyses based on the collective impact and boundary spanner frameworks, this report concludes by reaffirming that connecting diverse stakeholders has the potential to solve social issues.

¹⁸ The opposing concept is fluid intelligence. Crystalized intelligence comprises memorization, calculation skills, etc., which depend on innate abilities, reaches a peak when people are in their 30s and declines rapidly after the age of 60. This is considered an agerelated change in brain function (normal change due to aging).

¹⁹ After the Japanese government's formulation of the Action Plan for the Realization of Work Style Reform in 2017, MHLW shifted its policy from prohibiting secondary work in principle to allowing them in principle. In addition to establishing Guidelines for the Promotion of Secondary and Concurrent Work in 2018, a corresponding section was newly established in the Model Employment Regulations and operational considerations were also made known by citing case law.

²⁰ Since 2016, the Kao Group has been sending senior employees to NPOs, NGOs, and local public organizations. This allows them to use their experience and expertise gained within the company to make a positive impact outside of it. The seniors are expected to build bridges both internally and externally.

Source: Yutaka Tanaka, Manager (life careers), Career Development Department, Human Resource Strategy Division, Kao Corporation, Forms of Social Contribution in which Employees Work for NPOs While Remaining in the Company [in Japanese], The Japan Institute for Labour Policy and Training, address at the 127th Labor Policy Forum: Social Contribution Activities and Lifelong Career of People Working in Companies, (September 27, 2023)

⁽https://www.jil.go.jp/event/ro_forum/20230927/resume/03-casestudy-kao.pdf) accessed January 11, 2024

²¹ Cross-boundary learning involves reflecting on content related to one's work and duties while moving back and forth across organizational boundaries. It has been pointed out that it allows for the generation of novel ideas that may not have been recognized within the same organization, the acquisition of knowledge and skills that may not be attainable within an organization, and the reevaluation of one's own career that may have become stagnant in the course of daily work.

Source: Jun Nakahara (2021), Management Learning Theory Enlarged and Newly Revised Edition: The Science of Human Resource Development [in Japanese], University of Tokyo Press, p. 186

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