

「危機てんでんこ！」 東北若手女性リーダーの 国内移住・市民化・社会貢献 個々の多様性の認識から住みや すいコミュニティの構築に向けて

**Diverse Young Women's Leadership
in Post-disaster Japan**

A Participatory Action Research Project and Photo Exhibit, 2015-2018



民主的社會、多様性・包括性、災害リスク・レジリエンスの再構築を女性の力で

Re-building Democracy, Diversity and Disaster Resilience



Earthquake

Tsunami

Nuclear Disaster

85 kilometer evacuation zone recommended by U.S. Embassy in March
2 million residents

Expanded mandatory evacuation zone

30-80 kilometer evacuation zone established by Japanese government
63,000 residents

20 Japanese evacuation zone mandated by Japanese government
77,000 residents

Population, thousands

- Under 50
- 50-100
- 100-200
- 200+

20 km

当者

スティール若希 (Jackie F. Steele)

社会科学研究所 准教授

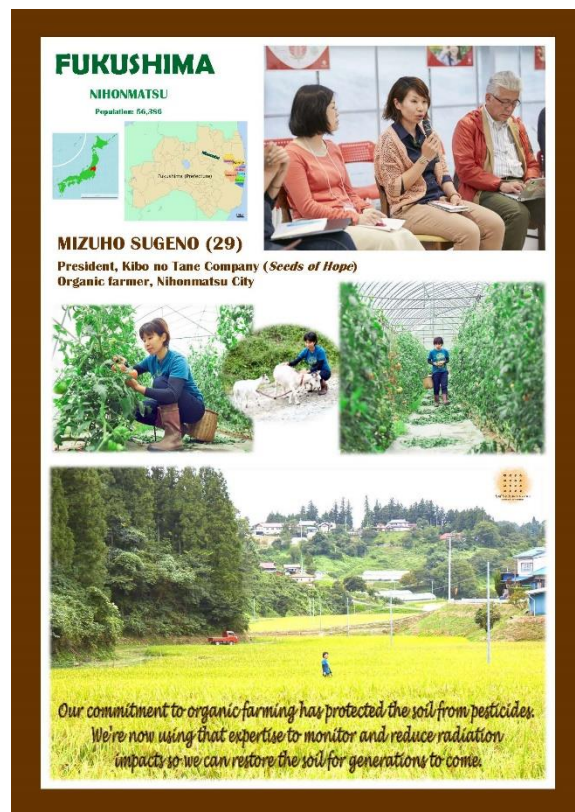


「危機 てんでんこ」

For the creation of this project, I have converted the expression “tsunami tendenko” to 「危機 10 伝子」 or 危機てんでんこ. This photo research exhibit provided an opportunity to more accessibly showcase the research results of my JSPS research start-up grant on “Diverse Young Women Leaders of Tohoku.” The exhibit was shown on two strategic occasions during the 2018 Tohoku Grassroots Leadership Academy in Los Angeles (February 2018), which was sponsored by TOMODACHI, JP Morgan, and the Dr. Lucy Jones Centre for Science and Society in Los Angeles.

Through the images of the 10 young women featured in my case studies, we can think through the 10+ facets of diversity that are underpinning our own political identities, and that underpin our specific vulnerability to crisis and disaster risk. From thinking from a specific intersection of diversity within each individual (these women or ourselves), we can then further expand that analysis to a community-wide approach to understand the intersecting issues of women’s empowerment, migration, and depopulation. From there, we can think through the region-wide and society-wide implications, and ultimately the goals would be for researchers and policy-makers to think through a country-wide analysis of these issues and how they inform future law reform for disaster risk, economic risk, community sustainability, women’s empowerment, and democratic resilience itself. This line of inquiry offers insights into the range of contemporary experiences of citizenship and vulnerability that public policies are called to acknowledge, understand and then support efficiently to enhance the quality of democratic decision-making and enjoyment of citizenship for diverse groups of the population. This is the core challenge of contemporary democracy.

How we establish a political community in common (democratic self-government), how we distribute disaster risk and how we solve economic crises points to the extent and depth of democratic solidarity, and the degree to which our political community may be resilient to future crises and threats to the stability of our representative democratic governance systems and institutions from local to national levels.



Project Proposal Outline

地域：311で被災した東北の3県（岩手、宮城、福島）

背景： 日本代表制民主主義の逆機能により、日本のシティズンシップ論の浸透が停滞している。結果として、多様性の主流化も停滞。本質主義な日本人論では、健康な日本人既婚男性、正社員、子育てや介護などのケア責任のない個人が前提とされているため、「強い男性個人主義」的なシティズンシップ論や災害文化を見直す機会としたい。そのため、社会全体にある脆弱性を減らす「民主的リスクガバナンス」の問題・挑戦を、若手女性の活躍、希望や地方復興に対するビジョンを通して紹介する。本活動ではまた、議会の政策・裁判所判決、それらに対する若手女性の異文化、本来のシティズンシップの挑戦がどういものであるかも紹介する。

目標： 現代日本における地方のシティズンシップ論（grassroots / local citizenship）の危機を呼んでいる①災害リスク、②男女不平等、③包括性がない意思決定場を結びつけて、コミュニティ持続力へのインパクトを検討させて、わかりやすくビジュアル化する写真ポスターセッションで、研究成果を見える化し、日本国内外で幅広く発信する。

危機① 平時からの町づくりに、女性の視点が活かされていないため、災害時にジェンダー・多様性に関する課題が噴出する危機：「多様性レンズ」で政策に活かせるフェミニスト交差分析をわかりやすく紹介し、個々の多様性を10層の切り口に着目して紹介する（10層：国籍、言語、ジェンダー、セクシュアリティ、年齢・世代、婚姻・家族構成、教育・経済力、雇用立場、ライフサイクル（妊娠・乳幼児）、子育て・介護の倫理的・日常的責任など）。

貢献： “Diversity Lens”: Idea Diffusion of an Accessible Concept & Policy Tool

手段： Photo and Poster Exhibit / 写真、ポスターセッション展示

危機② 若手女性の都会への移住増加による地方の過疎化・少子高齢化の危機： 地方における若手女性の民主的自由や希望が、コミュニティの持続力と相互依存しているという政治的認識の欠如及び無対応について考えるため、若手女性のケーススタディ（国内移動・移住のストーリー、個人的な目標、災害後の活躍、WLBへの期待）を紹介する。

貢献 2： “Connecting Community Sustainability and Women’s Empowerment: Give Voice to Young Women’s Views on Grassroots Nation-building”

手段： Photo and Poster Exhibit / 写真、ポスターセッション展示



地域貢献活動の主な特徴及び特筆すべき点

Since 311, over the last 7 years, gender and diversity has received increasing attention for its implications for Tohoku Reconstruction. A unique facet of this project is the explicit effort to apply an intersectional analysis to citizenship in Japan, and to think through the value of a “diversity lens” to policy-making on disaster risk resilience, internal migration, young women’s empowerment.

While many in Japan are attempting to talk about “diversity” from a management or economics perspective, for example, to gain buy-in for more women on corporate boards and in management positions (*Womenomics*) as a means of “strengthening the bottom line,” enhancing profits for private sector business, or to enhance Japan’s GDP, the current project brings asserts the importance of “diversity integration” as a reflection of the quality of democratic progress. Working from a political theoretical concept of “diversity” grounded in democratic theories of political subjectivity, self-government and feminist democratic theories of citizenship, within this view, a range of important topics, challenges and issues of governance come into focus. As such, the project aims to fill the gaps within current discourses on “diversity and inclusion” that can enhance contemporary understanding of risk governance, community resilience, and women’s empowerment.

Articulating the feminist political theoretical concept of “diversity” and its positive potential for more responsive democratic law-making and policy-making, the project aims to disseminate knowledge and theoretical understanding of the concept of “intersectional analysis” and the research and policy tool of a “diversity lens.” This kind of research and policy tool can pave the way for more rigorous methodological approaches to quantitative and qualitative research, as well as to more rigorous public policy design and implementation.

What is “feminist intersectional analysis”?

Feminist intersectional analysis is a research framework and policy approach that maps the multiple facets of political exclusion, as well as the ways in which they intersect and interact to exacerbate vulnerability and marginalization from mainstream political culture, political processes, political consultations, as well as in the policy-making outputs crafted by governments at all levels. “Political diversity” is mapped differently in different national contexts. Depending on the issue at hand, intersectionality can be used to drive the creation of a variety of applications of a “diversity lens”.

Within Japan, we could see the following political identities having an impact on the enjoyment of citizenship in various ways:

- 1) diverse national identities (Japanese residents, naturalized Japanese residents with foreign roots, Zainichi foreign permanent residents, long-term foreign residents, temporary workers, illegal workers, etc.)

2) diverse internal migration pathways to education, employment, and technological literacy (public school access, access to computer literacy, access to tutoring/ mentoring, private school access, post-secondary college or university education, graduate education, technical trades training, IT training, high literacy, etc.)

ATSUYO UETA (32; Taiwanese descent)

Vice President, SUMICA; CSO, NPO w/z; and Sumita Village Supporter



IWATE

SUMITA

Population: 7533



- 3) diverse socio-economic household identities (propertied households, non-propertied upper-class, professional class households, middle class households, working class households, working poor, single parent families, single adult households etc.)
- 4) diverse geographic, periphery-metropolis, urban/rural community identities (remote regional residents, small town rural regional residents, small-city regional residents, small urban center residents, large urban centre residents, metropolis urban residents etc.)
- 5) diverse linguistic identities (native Japanese speaking, diverse levels of Japanese-speaking, Japanese-speaking but illiterate of the written language, non-Japanese-speaking etc.)
- 6) diverse ethno-cultural or racialized identities (Japanese nationals, diverse hybrid-descent residents, diverse Asian residents, diverse black foreigners, diverse white foreigners, etc.)
- 7) diverse gender and sexual identities (heterosexual residents, lesbian or gay-identifying residents, transsexual or transgender-identifying residents, intersex residents, etc.)
- 8) diverse identities tied to age/generation/life cycle (dependent children/youth, autonomy-seeking young adults, child-bearing/child-rearing residents, empty nesters employed residents, state-dependent pensioners, eldercare-receiving residents, physically dependent elderly residents etc.)
- 9) differently abled identities (residents with diverse physical abilities, residents with developmental disabilities, residents with diverse mobility challenges and/or wheel-chair dependency, residents with sight or hearing-impairment challenges etc.)
- 10) diverse religious identities (Shinto, diverse Buddhist sects, diverse Christian denominations, diverse Christian missionary identities, diverse Jewish identities, diverse Muslim identities, Jehovah's Witness, etc.)

11)12) 13) onwards: Numerous other facets of diversity can be added, as appropriate.

What is a “diversity lens” and how can it inform the design of better research methodology and more responsive law and public policy?

A diverse lens helps researchers and policy-makers understand the complexity of diverse contemporary political identities and how preconceived norms about the individual adversely underpin research concepts and categories, just as they inform legal and public policy categories in ways that exclude, marginalize, and discriminate against different segments of the population. This leads to research projects that only apply to a narrowly defined subset qua “norm” of the population. Similarly, it leads to ill-conceived policy solutions that are tailored to a monolithic understanding of the “norm” of citizenship. To break down ideational obstacles to the recognition of the full diversity of the population’s identities, needs, and contributions to resilience, the current project presents the diversity of young women from Tohoku through accessible and dynamic visual representations. This information aims to dialogue with three areas of policy intersection that require greater in-depth exploration in order to achieve the goal of supporting young women’s political empowerment in Tohoku.

THREE INDICATORS OF COMMUNITY SURVIVAL / SUSTAINABILITY

We look at the policy implications of three key indicators pertinent to 3D risk governance in Tohoku and that have direct implications for young women’s empowerment in local communities:

- 1) population decline (to 2040) and potential community extinction forecasted for municipalities in Miyagi and Iwate (numbers for Fukushima could not be obtained),

① **FORECASTED DEPOPULATION IN THE TOHOKU REGION BY 2040**

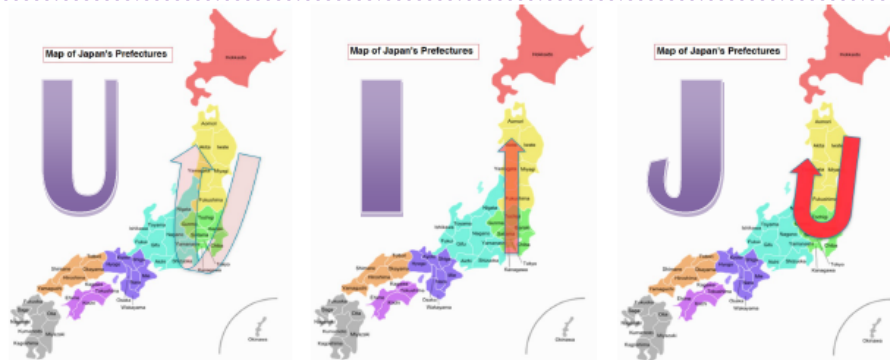


- 2) the trends in the numbers of young women returning to home regions across Japan and notably for Tohoku,

② FEWER YOUNG WOMEN (THAN MEN) RETURN TO THEIR HOME REGIONS

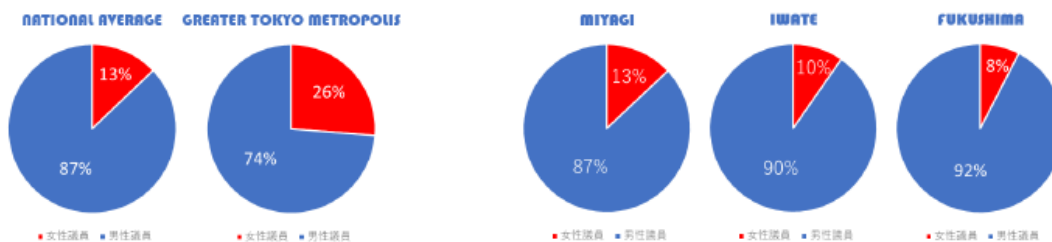
THREE DOMINANT MIGRATION PATTERNS:

- * The "U" turn indicates those who leave their rural communities to seek work or education in major cities, and then eventually return to settle in their home regions or communities.
- * The "I" turn indicates those who grew up in major cities, and then choose to migrate to the regions to settle permanently.
- * The "J" turn indicates those who leave the region to migrate to a major city for work or education, and return to settle in their home region, but in a city larger than their hometown.



- 3) the numbers of women elected to local municipal assemblies in Tohoku as compared to Greater Tokyo and compared to Japan's national average.

③ MALE DOMINANCE IN LOCAL MUNICIPAL GOVERNMENTS IN JAPAN



In particular, these three indicators point to the potential interdependence of issues of gender equality and local democratization by looking at qualitative perceptions of local citizenship symbolic of “young women’s freedom” and “democratic empowerment” at the grassroots levels. This allows us to recast what policy solutions related to young women’s freedom and democratic empowerment/representation might strike common ground with issues of depopulation, shrinking regions, and community survival or sustainability. Moreover, these indicators bring into focus the challenges specific to the Tohoku region of Japan, where these issues have been further exacerbated by the impact of the 2011 triple disaster.

For Tohoku, using feminist intersectional analysis and a diversity lens, we can begin to conceive of the long-term implications and intersecting impact of women's political disempowerment within local democratic institutions, and the impact upon low disaster resilience. Conversely, we can conceive of the policy frameworks that could support young women's empowerment, facilitate inclusion within local democracy, and how this stands to shore up community sustainability and resilience, both pre- and post-disaster.

These indicators and policy implications open up critical intersecting issues requiring further empirical and qualitative political science research and analysis. Further study will allow for a better understanding of what kinds of holistic research projects and policy innovations may support Japan's contemporary struggles in addressing these intersecting demographic, macro-economic, socio-political challenges that point to the state of democratic inclusion, equality, and progress for self-government within and across Japan's regions.

活動中に苦心・工夫したことなど

Why create an old-school photo exhibit?

The photo research exhibit was to be first shared in Los Angeles, United States, within an academic context (Occidental College), and also within a civil society context (Japanese-American community of LA).

The decision to make an old-school photo exhibit style of presentation of the information was strategic in wanting a physical, more creative and artistic installation that people would invite the audience to slowly observe, consume, and then critically think about the images they were seeing. The text was kept to a minimum to allow the audience to begin this process without the usual kind of one-way "results-dissemination" style of traditional academic poster sessions whereby the researcher dictates to the audience what they should learn and take away as the core lesson and finding.

Rather, the audience was invited to take time to look at the exhibit slowly, to discuss and exchange with others in the room, and this approach aimed to generate thought-



provoking "mulling" that might empower the audience to continue to reflect on the images after leaving the event and in their next engagements with Japan, young women, and Japanese society. Photo images can more directly challenge our preconceived ideas about specific social groups that are stereotyped and cast in only a few

narrowly defined roles or images within the mainstream newsprint and televised media, within political discourse, and within our educational systems. Using the examples of 10 young women's activities at the grassroots level in Tohoku, the photo poster exhibit symbolically and visually challenges those stereotypes by introducing the intentions, vision, and community aspirations that the young women hold towards changes in their work-life, family roles, within the community decision-making, and their community's core citizenship values. The photo exhibit offers an accessible entry-point to complex issues that cut across multiple policy areas.

The diverse images of young women's as change agents also posits a diversity of ways of being a young woman in Tohoku or Japan. It problematizes the stereotypical treatment of Japanese womanhood both inside and outside Japan, that presumes passivity, lack of agency, obedient service, and lack of ideational and professional goals. This helps to diversify how we understand young women in Tohoku, and it further visually diversifies the images we have of the diverse ways of being a "young woman" in rural Tohoku.

For example, many of the young women have core expectations about concurrently holding professional and childrearing roles. They see their grassroots community leadership and multi-sector activities as bringing about a more inclusive and tolerant society that will be of benefit to a broader diversity of residents in their community, including for young women, but not only for women's benefit. They are working to deconstruct old attitudes and assumptions about gender roles, about work patterns, and about family relations in order to construct anew a more "sumiyasui Tohoku" (Tohoku that is comfortable to live in) that is accepting of a broader range of their own life aspirations, choices, paths, and childrearing needs, to the benefit of all residents.

Far from the passive stereotypes of womanhood against which older generations of Japanese women, and Japanese feminist movements have consistently worked to dismantle, by performatively challenging hierarchies of both gender and age, the case studies of these young women from Tohoku are, through their aspirations for their community, and through multi-stakeholder community organizing, they are re-inventing what it means to be a grassroots community-builder, to be a Japanese mother in rural Tohoku, and also what it means to be Japanese woman.

In post-disaster Japan, young Japanese women in Tohoku have not simply been **rebuilding** or **reconstructing** what existed pre-disaster, they are seizing a window of opportunity to dismantle the hierarchical, top-down, undemocratic and thereby limiting facets of pre-disaster Tohoku. They are mobilizing to build back better for a more egalitarian, horizontal, and inclusive kind of community solidarity that can accommodate the diverse identities innate in each resident, and the diverse layers of political identity that are pertinent to life in Tohoku in 2018.

Implementational Hurdles and Strategies:

- 1) *Documenting through Imagery:* This was also the first time that I have used photography to try to document and communicate my research results. Given that I am not a photographer, I wished to ensure high quality, aesthetically beautiful images of the young women's activities at the grassroots. With a young woman photographer living in Ishinomaki (Hiromi Furusato) and her colleague (Hisako Takeuchi), I was able to acquire excellent, high-resolution photography that captures both the people in their natural activities, and the expansive landscapes of post-disaster Tohoku some 7 years on.
- 2) *Remote rural Tohoku requires access by car:* Within 72 hours, driving long days and working in the evenings to select and process the photography, we completed field visits to Sumita Town, Kaimishi City, Otsuchi Town, Hanamaki City, Morioka City, and Shin-Hanamaki. I have lived in Sendai, and I have driven across Tohoku, Japan, and also across Canada. Nonetheless, driving to so many new destinations on a fixed schedule requires detailed planning and efficiency. I am grateful for the support of Mihoko Miura of the Social Sciences of Crisis Thinking for her support in charting possible courses, and in liaising to book the University of Tohoku fieldwork van for this 3-day trip.
- 3) *Access to the UTokyo Tohoku Reconstruction vehicle in the Field:* I am so very grateful to have had access to the University-owned Tohoku Reconstruction van located in Shin-Hanamaki, without which I could not have covered so much ground in such a short amount of time, and at such an economical cost. This made the journey of 3 days possible. The three of us traveled to remote parts of Tohoku to capture the images of these women's daily activities and post-disaster environment.
- 4) *Combining New and Old Technologies for a Mobile Exhibit:* This was the first time I have attempted to create a physical exhibit. It requires a combination of old and new techniques, such as large-format physical poster printing capability, new software versatility to process high-resolution photography, artistic presentation of the materials, and streamlined selection of minimalist, standardized information. The fact of choosing a physical installation meant that I needed a means of presenting the A2 size poster boards on tall easels, akin to a photo exhibit, and moreover, they needed to be lightweight, compact, yet sufficiently sturdy to undergo travel abroad to the United States. The physical components of the exhibit weighed more than I had imagined, leading to challenges getting the exhibit from different locations without a car.

地域貢献活動の成果と今後に向けた課題

This photo research exhibit funded by the University of Tokyo provided an opportunity to more accessibly showcase the research results of my JSPS research start-up grant on “Diverse Young Women Leaders of Tohoku.” It was shown on two strategic occasions during the 2018 Tohoku Grassroots Leadership Academy in Los Angeles (February 2018), which was sponsored by TOMODACHI, JP Morgan, and the Dr. Lucy Jones Centre for Science and Society in Los Angeles. It is also being shared in a variety of domestic locations within Japan, such as the Report-back Meetings of individual Academy participants in Fukushima City (180304) and Hanamaki City (180324), as well as at an International Women’s Day/3.11 Commemorative Event (180315) hosted in Tokyo by *For Empowering Women (FEW) Japan*.

Next research results dissemination projects and challenges include:

- 1) Creation of a bilingual digital version of the photography/research exhibit that will share the applied policy implications and the research results in a long-lasting IT-supported medium that has broader accessibility to individuals, not withstanding country of residence.
- 2) Publication of a book project documenting the various 15 case studies of the diverse young women in Tohoku and the research on the migration patterns of the 85 grassroots academy participants. This book will also serve to introduce participatory action research as a feminist methodology and document the participatory action research project that I have pursued in collaboration with NPO Women’s Eye from 2015 to the present.

その他

- 1) Over and beyond the classic issues of research dissemination, I learned a lot from the various challenges of bringing my research to a broader cross-section of the general public abroad, and through techniques that enhance accessibility and interest in the research.
- 2) I wish to thank the University of Tokyo and colleagues at the *Social Sciences of Crisis Thinking* for their willingness to fund this photo/research exhibit project and its presentation in the United States. I hope to share it in my home country of Canada at some point in the future as well.
- 3) I sincerely thank Mihoko Miura for her expertise and professional support for various facets of the project implementation and execution; her assistance was invaluable.