

Editorial

Overcoming the Barriers to Emergency Management in Asia

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This special issue features a collection of key papers that cover emerging theoretical considerations and practical challenges of emergency management in Asia. Recently, disastrous events such as the Wenchuan earthquake of 2008 in China and the Japan earthquake and tsunami of 2011 have had to be managed efficiently and effectively despite high uncertainty and environmental and social risk. While many scholars and practitioners in the field of emergency management have focused on the United States and European countries, little research has been conducted to understand the different contexts of emergency preparedness, response, and recovery procedures in Asian countries. Asian countries may overlook the importance of effective emergency management regarding sharing resources among principal organizations, physically evacuating citizens to shelters, and risk communication through social and news media, even though recent extreme events – the 2011 Tōhoku earthquake and tsunami in Japan, the 2013 Jakarta flood in Indonesia, and the 2013 Lushan earthquake in China – highlight the significant impacts of disasters. Nevertheless, developing emergency management systems in Asian countries is much harder to achieve than anticipated despite efforts to cope with catastrophic events through collaborative emergency management.

To examine these issues, this special issue focuses on overcoming the barriers to emergency management by extending conceptual frameworks and practical implications, to assist researchers and policy makers in understanding the complex problems of emergency management. This is important because the critical challenge that Eastern Asia faces is that the effects of catastrophic events such as earthquakes, typhoons, and floods may spread well beyond a single country and aggravate existing problems with Asian economic growth, environmental degradation, and social tensions. This special issue includes seven papers dealing with diverse issues in Asian countries. Specifically, Jiwon Kim et al. as well as Kyungwoo Kim and Minsun Song raise critical issues for understanding emergency management systems by extending our understanding of social media use and hazards mitigation in South Korea. Moreover, Jingran Sun and Xiangyu Li and Wei-Ning Wu examine the relationship between government agencies and affected citizens in local communities by employing in-depth interviews and structured surveys in China and Taiwan. Lastly, research by Esmail Esfandiary and Jesus Valero and a book review by Brian

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Williams propose new roles for public organizations in building effective emergency management systems to enhance resilience in Asian countries.

Ji won Kim, Yonghee Kim and Melissa Suran present emergency-response organization usage of social media in 2013 Seoul floods in Korea as a case study. This study examines how the emergency organizations recognize their own social media uses. The literature review provides an explanation of the Seoul floods of 2013 and the use of social media in emergency management. In this study, a structured survey was conducted to examine self-evaluation of information provision, information dissemination, and emotional messages, and how emergency-response organization uses are related to their perception of organizational resilience. 82 representatives from almost every emergency response organization functioning in Seoul —25 local governments, 23 fire stations, and 21 police stations, 9 NGOs and 5 other organizations— answered questions about the use of social media during the 2013 Seoul flood and its aftermath. Through the integrated framework, this study provides four important results: (1) respondents evaluate their own social media uses unsatisfactorily in all three assessments by frequency analysis. Also, the findings indicate insufficiency in customizing information for specific groups of victims; (2) There was a polarizing tendency response in self- evaluations of their social media use; (3) Organization types have different levels of social media usage when managing crises; and (4) This study found a strong positive correlation between social media uses and organizational resilience in emergency management processes. One of the merits of this study is that this study examines the role of emotional support in the social media usage of emergency-response organizations. This study contributes much to the question of how emergency response organizations view their own social media uses and offers direction for how to effectively use social media to help build stronger organizational resilience.

KyungWoo Kim and Minsun Song compare two programs in South Korea – the Deposit Refund System (DRS) and the Extended Producer Responsibility Program (EPR) – that facilitate recycling, focusing on what these programs provide producers with and how they are operated with respect to management and enforcement. The theoretical background identifies the concepts and aims of the two programs and the performance of recycling programs in South Korea. The evaluation criteria for the programs are based on the economic incentive (or enforcement) to the producers and the manageability of the programs. The results show that the EPR performs better than the DRS because the EPR includes stronger economic penalties and more costs manufacturers less. However, the DRS provides additional incentives to improve recycling performance beyond the minimum requirements. The government can also manage the EPR more easily than the DRS and ensure manufacturers meet their recycling obligations because of the mandatory recycling amounts. The EPR also specifies the performance unit used to monitor producers compliance. The authors suggest that policy designers should consider the elements of the environmental programs from the perspectives of regulatory agencies as well as improve the levels of recycling and ultimately mitigate environmental hazards through regulation. This research also proposes a framework for evaluating greening programs in terms of economic incentive and recycling performance.

Jingran Sun and Xiangyu Li examine the response to the Wenchuan Earthquake in China from a human resources perspective. This research reviews the response and recovery operations of the government and non-profit organizations. In this research, a survey of 11 households was conducted to look for any deficiencies in the response to the earthquake and discovered shortcomings in the government's reaction to the earthquake. The results show that the Chinese government approached the situation in a bureaucratic way that limited the effectiveness of the gov-

ernment's response and barred non-profit organizations and community groups from assisting. Importantly, it was also found that survivors couldn't contact these organizations for psychological support. The situation called for a more flexible institutional approach that would respond to the emerging needs of survivors. This research implies that the Chinese government could have responded better to the Wenchuan Earthquake if it had approached the situation from an emergent human resources perspective instead of a traditional, bureaucratic approach. This research contributes to developing a practical management approach in which governments focus on empowering communities and non-profit organizations to address issues often ignored in governmental approaches to emergency management.

Weining Wu, Ssu-Ming Chang, and Brian K. Collins detail a case study of Taiwanese emergency response in terms of the relationship between citizen engagement and local fire branch heads. The purpose of this study is to assess factors that affect the ability of local fire branch heads to mobilize volunteer organizations in local emergency responses. To this end, the researchers conducted a mail survey local fire branch heads in seven local jurisdictions. Also, a multiple regression model was used to test three hypotheses as a way to measure the practicalities and effectiveness of citizen engagement in emergency response. The findings show that quality of communication and other aspects of citizen engagement are positively associated with local fire branch heads' ability to mobilize voluntary organizations. In particular, this research finds that high quality interactions between local fire branch heads and volunteer organizations in the planning stages of emergency response preparedness translates into a greater ability to mobilize in the response stages. Furthermore, this research has the potential to guide the use of fire safety and other emergency managers to mobilize voluntary organizations in emergency response not only in Taiwan but also in other countries.

Esmaeil Esfandiary investigates how leading U.S. media outlets cover the Iranian nuclear program using the New York Times' (NYT) reaction to the 2010 Brazil-Turkey-Iran (BTI) nuclear deal as a case study. This research aims to analyze whether and to what extent a "liberal" media is critical of U.S. government discourse on an important international issue crucial for Middle East peace and stability. The literature review provides an overview of the U.S. media's representation of Middle Eastern people and cultures and nuclear issues. Through the use of critical discourse analysis, the results show a strong bias against the BTI nuclear deal throughout the NYT's news coverage. The overarching thrust of the coverage imputes malignant intentions on the part of Iran ("to kill time to further its nuclear weapons program") and Brazil and Turkey ("to advance their own business dealings with Iran and gaining international recognition"). Also, non-relevant information is used to imply the threat of an Iranian nuclear bomb. Moreover, the NYT leaves it almost totally "unsaid" that president Obama had asked Brazilian and Turkish leaders to go to Tehran to press for acceptance of the BTI deal. The paper concludes that the NYT basically echoed, and legitimized, the discursive practices of the U.S. government on the deal. This case study provides a good example of how the US media represents issues pertaining to the Middle East.

Jesus N. Valero examines the impact of organizational structure in effective leadership of public organizations using disaster response case studies from South Korea and Japan. In the case of South Korea, a hierarchical structure and the higher degree of centralization explain a top-down approach to emergency management in responding to three successive typhoons in 2012. In this case, the organizational structures seemed to be efficient in disaster response, but the country suffered social and economic losses nonetheless. Unlike South Korea, Japan's emergency preparedness and response are collaborative, as evidenced in 2011 when Japan was affect-

ed by an earthquake and a tsunami. Japan's approach to these events was informed by lessons learned from responses to the Kobe earthquake of 1993. Such preparedness and collaboration could be instructive for transformational leaders to allow for better resiliency of organizations in the face of disaster. This study contributes to a better understanding of the relevance and importance of organizational structure and leadership in emergency management.

Brian Williams provides a review of the book "Social, Legal, and Legislative Challenges to Disaster Management" by Simon Butt, Hitoshi Nasu, and Luke Nottage. Butt, Nasu, and Nottage provide a compilation of disaster management cases covering the Asia-Pacific region, including cases from Japan, China, Australia and New Zealand. The cases focus on social, legal, legislative, and political factors in disaster management. Two of the main research questions are whether the natural classification of a disaster affects the preparedness and response in disaster management and whether patterns of recovery differ significantly between countries. The majority of the chapters cover Japan with an emphasis on the "triple disaster" of 11 March 2011 when an earthquake and subsequent tsunami caused the failure of the nuclear facilities in Fukushima. It is proposed that nuclear policy in Japan is guided by political motivations and connections with energy companies through donations to political parties by energy companies. Another focus is New Zealand's recovery efforts after the Canterbury earthquakes of 2010 and 2011. It was found that the government's actions in response to the earthquakes violated the rights of citizens, leading to calls for public and community participation in the recovery process. This concise book review contributes to understanding disaster management tactics and effectiveness.