

## THURSDAY, 5 MARCH 2015

<b>09:45 – 10:00</b>	<b>REGISTRATION</b>
<b>10:00 – 10:20</b>	<b>WELCOME AND INTRODUCTORY REMARKS</b>
	<p><b>Michael DOUGLASS</b>                      Asian Urbanisms Cluster Leader of Asia Research Institute,                      and Lee Kuan Yew School of Public Policy, National University of Singapore</p> <p><b>Michelle MILLER</b>                      Senior Research Fellow, Asia Research Institute, National University of Singapore</p>
<b>10:20 – 11:30</b>	<b>PANEL 1</b>
	<p>Chairperson   <b>Gregory CLANCEY</b>, National University of Singapore</p>
10:20	<p><b>Flood Policies and Popular Politics in Jakarta, Indonesia</b>  <b>Roanne van VOORST</b>, University of Amsterdam, The Netherlands</p>
10:40	<p><b>Decentralization, Pluralization, Balkanization? Challenges for Disaster Mitigation and Governance in Mumbai</b>  <b>D. PARTHASARATHY</b>, Indian Institute of Technology Bombay</p>
11:00	<p>Questions &amp; Answers</p>
<b>11:30 – 12:00</b>	<b>TEA BREAK</b>
<b>12:00 – 13:10</b>	<b>PANEL 2</b>
	<p>Chairperson   <b>Helen JAMES</b>, The Australian National University</p>
12:00	<p><b>Decentralization and Small Cities: Towards More Effective Urban Disaster Governance?</b>  <b>Andrew RUMBACH</b>, University of Colorado, USA</p>
12:20	<p><b>Pluralising Place-Making Practices, Emerging Place Governance, and Empowerment in Post-Tsunami Ishinomaki, Japan</b>  <b>Christian DIMMER</b>, The University of Tokyo, Japan</p>
12:40	<p>Questions &amp; Answers</p>
<b>13:10 – 14:10</b>	<b>LUNCH</b>
<b>14:10 – 15:20</b>	<b>PANEL 3</b>
	<p>Chairperson   <b>Caroline BRASSARD</b>, National University of Singapore</p>
14:10	<p><b>Decentralized Flooding Governance in Jakarta: A Case of Fragmentation and Stagnation</b>  <b>Zachary A. SMITH</b>, National University of Singapore</p>
14:30	<p><b>Disaster Recovery and Decentralized Urban Governance in Western India</b>  <b>Reshmi THECKETHIL</b>, United Nations Development Programme, India</p>
14:50	<p>Questions &amp; Answers</p>
<b>15:20 – 15:50</b>	<b>TEA BREAK</b>
<b>15:50 – 17:00</b>	<b>PANEL 4</b>
	<p>Chairperson   <b>Eli ELINOFF</b>, National University of Singapore</p>
15:50	<p><b>Decentralization and Disaster Demographics: Lessons from De-Urbanizing Japan and Taiwan</b>  <b>Helen JAMES</b>, The Australian National University</p>
16:10	<p><b>Decentralizing Disaster Risk Management in a Centralistic System's Urban Growth Engines? Agendas, Actors and Contentions in Vietnam</b>  <b>Matthias GARSCHAGEN</b>, United Nations University, Institute for Environment and Human Security (UNU-EHS), Germany</p>
16:30	<p>Questions &amp; Answers</p>
<b>17:00</b>	<b>END OF DAY ONE</b>
<b>18:00</b>	<b>WORKSHOP DINNER (For Speakers, Chairpersons &amp; Invited Guests Only)</b>

## FRIDAY, 6 MARCH 2015

10:00 – 11:10		PANEL 5
		Chairperson   <b>Roanne van VOORST</b> , University of Amsterdam, The Netherlands
10:00		<b>Caught in between Decentralization and (Re-)Centralization: Environmental Disaster Management in South Korea from a Multi-Level Perspective</b> <b>BAE Yooil</b> , Singapore Management University <b>JOO Yu Min</b> , National University of Singapore
10:20		<b>Devolved Governance for Urban Flood Control: The Case of Seoul, Korea</b> <b>CHO Myungrae</b> , Dankook University, Korea
10:40		Questions & Answers
11:10 – 11:40		TEA BREAK
11:40 – 12:50		PANEL 6
		Chairperson   <b>Lisa ONAGA</b> , Nanyang Technological University, Singapore
11:40		<b>Disaster Governance and the Scalar Politics of Incomplete Decentralization: Fragmented and Contested Responses to the 2011 Floods in Central Thailand</b> <b>Danny MARKS</b> , University of Sydney, Australia
12:00		<b>The Rise of Mega-adaptive Governance for Manpower Support for Municipalities in the Wake of the 2011 Great East Japan Earthquake and Tsunami</b> <b>Naomi AOKI</b> , National University of Singapore
12:20		Questions & Answers
12:50 – 13:50		LUNCH
13:50 – 15:00		PANEL 7
		Chairperson   <b>Christian DIMMER</b> , The University of Tokyo, Japan
13:50		<b>Disaster Governance for Sustainable Recovery of Infrastructure and Housing in Tacloban</b> <b>Mark KAMMERBAUER</b> , School of Applied Sciences Nuremberg, Germany
14:10		<b>Enacting Disaster Governance: Governmentalizing Emergency Management in China in the Post-SARS Era</b> <b>LIM Wee Kiat</b> , Singapore University of Technology and Design
14:30		Questions & Answers
15:00 – 15:30		TEA BREAK
15:30 – 16:40		PANEL 8
		Chairperson   <b>SULFIKAR AMIR</b> , Nanyang Technological University, Singapore
15:30		<b>Community-Based Disaster Risk Reduction and Management for Decentralized Urban Disaster Governance: The Case of Dagupan City, Philippines</b> <b>Fatima Gay J. MOLINA</b> , Center for Disaster Preparedness, Philippines
15:50		<b>Participatory Approach in the Post-Earthquake Planning and Decentralized Governance: A Case Study of Yushu City in Qinghai-Tibet Plateau of China</b> <b>YI Fangxin Francine</b> , National University of Singapore
16:10		Questions & Answers
16:40		CONCLUDING DISCUSSION
		<b>Michael DOUGLASS</b> , Asia Research Institute, and Lee Kuan Yew School of Public Policy, National University of Singapore <b>Michelle MILLER</b> , Asia Research Institute, National University of Singapore
17:15		END OF WORKSHOP

## Flood Policies and Popular Politics in Jakarta, Indonesia

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In many respects, present-day Indonesia meets the criteria for effective decentralization – it has a political party system with multiple parties, free press and democratic elections Indonesia – and it has been triumphed as a democratic success story within Southeast Asia. At the same time, the overwhelming majority of Indonesia scholars conclude in their studies that the principle of decentralization in Indonesia fails in many areas. One major problem is that local governments nowadays have the power to act, while they do not have the means or capacities. As a result, governance has not truly become more democratic or inclusive.

This paper challenges such assumed relation between effective decentralization and democratic or inclusive governance. It does so by regarding an area in which decentralization policies are rather effectively implemented: flood-disaster management in Jakarta. Nevertheless, in the cities' most flood-prone neighbourhoods no inclusive government has been developed.

The data on which this paper is based were obtained during one year (in 2010-2011) of intensive anthropological fieldwork in one of Jakarta's poorest and most flood prone riverbank settlements, followed by a month of fieldwork in 2014. By taking a bottom-up approach, the paper reveals that while flood-risk management interventions are increasingly effectively coordinated on a subnational governmental level, river bank settlers stick to alternative ways to cope with floods. Rather than accepting aid and support from formal political institutions, they pursue their interests and needs through informal channels.

The article starts with a brief review of the literature on Indonesia's decentralization, pointing to some limitations in the current academic approaches. Next, the issue of flooding and (decentralized) flood management in Jakarta is introduced. Moving beyond the institutional level, the article describes – through three cases- the ways in which residents of a flood-prone community have found effective strategies to cope with floods, and investigates why these strategies are hardly impacted by decentralization policies.

In 2014, **Roanne VAN VOORST** obtained a PhD (with distinction) in anthropology at the Amsterdam Institute for Social Sciences Research. Before that, she completed her master studies in social and cultural anthropology at the Free University in Amsterdam, and her bachelor studies in Journalism (specialization in International Politics) at the University of Applied Sciences, Utrecht, the Netherlands & Århus, Denmark. She currently lectures at the University of Amsterdam, offering courses in development, poverty and inequality, South East Asia and sociological theory. Her research interests lie in the area of climate changes and natural hazard, human risk behaviour, poverty and inequality, and state/citizenship relations.

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## Decentralization, Pluralization, Balkanization? Challenges for Disaster Mitigation and Governance in Mumbai

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The Indian political scientist Neera Chandoke (2003) was among the first to raise the issue of the pluralisation of the state in India and its implications for democratic citizenship. The challenges for democratic governance in the context of pluralisation and decentralization, against a background of power geometry asymmetries is echoed by Singh and Parthasarathy (2010) in critiquing solid waste management and decentralized urban governance in Mumbai. Shirish Patel (2014) has described the ongoing process of the balkanization of urban planning in Mumbai. This paper critiques the three interlinked but distinct processes of pluralisation, decentralization, and balkanization in relating urban planning and governance problems to disaster mitigation and governance. Using flood related disasters in Mumbai as a case, the paper analyzes the disaster governance initiatives of urban and regional institutions in the Mumbai region. Balkanisation of institutions and governance mechanisms pertaining to urban planning and disaster management is identified as a key barrier to effective decentralized disaster governance in the city and its region. Three types of balkanization are described and critiqued: a) spatial/geographical (balkanization ecosystem and environmental management); b) sectoral (balkanization of urban governance sectors – solid waste, drainage and sewerage, pollution control, infrastructure); c) institutional (balkanization of urban and disaster mitigation/management institutions). Attention to issues of scale and cross-institutional linkages are identified as key areas for addressing the balkanization problem. Issues of informality are foregrounded as contradictory features affecting the quality of decentralized disaster governance, and, as one of the neo-liberal mechanisms of urban entrepreneurial governance.

**D. PARTHASARATHY** is Professor of Sociology at the Department of Humanities and Social Sciences, Indian Institute of Technology, Bombay. He has earlier worked or held visiting positions at the International Crops Research Institute for the Semi-arid Tropics, Australian National University, National University of Singapore, and Zentrum Moderner Orient, Berlin. He is the author of *Collective Violence in a Provincial City* (1997), and has recently co-edited “Women’s Self Help Groups: Restructuring Socio-Economic Development,” (2011), and “Cleavage, Connection and Conflict in Rural, Urban and Contemporary Asia” (2013). He has carried out research projects and published in the areas of urban studies, law and governance, women and development, climate studies, and disaster risk and vulnerability. His current research interests include urban informality with a focus on urban religion and politics, transnational urbanism, legal pluralism and resource governance, and vulnerability to climate/disaster risks.

## Decentralization and Small Cities: Towards More Effective Urban Disaster Governance?

**ANDREW RUMBACH**

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Since independence, the government of India has charted a gradual path towards decentralization, devolving key authorities and decision making powers to state, district, and local-level authorities. The 73<sup>rd</sup> and 74<sup>th</sup> amendments to the Indian constitution were watershed moments in the decentralization movement because they granted constitutional authority to local governments for the first time. The Disaster Management Act, passed in 2005, devolves many disaster planning and decision making functions to state and district authorities, and lays the groundwork for community based disaster management. In this paper I explore the impacts of decentralization, in local government and disaster management, on disaster governance in urban India. I focus on small and medium sized cities, which are largely absent from the urban disaster research. India is experiencing a massive demographic shift from rural to urban, and much of that growth is taking place in cities with less than one million people. The growth of small cities has created significant environmental challenges, not least the rapid increase in the number of people at-risk to natural hazards like earthquakes, floods, and landslides. Smaller cities are a challenge for planners and policy makers concerned with disaster risk management because of their diversity, distance from centers of power and politics, limited resources, and rapid growth. Does decentralization hold the key for effective disaster governance in these places, allowing local governments to craft policies and spend resources in ways that are most responsive to local environmental needs and challenges? Or, alternatively, does the weak capacity of local governments make decentralization a hurdle to resilient cities? I approach these questions partly through a study of small cities in West Bengal, one of India's largest and most populous states. The West Bengal case demonstrates that decentralization has largely failed to improve disaster governance at the local level. I conclude with a discussion of the potential of decentralization and with recommendations for improving disaster governance in India.

**Andrew RUMBACH** is an Assistant Professor in the Department of Planning and Design at the University of Colorado Denver, USA. His research is broadly concerned with the social and institutional dimensions of disasters and climate change, and the relationships between urbanization and environmental risk. His current projects include a study of household and community recovery following the 2013 floods in Colorado, a mixed-methods analysis of new towns in India and their relationship to informal development, and a community-based study of urbanization and landslide risk in the Darjeeling-Sikkim region of northern India. Rumbach teaches graduate courses in the areas of environmental planning, disaster and climate change planning, and international development. Rumbach holds a PhD and MRP in City and Regional Planning from Cornell University and a BA in Political Science from Reed College. His work has been supported by grants and fellowships from the National Science Foundation, NOAA, the National Disaster Preparedness Training Center, the Clarence S. Stein Institute, and the Rockefeller Foundation.

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## Pluralising Place-Making Practices, Emerging Place Governance, and Empowerment in Post-Tsunami Ishinomaki, Japan

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On 11. March 2011 the North-East of Japan was shattered by the fourth-strongest earthquakes ever recorded in history. It triggered a massive tsunami that left hundreds of communities severely damaged along 500 kilometers of coast and claimed nearly 19.000 lives.

The disaster caught Japan in a critical moment: Major administrative reforms in 2000 and 2001 had aimed at increasing local revenues and strengthening local autonomy through decentralisation. Also urban planning responsibilities were formally devolved to the municipal level, but in practice sufficient local planning expertise hadn't developed yet. As local governments were overwhelmed by the scope of the reconstruction work in the aftermath of the tsunami, central government officials were hesitant to interfere. Furthermore, as the national government had promoted municipal amalgamations between 1999 and 2010 in order to create larger municipalities that allowed for the transfer of more administrative power to the local level, the resulting reduction of personnel led to slow rescue and relief efforts after 11. March 2011. The newly formed cities had become so large that public services and reconstruction planning were too far removed from local communities.

However, this confused situation also opened up opportunities for new forms of place governance and new place-making actors to emerge. By focusing on post-disaster recovery in Ishinomaki, the largest tsunami-hit city and regional hub, this paper critically examines one eco system of municipal planners, corporate and academic planning consultants, professional organisations and networks, social entrepreneurs, business associations, as well as engaged citizens activists, who are all involved in negotiating reconstruction. It seeks to determine in how far these novel, seemingly more pluralistic, governance processes are contributing to increased social resilience and community empowerment.

**Christian DIMMER** is Assistant Professor for Urban Design & Urban Studies at the University of Tokyo. He earned his PhD from the University of Tokyo on the subject '[Re] negotiating Public Space: a Historical Critique of Modern Public Space in Metropolitan Japan'. As a JSPS post-doctoral fellow he worked on the politics and contestations of public space at the Interfaculty Initiative in Information Studies, University of Tokyo. His current research examines the potential of new urban commons for novel forms of emergent, pluralistic place governance. Christian is co-founder of the Tokyo chapter of the charitable disaster response organisation Architecture For Humanity as well as the Tohoku Planning Forum. He also teaches courses on sustainable urbanism, theories of public space, global urbanism, as well as planning theory at Waseda University and at Sophia University.

## Decentralized Flooding Governance in Jakarta: A Case of Fragmentation and Stagnation

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Floods are an increasing phenomenon across the globe, especially for cities in Asia. Jakarta, emblematic for such complex problems that span urban and environmental processes, faces a web of issues when dealing with floods. This complexity enables greater fragmentation among the various aspects of flood management, leading to ineffective interventions. These fragmentations become especially problematic as the technical aspects of flood management become politicized across multiple municipalities, as well as within them between formal and informal elements. Failure of local efforts to reduce the increasing frequency and damage from floods can be characterized as a stagnation of learning in which Jakarta's urban environment has not adapted. Thus, stagnation is used here to describe the municipalities and their attempts at catchment-scale planning. While decentralization in Indonesia has received much scholarly attention in regard to financial and governance issues, the implications for decentralization and environmental security have yet to be analyzed to the same degree. The paper examines how the experiences of environmental hazards have been interpreted and mobilized into the Jabotabek context of larger urban processes. The paper concludes that flood interventions have failed due to the heavy reliance on engineering projects, initiated from high within the government, which do not take into account the dynamic processes of urbanization in the region. The failure to learn from these mistakes stems from maladaptation of urban development (including both physical built environment and institutional setting) and in the mental models of policymakers. With a view of "water as politics", the city-province of Jakarta provides an exceptional study for how cities navigate the boundaries between urban and environmental issues, as well as between centralized control and decentralized governance.

**Zachary A. SMITH** is in the 4th year of his PhD in the NUS Department of Geography, and is originally from a small riverside town in Ohio. His dissertation is entitled "Hydro-Social Systems of Jakarta", and focuses on how flood management policy is formed and implemented. Specifically in his doctoral research, he has been measuring sediment and garbage accumulation in drainage canals along informal settlements, and comparing these unique empirical measurements with other proposed explanations of drainage problems. Research interests include political ecology, urban studies in developing countries, and disaster management.

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## Disaster Recovery and Decentralized Urban Governance in Western India

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Proponents of decentralized governance claim that proximity makes local government vulnerable to citizen pressure, and makes it easier for citizens to become informed and to demand good service (Tendler, 1997). But what if the local government itself is responsible for unregulated development that made a city vulnerable to earthquakes resulting in loss of lives, livelihoods and assets?

With transformation of city of Bhuj in the western Indian state of Gujarat, following a devastating earthquake, as its focal point, this paper analyses how policies and plans related to disaster recovery formulated at high levels of government are made to work by their implementers, and its implications for equitable and decentralized disaster governance. While policies and plans related to disaster recovery might apply uniform standards to a population with unequal access to resources, their implementation at the local level is inextricably linked to dealing with differential access to resources, inherent vulnerabilities of governance systems and socio-political context.

Policies are essentially made in the street; policy really comes down to the street-level bureaucrats who implement it, or don't (Lipsky, 1980). The ability of "street-level bureaucrats" to exercise discretionary powers is a significant aspect of how needs of populations with differential vulnerabilities are addressed with policies crafted on the basis of generic categories. For dynamic "plan making" processes to be equitable and participatory, disaster governance mechanisms need to recognize and involve multiple representative fora that reflect the social relations embedded in localities. Provision of socio-technical support to those who lack the necessary resources is equally important.

An advocate of socially inclusive and environmentally sustainable development, **Reshmi THECKETHIL's** professional work focuses on building capacities of national and sub-national governments and communities in disaster risk reduction and recovery. Theckethil holds a bachelor's degree in Civil Engineering (University of Kerala, India), master's degree in Urban Planning (University of Illinois at Urbana-Champaign), and PhD in City and Regional Planning (Cornell University). Through an ethnographic investigation of post-disaster urban planning processes in Bhuj, Gujarat, following the earthquake of 2001, her dissertation examines the interaction of processes of application of planning mechanisms for the reconstruction of an earthquake-affected town and recovery of its residents. Theckethil has worked with World Bank Institute and NGOs in India. Since 2010, she has been with the United Nations Development Programme, where currently she is the National Coordinator for Capacity Development of a project jointly implemented with Government of India. Her other interests include: Participatory Urban Governance and Community-based Disaster Risk Management.



## Decentralization and Disaster Demographics: Lessons from De-urbanizing Japan and Taiwan

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**NOZOMI MATSUI**

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The dynamics of responsibility for Disaster Risk Reduction vacillate between decentralization of resources and authority away from central governments towards the regional and local levels in efforts to ensure more effective preparedness, response and recovery when major events impact on vulnerable populations. The results of this approach have been mixed, even in major established democracies such as Japan, and Taiwan. The urbanization phenomenon along the North East Japan coast not only placed significant populations in the path of the March 2011 Tohoku tsunami/earthquake, but also meant that these populations were ill situated to withstand and recover from the disaster despite many years experience and well established early warning and evacuation protocols. This has been a factor of the ageing and depopulation demographic phenomenon in this region. In Taiwan, after Cyclone Morokot (2009) rapid response by central government agencies to provide recovery resources did not meet the requirements of the impacted survivors who turned to alternate sources of assistance in the civil society and volunteer groups to implement effective recovery mechanisms. In both Taiwan and Japan, the particular correlations of ageing populations and gender, mixed with distrust of central governments, and long term depopulation in some areas, especially along the Miyagi, Iwate, and Fukushima prefecture coasts have meant that both local and central governments have had to re-think public policies for managing disaster preparedness, response and recovery. This paper will explore these issues in relation to the calls for greater decentralization of disaster management resources to the areas of urban conglomerations most likely to require their application at the time of a significant disaster event. The paper asks whether it might be timely to move away from dichotomous intellectual constructs in disaster risk governance to adopt collaborative perspectives where the resources and capacities of the three levels of government (national, regional, local) might be mobilized more effectively in disaster preparedness, response and reconstruction.

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**Helen JAMES** is a specialist in Mainland Southeast Asia, especially Thailand and Myanmar (Burma). She is leading an international research team funded by the Australian Research Council, on the demography of Asian Disasters and has published eight books and over 60 articles and chapters in books. She took her PhD (1972) and MA (1970) from the University of Pittsburgh, Pennsylvania, USA, and B. Oriental Studies (1966) from the Australian National University. She has held academic appointments in a number of universities including the University of Pittsburgh, Thammasat and Chulalongkorn Universities, Bangkok, as well as the University of Canberra, the Australian Catholic University and The Australian National University. She has also been a Visiting Scholar/Fellow at several international centres/universities including the Centre of International Studies, Cambridge University; the Swedish International Peace Research Institute, Stockholm; and the East-West Centre, Hawaii. In 2004 she was elected as a Life Member of Clare Hall, Cambridge University. She was Executive Director of the Asia Research and Development Institute, and Director of the Thai Studies Centre, University of Canberra (1995-2000); and Head of Department at Thammasat University (1977-1980). She is currently an Adjunct Associate Professor in the Department of Anthropology, School of Culture, History and Language, College of Asia and Pacific, ANU. She has also been a Director in several Australian government departments. In 1997 she was awarded the order of Benjamabhorn, Member of the Most Noble Order of the Kingdom of Thailand by H.M. King Bhumibol Adulyadej for services to Thai history, language, education and culture. Since 1995 she has taken a leading role in fostering the engagement policy with Burma/Myanmar of successive Australian governments.

**Nozomi MATSUI** is a research assistant in The Australian Demographic and Social Research Institute, College of Arts and Social Sciences, The Australian National University.

## Decentralizing Disaster Risk Management in a Centralistic System's Urban Growth Engines? Agendas, Actors and Contentions in Vietnam

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The merits of decentralization and public participation for designing disaster risk management according to local needs, priorities and capacities are now widely discussed in the scientific literature and in global policy frameworks. However, surprisingly little attention is being paid to the potential fault lines that may result if postulations for decentralization and local empowerment are – despite being adopted on the surface – in conflict with the (hidden) policy agendas in centralistic states. Tensions between devolution and a central grip on power can emerge particularly around topics considered of relevance for national development, notably urban growth centers, or the legitimacy of central leadership, frequently claimed essential for the effective protection against disasters and other risks. The paper therefore uses the example of Can Tho City, which is the high-growth urban center of the flood-prone Vietnamese Mekong Delta, to analyze in detail (1) whether and to what extent the city has a decentralized system for disaster risk management and (2) which agendas different actors from the local to the national level have to accelerate or protract local empowerment. The analysis, based on the review of policy documents and in-depth interviews with party-state decision makers as well as other stakeholders, reveals that the picture of decentralization in Vietnam is much less clear than often proclaimed. There is a convoluted reality in which contradictory trends of decentralization and centralization co-emerge from overlapping layers of (a) internal political contentions and (b) a transforming actor spectrum within the country's changing political economy of risk reduction.

**Matthias GARSCHAGEN's** main research focus is on urban vulnerability, social resilience and climate change adaptation in Asia, most notably in Vietnam and India. Matthias has been an invited contributing author to the IPCC's Fifth Assessment Report (AR5) in WG II, chapter 24 on Asia. He is an Academic Officer at the United Nations University - Institute of Environment and Human Security (UNU-EHS), based in Bonn, where he leads the section on Vulnerability Assessment, Risk Management and Adaptive Planning (VARMAP). Besides his engagement with UNU-EHS, he is a lecturer at the University of Cologne and the University of Bonn. Matthias was a scholarship holder of the German National Academic Foundation and the German Academic Exchange Service. He is currently an active member of the working group on Southeast Asian studies within the German Geographical Association as well as UNU's International Expert Working Group on Measuring Vulnerability. Matthias holds a PhD in geography from the University of Cologne, Germany, and has a background in human geography, anthropology and economics.

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## Caught in between Decentralization and (Re-)Centralization: Environmental Disaster Management in South Korea from a Multilevel Perspective

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The twenty years experience of decentralization and local democracy in South Korea has brought about many changes in its central-local relations. Yet, the case of environmental disaster management has produced more or less ambiguous outcomes. While local governments have been quite successful in their preventive measures and in immediately controlling (and thus reducing) predictable and manageably sized disasters, they have been vulnerable to more complex and transboundary environmental disasters. In the latter cases, local governments come across as pulling back to become mere puppets of the central government, but in fact, there is a lot of to-ing and fro-ing between the central and local governments behind the scenes. This type of behavior often results in jurisdictional disputes as well as delayed post-disaster management and recovery. In this paper, through the analysis of institutional change over disaster management and a case of hydrofluoric gas leakage, we explore organization and contextual factors that affect both horizontal (among local governments, civil society and private sector) and vertical (among subnational and national governments) collaborations. The factors range from local capacity problems to trust in governments.

**Yooil BAE** is Assistant Professor of Political Science at the School of Social Sciences at Singapore Management University. His main research areas are comparative politics and public policy, urban and regional political economy, and transnational collaborative governance in South Korea and Asia. He is the author of several articles and book chapters on decentralisation, social movements, and urban developmental politics, and currently working on book projects on global comparison on local democratic institutions in OECD countries and local democratisation in South Korea. He received his PhD in Political Science from the University of Southern California (2007).

**Yu Min JOO** is an Assistant Professor at the Lee Kuan School of Public Policy, National University of Singapore. She received her PhD in Urban and Regional Planning from the Massachusetts Institute of Technology. She teaches courses in urban development and policy, globalization, and policy analysis. Her current research interests include urban governance, state rescaling, and decentralization reforms, particularly in the East Asian contexts.

**Soh-Yeon WON** is Assistant Research Fellow at the Korea Institute of Public Administration. Her main research areas are social welfare policy, regulatory policies, and disaster management governance in South Korea, Asia and Europe. She is the author of several articles on social welfare system, work-family reconciliation policy, municipal police system, and working on projects on building a local safe community. She received her PhD in administrative Science from the German University of Administrative Sciences Speyer (2009).

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## Devolved Governance for Urban Flood Control: The Case of Seoul, Korea

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Like other cities, Seoul also suffers from climate change in that global warming brings about the frequent outbreak of unpredictable flooding across the city, such as road flooding in low-lying downtown, overflowing of urban streams and landslide on hilly areas. All these disaster incidents cause not only various fatal damages, but also serious post-disaster disputes over responsibility of disaster, recovery priority and preventive measures. With the rise of progressive leadership in the municipality of Seoul, the way of governing urban flooding issues has significantly changed from those which used to work in previous governments. The most striking difference lies with the devolution of governing power for disaster-related problem-solving to the alignment of governmental and non-governmental stakeholders involved in the urban flood control. This paper examines three cases of the devolved governance for solving urban flood issues: first, the 2011 landslide on Mountain Wumyeon in southern Seoul, second, the 2011 road flooding in the busiest junction of Kangnam (Southern Seoul), and third, the 2012 overflowing of Kwanghwamun Square adjacent to Cheonggye Stream in central Seoul. Each case has a different set of disaster composition among location, road, stream and people as well as a different set of alignment among disaster-related actors from governments, civil society organizations, communities and corporations. Emphasis in the devolved governance is placed on the maximization of autonomous problem-solving through open-minded dialogue and consensus by the persons and institutions concerned. Meta governance for this purpose is conducted by Special Committee on Flood Control which was set up by Mayor Park in 2012.

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## Disaster Governance and the Scalar Politics of Incomplete Decentralization: Fragmented and Contested Responses to the 2011 Floods in Central Thailand

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This paper applies the politics of scale as a framework to examine how decentralization reforms and the associated power relations between government agencies at different levels affected disaster risk outcomes in Thailand, particularly during the 2011 floods in Central Thailand. It argues that Thailand's decentralization has been incomplete due to the retention of power and resources by central bureaucrats and the continued weak capacity of local administrative organizations (LAOs). The limited political decentralization that has occurred so far has often been captured by local elite. In addition, the country's overall fragmented and politically-polarized governance has hindered policy coherence at all levels, including the local level. Incomplete decentralization alongside persistent fragmentation along ministerial and sectorial lines has undermined disaster risk and distributed risks unevenly and unfairly. The governance of land, water, and disaster risk proceeds in parallel with inadequate cross-scale links or multi-level collaboration. Furthermore, both the central government and LAOs have relied too much on flood protection infrastructure and have prioritized rapid urban and industrial development inconsistent with DRR. The governance weaknesses visibly materialized during the 2011 floods. Except for Bangkok Metropolitan Administration (BMA), LAOs once again had insufficient capacity to effectively respond to the floods and were given insufficient assistance by the central government. The central government sought to monopolize power, did not consult local communities, had limited capacity to enforce all of its decision, distributed risks unevenly, and overall performed poorly. Similarly, the BMA dominated other much smaller local government units within and beyond its formal boundaries. At the same time, local communities contested the scalar configuration of the floods and used a number of tools to pressure the central government and BMA to more evenly distribute the floodwater.

**Danny MARKS** is currently a PhD Candidate at the University of Sydney's School of Geosciences, studying the urban political ecology of the 2011 flooding in Bangkok. Danny has spent a number of years working in mainland Southeast Asia, particularly in the field of climate change adaptation. He has worked for the NGO Forum on Cambodia, the Rockefeller Foundation, the World Bank's East Asia and Pacific Governance Hub, and other organizations. In 2010, funded by the David L. Boren Fellowship, he conducted research at the Institute of Security and International Studies (ISIS) of Chulalongkorn University on the impacts of climate change on Thailand and Thailand's climate change policy process. He has published on climate change policy in Asia and Thai domestic politics in *Contemporary Southeast Asia*, *Journal of Contemporary China*, *Bangkok Post*, *The Nation*, *Shanghai Daily*, *Myanmar Times*, *International Relations and Security Network (ISN)*, among others.

**Louis LEBEL** is the current and founding director of the Unit for Social and Environmental Research (USER) at the Faculty of Social Sciences, Chiang Mai University, Thailand. He is on the editorial board of several journals including *Ecology & Society*, *Global Environmental Change*, *Mountain Research and Development*, *WIREs Climate Change* and *Sustainability*. He is a current member of the international steering committee of the Earth System Governance Project. He has led several multi-centre comparative studies and contributed significantly to several research networks in the Southeast Asia region including the Mekong Program on Water, Environment and Resilience (M-POWER) and the Sustainable Mekong Region Network (SUMERNET). Dr Lebel has been at Chiang Mai University since 1999 and been working in Thailand since 1991.

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## The Rise of Mega-adaptive Governance for Manpower Support for Municipalities in the Wake of the 2011 Great East Japan Earthquake and Tsunami

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If designed properly, decentralized disaster governance ensures a prompt, locally tailored response to a natural disaster. But what if the functioning of local governments is compromised because a disaster takes the lives of a large number of mayors and government officials? This happened when the 2011 Great East Japan Earthquake and the resulting tsunami hit the Tohoku region. The severe manpower shortage in already depopulated Tohoku municipalities could have paralyzed the emergency response, as well as recovery and reconstruction efforts. Instead, a wide range of stakeholders from the public, private, and third sectors invented a form of collaborative governance to mobilize manpower from various corners of the society and to dispatch municipal employees and professionals from all around Japan to Tohoku. These governance arrangements were fairly autonomous but loosely coupled with one another, with different comparative advantages. Together, they exhibited a semi-coordinated adaption to an unprecedented manpower crisis in the wake of the 3.11 disasters. This study conceptualizes the term mega-adaptive governance and empirically illuminates how three selected collaborative arrangements during the response exhibited an adaptive form of governance. This study suggests that stakeholders from the public, private and the third sectors can be encouraged to share their experiences to prepare for a coordinated adaptation to future disasters.

**Naomi AOKI** is an Assistant Professor at the Lee Kuan Yew School of Public Policy (LKYSPP) at the National University of Singapore. Her research areas focus on public sector governance reforms. Her work has been published or accepted for publication in a number of journals, including the *International Review of Administrative Sciences*, *Public Management Review*, and the *International Journal of Public Administration*. Prior to joining the academy, she studied at the Paul H. Nitze School of Advanced International Studies of Johns Hopkins University (MA, 2003) and served as a World Bank consultant (2003-2006), engaging with public sector governance reforms in low- and middle-income countries. This international background inspired her to research, from global and comparative perspectives, issues pertinent to public administration and governance reform. She obtained her PhD in 2010 from the Maxwell School of Citizenship and Public Affairs at Syracuse University in the United States.



## Disaster Governance for Sustainable Recovery of Infrastructure and Housing in Tacloban

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The loss and damage brought about by the onslaught of super typhoon Haiyan on cities in the Philippines reveal the limited capacities of local governments particularly in post-disaster situations. Tacloban, one of the country's fastest growing cities and an important regional hub, developed the Tacloban Recovery and Rehabilitation Plan (TRRP). Underpinned by "good governance" and with the key aim of "building back better", this document outlines the city's rebuilding priorities. Focal plan elements include planning for infrastructure and housing. The plan emphasizes growth according to "safe zones", including a project for 7000 new houses in the city's north. Given that planning can be considered both a domain of and an approach to governance this paper aims to examine the relationship between decentralisation and disaster governance. Particularly, it assesses the visions and progress to-date in the rebuilding of Tacloban in relation to the TRRP, examines how the TRRP facilitates disaster resilience and asks how proactive planning at the local level enhances disaster governance. This approach can also offer insight on how inclusive the rebuilding process is, against the background of pre-existing urban growth and informal settlements. The authors present empirical data from qualitative interviews conducted with involved stakeholders including members of supra-national and national/state/local institutions and non-profit organizations. The results show how a critical assessment of governance in recovery in the case of Tacloban can contribute to sharing knowledge and key recommendations across Asian cities and to a discussion on just, sustainable and resilient recovery planning for disaster risk reduction.

**Mark KAMMERBAUER** is a German-American urbanist. He received a diploma in architecture (Technical University of Munich), a Master of Science degree in urban studies (Institute for European Urban Studies, Bauhaus University Weimar) and the title Doktor-Ingenieur (Bauhaus University Weimar). He has worked in practice in the USA, Germany and the Netherlands. Since 2011 he has had academic positions at the Technical University of Munich (research associate), the School of Applied Sciences Nuremberg (lecturer) and the University of Queensland (Visiting Fellow in Planning). His research covers urban recovery after disaster in regard to planning and social vulnerability.

**Iderlina B. MATEO-BABIANO** is an early career researcher who joined the University of Queensland in 2010 after previously being affiliated with the Department of Transport and Main Roads. She brings a strong multi-disciplinary background as well as industry and public sector experience. Her extensive work experience covers consulting, research and teaching in a number of Asian countries in the fields of transport, infrastructure and development planning.

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## Enacting Disaster Governance: Governmentalizing Emergency Management in China in the Post-SARS Era

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I approach the rise of Chinese emergency management after the 2003 Severe Acute Respiratory Syndrome (SARS) crisis in the context of an increasingly urbanized China and the decentralization of disaster governance. I focus on the emergence of the principle of *shuli guanli* (属地管理)—that is, emergency management should be driven by local governments. I highlight how this principle over the past decade became intelligible through and embedded in laws and regulations that were enacted at the national level. My analysis unpacks what Chinese governing elites and experts—which I termed as “the establishment”—considered as governance and the local in emergency management, highlighting issues concerning urban-rural binaries that were concealed and also rendered conspicuous at the national level. In tandem with this development was how the establishment constructed definitions and categories of emergency as threats to society that necessitated emergencies to be governed through a complex arrangement of government, private firms, and civil society. Interestingly, through legislating and regulating emergency management, the population disciplined most was government officials themselves. My study expands current governmentality research by highlighting that not only citizens but also elites can be subjected to governmentalization. Just as important, my study adds to current research that recognizes decentralization as a regime of governing that does not necessarily leads to lesser state control. In fact, as my study shows, the Chinese party-state has strengthened its role as the legitimate emergency manager in the wake of the SARS crisis.

**LIM Wee Kiat** is a sociologist. His research interests lie at the intersections of organizations, technology, and risk, with a special focus on crises and extreme events, such as natural and technological disasters. Wee Kiat has published in top peer-reviewed journals, such as *MIS Quarterly*. He also presented at top refereed flagship conferences in sociology, management, and technology, such as the American Sociological Association Annual Meeting, Academy of Management Meeting, and International Conference on Information Systems. He has also received several accolades, including best papers awards for two consecutive years and an outstanding reviewer award. Wee Kiat received his PhD in Sociology from the University of Colorado at Boulder in 2014. Before his doctoral training, he worked six years in Singapore, holding research and planning positions in telecommunications and national defense sectors. Wee Kiat holds a Bachelor of Communication Studies (Second Upper Honors) from Nanyang Technological University, Singapore.

## Community-Based Disaster Risk Reduction and Management for Decentralized Urban Disaster Governance: The Case of Dagupan City, Philippines

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Prior to the legislation of the Philippine Disaster Risk Reduction and Management Act of 2010, also known as Republic Act 10121, Dagupan already practiced community-based disaster risk reduction and management. Dagupan, located in the province of Pangasinan, is one of the cities high- risk to flooding in the Philippines. The community-based approach on disaster governance enabled active participation of people in the communities to take part in the implementation of programs anchored in the thematic concerns of the Philippine disaster risk reduction and management such as preparedness, prevention and mitigation, emergency response, and rehabilitation and recovery. This is due to the fact that the process facilitated a better partnership of community people with the city government. This partnership is further strengthened with the support of an organized technical working group. This technical working group is, in turn, composed of different heads of government agencies in the city, together with civil society organizations and representatives of communities. This group composition made the coordination and implementation of disaster risk reduction initiatives more sensitive to the needs of the people. In line with this, empowerment of the people in the community becomes a necessity for the sustainability of the actions in urban disaster governance.

**Fatima Gay J. MOLINA** is currently Head of the Advocacy, Partnership and Networking Program of Center for Disaster Preparedness and national council member of Victims of Disasters and Calamities sector of the National Anti- Poverty Commission under the Office of the President of the Philippines. She has been engaged in disaster and climate change practice for research, training and advocacy since 2008 with projects implemented in collaboration with the United Nations Educational, Scientific and Cultural Organization, United Nations Development Programme, United States Agency for International Development, Australian Government Department of Foreign Affairs and Trade, Oxfam, Institute of Development Studies in the University of Sussex, Plan International, Save the Children, World Vision, Japan International Cooperation Agency, Catholic Relief Services, Asian Disaster Reduction Center, Asian Disaster Preparedness Center, International Recovery Platform and Asia-Pacific Network for Global Change Research. She holds a diploma on Children, Youth and Development from the International Institute of Social Studies of Erasmus University Rotterdam and is currently completing her MA Anthropology at the University of the Philippines.

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## Participatory Approach in the Post-Earthquake Planning and Decentralized Governance: A Case Study of Yushu City in Qinghai-Tibet Plateau of China

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The paper intends to analyze the participatory approach in the post-earthquake planning and governance through a case study of Yushu city in Qinghai-Tibet Plateau of China. The post-earthquake planning and development took place in 2010. The planning adopts a bottom-up approach to achieve participatory post-disaster governance. It is argued that communities have the potential to function effectively and adapt successfully in the post-disaster reconstruction only if public participatory has been adopted effectively. The paper not only identifies the problems and difficulties of promoting the public participatory approach in the post-disaster planning and governance, but also explores the root causes and effects of the participatory approach and the interdependent relationship between different groups of people. It is argued that accountability, participation, predictability and transparency are key features of a post-disaster governance structure that promotes the development and supports risk alleviation.

**Yi Fangxin, Francine** is a PhD Candidate of School of Design and Environment of National University of Singapore. Her research interests include post-disaster governance, urban and regional planning, spatial econometric analysis and comfort, built environment and livability. Before she came to Singapore, she has been served as a professional urban planner with multiple years of urban development and planning experience at China Academy of Urban Planning and Design, one of the largest and most influential think tank in urban development consultancy in China. She engaged in various design and development projects that range from urban master planning and regional cooperation planning. She participated the post-disaster reconstruction planning of Yushu in Qinghai for a period of time to evaluate the participatory post-disaster governance and management.

**DENG Dong** has more than 20 years of professional experience in the field of urban planning and design industry in developing countries. Prof Deng is not only an experienced professional urban planner at international level but also an influential research scholar in post-disaster governance and sustainable strategic development in China. He is now director of urban planning and design studio of China Academy of Urban Planning and Design (CAUPD) and has been working here over 20 years. He has been working on the post-earthquake planning and reconstruction of Yushu city in Qinghai-Tibet plateau since 2010 as the chief leader of the whole group, and have been charged of Comprehensive planning, Regulatory Detailed Planning and implementation planning, more than 30 projects in total. After five years of endeavor, post-earthquake Yushu reconstruction has been completed in 2014. He has been doing research in the post-disaster governance in urbanizing China and keen to research on the intersection between centralized and decentralized regimes of governance through the lens of disaster.

## ABOUT THE CHAIRPERSONS

**Caroline BRASSARD** worked as an economist for the Government of Ontario in Canada, and then undertook research and long term consultancy work on poverty reduction strategies for several international non-governmental organizations in developing countries, including United Nations Children's Fund in Madagascar, CARE in Bangladesh and Save the Children in Vietnam. She then went on to undertake a PhD in Economics at the University of London, where she taught empirical analysis for economics and management for two years, prior to joining the Lee Kuan Yew School of Public Policy, National University of Singapore. Dr Brassard continues to consult with various international organizations including the United Nations Development Program and she teaches on aid governance, research methods, economic development policy, poverty alleviation strategies and empirical analysis for public policy. Her current research focuses on aid governance in Bhutan, Nepal, Indonesia and Vietnam, comparing policies to alleviate poverty and reduce inequalities, Bhutan's development based on Gross National Happiness and the development policy lessons from the Post-Tsunami reconstruction in Aceh, Indonesia.

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**Gregory CLANCEY** is an Associate Professor in the Department of History, the Leader of the STS (Science, Technology, and Society) Research Cluster at the Asia Research Institute (ARI) and Master of Tembusu College at National University of Singapore (NUS). He formerly served NUS as Assistant Dean of the Faculty of Arts and Social Sciences, and as Chairman of the General Education Steering Committee, on which he's still a member. Assoc Prof Clancey received his PhD in the Historical and Social Study of Science and Technology from MIT, and has been a Fulbright Graduate Scholar at the University of Tokyo, and a Lars Hierta Scholar at the Royal Institute of Technology (KTH) in Stockholm, Sweden. He has won three NUS teaching awards. Assoc Prof Clancey's research centers on the cultural history of science & technology, particularly in modern Japan and East Asia. His book *Earthquake Nation: The Cultural Politics of Japanese Seismicity* (Berkeley: U. of California Press, 2006) won the Sidney Edelstein Prize from the Society for the History of Technology in 2007, and was selected as one of the "11 Best Books about Science" for the UC Berkeley Summer Reading List, sent to all incoming Freshmen in 2009. He is co-editor of *Major Problems in the History of American Technology* (Boston: Houghton-Mifflin, 1998) and *Historical Perspectives on East Asian Science, Technology and Medicine* (Singapore: Singapore University Press & World Scientific 2002). In 2012 he was the recipient of MIT's Morison Prize, awarded for significant contributions to education and research in STS.

**Lisa A. ONAGA** joined the School of Humanities and Social Sciences at Nanyang Technological University, Singapore as an Assistant Professor in 2012. She received her MA and PhD degrees from the Department of Science & Technology Studies at Cornell University, and she received her ScB in biology from Brown University. Her research on the history of biology in Japan examines how and why the study of heredity and genetics grew alongside the booming raw silk trade of early twentieth century. Her book project, "*Anatomy of a Hybrid: A Sericultural History of Genetics in Modern Japan*," illustrates why the rationalization of silkworm husbandry serves as a potent site for understanding a nation's entangled interests in industry and trade, biology, and race. Her additional interdisciplinary research interests include: history of agriculture, technology, and industry; biodiversity and genetic resources at national and global levels; and histories of Asian Americans in biology.

**Mike DOUGLASS** is Professor and Leader of the Asian Urbanisms Cluster at the Asia Research Institute and also Professor at the Lee Kuan Yew School of Public Policy at the National University of Singapore. He received his PhD in Urban Planning from University of California, Los Angeles (UCLA). He is Emeritus Professor, former Chair of the Department of Urban and Regional Planning and former Director of the Globalization Research Center at the University of Hawai'i. He previously taught at the Institute of Social Studies (Netherlands) and at the School of Development Studies, University of East Anglia (UK). He has been a Visiting Scholar/Professor at Stanford University, UCLA, Tokyo University, Thammasat University and the National University of Singapore. With a professional focus on urban and regional planning in Asia, he has lived and worked for many years in Asia both as an academic and as a staff of the United Nations. He has also advised university programs on planning education in Asia and the U.S. His current research focuses on globalization and livable cities, creative communities, disaster governance, and global migration.

**Michelle Ann MILLER** is a Senior Research Fellow in the Asian Urbanisms Cluster at the Asia Research Institute, National University of Singapore. She previously taught in the Masters of International and Community Development program at Deakin University and on subjects related to participatory approaches to development at Charles Darwin University. Her PhD from Charles Darwin University is in the field of political science and she is the recipient of that university's Speaker Prize in Politics. She has been principal investigator or collaborator on numerous grants that have centered on themes such as urban governance, decentralization, minority rights, conflict resolution and local development. Dr Miller has conducted research in Indonesia for fifteen years, focusing particularly on Indonesia's westernmost province of Aceh. Her current research investigates the role of decentralized urban governance in preparing for, responding to and recovering from environmental disasters. She has authored, edited or co-edited a number of books including: *Rebellion and Reform in Indonesia: Jakarta's Security and Autonomy Policies in Aceh* (Routledge, 2009); *Autonomy and Armed Separatism in South and Southeast Asia* (ISEAS, 2012); *Ethnic and Racial Minorities in Asia: Inclusion or Exclusion?* (Routledge, 2012); and (with Tim Bunnell) *Asian Cities in an Era of Decentralisation* (Routledge, 2014).

**SULFIKAR AMIR** is an Assistant Professor in the Division of Sociology, Nanyang Technological University, Singapore, where he teaches subjects on science, technology, and society, and sociology risk and disaster. His research interests include sociology of technology, development, globalisation, sociology of risk and resilience, and city studies. He has conducted research on nuclear politics and risk in Southeast Asia, examining the social and political dimensions of nuclear power in emerging democracies. His ongoing project on nuclear risk searches for the origins of vulnerability in socio-technical system, which is situated in the Fukushima nuclear crisis. He is also involved the Future Resilient Systems Programme, a large-scale research project under Singapore-ETH Center funded by National Research Foundation of Singapore. The primary conceptual framework used in his research centres on the notion of socio-technical resilience, which is defined as system ability to bounce back from shock and disruption developed through the interplay between social-organizational and technical-physical configuration. In addition to academic publications, Sulfikar Amir has produced a documentary film "Nuklir Jawa", which depicts the debates and controversy surrounding the planned construction of nuclear power plants in Central Java, Indonesia. His next documentary project will focus on the impact of nuclear radiation in Fukushima.