



Models and Modalities of Representation in Network Governance: Evidence from Multi-Jurisdictional Disasters

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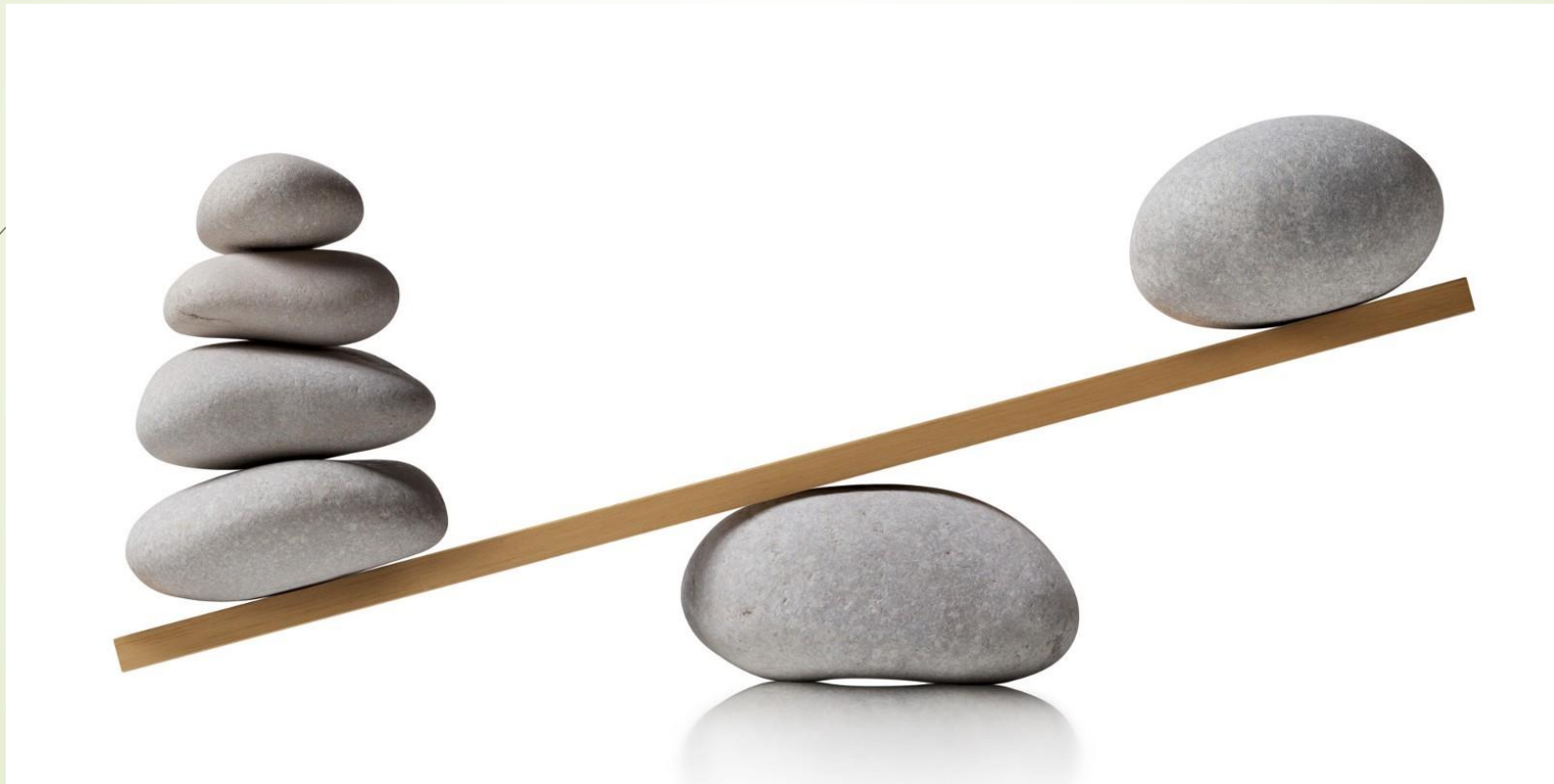
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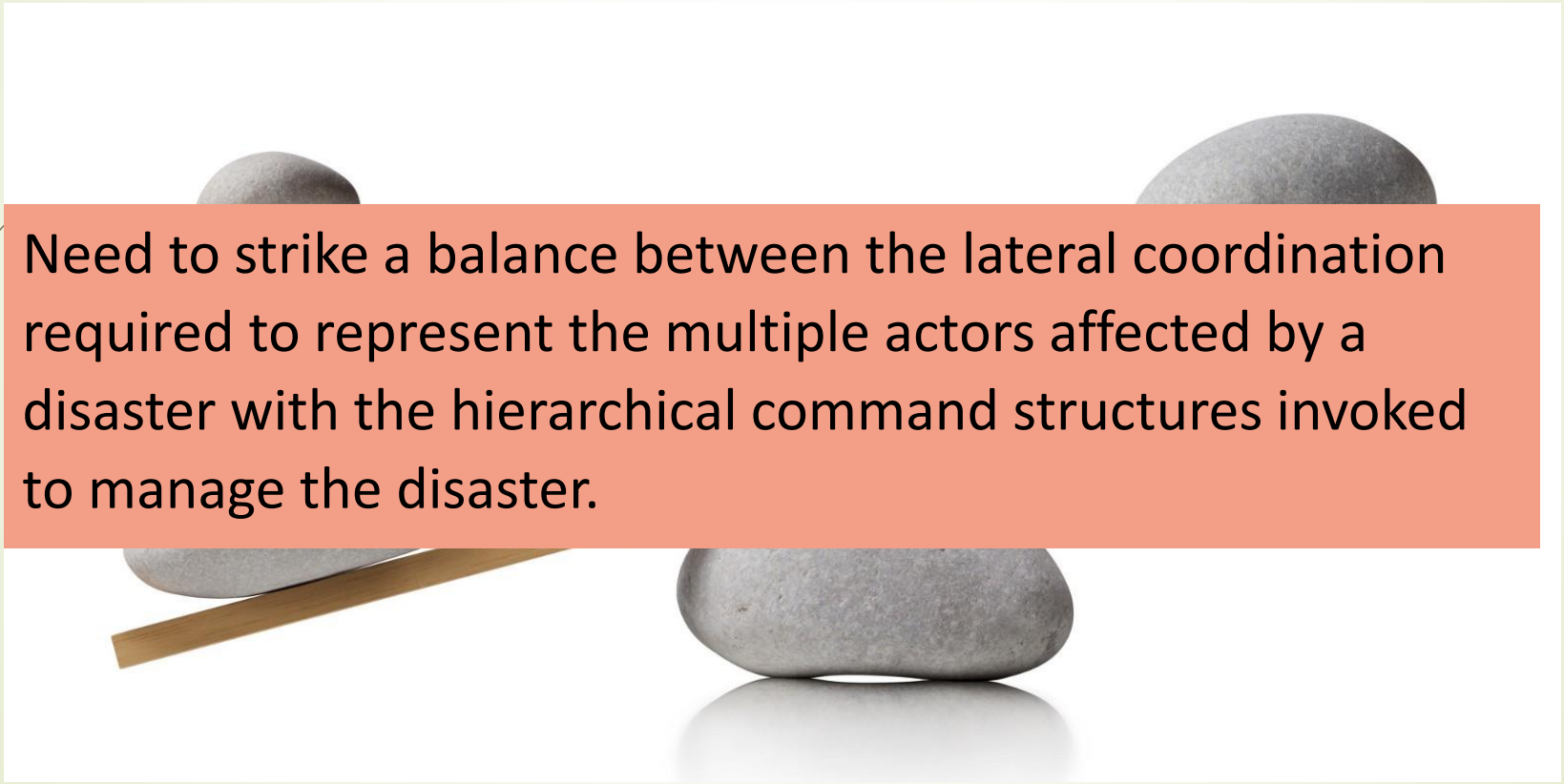


Tension: Diverse interests & Expert, timely response





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Need to strike a balance between the lateral coordination required to represent the multiple actors affected by a disaster with the hierarchical command structures invoked to manage the disaster.



Representation in network governance

- Mostly theoretical and conceptual
- Largely normative and aspirational
 - What *could or should* network governance accomplish at a macro level in terms of negotiating interests in pluralist environments (Sorensen 2002; Sorensen 2005; Sorensen and Torfing 2005a; Sorensen and Torfing 2005b; Saward 2005).
- We know little about variation in governance arrangements and pathways of representation at a more micro level

- Understanding the interplay between governance structure and their consequences for representation is key to advancing a more robust theory of governance in networked environments

What structures and processes give voice to affected parties





Three Questions



- ▶ What kinds of governance structures give voice to key affected parties?
- ▶ What explains variation in the kinds of structures that give voice to these parties?
- ▶ How we might think more comprehensively about the role of representation for more effective disaster response?


What did we do?

- ❖ Phase 1: case studies of the 10 most jurisdictionally complex fires of 2017
 - ❖ Federal, state, local and private interests
 - ❖ Type 1 project fires
 - ❖ Federal led fires, state led fires
 - ❖ 5 states– 5 GACCs
 - ❖ Surveys and interviews with 88 AAs, ARs, private reps, and ICs
- ❖ Phase 2: Field observations on three jurisdictionally complex fires in 2018
 - ❖ 2 in OR; 1 in CA
- ❖ Phase 3: Surveys and interviews with 49 AAs, ARs, private reps, and ICs
 - ❖ Interviews across 5 fires




Definitions matter!

- ▶ GOVERNANCE: We focus on *the structures and interactive processes that steer society toward common goals* (Ansell & Torfing 2015: 4).
- ▶ Continuum of governance arrangements—bureaucratic hierarchies, hybrids, and networks
 - ▶ All with hierarchical and networked attributes
- ▶ Network governance in this article means: *the forums and technologies used by public leaders to govern an incident*. By govern, we refer specifically to the *attempts to translate diverse stakeholder concerns into a cohesive, timely, and coordinated response to the incident*.



What about representation in disasters?

- **Uncommon** so governance structures are **emergent**– not your usual cast of characters
- Resources are scarce so intense, **competing tradeoffs** among interests
- Disaster **context evolves** during the incident and governance needs to change with it– and who needs to be represented
- ICS is overarching organizing framework, but can be **isomorphic**– what works best for multiple interests under what conditions?
- Stakes are high!



What about representation in Disasters?

- **Uncommon** so governance structures are **emergent**– not your usual cast of characters. ICS contains a highly institutionalized set of tools aimed at network governance. By our definition, this means ICS comprises a set of institutionalized practices aimed
- Re specifically at *translating diverse stakeholder concerns into a cohesive, timely, and coordinated response to the incident.*
- Di This calls into question the modalities of representation, their mechanisms for efficacy when operationalized, and the
- IC tradeoffs associated with efficacy and representation.