

# Tackling Homelessness and Addiction

*Coalition-building in Manchester, New Hampshire*

NEGOTIATION CASE SERIES

# Learning Objectives

## *Negotiation focus*

- Mapping parties in complex negotiations
- Identifying sources of power in negotiation
- Analyzing negotiation moves

## *Collaboration focus*

- Building a multi-issue coalition
- Diagnosing barriers to collaboration
- Identifying entry points



# MANCHESTER, NEW HAMPSHIRE

# Case Overview

- What was Mayor Craig's goal or objective?
- What were the main challenges she was facing?
- What would you do if you were in Mayor Craig's position at the end of the case?



# Case Analysis: Party Mapping

- Who were the parties in the case?
- What did they care about?
- What sources of power did they have?
- Where did you see areas of (mis)alignment?



# Two-Level Game

- A metaphor designed by Robert Putnam to explain the interplay between domestic level negotiations (Level II) and international negotiations (Level I)
- Iterative process between two separate negotiations that are influenced by one another with some stakeholders that are different and some that are the same
- Example: foreign policy (UN), US Congress



(Putnam, R. "Diplomacy and Domestic Politics: The Logic of Two-Level Games," *International Organization*, MIT Press, summer 1988, pp. 427-460)

# Party Mapping

- What was the “two-level game” in this case?
  - Level I: State-level
  - Level II: City-level
- **Working Group:**
  - What parties were involved in each level?
  - What barriers were present at each level?



**Affected  
individuals  
and  
families**

**National Level Actors**

**State Level Actors**

**Mayor  
Joyce Craig**

**City Level Actors**

- **President Trump**
- **Congress**
- **SAMHSA**

- **Governor Sununu**
- **Service providers**
- **Advocates**
- **Business community**
- **State legislature**
- **Constituents**

- **Board of Aldermen**
- **Manchester constituents**
- **Service providers**
- **Advocates**
- **Service users**
- **Business community**
- **Nearby cities or towns**
- **Academia**



# Power in Negotiation

## Formal Power:

- Power derived from structural aspects of one's position or role within a negotiation; could include the power of an executive to hire and fire, or the power to veto a piece of legislation



# Case Analysis: Power in Negotiation

## Working Group:

What were sources of formal power (both in this case and more broadly)?

- Institutional Power
- Convening Power
- Resource Power
- Veto Power



# Case Analysis: Power Mapping

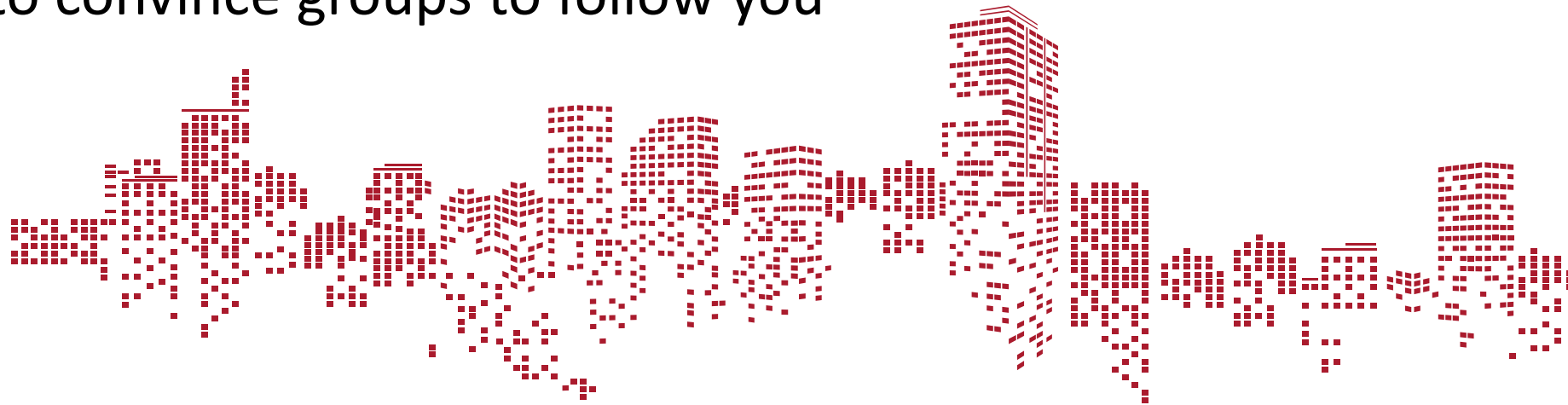
## Working Group:

Go back to our list of parties. Who had what types of formal power?



# Concept Review: Power in Negotiation

- Formal Power: Power derived from structural aspects of one's position or role within a negotiation; could include the power of an executive to hire and fire, or the power to veto a piece of legislation
- Informal Power: Power not derived from structural aspects of one's position or role; may be more relational in nature, such as the ability to convince groups to follow you



# Case Analysis: Power in Negotiation

## Working Group:

What are sources of informal power (both in this case and more broadly)?

- Moral Suasion Power
- Nuisance Power
- Momentum Power
- Coalitional Power



# Case Analysis: Power Mapping

## Working Group:

After analyzing where formal power exists and different types of informal power:

What barriers exist? What opportunities?



# Case Analysis: Moves

- **Working Group 1**
  - Level I: What moves did Mayor Craig make with the Level I game?
- **Working Group 2**
  - Level II: What moves did Mayor Craig make with the Level II game?



# Application: Next Steps

## Working Group:

What opportunities to build power still exist? What advice would you have given Mayor Craig about next steps?







# TAKEAWAYS

# Takeaways

1. Use concept of the two-level game to sequence moves.
2. Power comes from various sources and is not static.
3. Build and leverage informal power through:
  - building coalitions,
  - making moral appeals
  - creating momentum, and
  - amplifying your message.



# ALTERNATIVE FOCUS:

# EXPLORING THE CASE'S COLLABORATION THEMES



Creative commons photo: <https://creativecommons.org/licenses/by-sa/2.0/>

What were the barriers to collaboration  
Manchester faced?

How did Mayor Craig get parties to work  
together?

# Collaboration: Key Concepts and Session Goals

- Recognize common barriers to cross-boundary collaboration.
- Introduce the principles of “teaming to innovate.”
- Explore the concepts of “execution as learning” and “finding entry points.”



# Top 3 Struggles of Cross-Boundary Collaboration

## 1. Substantive Problem-Solving Challenges

- Agreeing on the problem definition and possible solutions
- Developing a coherent and effective collaborative approach

## 2. Accountability Challenges

- Developing a commitment to the collaboration
- Dealing with competing commitments between collaboration and own organization

## 3. Team Design and Management Challenges

- Trusting and understanding each other
- Figuring out how to talk, decide and work together

Waardenburg, Groenleer, and De Jong (2018)

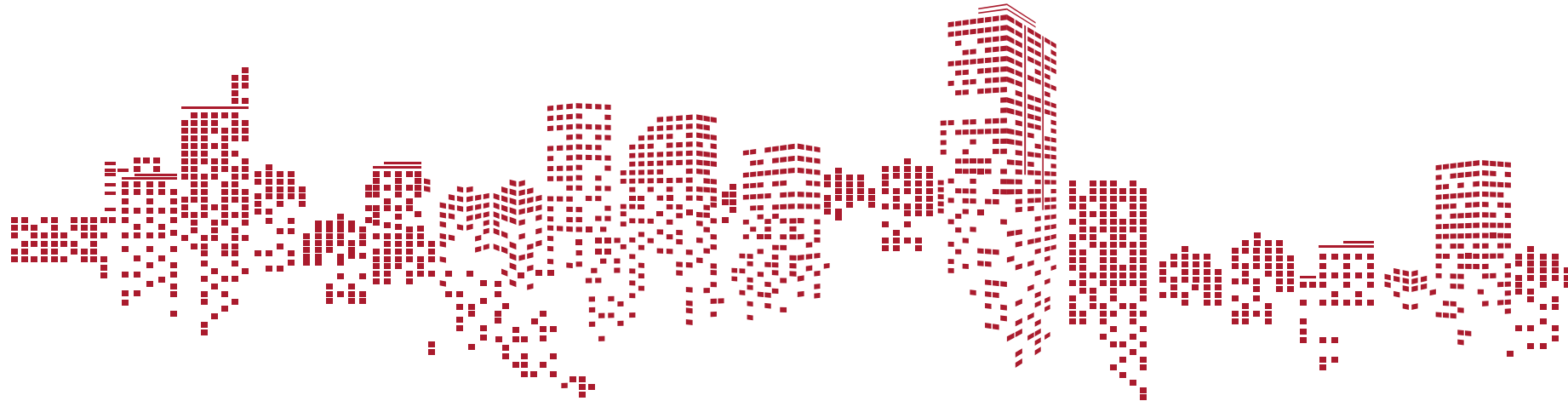
# Collaboration: Challenges

- What were Mayor Craig's challenges in tackling the two critical, complex, and controversial issues of homelessness and addiction?
- What made this work so complex?



# Collaboration: “First Moves”

Which of Craig’s first moves mattered, and why, in building early momentum and allowing collaboration?





# Buzz group (5 minutes)

Would **you** have prioritized panhandling?

What are the **pros and cons** of focusing on that particular aspect of the crises first?

# Entry Points

Stanford **SOCIAL**  
**INNOVATION** Review  
*Informing and inspiring leaders of social change*

SIGN

[SOCIAL ISSUES](#)

[SECTORS](#)

[SOLUTIONS](#)

[MAGAZINE](#)

[GLOBAL EDIT](#)

Cities

## Cross-Boundary Collaborations in Cities: Where to Start

How public, for-profit, and civic organizations working to address the same city-wide social challenge can find a common starting point.

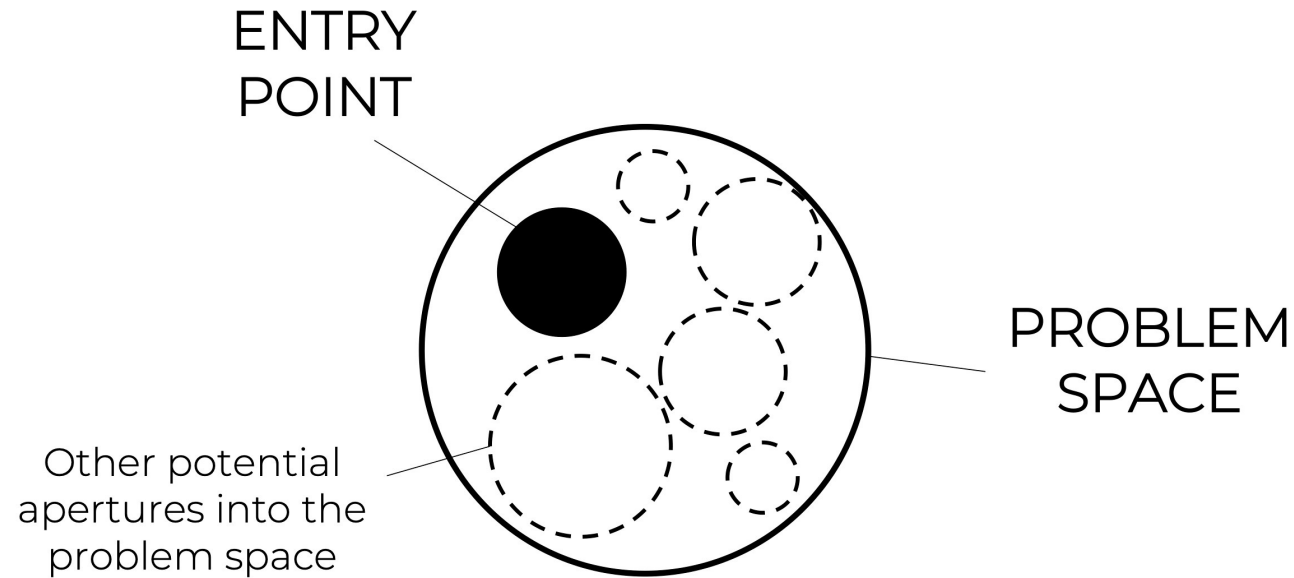
[SHARE](#)

[COMMENT](#)

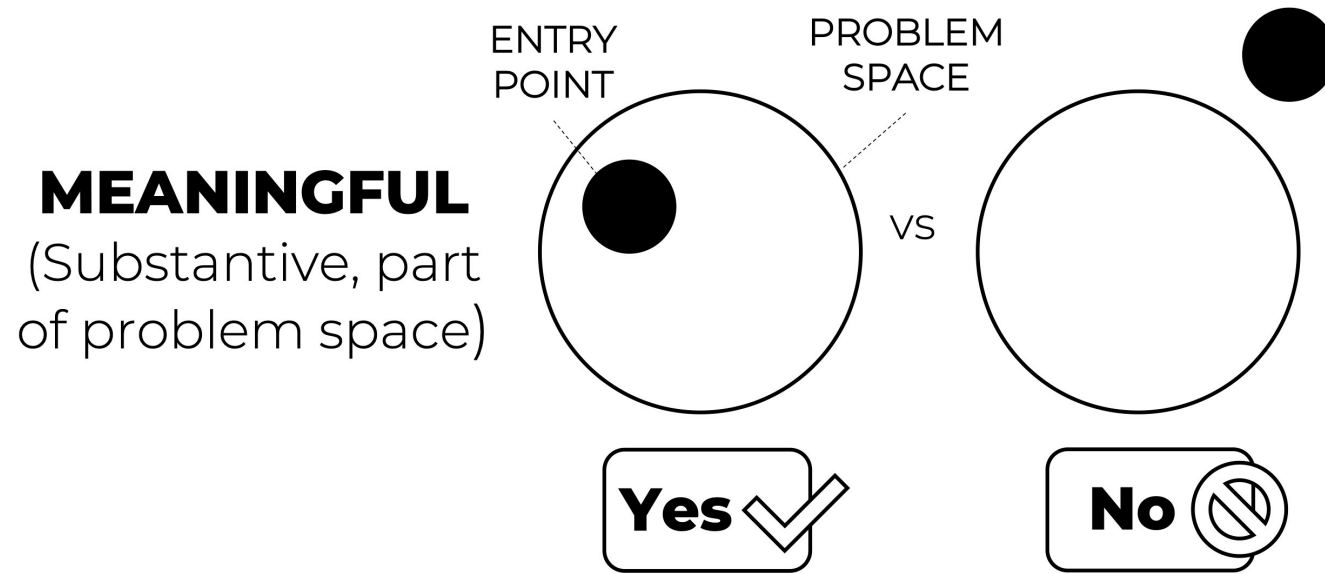
[PRINT](#)

[ORDER REPRINTS](#)

By [Jorrit de Jong](#), [Eva Flavia Martínez Orbegozo](#), [Lisa Cox](#), [Hannah Riley Bowles](#), [Amy C. Edmondson](#) & [Anahide Nahhal](#) | Jul. 6, 2023



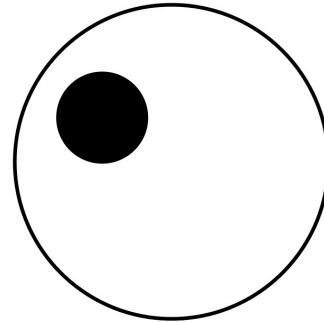
- **Definition:** A meaningful, actionable, acceptable, and provisional opening into a large, complex, and partly unknown problem space.
- **In Manchester:** The task force's entry point to addressing homelessness and opioid addiction was to confront panhandling.



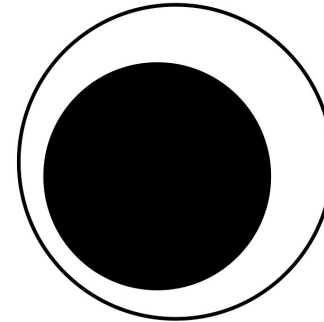
- **Definition:** A concrete action that could have an impact on the larger issue, even if it doesn't address the entire issue.
- **In Manchester:** Addressing panhandling was meaningful in addressing one piece of the overall problem: panhandling was a nuisance to some community members, including business owners and their patrons.

## **ACTIONABLE**

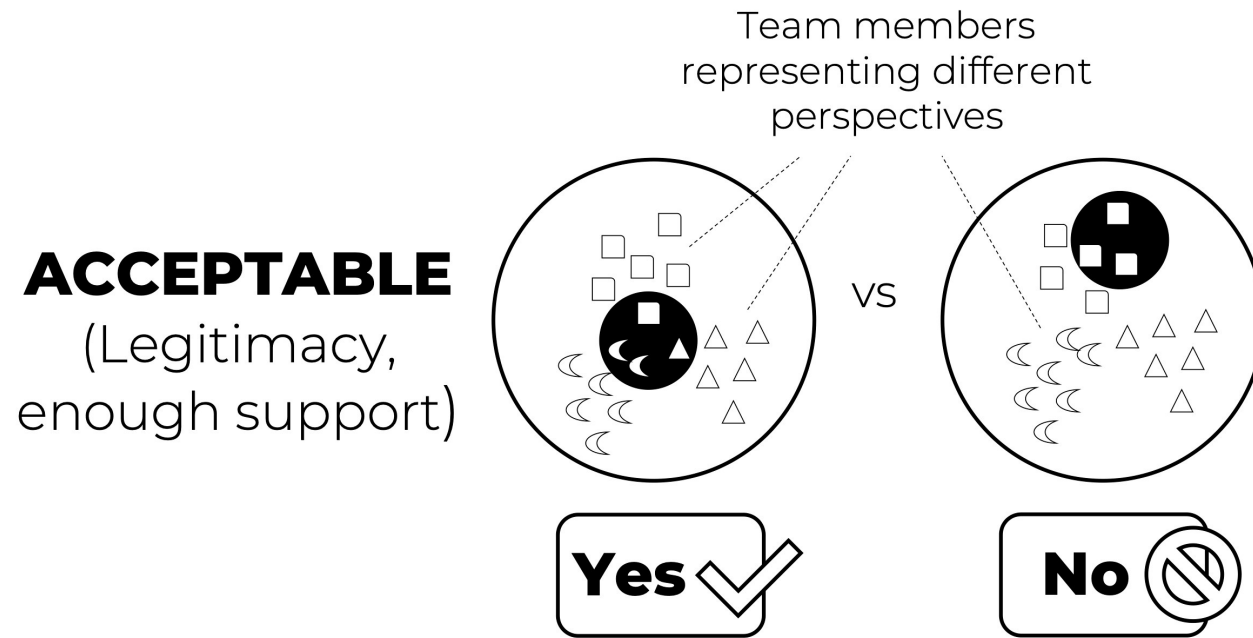
(Feasible,  
right size)



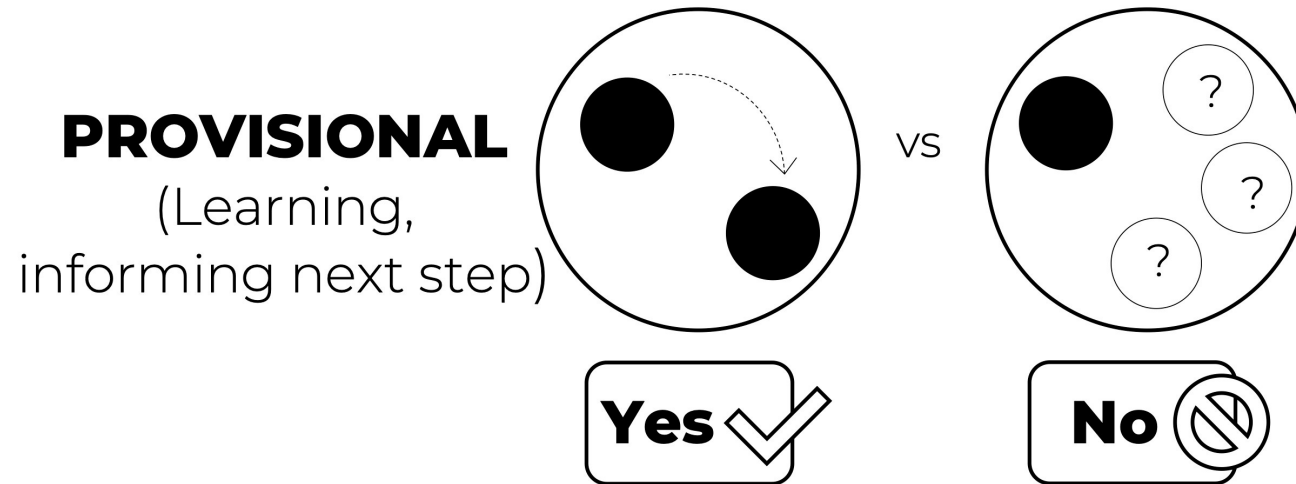
vs



- **Definition:** Cannot be too overwhelming or abstract to execute.
- **In Manchester:** Addressing panhandling was well within the realm of possibilities for the task force. In 2020, the city and chamber of commerce launched an awareness campaign focused on discouraging donating to panhandlers and encouraging donating to care providers and other nonprofits.



- **Definition:** Has enough support from the team and others to move forward.
- **In Manchester:** Addressing panhandling brought together many groups. Businesses wanted to discourage a nuisance, the city wanted to respond to residents, service providers gained exposure through the awareness campaign.



- **Definition:** Enables learning and generates clues to which next step the collaborators should take toward a solution.
- **In Manchester:** Mayor Craig knew banning or discouraging panhandling would not solve the complex problems at hand. But the campaign brought parties together and helped them start on a path toward bigger steps and bolder action.

# Epilogue

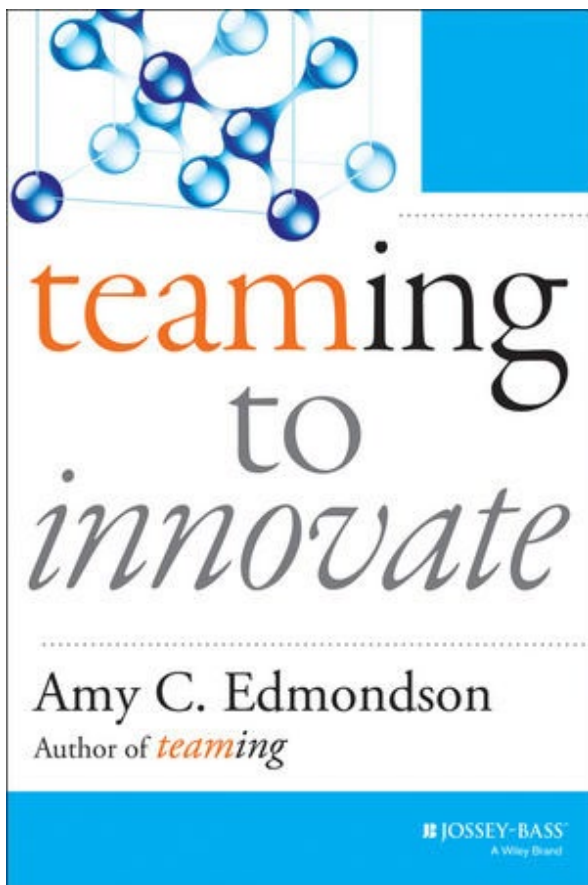
- Task force’s work on panhandling led to more formalized outreach in other areas, such as trying to tackle shelter and housing.
- The city’s fire department visited homeless encampments to build trust and direct people to services.
- The city and task force partners raised money for the first-ever, city-run shelter for 40 individuals and transformed a vacant, state-owned building into a shelter for women run by the local YWCA.
- After hiring a new director of homelessness initiatives and a new director of overdose prevention in 2022, the city learned how connected the issues of overdoses and homelessness really were.

*“What we found is [that] 50 percent of the individuals who are overdosing in the City of Manchester are, in fact, homeless.”* - Mayor Joyce Craig





# COLLABORATION: TAKEAWAYS



## *Teaming to Innovate* Principles:

- Aiming high
- Teaming up
- Failing well
- Learning fast
- Repeat

as identified by [Amy C. Edmondson](#), Novartis Professor of Leadership and Management, Harvard Business School

# Takeaways

1. Making progress on **complex social issues** requires collaboration across silos, sectoral boundaries, and levels of governance.
2. **Aiming high** is important to set a compelling direction, and finding a **concrete entry point** is important to get a team started on a learning journey.
3. **Teaming up** involves more than convening people around a table; you must invest in the **conditions** for working across boundaries and adopting an innovation mindset.
4. **Failing well** requires leaders to give explicit **permission to try new things** even—or especially—if it is not clear if they will work out.
5. **Learning fast** is only possible if you **collect data and evaluate actions** collectively in the context of the innovation process.
6. Some problems require learning and **authorizing diverse teams to engage in execution as learning**. This needs to be an explicit strategy, championed by the top.

The background of the image is a dark red color with a white line-art architectural floor plan overlaid. The floor plan shows various rectangular and irregular shapes representing buildings and rooms, with some smaller triangles indicating roof gables or specific architectural features. The lines are thin and white, creating a complex geometric pattern across the entire frame.

**BLOOMBERG  
HARVARD**

City  
Leadership  
Initiative