

# Tackling Homelessness and Addiction

## *Coalition-building in Manchester, New Hampshire*

### *Practitioner Guide*

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## Overview

A case study is a story about how a person or group of people dealt with challenges or opportunities they faced. It is based on desk research and interviews with key actors, but it does not provide analysis or conclusions. It is written from the perspective of the protagonist and is designed to raise questions and generate discussion about the challenges the protagonist faced. Cases are meant to help participants develop analytical reasoning, listening, and judgment skills to help them make the best decisions in other future contexts.

A case-based conversation is a way to anchor a conceptual discussion to concrete examples. It can bring a case to life and enable discussion participants to place themselves in the shoes of the case protagonist. It should also allow participants to surface a variety of perspectives. This note is designed to help you run a conversation about the case, “Tackling Homelessness and Addiction: Coalition-building in Manchester, New Hampshire.”

## Role of Facilitator

The facilitator leads a conversation with a clear beginning and end, ensures that everyone is heard, and keeps the group focused. The conversation can be broken into three distinct segments: exploring the case, diagnosing the challenges, and formulating takeaways. Some facilitation tips and tricks to keep in mind are below:

### **BEFORE the discussion**

Make sure everyone takes the time to read the case to prepare for the discussion. When setting up the room, think about situating discussion participants where everyone can see each other and you. Designate a note taker, as well as a place where you can take notes on a flipchart or white board. Plan for at least seventy-five to ninety minutes to discuss the case and takeaways (depending on participants’ familiarity with negotiation) and have a clock in the room and/or an assigned timekeeper. Mention that you might interrupt participants in the interest of progressing the conversation.

### **DURING the discussion**

Encourage participants to debate and share opinions. State very clearly that there is no right or wrong “answer” to the case—cases are written so that reasonable people can disagree and debate different

ideas and approaches. Be careful not to allow yourself or others to dominate the discussion. If the conversation is getting heated or bogged down on a particular issue, consider allowing participants to talk in pairs for a few minutes before returning to a full group discussion. Do not worry about reaching consensus, just make the most of this opportunity to practice thinking and learning together!

## Case Synopsis

Elected at the height of the opioid epidemic, Mayor Joyce Craig came to represent the city of Manchester, New Hampshire, as it grappled with the dual tragedies of substance use disorder and chronic homelessness. An idealist in a state that valued personal responsibility and financial restraint, Mayor Craig had successfully expanded her city's services to those seeking treatment for opioid use disorder and shelter. However, these were hard-fought victories at every stage, and there was still much work to be done. Craig found herself on the eve of another difficult negotiation. She had recently established a diverse Taskforce on Homelessness and set her sights on permanently solving Manchester's trouble with homelessness and opioids. Next, she needed to convince conservative colleagues at the state and local alderman level to dedicate equitable funding to solve these intractable, moral challenges. (See the Teaching Case's Appendix 1 for a timeline of events in the case.)

## Conversation Plan

*Please note: The following plan is designed for a negotiation discussion. The case can also be taught with a focus on collaboration. Guidelines are provided in Appendix 2.*

### Part 1: Exploring the Case (20 minutes)

The goal of this part of the conversation is to review the case from the point of view of the people involved. Suggested questions:

- *What was the story in this case?*
- *What dilemma did Mayor Craig face?*
- *What was she trying to do in this case?*
- *Who were the parties in this case?*
- *What were the barriers preventing Craig from reaching her goals?*

### Part 2a: Diagnosing Negotiation Challenges (30-45 minutes)

Ask participants to fill out the attached worksheet to prepare for the discussion in which they will be challenged to analyze who holds power in Manchester and how Craig can leverage these individuals' power to advance her goals. The worksheet is meant to get participants thinking intentionally about power as a helpful tool within negotiations and is less about objectively correct answers. Thus, there may be differing opinions and interpretations of the case.

This discussion section may be based on four broad topic areas:

- *Who was a powerful party in this case?*
- *Who was a weak party in this case?*
- *How can weak parties become more powerful?*
- *How well was Craig doing? Who was she under- or over-utilizing?*

**Part 2b: Application** (25 minutes)

If time allows, break the class into groups or remain in plenary to apply the concepts discussed to participants' own negotiation challenges and analyze Craig's performance thus far. Ask participants to reflect on these questions:

- *What advice would you have given Mayor Craig?*
- *In your own experience, can you think of a challenge that requires simultaneous negotiations with state/national stakeholders and local stakeholders? What are the challenges you have experienced?*
- *What are the barriers in your experience to building power as a city official? What are the opportunities?*
- *How can parties in your context build or lose power?*

**Part 3: Formulating Lessons** (10 minutes)

This part of the conversation focuses on the lessons of the case that participants will continue to reflect on and apply to challenges in their work. Some sample, high-level takeaways to review after a productive discussion are the following:

- Do not assume power is static.
- While mayors may not wield a great deal of power, they can bring people together and should think about how to shape these conversations to advance their goals.
- Good leadership may involve holding people with more power than you accountable for their obligations even if doing so presents a political risk.
- Highlighting the everyday good work of public servants is a great way to keep stakeholders engaged and bring attention to issues that require further consideration.
- When and how you engage stakeholders and form coalitions is critical for getting things done when you lack substantial power.

## Appendices

### Appendix 1 Worksheet: Pre-Diagnosis Questions

This case deals with leveraging power within a relationship and how parties can build or lose power in large-scale, multiparty contexts. Below is a list of the parties in the case and a chart with types of power you might have noticed in the case. Consider each type of power and its definition and fill in the third column with the parties that possess each form of power. Certain parties may have several forms of power to tap into, and several powers may be held by multiple parties.

**Parties:** Mayor Craig | Neighboring Communities | Governor Sununu | State Legislators | Aldermen  
Local Advocacy Community | Public Servants

Type of Power	What is it?	Party?
Shift Power	Able to shift between acceptable deals	
Convening Power	Bringing people to the table	
Veto Power	Able to stop a deal	
(Dual) Mandate Power	Derived from legal mandates	
Momentum Power	"The train has left the station"	
Suasion Power	Appeal to morals and ethics, community values	
Nuisance Power	Able to make their interests a problem for another party	
Coalitional Power	Large group of allies to lean on for support and guidance	

Source: Case authors

## Appendix 2 Teaching this case with a Collaboration Focus

Instead of using this case to teach two-level negotiations, instructors may wish to use it to support a class discussion on the early stages of forming multi-party collaborations. The following learning objectives, discussion questions, and suggested reading provide the foundation for this latter purpose. The associated slide deck provides more detail on the Collaboration Focus and can be found [here](#).

### Learning Objectives

This case will help students and city leaders:

- recognize the principles of “teaming to innovate.”
- define conditions for diverse teams to make progress on complex problems.
- explore the concepts of “execution as learning” and “finding entry points.”

### Discussion Questions

1. How did Mayor Craig navigate multiple arenas to tackle the two critical, complex, controversial issues of homelessness and addiction?
2. What made this work so complex?
3. Which of Craig’s “first moves” mattered, and why, in building early momentum and allowing collaboration?
4. As mayor, would panhandling have been your priority? If so, why? If not, why not?
5. Why did Craig veto the panhandling legislation? Could the law have been improved? If so, how?
6. What insights do you take away about tackling intractable problems?

### Suggested Reading

- *Teaming to innovate*, by A. C. Edmondson, John Wiley & Sons, <https://www.wiley.com/en-us/Teaming+to+Innovate-p-9781118788431>.
  - A roadmap to innovation, this book describes innovation’s five necessary steps: Aim High, Team Up, Fail Well, Learn Fast, and Repeat.
- “Cross-Boundary Collaborations in Cities: Where to Start,” by J. de Jong, E. F. Martínez Orbegozo, L. Cox, H. Riley Bowles, A. Edmondson, and A. Nahhal, in *Stanford Social Innovation Review*, <https://doi.org/10.48558/D74P-TG75>.
  - This article explores how public, for-profit, and civic organizations working to address the same city-wide challenge can find a common starting point.
- “Entry Points: Gaining Momentum in Early-Stage Cross-Boundary Collaborations,” by E. F. Martínez Orbegozo, J. de Jong, H. Riley Bowles, A. Edmondson, A. Nahhal, and L. Cox, in *The Journal of Applied Behavioral Science*, <https://doi.org/10.1177/00218863221118418>.
  - The authors propose the concept of “entry points”—opportunities for focused action to advance learning and progress towards collective goals—as a key milestone in a collaboration’s early stages.
- “Building Cities’ Collaborative Muscle,” by J. de Jong, A. Edmondson, M. Moore, H. Riley Bowles, J. Rivkin, E. F. Martínez Orbegozo, and S. Pulido-Gomez, in *Stanford Social Innovation Review*, <https://doi.org/10.48558/HVYD-JW35>.
  - The most pressing social problems facing cities today require multi-agency and cross sector solutions. This article offers tools and techniques for diagnosing and solving them.