

The Queen City's Collective and Compassionate Approach

Fighting Opioids and Homelessness in the Granite State

Educator Guide

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Overview

This Educator Guide is designed to assist instructors in teaching this case to students and practitioners. It is based on [case pedagogy](#), which invites participants to put themselves in the shoes of the protagonist(s) of the case and imagine how they would respond to the circumstances. Participants should read the teaching case in advance and identify key issues as a preliminary step toward meeting the learning objectives. Instructors may then use the time in the classroom to guide participants in exploring the issues and examining the challenges in the case; to introduce key concepts, tools, and frameworks; and to assist participants in applying their learning to their own environments and challenges.

This guide includes learning objectives, a synopsis, key questions, a roadmap for discussion, and appendices with additional pedagogical information and theoretical applications. The roadmap and appendices are offered to initiate meaningful conversation but are by no means the only way to teach the case. Each educator or facilitator should feel free to design their own teaching plans; both the structure and the time allotted for each component are suggestions.

Learning Objectives

This case, “The Queen City’s Collective and Compassionate Approach: Fighting Opioids and Homelessness in the Granite State,” will help students and city leaders:

- Analyze the complexity of a two-level game between state and local stakeholders with different sources of power.
- Evaluate barriers and opportunities in a two-level game and understand how negotiators can leverage formal and informal sources of power to build coalitions and momentum.

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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 abuse and chronic homelessness. An idealist in a state that valued personal responsibility and financial restraint, Craig had successfully expanded her City's services to those seeking treatment for opioid use disorder and shelter. But these were hard-fought victories at every stage, and there was still work to be done. With just a few months remaining in her first two-year term, the mayor found herself on the eve of another difficult negotiation. She had recently established a diverse Task Force on Homelessness and set her sights on permanently solving Manchester's homelessness and opioid crises. Next, Craig had to convince her counterparts at the state and local level to dedicate equitable funding to solving these intractable, moral challenges. (See Teaching Case Appendix 1 for a timeline of events in the case.)

By examining Craig's leadership style, her policy agenda, and the stakeholders she needed to engage, participants to (i) discuss the varying sources of power a city leader can leverage, (ii) analyze the team's approach and methodology in pursuing additional resources in New Hampshire, and (iii) apply these concepts to the conditions under which similar policy agendas become achievable or unachievable.

Key Questions

1. What were Craig's crucial "first moves" that made it possible to build early momentum? How did she manage individuals who might have disagreed with her?
2. Moving forward, what are the barriers in Craig's way? What opportunities exist to make progress on these issues?
3. What formal and informal sources of power can she leverage to build winning coalitions and momentum towards a deal?

Roadmap for Discussion (see Appendix 1)

This assumes a 90-minute class and participants reading the case study in advance. Previous courses or seminars on negotiation, specifically in urban settings, are useful but not necessary to an understanding of this case study.

Introduction (5 minutes): Briefly state the goal of the session in reference to the case, cite specific major conflicts facing the protagonist, and foreshadow broader learning objectives.

Exploration (30 minutes): Use class discussion, "buzz groups," and board work to examine the issues and options confronting the protagonist.

Diagnosis (45 minutes): Introduce key concepts, frameworks, and tools to help participants pinpoint possible solutions to major conflicts in the case.

Application (10 minutes, optional): Ask participants to relate the concepts and frameworks to their own organizations' challenges.

Wrap-Up and Takeaways (10 minutes): Review the learning objectives and discuss insights most relevant to your organizations' challenges.

Introduction (5 minutes)

In your introductory remarks, briefly describe the case and frame the primary subject of the session: analyzing how a city leader navigates simultaneous negotiations at the state and local levels where levers of formal and informal power differ. The discussion will center on frameworks for mapping stakeholders in a two-level negotiation, mapping types of power of those stakeholders, and strategizing negotiation moves to build momentum toward agreement.

Exploration (30 minutes)Case Overview (15 minutes)

- *What is the story in this case?*
 - Three to four participants may summarize the case details, stakeholders, and key considerations.
- *What dilemma did Mayor Craig face?*
- *How would you summarize what Mayor Craig was actually trying to do?*
 - Push participants for a thorough list of goals or interests. See Appendix 2 for suggestions.
- *Who were the parties in this case?*
 - See Appendix 3a for board plan.

Negotiation Concepts (15 minutes)

Introduce the concept of the two-level game. (See Slide 6.) Emphasize the iterative nature of two separate negotiations that are influenced by each another. In this case, level II is the local level (alderman). Level I is the broader, state level (governor). Craig is situated in both levels, though her sources of power are different in each level. Participants will use the two-level game framework to evaluate sources of power available to city leaders. Divide the participants into working groups of three to four and ask:

- *Which parties from this list are in each level? What barriers existed in each level?*
 - See Appendix 3b for board plan of parties in each level. See Appendix 4 for board plan of barriers.

Diagnosis (45 minutes)

This section will provide participants with a deeper understanding of how negotiation concepts apply to the situation in Manchester. Present the following concepts and prompt participants to discuss the questions in plenary or in working groups, as indicated.

Sources of Power

- Introduce definition of formal power and provide examples. (See Appendix 5.)
- Ask working groups: *What are sources of formal power, both in the case and more broadly?*
 - List the group's answers on the board. See Appendix 6a for examples.

- Ask the class: *Going back to the list of parties in each level, who had what types of formal power?*
- Introduce definition of informal power and provide examples. (See Appendix 5.)
- Ask working groups: *What are sources of informal power, both in the case and more broadly?*
 - List the group's answers on the board. See Appendix 6b for examples.
- Ask the class: *Going back to the list of parties in each level, who had what types of informal power?*

Opportunities and Moves

- Working groups: *Spend a few minutes considering additional barriers and opportunities for Craig in light of these types of power.*
 - Assign each group either level I or level II for this discussion. (See Appendix 4.)
- Working groups: *Again, focusing on either level I or level II barriers and opportunities, what moves did Craig make in the case? How did that build power? What did she do that did not help her build power?"*
 - List the working group's answers on the board. See Appendix 7 for board plan.
- Ask the class: *What opportunities to build power still exist? Where has Craig not yet leveraged power? What advice would you give to her about next steps?*
 - See Appendix 8 for possible answers.

Application (10 minutes – optional)

Prompt participants to think of a previous or upcoming negotiation to analyze as a two-level game. Ask them to individually map parties, interests, and sources of power within each level and then identify barriers and opportunities. They may then pair up and give each other feedback on the mapping exercise.

Wrap-Up and Takeaways (10 Minutes)

Summarize key points and offer takeaways for participants. Some sample, high-level takeaways to review after a productive discussion are:

- Leveraging your knowledge of the two-level game to sequence moves can help you build power.
- Do not assume power is static.
- While mayors may not wield a great deal of power, they have the ability to bring people together and should think about how to shape these conversations to advance their goals. For example, they can build informal power by building coalitions, making moral or emotional appeals, creating momentum, and amplifying their message.

- Good leadership involves 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.

Additional note: This case might stump some participants, as it does not offer a tidy conclusion or provide further information in the form of an epilogue. Since this case is about negotiation and critical evaluation, a discussion of policy proposals is not a valuable exercise. Participants will likely wish to discuss Mayor Craig's "ideal outcome," and this is left ambiguous. The reason is twofold: one, at the time of writing, this was very much an ongoing negotiation that Craig had yet to conclude, and two, it provides a negotiation challenge to participants—given uncertainty and few allies, how does one advance a negotiation? Absent formal power, how does one articulate a vision to attract a larger and more influential coalition? Instructors should be honest about the ambiguity in of the case and redirect any frustration towards discussion of hypothetical advice one might offer the mayor.

Suggested Reading

- R. Burt, "Structural Holes versus Network Closure as Social Capital," *Social Capital* (2001): 31-56.
 - Burt offers some helpful insight into the position of a mayor in a broader political context. Mayor Craig's role as interlocutor of Manchester, combined with her ability to build a coalition around political impasse, can be further studied in Burt's writings on structural hole brokerage and network strength.
- T. Colosi, "Negotiation in the Public and Private Sectors: A Core Model," *American Behavioral Scientist*, 27(2) (1983): 229-253.
 - With regard to the two-level game, it is helpful to have students understand that neither level is monolithic but in fact represents a wide spectrum of interests. This article details that point.
- J. Kennedy, L. Kray, and G. Ku, "A social-cognitive approach to understanding gender differences in negotiator ethics: The role of moral identity," *Organizational Behavior and Human Decision Processes*, 138 (2017): 28-44.
 - Kennedy et al offer additional insight into the gender dynamic that may be at play in the Manchester case. The authors suggest that a female negotiator's "moral identity" is often stronger and more influential at the negotiating table.
- R. Putnam, "Diplomacy and domestic politics: The logic of two-level games," *International Organization*, 42 (Summer 1988): 427-460.
 - This is the formal article introducing the concept of a two-level game. This case presents an interesting variation on Putnam's proposed scenario: Craig contends first with a recalcitrant local political environment while simultaneously engaging a more powerful state administration.
- S. Stedman, "Spoiler Problems in Peace Processes," *International Security*, 22(2) (1997): 5-53.
 - Stedman writes on the presence of potential negative actors in multiparty negotiations. A brief outline of his model is detailed in the "Other Possible Topics for Discussion" section and instructors can learn more about his model in this article.
- I. Zartman and J. Rubin, "The International Institute for Applied Systems Analysis," *Power and negotiation* (Ann Arbor: University of Michigan Press, 2000).
 - This source offers real-world case studies in international diplomacy that touch on the use and asymmetry of power in these two-level negotiations. Chapter 12 may be useful for continuing this discussion.

Glossary¹

Allies: a natural partner for collaboration, teaming, and information sharing; often, they share similar goals to yours and can become members of a deal-driving coalition

Adversaries: an oppositional force for your goal; unlikely partners for teaming and information sharing, as they are liable to comprise a potential blocking coalition

Back Table: a group of individuals not physically present at the negotiation table, but who share a key relationship with a present individual; presence is strongly felt despite lacking a formal position at the negotiation

Formal 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: *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

Level I: In this case, a level I negotiation takes place at a higher, more powerful, domestic level than level II. Here, the upper-level negotiation takes place at the New Hampshire State House.

Level II: In this case, a level II negotiation takes place at a local, less powerful domestic level than level I. Here, the lower-level negotiation takes place within the City of Manchester, primarily between Mayor Craig and her aldermen.

Mixed Power: derived from a combination of formal and informal factors within a negotiation

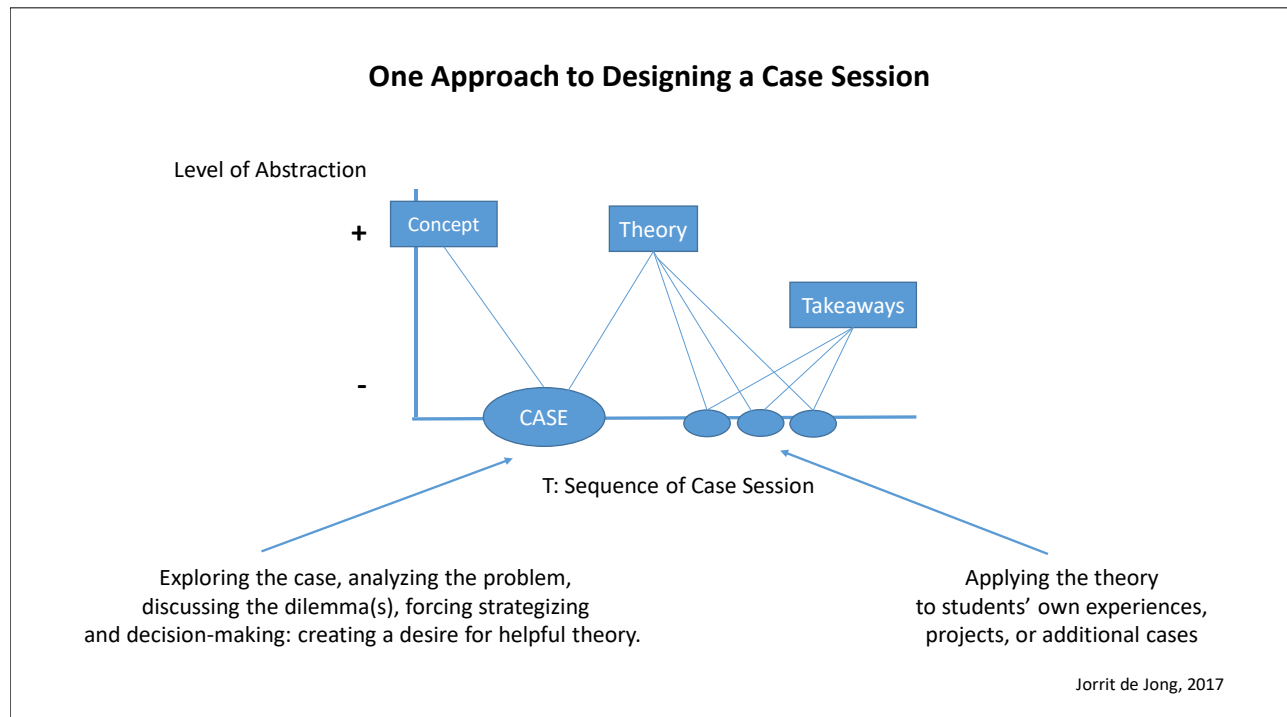
Recruitable(s): a potential ally *or* adversary within a negotiation; they represent a challenge as their goals may not perfectly align with yours or they may possess unknown goals

Spoilers: parties that have the potential to dominate or derail any agreement. A successful negotiator will understand how to form a winning coalition, while simultaneously containing, managing, and isolating potential spoilers.

¹ Brian Mandell, *Workbook: Advanced Workshop in Multiparty Negotiations and Mediation, and Skill-Building to Improve Performance and Outcomes in Negotiation*, 2019.

Appendices

Appendix 1 Designing a Case Session



Source: Jorrit de Jong, "One Approach to Designing a Case Session," *Bloomberg Harvard City Leadership Initiative*, 2017

Appendix 2 Mayor Craig's Goals and Interests

- Reduce number of people experiencing homelessness in Manchester.
- Create stable housing.
- Reduce opioid deaths and overdoses.
- Build a national profile for issue.
- Solidify own political base.
- Keep Safe Stations going.
- Rehabilitate Manchester and New Hampshire's reputation.
- Forge partnerships.
- Develop a sustainable regional solution.
- Bring businesses to Manchester.
- Improve understanding of opioid use disorder and homelessness.
- Maintain relationships.
- Increase collaboration.

Appendix 3a List of Parties

List these on the board as participants share.

- Mayor Craig
- Governor Sununu
- Manchester Board of Aldermen
- Manchester constituents
- Service providers
- Advocates
- Service users
- Business community
- Nearby cities or towns
- President Trump
- Congress
- SAMHSA
- State legislature
- Academia
- Constituents of nearby cities or towns

Appendix 3b Assigning Parties to Level I or Level II

Add (I) or (II) next to each item in the list above or rewrite the list in table format (below).

Level I (State/National)
<ul style="list-style-type: none"> • Mayor Craig • Governor Sununu • Nearby cities or towns • President Trump • Congress • SAMHSA • State legislature • Academia • Constituents of nearby cities or towns
Level II (Manchester)
<ul style="list-style-type: none"> • Mayor Craig • Board of Aldermen • Manchester constituents • Service providers • Advocates • Service users • Business community • Constituents of nearby cities or towns

Appendix 4 Barriers and Opportunities

Level I (State/National)	
Barriers	Opportunities
<ul style="list-style-type: none"> • Funding constraints • Broader political agenda • Partisan politics • Priorities • Re-election constraints • Perception of Governor as unpredictable • Fewer relationships at this level • No formal authority for Craig 	<ul style="list-style-type: none"> • Educating people about OUD • Larger platform • Bigger mandate • Precedent • Bigger SAMHSA pressure at state level • Bi-partisan showcase of long-term solution • Making Doorways a success for Sununu • Leveraging Manchester’s political position in New Hampshire (and national politics leading up to presidential election) • Proximity to the problem • Peer pressure from other states and governors
Level II (Manchester)	
Barriers	Opportunities
<ul style="list-style-type: none"> • Funding constraints • Private interests • Focus on short-term vs. long-term • Time constraints (alderman part-time) • History of failure to solve the issue 	<ul style="list-style-type: none"> • Consensus with local stakeholders • Mandate • National leadership given Manchester is at the center of national narrative • ACLU pressure can be leveraged for finding solutions • Craig has formal role • Increase in businesses coming to Manchester • Existing relationships • Veto power

Appendix 5 Types of Power and Case Examples

Formal Power	
Institutional Power	<p>the formal authority granted to an individual by virtue of their job title; related to many additional forms of power</p> <p>Participants might refer to this as power Craig had by virtue of being mayor. She was a trusted public voice when it came to the national conversation about opioids and homelessness. She could broadcast publicly for wide support or limit conversations to avoid sidetracking issues. As mayor, she could elevate issues that members of the community brought to her. Her ability to unilaterally or strongly influence the public agenda in Manchester made her a powerful voice for elevating community concerns to higher levels of government.</p>
Resource Power	<p>the formal ability to distribute or allocate resources; could be determined by an individual’s access to and control of resources; there may also be formal rules and regulations dictating how resource power may be used</p> <p>Craig had little resource power given constraints of the city budget and formal limitations on how Manchester could raise revenue.</p>
Convening Power	<p>the formal ability some parties have to bring groups together around an agenda they have control over</p> <p>Mayor Craig sat in on aldermen meetings and had easy access to a number of groups that would be eager to coalesce around her policy goals. It is important to contrast this power (an individual merely bringing parties together) with coalitional power (an individual leverages a pre-established group towards a solution or purpose).</p>
Veto Power	<p>the formal ability of some actors to unilaterally stop certain deals, often through a legislative process</p> <p>As mayor, Craig possessed this power over her aldermen (although this can be overridden) and Governor Sununu had it over his state legislature.</p>
Informal Power	
Momentum Power	<p>often referred to as “the power of the train leaving the station”; essentially, wielded when one suite of solutions appears to be making progress over another, attracting individuals more neutral in solution preference</p> <p>In Manchester, the voters and certain aldermen may have been swayed by certain solutions capturing public momentum.</p>
Coalitional Power	<p>the ability to tap into a menu of allies and potential recruitables and direct their resources to a larger cause</p> <p>Formally, Craig had her legislative allies on the board. She also had a direct line to the Sununu administration and had worked collaboratively with them in the past. Perhaps most important is that Craig was quite popular within Manchester and had a diversity of individuals to lean on, including municipal officials such as police and fire chiefs, nonprofit leaders, her business community, and citizen groups.</p>
Moral Suasion Power	<p>an ability to appeal to morals and ethics, as well as community values</p> <p>The opioid epidemic is a very sympathetic public health crisis. Since it affects many white, middle-class Americans, there is a bias towards a solution that is rehabilitative and empathetic. One additional element to understand in this case is Craig’s gender. Being the first female Mayor of Manchester meant her voice in this debate was new and unusual. Furthermore, participants might point out research that suggests women negotiate more ethically and advocate for more moral solutions. See suggested reading section (Kennedy, Kray, Ku) for more information.</p>
Nuisance Power	<p>any party’s ability to draw attention to themselves, even if they have relatively little standing within a larger negotiation context</p> <p>Mayor Craig and the advocacy community were persistent in their pressure on both levels to continue iterating potential solutions, absent agreement.</p>

Appendix 6a Sources of Formal Power

- Agenda setting
- Process
- Ability to convene meetings
- Set budgets
- Declare state of emergency
- Note-taker
- Recognition
- Exclusion
- Drafting legislation
- Delaying action
- Gerrymandering
- Access
- Judicial power
- Managerial power
- Ability to vote

Appendix 6b Sources of Informal Power

- Moral high ground
- Expertise
- Credential
- Experience
- Protest power
- Age
- Influence
- Charisma
- Identity
- Proximity
- Network
- Collective power
- Narrative setting
- Reputation
- Previously holding formal power
- Physical power
- Behavioral power
- Name

Appendix 7 Mayor Craig's Moves

- She built coalition with Fire Department, and Chief Goonan later defended her to Board of Aldermen (coalitional power).
- She leveraged community to save Safe Stations.
- She linked opioid use disorder and chronic homelessness.
- She established working groups and a task force (utilizing expertise).
- She reached out to Patrick Tufts for taskforce (coalitional power).
- She leveraged veto power and moral high ground with Board of Aldermen.
- She leveraged ACLU's external pressure
- She set the narrative.

Appendix 8 Looking Forward

- Form a coalition with nearby towns to lobby state legislature.
- Consider medium-term options at local level.
- Evaluate fissures in the business community to identify potential allies.
- Be more interest-based at the local level.
- Change process of how mayor and aldermen relate to each other.
- Highlight economic opportunities.
- Analyze governor's interests.
- Leverage other states or cities dealing with similar issues but doing a better job.