"There has to be a willingness to meet each other halfway . . .
. . . a flexibility to put egos and protocols aside."

Jeanne Jehl. New Beginnings
(Source: Melaville and Blank with Asayesh, 1993:28)

"Collaboration is a mind-set that says, of course I'm going to
need the help of others to do my job well!"

Sidney L. Gardner
(Source: Melaville and Blank with Asayesh, 1993:23)

"It is imperative that partners develop trust—the kind of trust that enables them
to present a united front against inevitable obstacles.
The camel's back must be strong enough to withstand even the last straw."

Richard "Jake" Jacobsen. New Beginnings
(Source: Melaville and Blank with Asayesh, 1993:35)

"Turfism" — What is it?

"Turfism" is the non-cooperation or conflict between organizations with seemingly common goals or interests. They would normally be expected to work together in a given situation.

The term "turf issues" is borrowed from street gang terminology. Every gang has its neighborhood or "turf" in which it operates, and it defends this area against other gangs (usually violently). This idea has its parallel in animal behavior in the idea of "territoriality." In this version, individual animals have their "home base" around their mating, feeding or nesting grounds they defend against other animals, even those of the same species (Adapted from Siek and Haque, 1992, 1).

Turf Protection: Why Does It Happen and When?

Conflict usually involves perceptions of incompatible goals or threats to relation- ships (Ross and Ross, 172).These perceptions lead to "turf protection" as organizations decide to "defend" their domain rather than share with another organization. Every time two organizations interact, they establish boundaries through "exchange" relationships (Zald, 1969).

The basic factor in triggering a "turf battle" is the degree of power surrendered or gained by the organizations involved. "Power" as used here is the ability to control or manage resources to accomplish a goal. If both organizations feel they will gain by working together or having access to an equal degree of power, cooperation continues. But if one organization feels it has too much to lose by continued cooperation, it begins to defend its "turf" (Adapted from Siek and Haque, 1992:1).

Why Turf Battles?

These "turf battles" can take place for three fundamental reasons, all related to the perceived effect on power:

- If one organization perceives the other as a direct and regular competitor for resources that are not likely to be shared;

- If one organization perceives a "marginal cost" to the proposed cooperation in money, time or energy greater than perceived benefits of collaboration;

- The degree to which the organization feels it is flexible to change its goals, tasks and philosophy to adopt the course of action being proposed.

> **If one organization feels it does not have much in common with the proposed partner, it is less likely to feel the mutual benefits of the proposed action.**
>
> *(Adapted from Siek and Haque, 1992:2)*

Another reason for turf battles is the lack of knowledge or mistrust of the other organizations. If the target group or constituencies of two groups seem to overlap to a high degree, there is more likely to be cooperation.

Turf battles also can result if one party in a proposed relationship feels the exchange will be unequal. This could happen in one of two ways. One organization may feel the proposed course of action is unilateral, that they have no real voice in deciding what or how it will happen. An organization also can feel the exchange would be unequal. It might feel that it would cost too much in resources compared with the proposed benefit, or that another party stands to gain more resources than other partners (Levine and White 1961; Adapted from Siek and Haque, 1992, 2).

Building Trust and Reducing Turf Protection

- Partners develop a base of common knowledge by learning as much as possible about each other's beliefs, goals, objectives, cultures and working constraints.

- Partners define a shared vision and goals.

- The collaborative agencies should develop a mission statement and begin to establish their places in the community.

- Partners reflect on their work and celebrate their accomplishments.

(Adapted from Melaville and Blank with Asayesh, 93:35).

How to Avoid "Turf Battles"

Long term it is better to avoid turf battles than to have to deal with them. Before initiating or becoming a member of a partnership, there are certain things to remember (Adapted from Siek and Haque, 1992: 3):

1. A group's goals are never 100 percent compatible with the goals of each organization or person involved. The "domains" are not likely to overlap totally. Accordingly, each member must be prepared to compromise or modify his or her commitment to specific goals and to help other members adjust as necessary.

2. Enough time should be spent at first to clarify shared goals and develop each member's commitment to them. The group should establish a consensus on the "domain" of action for the collaborating group, and how the resources of members might relate. The higher the sense of common purpose, the higher the probability of harmonious relations between members.

3. Clearly relating the needs discussed to the potential available resources can help build early momentum and cooperation. It can avoid tackling a large, vague problem and create a positive climate by being capacity-centered or resource-centered rather than problem-centered. This can be especially important in collaborations designed to operate in a small geographic area (McKnight and Kretzmann, 1991).

4. Knowing the relationship between the members' personal goals and the group's goals can suggest potential sources of agreement and disagreement and show results.

   Organizations should think twice before inviting groups that have only a partial or marginal relationship to the partnership's mission to join the group.
   Doing homework by consulting newspaper files, and interviewing organizational representatives and residents can be good sources of basic information. (Center 1988). It also can suggest future avenues of positive involvement for some members.

5. Large groups usually have an advantage in the information giving and "brain-storming" phases of problem solving. Still, they can be a potential disadvantage when consensus needs to be reached. Between-meeting communication before a proposed action with major parties helps avoid surprises and helps make meetings more productive.

6. Structured subgroups may eliminate the disadvantage of limited interaction time between members of large groups who might need more clarification of points.

7. Negative feedback (whether verbal, nonverbal, a combination of both or silence) should not be permissible, especially when there is no attempt to

First Step in Dealing with Turf Problems

The first step in deciding how to best handle a "turf" battle is to identify whether it is a substantive (task-related) or affective (personal) conflict over turf.

compromise or come to consensus. Effective listening and speaking skills will eliminate misunderstandings. Raising questions versus stating one's opinion(s) will help reduce disagreements (Hague).

An Overview of Conflict Patterns

Conflict comes in many forms. It can be a simple disagreement over the meaning of a particular policy. It can be an argument over priorities. Sometimes it involves get- ting people together for a "common cause" to overcome the teachings of the past, which may have been "do unto others before they do unto you" (Adapted from Keller, 1991:77).

Before one can manage conflict or deal with conflict in social change, one must understand that it is a natural and sometimes desirable social process. The assumption is that conflict is going to occur and that it can be managed.

Positive Outcomes Include the Following:

1. Better ideas can be produced.

2. People have to search for new approaches.

3. Long-standing problems may be resolved.

4. People are forced to clarify their views.

5. Creativity and interest may be generated by the tension that is produced.

6. People have a chance to "stretch" their capabilities.

(Adapted from Keller, 1991:77.)

Also, there are times when conflict can be used to advantage. For example, suppose one wants to improve the community's drug awareness. It may be necessary to cause conflict in

Five areas of Conflict

(Less to More Complex)

Facts of Data Goals
and Interests
Relationships and Structures
Methods and Strategies
Values

the community in order to bring about community awareness and legal changes. Understanding how conflict works is essential for effective conflict management.

Although the initial reaction to the word "conflict" is usually negative, a closer look

at the phenomenon might make one aware of both its inevitability and its potential value.

The Nature and Sources of Conflict and Distrust

It is important to resolve potential conflicts and enable its leaders to diagnose and resolve conflicts as they arise. In order to do this, one must come to recognize how conflicts arise. In conceptualizing a potential conflict, individuals (or groups) usually find themselves in one (or more) areas of conflict.

The Cycle of Conflict Stages

1. Tension Development occurs when some person or group feels blocked from satisfying some concern.

2. Role Dilemma involves answering the question, "What's the problem? What is expected of me?"

3. Injustice Collecting is a form of cognitive dissonance.

Some Guidelines for Building Trust:

1. Respond positively and constructively to the need for collaboration in an environment of increasing competition for resources.

2. Recognize healthy self-interest. Healthy self-interest provides the energy for collaboration. To omit examination of this self-interest, or to treat it as illegitimate, risks the loss of enthusiasm for a project. (Adapted from Morton, 43.)

3. Provide structure to reduce uncertainty:

- Recruit members with prestige and competence.
- Complete some tasks together and build trust.
- Develop a situation where renegotiation and adjustment are possible.

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4. Confrontation often occurs when individuals have incompatible methods, goals, or values that do not appear to be subject to compromise.

5. Adjustments could include compromises on the actions taken and/or the feelings of the individuals involved, but the adjustments that are made within the conflict cycle lead back to tension development.

Collaboration and Turf Protection

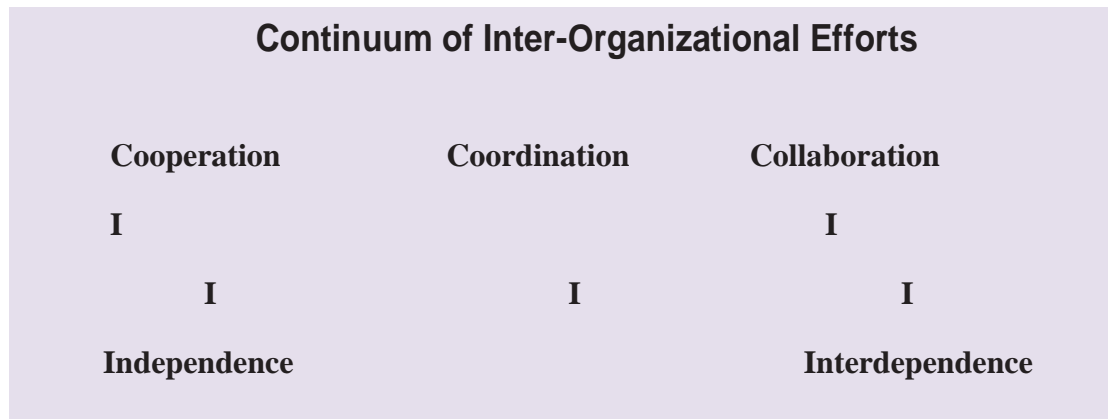The "domains" of organizations can overlap in several major ways:
- Over Goals
- Over Resources
- Over Geography
- Over Methods

- Over Personalities
- Over Identity or Public Perception

Will Collaboration Work? Key Questions To Ask

- Will the benefits of collaboration outweigh the costs?

- Is there a history of communication and cooperation and a foundation of trust among the various entities involved in possible collaboration?

- Is each of the potential partners stable enough to withstand the change that integrating services would introduce?

- Do all of the key players have enough financial and staff leeway to commit some of their resources to collaborative activities, or are they overextended in their day-to-day operations?

Continuum of Inter-Organizational Efforts

Cooperation	Coordination	Collaboration
I		I
I	I	I
Independence		Interdependence

some of their resources to collaborative activities, or are they overextended in their day-to-day operations?

- Are partners willing to explore ways for key players such as grassroots organizations operating on limited budgets to participate.

(Adapted from Melaville and Blank with Asayesh, 1993:30)

Setting Ground Rules: Decisions To Be Made

Collaborators need to decide:

- Where, when and how often will partners meet?

- How will partners share responsibility for organizing and leading the meetings?

- Who prepares and contributes to the agenda?

- What rules should guide the dialogue?

- Will partners make decisions by majority rule or consensus?

- What can partners do to ensure that decision-making occurs inside the group

and not behind the scenes?

- What happens if there is a problem or conflict?
- How will partners handle logistical arrangements?
- Under what circumstances should there be a third-party facilitator.

(Adapted from Melaville and Blank with Asayesh, 1993:32)?

Advantages and Disadvantages of Collaboration

Collaboration with other public and private sector organizations in communities can be an effective and rewarding method of reaching young people. But, collaborating with other groups is a double-edged sword with both advantages and disadvantages.

Advantages of Collaboration	Disadvantages of Collaboration
More effective and efficient delivery of programs	Turf protection and mistrust
Professional development	Slow decision-making
Improved communications	Limited resources
Elimination of duplication	Diverted resources from priority issues
Increased use of programs	An assumed position contrary to policy
Improved public image	Decreased level of cooperation among collaborators during a crisis.
Better needs assessment	
Consistency of information	
Increased availability of resources	*(Adapted from Jackson and Maddy, 1992:2)*
Formation of bonds and support net-works	

Both should be weighed before entering a collaborative effort. If the benefits don't outweigh the costs, collaboration should not take place (Adapted from Jackson and Maddy, 1992:1).

The advantages of entering a collaborative effort may be immediate or long term, direct or indirect. Some partners may benefit more than others. It is essential that each partner recognize that the benefits will outweigh the costs of participation (Dluhy 1990; Adapted from Jackson and Maddy, 1992:1).

Turf protection and mistrust are complex issues that must be overcome. If a collaborator does not trust his or her partners, he or she will not be as open and receptive to new ideas. There will not be a willingness to share resources and burdens (Adapted from Jackson and Maddy, 1992:2).

If the group must reach a consensus to act on an issue, it may take time. Many partners may not be able to go forward without approval of a higher authority or more study. Depending on how well the group communicates or how often it meets, decision by consensus could make acting on a problem slow and ineffective (Adapted

from Jackson and Maddy, 1992:2).

Due to limitations of resources, some groups who would be valuable partners are unable to cooperate. Devoting resources to a collaborative effort may take away from other high priority projects (Adapted from Jackson and Maddy, 1992:2).

Sometimes a coalition may take a position that is inconsistent with the policy of one of its partners. This may cause the partner to be uncooperative, ineffective or to withdraw from the coalition (Adapted from Jackson and Maddy, 1992:2).

During a crisis with a partner or the coalition, cooperation among members may decrease. Member organizations are sometimes faced with changes within their organization such as budget cuts, changes in administration or other short-term changes that affect their commitment (Adapted from Jackson and Maddy, 1992:2).

Land Mines to Avoid When Groups Work Together

- Waiting to convene a group until everyone is at the table. The enthusiasm of a wisely selected and enthusiastic core group can cool while others are being brought in. Do not waste time!

- Not taking the time to involve key players who could easily block what the collaborative hopes to do. Whenever possible, try to make allies out of adversaries.

- Allowing one partner to assume control of the group instead of establishing the expectation of shared leadership. Collaborative power grows when equals share authority and responsibility.

- Allowing the media or political pressure to direct the collaborative agenda.

- Neglecting to reflect periodically on milestones and land mines.

- Failing to establish clear ground rules.
(Adapted from Melaville and Blank with Asayesh, 1993:33).

Options for Taking Action

Partnership Building. The structure of a network may have many shapes and different levels of responsibility. Structure may refer to the form by which the collaboration accomplishes its mission. The people who lead, participate in and eventually implement the activities of interagency initiatives, affect the growth and development of joint efforts (Adapted from Smith and Bell, 1992:1).

The partnership is essentially a mechanism for increasing the power or leverage of groups or individuals. The object is to get more out of the partnership than is put into it (Adapted from Smith and Bell, 1992:1).

Situations, although difficult or impossible for the individual to overcome alone, can be dealt with simply and rapidly by acquiring the right allies. This is partnership. (Adapted from Smith and Bell, 1992:1).

A collaborative partnership should be structured to:

- Involve all key players.
- Choose a realistic strategy.
- Establish a shared vision.
- Agree to disagree in the process.
- Make promises that can be kept.
- Build ownership at all levels.
- Institutionalize change.
- Publicize successes.

Land Mines that Block Trust and Perpetuate Turf Battles

- Acting before partners establish a sense of trust and ownership in a shared vision.

- Losing momentum by not knowing when it is time to move on. Building a base of common knowledge, for example, can continue as the process moves forward.

- Failing to celebrate the trust, ownership, victories, and shared vision that have been built.

- Avoiding conflict and glossing over disagreements in an effort to reach a quick consensus. A critical sense of ownership and common purpose grows out of the struggle to use conflict and differences of opinion constructively.

- Not seeking input from constituents when conducting community assessments.

- Compiling indicators that do not reflect the performance of all the partners.

- Achieving only compliance with the vision, rather than commitment to the realization of a shared vision.
(Adapted from Melaville and Blank with Asayesh, 1993:45).

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