

**KING'S  
FUND  
CENTRE**

*REPORT*

---

# **CONTRACTS AND THE BLACK COMMUNITIES**



***WHAT IS IT GOING  
TO MEAN FOR US?***



**YVONNE CHRISTIE  
CAROL BAXTER**

**Community  
Living  
Development  
Team**

HOHCC (Chr)

1990

126 ALBERT STREET  
LONDON NW1 7NF

ACCESSION NO. /	CLASS MARK HOMCC
DATE OF RECEIPT 30 Jan 1991	PRICE donation

Chr. ...



**KING'S FUND  
CENTRE  
FOR HEALTH  
SERVICES  
DEVELOPMENT**

126 Albert Street  
London NW1 7NF  
Telephone 01 267 6111  
Fax 01 267 6108

## CONTRACTS AND THE BLACK COMMUNITIES

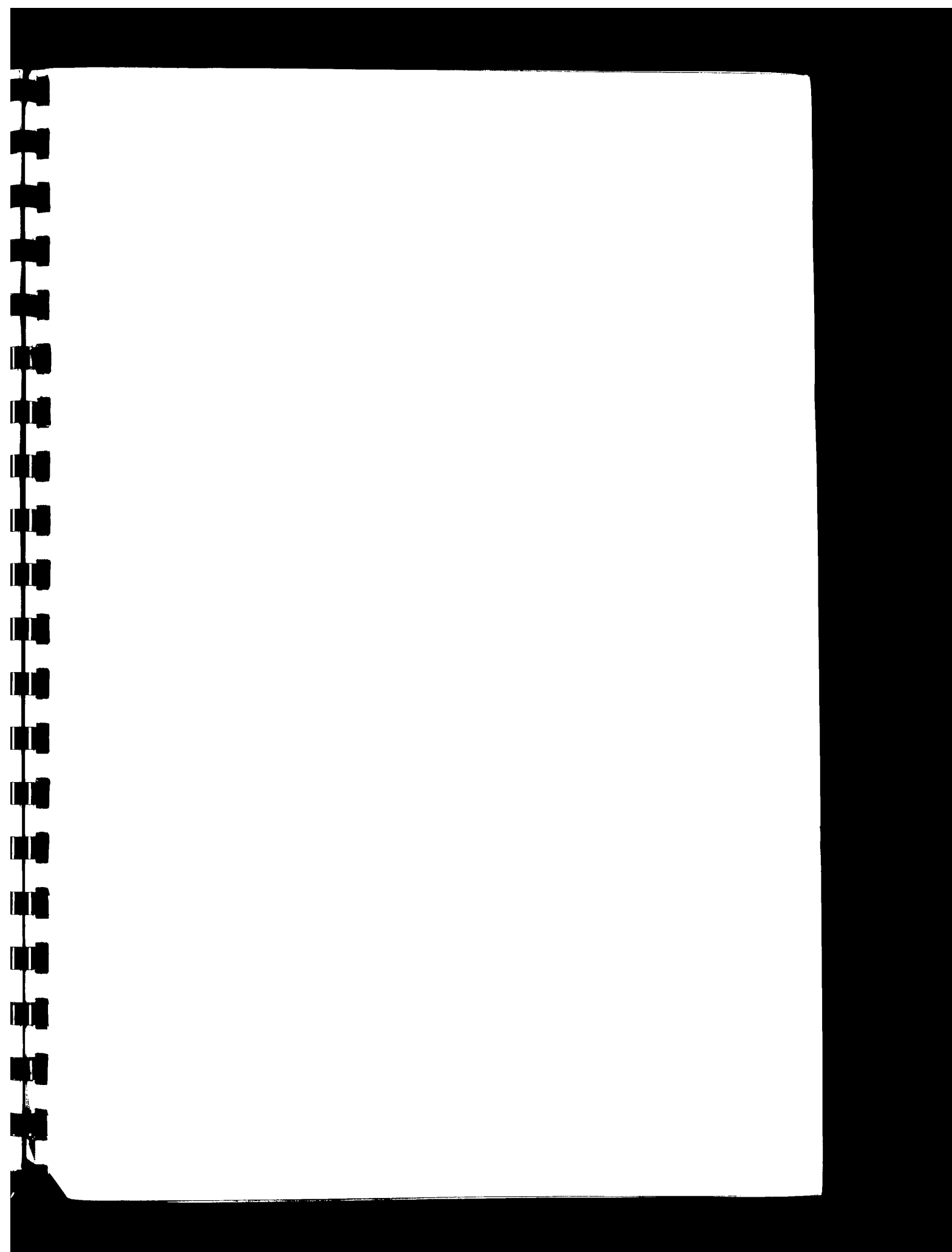
What is it going to mean for us?

YVONNE CHRISTIE  
CAROL BAXTER

February 1990



The Centre supports innovations  
in the NHS and related  
organisations, and encourages the  
spread of good ideas and practices.



## INTRODUCTION

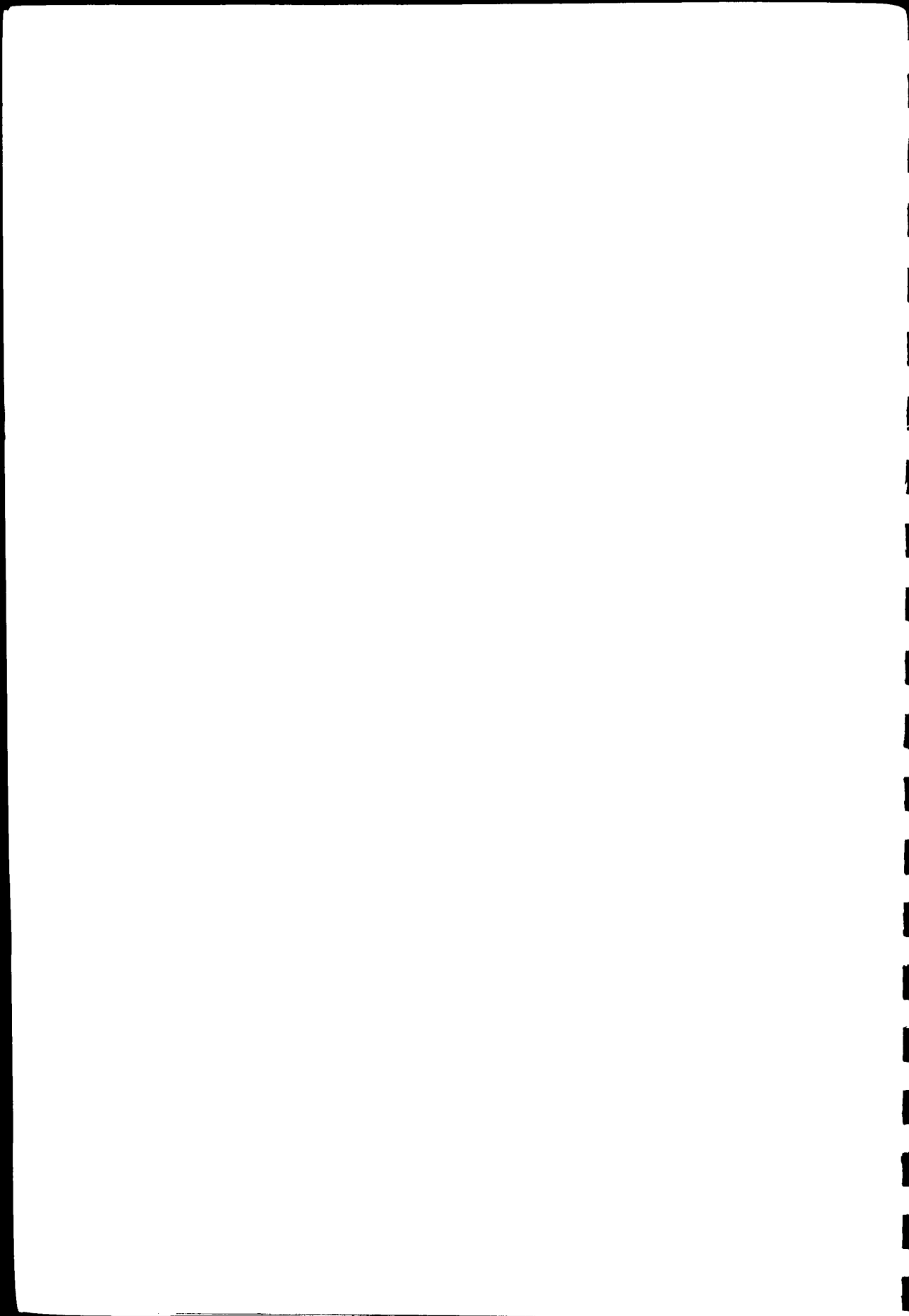
AIM - To highlight the issue of contracts with small groups of black professional workers in the field of mental health. Participants were from Health and Social Services and the voluntary sector.

FACILITATORS - Yvonne Christie, Senior Project Officer, Mental Health  
Black and Ethnic Minorities

Carol Baxter, Freelance Consultant in health and race.

OBJECTIVE - For people to exchange what is presently known about contracts, look at some of the issues and see if people can work together and look at how a model contract could be planned to take care of our needs.

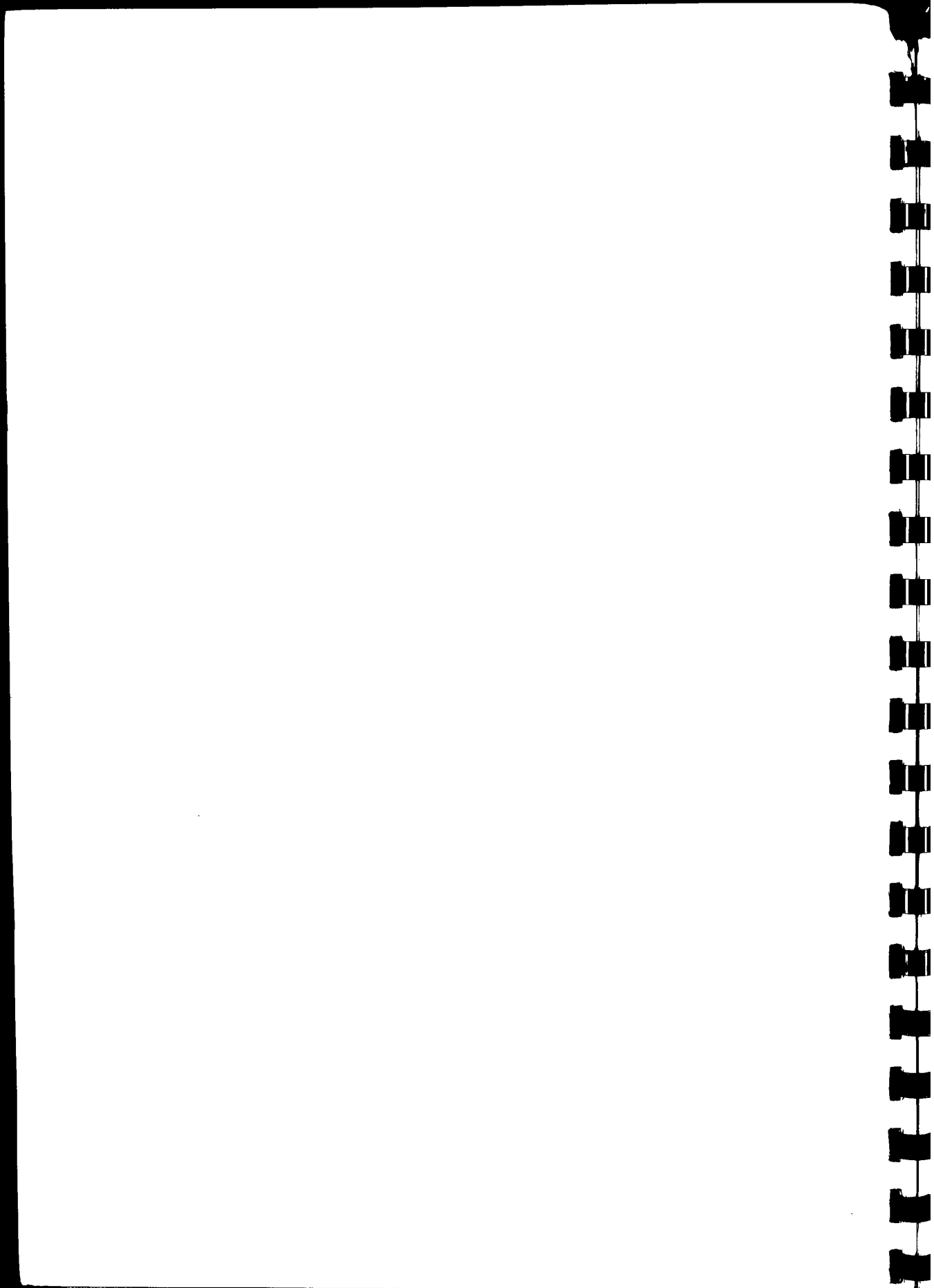
Organised by: Yvonne Christie, Senior Project Officer, Community Living  
Development Team, King's Fund Centre



### LIST OF PARTICIPANTS

Those present:

FREDERICK, Juliana	Development Officer	BMHG, London SE23
GERESSU, Tenagne	Development Worker	Waltham Forest Social Services
HAMPSTEAD, Judy	Social Worker	Springfield Hospital
IMHOTEP, Zolo	Community Development Worker	Greenwich Afro-Caribbean Alliance
JOHNSON, Lesley	Development Worker	NCVO, Community Care Project
KAREEM, Jafar	Clinical Director	Intercultural Therapy Centre
LEE, Terri	Co-ordinator	Sheffield African Caribbean MHA
LEE, Melanie	Development Worker	Nottingham Black MHA
LEONEDIA, Mona	Social Worker - ASW	Birmingham Social Services
MARTINS, Lorraine	Head of Afro-Caribbean Unit	LVSC, London, NW1
MISIR, Hardut	Day-care Worker	MIND in Camden
MOHAMMED, Safder	Development Worker	King's Fund Centre
MORGAN, V	Project Development Officer	Westminster MIND
MULLINGS, Myrtle	Social Worker	Birmingham
KNOX, Daniel	Co-ordinator	Southwark Black Workers
POWELL, Angela	Co-ordinator	Community Mental Health Project, Birmingham
RICE, Marcia	Researcher	ACMHA
SHEIKH, Abida	Officer-in-Charge	Balham, SW12
STEWART, Angela	Social Worker	Birmingham



King Edward's Hospital Fund for London

King's Fund Centre

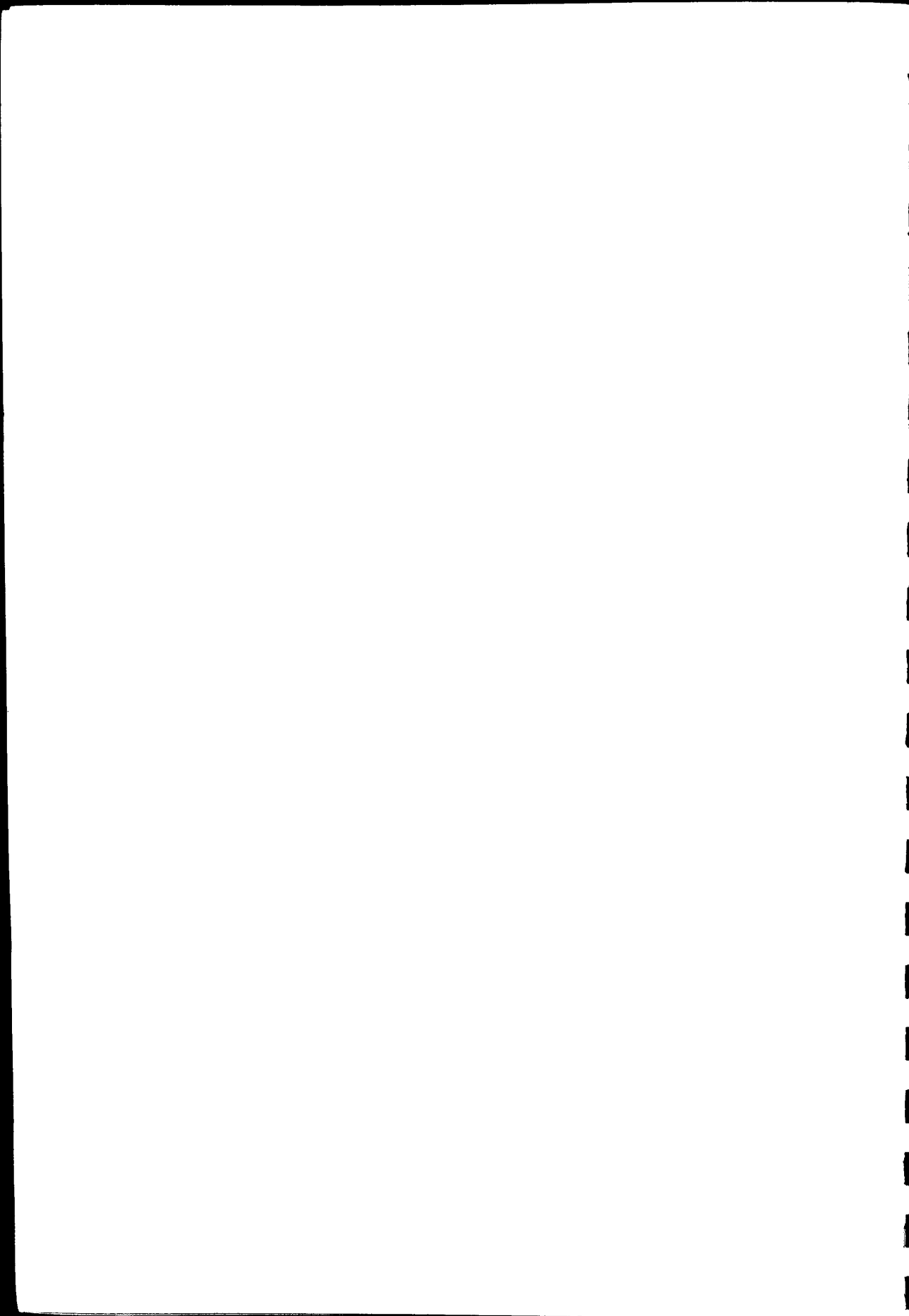
126 Albert Street, London NW1 7NF

CONTRACTS AND THE BLACK COMMUNITIES - WHAT IS IT GOING TO MEAN FOR US?

Tuesday 30th January 1990

PROGRAMME

- |         |  |   |
|---------|--|---|
| 10.00am | Registration/Coffee  |   |
| 10.30am | Welcome and introduction   | - Yvonne Christie<br>Senior Project Officer for<br>Mental Health Services<br>(King's Fund Centre) |
| 10.35am | White Paper overview   | - Carol Baxter  |
| 11.00am | Why the contracting<br>culture is of importance<br>to Black People <u>now</u>  | - Carol Baxter  |
| 11.15am | Participants introductions<br>- what do people want from<br>the day?<br>(All participants)   |   |
| 11.30am | What are some of the<br>issues around contracting  | - Yvonne Christie   |
| 11.35am | Working Groups (2)   |   |
| 12.35pm | Feedback into larger groups  |   |
| 1.00pm  | <u>LUNCH</u>   |   |
| 2.15pm  | Small group for Model Contracts<br>- what to include<br>- any barriers?<br>- what strategies are needed?<br>- look at strengths<br>- what of quality?  |   |
| 3.15pm  | <u>Ways Forward</u><br>- how to proceed with issues<br>- how to keep ourselves informed<br>- central source for exchange of information<br>on model contracts<br>- dissemination of the information gathered |   |
| 4.00pm  | <u>TEA AND CLOSE</u>   |   |



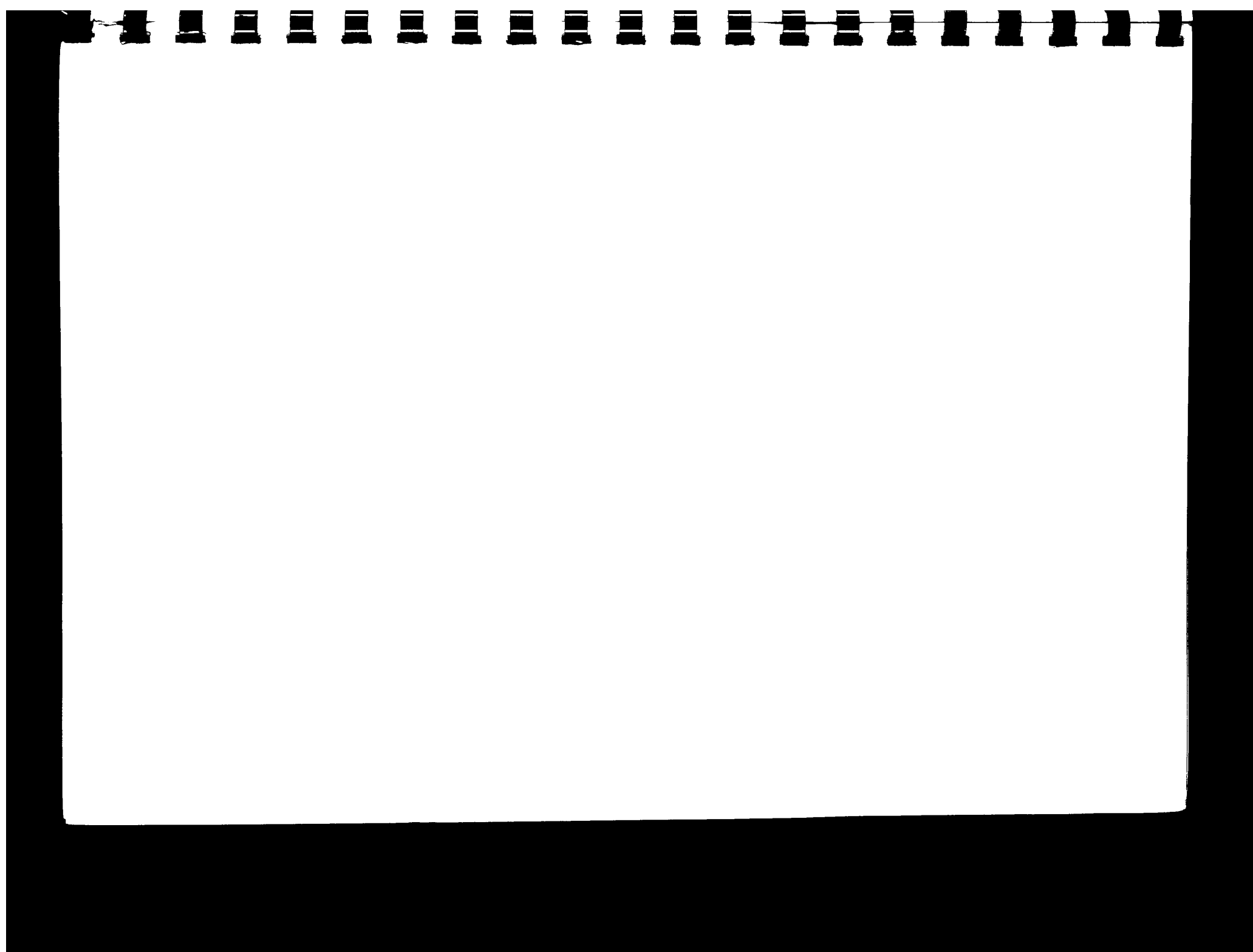
### STAGES OF THE DAY'S EVENTS

1. WELCOME AND INTRODUCTION YVONNE
2. SUMMARY OF THE GOVERNMENT'S WHITE PAPER ON COMMUNITY CARE - "CARING FOR PEOPLE" CAROL
3. OVERHEADS ON WHAT SOME OF THE ISSUES ARE
4. BREAK INTO WORKSHOPS (TWO GROUPS TO DISCUSS)
5. LUNCH
6. EXCHANGE AND COMPARE ISSUES (LARGE GROUP)
7. DISCUSSION ON WIDER ISSUES OF MENTAL HEALTH WRAPPED IN WITH CONTRACTS (LARGE GROUP)
8. WAYS FORWARD FROM TODAY (AT END OF DAY)

To be forwarded on:

- \* NCV0 Information Sheet no.2
- \* Contact names and addresses
- \* Photo-copy of overheads
- \* Summary of White Paper
- \* Issues of contracting
- \* Photo-copy of what is quality

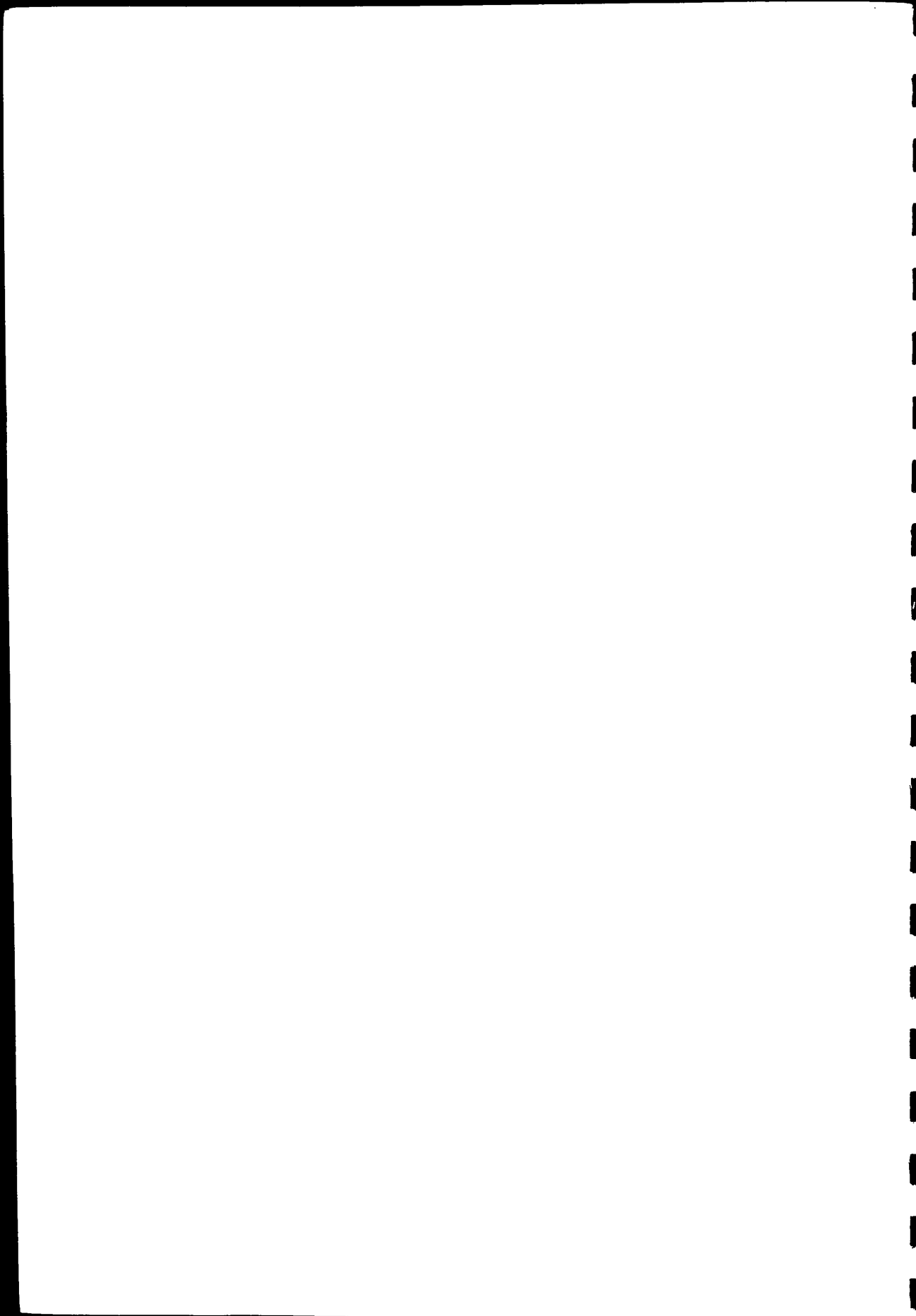
The above would be sent to all participants so that if they felt able to undertake workshops themselves in their local areas they would have all the available information to hand which could then be passed on to the many people in cities throughout Britain who work in the field of mental health but were unable to attend the day's events.



## HOPES FOR THE DAY

## RESERVATIONS ABOUT THE DAY

- |  |   |
|--|---|
| <ul style="list-style-type: none"> <li>. Information about White Paper</li> <li>. Sharing with other black people</li> <li>. Find out what is happening nationally</li> <li>. More about contracts</li> <li>. A collective approach to moving forward</li> <li>. A forum for discussion about <u>contracts</u> to get into a perspective</li> <li>. Moving beyond the White Paper and have positive strategies</li> <li>. How will contracts help the black organisations?</li> <li>. How black issues will be taken on board in contracts</li> <li>. Political discussion about the issue</li> <li>. Insight into what voluntary sector wants and needs</li> <li>. How to get access to funds - will contracts help some organisations get funds they are already deprived of?</li> <li>. Ways of opposing contracts</li> <li>. Information on community care etc and how it will help your organisation</li> <li>. Collective/consortium campaign against contracts</li> </ul> | <ul style="list-style-type: none"> <li>. Time too short to get all information needed</li> <li>. May not be able to influence employers after gaining from this workshop</li> <li>. Our knowledge will be used by statutory organisation</li> <li>. Not having a political perspective will not get to the root of the problem</li> <li>. Not enough time to achieve positive strategies</li> <li>. How will black organisations compete on equal terms?</li> <li>. Impact of racism on black people as service providers rather than campaigners</li> <li>. Time</li> <li>. Information may be too technical/financial</li> <li>. Will there be anything we can do - is it all sewn up by the White Paper?</li> <li>. Ignores the political dimension - i.e. supporting contracts which will encourage Government to abdicate its responsibilities to provide services for <u>all</u></li> </ul> |
|--|---|



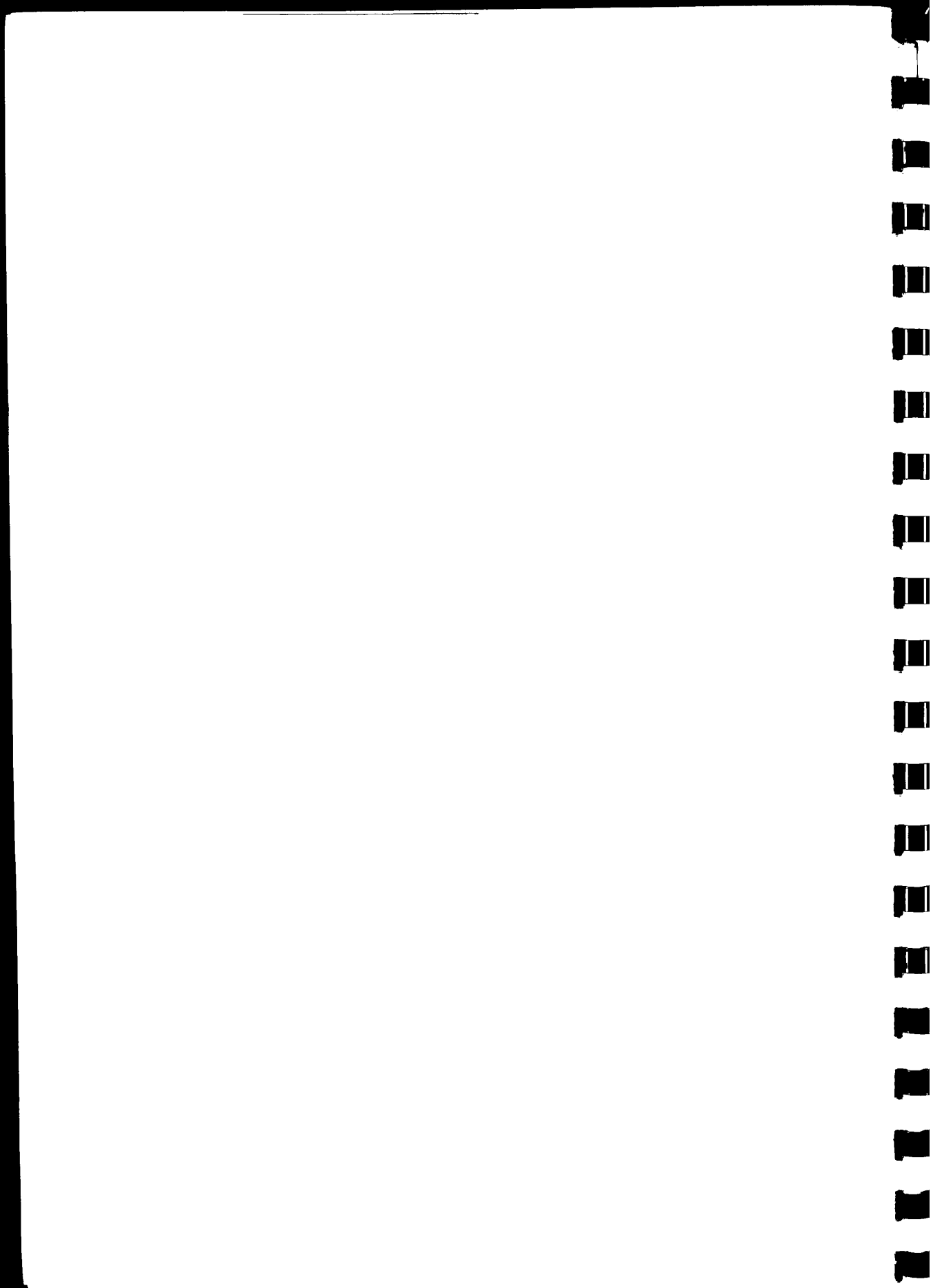
CONTRACTS DISCUSSION GROUP - 30TH JANUARY 1990

After an overview of the White Paper and a look at what some of the issues are, the participants split into two groups to discuss how they viewed these issues.

GROUP A (am)

Group A raised the following points around contracting:

- \* BLACK AND VOLUNTARY ORGANISATIONS ARE NOW IN A POWERFUL POSITION  
LA - HAVE TO WORK WITH VOLUNTARY AND PRIVATE, NOT FOR PROFIT SECTOR.
- \* LA NEED TO ENABLE BLACK ORGANISATIONS OR WE ARE BEING SET UP TO FAIL
- \* IDENTIFY SKILLS AND TRAINING REQUIREMENTS TO BE READY FOR THE CHANGES
- \* MODELS OF CONTRACTS - NEED TO FIND EXAMPLES THAT BLACK COMMUNITY CAN RELATE TO AND EXPAND UPON
- \* CONTRACTS APPROVED SHOULD INCLUDE HOW THAT ORGANISATION IS GOING TO TAKE CARE OF THE NEEDS OF PEOPLE FROM RACIAL COMMUNITIES
- \* SUB-CONTRACTING? - COULD THIS BE A FORWARD STEP - LINKING LARGE AND SMALL VOLUNTARY ORGANISATIONS?
- \* NEED TO ENSURE THAT THE ISSUE OF CONTRACTING IS TALKED ABOUT IN LOCAL WORKSHOPS TO ENSURE THIS DEBATE IS KNOWN TO AS MANY PEOPLE AS POSSIBLE
- \* SPECIALISED SERVICES IN THE BLACK COMMUNITIES. IDENTIFY EXPERTISE IN OUR ORGANISATIONS
- \* WHAT ABOUT PREVENTATIVE WORK - BEFORE WE GET TO SERVICE PROVISION
- \* NEED TO FIND A FORUM TO LOOK AT THE CONCEPTS OF MENTAL ILLNESS AND BLACK PEOPLE. HOW INDIVIDUALS DIAGNOSE PEOPLE ONCE THEY HAVE BEEN THROUGH THE TRAINING SYSTEM
- \* MANAGEMENT COMMITTEE MEMBERSHIP NEEDS TO BE BETTER, MORE FULLY INFORMED OF ALL THE CHANGES IN MENTAL HEALTH AND ORGANISATIONS
- \* CONTINUITY OF MANAGEMENT COMMITTEE - rather than elections yearly, longer periods of time to create the expertise of running an organisation - almost like Board of Directors? - How will that change the voluntary organisation?



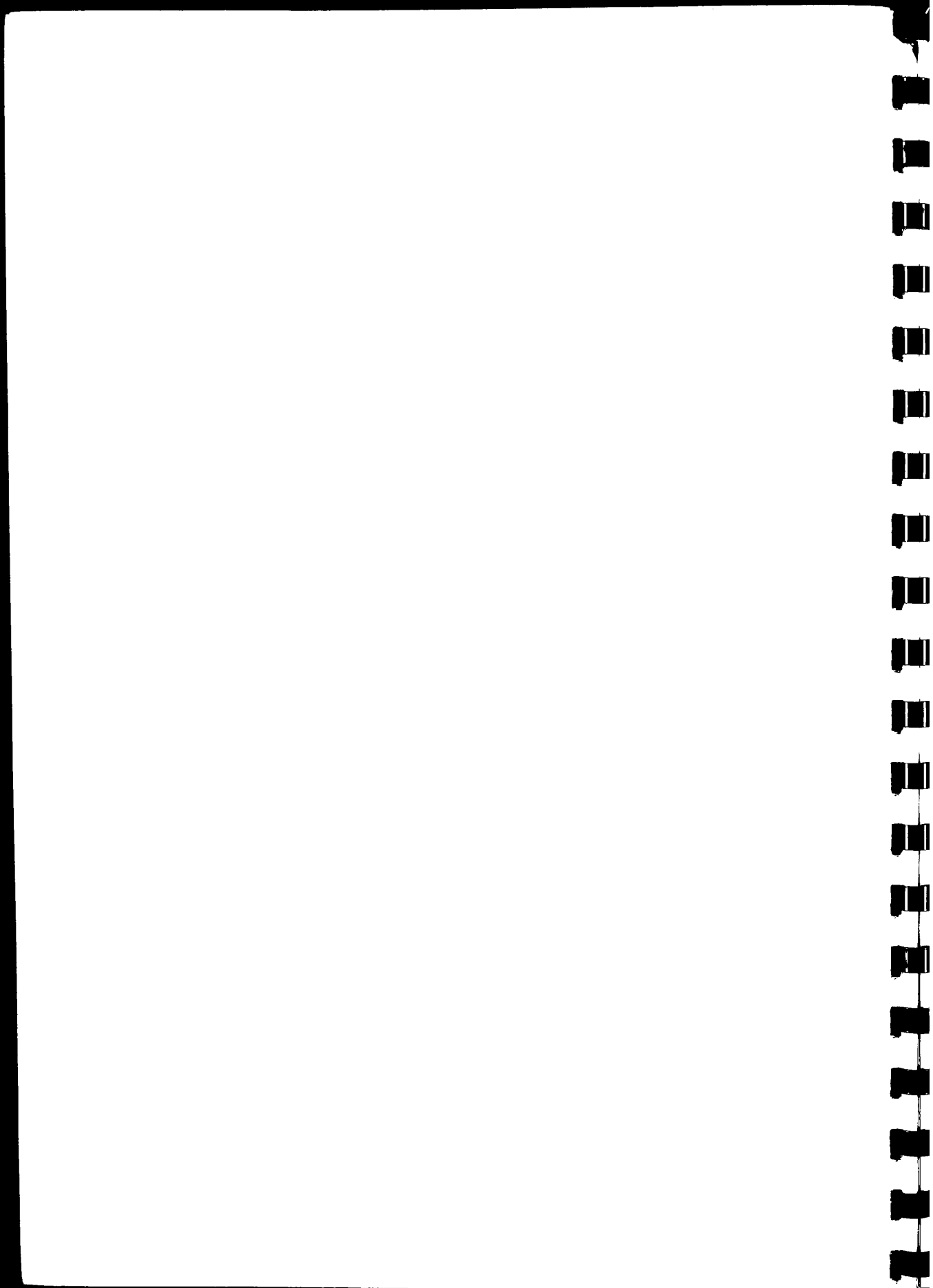
- \* LEGAL ASPECTS OF CHANGES AND CONTROL NEED TO BE ADDRESSED BY MANAGEMENT COMMITTEE MEMBERS
- \* *Black organisations working together - recognising that within that, groups have different objectives*
- \* Care Plans - will it be down to individual black workers to promote receivers of the service going to specific black voluntary organisations? Will LAs only have earmarked specific - table black organisations?
- \* Management Committees, will have to change. Contracts will also be judged by who are managing them - financial and structurally.
- \* Direct Managers not just committee members will also be effected. Will they be able to handle new responsibilities? - Staffing dynamics, Equal Opportunities Policy, funding, conditions, budgets, etc?
- \* Training at various levels required How to take this forward. IDENTIFY AREAS.
  - mix of attenders
  - voluntary sector and social services

#### GROUP B (am)

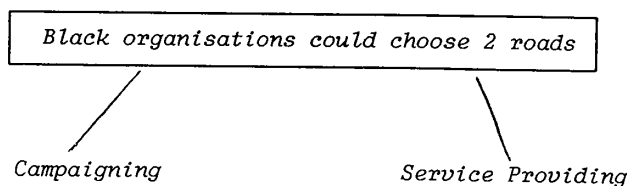
Group B raised the following points around contracting:

- > Is is too late to start this discussion? - Is the ball already rolling so that we have no choice?
- > *If the voluntary sector all said "no" then that puts us in a better negotiating position because we are doing the work anyway - so we can state terms*
- > Need for collaboration though in order to have the strength to say NO
- > *Should we ignore contracts and put our energies into our campaigning role?*
- > How do we do it? We need to learn in a very short time
- > *What about a multi-racial rather than specialist services? Is is about specialist/separatist and therefore will it be marginalised?*
- > Needs to be seen in the light of:

Community Charge  
Local Authorities Act  
Housing Acts  
Abolition of LEA  
Nationality Act



>



This should be an agreement between them - perhaps one organisation with a policy arm and service arm. A bit like the way MIND works. Good communication would need to be ensured.

BUT we lack the confidence to work together because -

- . overworked
- . under-resourced
- . racism hassle etc
- . burnt out etc

Solution might be to tackle specific issues.

Formation of Consortiums to

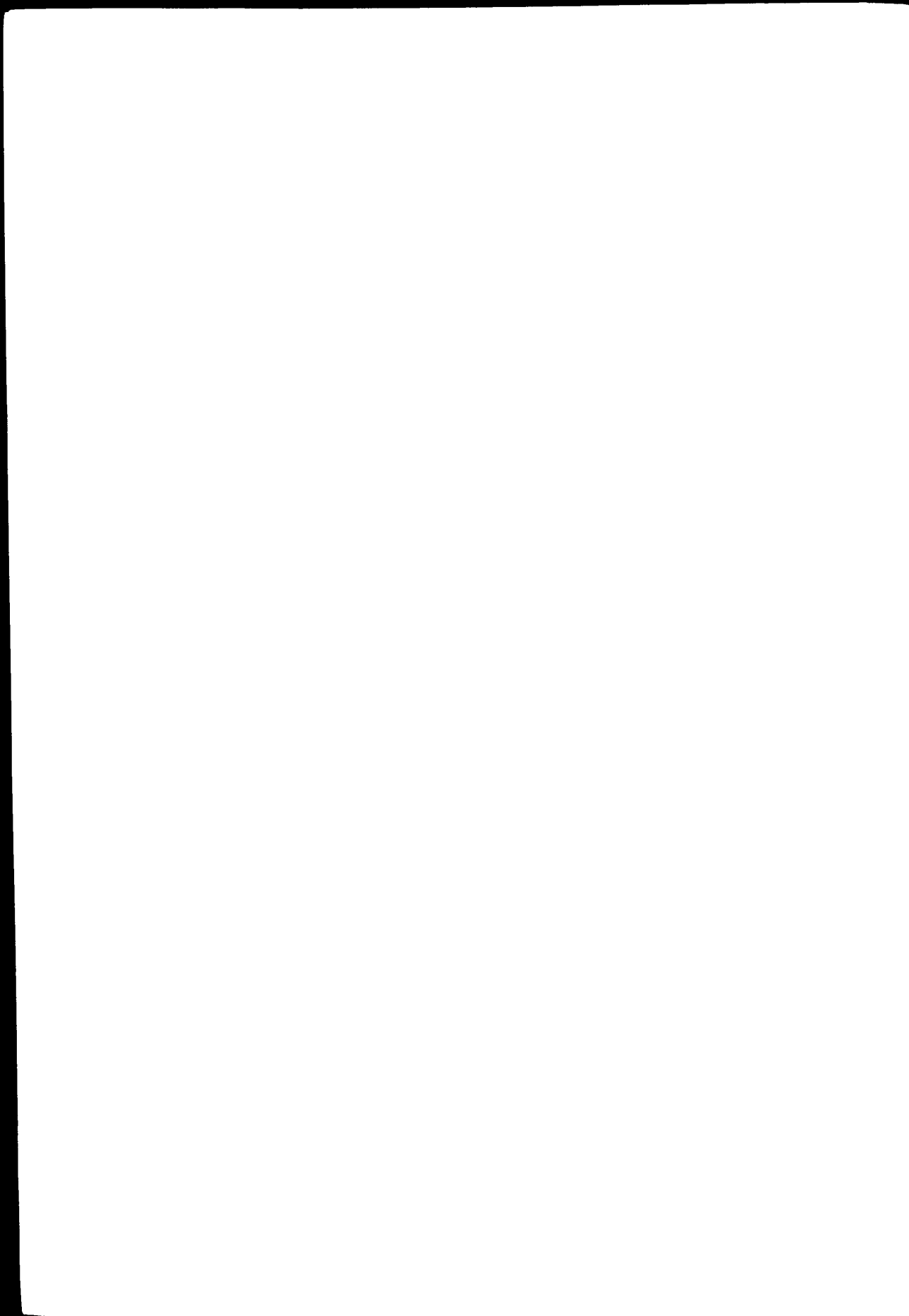
- . determine common aims
- . determine common issues
- . pooling physical and financial resources

SETTING US UP TO FAIL

AFTER FEEDING BACK, THOSE ATTENDING THE TWO WORKSHOPS LOOKED AT OTHER AREAS WE DID NOT WANT TO LOSE ...

#### ADDITIONAL POINTS

- . No ringfencing of resources for LA additional resources to HA will leave power with psychiatrist
- . *Sheffield seems to have started planning contracts. Coterminous boundaries help. Sheffield may be a good city to use as a good example as black people are involved in their contract planning*
- . The area of contracts is a way of making black organisations into service providers.
- . *Exclusion clause is very detrimental for black voluntary (advocacy/education/campaigning)*
  - these are all qualities of black voluntary organisations already - could there be a conspiracy?



### POINTS OF A MODEL CONTRACT

Marcia Rice of the Afro-Caribbean Mental Health Association gave the group some input on areas of contracting that have been raised during her development work on contracting. These are:

- INTRODUCTION - (2) parties involved
- duration - 3-5 years
  - start date
  - termination

#### SERVICE TO BE PROVIDED

- definition
- location
- access
- discharge
- operational roles

#### STANDARDS (QUALITY ASSURANCE)

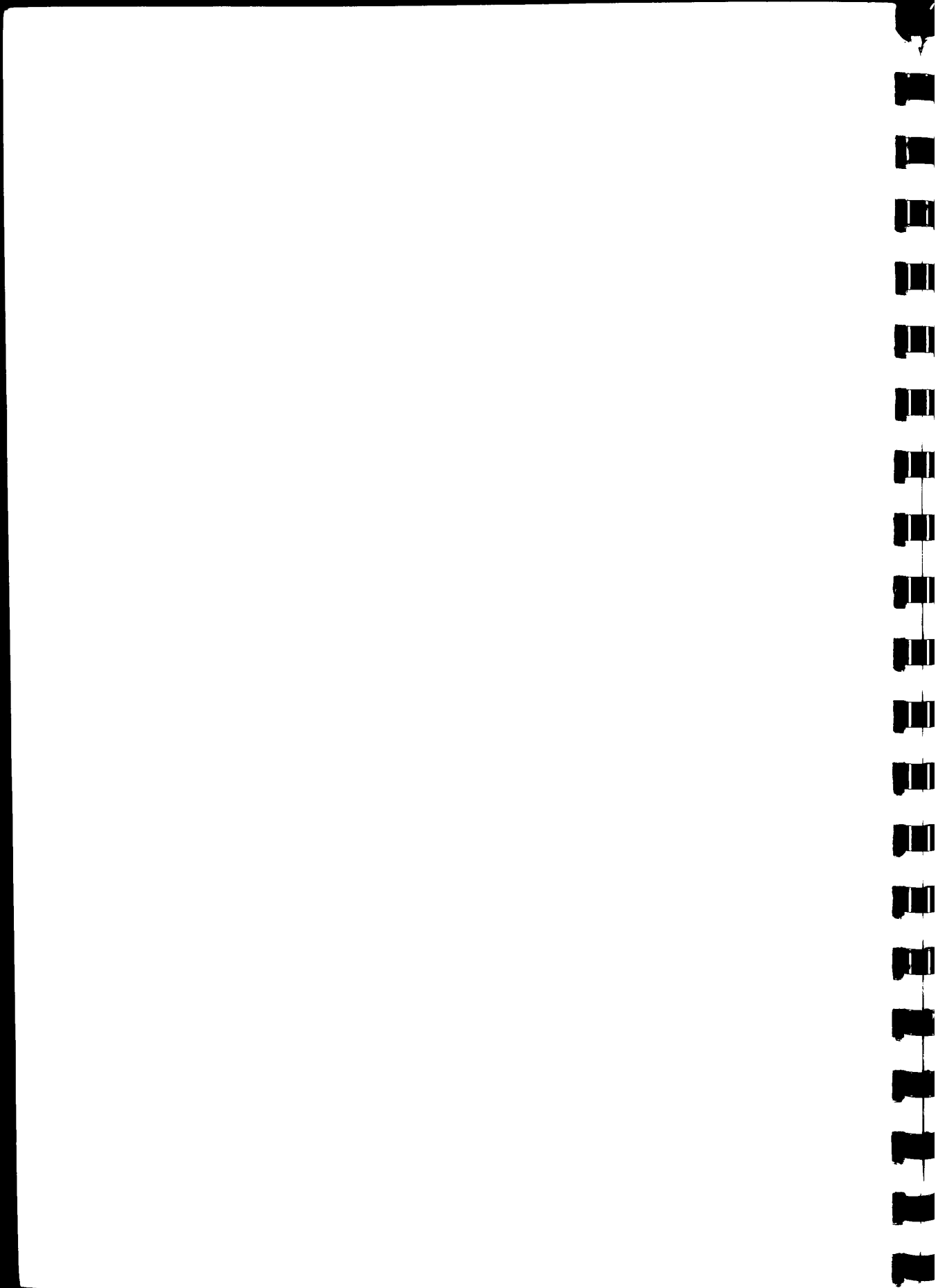
- evaluation criteria
- efficiency - value for money
- view of clients/users
- methods of measurement
- qualitative controls
- review procedures

#### FINANCIAL TRANSACTIONS

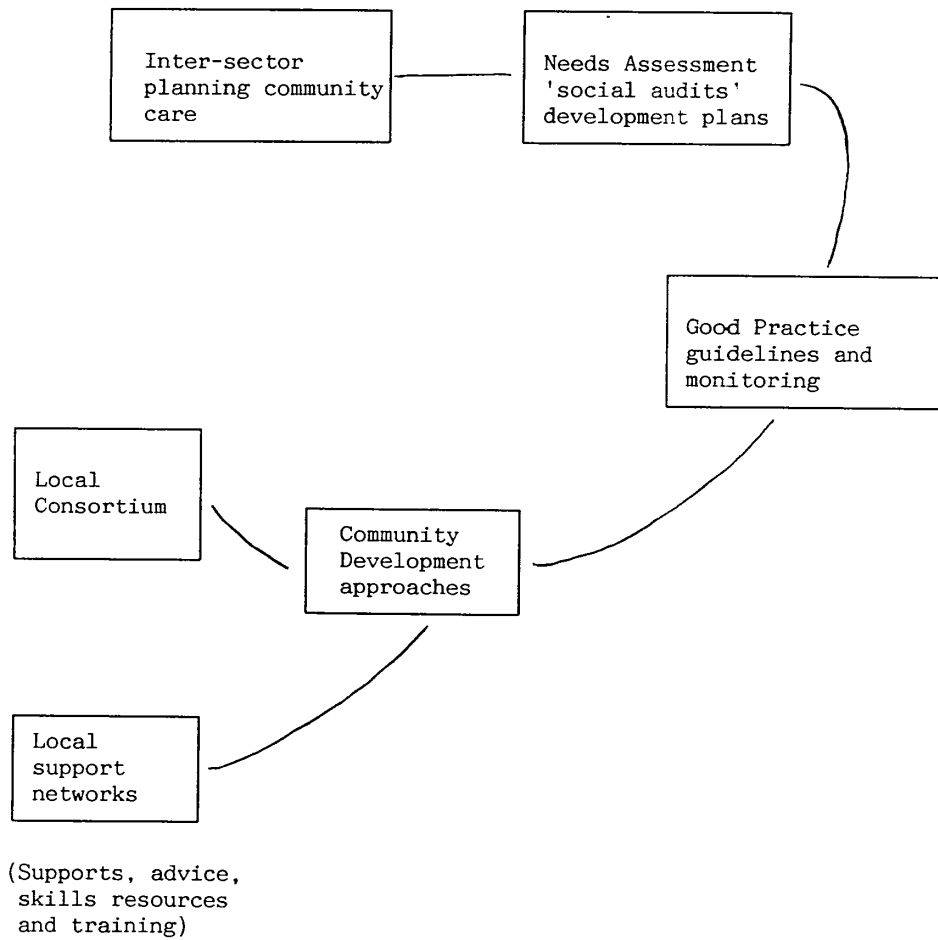
- budget procedures
- regularity of payments
- financial records, audits

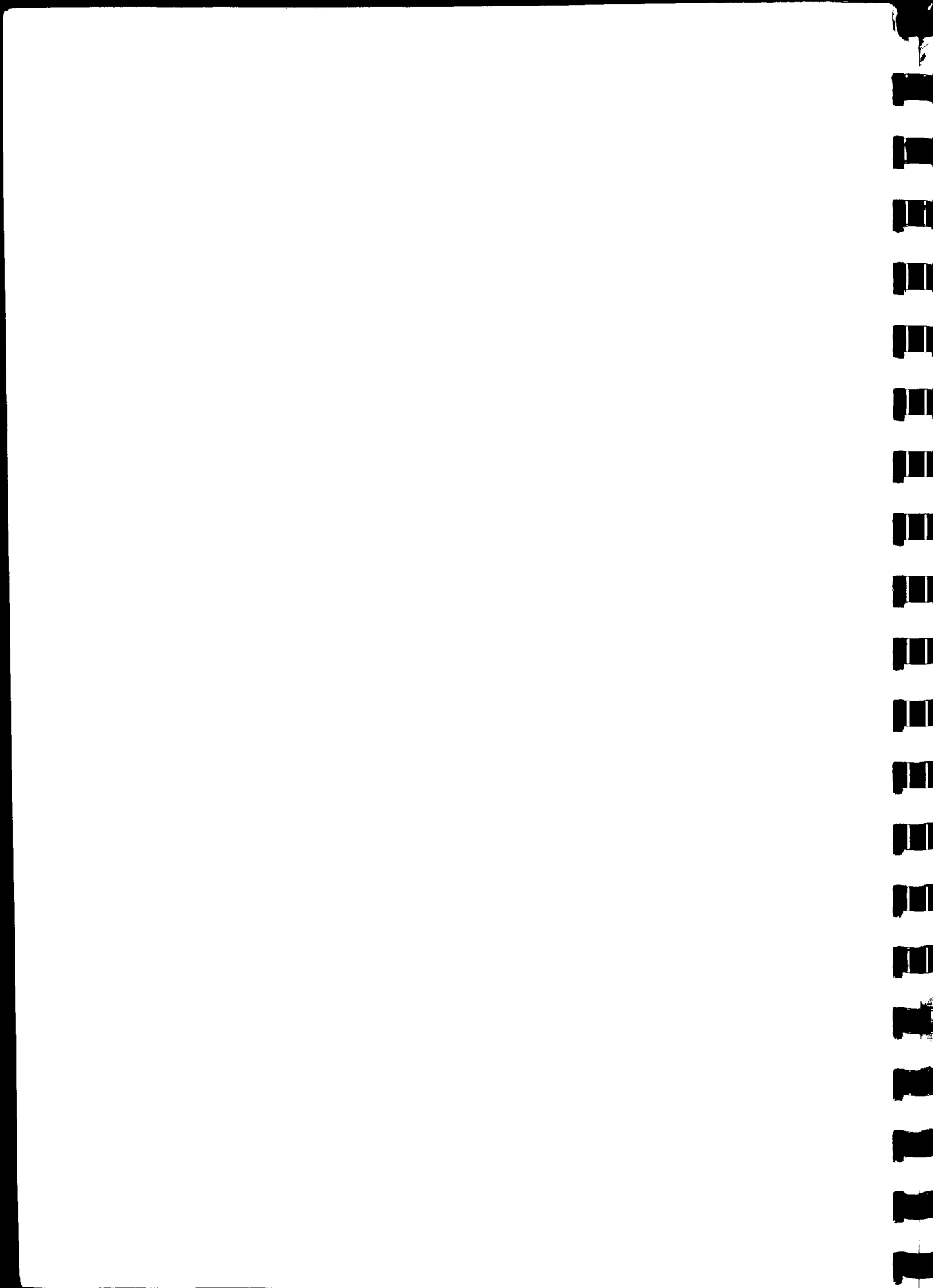
#### RESOURCE TRANSFERS

- 'secondments'
- 'management' - structure
- staff, buildings
- equipment
- transfer liabilities - redundancies
- replacement procedures



THE WAY FORWARD - COLLABORATIVE STRATEGIES





### MODEL CONTRACT

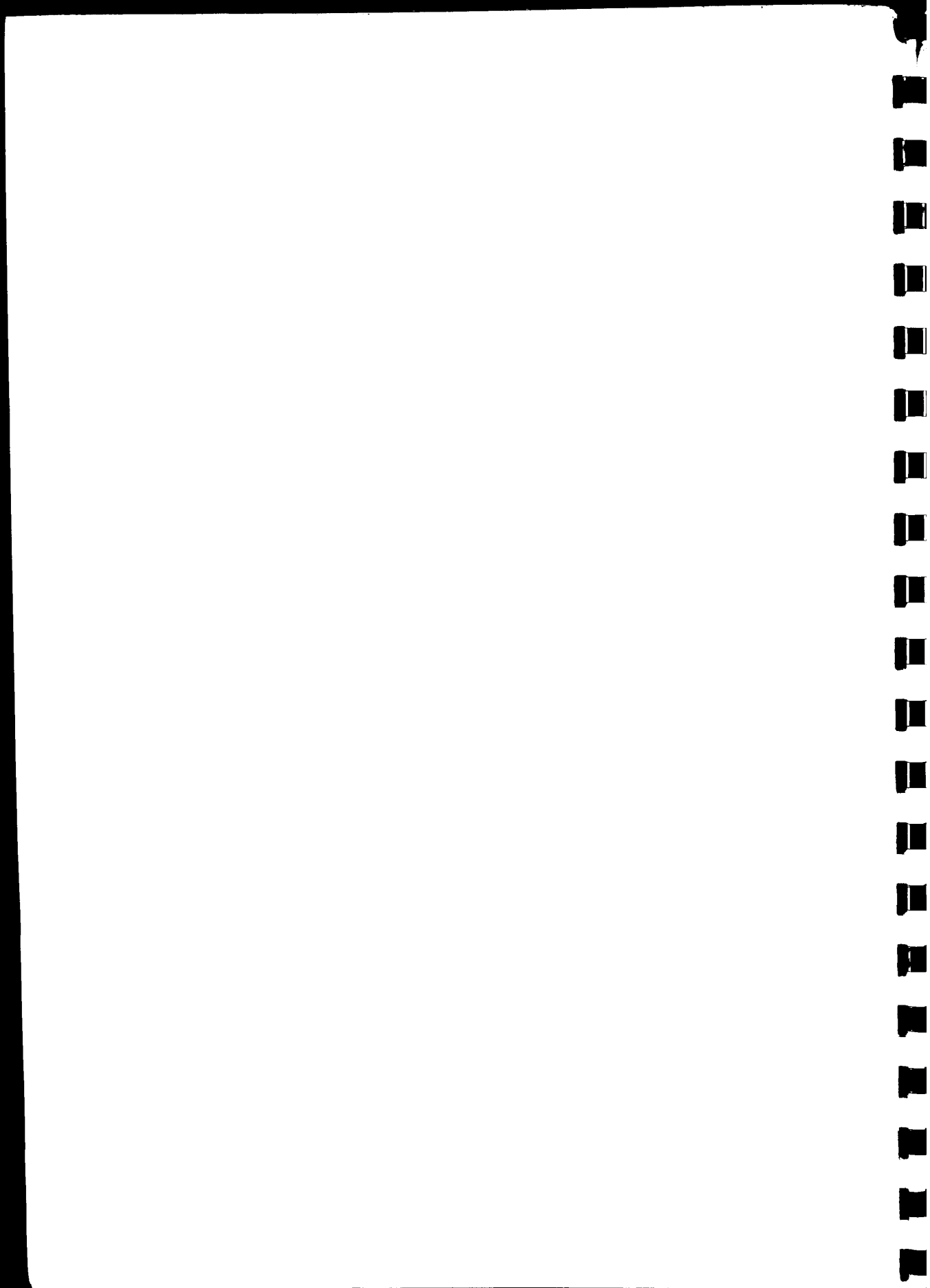
- ? WHAT TO INCLUDE
- ? ANY BARRIERS
- ? WHAT STRATEGIES ARE NEEDED
- ? WHAT STRENGTHS WE HAVE
- ? WHAT OF QUALITATIVE

The day was not long enough to explore in any detail the five areas mentioned above. However, those present were aware that these areas would need to be looked at from a black perspective and there should be time scheduled to do so.

The people present were very concerned that they should be kept up to date with any information on contracting from whatever source. Knowing the plans of local and health authorities was also thought of paramount importance. However, it was acknowledged that the contracts and its issues are new to everyone, so at least we are no further behind than other groups working in mental health.

Identifying some of the points to address on contracting as above, seemed a good start although again, it was acknowledged that the day was too full to look at how black peoples' points and needs could fit into this structure.

Participants felt rather pleased that this workshop had been called now rather than, has had happened before, too late after events had already begun and we were then unable to have any input into their developments.



### GENERAL POINTS/IDEAS

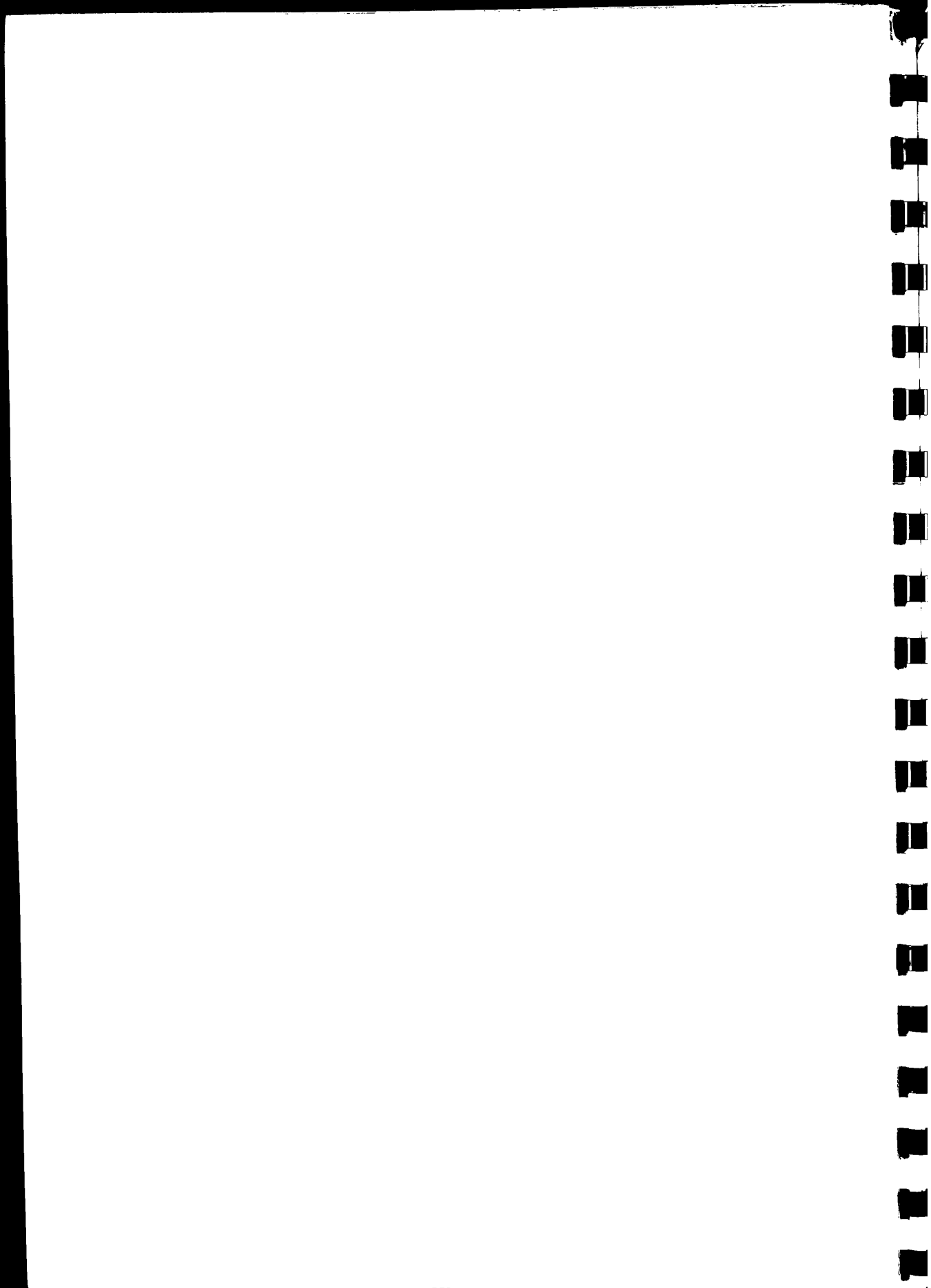
- \* Black people and contracting - 

Reserved

Yes
  
- \* Collaboration of black organisations - 

Locally  
and  
nationally

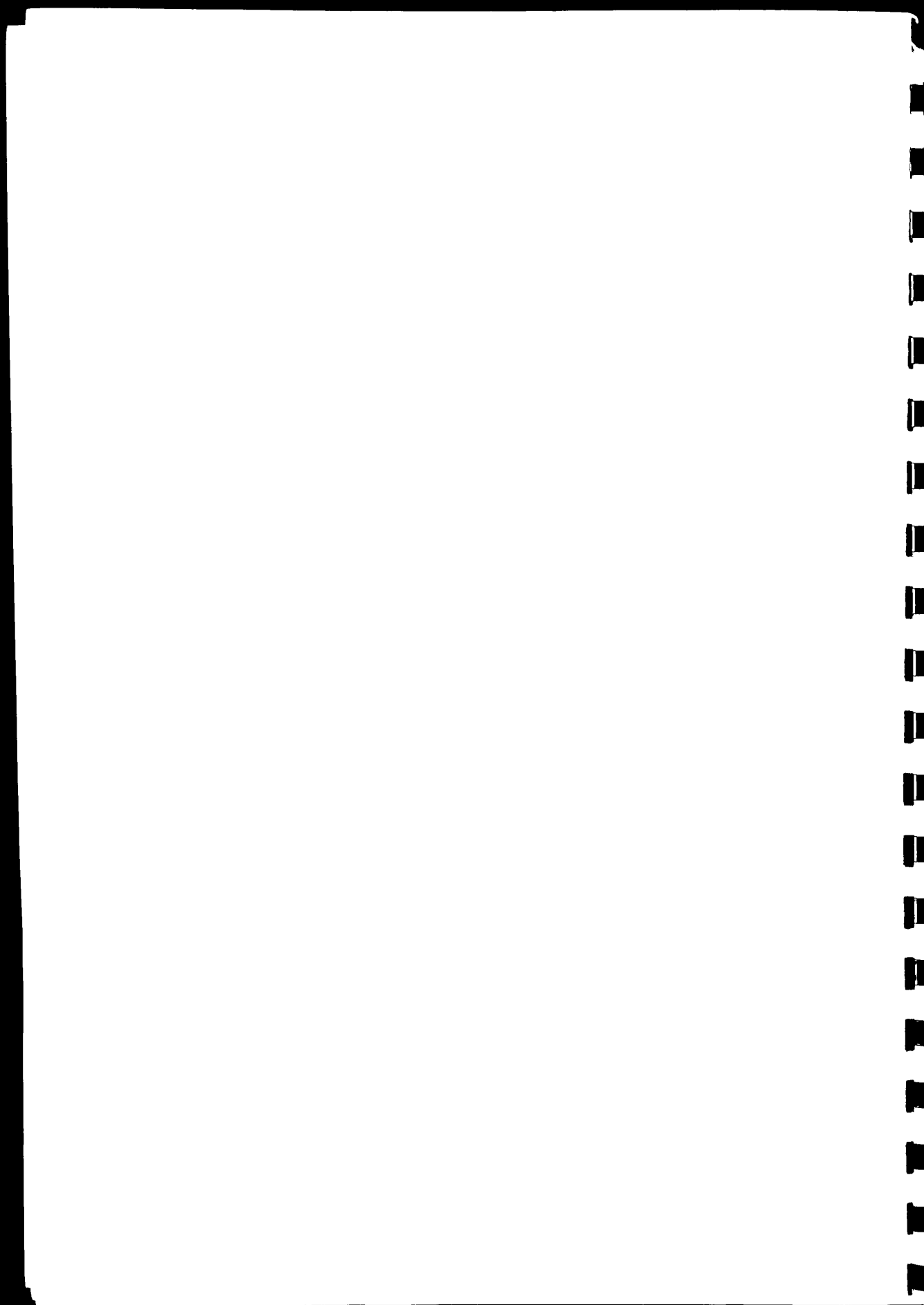
  - campaigning and service provision
  - arms
  
- \* How do we influence the planners?
- \* Should organisations such as NCV0, LVSC and King's Fund ensure that voluntary sector, local and health authorities crossover with information - funding, prices?
- \* Specific areas need to be highlighted to cover for training - WHO TO ORGANISE?
- \* Will consortiums be the collaborative answers?
- \* What is the information that we need to know?
- \* Can our involvement in a regular forum be time limited? - Therefore giving more credence to attending meetings
- \* Catalogue whatever arises about contracts and disseminate the information
- \* Build-up information on model contracts and circulate - WHO TO ORGANISE?
- \* Area of mental health is underfunded in any case. Does it need bearing in mind?
- \* It is in our interest to ensure that we insist that LA enable black organisations to become equipped to handle service delivery
- \* Share information locally - people here can do workshops in their own areas to keep people in the know
- \* A paid worker to co-ordinate information and developments nationally from a black perspective and disseminate information including setting up of workshops and conferences
- \* Black groups working across Boroughs and locally. We need strategies and structures
- \* Long-term and short-term strategies to run side-by-side - one course of action should not overrule another



## CONCLUSIONS

### COLLABORATIVE GROUPS - HOW TO MAKE THEM WORK

- \* IDENTIFY SPECIFIC ISSUES
- \* FEED INTO EXISTING VOLUNTARY GROUPS AND WHATEVER MECHANISMS THERE ARE
- \* LOCALISED INFORMATION AND WORKSHOPS ORGANISED BY LARGER, RICHER ORGANISATIONS - COME INTO THE CITIES AND INFORM PEOPLE
- \* NCVO, KING'S FUND, LVSC, ACMH NEED TO WORK TOGETHER
- \* LOCALISED INFORMAL AND FORMAL WORKSHOPS TO FEED IN AND OUT INFORMATION TO GO ON
- \* NEED TO HAVE INFORMATION ON SPECIFICS SUCH AS:
  - > WHAT ARE THE QUALITATIVE CONTROLS?
  - > FINANCIAL EXPERTISE OF RUNNING LARGER SERVICING PROJECTS
- \* LOCAL EDUCATION REQUIRED BEFORE WE BEGIN TO NEGOTIATE WITH LOCAL AND HEALTH AUTHORITIES
- \* LVSC - WILL BRING INTO PLAY, LOCAL AND HEALTH AUTHORITIES
- \* NATIONALLY YVONNE (KFC) AND LESLEY (NCVO) WILL ORGANISE AND CO-ORDINATE EVENTS NATIONALLY
- \* MEMBERS WANTED A BIG CONFERENCE LATER ON THIS YEAR
- \* NEED TO HAVE A WORKSHOP TO INCLUDE LA AND HA
- \* NEED TO EXPAND UPON EXISTING NATIONAL BLACK MENTAL HEALTH FORUM OR START ANOTHER FORUM SO THAT THESE ISSUES CAN BE DISCUSSED MORE WIDELY
- \* WORKSHOPS ON CONTRACTS - PROGRESS TO BE ORGANISED EVERY 3-4 MONTHS
- \* LOCAL AREAS NEED TO HAVE CONSISTENT AND REGULAR MEETINGS TO THRASH OUT WHAT SPECIFIC CONTRACTS NEED TO CONTAIN - LORRAINE MARTINS LVSC PREPARED TO CO-ORDINATE AND ENABLE LONDON ORGANISATIONS TO GEAR THEMSELVES UP AROUND CONTRACTS (TEAM OF 5 AT LVSC)



### SUMMARY

The purpose of the workshop was to highlight the coming "Contract Culture of Britain" and to 'feel out' whether the development of contracts was a road that black people felt they could go down.

I invited black people in the mental health field who either work directly in the voluntary sector and provide services for the black community, or those who work within other health and social service sectors. It was also important to find out just how much information people had on the White Paper and how the inevitable changes in the report "Caring in the Community" may be perceived as affecting even more the lives of the black population.

The people present felt that black organisations would need to become involved in the issue of contracting. However, it was also clear to all of us that although we had some information on the White Paper, there was no co-ordinated, clear picture of where this would put black individuals already in the mental health field where their particular needs are not being addressed at all.

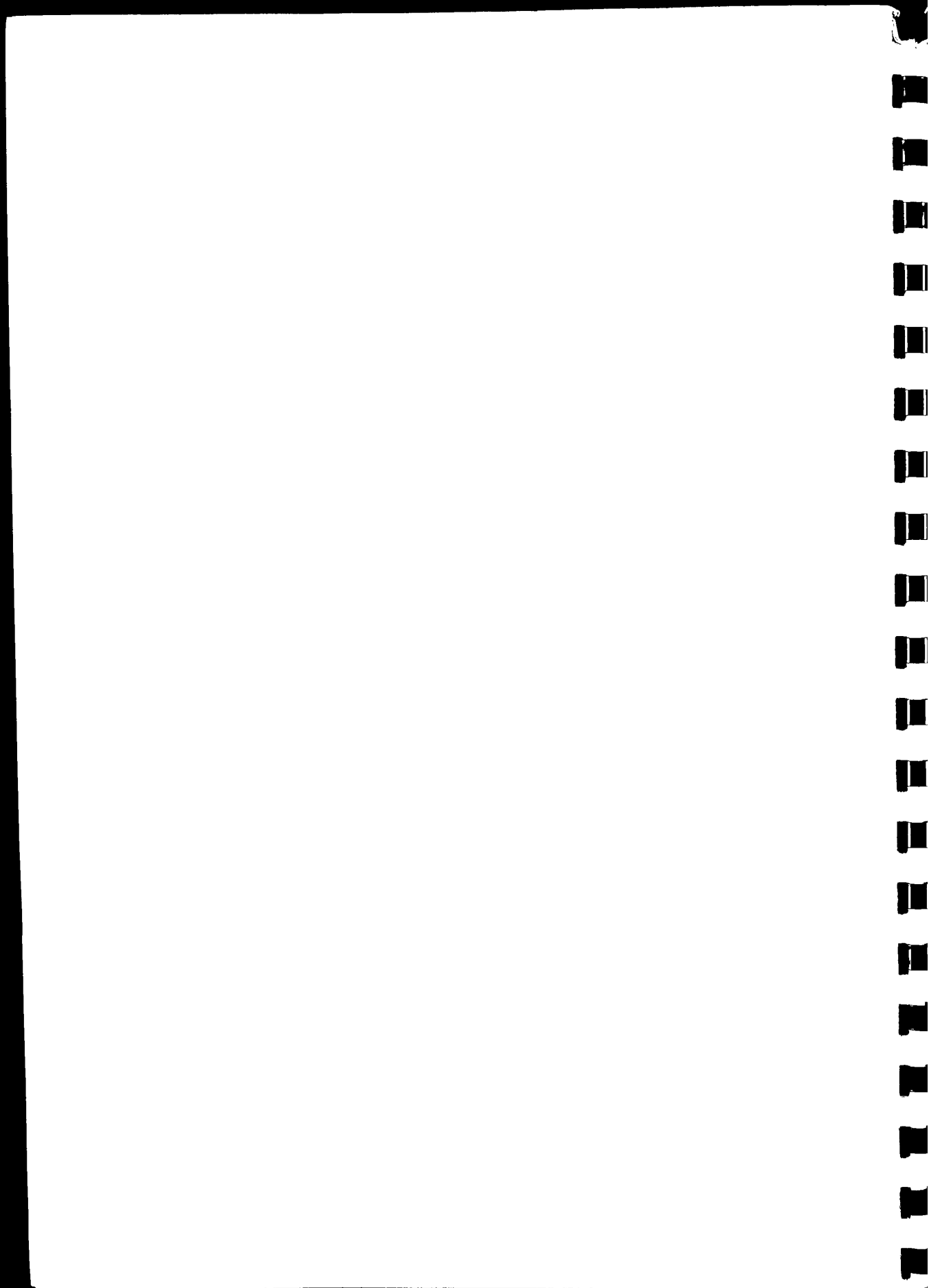
The benefit of the workshop was echoed by all present. It was also expressed that as contracting developed and further experience gathered momentum, people wanted to be kept informed in order to disseminate information at a local level.

It was felt there was a need for continuous workshops at regular intervals maybe every 3-4 months. It was recognised that people wanted the workshops to be held in different parts of the country and not just based in London. There was clear understanding that there would need to be changes in collaboration mechanisms by the authorities to ensure that boroughs included the needs of black people. Not only did people want projects secured that were meeting the needs of the black communities, but that policy documentation was needed to ensure that projects tendering for contracts would need to show how their service (if the tender is accepted) would take care of minority needs in their areas appropriately.

On a personal level, the workshop showed me just how fragmented the information being disseminated still is amongst the black population. If black people are to be in a position to negotiate and give input into such important changes now and in the future on community care practices of which contracting is just one aspect, it is vital that all the information available is passed on to as many black organisations and individuals as possible.

Projects that are run by black organisations and individuals are often isolated and are struggling on a day-to-day basis for survival in their own way. Days out for seminars, workshops and conferences are seen as an 'enviable' unattainable luxury least afforded by black projects which are usually staffed by only one or two people.

There was an awareness that the voluntary sector may have to make adjustments around the management of projects and the calibre of experience that will be needed around laying out of contracts, especially on the financial side. Therefore one of the things people thought could be useful would be to have boards of directors to manage a project(s) which would offer continuity of skills and would regain the experience on a committee in the appropriate areas rather than the present situation of yearly standing down of the Management



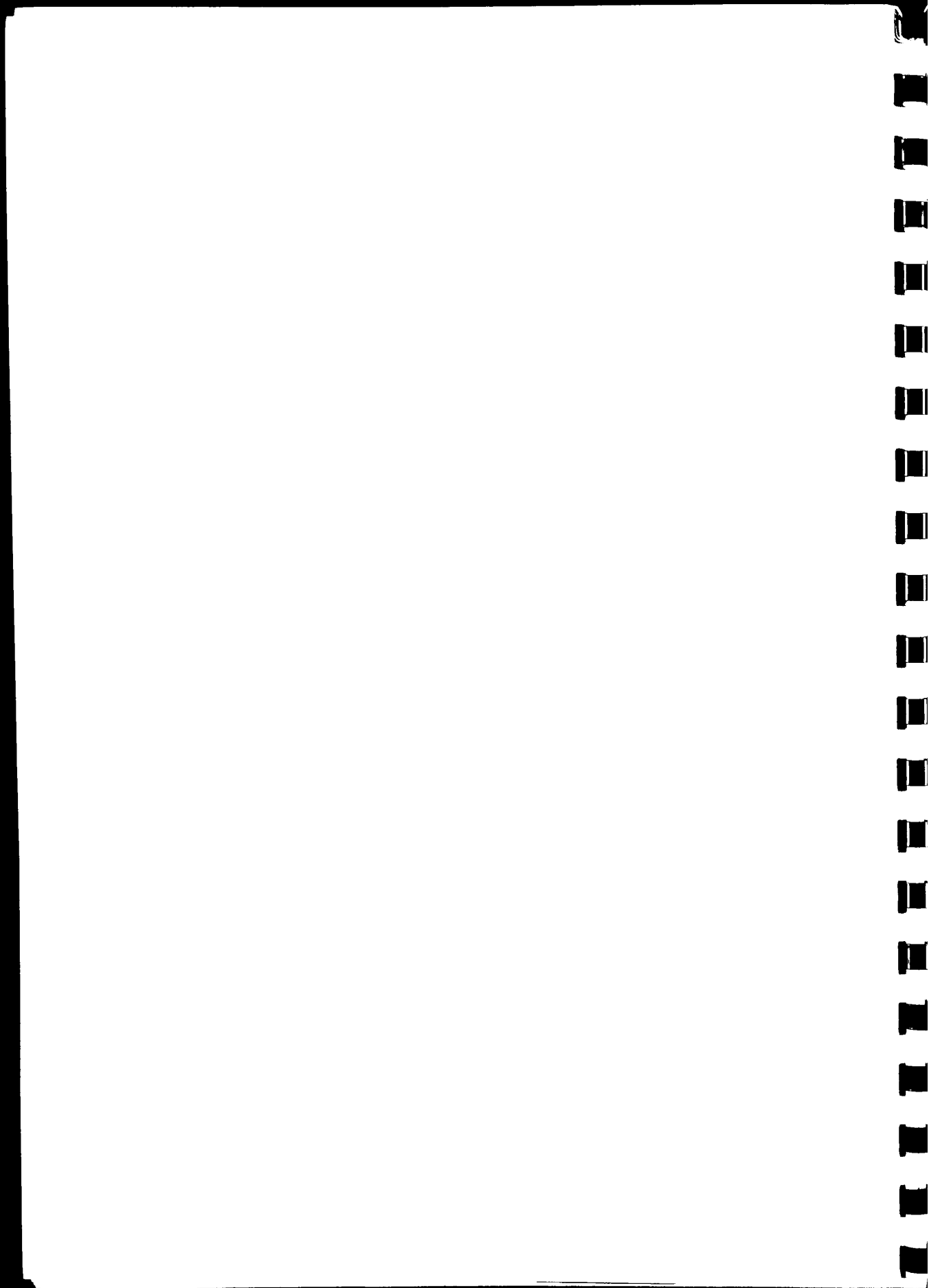
Committee members, which usually de-stabilises the functioning of the whole project. This idea needed to be worked through as it might affect the whole status and thrust of what voluntary sector work is all about. In my mind, and from the perspective of the voluntary sector, having a Board for 5 years may provide good continuity, but if the committee is not a good one - what would happen then?

Another idea worth keeping in mind was financing of the independent voluntary sector around financial advisers and contract specialists. The question was posed that it would be a good strategy for black organisations across, say, 2 or 3 boroughs, to link up to pay for financial advisers (whizz kids) who could be paid through the 3 voluntary organisations for the service they provide to all of them. That way, instead of individual organisations having to pay large sums of money alone, the cost would be spread and outside consultancies such as these would be deemed more attainable.

As a development organisation, the King's Fund Centre could prove to be extremely useful to black organisations by widening its mailing list so that more black workers who are involved in health issues can get information and education. It would be a chance for black individuals to participate in some of the seminars and workshops that we run as an organisation, whether organisers feel it is relevant or not. The events today have shown again the valuable input black people have to offer and I also feel that in order to achieve something beneficial from that action, the prices of seminars should have a sliding scale for the voluntary sector and individuals.

To conclude therefore, workshops that inform black people about useful topics are a positive thing and must be encouraged. There is an old saying which I feel is so relevant - "Education and Information Equals Power".

Yvonne Christie  
March 1990



APPENDIX 1

10th January, 1990

To: Black individuals in the Mental Health Field;  
Black people who are in the Health & Local  
Authorities Voluntary and Private Sector.

CONTRACTS AND THE BLACK COMMUNITIES: WHAT'S IT GOING  
TO MEAN FOR US?

Tuesday 30th January, 1990 - 10.00 a.m. to 4.00 p.m.

The Government White Paper on Community Care - "Caring For People" highlights for us changes in the way the local authorities are going to manage, amongst others, services for people with mental health problems.

The document proposes that Social Services Departments will become purchasers of services and will be contracting out services to the private or voluntary sectors.

Black organisations already struggle with the authorities to get their needs met and to carry on the much needed work with black people in the community.

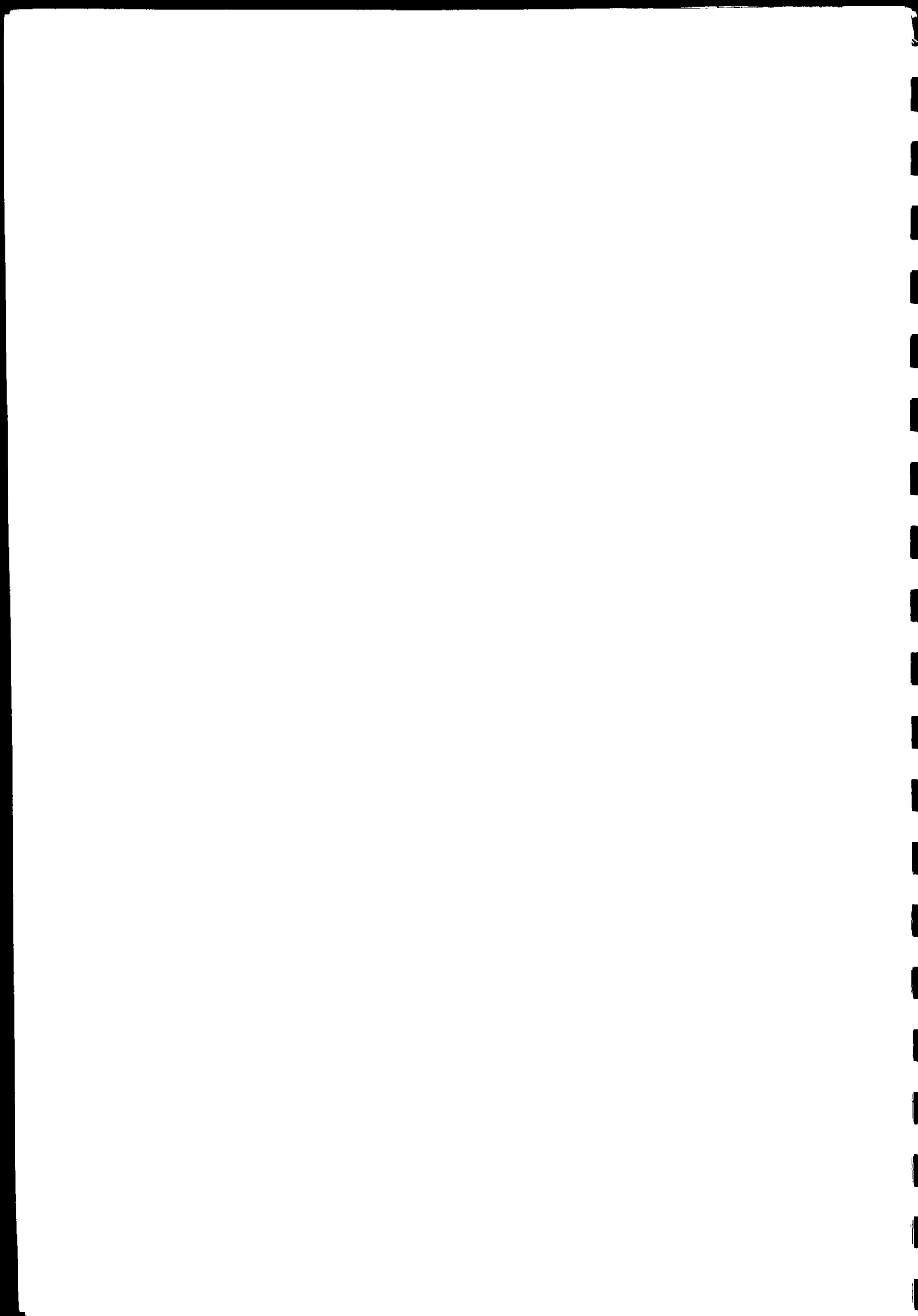
A discussion workshop is being planned to give black people in the Mental Health Field, the opportunity to discuss what contracting could mean for our work and the people we work with.

The day would enable black people the space to look at what information is necessary in order to equip ourselves for the tendering processes. It would give us an opportunity to explore and plan model contracts which would reflect the needs of the black communities.

The workshop will give an opportunity to look at:-

- \* Contracts as a form of funding agreement.
- \* Legislation of Local Government.
- \* Contracting out competitively and non-competitively.
- \* To explore contracting and black organisations.
- \* What in practise competitive tendering will mean.
- \* The planning of a model contract.
- \* To look at ways black organisations have to change to be recognised as tenders of contracts.

Although the day will be facilitated, there will be plenty of scope for discussion of all the issues.



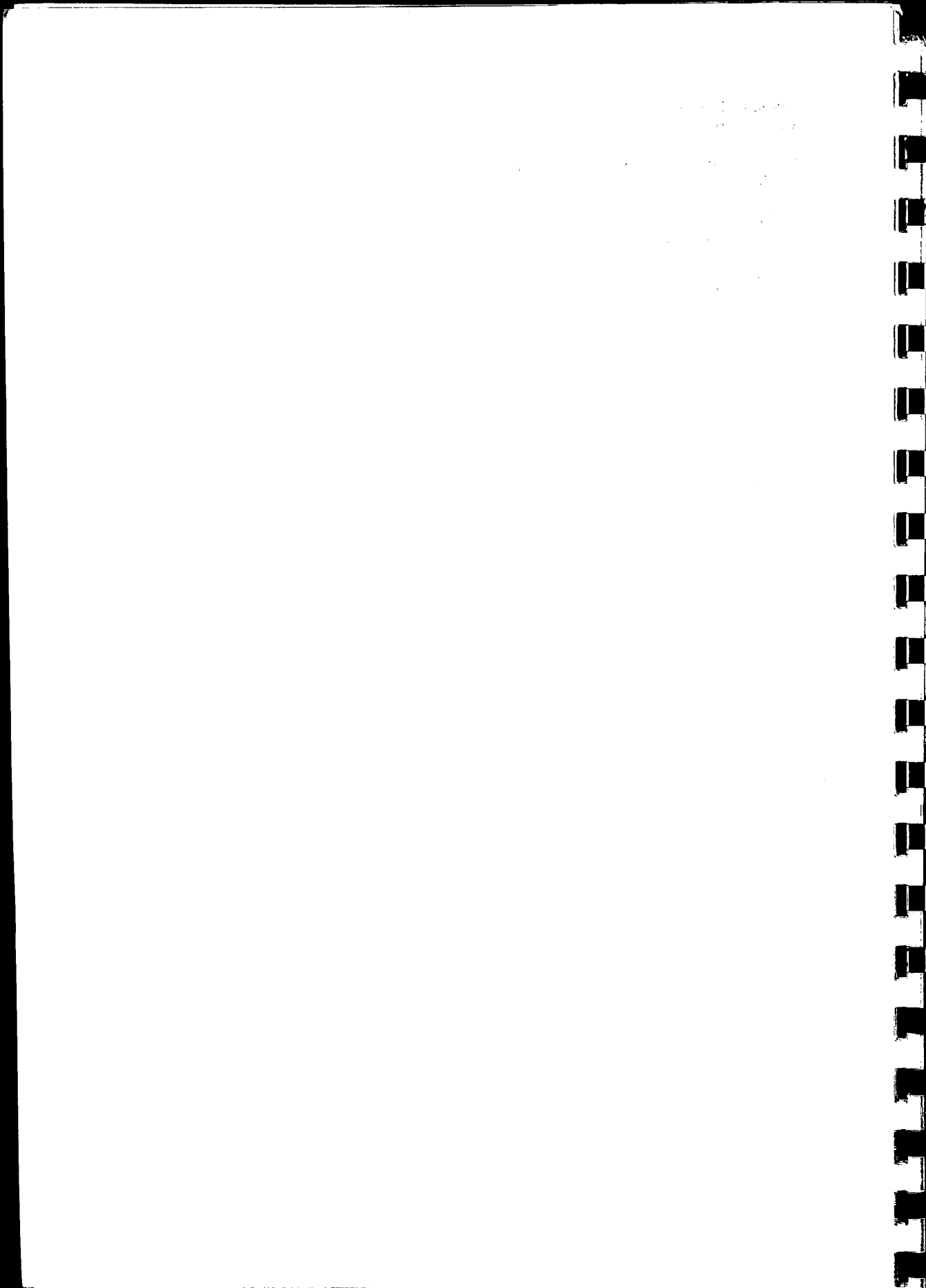
Issues that are raised will be useful information for influencing authorities who are presently planning model contracts for themselves.

The only charge for the day will be for lunch, tea and coffee breaks totalling £8.20.

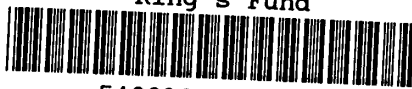
Further details, names of facilitators and programme for the day will be furnished early in January 1990.

Please fill out and return the attached attendance form to register your interest by 11th January, 1990.

Yvonne Christie  
Senior Project Officer  
Mental Health/Black & Minority Services  
Community Living Development Team



King's Fund



54001000125693

*X*

