



Gofal Cymdeithasol **Cymru**  
Social Care **Wales**



Noddir gan  
**Lywodraeth Cymru**  
Sponsored by  
**Welsh Government**

# Supporting the development of community resourcefulness

A framework for place-based  
community resourcefulness



---

# Contents

Acknowledgement.....	3
Introduction.....	4
The framework for place-based community resourcefulness.....	6
1. Political structures.....	7
2. Statutory partnerships.....	9
3. Thought leadership.....	10
4. People’s experiences .....	12
5. Social care commissioning .....	14
6. Non-statutory funding.....	15
7. Social housing.....	17
8. Primary care.....	18
9. Foundational economy.....	20
10. Inspection and audit.....	21
‘How to guide’ to support the development of community resourcefulness.....	23
Enablers.....	24
1. Leadership.....	24
2. Community action.....	26
3. Co-production.....	28
4. Policy.....	30
5. Strategic thinking.....	31
6. Resources.....	32
7. Collaboration.....	33
8. Prevention.....	34

---

## Acknowledgement

The framework for developing and supporting community resourcefulness was commissioned by Social Care Wales. The work was carried out by Hugh Irwin Company with members of the Community Resourcefulness Partnership.

The partnership includes organisations from the third and public sector and academia. Without their contributions, the development of the framework to support and develop community resourcefulness wouldn't have been possible.

We would like to thank all the people and organisations that gave their time and knowledge to co-produce this framework.

We welcome any comments on the framework's content and application, and encourage you to share your feedback with Emma Davies at [emma.davies@socialcare.wales](mailto:emma.davies@socialcare.wales).

---

## Introduction

Welcome to the framework for community resourcefulness – this is designed by and for those who are interested in accelerating or running more activities that align with community resourcefulness. It also takes into account a literature and practice review, which highlighted the common attributes of community resourcefulness.

The idea of community resourcefulness has grown from our original focus on community resilience. Resilience is about bouncing back and survival, which is how many communities have responded to the pandemic. Resourcefulness shifts the focus towards the strengths within communities, including their knowledge, skills and relationships, to support each other in positive and practical ways.

There are many models and approaches that can be used to do this, including the skills and expertise in public services in Wales. It's less about using the 'right' approach or specific tools and more about making sure the conversation is happening in every community.

This is a complex area and will rely on strong relationships, shared values and long-term thinking to succeed. Social Care Wales developed some useful principles for building community resilience that can help understand what this means<sup>1</sup>.

The conversation should:

- be place-based
- take place face-to-face (this could take place virtually)
- be fair and impartial
- involve the sector and the public as much as possible
- reference to, but not be driven by, quantitative information such as the number of times a service is used or the number of people with a specific need
- be supported, but not led, by public services
- result in agreeing actions – the community's priorities are heard and acted upon
- seek to identify and strengthen local leadership
- have a method to embed the process and review it from time to time
- strengthen place-based approaches to public and third sectors
- lay the foundations for a shared vision for each place.

Bringing together the findings from each place will help public service boards and regional partnership boards understand what they need to do to support community resourcefulness.

Public service boards (PSBs) in each local authority area will need to renew their well-being assessments from 2021 and regional partnership boards (RPBs) will be completing their population needs assessments. There is a clear expectation from Welsh Government<sup>2</sup> that PSBs and RPBs work together to promote well-being. There's a real opportunity for this work to support evidence-based engagement and change in communities.

**We have developed this framework as a starting point; it will be tested and refined, but we want to share it now so that it can be used to support effective place-based planning at regional partnership board or public service board level.**

---

1. [socialcare.wales/cms\\_assets/file-uploads/Approaches-Report-Exec-Summ-ENG-copy.pdf](https://socialcare.wales/cms_assets/file-uploads/Approaches-Report-Exec-Summ-ENG-copy.pdf)  
2. [gov.wales/sites/default/files/publications/2021-03/population-needs-assessments.pdf](https://gov.wales/sites/default/files/publications/2021-03/population-needs-assessments.pdf)

---

## Who should be involved?

Every place is different, and the diversity of organisations and people you will need to involve will reflect this. But there are three things to think about when looking at who to involve – you should:

- work with **local people** and local workers who know their communities and know them well, such as community connectors, street champions and those with links to community anchor organisations<sup>3</sup>
- make sure you include the people who are least likely to engage
- reach out to **every sector** that will be involved in bringing together all the organisations in the community – not just public services, but others such as the business, cultural and spiritual sectors – to make sure you reflect the full scope of the Well-being of Future Generations (Wales) Act.

You will need to identify and support local leaders to bring people and organisations together at place level, as well as understand the assets and capacities that already exist and make new connections.

## What to talk about or explore?

This framework can be used as the basis of local conversations among strategic partnerships to help make sure that place-based conversations take place in every community in Wales. The framework includes:

### Areas of focus

We identified 10 areas of focus that are a combination of sectors, approaches and strategy. They are not meant to be comprehensive, as people looking to build community resilience are working within a highly complex system. The areas of focus are more concerned with where you can achieve the greatest impact, the areas that were most frequently raised by the people we spoke with and where they needed further investigation. These are presented as a narrative for strategic partnerships to think about, with action areas of 'where to focus' at the end of each narrative.

We have included a list of useful resources at the end of each area of focus.

### Enablers

The areas of focus are supported by eight enablers – each enabler has a series of objectives and actions that can be tested and developed in real community settings. Public bodies will be familiar with these approaches, which were set out by the Future Generations Commissioner in the [Journey Checkers and Self-reflection tool](#) for public bodies. We have included links to useful resources in each section.

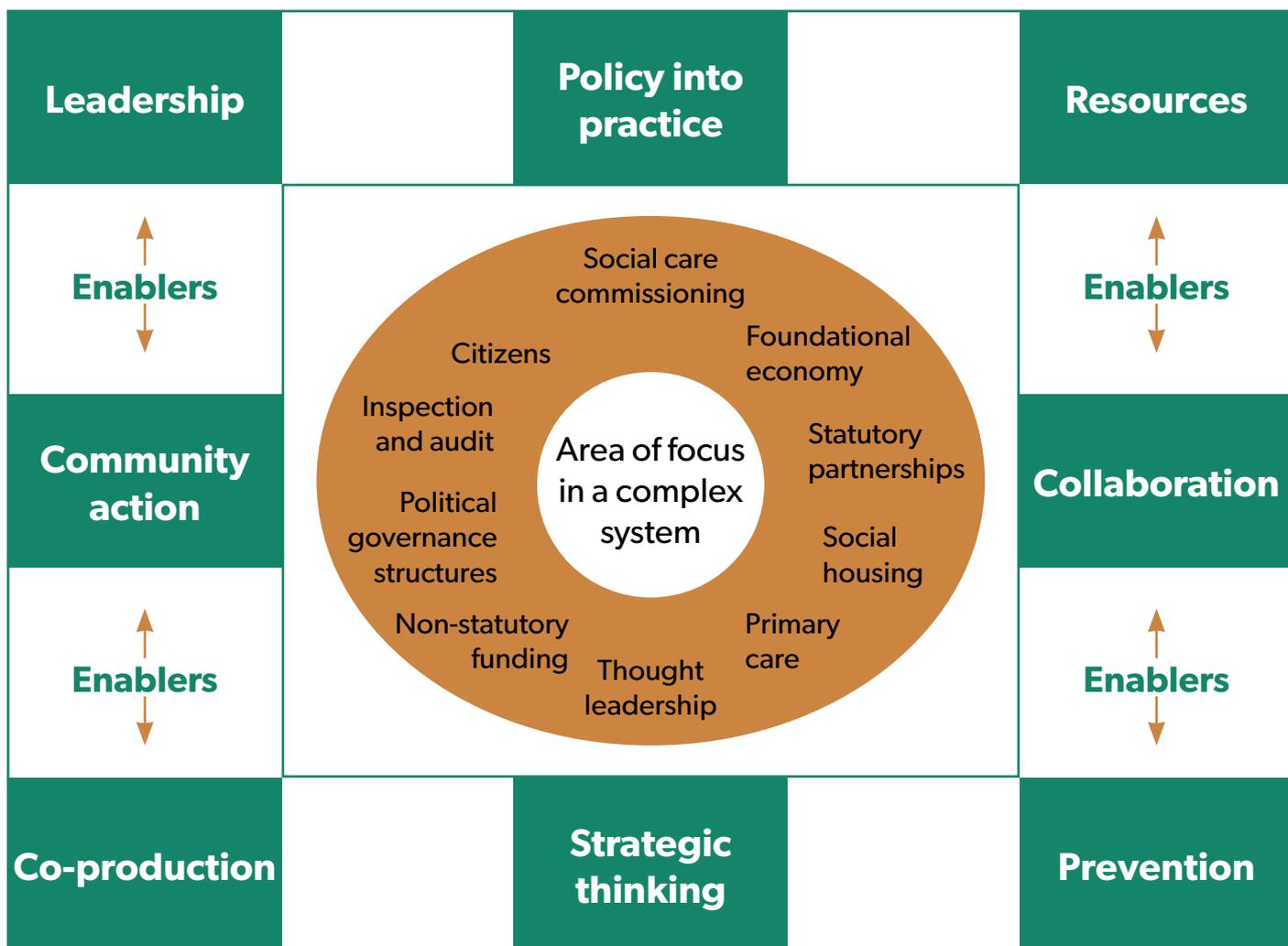
### Resourceful communities partnership

Our work started with people from different sectors who were interested in community resourcefulness. Working with them, we have set out where we see their role in the future and how they can get there, drawing in new partners and interests along the way. We set out that community resourcefulness is everyone's and no-one's business – this is the gap the network will need to fill.

---

**3.** Community anchor organisations are often independent, community-led and often multi-purpose that may own assets such as buildings and can generate their own income. They could be anything from a village hall or local library or during the pandemic there were even examples of pubs that were viewed as being community anchors.

# The framework for place-based community resourcefulness



---

## Areas of focus

### 1. Political structures

The Welsh Local Government Association (WLGA) and One Voice Wales (OVW) are the membership bodies for elected councils at local authority and community levels. We looked at how councils at both levels used their powers, duties and relationships to make place-based planning happen.

#### What were the main messages?

Councils are supported to take a place-based approach to developing communities through co-production by various pieces of Welsh legislation:

- Well-being of Future Generations (Wales) Act 2015
- Positive Planning Implementation Plan (2015)
- Planning (Wales) Act 2015
- Social Services and Well-being (Wales) Act 2014.

The people we engaged with told us that change has happened, mostly at local authority or regional levels. But more work is needed to aid the planning of place-based community resourcefulness at the local community level. Community and town councils have a limited role in local place-based planning and local authorities are not legally required to involve them in the decisions they make. Also, some communities in Wales don't have a town or community council.

A bottom-up approach that begins with local communities is in line with the principles of the Well-being of Future Generations (Wales) Act. This approach involves a wider range of groups – not just the statutory partners – designing local activities and plans together at a local community level. It's starting to happen in a small number of places.

We were told that community and town councils were relied upon more during the pandemic. Local authorities and community and town councils have developed a positive relationship, and their approach to risk and power sharing has benefitted local communities.

#### What should we be focusing on?

- **Establish a joint charter** that describes how each local authority and its community and town councils can work more proactively together around place-based planning. This can be informed by the [Response to Covid 19: Protocol for joint working](#) developed by One Voice Wales, the Welsh Local Government Association and the Wales Council for Voluntary Action. The document sets out their commitment to the "health and safety of people and communities across Wales during the pandemic"
- Turn the relationships that have improved because of the pandemic into **formal strategic alliances**
- Show your commitment to setting up reciprocal relationships between local authority and local town and community councillors that are based on **positive leadership, trust, attitudes and skills**. Get rid of the historical barriers to working together
- Use the **knowledge and skills of elected members and officers** in place-based planning
- Develop relationship-based [compassionate leadership](#)
- Establish place-based **community resourcefulness teams**.

---

## Where can I go to find out more?

1. [Greater Powers and Responsibilities for Town & Community Councils](#)  
Greater Powers and Responsibilities for Town & Community Councils  

Aberystwyth University 2010
2. [volunteer-ambassadors-to-promote-monmouthshires-beautiful-towns-and-villages/](#)  
Call for Volunteer Ambassadors to promote Monmouthshire's beautiful towns and villages  

SW Argus 2020
3. [A new geography of local government in Cornwall.pdf](#)  
A new geography of local government: The changing role of Town and Parish Councils in Cornwall, UK  

University of Exeter 2019
4. [Good Council Practice](#)  
Examples of community responses by Local Authorities to Covid-19  

WLGA 2020-1
5. [Planning Handbook](#)  
Planning Handbook: A Guide for Local Authority Members: Support authorities in the development of policies and priorities which will improve public service and democracy  

WLGA 2017
6. [WLGA Manifesto for Localism for Senedd Elections 2021 \(Nov 2020\)](#)  

WLGA November 2020
7. [WLGA Evidence - Local Government Inquiry into Covid-19 and its impact on the Voluntary Sector](#)  
Evidence to the Welsh Government Equality, Local Government and Communities Committee  

WLGA 2021
8. [Independent Review Panel on Community and Town Councils in Wales](#)  
Independent Review Panel on Community and Town Councils in Wales: Final Report  

Welsh Government 2018
9. [socialcare.wales/service-improvement/compassionate-leadership-for-managers](#)  
Information and resources to support collective and compassionate leadership in health and social care  

Social Care Wales 2020

---

## 2. Statutory partnerships

Community well-being and resourcefulness supports a number of statutory duties:

- it has a clear role in prevention and early intervention in health and social care
- one of the goals of the Well-being of Future Generations (Wales) Act is having a Wales that's made up of close-knit communities.

But no one person, group, department or organisation is responsible for community resourcefulness.

It's usually part of the work but rarely the focus, which makes relationships and networks essential to having the access, funding and 'permissions' needed to develop community resourcefulness programmes. This can be driven from one sector or by partnership arrangements that are already in place, it often happens opportunistically, rather than strategically.

### What were the main messages?

Regional partnership boards and public services boards have an essential role in influencing the growth of community resourcefulness. The challenge is how they can best use their resources to support community well-being:

- a lot of the work done by the regional partnership boards relies on joint working between members. They can set up pooled budgets and get short-term funding through grants. This needs to be turned into longer-term opportunities to redesign services that are sustainable and innovative public services boards often have to use their constituent organisations' budgets to make change happen. We were told that the public service boards were the "natural space" for promoting place-based community resourcefulness. Some public service boards have developed longer-term place-based approaches by bringing together short-term funding into a single pool.

At the start of the pandemic public service organisations quickly found themselves in a world that was no longer dominated by statutory services. County voluntary councils, which were already an important part of the Welsh service landscape, had a massive lift as they were well placed to be the voice of volunteers and the third sector.

Most statutory organisations have benefited from more funding to respond to the pandemic and cash reserves have also increased. This has given organisations financial stability they hadn't expected and allowed them to quickly invest in third sector organisations and county voluntary councils that were close to communities.

The Well-being of Future Generations (Wales) Act is far-reaching in scope, and the way in which it can be applied is deliberately broad. This is great for a topic as large as community resourcefulness.

### What should we be focusing on?

Regional partnership boards and public service boards should use the chance to redo their population needs and well-being assessments to develop a shared and collaborative:

- **place-based approach to developing community resourcefulness** in every community
- **approach to defining place-based planning** that sets out what they hope to achieve with communities

- 
- **local strategy for community resourcefulness** that's funded and invests in local communities in the longer-term and monitors the impact of national funding schemes.

### 3. Thought leadership<sup>4</sup>

There has been a recent spotlight on the response of communities to the pandemic. There have been lots of articles and statements about community resilience during the pandemic from:

- think-tanks
- academics
- politicians and people who shape policy
- services and professions struggling to provide their usual programmes
- voluntary and community organisations.

It's a subject that crosses party politics and the views of the public sector. It's linked to disaster recovery and psychology because the way people function and how resourceful they are depends on the conditions locally and in the community where the situation develops. Community resilience is about how communities bounce back after stress or disaster, whereas community resourcefulness focuses on how a community's resources can strengthen it and stop it from falling down when it's faced with challenge.

#### What were the main messages?

The scale and impact of the pandemic was unexpected, so most of the attention has been on how communities responded. To find out how we can keep communities' well-being up, we should learn how communities thrive, not just how they survive a challenge.

There is lots of learning about community resourcefulness across Wales, but it isn't necessarily connected. Research is starting to explore how communities responded during the different phases of the pandemic, and the impact the disruption to traditional health and social care services had on community resourcefulness. When the findings from the research are available, they will need to be considered by the widest range of organisations.

There are lots of terms to describe community resilience, well-being, strength and resourcefulness. They're all used and interpreted in different ways. We shouldn't try to turn them into a set of definitions everyone agrees on because this can hide important differences in the way the terms are interpreted that need to be recognised and understood. An ongoing debate on what we mean by community resourcefulness is important to try to get a shared understanding of this complex issue. The conversation's journey is almost as important as the end points reached.

#### What should we be focusing on?

Thought leadership about community resilience should focus on **how theory and evidence is turned into the change that makes a real difference**, so communities have the support, resources and flexibility they need to hold off future challenges to their well-being.

The lessons learned from the pandemic are especially useful to two groups:

- communities who may benefit from **toolkits and ideas for change** based on what we know works
- people who shape policy and who are trying to **reshape the relationship between social and governmental structures and communities** they support.

---

**4.** Thought leaders are people with informed opinions or the 'go-to people' in their field of expertise. They are considered trusted sources who move and inspire people with innovative ideas and can turn ideas into reality

---

## Where can I go to find out more?

1. [whatworkswellbeing.org/?s=covid](https://whatworkswellbeing.org/?s=covid)  
A rounded and nuanced understanding of how the pandemic affected communities' wellbeing  
What Works Well-being
2. [www.health.org.uk/what-we-do/responding-to-covid-19](https://www.health.org.uk/what-we-do/responding-to-covid-19)  
Impact and Response to Covid-19 at population and community level  
The Health Foundation
3. [www.kingsfund.org.uk/audio-video/community-resilience-covid-19-pandemic-carolyn-otley](https://www.kingsfund.org.uk/audio-video/community-resilience-covid-19-pandemic-carolyn-otley)  
A collection of blogs on community resilience  
The King's Fund
4. [www.bevanfoundation.org/coronavirus/](https://www.bevanfoundation.org/coronavirus/)  
Updates and insights with a specific Welsh flavour  
The Bevan Foundation
5. [www.wcpp.org.uk/project/loneliness-in-wales/](https://www.wcpp.org.uk/project/loneliness-in-wales/)  
Impact on loneliness and isolation in Wales  
Wales Centre of Public Policy
6. [Empowering Communities Report - WCVA](#)  
Empowering Communities Report  
WCVA
7. [phw.nhs.wales/files/research/resilience/resilience-understanding-the-interdependence-between-individuals-and-communities/](https://phw.nhs.wales/files/research/resilience/resilience-understanding-the-interdependence-between-individuals-and-communities/)  
Resilience and Well-being  
Public Health Wales
8. [socialcare.wales/cms\\_assets/file-uploads/SCW-Digital-English-AoR-Toolkitv02.pdf](https://socialcare.wales/cms_assets/file-uploads/SCW-Digital-English-AoR-Toolkitv02.pdf)  
The anatomy of resilience toolkit, which identifies what resilience means to older people  
Social Care Wales

---

## 4. People's experiences

Lots of informal factors support community well-being, for example:

- community councils that are active/do a lot for the community
- clubs for people with shared interests
- access to green spaces
- good neighbours
- food banks
- telephone helplines.

Having a regular contact with other people and places to meet are very important. Lockdown took away people's opportunities to meet and disrupted some services, so people had to rely more on informal support networks.

### What were the main messages?

During the pandemic, some people have given up care packages, relying on family and neighbours for help. Good neighbours and volunteers provided help in lots of ways, including:

- collecting groceries and prescriptions
- taking time to chat
- sharing information to identify vulnerable people in the community
- older people have drawn on their life experience to provide emotional support
- minority ethnic communities have provided food parcels to meet different dietary and cultural needs.

Lots of this support happened because a community member took action and they understood what people needed. Good neighbours have become groups that offer support and provide leadership in their communities. It doesn't happen everywhere and doesn't necessarily involve everyone in the community. For example, in areas where there may be cultural barriers and prejudice. There's still a lack of understanding of the needs and challenges in BAME communities.

The pandemic has given people "permission" to ask for help and there's less shame in doing so. The use of food banks has grown in many areas and voluntary services have seen large increases in people referring themselves. Good communication, trust and working together across community and statutory services was important to provide services that met people's needs. Community connectors, street champions and anchor organisations were all essential. But some people we spoke to felt that grass roots initiatives were dismissed by the statutory sector as lacking expertise.

People need to be more involved in making the decisions that affect them. Parents, carers and older people who used social care services had been asked "what matters?" in line with the Social Services and Well-being (Wales) Act. People told us they felt frustrated and disappointed when decisions were made that they believed didn't reflect what had been said. This effected their trust of statutory services.

Some people have learned how to get online but others have really struggled as they have no digital connectivity. Offline methods of communication, such as leaflets and display boards in local shops, are still important. Many people still get their news and information from newspapers, radio and television.

---

## What should we be focusing on?

- Encourage and let **people have a say in the decisions that affect them**. Make it easy for them to take part
- Think about how to go from telling people how to keep y safe by staying at home to **how they can safely get back and involved in their communities**
- Recognise that **services provided in communities by communities** make a huge contribution to health and well-being
- Unpaid carers have had a very difficult experience and we must **place emphasis on reinstating support for carers**, including new unpaid carers responding to needs that have arisen during the pandemic.

## Where can I go to find out more?

1. [www.tfcpeembrokeshire.org](http://www.tfcpeembrokeshire.org)  
Together for Change, A Unique Collaboration Between the Public and Third Sectors  

Solva Care, PAVS and Planed
2. [www.connectt kindness.wales](http://www.connectt kindness.wales)  
Connect to Kindness  

A West Wales Partnership
3. [www.timetochangewales.org.uk/en/](http://www.timetochangewales.org.uk/en/)  
National campaign to end stigma and discrimination faced by people with mental health problems.  

Hafal and Mind Cymru
4. [wcva.cymru/wp-content/uploads/2021/01/Community-response-to-Covid-19.pdf](http://wcva.cymru/wp-content/uploads/2021/01/Community-response-to-Covid-19.pdf)  
Community Response to Covid-19 – enabling safe and effective practice  

WCVA
5. [www.wlga.wales/good-council-practice-covid-19](http://www.wlga.wales/good-council-practice-covid-19)  
Good Council Practice – Covid-19  

WLGA

---

## 5. Social care commissioning

Social care commissioning is about understanding need and then making sure there are services to meet that need<sup>5</sup>. It includes understanding what's available and developing new or existing services.

One of the principles of *A Healthier Wales* is prevention and early intervention so that people can experience good health and well-being throughout their lives. Social care commissioning can promote community resourcefulness and well-being in social care services and by early intervention and prevention activities. There's potential to develop locally led preventative health and well-being action at a grass roots level. While there are excellent examples (see 'where can I find out more?' below), there's still a lot of work to do to put truly flexible commissioning arrangements in place in the spirit of the Social Services and Well-being (Wales) Act and the Well-being of Future Generations (Wales) Act.

### What were the main messages?

Getting sustainable funding for projects that support long-term well-being outcomes is a challenge across the UK. More flexible commissioning frameworks could support community well-being by allowing funding and delivery of well-being and prevention services over the longer timeframes needed for them to have impact. Short-term funding could be used to start this process with a commitment to a transition to a longer-term vision for preventative services.

Work in rural areas, such as that in Powys led by Community Catalysts CIC and micro-enterprise development across north Wales, shows how hyperlocal, self-regulating care networks can provide a service that meets complex needs within communities.

County voluntary councils and the third sector play a vital role in developing strong community resourcefulness. They make sure those in need have access to local trusted sources of help and information without having to go through formal referral and assessment processes.

The third sector provides a broader range of services than health and social care and is often more responsive to what communities need than statutory service commissioning. They can access money in lots of ways (for example, from community cafes or by renting or hiring community spaces) but these alternative ways of getting funding have been significantly affected during the pandemic.

Local leadership is essential to promote innovative and flexible commissioning for community resourcefulness. The regulations on public sector spending can be complicated and everyone involved needs to understand how they can encourage openness without restricting innovation and flexibility. Providers and local authority and health commissioners can work best together when leaders are strongly aligned with the views of the public.

### Where should we be focusing on?

Good local leadership, trust and communicating with new and existing providers throughout the commissioning cycle will help **enable truly flexible commissioning**.

When assessing outcomes or value for money, commissioners should use **qualitative methods, such as personal stories, that have been co-produced to measure the impact** of investment in community resourcefulness. We can learn lessons from hard-to-reach and rural areas, where the challenges of meeting community needs have need more problem-solving.

---

5. [Leading Integrated and Collaborative Commissioning A Practice Guide](#), National Commissioning Board 2017

---

Local, regional and national policy-makers should continue to focus on answering ‘what should good policy do?’ to provide the best guidance to help community growth and innovation succeed.

### Where can I go to find out more?

1. [www.tfcpcbrombeshire.org](http://www.tfcpcbrombeshire.org)  
Together for Change, A Unique Collaboration Between the Public and Third Sectors  

Solva Care, PAVS and Planed
2. [www.local.gov.uk/how-commissioning-supporting-community-development-and-community-building](http://www.local.gov.uk/how-commissioning-supporting-community-development-and-community-building)  
How commissioning is supporting community development and community building  

LGA 2020
3. [www.ndti.org.uk/resources/commissioning-for-community-inclusion-eight-essential-actions](http://www.ndti.org.uk/resources/commissioning-for-community-inclusion-eight-essential-actions)  
Commissioning for Community Inclusion: Eight Essential Actions  

NDTi 2012

## 6. Non-statutory funding

Some third sector organisations receive government funding for services but most rely on short-term funding from a variety of sources, including grant aid, public fundraising events and commercial activities such as community cafés and charity shops. This money supports essential community activities that help people stay well and healthy, and prevents the need for statutory services.

### What were the main messages?

Charities and community organisations are set up because of a need to respond to local issues. Organisations that provide similar services may serve different cultures, ages or areas. These organisations often have to compete with each other for funding. During the pandemic funders worked together like never before to make sure money was shared effectively. Grant applications were processed quickly and the need to report on how the money was spent was relaxed. This reduced the burden on organisations during a very challenging time.

The third sector has been encouraged to look for a range of income sources to make sure they can provide services long into the future. The pandemic caused many of these sources to come to an end – charity shops have closed, public fundraising events have been cancelled, activities that could have been charged a fee have stopped and people have cancelled Direct Debits. This has left a big hole in finances and charities and community organisations have had to rely more on grants and government-led funding.

People have told us that larger charities have been affected more than smaller grassroots organisations that have smaller incomes and the goodwill of volunteers. In some organisations, a lack of money has meant fundraising staff were made redundant or furloughed, so there wasn't a dedicated person to work on fundraising. The third sector faces real worries about long-term funding.

---

Organisations have had to think quickly and reallocate funding, for example so they could offer services online instead of face-to-face. Although funding is very important, other support, such as advice, guidance and the contribution of volunteers, is vital.

### What should we be focusing on?

Develop the right structures, including funding processes, to make sure community and voluntary organisations can continue to work in the future

Provide advice, support and encouragement to organisations to seek a **wide range of funding** so they can stay flexible and strong. Funding is linked to the difference an organisation can make. We need to place more emphasis on the social value of investment

Find ways for organisations to develop **bids and tenders together** – for example, organisations could look at how they can share fundraising staff

**Simplify application and reporting processes** to reduce the burden on organisations and make it easier for organisations to receive long-term core funding. The constant call for innovation in grant applications can be exhausting and damaging to finances.

### Where can I go to find out more?

1. [www.thinknpc.org/resource-hub/covid-funding/](http://www.thinknpc.org/resource-hub/covid-funding/)  
Shifting your funding practices during Covid-19

NPC

2. [www.thinknpc.org/blog/rethinking-grant-making/](http://www.thinknpc.org/blog/rethinking-grant-making/)  
Re-thinking grant-making

NPC

3. [moondancefoundation.org.uk](http://moondancefoundation.org.uk)  
Covid-19 Funding

Moondance Foundation

4. [wales.coop/social-value-models-report/](http://wales.coop/social-value-models-report/)  
Supporting Care Commissioners and Procurers to promote social value models

Wales Co-operative Centre

---

## 7. Social housing

Registered social landlords provide a range of community development services – this includes asset-based community development.

The asset-based community development approach aims to make sure that services supporting well-being and opportunity are provided effectively to those who need them most. It does this by identifying and making the most of a community's strengths and targeting resources where they're needed.

### What were the main messages?

Many registered social landlords are keen to regenerate neighbourhoods and communities with other community-based organisations. They recognise that their enthusiasm and history of working with others can improve service provision and "create neighbourhoods where people want to live".

Registered social landlords are independent and see themselves playing different roles in their communities, including:

- general community-led anchor organisations<sup>6</sup>
- anchor organisations that focus on specific issues, such as, creating wealth and the foundational economy<sup>7</sup>
- other organisations that aren't anchor organisations because of the imbalance of power between tenant and landlord.

### What should we be focusing on?

**Investing in regeneration** that prioritises places and people with the greatest need, supports investment in housing and the wider infrastructure, and includes community development

Design procurement strategies with communities to embed wider community benefits and **build wealth in the community** through local investment. Let registered social landlords be flexible so they can **make the best impact** they can in their local communities by:

- building capacity and skills
- developing contractual and governance processes
- deciding the roles they'll carry out: e.g. Are they funding, are they taking the lead or are they entering into a partnership with other organisations?

Registered social landlords should include **partnership working across sectors** in their corporate vision and strategy with a clear description of how this will set up place-based planning

Think about developing **community hubs or clusters** with partners including local authorities, voluntary and community organisations to help make sure activities are relevant to the local situation and build the partner organisations' capacity.

---

6. Community anchor organisations are independent, community-led and often multi-purpose that may own assets such as buildings and can generate their own income

7. [gov.wales/foundational-economy](https://www.gov.wales/foundational-economy)

---

## Where can I go to find out more?

1. [www.nurtureddevelopment.org/wp-content/uploads/2016/01/Communities-in-Control-Developing-Assets.pdf](http://www.nurtureddevelopment.org/wp-content/uploads/2016/01/Communities-in-Control-Developing-Assets.pdf)

Communities in Control – Developing Assets

Cormac Russell, ABCD Institute and Nurture Development 2009

2. [www.candotoolkits.com/toolkits](http://www.candotoolkits.com/toolkits)

A decade of re-defining value

Developed by the i2i project

3. [www.ceci.org.uk/wp-content/uploads/2019/08/NHF\\_Great-Places\\_Report\\_Final\\_Online.pdf](http://www.ceci.org.uk/wp-content/uploads/2019/08/NHF_Great-Places_Report_Final_Online.pdf)

Great Places Report

National Federation Housing 2018

## 8. Primary care

The NHS in Wales has had an interest in developing community resilience for a long time. Health policy in Wales has had a focus on prevention across multiple sectors since the mid-1980s but it has taken time to see a major shift in the way prevention is resourced, and health inequalities in Wales continue. The shift has been more incremental than transformational and community resourcefulness has been more temporary or short-term, rather than consistent, part of the approach. *A Healthier Wales*<sup>8</sup> sets out the long-term vision of a “whole system approach to health and social care focused on health and well-being, and on preventing illness that signals a shift of services from hospitals to community”.

### What were the main messages?

Communities are at the heart of a sustainable NHS because they:

- help people stay well
- support people in ways that can limit the demand on health and social care
- have supported the NHS in the pandemic and will be needed to help with the post-Covid recovery.

As we move to the recovery phase of the pandemic, we’re likely to see more demand for health and social care. This may include longer waiting times for services, new demand for mental health support and long-term support for people who have survived Covid, including long Covid. The extra pressure will be felt by the NHS, as well as the resourcefulness of people, families and communities. Demand for social care and other services will need a multi-agency response.

Primary care is an essential part of the NHS that serves every community in Wales. Primary care in Wales is described as being “part of a health and wellbeing system where people access a range of seamless care and support at or close to home, based on their unique needs and what matters to them”<sup>9</sup>.

It includes GPs, community pharmacy, optometry and dentistry, as well as the many local and domiciliary health care services provided in the community. At a local level, the 64 primary care

---

8. [gov.wales/sites/default/files/publications/2019-04/a-healthier-wales-our-plan-for-health-and-social-care.pdf](http://gov.wales/sites/default/files/publications/2019-04/a-healthier-wales-our-plan-for-health-and-social-care.pdf)

9. [gov.wales/primary-health-care-html](http://gov.wales/primary-health-care-html)

---

clusters in Wales allow GP practices to work together and with partners.

At their most innovative, leaders in primary care clusters are trying to develop a multi-agency response to building community resourcefulness. In some areas they have done this by working with other community leaders at a local level to develop practical local solutions during the pandemic.

Developing links with the third sector has been particularly important and a well-known example of this is social prescribing, which is embedded in GP practices. Another example is the development of integrated community hubs, including primary care services, that are likely to grow in the future. The pandemic also caused the rapid growth of new approaches, such as digital access to primary care.

### What should we be focusing on?

Primary care clusters should continue to build, and where appropriate, lead the **development of collaborative working in local communities**. They should identify what communities can do to support people through the recovery phases of the pandemic and how they can contribute to wider community resourcefulness. The information gathered by primary care clusters should be used to feed into the health boards and regional partnership boards' plans.

There's good evidence about what works at a local level, that's based in a social model of healthcare. Clusters should learn from each other and the national programme of place-based transformation projects to **quickly and consistently** put these approaches in place across Wales.

### Where can I go to find out more?

1. [Home - Primary Care One](#) (nhs.wales)  
[PHW\\_Yearbook2019\\_HywelDda.pdf](#) (wales.nhs.uk)  
Website for primary care clusters in Wales including examples of work from Clusters in each of the Health Boards

NHS Wales

2. [gov.wales/health-and-social-services-transformation-fund-projects](#)  
Health and Social Care Programmes in each Regional Partnership Board funded through the transformation fund

Welsh Government

---

## 9. Foundational economy

The Welsh Government's economic policy describes the foundational economy as the basic services and products people need to keep safe, sound and civilised. The services include:

- care and health
- food
- housing
- energy
- construction
- tourism
- high street retailers.

The services exist because people use them: the food we eat, the homes we live in, the energy we use and the care we access. This makes them crucial to community resilience. In many cases, services adapted and diversified during the pandemic to meet the needs of their local populations, while often experiencing unprecedented restrictions on what they could do and their finances.

### What were the main messages?

In many parts of Wales, communities gave more support to local businesses they could trust and that could offer safe, reliable and bespoke services that met their needs. Some businesses benefited from the move to working from home and staying local, allowing people to support their local business community. Many had to quickly adapt the way they provided services, using online and other ways to keep in touch with customers and, at times, working together to support their communities.

Small and micro-businesses in the domiciliary care sector stayed strong because they were able to adapt to local circumstances and had a highly personal commitment to their clients. The social business sector in Wales is growing and can be an important part of the foundational economy. It will need a mix of local social business entrepreneurs and technical advice and support to be successful.

Procurement policy in Wales encourages the public sector to invest in services that have social value benefits by applying TOMs (themes, outcomes and measures). If it's put in place across the public sector, TOMs should improve the value of public service investment to local communities, as more funding can support the foundational economy.

### What should we be focusing on?

**Local businesses that contribute to the foundational economy are an essential partner** in any place-based approach. They:

- provide essential local services
- can act as anchor institutions
- support resourcefulness by employment
- in some cases, can provide community-wide leadership.

Community interest companies<sup>10</sup> and micro-businesses can provide **hyper-local responses** in areas where large providers have found it difficult to continue to provide services. This should be identified as an approach to developing community resilience and improved upon.

---

10. [businesswales.gov.wales/socialbusinesswales/creating-enterprise-cic](https://businesswales.gov.wales/socialbusinesswales/creating-enterprise-cic)

---

All organisations should adopt TOMs procurement processes to show social value and support community resourcefulness.

## Where can I go to find out more?

1. [Download.aspx](#) (wlga.wales)  
National Social Value Measurement Framework for Wales (TOMS)

WLGA, November 2020

2. [2018-07-11-01-1-our-local-economies-manifesto.pdf](#) (bct.wales)  
Our local economies manifesto

Building Communities Trust

3. [2020-10-02-22-1-bct-cwmni-bro-ffestiniog-case.pdf](#)  
Case study of the growth of multiple community enterprises in Blaenau Ffestiniog

Building Communities Trust

## 10. Inspection and audit

Under the Well-being of Future Generations (Wales) Act, public bodies must show what they are doing to improve the way they support well-being. They must set improvement objectives and report against them. The inspectorates and regulators co-ordinate audit, inspection and regulation and emphasise sharing good practice.

### What were the main messages?

Inspection bodies in different sectors have recognised the difficulties caused by the pandemic and they have been flexible in the way they have approached inspection. For example, Care Inspectorate Wales developed a virtual and responsive risk-based assurance framework. Building on the way the inspectorates have responded will help keep what's worked well and prepare for potential future threats.

Community resourcefulness, prevention and partnership working is assessed during inspections but at different levels and frequencies by different inspectorates. *A Healthier Wales* describes a willingness to explore partnership working between health and social care inspectorates, with a stronger joint approach that includes a focus on partnership working. What and how to measure the impact of prevention and early intervention is a challenge.

Estyn increasingly champions the importance of community schools, but there isn't a clear definition of a community school that is well understood and shared by school leaders, local authorities and strategic partners. This makes holding schools to account about wider community action challenging – although the guidance in the *Estyn Community Schools Report* is a good starting place.

Local authorities are likely to face major, ongoing financial challenges as they recover from the pandemic. In its forward plan, the Wales Audit Office could look at how local authorities can give communities the tools and opportunities they need to help them cope and thrive, rather than just provide services to them. It could look at how statutory organisations co-produce their services and the

---

role of place-based community resourcefulness during and after the pandemic recovery.

### What should we be focusing on?

Build on the flexible response to inspection during the pandemic to co-design and closely examine activities to support prevention at a community level. This should involve different inspectorates and be more than just a short, focused review of the service. It's essential to co-produce a flexible approach and measure what matters to local communities.

Make schools an essential part of the community by working with leaders to:

- involve schools in place-based planning, including how communities engage and support children and young people via schools as part of the recovery
- influence how schools will work with families, the community and partners to improve the well-being and achievement of every pupil
- think about how services can be located in the same place and how school assets can be used more widely.

### Where can I go to find out more?

1. [hub.careinspectorate.com/media/4167/ci-role-purpose-learning-during-covid-19.pdf](https://hub.careinspectorate.com/media/4167/ci-role-purpose-learning-during-covid-19.pdf)  
The Care Inspectorate's role, purpose and learning during the Covid-19 Pandemic

Care Inspectorate Scotland 2020

2. [www.estyn.gov.wales/system/files/2020-07/Community%2520Schools%2520en.pdf](https://www.estyn.gov.wales/system/files/2020-07/Community%2520Schools%2520en.pdf)  
Community schools: families and communities at the heart of school life

Estyn 2020

---

## 'How to guide' to support the development of community resourcefulness

The guide is for those tasked with facilitating place-based discussions to help make sure all the relevant ground is covered from what we have found about building community resourcefulness. Those supporting or facilitating may be from:

- communities, including community leaders
- third sector and community organisations
- statutory bodies and partnership boards.

Most of the activities relate to statutory bodies. This reflects the learning and change that needs to happen with statutory bodies, working alongside and taking a consistently active part in place-based teams.

Below we have set out each of the enablers with a brief summary of what we heard about each. We have suggested high-level objectives and developed a checklist of suggested actions and activities to be used for place-based learning to achieve these objectives. You may have additional objectives you would like to include. Think about your organisation, place and community:

- how many of these do you currently do?
- how many more could you put into action?
- which could you do better?
- whose help do you need?
- what resources are needed and can you get any of these freely in exchange for your expertise in another area?

The guide can be used by organisations, but will be richer if used to facilitate dialogue between partners.

Many of the enablers will relate to one another or be co-dependent. This is a complex, interlinked system.

---

# Enablers

## 1. Leadership

Often community leaders are those who have been willing to think and do things differently, taking a stand and risking criticism. Some leadership comes from community anchor organisations that are able to flex and innovate. They creatively find new ways of doing things, take greater risks and remove perceived barriers.

## Goals

- Compassionate leadership that communicates a clear, shared, inspiring vision and “can do” attitudes
- Local community leaders are supported to develop
- Public service leaders facilitate their organisation to work alongside community leaders
- Strong place-based and strategic partnership working.

## Useful activities

1. Identify the “natural” and “appointed” leaders within the community
2. Set clear, shared goals, map the outcomes you want to achieve and the behaviours that will help you succeed
3. Design or find support to develop and implement the behaviours that will help you achieve your outcomes
4. Consider peer support as a way to introduce mentoring
5. Look at the rules. Are they the right ones? How are they interpreted and applied? Are they being implemented in the spirit of the policy framework, in particular the Well-being of Future Generations Act and the Social Services and Well-being Act?
6. Take a balanced approach to risk:
  - balance risks, rights and responsibilities in a way that considers the risks and impacts of not taking action, as well as the risks of taking it
  - remove the fear of being blamed if things go wrong and encourage an open culture that recognises and learns from mistakes
  - develop risk registers that record the opportunities arising from risk
  - invite others from similar initiatives to talk to you about their journey and what they learnt from their successes and mistakes
7. Support community anchor organisations in all their forms where they are taking a leadership role by enabling access to senior decision makers and asking what they need from you

- 
8. Openly share your journey with others through various platforms so they may benefit from what you learnt along the way

Leadership that develops community resourcefulness will:

- be interested in developing community leadership
- develop and communicate a clear, shared and inspiring vision
- discover and create possibilities
- listen to and understand people's needs
- build and sustain shared leadership and commitment
- influence people
- build and sustain relationships
- learn from and contribute to constituents
- positively value difference, making decisions by consensus building across diverse views
- seek to overcome setbacks and adversity.

**Useful resources:**

[ctb.ku.edu/en/table-of-contents/leadership/leadership-functions/become-community-leader/main](http://ctb.ku.edu/en/table-of-contents/leadership/leadership-functions/become-community-leader/main)

[www.nesta.org.uk/feature/innovation-methods/people-powered-results/](http://www.nesta.org.uk/feature/innovation-methods/people-powered-results/)

[socialcare.wales/cms\\_assets/file-uploads/Practice-principles-224-June-20.pdf](http://socialcare.wales/cms_assets/file-uploads/Practice-principles-224-June-20.pdf)

[socialcare.wales/cms\\_assets/file-uploads/Positive-risk-and-shared-decision-making-report.pdf](http://socialcare.wales/cms_assets/file-uploads/Positive-risk-and-shared-decision-making-report.pdf)

[socialcare.wales/cms\\_assets/file-uploads/Approaches-Report-Exec-Summ-ENG-copy.pdf](http://socialcare.wales/cms_assets/file-uploads/Approaches-Report-Exec-Summ-ENG-copy.pdf)

## Actions required?

---

## 2. Community action

Lockdown meant many statutory services were removed or changed, leaving the community, in many cases, to step in and provide support. The amount of volunteering significantly increased in some areas, helped by furlough. But in other areas, it decreased due to people isolating and shielding.

### Goals

- Understand what enables community action and what blocks it
- Understand that community resourcefulness is messy and needs to evolve
- Understand the diversity of communities

### Useful activities

1. Develop a plan to increase the number of local people involved in community action and get them involved in the planning, design and provision of local services
2. Focus on specific challenges to help galvanise action (rather than be too broad). Think about what actions, skills and resources you need for each challenge by asking these questions:
  - What do you want or need from community action?
  - What kind of people do you need to engage with?
  - Where are they?
  - How many people do you need?
  - When is a good time to engage with people?
  - How should you approach people who may get involved?
  - Who is going to find people and get them involved?
  - What happens if you get a yes, a maybe, or a no?
  - What obstacles might you encounter? How do you get around them?
3. Identify community assets by mapping what was available before, during and (when available) after lockdown restrictions:
  - have any been repurposed?
  - where are the gaps?
  - if community assets are no longer there, what impact has this had?
  - has this been addressed, and if so, how?
4. Identify and remove unnecessary bureaucracy – try to make it easy for people to access community activities
5. Co-produce a vision and priorities for development with the main stakeholders. Agree the methods you will use, with partners identifying their role and contribution
6. Clarify what digital communication can offer, and its limitations:

- 
- identify the digital “not spots” and accessibility issues
  - what can be done, or is being done, to address these gaps?
  - are there print, radio or television formats of important news and information?

7. Acknowledge and nurture the role of neighbourliness:

- what has volunteering done for the area?
- how is volunteering resourced?
- is more resource needed?

8. Understand the diversity of your community and identify if community assets and services meet everyone’s needs. For example, think about Welsh language, culture, age groups and other demographics

9. Find ways to capture and learn from all the good work happening at community level

**Useful resources:**

[Developing Community Action](#)

[Improvement Cymru Dementia Standards](#) (Community Action)

[socialcare.wales/cms\\_assets/file-uploads/Approaches-Report-Exec-Summ-ENG-copy.pdf](https://socialcare.wales/cms_assets/file-uploads/Approaches-Report-Exec-Summ-ENG-copy.pdf)

## Actions required?

---

## 3. Co-production

Co-production is often misunderstood. People affected by decisions need to be involved in designing and planning services to make sure the services provided are based on evidenced need.

### Goals

- All voices in a community are heard
- Control is shared – this means giving control away and working alongside communities and other partners
- The third sector works more proactively with public services to develop meaningful ways to measure impact

### Useful activities

1. Try to turn can't and won't into can and will:

- hear and understand the barriers to change
- ask 'why' things can't happen during conversations with partners and stakeholders, then share ideas about solutions
- remove barriers to change

2. Make designing and planning services as equal, inclusive and diverse as possible by removing barriers and boundaries:

- seek out diverse views that fully reflect your community – not just the loudest or most enthusiastic voices
- recognise that one person can't possibly represent all the views in their community

3. Provide tools to community groups, such as parent and toddler groups, Women's Institutes, Men's Sheds and sports clubs, including:

- undertaking of polls or surveys
- focus group discussions

4. Show how communities have influenced statutory decision-making bodies and policy changes

5. Give people a voice – directly and through community connectors – then act on what they tell you

6. Look for good examples of co-production in other areas to see if you can learn lessons or adopt the way they work

7. Work *with* the community, do not *do* to them

The New Economics Foundation says co-production:

- recognises people as assets: People are seen as equal partners in designing and providing services, rather than as passive beneficiaries or burdens on the system
- builds on people's capabilities: Everyone recognises that every person has abilities and people have the support they need to develop their abilities. People have the support they need to be able to benefit their community and other people

- 
- develops two-way reciprocal relationships: All co-production involves a positive, interactive relationship, both between people who use services, carers and public service professionals and between the people who are involved
  - encourages peer support networks: Peer and personal networks are often undervalued and unsupported. Co-production builds these networks with support from professionals
  - blurs boundaries between providing and receiving services: The usual line between those who design and provide services and those who use them is blurred ,with more people involved in getting things done
  - facilitates not delivers to: Public sector organisations (such as the Government, local councils and health authorities) help make things happen, rather than provide services themselves. For example, when a council helps people who use services develop a peer support network.

**Useful resources:**

[Public Services Inside Out](#)

[Co-production Network for Wales](#) (copronet.wales)

[socialcare.wales/cms\\_assets/file-uploads/Approaches-Report-Exec-Summ-ENG-copy.pdf](https://socialcare.wales/cms_assets/file-uploads/Approaches-Report-Exec-Summ-ENG-copy.pdf)

## Actions required?

---

## 4. Policy

The policy in Wales supports the planning and development of community resourcefulness, but it isn't consistently interpreted and applied.

### Goals

- Opportunities to develop community resourcefulness provided by policy in Wales are taken in every place
- Commissioning and procurement policy support community resourcefulness
- Policy is driven from place-based conversations

### Useful activities

1. Think about how the Well-being of Future Generations (Wales) Act and the Social Services and Well-being (Wales) Act are being applied in your community: is it in the spirit of the acts?
2. Regularly review if your actions follow your vision: 'are we walking the walk?'
3. Consider how commissioning, procurement and funding can be re-shaped to provide more long-term stability to service providers
4. Introduce collaborative bid processes to encourage partnership working and reduce competition for funding
5. Work with service providers before tendering for services to align vision and goals
6. Put systems in place to capture discussions and evidence that come from place-based conversations, for example, stakeholder engagement systems
7. Simplify monitoring and evaluation processes because complex monitoring systems can take away from delivering activity

#### Useful resource:

[Community Resilience Development Framework](#)

### Actions required?

---

## 5. Strategic thinking

Breaking down barriers between organisations requires the ability and capacity to think strategically about the actions you take and how they might affect other organisations. Putting this into practice will mean taking risks.

### Goals

- Encourage long-term strategic thinking

### Useful activities

1. Public service organisations, such as public service boards, regional partnership boards, local authorities and health boards, plan and commission for social value using the National Themes, Outcomes and Measures (TOMS) Framework and Can do toolkits
2. Support the flexible use of resources, including people and funding
3. Invest in local and social businesses
4. Develop a shared place-based vision and agree how statutory, third and private sector services can play a part in realising the vision
5. Challenge and seek to put a stop to silo thinking, where people don't share valuable information with others
6. Choose a pilot project to test new approaches, then capture and share the learning
7. Consider your role in providing information to the public about being safe and keeping safe within their communities, particularly in light of the pandemic

### Useful resources:

[TOMS](#)

[Can do toolkits](#)

[Six-step process to planning for community resilience](#)

### Actions required?

---

## 6. Resources

During the pandemic, we heard about resources being repurposed or pooled in some places, but 'left to waste' in others. Time, money, buildings and people are all resources that need to be harnessed to support communities.

### Goals

- Be as flexible as possible about how resources are used locally

### Useful activities

1. Develop longer-term funding models for community well-being
2. Provide resources to help organisations be flexible, in a way that avoids arranging them
3. Remove barriers that stop people and organisations from supporting what works well
4. Review community assets and their purpose, and compare them with how they have been used during the pandemic. Would it be useful to repurpose them in the longer term?
5. Give community organisations the assets to run and develop, where possible

#### Useful resources:

[Approaches to community resilience](#)

[Reimagining community services](#)

### Actions required?

---

## 7. Collaboration

Trust and relationships are often noted as being essential to better and more meaningful work.

### Goals

- A wide partnership of organisations working together locally
- Engagement is useful and relevant to the public
- People and organisations see the results of their participation.

### Useful activities

1. It's important to set your principles and values from the beginning, and this is more important than setting your outcomes. If the right collaborative behaviours are in place the outcomes will look after themselves
2. Invest time and resource into building relationships
3. Develop a shared approach to measuring impact – avoid meaningless monitoring measures
4. Can third sector organisations share staff, such as back office and fundraising staff?

#### **Useful resource:**

[Embracing Resilience: Collaborative and Equitable Resilience Practices](#)

### Actions required?

---

## 8. Prevention

Prevention is better than cure...

### Goals

- Preventative activity is the main approach in each place.

### Useful activities

1. Develop a shared understanding of what prevention is and support prevention
2. Recognise the value and contribution of:
  - informal neighbourliness that has stepped into caring and companionship roles
  - community support and activity groups
  - green spaces
  - other community assets.
3. Have faith in the community's ability to know what is best for them. Gather evidence and research over time to measure the impact of prevention
4. Take a community-centred approach to health and well-being by:
  - developing an approach that works across sectors
  - making sure communities are genuinely involved in the design and provision of services
  - mapping and using local assets
  - commissioning in ways that give everyone, at all stages of life, access to activities that support well-being
  - measuring outcomes that matter to communities
  - emphasise prevention activities more in strategic planning and commissioning

#### Useful resource:

[Health Matters: Community-centred approaches for health and wellbeing](#)

### Actions required?