

Terms of Reference for Neighbourhood Plan Working Parties

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1.0 Introduction

This document provides guidelines to Working Parties covering the processes and procedures that they are requested to follow in order to complete their input to the Neighbourhood Plan. It is split into sections which cover the following topics:

- Procedures involved in creating Working Party documentation;
- Generic structure of a Working Party document for incorporation in the Neighbourhood Plan;
- Working Party management and reporting requirements.

A Neighbourhood Plan (NP) is a vehicle introduced by the Government’s Localism Act which provides a framework for Land-based planning. This will be devolved down to local level and will go hand in hand with the Local Plan (incorporating the Core Strategy) which is currently being created by the Stratford District Council.

The scope of the NP will address how the population of Stratford would like to see all aspects of their town evolve over the next 20 years. A major element of this will

encompass Land Based Planning which should dovetail with the yet to be published Core Strategy.

The relationship between the Local Plan and the Neighbourhood Plan is set out in the draft NPPF which has not yet been adopted and may change.

The Core Strategy is not expected to include the locations and size of any future developments and, for example, will talk only about overall housing numbers in the District and the strategy for location. In due course it will be supported by supplementary documents covering design and allocation of land which, according to the draft NPPF, should be limited to strategic matters.

The NP will be expected to provide a much greater level of detail in order to support the planning process.

The NP process should start with a vision and then distil this into a land based plan.

2.0 Procedures involved in creating Working Party documentation

2.1 The Rationale for the Working Party Hierarchy

The NP working parties are split into 5 topics as follows:

- a. Planning, Housing and Design;
- b. Infrastructure;
- c. Youth and Families;
- d. Mature Stratford;
- e. Business and Tourism.

These have been designed on the one hand, to enable the “requirements” to be expressed by the people of Stratford and Stakeholder groups. (i.e. - c, d and e) and on the other, for those requirements to be addressed and where possible, satisfied (i.e. – a and b). There will therefore need to be a significant interchange of ideas between working parties.

The objective will be to understand and scope the topics in terms of a matrix of standard subjects which are listed under the following headings. Items in *Italics* demonstrate the interdependencies. The following headings include the topics Safety and Security, Education and Lifestyle. These are not working parties in their own right but are considered sufficiently important to differentiate separately:

Planning, Housing and Design: Sub-division of town into areas People (demographics) Sustainability Quality and Aesthetic design standards	Infrastructure: Roads and transport (including cycling) Pedestrians Facilities and amenities Sub-division of town into areas
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<p>Design guides Consideration for existing properties Focus on functionality with flexibility (to meet changing personal needs) Location Residential parking Density <i>Life-Style</i> <i>Infrastructure</i></p>	<p>Planning Protected existing Green areas/parkland Newly created green areas/parkland Tourism Protection of Stratford’s cultural national Sustainability Utilities Health <i>Education</i> <i>Housing</i> <i>heritage</i></p>
<p>Youth and Families: Anti-social behaviour Facilities and Amenities Communication Child care Day facilities/amenities Evening facilities/amenities Health Transport <i>Safety and Security</i> <i>Life-Style</i> <i>Education</i> <i>Tourism</i></p>	<p>Mature Stratford: Health care Accessibility Planning Housing - Needs and affordability Communication <i>Life-Style</i> <i>Tourism</i> <i>Safety and security</i></p>
<p>Business and Tourism: Existing businesses Business opportunities Business needs Community enterprise (i.e. the Voluntary sector - Older people support, Dog fouling, Scams) Sustainable Green business Planning Town centre retail Tourism New sites (linked to infrastructure) Parking for employees Transport/housing needs of employees <i>Infrastructure</i> <i>Education</i></p>	<p>Safety and Security: Speeding Burglary and Anti-social behaviour General Policing Personal crime - (specifically scams that focus on older people) <i>Housing planning and design</i></p>
<p>Education: Business (Opportunities) Young / Old people (i.e. at any stage of life) Affordability Vocational and Personal</p>	<p>Life -Style: Facilities and amenities Young people Families Active older people Planning Sustainability <i>Business</i></p>

2.2 Procedures involved in creating Working Party Documentation

2.2.1 Process Steps involved

1. **Definition of Scope:**
 - Subjects that will be addressed and assumptions made. This is a key element which determines the activities of the WP. *It should be in tabular form and identify priorities (High, Medium and Low)* for the focus of work. It should be assessed by Neil Pearce as to which elements fall within the scope of Land Based Planning? The scoping statements should be made available at the earliest opportunity for approval by the Management Team.
2. **Assessment of the challenges facing Stratford, where we are now and where we want to be:**
 - This can be developed by conducting a *SWOT analysis* (This stands for Strengths, Weaknesses, Opportunities and Threats. see Annex 1- Wikipedia extract) which will help ensure that all the angles are covered. This should be based on a sound assessment of the current status and backed up by evidence from the consultation process and reference to the information contained in the Blue Book.
3. **Establishing Needs:**
 - Evidence from the results of the SWOT analysis, consultation process and input from the Blue Book should be analysed in order to identify “Needs”. The consultation process of each working party will identify some needs which can only be satisfied by another working party. (i.e. Requirements versus Solutions) Consequently a comprehensive set of needs can only be established by cross fertilization between working parties. All needs should be assessed as “perceived” or “Actual” and the underlying analysis documented. Based on the early work of the Mature Stratford Working Party, Annex 2 provides an example of a SWOT analysis and some pointers to the development of needs.
4. **Analysis of the Benefits to be gained:**
 - A statement of the **Benefits** to be gained by addressing individual needs, supported by some rigorous “modeling” analysis. The modeling process will be determined by the need being analysed. An example might be – The Infrastructure required to support a given number of houses. At this stage it will be necessary to conduct Cost/Benefits analyses where appropriate or to suggest where funding may be obtained to satisfy a need.

5. **Compliance Check:**
 - A formal **assessment of the necessary checks that ensure conformance with the Auditing requirements.** (i.e. the Soundness Tool) The results of this exercise will be contained in an appendix but should be summarised where appropriate in the main document.

6. **Creation of an Action Plan:**
 - A statement of the implications of satisfying needs in terms of actions that need to be taken. An outline Plan of how needs can be satisfied (i.e. what actions need to be taken?) and an analysis of the associated risks, issues and constraints. Costs will need to be considered. It is anticipated that the Blue Book will contain accounting information provided by the Local Authority which will enable an assessment of potentially available funds.

7. **Translation of Needs into suggested policies where appropriate:**
 - Policies should be a set of rules that must be adhered to for any future planning. These can relate to any aspect of the NP but will only be Statutorily binding when related to Land Based Planning.

2.2.2 The Blue Book

The Blue Book is being created by David Morgan and will contain a database of information that is believed to be required to support Working Party planning. It will amongst other sources, include information provided by Stratford District Council. The information will cover a wide range of topics presented alphabetically.

It will also contain the results from previous Parish Planning activities (i.e. the Top Twenty requirements) which will provided in a format which can be readily used to provide a perspective on topics to be covered.

The Blue Book will be available in the Drop Box by the end of Jan 2012.

2.2.3 The Consultation Process

In addition to the Stratford residents' opinions expressed in the Mood Cards that have been circulated, it will be necessary for Working Parties to draw on the views of a wide variety of Stratford community groups.

This consultation will inform the decision making process and will provide the necessary evidence to justify the Working Parties plans. Once the Neighbourhood Plan has been created it will be necessary to confirm with the community that it has met their concerns and requirements.

The Communication and Consultation Working Party are responsible for the consultation process and will provide advice and guidance to the other Working Parties on their consultation. One major objective will be to ensure where possible, that there is minimal duplication when communicating with community groups. For this reason ideally the Communication and Consultation Working Party should vet all external consultation but in practice this may prove to be unnecessarily restrictive in many cases. A practical approach should be arrived at by dialogue.

2.3 An Example of Suggested Scope for a Working Party

The following example is intended to assist in the definition of scope for each working party by considering Planning Housing. It is not intended to be exhaustive:

Planning is at the core of the NP and is based on the following drivers:

- Housing numbers as defined in the Core Strategy;
- Requirements expressed by the people centric Working Parties;
- The needs of Business;
- A Spatial Vision of Stratford;
- Implications for Tourism

Housing and Design are influenced by many drivers:

- People;
- Infrastructure (Availability of all aspects);
- Life-Style;
- Sustainability;
- Quality and Aesthetic design standards;
- Focus on functionality with flexibility (to meet changing personal needs);
- Facilities and Amenities;
- Communication;
- Safety and security;
- Accessibility;
- Communication;
- Needs and affordability.

3.0 Generic Structure of a Working Party Document

3.1 Document Structure

The Working Party Document should be regarded as a “Filing Cabinet with many draws.

The main body of the narrative of each working party document should provide sufficient information for the reader to understand the proposed approach and the underlying logic. All evidence and details of analysis processes should be placed in Appendices or other on-line or off-line locations within the “filing cabinet”. Comprehensive cross referencing should be provided between the main body and reference material.

The Working Party Document main body should be structured in sections as follows:

1. **Scoping** statement split into Land based Planning and non-Land based planning categories. This should include **Assumptions**;
2. A narrative of The **Challenges facing Stratford** , where we are now and where we would like to be . This will be based on the results of the SWOT analysis;
3. A section for each identified **Need** supported by an analysis of the **benefits** to be gained and where appropriate the results of a **Cost/Benefits analysis**. This should also include a statement of Compliance based on the checklist contained in the **Soundness Tool**;
4. A detailed **Action Plan** to enable the Needs to be satisfied;
5. A statement of the recommended **Policies**;
6. A list of outstanding Issues and background details with an assessment of their criticality.

3.2 The “Straw Man”

Each Working Party is required to create a Straw Man document under a timescale that has already been agreed. By definition a Straw Man is a document that can be critically reviewed by the management team and the Steering Committee.

The objective will be to sense check the aims of a working party and to ensure that they are working towards achieving success in the external adjudication process.

The content of a Straw Man should be a draft version of the final Working Party document. However it is accepted that Straw Man delivery will take place early in the consultation process and will need to be fleshed out with the necessary evidence. Also findings will be subject to change.

4.0 Working Party Management and Reporting Requirements

In order to enable the Working Parties to complete their tasks within the schedule it will be necessary to institute a simple management framework as follows:

1. **Task planning**
 - The **NP Project Plan** will be created and managed by the Project Manager;

- Each Working Party will be required to create a **Plan** of their activities to enable them to progress their activities. This will need to be no more than a list of **tasks with start and end dates** assigned to them (Excel);
 - Progress against the plan should be reviewed at each Working Party meeting and at Management Meetings;
 - The Project Manager will consolidate the **Working Party Plans** into the NP Project Plan.
2. **Working Party Meetings, Housekeeping**
- Prior to each Working Party Progress Meeting, an **Agenda** should be circulated;
 - **Action notes** should be taken at each Working Party meeting and each meeting should manage work-in-progress actions;
 - Action notes should be circulated to the Working Party team and to the NP Chairman, Town Clerk and Project Manager;
 - Progress should be presented at Management Meetings.
3. **Problem Management**
- **Issue Management:** As part of the day to day business of Working Parties, any issues that arise should be logged by the Working Party Chairman. The Issue Log should be maintained and unresolved issues reported to the NP Management Team;
 - **Risk Management:** (i.e. Issues that have yet to arise) The Project Manager will maintain a Risk log which will contain assessments of potential severity and likelihood of occurrence and the necessary “containment actions” in order to minimize impacts. Working parties should notify the Project Manager of risks.

Phil Applin
7th January 2012

Annex 1 – The SWOT Analysis based on Wikipedia

SWOT analysis (alternately **SLOT analysis**) is a [strategic planning](#) method used to evaluate the **Strengths**, **Weaknesses/Limitations**, **Opportunities**, and **Threats** involved in a [project](#) or in a [business](#) venture. It involves specifying the objective of the business venture or project and identifying the internal and external factors that are favorable and unfavorable to achieve that objective. The technique is credited to [Albert Humphrey](#), who led a convention at Stanford University in the 1960s and 1970s using data from [Fortune 500](#) companies.



SWOT analysis, with its four elements in a 2x2 matrix.

Setting the objective should be done after the SWOT analysis has been performed. This would allow achievable goals or objectives to be set for the organization.

- **Strengths:** characteristics of the business, or project team that give it an advantage over others
- **Weaknesses (or Limitations):** are characteristics that place the team at a disadvantage relative to others
- **Opportunities:** *external* chances to improve performance (e.g. make greater profits) in the environment
- **Threats:** *external* elements in the environment that could cause trouble for the business or project

Identification of SWOTs is essential because subsequent steps in the process of planning for achievement of the selected objective may be derived from the SWOTs.

First, the decision makers have to determine whether the objective is attainable, given the SWOTs. If the objective is NOT attainable a different objective must be selected and the process repeated.

- The SWOT analysis is often used in [academia](#) to highlight and identify strengths, weaknesses, opportunities and threats.^[citation needed] It is particularly helpful in identifying areas for development.^[citation needed]

[\[edit\]](#)*Matching and converting*

One way of utilizing SWOT is *matching* and *converting*. Matching is used to find *competitive advantages* by matching the strengths to opportunities. Converting is to apply conversion strategies to convert weaknesses or threats into strengths or opportunities. An example of conversion strategy is to find new markets. If the threats or weaknesses cannot be converted a company should try to *minimize* or *avoid* them.^[1]

[\[edit\]](#)*Internal and external factors*

The aim of any SWOT analysis is to identify the key internal and external factors that are important to achieving the objective. These come from within the company's unique value chain. SWOT analysis groups key pieces of information into two main categories:

- Internal factors – The *strengths* and *weaknesses* internal to the organization.
- External factors – The *opportunities* and *threats* presented by the external environment to the organization.

The internal factors may be viewed as strengths or weaknesses depending upon their impact on the organization's objectives. What may represent strengths with respect to one objective may be weaknesses for another objective. The factors may include all of the [4P's](#); as well as personnel, finance, manufacturing capabilities, and so on. The external factors may include macroeconomic matters, technological change, legislation, and socio-cultural changes, as well as changes in the marketplace or competitive position. The results are often presented in the form of a matrix.

SWOT analysis is just one method of categorization and has its own weaknesses. For example, it may tend to persuade companies to compile lists rather than think about what is actually important in achieving objectives. It also presents the resulting lists uncritically and without clear prioritization so that, for example, weak opportunities may appear to balance strong threats. It is therefore advisable to combine a SWOT analysis with portfolio analyses such as the GE/McKinsey matrix ^[2] or COPE analysis^[3].

It is prudent not to eliminate too quickly any candidate SWOT entry. The importance of individual SWOTs will be revealed by the value of the strategies it generates. A SWOT item that produces valuable strategies is important. A SWOT item that generates no strategies is not important.

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Annex 2 - Example of a SWOT analysis based on Mature Stratford

Mature Stratford Lifestyle SWOT Analysis	
<p>STRENGTHS Shakespeare theatres and history including Holy Trinity Church.* River Avon and open spaces around theatre.* Separate geographically from major conurbations, which assists in it being a “family town” and having a pleasant environment and walks in nearby countryside.* Town centre buildings Range of restaurants and hotels Shopping requirements largely met by local retail facilities Availability of societies for leisure activities* Traditional markets, mops and appropriate busking</p>	<p>OPPORTUNITIES Use of Courtyard Theatre post 2012.* Appropriate development of Bell Court Production of Neighbourhood Plan to ensure development in line with wishes of inhabitants Development of nature areas and walks around Stratford* Use of the Courtyard Theatre, Civic Hall * Building of old people facilities to allow as much independence as possible* Redevelopment of the town centre together with pedestrianisation.* Reintroduction of the Cottage Hospital system with more local facilities* Encouragement for more local business and retail opportunities</p>

<p>WEAKNESSES</p> <p>Transport congestion</p> <p>Lack of police presence *</p> <p>Facilities for young</p> <p>Control of drunken behavior, litter and noise.*</p> <p>Number of empty shops in the town centre as independent retailers close down.*</p> <p>Lack of local co-ordinated approach and democratic control over development of Stratford.</p> <p>Insufficient marketing of and information locally about Stratford, particularly non-Shakespeare attractions.</p> <p>Over dependence on Shakespeare for mass cultural entertainment*</p> <p>Cost of parking in the town centre*</p> <p>Lack of public transport*</p> <p>Lack of transport to hospitals and health related appointments*</p> <p>No hospital facilities with 24 hr cover*</p>	<p>THREATS</p> <p>Over development of housing in the town, particularly without suitable infrastructure</p> <p>Development to encourage day trippers rather than cultural tourists*</p> <p>Discouragement of tourists because of, and locals from town centre for fear of, aggressive behaviour*</p> <p>Outside centre large retailers killing off independent shops and the vitality of the town centre.*</p> <p>Growth in volume of the older community, without their requirements being met. *</p> <p>Lack of opportunity for even young Stratfordians to remain in the town in terms of jobs and affordable housing</p> <p>Lack of finance to meet required developments for young and old.*</p>
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* Proposed as relevant to Mature Stratford Life Style

Proposed approach to exploit the SWOT for the development of Needs (i.e. a Conversion Strategy)

An approach to developing a solution for one of the above weaknesses, “Transport Congestion”, is provided below as an example only. The content is not definitive and will be subject to change.

Area of Interest: Transport	
Weakness	Solution (Need/Conversion Strategy)
<p>Car Parking</p> <p><i>Analysis:</i></p> <p>The cost of parking in the town centre inhibits both locals and visitors from shopping there, particularly when the Maybird Centre has unlimited free parking. In addition, insufficient Park and Ride sites and adequate marketing for the current facility force visitors to use car parks in the</p>	<p><i>Park and Ride</i> A very reasonably priced Park and Ride minibus collection service will operate from points around and within the Inner Zone on all main roads into the town. A shoppers shuttle running on a circular route around the perimeter of the core centre area will largely feed people to and from the rail/ bus station and the Park and Ride collection points.</p>

<p>town contributing to the serious congestion on the Birmingham Road and traffic approaching the river from a southerly direction.</p> <p>Requirement for the Solution: The proposed solution in the adjacent column, needs to have been arrived at by developing a requirement statement. i.e. A statement of “<i>what</i>” needs to be achieved in order to overcome the weakness. This would be the “<i>objective</i>” and would provide the basis for deriving the solution which defines the “<i>how</i>”.</p> <p>e.g. For the above weakness this could be:</p> <ul style="list-style-type: none">• A convenient and reasonably priced means of facilitating access to the town centre whilst avoiding traffic congestion. This should recognize that it would be impractical to ban all traffic from the town centre.• An approach that would generate the necessary revenue to enable self funding.	<p>Residents Parking Priority. Other parking areas around the town centre, including the Maybird Centre, will be available free for two hours to all people living within the Inner Ring who obtain a specific identity badge. After two hours a significant charge will apply before 6 00 p.m. on all days. Visitors from outside the Inner Ring will incur significant charges in the town centre car parks whatever the duration of parking</p> <p>Benefits. Financial Effect: Yes This will allow locals to shop in the town centre free for a reasonable amount of time, removing the car parking advantage of the Maybird Centre. Together with improved Park and Ride facilities for visitors this will encourage more business into the town centre and relieve traffic congestion centrally. Visitors who wish to pay for the privilege of parking in the town centre will help to defray the loss of revenue from parking charges. Given a frequent enough Park and Ride service, then this may reduce on street parking by people working in Stratford</p>
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