

Supporting
Evidence – Hot
Food Takeaways

Maltby Neighbourhood
Plan 2017 - 2028

September 2022

1.0 Introduction

This paper sets out the background and evidence supporting the policy approach to hot food takeaways set out in the draft Maltby Neighbourhood Plan. It draws on evidence from a range of sources, including from Rotherham MBC

2.0 Background

The Town and Country Planning Use Classes Order (as amended) sets out separate classes of use for different activities and specifies the uses for which planning permission is or is not required.

Establishments, whose primary business is for the sale of hot food for consumption off the premises, fall within an Sui Generis Class. This includes uses such as fish and chip shops, pizza shops, Indian, Chinese or other takeaway shops and drive through premises.

3.0 NATIONAL STUDIES AND POLICY CONTEXT

Tackling obesity: empowering adults and children to live healthier lives (July 2020)¹ This study identified healthy weight and obesity as a priority area for Government. It stated that “Tackling obesity is one of the greatest long-term health challenges this country faces”. In its response to the crisis, it unveiled a new campaign, the PHE’s Better Health Campaign, which is a call to action to individuals to take steps to move towards a healthier weight. It notes that two-thirds of adults are above a healthy weight and, of these, half are living with obesity. Additionally, 1 in 3 children leaving primary school are already overweight and 1 in 5 are living with obesity.

Further, this report acknowledges the contribution of takeaway meals to these figures. The report discloses that on average the portions of food or drink that people eat out or eat as takeaway meals contain twice as many calories as their equivalent bought in a shop. Further, the report suggests, the food eaten outside the home makes up 20 to 25% of adult calorie intake.

Healthy People, Healthy Places 2013². In November 2013 Public Health England (PHE) launched Healthy People, Healthy Places. The programme aims to ensure that: ‘health, wellbeing and inequalities are addressed in planning and development of the built environment.’

The healthy people, healthy places briefing “Obesity and the environment: regulating the growth of fast-food outlets” highlights that improving the quality of the food environment around schools has the potential to influence children’s food-purchasing habits, potentially influencing their future diets.”

¹ [Tackling obesity: empowering adults and children to live healthier lives - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/news/tackling-obesity-empowering-adults-and-children-to-live-healthier-lives)

² <https://www.gov.uk/government/news/healthy-people-healthy-places-building-a-healthy-future>

It notes that action on the food environment is supported by the NICE public health guidance, 'Prevention of Cardiovascular Disease', which recommends encouraging planning authorities "to restrict planning permission for takeaways and other food retail outlets in specific areas (for example, within walking distance of schools)".

Using the planning system to promote healthy weight environments (February 2020)³

Published by Public Health England, the report details the financial implications of the obesity crisis. It estimates that the NHS in England spent £5.1 billion on overweight and obesity-related ill-health in 2014 to 2015. It also reports that the cost to local government in England is £0.35bn in obesity related social care costs and to the wider UK economy, £27bn.

As well as the financial cost, the report points to the local environment in which people live, play and work as a contributing factor to excess calorie consumption. It advocates the use of planning and design of the environment to address obesity by helping people access and choose healthier food options on the high streets, around schools and in town centres. The report contains a broad range of sources demonstrating the link between exposure to takeaway outlets, and the promotion of unhealthy diet and obesity. It describes the Planning Practice Guidance as being supportive of the use of exclusion zones, to limit the proliferation of certain unhealthy uses, such as takeaway food outlets, within specified areas such as proximity to schools and in areas of deprivation and high obesity prevalence. It also recommends active travel and environments, access to open green spaces and provision of allotments.

Childhood obesity: a plan for action, chapter 2 (2018)⁴ Published by the Department of Health & Social Care (DHSC), this publication warns that childhood obesity is one of the biggest health problems this country faces. They report that nearly a quarter of children in England are obese or overweight by the time they start primary school aged five, rising to one third by the time they leave aged 11. These statistics, the publication warns, mean that the UK is now ranked among the worst in Western Europe for childhood obesity.

The report sets an ambitious goal to halve childhood obesity and significantly reduce the gap in obesity between children from the most and least deprived areas by 2030. Recommendations are spread across five areas:

- Sugar reduction
- Calorie reduction
- Advertising and promotion
- Local Areas
- Schools

The report also recognises the part that national resources and interventions will play to help local authorities to use their powers. The report quotes National Planning Practice Guidance which outlines the role that planning can have in reducing obesity by limiting over-concentration

³ [Using the planning system to promote healthy weight environments \(publishing.service.gov.uk\)](https://publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/431242/using-the-planning-system-to-promote-healthy-weight-environments.pdf)

⁴ [childhood-obesity-a-plan-for-action-chapter-2.pdf \(publishing.service.gov.uk\)](https://publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/431242/childhood-obesity-a-plan-for-action-chapter-2.pdf)

of fast food takeaways, particularly around schools. However, DHSC report that local leaders describe difficulties in using planning powers in a local context and to this end are developing resources to support local authorities use their powers as well as helping set out the economic business case for a healthy food environment.

What Good Healthier weight for all ages looks like, Public Health England (PHE) (2019)⁵

This document recognises the complex factors associated with obesity including environment, behaviour, biology, physiology and society and culture. It posits that by creating a healthier food environment people will be supported in choices to eat a healthy diet. It advocates a long-term, system-wide approach which places solutions to obesity centre stage in the community through a “better local environment (e.g. improving the built environment, accessibility of healthier food, and restricting access to less healthy food).” This PHE document encapsulates its goals in a vision including the aim that “We want current and future generations to live in a local environment that promotes a healthier weight and wellbeing as the norm.” Amongst the levers recommended to achieve this is promoting diverse high streets, encouraging local food businesses to provide healthier choices and restricting the proliferation of fast-food takeaways.

Promoting healthy weight in children, young people and families: A resource to support local authorities (2018)⁶

This suite of resources provides evidence-based actions for a range of council departments. Specifically, it addresses the influence that can be exerted through planning on providing healthier environments drawing on the known link between planning and health as referenced throughout the National Planning Policy Framework (NPPF) as well as the ever-increasing body of research which indicates that the lived environment is inseparably linked to health across the whole life course.

It focuses on the link between children living in deprived areas and obesity and the strong body of evidence linking the availability of fast-food outlets and increasing levels of area deprivation. It therefore puts forward as an action of “making full use planning powers to restrict the growth of hot food takeaways near schools and in town centres.” It quotes the success achieved by councils through the development of food polices and supplementary planning documents forming an objective of restricting the number of fast-food outlets located near schools.

The Association of Directors of Public Health Policy Position: Obesity (2019)⁷

This document reports that by 2035 almost three in four adults in the UK will be overweight or obese, and over the next twenty years rising levels of obesity could lead to an additional 4.62 million cases of type 2 diabetes, 1.63 million cases of coronary heart diseases and 670,000 new cases of cancer. It reports on the unacceptable levels of childhood obesity in England, with 9.5% of children being obese and 12.8% being overweight when they start school. By the age of 10-11 these figures rise to 20.1% and 14.2% respectively. The report reiterates the impact of being overweight or obese on quality of life, mental health and body image as well as increasing the risk of developing chronic conditions. Obesity, it continues, exacerbates bullying and stigma in both children and adults.

⁵ <https://www.adph.org.uk/wp-content/uploads/2019/07/What-Good-Healthy-Weight-Looks-Like.pdf>

⁶ [Promoting healthy weight in children, young people and families: A resource to support local authorities](#)

⁷ [ADPH-Position-Statement-Obesity-2019.pdf](#)

Amongst its recommendations, the ADPH suggests that “The Government should provide local authorities with the powers and resources needed to act on obesity. Alongside increased investment in public health, this should include investment in active travel, and giving local authorities and communities the flexibility to respond to obesity challenges through increased powers over licensing, planning and shaping the local environment.”

Local Government Association, Tipping the scales; Case studies on the use of planning powers to restrict hot food takeaways (2015)⁸ This piece of work brings together a series of case studies of local authorities that have used their planning powers to affect an impact on levels of obesity in their community. It frames this within evidence that shows higher concentrations of fast-food outlets lead to higher levels of obesity and, further, such concentrations are greatest in areas of higher deprivation. It also quotes evidence that the type of food on sale nearest to schools may influence the diet of schoolchildren. Linked to this latter statement the research also suggests that people exposed to the highest number of takeaways are “80 per cent more likely to be obese and 20 per cent more likely to have a higher Body Mass Index than those with the lowest number of encounters.”

It also urges local authorities to use their planning powers within wider healthier eating campaigns. However, it cautions that any attempts to increase activity or expose people to healthier diets will be undermined by unhealthy foods readily available in the proximity of any positive initiatives.

Takeaways Toolkit 14 (2012)⁹. Published by the London Food Board and Chartered Institute of Environmental Health on behalf of the Mayor of London, this notes that fast food takeaway diets can be a contributing factor in the rise of childhood obesity and other major health problems. It identifies that:

- Diet has changed markedly over the past two decades and one of the major changes has been more food eaten outside the home.
- Dietary change has included greater demand for fast food takeaways which frequently produce meals such as fried chicken and chips, which are high in fat, saturated fat and salt and low in fibre, fruit and vegetables.
- Fast food outlets are proliferating, with some evidence suggesting a correlation between increased density and deprivation.
- The increase in fast food outlets will be a contributory factor in the growth of the obesogenic environment.
- There are particular concerns about the impact of fast food takeaways close to schools.
- Diets high in sugar, fat, saturated fat, salt and low in fruit and vegetables are a major contributor to health problems including obesity, cardiovascular disease, type 2 diabetes, stroke and some cancers.
- Such ‘junk food’ diets may also be a major factor in low levels of some micronutrients in children’s diets.

⁸ [Tipping the scales: case studies on the use of planning powers to restrict hot food takeaways \(local.gov.uk\)](https://www.local.gov.uk/sites/default/files/tipping_the_scales_case_studies_on_the_use_of_planning_powers_to_restrict_hot_food_takeaways.pdf)

⁹ <https://www.london.gov.uk/sites/default/files/takeawaystoolkit.pdf>

- Fried fast food may contain unacceptable levels of trans fats, which significantly increase risk of cardiovascular disease.
- There is growing concern that ‘junk food’ diets contribute to children’s negative behaviours

It highlights that any case for action should be built on an understanding of the local area and the health needs of the local population, using quantitative and qualitative information.

Associations between exposure to takeaway food outlets, takeaway food consumption, and body weight in Cambridgeshire, UK: population based, cross sectional study. March (2014)¹⁰. This research builds upon the evidence above. This found that exposure to takeaway food outlets in home, work, and commuting environments combined was associated with marginally higher consumption of takeaway food, greater body mass index, and greater odds of obesity. Referring to other initiatives seeking to alter the geography of food availability to promote healthier choices it notes that “Our findings can therefore contribute to public policy, tentatively suggesting that such initiatives might help to reduce both takeaway consumption and body weight. Such interventions could be more effective if focused on work neighbourhoods, although environmental change in one setting may lead to behaviour change in another. For example, a person may adapt their commuting route to work” (page 5).

Promoting healthy eating in Lambeth – focusing on the impact on health of hot takeaway fast food outlets. March (2013)¹¹. A number of evidence base documents have been produced around the country to support local planning policies on hot food takeaways. These often compile existing data from a range of sources. An example of this is the above document produced by Lambeth Public Health Team / NHS Lambeth. Whilst it provides local data not relevant to Rotherham, it indicates the broader concerns around obesity, health and access to fast food takeaways.

Of particular interest are the appendices which provide a review of evidence regarding fast food outlets. This includes:

- A summary of a review of research studies on fast foods outlets proximity to schools and obesity levels.
- Evidence review from meta-analysis studies of fast food outlets.
- National, regional and local policy drivers for restricting fast food outlets.

The Chartered Institution of Highways and Transportation publication “Guidelines for Providing for Journeys on Foot (2000)”¹². This points out that acceptable walking distances will vary depending on various factors including individual fitness, deterrents to walking, journey purpose and so on. However, it suggests an average walking speed of 1.4m/s equates to approximately 400m in five minutes. Whilst access to takeaways is not specifically addressed the desirable walking distance to town centres is identified as 200m, the acceptable distance is 400m and the preferred maximum distance is 800m. It is recognised that some have

¹⁰ <https://www.bmj.com/content/348/bmj.g1464>

¹¹ Promoting healthy eating in Lambeth – focusing on the impact on health of hot takeaway fast food outlets. March 2013

¹² <http://tranterconsultores.com/wp-content/uploads/2016/10/PROVEYENDO-A-PEATONES.pdf>

identified 400m as a 10 minute walking distance, however other evidence indicates that pupils and students may travel further than this to access takeaways (Takeaways Toolkit, p32).

Other neighbourhood plans. That Neighbourhood Plans can seek to regulate hot foot takeaways where locally justified has been confirmed through the number of Neighbourhood Plans that contain such policies. These include Rossington and Edlington Neighbourhood Plans in Doncaster and Dinnington St John's Neighbourhood Plan in Rotherham (areas that shares many social, economic and health characteristics with Maltby) have implemented similar policies (see Policy STC5 Hot Food Takeways in the approved Dinnington St John's Neighbourhood Plan).

4.0 LOCAL DATA AND EVIDENCE

Public Health Strategy for Rotherham (2007)¹³. The Public Health Strategy for Rotherham prepared by the Primary Care Trust and Rotherham Council identifies key aims of prevention of ill health, protection of health and health promotion. Its objectives and actions include creating jobs, reducing deprivation, improving education and adult learning, tackling health inequalities and obesity, reducing crime and accidents, ensuring equal access to services for all communities, building cohesive communities and ensuring decent housing.

Rotherham's Joint Strategic Needs Assessment (2022)¹⁴ The Local Government and Public Involvement in Health Act (2007) placed a duty on local authorities and the NHS to undertake Joint Strategic Needs Assessments (JSNAs). A JSNA details the needs of the local population to guide the provision and commissioning of services, particularly those related to health and social care The Health and Social Care Act 2012 transferred this responsibility to new Health and Wellbeing Boards. JSNAs provide important evidence used to identify priorities for Health and Well-being Strategies

The 2022 JSNA identified the need for health and social care agencies to work effectively with the community in order to promote healthier lifestyles e.g. changing their patterns of exercise, diet, smoking and alcohol consumption. It noted that weight management and smoking cessation services, designed to increase healthy life expectancy, have the potential to substantially reduce demand on services in later life. Evidence suggests that early preventative initiatives have a lasting impact on community service users.

Rotherham Joint Health and Wellbeing Strategy (2022)¹⁵. The refreshed 2022 Strategy highlighted high obesity rates and high levels of lifestyle risks – alcohol, smoking, substance misuse and obesity as key issues to address. This is reflected in the priorities, including priority 4, which seeks the following outcome: “People in Rotherham will be aware of health risks and be able to take up opportunities to adopt healthy lifestyles.” The strategy highlights that the health of people in Rotherham is generally poorer than the England average and the

¹³ <https://moderngov.rotherham.gov.uk/documents/s14386/Public%20Health%20Strategy%20Appndx.pdf>

¹⁴ [Homepage – Rotherham Data Hub](#)

¹⁵ [Rotherham Joint Health and Wellbeing Strategy.pdf](#)

prevalence of excess weight has been increasing over time, both locally and nationally. The report also reveals that Rotherham has a higher prevalence of excess weight than the national average. Key statistics include:

- 26.6% of reception age children were overweight or obese in 2019/20, compared to 23.0% nationally
- 37.9% of Year 6 children were overweight or obese in 2019/20, compared to 35.2% nationally
- 72.9% of adults in Rotherham overweight or obese in 2019/20, compared to 62.8% nationally – this equates to around 150,000 adults in Rotherham with excess weight

Aim 1 of the strategy is that all children get the best start in life and achieve their full potential whilst specific objectives include reducing the number of people who are overweight and obese and developing a borough that supports a healthy lifestyle.

With regard to Maltby East MSOA, it shows that children with excess weight (overweight and obese) in reception year 2017/18 to 2019/20 was 31.48%, the highest across all Rotherham MSOAs. For year 6 children across the same period the rate was 40.8%, the 6th highest of 33 MSOAs for year 6 prevalence¹⁶.

Fast food outlets, by Local Authority (2017)¹⁷. Data published by Public Health England on fast food outlets and the number of outlets in each local authority:

The density of takeaways in England is 96.1 per 100,000 population and Rotherham slightly higher at 98.4 per 100,000 population. Maltby has a population of 12,430 (ONS, 2021)¹⁸ and has 20 hot food takeaways (PHE, 2017)¹⁹. The density of takeaways in Maltby is 160.90 per 100,000 population. For the population of the ward, you would only expect to see 12 takeaways based on the England density.

The report also states that there “*is a growing body of evidence on the association between exposure to fast food outlets and obesity, although some studies show mixed results*”. Adding, “*There is strong evidence linking the availability of fast-food outlets and increasing level of area deprivation*”.

National Child Measurement Programme (NCMP) Local Authority Data²⁰. The National

¹⁶ [Small geographies – Rotherham Data Hub](#)

¹⁷ Public Health England, 2018, Fast Food Outlets; Density by Local Authority in England. <https://www.gov.uk/government/publications/fast-food-outlets-density-by-local-authority-in-england> [Accessed 06/12/21]

¹⁸ Office of National Statistics, 2nd November 2021, Ward Level Population Estimates. <https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationestimates/datasets/wardlevelmidyearpopulationestimatesexperimental> [Accessed 28/06/22]

¹⁹ Public Health England, 2018, Fast Food Outlets; Density by Local Authority in England (Metadata). <https://www.gov.uk/government/publications/fast-food-outlets-density-by-local-authority-in-england> [Accessed 06/12/21]

²⁰ <https://digital.nhs.uk/services/national-child-measurement-programme/>

Child Measurement Programme (NCMP) measures the height and weight of over one-million children aged 4-5 and 10-11 years in each primary school in England. NCMP data from 2016/2017 to 2018/2019 is available.

It also shows that the prevalence of obesity in Year 6 children is one of the highest in the Yorkshire and Humber Region, and that between 2006 and 2013 the overall trend shows obesity in Year 6 children increasing over time, with between 2006 and 2014 significantly worse than the England average in 5 and 8 years of data collection.

Evidence gathered as part of the preparation of the Rotherham Local Plan. This looked at the proliferation of A5 premises within town and district centres (as identified in the Core Strategy) in 2014. At about 10% Maltby showed the joint second (with Parkgate) highest concentration of A5 units as a percentage of all ground floor units of the ten centres surveyed, after Thurcroft (12%).

5.0 SUMMARY AND CONCLUSIONS

This report aims to provide Maltby Town Council with evidence to support the choices in formulating the policy in the Maltby Neighbourhood Plan with regard to Hot Food Takeaways.

It has been prepared using national and local information from Rotherham MBC and a range of other sources and studies.

It indicates that hot food takeaway premises can be beneficial by providing a service for local communities and contributing to the vitality and viability of town and local centres by providing complementary services, for example. However, high concentrations of such uses can have a detrimental impact through issues such as litter, noise and general disturbance, parking and traffic problems and impact on health and well-being.