



Takeaway planning policy in the UK: Evidence, precedent and local data

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About CEDAR

The *Centre for Diet and Activity Research (CEDAR)*:

- studies the factors that influence dietary and physical activity related behaviours
- develops and evaluates public health interventions
- helps shape public health practice and policy

CEDAR is a partnership between the University of Cambridge, the University of East Anglia and MRC Units in Cambridge.

It is one of five Centres of Excellence in Public health Research funded through the *UK Clinical Research Collaboration*.



Background

- Obesity is highly prevalent, and inequalities persist
- £28bn spent annually on takeaway food in Great Britain
- £9 average spend per week on food away from home
- 29% increased out of home food expenditure in last decade
- 1 in 6 meals now consumed out of home
- Regular takeaway visits and frequent takeaway consumption associated with excess weight gain over time
- **Is takeaway consumption linked to takeaway food outlet access?**

Duh! Cambridge scientists link takeaways with obesity

■ GARETH MCPHERSON

It probably won't come as a surprise to many, but Cambridge scientists have found that people surrounded by takeaways eat more junk food and are more likely to be obese than those who are not.

The eating habits of 5,442 adults from Cambridgeshire were studied for a Medical Research Council paper published in the *British Medical Journal* – and the results may encourage politicians to try and restrict the number of takeaways in neighbourhoods.

It found that those living and working near takeaways, as well those who encounter fast food on their commute, are almost twice as likely to be obese, with takeaways around workplaces causing the most problems.

Dr Thomas Burgoine, lead author of the study from the UK's centre for diet and activity research, based in the MRC's epidemiology unit at Cambridge University, said:

"The foods we eat away from home tend to be less healthy than the meals we prepare ourselves, so it is important to consider how exposure to food outlets selling these high calorie foods in our day-to-day environments might be influencing consumption.

"Our study provides new evidence that there is some kind of relationship between the number of takeaway food outlets we encounter, our consumption of these foods, and how much we weigh.

"Of course this is likely to be just one of a number of factors that contribute to a person's risk of developing obesity. However, our findings do suggest that taking steps to restrict takeaway outlets in our towns and cities, particularly around workplaces, may be one way of positively influencing our diet and health."

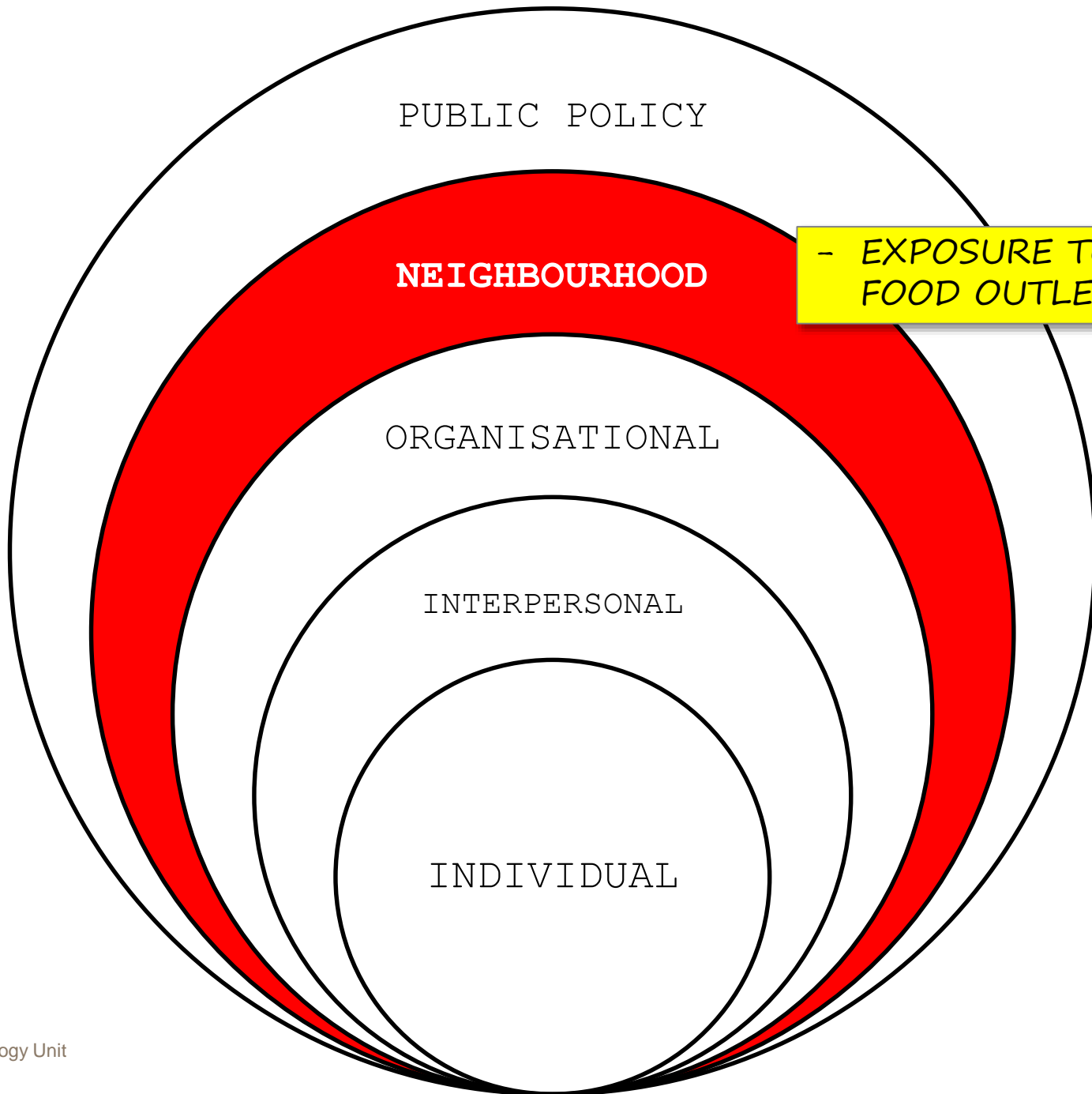
Researchers examined how

much takeaway food people ate using questionnaires for foods such as pizza, burgers, fried food and chips. They also measured people's body mass index (BMI) as a measure of their weight.

Professor Jill Pell, chairman of the MRC's population health sciences group, said this type of research will provide "robust evidence" to tackle obesity. She added: "To date, studies examining the link between the neighbourhood food environment and diet and body weight have provided mixed results, which is why it's important that we continue to study these relationships."

In a *BMJ* editorial, senior research scientist Kathryn Neckerman said it is unclear what impact restricting takeaway restaurants would have and added: "In a kind of nutritional 'whack-a-mole', closing takeaway outlets might lead other retailers to expand their offerings of unhealthy food."





PUBLIC POLICY

NEIGHBOURHOOD

- EXPOSURE TO
FOOD OUTLETS

ORGANISATIONAL

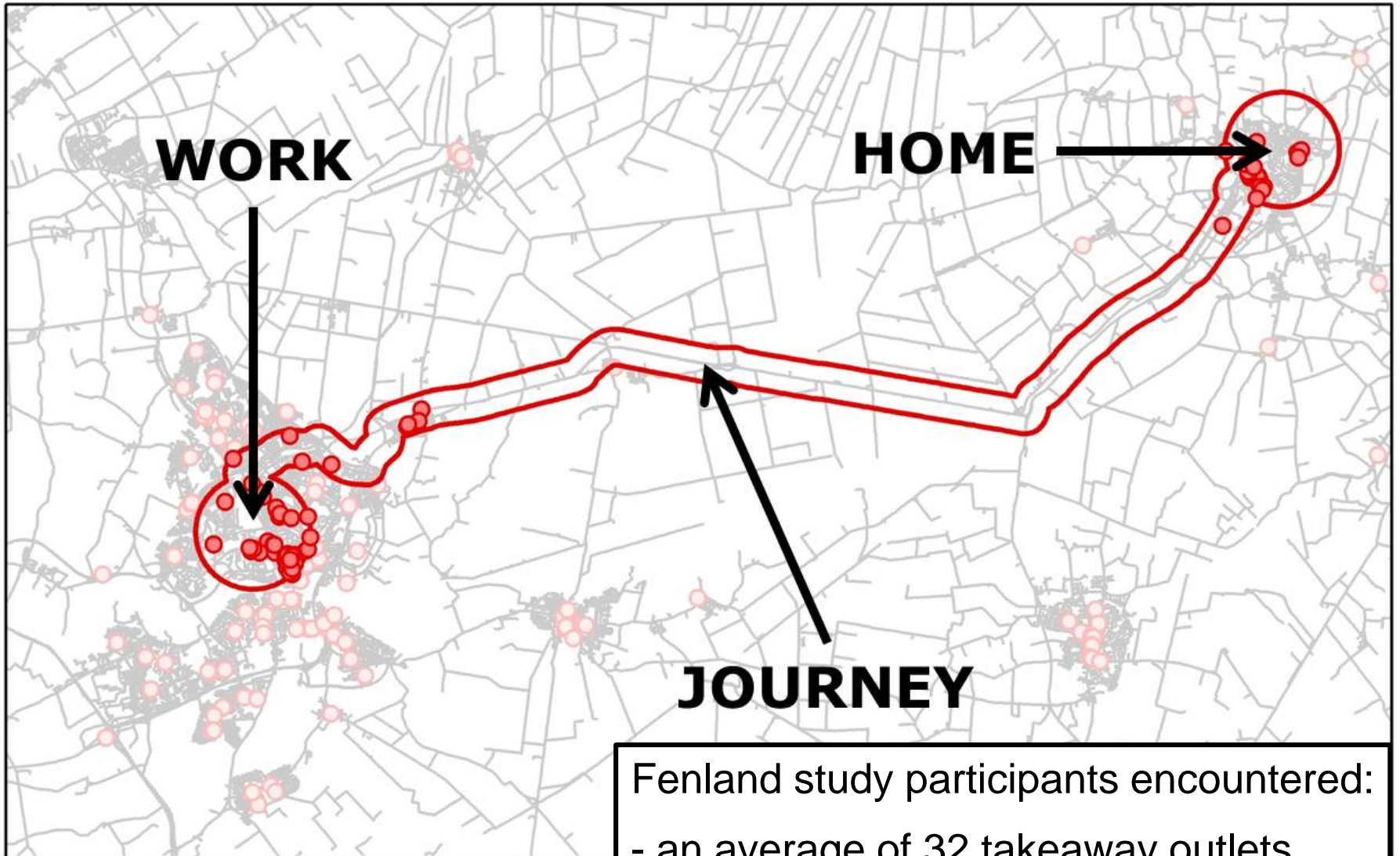
INTERPERSONAL

INDIVIDUAL

It's all in the detail

- Evidence base for 'effects' of pretty much all food environment influences on related outcomes is equivocal
- Which means there is no systematic review that can quantify the overall 'effect' of takeaway access on diet / weight / health
- There are many reasons why this might be...
- Concepts, methods, data, analytical techniques, which together allow better study of environmental effects, are developing rapidly.
- Policymaking should be based on the best available evidence

Evidence

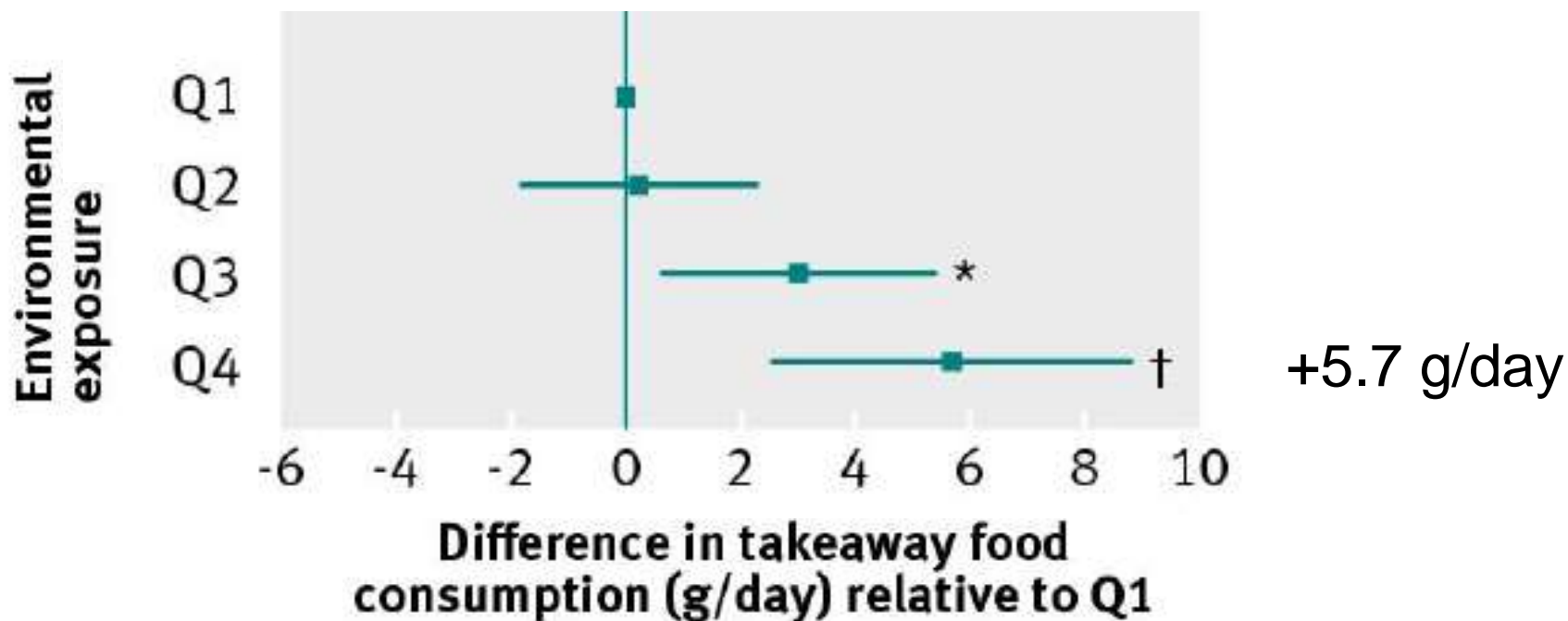


Fenland study participants encountered:

- an average of 32 takeaway outlets
- up to as many as 165 outlets
- majority of outlets away from home

Takeaway exposure and takeaway consumption

Fenland Study data, n=5,442



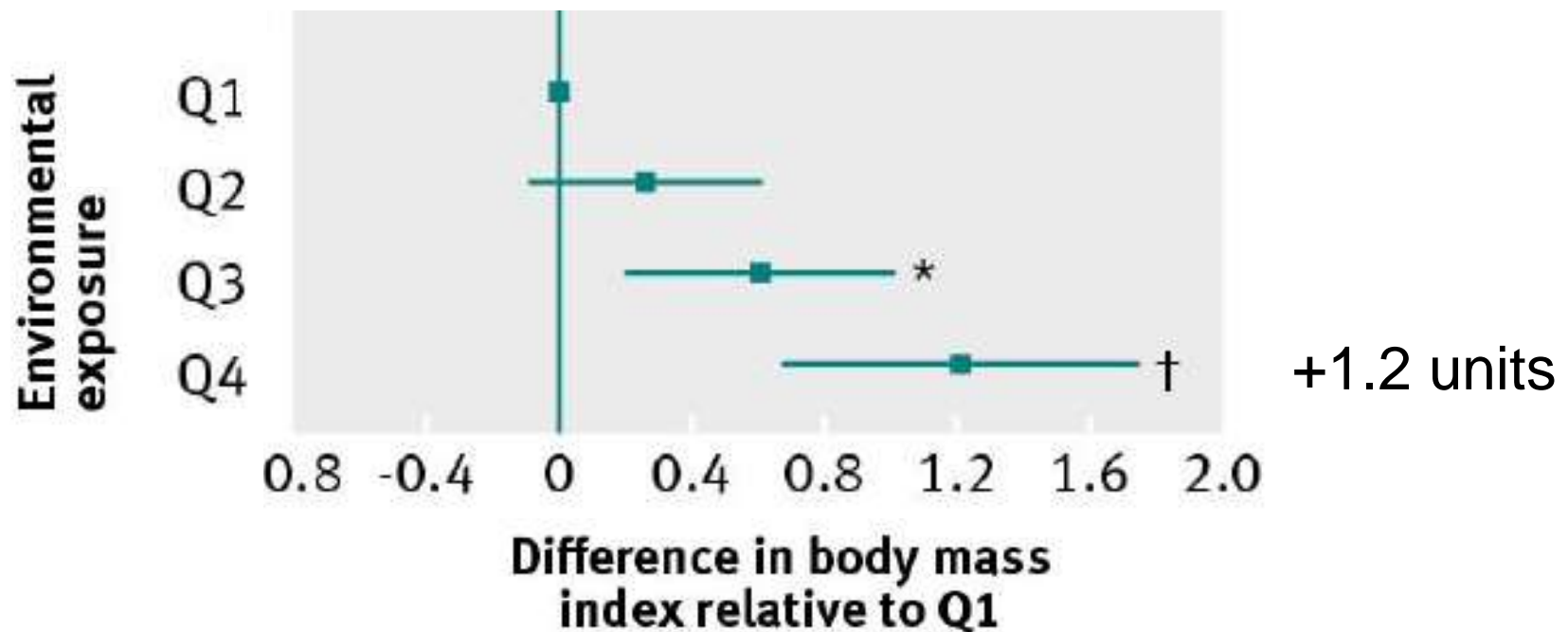


40g per week

>2kg per year

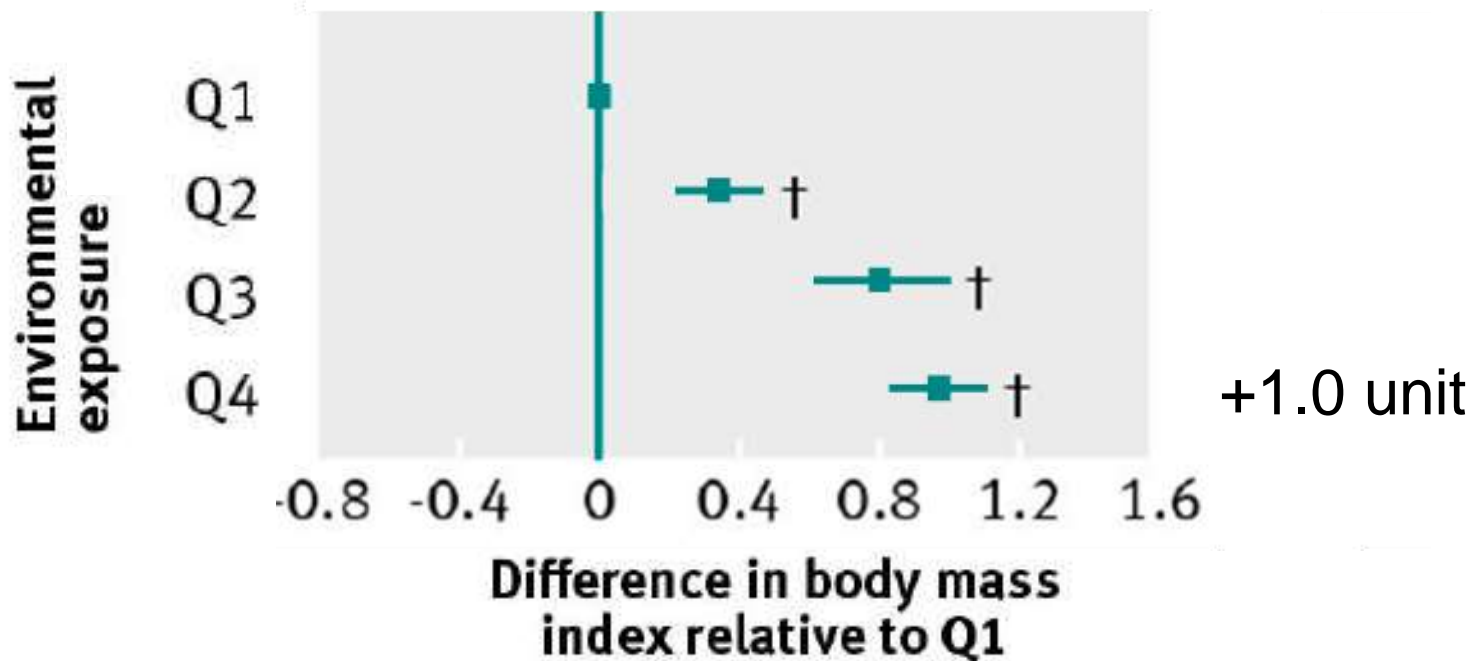
Takeaway exposure and body weight

Fenland Study data, n=5,442

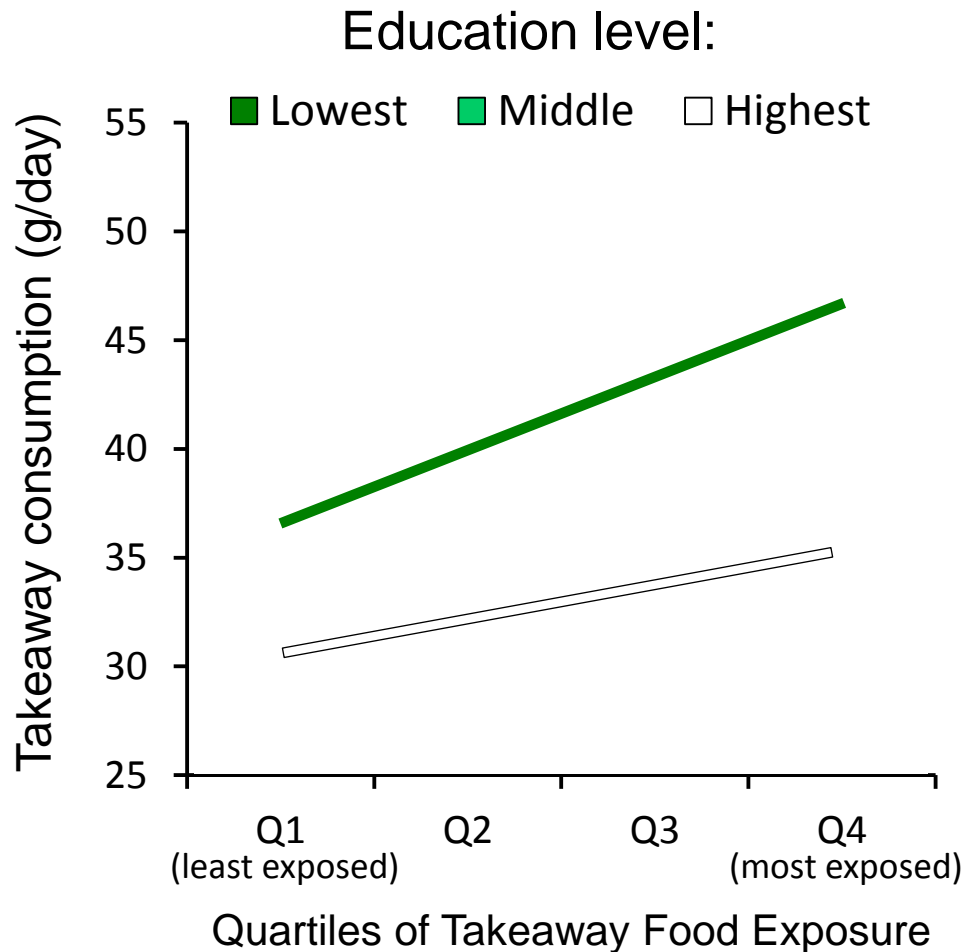


Takeaway exposure and body weight

Greater London UK Biobank data, n=51,361



Groups of lower socioeconomic status may be more vulnerable to unhealthy environments



Evidence for effects on children

- Researchers have focussed on schools but this is a challenge
- Objective evidence linking takeaway exposure to diet is lacking
- Nevertheless, children are extremely price sensitive and perceive school meals to be poor value for money and poor quality
- Takeaway foods are cheap and served in large portions
- Takeaway foods are marketed towards and discounted for children e.g. special lunch time deals
- Takeaways are important social spaces; they're also cool
- Takeaways are clustered around schools



HOME'S

WIKTORIA'S

SPIRES FOR HOME MADE BREAD

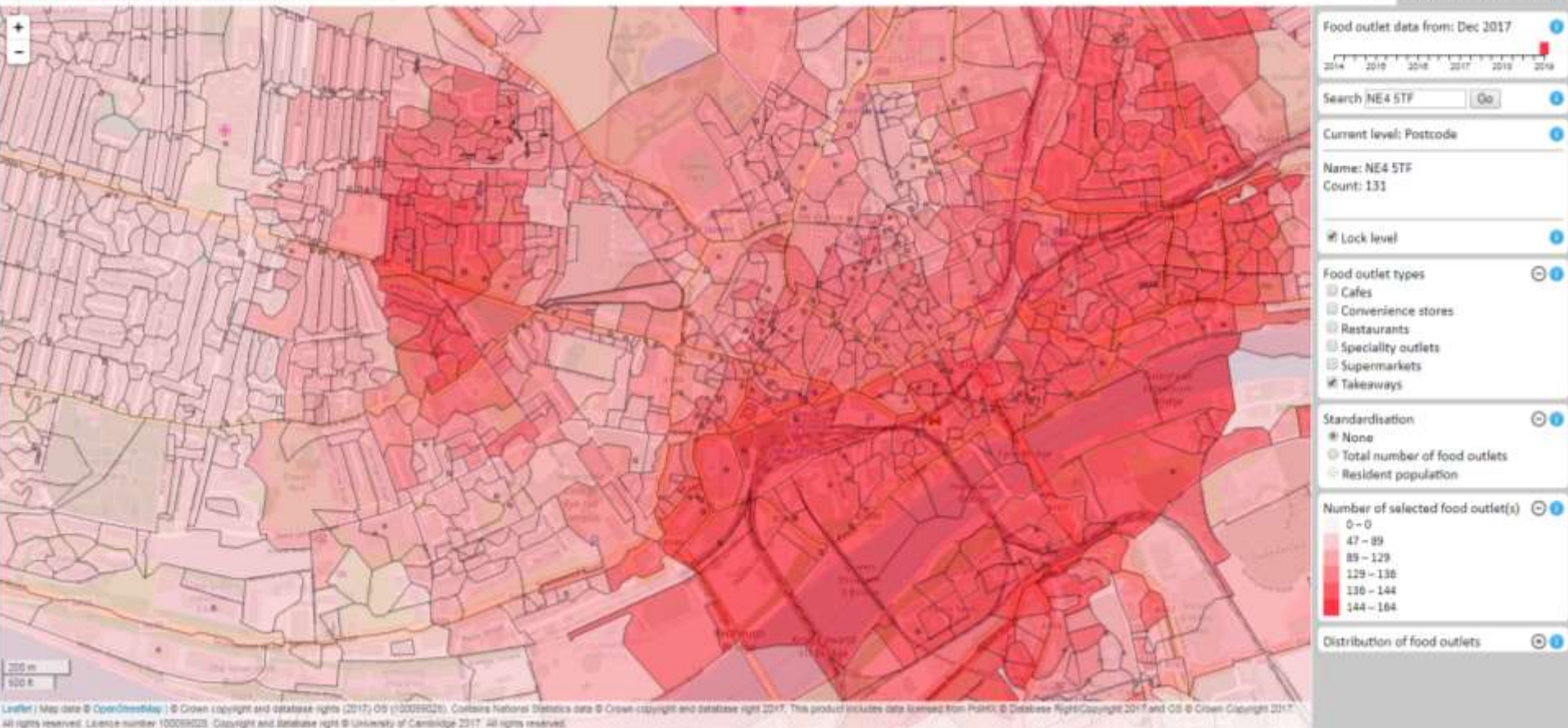
AFC



of all eateries*
in England are
fast food outlets



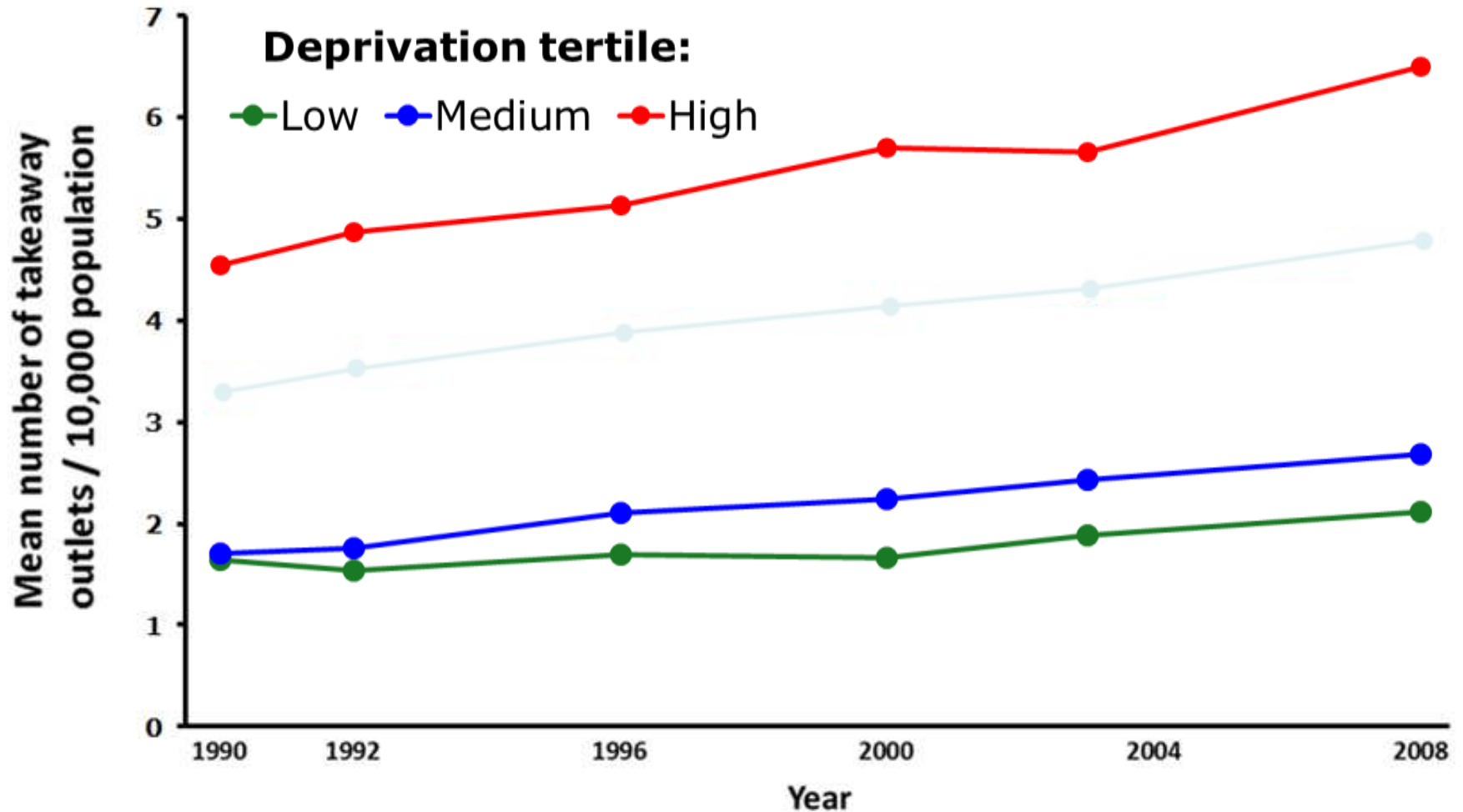
**Anywhere people are served food
– cafes, fast food outlets, restaurants etc.*



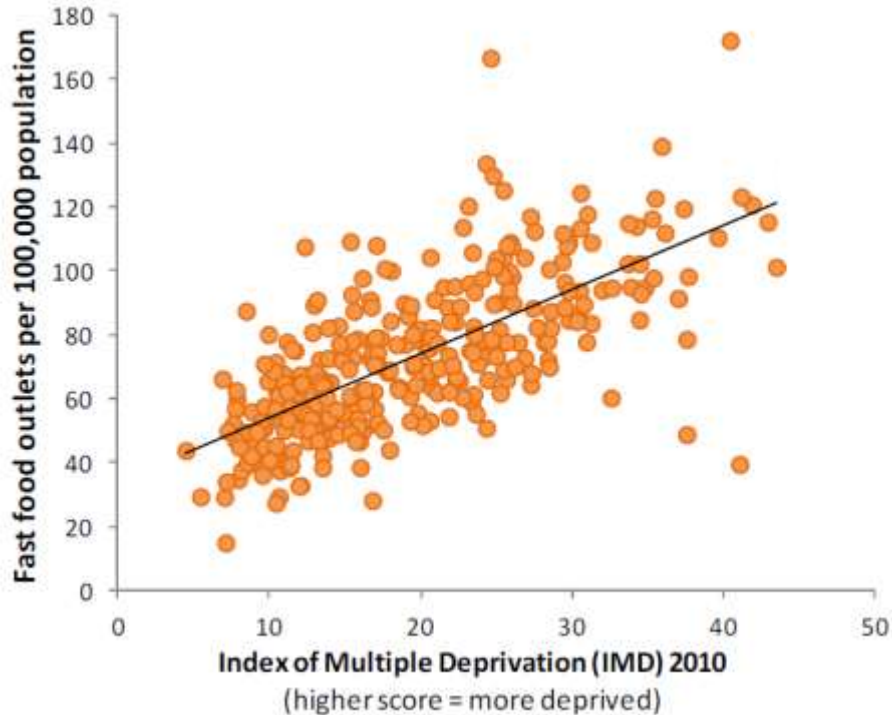
Food environment assessment tool (www.feat-tool.org.uk)

- Across England, 10% increase in takeaways over 5 years (now >59,000)
- 25% increase in some places (14% in Southampton)
- Takeaways are frequently >1/3 of all food retail (often 1/2)

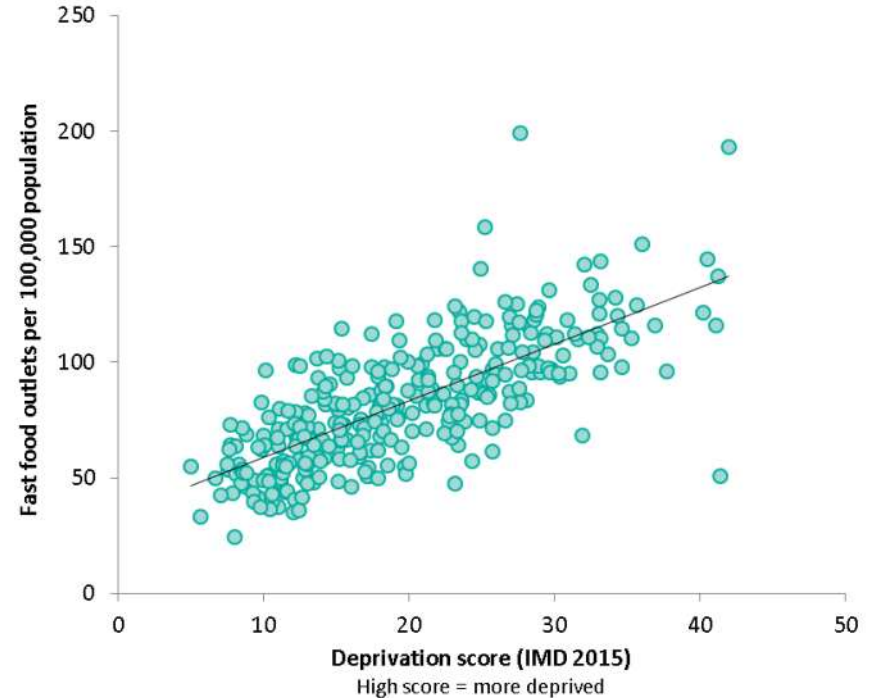
Takeaway proliferation in Norfolk (1990-2008)



Inequalities in takeaway exposure by deprivation



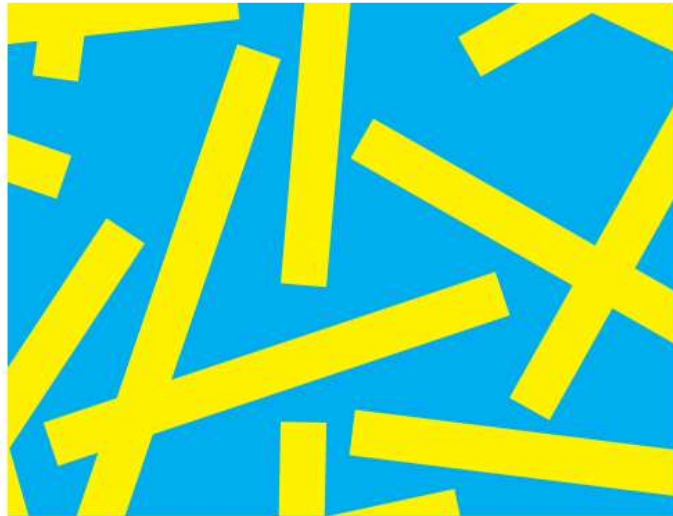
2012



2015

Precedent

Planning as a public health intervention?



TAKEAWAYS TOOLKIT

TOOLS, INTERVENTIONS AND CASE STUDIES
AUTHORITIES DEVELOP A RESPONSE
OF FAST FOOD TAKEAWAYS

NOVEMBER 2012



House of Commons
Health and Social Care
Committee

Childhood obesity: Time for action

Eighth Report of Session 2017–19

*Report, together with formal minutes relating
to the report*



Tipping the scales

Case studies on the use of planning
powers to limit hot food takeaways

ons

Planning guidelines

The NPPF makes it clear that LAs have a responsibility to promote healthy communities:

“Planning decisions should aim to achieve healthy...places which...enable and support healthy lifestyles...for example through the provision of...access to healthier food” (91(c))

Planning Practice Guidance (PPG) further highlights that use classes (e.g. A5) can be used to manage (target) different types of retail outlets.

Gateshead Council
Supplementary Planning Document 2015

Hot Food Takeaway Supplementary Planning Document



1. Locations where children and young people congregate

Planning permission will not be granted for A5 use within a 400m radius of entry points to secondary schools, youth centres, leisure centres and parks*.

*Parks are categorised as playing areas, Area parks over 5 hectares in size and Neighbourhood Open Spaces over 2 hectares in size.

2. Locations where there are high levels of obesity

Planning permission will not be granted for A5 use in wards where there is more than 10% of the year 6 pupils classified as obese.

3. Over proliferation

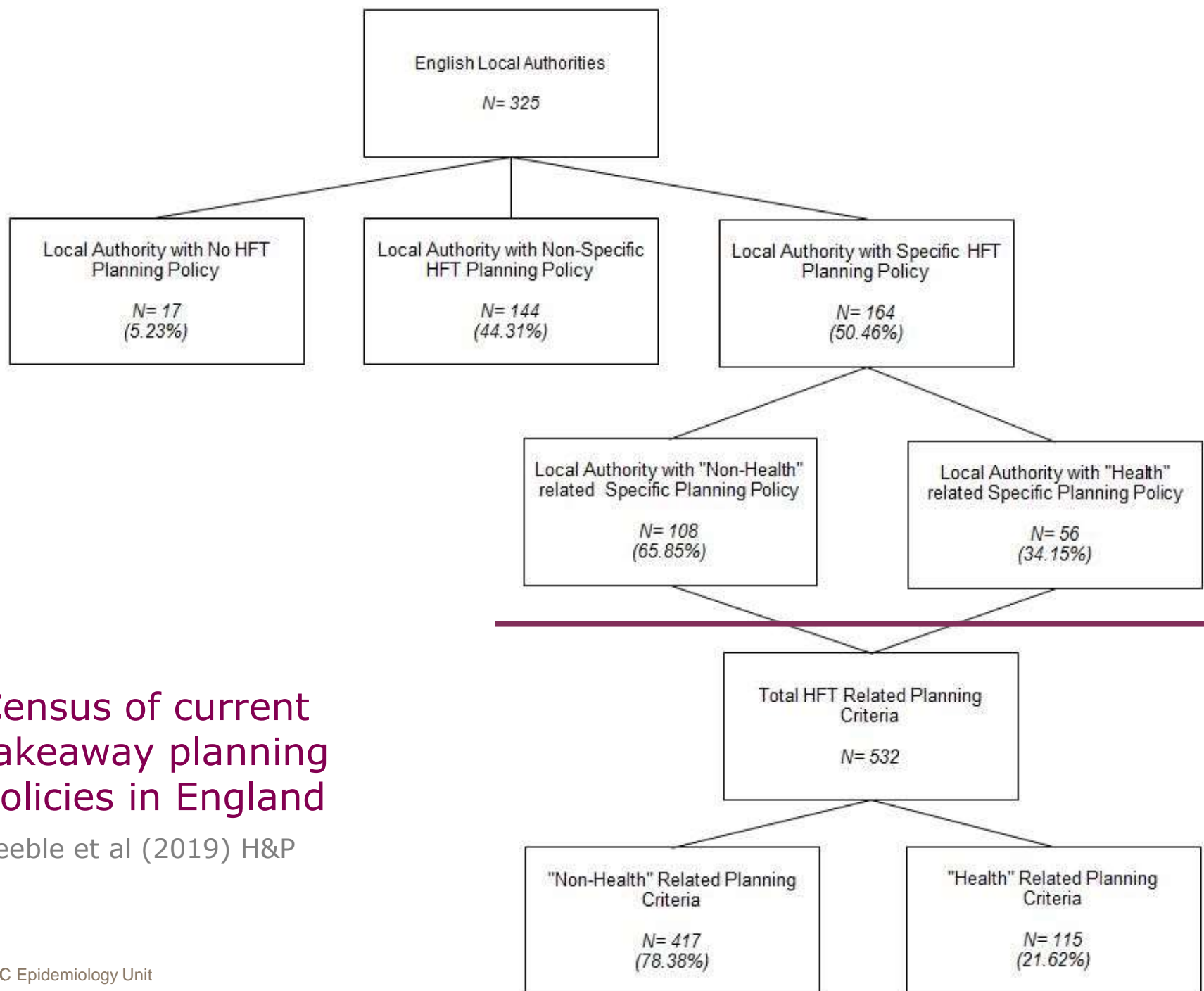
Planning permission will not be granted for A5 use where the number of approved A5 establishments, within the ward, equals or exceeds the UK national average, per 1000 population.

4. Clustering

Planning permission will not be granted for A5 uses where it would result in a clustering of A5 uses to the detriment of the character and function or vitality and viability of a centre or local parade or if it would have an adverse impact on the standard of amenity for existing and future occupants of land and buildings.

LA with policy

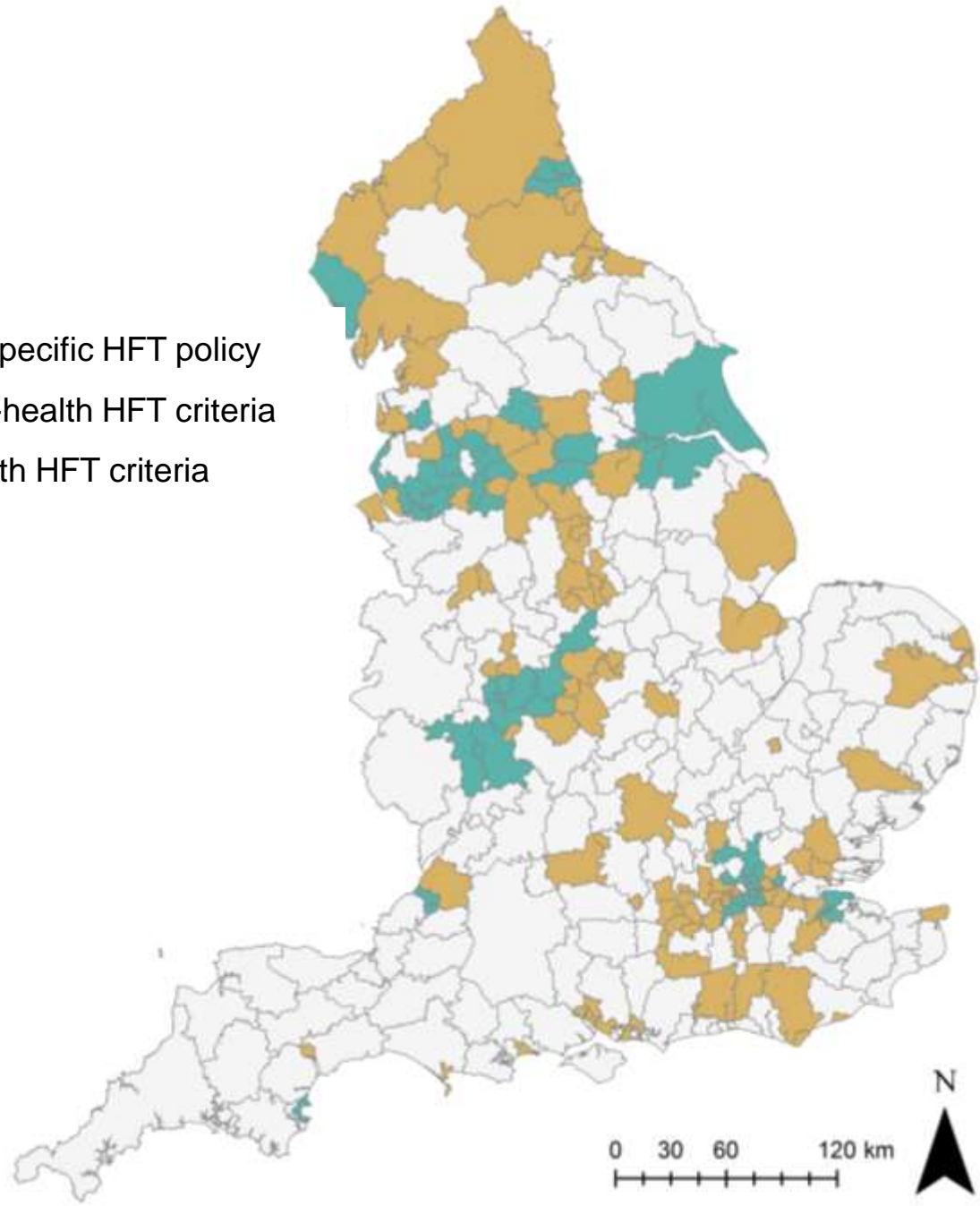
Policy considerations



Census of current takeaway planning policies in England

Keeble et al (2019) H&P

- No specific HFT policy
- Non-health HFT criteria
- Health HFT criteria



Map of current takeaway planning policies in England

Keeble et al (2019) H&P

ACTION

PLACE		Health	Non-Health	Health	Non-Health	Health	Non-Health	Health	Non-Health
All Areas Within a Local Authority Boundary	Criteria	3		3	6	13	146	13	33
	Local Authority	3		3	6	11	67	11	25
Immediate Vicinity of Proposed Hot Food Takeaway Site	Criteria					3	11		
	Local Authority					2	7		
Places for Children & Families	Criteria	33	1	1				7	
	Local Authority	33	1	1				7	
Retail Areas	Criteria		11	29	72	9	83		16
	Local Authority		10	18	64	7	65		13
Residential Areas	Criteria		1			1	31		6
	Local Authority		1			1	30		6
		Exclusion Zones		Limit Density		Minimise Impact & Protect Vicinity		Other Strategies	

STRATEGY

ACTION

PLACE		Health		Non-Health		Health		Non-Health		Health		Non-Health	
All Areas Within a Local Authority Boundary	Criteria	3		3	6	13	140	13	33				
	Local Authority	3		3	6	11	67	11	25				
Immediate Vicinity of Proposed Hot Food Takeaway Site	Criteria					3	11						
	Local Authority												
Places for Children & Families	Criteria	35											
	Local Authority	33											
Retail Areas	Criteria												16
	Local Authority												13
Residential Areas	Criteria			1		1	31		6				
	Local Authority			1		1	30		6				
		Exclusion Zones		Limit Density		Minimise Impact & Protect Vicinity		Other Strategies					

Distance or walking time based; *no new HFT within between 200-800m or 5-10 min of target place*

Target places include; nurseries, primary & secondary schools, colleges, madrassa's, advanced learning & further education centres, parks, leisure centres, youth centres & playing fields

Exclusion Zones may not apply within Retail Centre

STRATEGY

Key results

- Over half of local authorities have a takeaway planning policy
- In particular, takeaway planning regulations with a **health** focus are more common than we previously thought
- SPDs are just one option to influence health through the planning system (but they are most easily adopted and most used)
- The most common health based approach focuses on environments for children and families
- Tied to the perception of children as vulnerable

Precedent from the planning inspectorate at appeal

APP/C5690/A/14/2228987 Lewisham Way, London, SE4 1UY

An application was refused for a change of use from retail to a hot food takeaway within 400m of 4 primary schools. The decision went to appeal and was dismissed. The Inspector appreciated that, although the local policy did not prove a direct link between the proliferation of hot food takeaways and the causes of obesity it sought to manage the proliferation of hot food takeaways as a method of combating their impact on the health and wellbeing of the community, in particular children. Having regard to Lewisham Council's planning policy relating to the location of hot food takeaways, which seeks to limit access to unhealthy foods...the Inspector concluded that the hot food takeaway being proposed would materially harm the health and wellbeing of local residents.

Precedent from the planning inspectorate at adoption

The Planning Inspectorate *Report to the Mayor of London* Hot food takeaways (400-411)

“The causes of obesity and poor health are multi-faceted and complex, meaning that establishing a clear causal link to one particular factor is difficult if not impossible. However, national guidance is clear that planning policies can limit the proliferation of certain use classes in certain areas, and that regard should be had to locations where children and young people congregate including schools. There is clear evidence about relatively poor health amongst young people in London and high numbers of hot food takeaways. Thus, despite the difficulty there is in demonstrating a direct link between the proximity of A5 uses to schools and the consumption of unhealthy food, national guidance and common sense would suggest that, in principle, the approach set out in the Plan is justified”.

Local Data



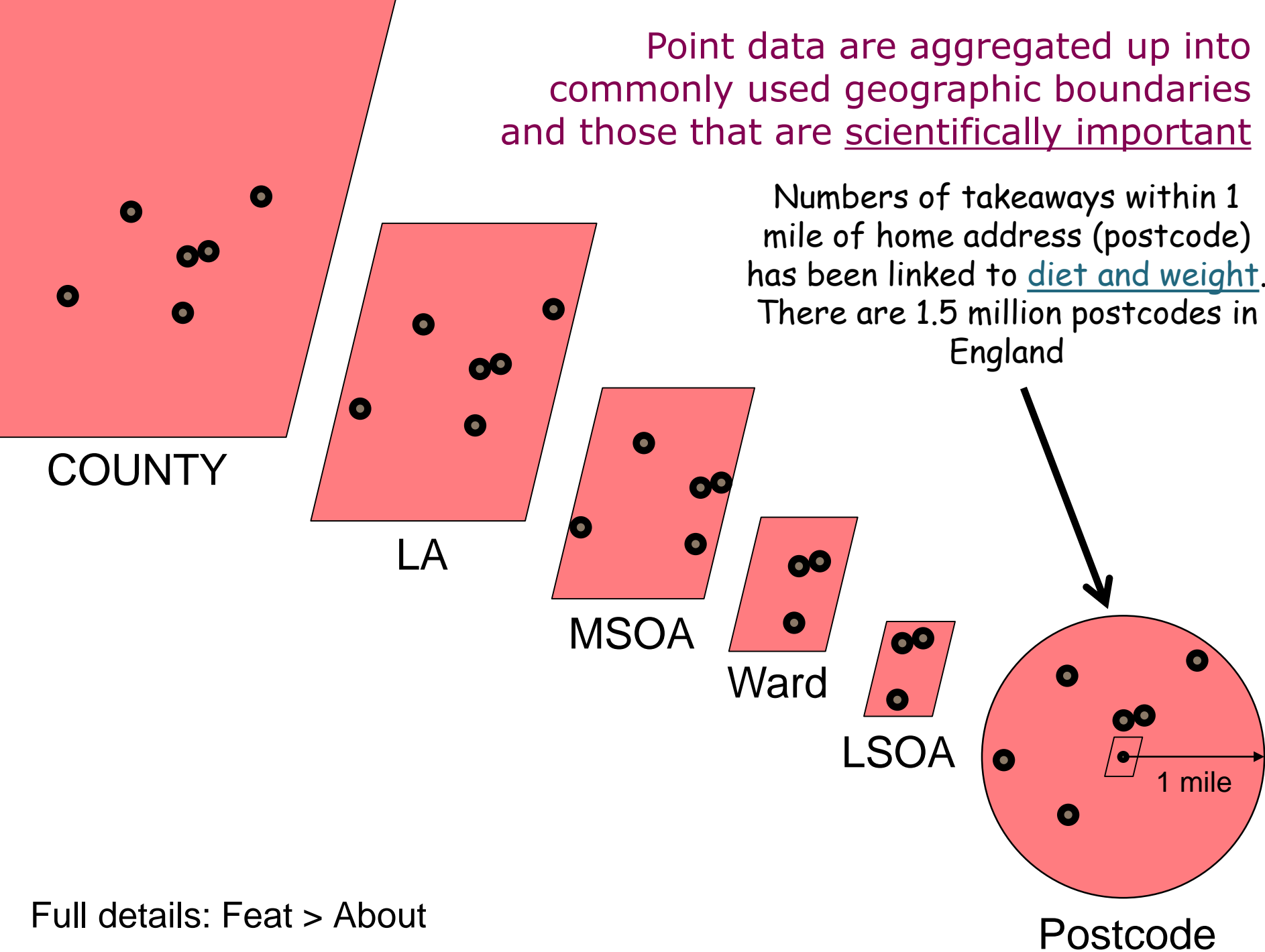
Feat

Food environment assessment tool
www.feat-tool.org.uk

- Underpinned by CEDAR's scientific research
- A unique, interactive, web-based food access mapping tool
- Allows mapping, measuring and monitoring, including over time, of regional and neighbourhood food access
- Addresses identified need from a range of audiences for easy, accurate, up-to-date, food environment data
- Framed primarily around the needs of planners and public health in local authorities

Point data are aggregated up into commonly used geographic boundaries and those that are scientifically important

Numbers of takeaways within 1 mile of home address (postcode) has been linked to diet and weight. There are 1.5 million postcodes in England

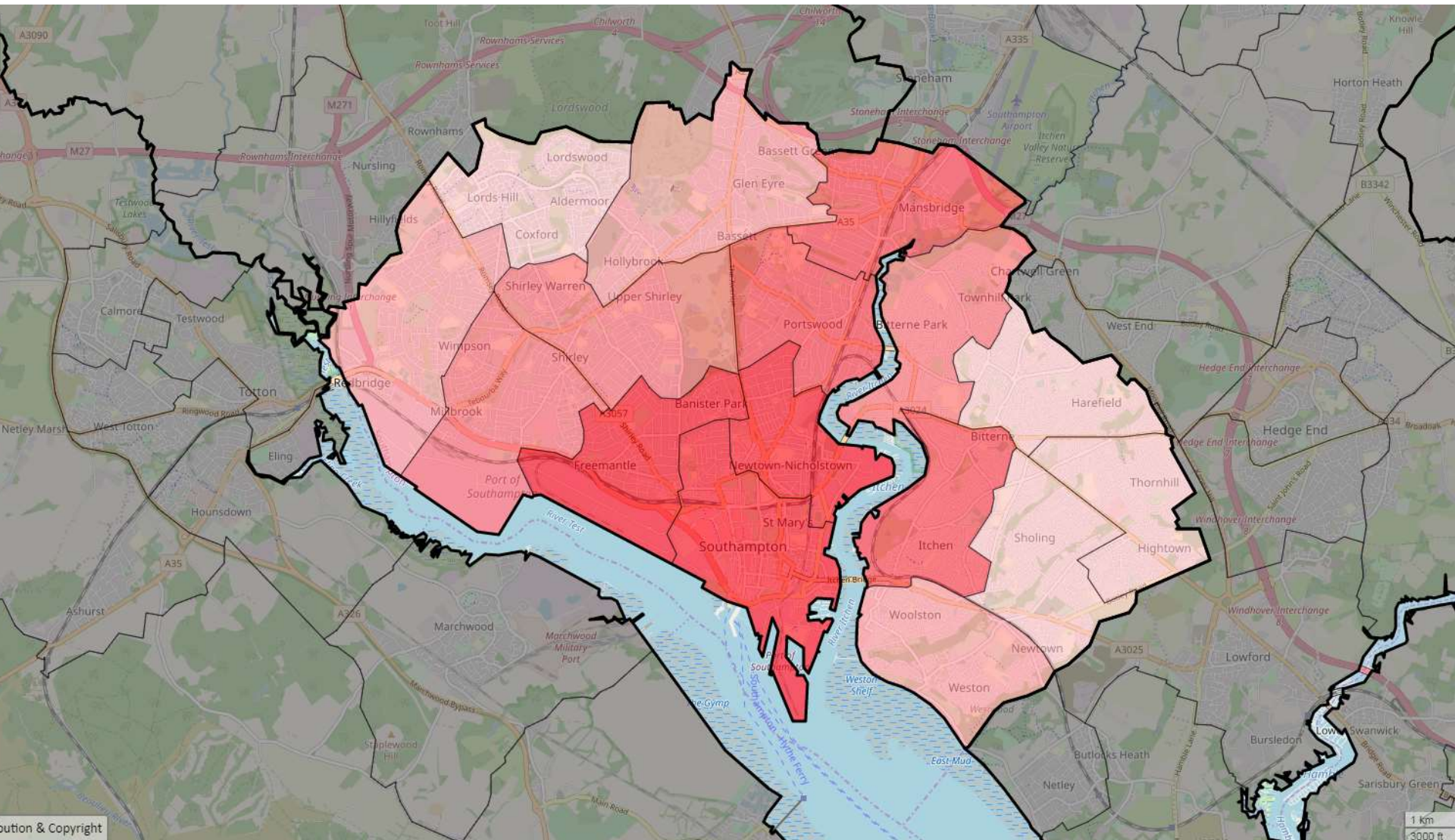




Feat

Food environment assessment tool

www.feat-tool.org.uk



Production & Copyright

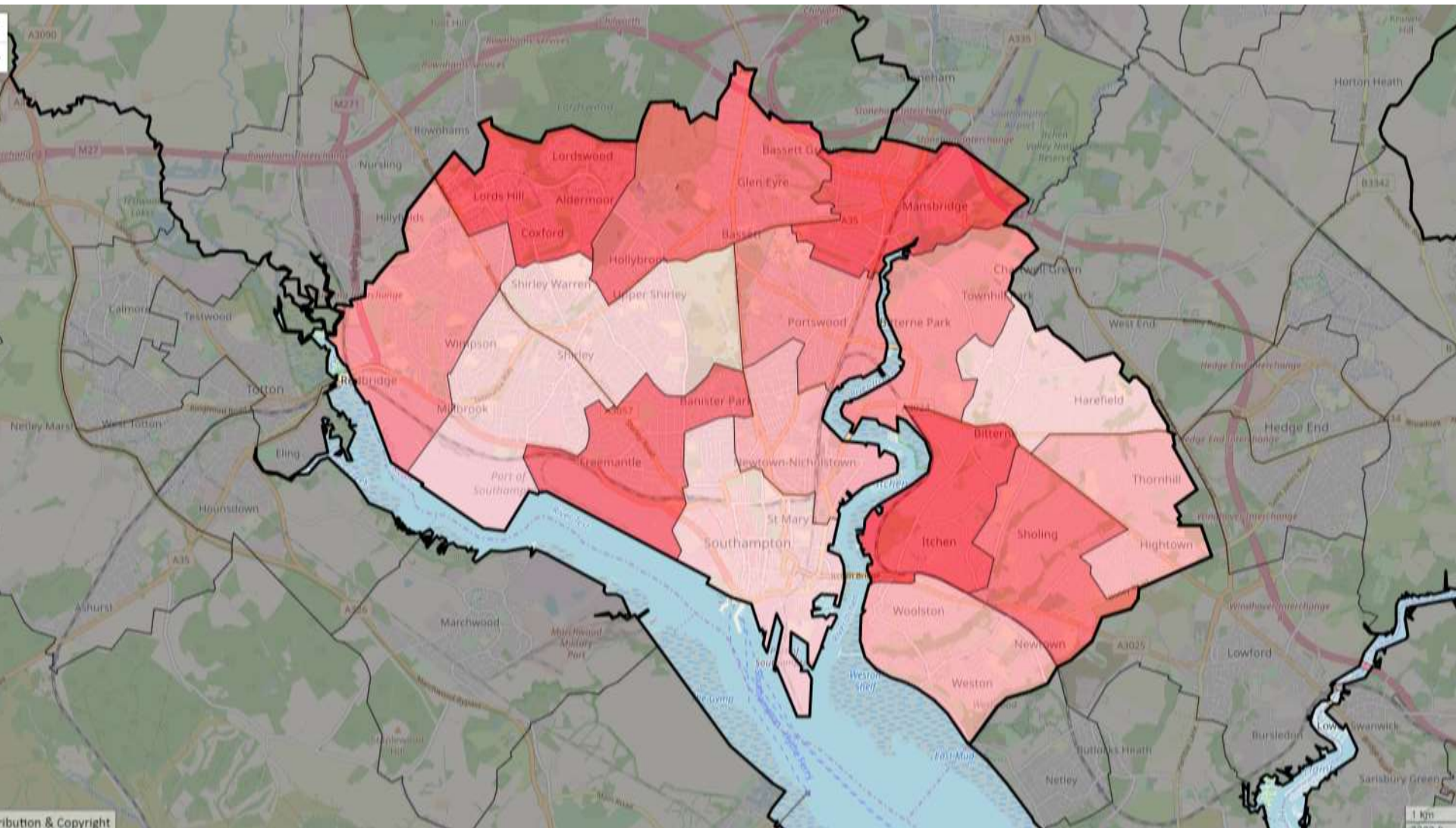
1 Km
3000 ft



Feat

Food environment assessment tool

www.feat-tool.org.uk



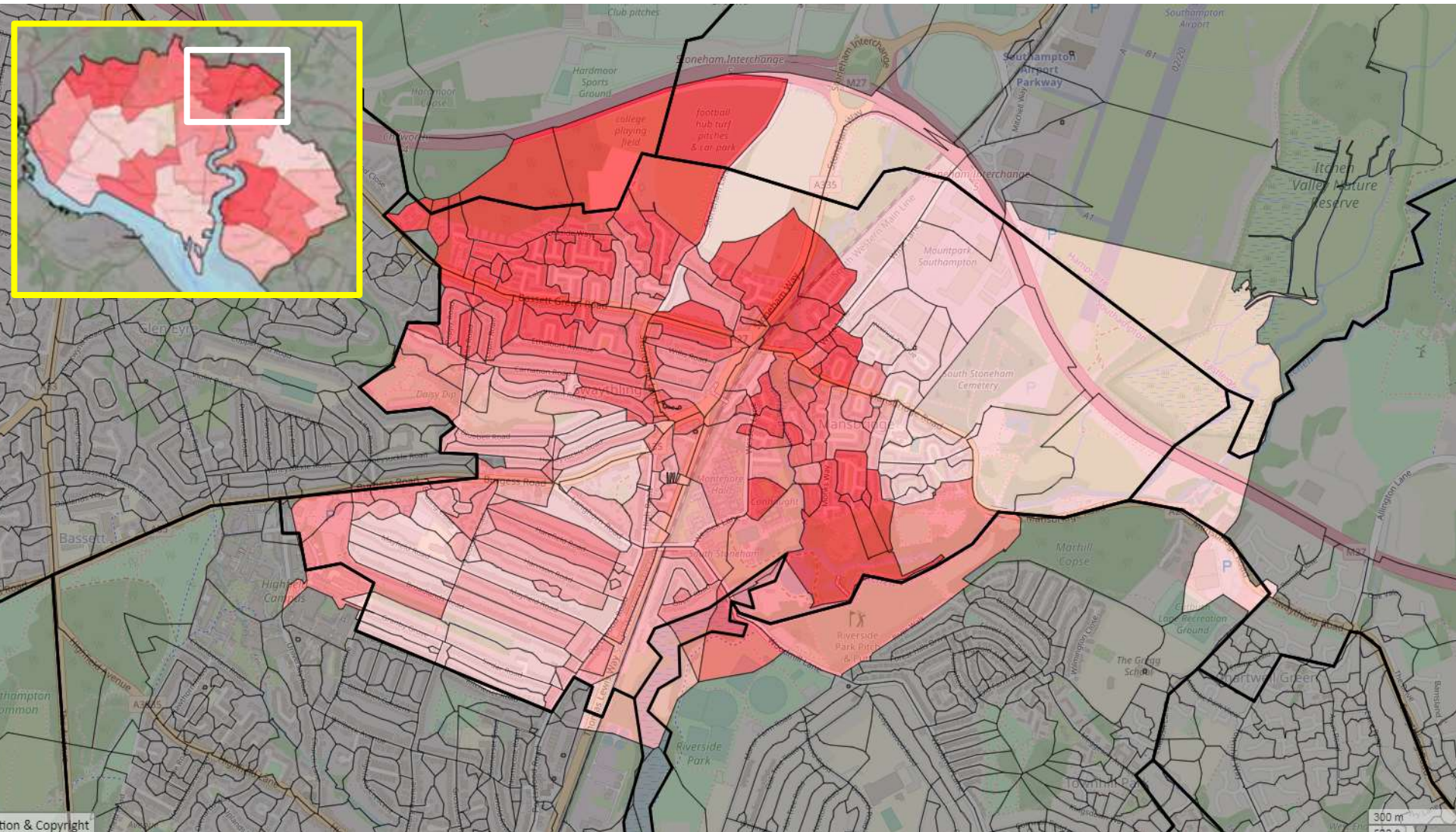
Distribution & Copyright



Feat

Food environment assessment tool

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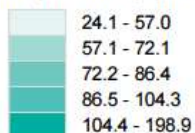


Obesity and the environment

Density of fast food outlets

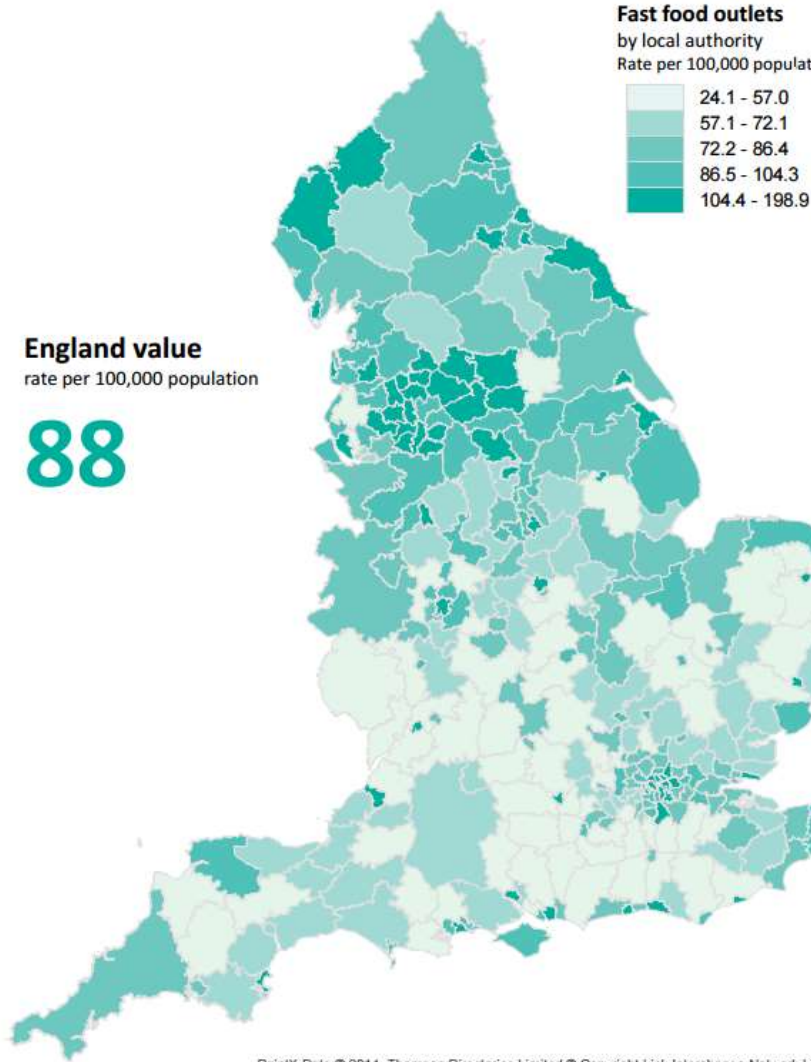
PHE fast food tool

Fast food outlets
by local authority
Rate per 100,000 population



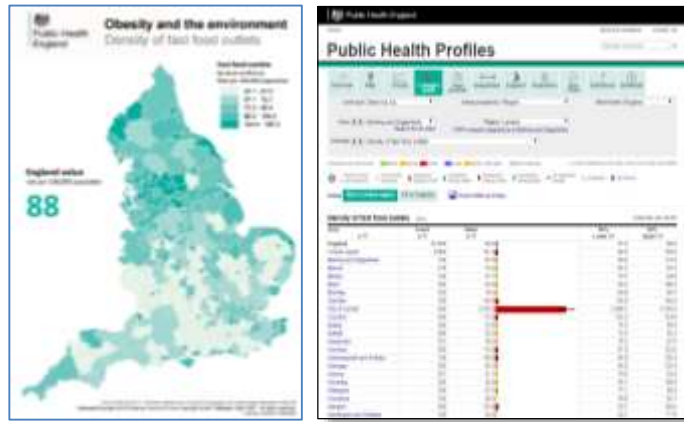
England value
rate per 100,000 population

88

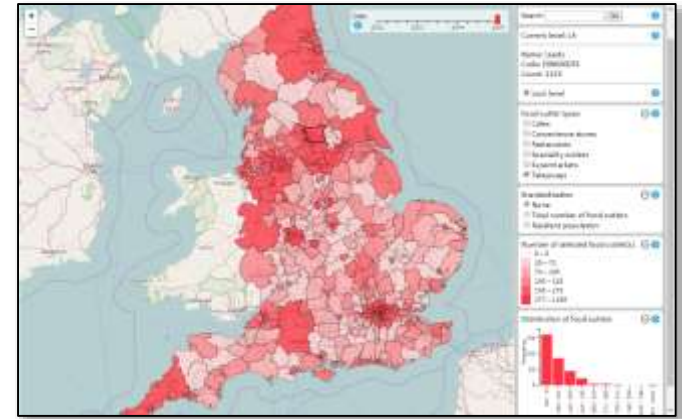


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Area	Count	Value	95% Lower CI	95% Upper CI
England	47,926	88.2	57.4	89.0
London region	8,662	101.4	99.3	103.6
Barking and Dagenham	194	57.0	54.6	112.0
Barnet	278	74.2	65.7	83.4
Bexley	196	61.7	70.7	84.0
Brent	304	94.3	84.4	106.0
Bromley	265	79.4	69.9	89.7
Camden	330	140.5	125.8	156.5
City of London	269	3,332.5	2,946.1	3,755.5
Croydon	424	112.9	102.3	124.0
Ealing	286	83.6	74.2	93.9
Enfield	266	82.0	72.4	82.4
Greenwich	231	86.0	75.2	87.8
Hackney	290	110.2	97.9	123.6
Hammersmith and Fulham	196	106.9	86.0	124.4
Haringey	265	95.3	84.0	107.8
Harrow	201	61.7	70.8	83.8
Havering	236	86.9	84.1	109.0
Hillingdon	256	87.5	77.1	88.9
Hounslow	164	69.3	56.8	80.3
Islington	295	133.8	118.7	149.6
Kensington and Chelsea	100	64.0	52.1	77.9



VS



PHE fast food tool

National coverage

Annual updates

Counts, per head

Static (map)

Table view

Fast food

LA

Feat

National coverage

Quarterly updates

+ Proportion

Interactive

Map view

Six outlet types

County, LA, MSOA,
LSOA, Ward, Postcode



Hot Food Takeaways in Wolverhampton

- 4.5 According to the Food Environment Assessment Tool (FEAT), as of 2017, Wolverhampton currently has 967 food outlet types, 267 of which are classified as A5 Hot Food Takeaways.
- 4.6 This means that Hot Food Takeaways currently make up 27.6% of the total food retail offer for the City.
- 4.7 It also means that there are currently 1.07 Hot Food Takeaways in Wolverhampton per 1000 people. This is higher than the England average, which is 0.86 Hot Food Takeaways per 1000 people.
- 4.8 Furthermore, several wards in Wolverhampton have a much greater number of Hot Food Takeaways per 1000 people than the average for England, as shown in Table 2.
- 4.9 St Peter's ward is omitted from Table 2 owing to its City Centre coverage. The ward has a higher concentration of Hot Food Takeaways than other wards in the City, owing to the concentration of premises along certain frontages. The City Centre area is included in the policies of this SPD.

Example of use from
Wolverhampton's SPD

Conclusions

- Neighbourhoods have the potential to shape diet and body weight, and evidence increasingly suggests they do
- Neighbourhood effects play into social inequalities, for example through inequitable access to takeaways
- The planning system is being used as a form of public health intervention, more commonly than expected
- Interventions mostly focus on schools
- Local data (with scientific evidence and support) are important to make the case for, to target and evaluate, action

Get in touch: tb464@medschl.cam.ac.uk or feat-tool@mrc-epid.cam.ac.uk

ACKNOWLEDGEMENT

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UNIVERSITY OF
CAMBRIDGE



Durham
University

LONDON
SCHOOL of
HYGIENE
& TROPICAL
MEDICINE



Data

Food outlets (OS POI)
Boundaries (various)
Population data (2011 census)



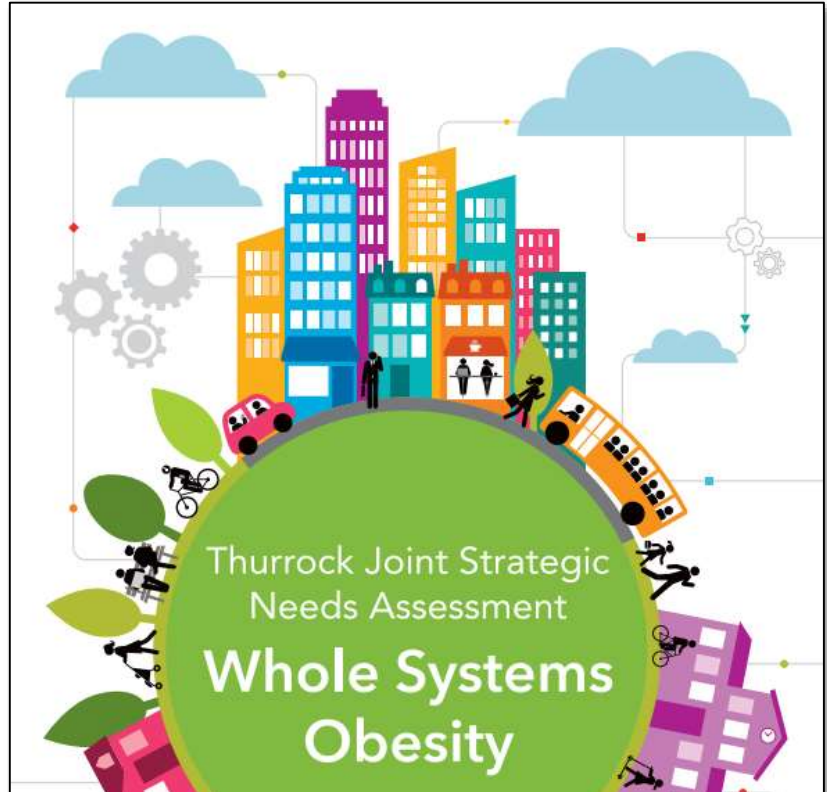
Expertise

Epidemiology
GIS (i.e. mapping)
Data science
Web development



Feat

Data comparison: in practice



Thurrock Joint Strategic
Needs Assessment
**Whole Systems
Obesity**

Thurrock LA used data from the PHE tool in their JSNA. Feat would have provided more up to date data, plus other salient takeaway metrics

	PHE fast food tool	Feat
Total number	138	148
Per 100,000 pop	85	94
Proportion	-	32%
Total number 2017	-	156
Change 2014-2017	-	5%