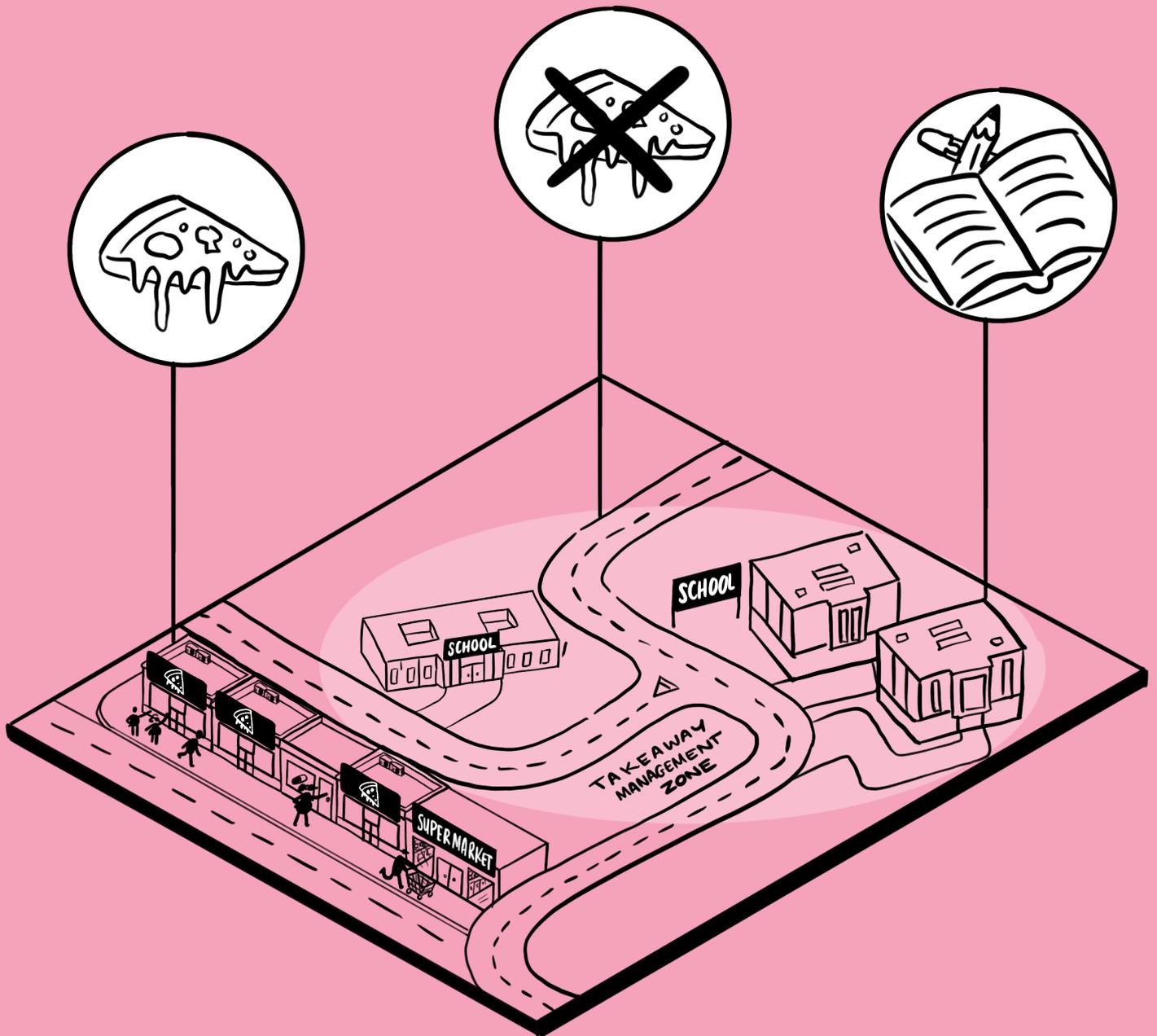


Managing takeaways near schools: a toolkit for local authorities

September 2024



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Managing takeaways near schools: a toolkit for local authorities

A co-produced practical guide to managing planning permission for takeaways in England

Acknowledgements

We would like to take the opportunity to thank all local authority officers who took part in interviews on their experiences of the adoption and implementation of takeaway management zones. We would also like to thank those who provided further input into the development of this toolkit. This project was funded by the National Institute for Health and Care Research (NIHR) Public Health Research Programme (project number: NIHR130597). The views expressed are those of the author(s) and not necessarily those of the NIHR or the Department of Health and Social Care.

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Hertfordshire **UH**



University
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Introduction



Everyone deserves to live in an environment that enables them to thrive.

Healthy neighbourhoods help people make healthy choices to live well. Takeaway management zones are one way to achieve this. They work by allowing local authorities to stop new takeaways opening near schools.

Our evidence shows takeaway management zones change local environments for the better. Takeaway management zones have positive impacts on health, benefit local economies, and are seen as acceptable and necessary by local communities.

Many local authorities across the country have takeaway management zones. Even though they work, the reality of establishing and managing the ongoing adoption and implementation of these zones is a challenge. This is where this toolkit comes in.

Designed in partnership with local authority staff, this toolkit provides four practical steps to support you to successfully implement evidence based takeaway management zones in your local authority. The toolkit is based on the latest high-quality research in this area.

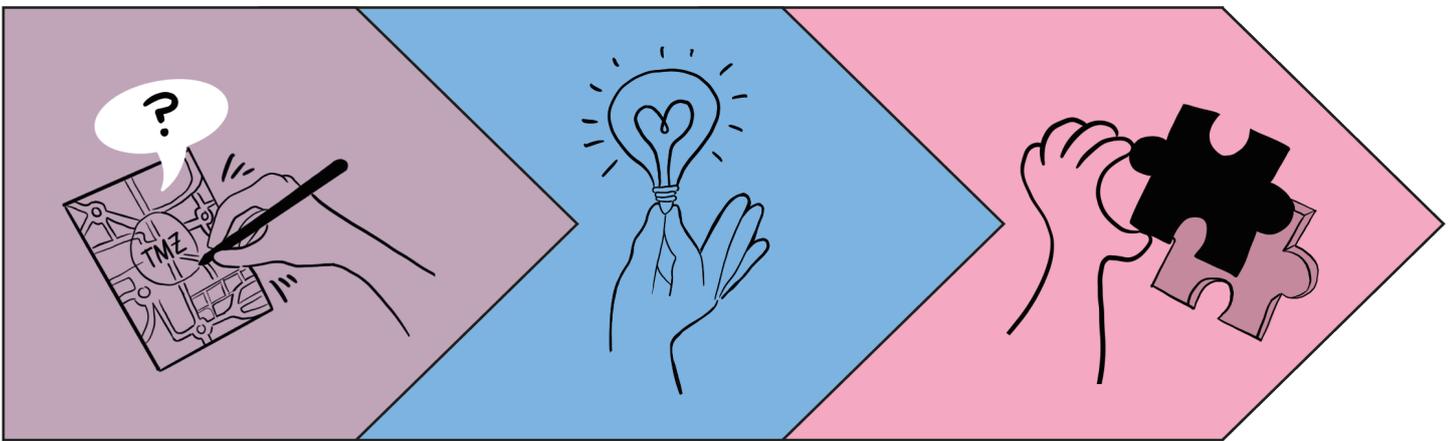
If you work in a local authority in Planning or Public Health and are seeking more information about takeaway management zones or are in the process of adopting and/or implementing a takeaway management zone policy, then this toolkit is for you.

The toolkit

SECTION 1:
What are takeaway management zones?

SECTION 2:
Why are takeaway management zones a good idea?

SECTION 3:
How to make takeaway management zones work



Explains:

What takeaway management zones are

How takeaway management zones are already being used to manage takeaways near schools and why

The different types of takeaway management zone currently in use

Presents the evidence base:

Summarising research findings from our evaluation of the impact of takeaway management zones, and related work

Signposting you to further reading and other supporting evidence

Builds on the latest research, explaining how to adopt and implement evidence-based takeaway management zones by following four-steps, using:

A checklist

Case Studies

Advice from those working in local authorities

Examples of implementation processes

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A four-step guide on how to adopt and implement takeaway management zones:

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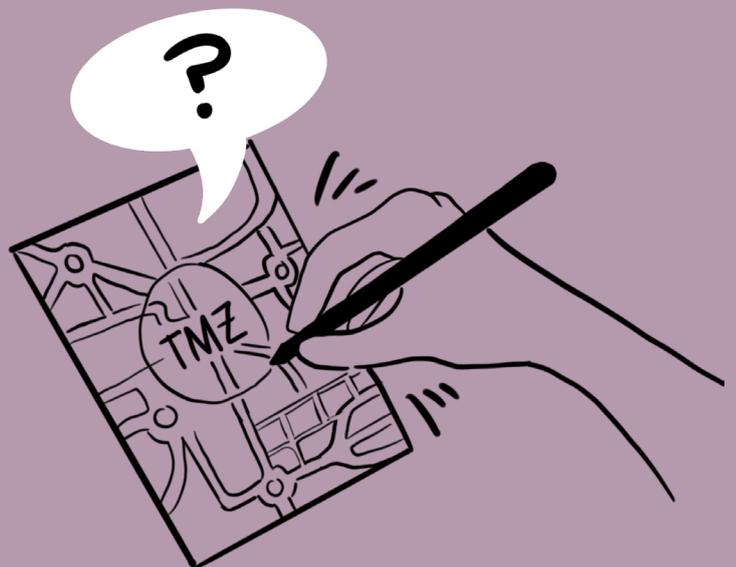
Glossary

Adoption	The processes underpinning the creation of planning policies and guidance and obtaining relevant approvals for them (i.e. having the policies in place within local authorities) so that they can be used when determining planning applications.
Appeals	Applicants challenge a planning decision made by the local authority as a means of achieving their intended outcome.
Class A5	Within the previous use class order (before September 2020), this was the categorisation given to a hot food takeaway (see 'Hot food takeaway').
First and final planning decisions	When planning applications are submitted, 'first' planning decisions are made by local authorities. 'Final' decisions include the outcomes of first decisions that were not appealed, and the results of any subsequent appeals determined by the Planning Inspectorate.
Elected member/councillor	Individuals elected by the public to represent the views and serve the requirements of the public within a particular jurisdiction.
Independent Planning Inspector	Individuals who work on land-use planning issues. They work on behalf of the Secretary of State within the Planning Inspectorate (see Planning Inspectorate (PINS)).
Implementation	Putting into effect (i.e. utilising/referring to) planning policies and guidance to deny or restrict planning applications for new takeaway outlets within local authorities if applicable.
Legal challenge	Formally disputing the legality of a particular decision.
Local authority (LA)	An organisation officially responsible for public services and facilities in a particular area. Local authorities are run by elected councillors.
Local plan	Statutory document outlining the future development of an area through the adoption of planning policies.
Local planning authority (LPA)	The planning department of the district or borough council (see 'Planning').
Material considerations	Considering matters specific to a planning application to help determine a planning decision (e.g. traffic, noise).
Neighbourhood plan	A set of planning policies written by the local community within a particular jurisdiction in England setting out plans for planning development including location of new homes, shops etc.
New takeaway	Takeaways opening in new premises in new buildings, as well as those opening in premises in existing buildings where the previous retail use was not a takeaway (i.e. change of use).
National Planning Policy Framework	National document that outlines how planning policies in England are expected to be applied.

Planning Inspectorate (PINS)	A government body dealing specifically with planning matters including appeals, examining local plans and national planning applications. Known as PINS.
Planning	Controls the development of an area by assessing acceptability of proposed development. Also known as urban planning or spatial planning.
Planning/development management (DM) officer	Individuals working within a LA who deal with local planning related matters including determining planning applications, assisting with the development of planning policies etc.
Policy planning officer	Individuals working within a LA responsible for collecting research evidence and formulating planning policies in accordance with statutory requirements, ensuring policies are implemented, supporting planning/DM officers with policy application and appeals.
Public health officer	Individuals working within a LA who deal with protecting and promoting health within the local community including monitoring public health trends, public health emergencies and identifying and implementing relevant health related policies and strategies.
Public or other consultation	Obtaining the views of others (e.g. residents, other council departments) regarding a proposed development and/or set of policies and guidance.
Secretary of State	Senior government ministers responsible for leading the main government departments (e.g. Secretary of State for Housing, Communities and Local Government).
Spatial development strategy	A set of policies written by a mayor or combined authority on development and land-use for a particular region (e.g. the London Plan).
Supplementary Planning Document (SPD)	Documents that add further detail and guidance to planning policies outlined in the local plan but are not classed as policies. These documents can be material considerations.
Sui Generis	Within the updated use class order (September 2020 onwards), this is the new classification given to “hot food takeaways”.
Hot food takeaway OR takeaway outlet OR “takeaway”	A food outlet that sells hot food for consumption off the premises.
Takeaway management zone (around schools)	<p>Areas (in this case around schools) in which policies and guidance are applied to proposed new takeaways. Sometimes referred to by LAs as “exclusion zones”. Precise specifications (e.g. size, shape) vary by LA. We identified three main sub-types:</p> <ul style="list-style-type: none"> • Town centre exempt zones exclude town centres where they overlap with management zones. • Time management zones restrict hours of operation for new outlets. • Full management zones are not limited by time or by town centres.
Town centres	These are designated by LAs and include locations in which retail, commercial, leisure and cultural uses are concentrated. Includes city centres and local high streets.
Use Class Order	Legal classification framework that categorises land and buildings based on their intended primary use.

1.

What are takeaway management zones?



This toolkit helps planning and public health officers in local authorities (LAs) to overcome difficulties experienced when adopting (i.e. getting into place) and implementing (i.e. putting into effect) takeaway management zones around schools.

But first, it is important to understand what takeaway management zones are and how they can be used.

Takeaway management zones allow LAs to manage planning applications for new hot food takeaways in the vicinity of schools.

They are designed to reduce access to hot food takeaways to improve the public's health and wellbeing. Some LAs refer to takeaway management zones as "exclusion zones". Here we refer to takeaway "management zones" instead because not all takeaway management zone policies seek to exclude takeaways.

Why manage takeaways?

In 2020, the UK Government launched a suite of policies ('Tackling obesity: empowering adults and children to live healthier lives') designed to encourage people to make healthier choices and supporting them to lose weight [1]. One of the aims was to halve childhood obesity by 2030.

The environment around schools is an important setting where changes can be made through the adoption of new policy, to support young people to eat more healthily. One element of the food environment around schools that can be targeted are takeaway food outlets, where typically unhealthy hot food is sold to be eaten away from the premises.

Takeaways are common in more deprived areas and near schools [2-5]. School children often use takeaways at lunchtime and after school [6]. The drivers of this behaviour are complex [7]. The quotes below demonstrate the experiences of young people. Some reported using takeaways as social spaces whilst others found them to sell more affordable, warm and filling food compared with school dinners. Young people also reported that they would purchase healthier food if it was more affordable.



“ A lot of people go out to eat because it's the only thing you can do here, like to hang out. ”

Secondary school pupil



“

It costs £2.50 to get chips, and it costs around that same amount of money to get like food from school. So, if it's going to cost the same amount, but you can get like a big portion of chips that's more filling, and that's warm, and faster, a lot of students might prefer to get that.”

”

Secondary school pupil

“

Making school food healthier and more inclusive or have wider variety because then, students can eat something that they enjoy, and for not too much money, and it'll be better for the health...the only reason students will pick unhealthy food opposed to a full meal is because it's much more affordable, right?”

”

Secondary school pupil



Saturated fats, salts and sugars that contribute toward health problems in children and adults are present at high levels in food from takeaway outlets [8-12]. The proportion of energy, fat, salt and sugar in takeaway food often exceeds government recommendations in the portions that are served [8, 12, 13].

Takeaways are also cheap, accessible and considered tasty, making them appealing to consumers and especially children [14-17]. Research has shown associations between having physical access to more takeaways, eating takeaway food more frequently and living with obesity in the UK and around the world [17-26]. As demonstrated in the quote below, young people acknowledged that they experienced physical and mental health impacts as a result of consuming takeaway foods [7].



“...we run to the lessons, and we're out of breath 'cause we've been eating all these chips and chicken. And then we can't pay attention to lessons...”

Secondary school pupil

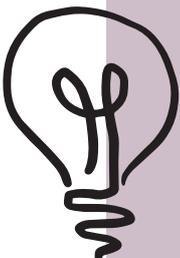
How is the spatial planning system used to manage takeaway outlets?

Local planning authorities (LPAs) in England are already using spatial planning regulations within local plans and/or supplementary planning documents (SPDs) to manage new hot food takeaways [27]. Local plans contain formal policies adopted by LAs, whilst SPDs contain advice and guidance on policies contained in the local plan and are a material consideration in decision-making [28]. Local plan policies have more weight in local decision-making.

Takeaways need to obtain planning permission from their LPA to operate. Spatial planning policies can therefore be used to address new takeaways. New takeaways are those opening in new premises or in existing premises where the previous use was not a takeaway (i.e. a change of use). This approach has been supported by the Ministry of Housing, Communities and Local Government (formerly the Department for Levelling Up, Housing and Communities), the National Health Service (NHS) England and Office for Health Improvement and Disparities (OHID) [29, 30, 31].

FACT BOX: CATEGORISATION WITHIN THE PLANNING SYSTEM

Takeaways can be specifically targeted in the planning system as they are classified separately from other uses. In England, a legal classification framework is used to categorise land and buildings on their intended primary use (i.e. the “Use Class Order”) [32]. Until September 2020, hot food takeaway outlets were categorised within spatial planning as “Use Class A5”, but now fall under class “Sui Generis” (i.e. “in a class by itself”) [33]. In practice, this change of categorisation within the planning system makes little difference to how planning permission for new takeaways can be managed.



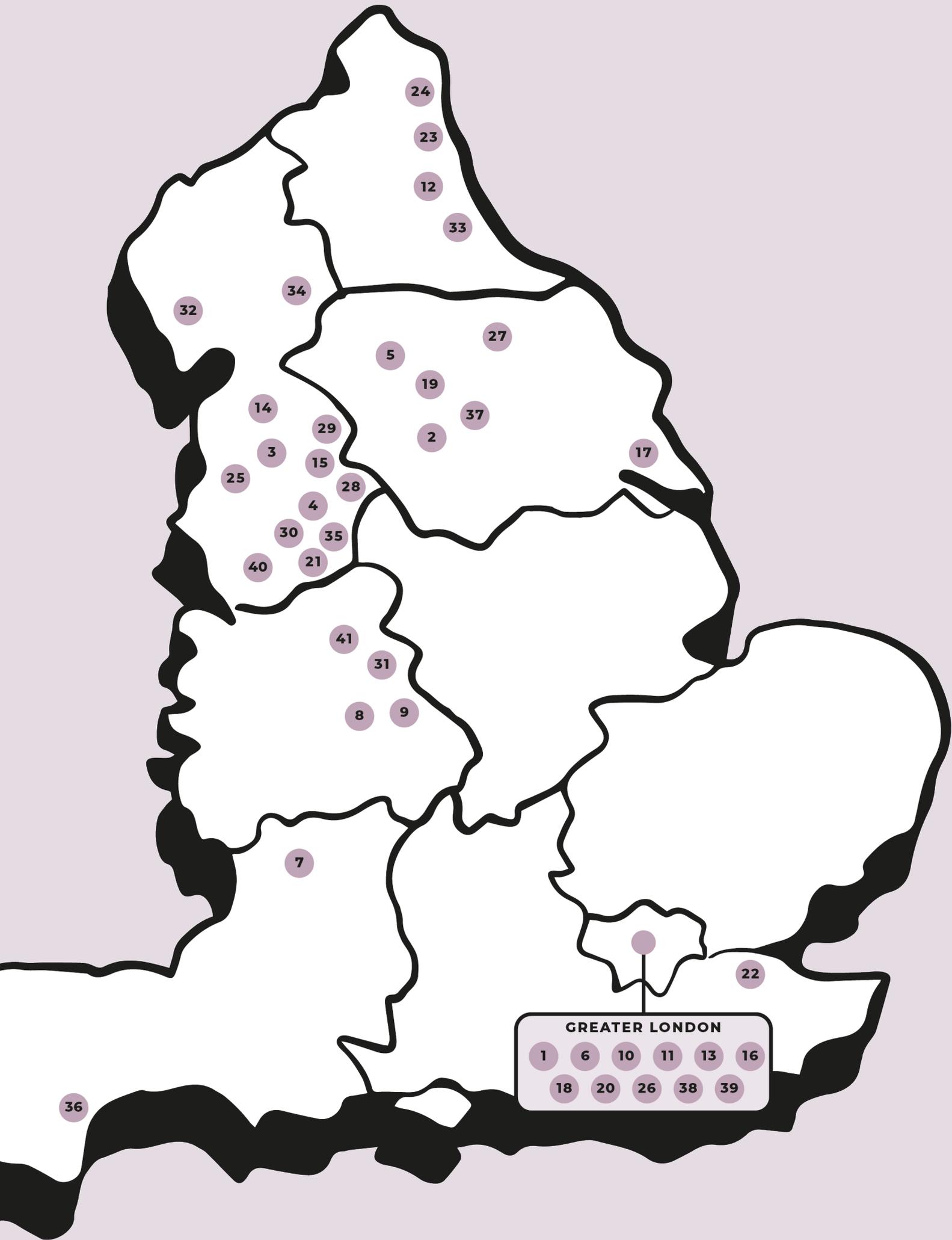
How do takeaway management zones work?

Although at face value takeaway management zones around schools are seeking to reduce access to takeaways among young people, they may also reduce exposure to takeaways in the wider population because of their resulting geographic coverage. Whilst they are not the only intervention available to LAs by which to manage new takeaways (e.g. Gateshead LA do not allow new takeaways in wards with childhood obesity rates higher than the national average [34]), nor can they address existing takeaways, they are the most common form of planning intervention used in England to date [35].

In fact, in 2019, 41 of 325 LAs in England had adopted takeaway management zones [36]. These have tended to be urban, more deprived LAs, but geographically distributed across England (see map overleaf). Zones have, however, sought to work in different ways [37]. Three main types of management zones have been adopted to date:

- **“Full management zones”** that aim to completely deny the opening of all new takeaways.
- **“Time management zones”** that aim to manage the hours that new takeaways can operate (e.g. new takeaways might not be permitted to operate between 3-4pm on school days).
- **“Town centre exempt zones”** where the policy does not apply to new takeaways in town centres even if they are within the takeaway management zone.

- | | | |
|--------------------------|-------------------------|--------------------|
| 1. Barking and Dagenham | 15. Hyndburn | 29. Rossendale |
| 2. Barnsley | 16. Islington | 30. Salford |
| 3. Blackburn with Darwen | 17. Kingston upon Hull | 31. Sandwell |
| 4. Bolton | 18. Lambeth | 32. Sefton |
| 5. Bradford | 19. Leeds | 33. South Tyneside |
| 6. Brent | 20. Lewisham | 34. St Helens |
| 7. Bristol | 21. Manchester | 35. Stockport |
| 8. Bromsgrove | 22. Medway | 36. Torbay |
| 9. Coventry | 23. Newcastle upon Tyne | 37. Wakefield |
| 10. Ealing | 24. North Tyneside | 38. Waltham Forest |
| 11. Enfield | 25. Preston | 39. Wandsworth |
| 12. Gateshead | 26. Redbridge | 40. Warrington |
| 13. Hackney | 27. Richmond | 41. Wolverhampton |
| 14. Halton | 28. Rochdale | |



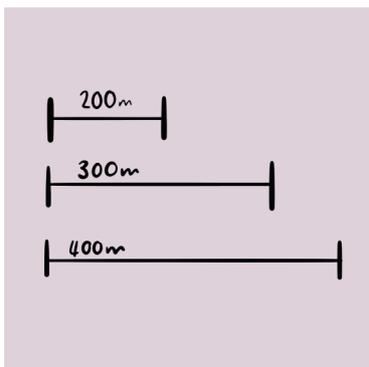
GREATER LONDON

1	6	10	11	13	16
18	20	26	38	39	

In addition, there have been variations in the specification of:

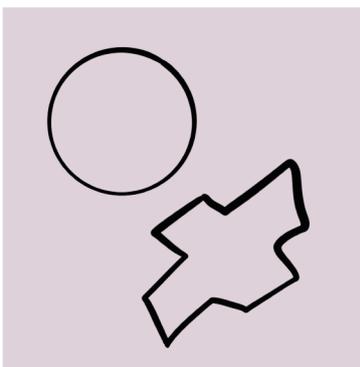
DISTANCE

(e.g. 200-400m from the school, 10-minute walking distance from the school)



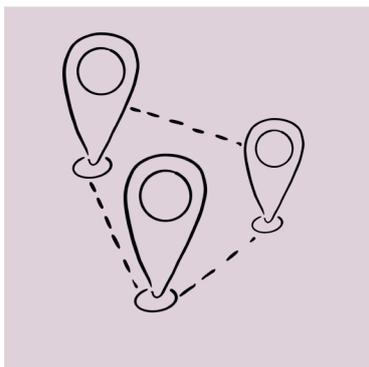
SHAPE

(i.e. straight line or based on the street network)



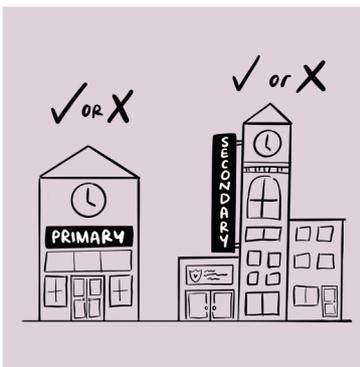
GEOGRAPHICAL ANCHOR POINT

(e.g. school site centre or entrance points)



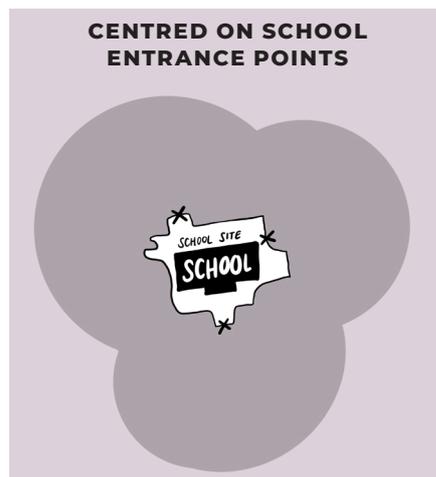
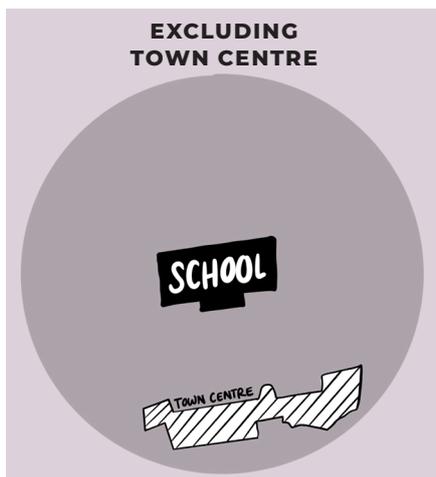
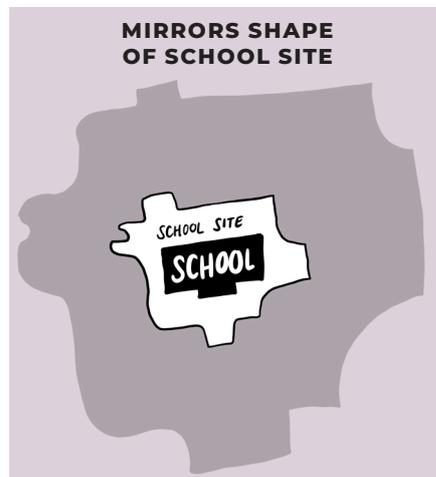
SCHOOL INCLUSION

(i.e. inclusion of both primary and secondary schools or secondary schools alone)



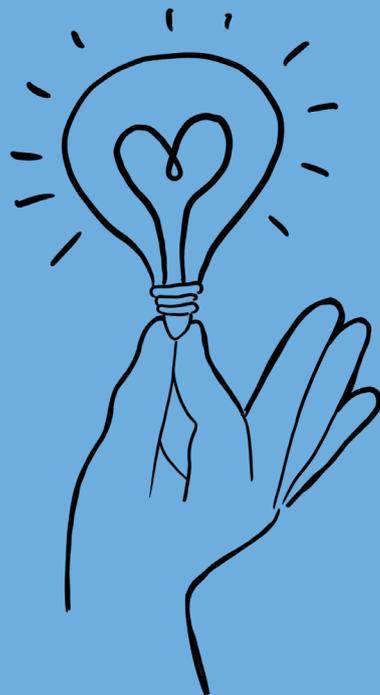
This figure shows aerial views of different types of takeaway management zones adopted by LAs in England [38].

The most common specification of takeaway management zone adopted in England to date is a 400m straight line distance mirroring the shape of both primary and secondary school sites.



2.

**Why are
takeaway
management
zones a good
idea?**



Waltham Forest were the first local authority (LA) to adopt takeaway management zones around schools in 2009.

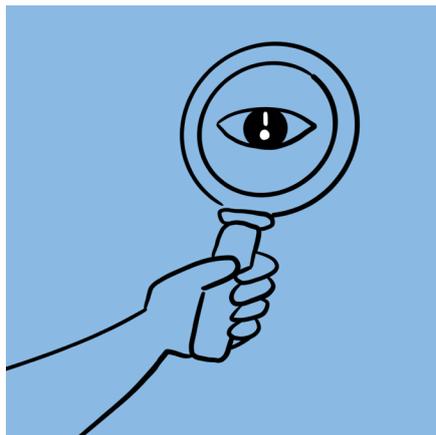
Since then, for over a decade, LAs have worked with takeaway management zones around schools in the absence of evidence of their impact and acceptability. These evidence gaps have made it difficult for LAs to demonstrate the value of management zones, which has curtailed their widespread adoption and successful implementation. This has potentially stopped or delayed any public health benefits from being realised.

This lack of evidence is reflected in the challenges to adoption and implementation that have been reported by local authority staff, such as:

Encountering opposition from local authority colleagues.

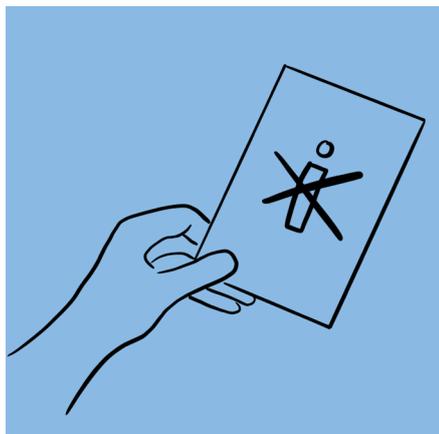
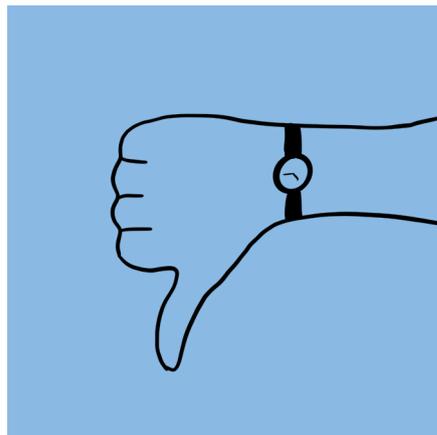


Scrutiny during the process of policy examination by planning inspectors.



Negative responses

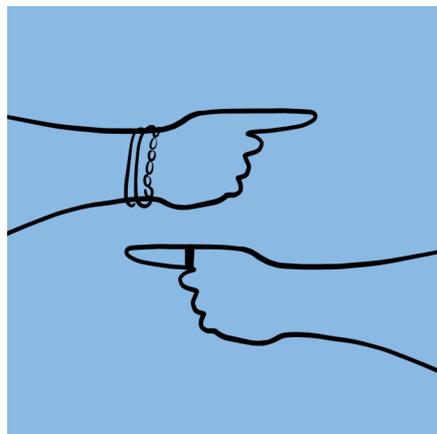
from prospective takeaway owners when consulted, and appealing planning decisions.



Lacking information on their likely effectiveness in terms of retail, health and economic impacts.



The need to consider local needs and policy context.



Not having a formal process for implementation.

The authors of this toolkit addressed the need for stronger scientific evidence regarding management zones by conducting a comprehensive academic evaluation, funded by the NIHR Public Health Research Programme (project number: NIHR130597) [39,40]. As part of our evaluation, we spoke specifically with planning and public health officers in LAs about their experiences of adoption and implementation. Our findings from across this wide-ranging research project informed the content of this toolkit.

The toolkit also draws selectively on other research evidence (see [Appendix A](#) for a summary) but is not based on a systematic review of literature. We sought additional feedback from other stakeholders in LAs on early and late drafts of this toolkit. We also asked them to tell us specifically what sorts of information would be useful to include.

What did we do?

1. We measured the impacts of takeaway management zones on numbers of new takeaways. We compared the number of new takeaways opening near schools, before and after adoption of takeaway management zones [\[37,41\]](#). Using LA data we also compared the number of planning applications for takeaways with the proportion of takeaways that were rejected permission, with and without factoring in subsequent appeal outcomes.
2. We used statistical modelling to estimate the impact of takeaway management zones on diet-related health to 2040 [\[42\]](#). We did this because we were aware that health impacts of takeaway management zones were likely to be small and take a long time to occur, and therefore would be impossible to directly observe.
3. We conducted a linked economic analysis to understand the costs and benefits of takeaway management zones to LAs, the NHS and national government [\[43\]](#).
4. We explored written responses to statutory local consultations on the adoption of takeaway management zones to understand how businesses had reacted [\[36\]](#).
5. We used new survey data to understand the public's acceptability of takeaway management zones and we asked young people about how acceptable they thought the policy was as well [\[7,44\]](#).
6. We asked LA public health and planning officers about their experiences of takeaway management zones and what lessons could be learned [\[38\]](#).



What did we find?

Takeaway management zones have positive impacts on health, benefit local economies, and are seen as acceptable and necessary by local communities. Below is a summary of our key findings:



For **26** local authorities there was a **decrease** in the number of new takeaways within zones

12 (54%) fewer takeaways opened than anticipated after six years



3 to 28 outlets per person reduction in takeaway exposure in Fenland (3) and Manchester (28), compared to no intervention, by 2031

This corresponded to per person reductions in BMI of **0.08** to **0.68** kg/m², respectively

Relative to no intervention, we estimated a

reduction in obesity prevalence in both sexes in all LAs*

*including by 2.3 percentage points and 1.5 percentage points in males living in Manchester and Wandsworth respectively, by 2040.

Reductions in incidence of disease including type 2 diabetes cases per 100,000 men:

964 FEWER in Manchester by 2040

1206 FEWER in Wandsworth by 2040



£8.49m to £12.78m improvement in Manchester - the net economic impact associated with adoption of takeaway management zones

Despite objections from industry, takeaway management zones are associated with **net economic benefits for local authorities, national government and the NHS**

Watch our animation and download our research summary infographic.

ANIMATION

INFOGRAPHIC

RETAILER OBJECTIONS



Objections attempted to:

- determine other **causes** of poor diet and obesity
- suggest **alternative interventions**
- **undermine** evidence
- **influence perspectives** about local authorities and their interventions.

Objections consistently raised the same arguments but over time became less explicit and expressed a willingness to partner with local authorities to develop alternative solutions.

PUBLIC ACCEPTABILITY



Out of 3323 adults living in Great Britain:



50.8% supported zone adoption

37.3% were neutral

8.9% opposed

70.4% believed these zones would help young people to eat better

33.3% of 16-17 yr olds thought they would consume takeaway food less often

YOUNG PEOPLE'S PERSPECTIVES



Young people find takeaway management zones **acceptable** and perceive them to have some **positive impacts**

But they did not see zones as being effective as they could be in limiting dietary risk - particularly in limiting a broader range of outlets selling unhealthy convenience food

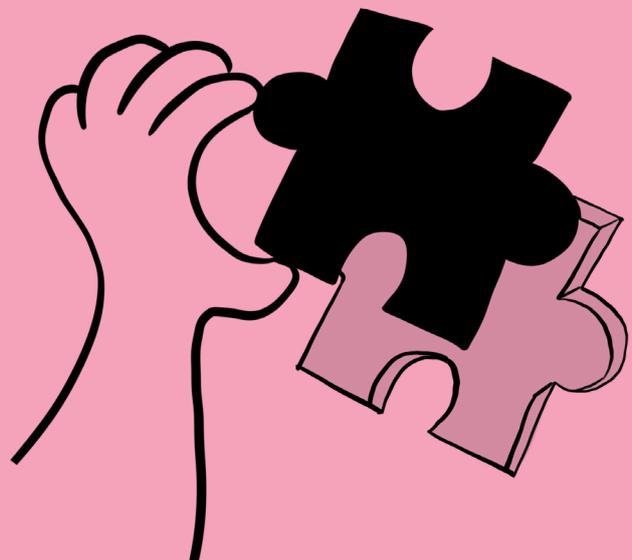
Find out more details about this project and what we found here:

<https://bit.ly/TMZ-study-cam>.

3.

How to make them work.

A four-step guide on how to adopt and implement takeaway management zones.



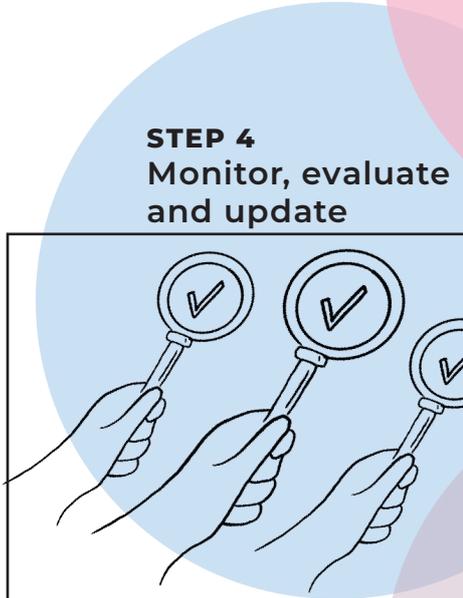
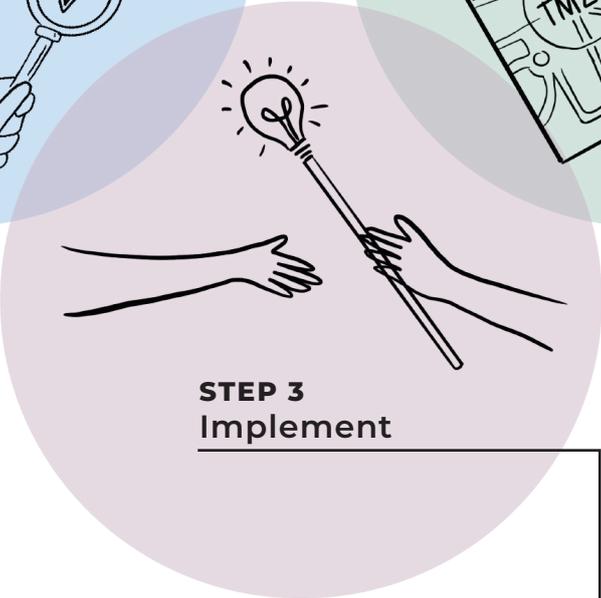
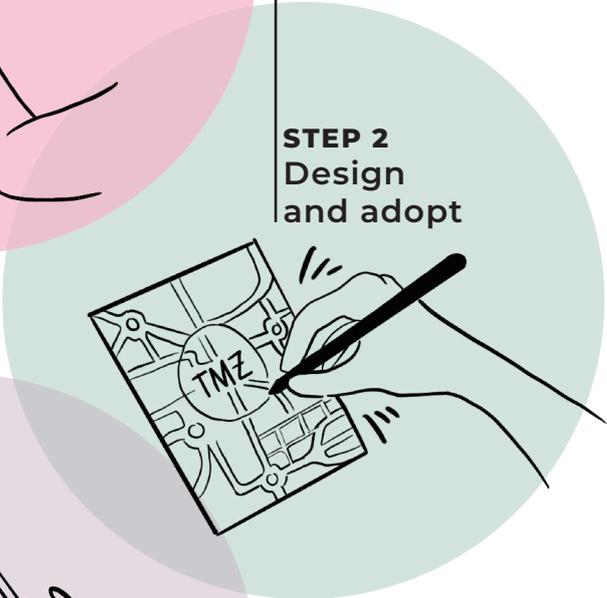
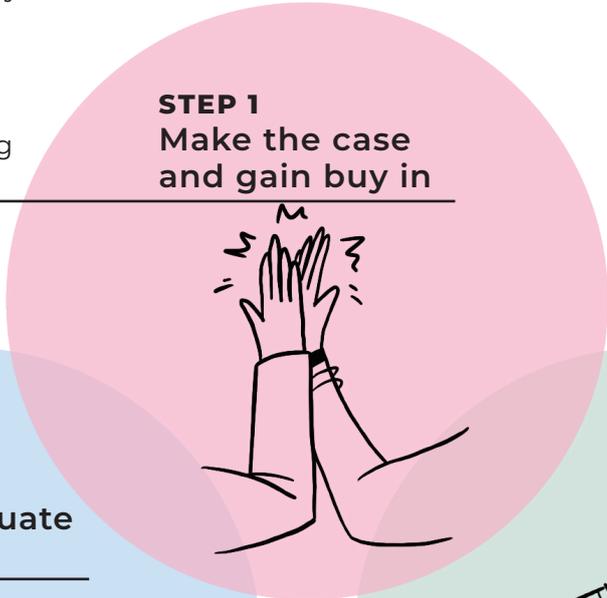
Based on our research, we have developed a four-step process to streamline the adoption and implementation of takeaway exclusion zones around schools by local authorities (LAs) in England.

HOW TO:

- Make a case for the policy
- Gain the support of key stakeholders
- Establish collaborative multidisciplinary working relationships

INFORMATION ON:

- Processes involved in the adoption of zones within local plan policy and supplementary planning document guidance
- Writing and defending local plan policy at consultation and examination



HOW TO:

- Monitor and evaluate intended outcomes
- Measure impact
- Identify related policies that when included strengthen the case

INFORMATION ON:

- The process of implementing policy and guidance

HOW TO:

- Educate and support planners in implementation
- Develop a process for embedding implementation

WHAT TO:

- Consider when defending planning decisions at appeals

We include quotes from those in LAs who participated in our research regarding experiences of adoption and implementation. A quick-reference summary checklist of the recommended steps for the adoption and implementation of takeaway management zones is listed in **Appendix B**.



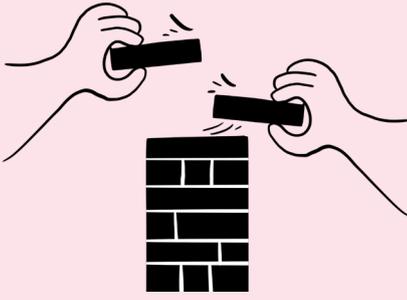
Step 1: Make the case and gain buy in



Identify key 'enablers'

Local authorities have limited resources and complex decision-making structures. For takeaway management zones to be successfully adopted and implemented in this challenging context, it is essential that all relevant stakeholders are sufficiently bought in. Those in positions of authority, which include public health and planning team leaders, councillors and members of the public, are best placed to obtain sufficient backing for policy adoption. Elsewhere these individuals have been referred to as “policy champions” [45]. It is likely that once these leaders are motivated to support the policy, this will set the precedent for other officers to follow.

Of course, a councillor choosing to support the policy may well be at least somewhat dependent on public opinion. Our evaluation demonstrated that members of the public are likely to be in favour of the adoption of takeaway management zones [44]. In a group of 3323 adults living in Great Britain, we found that over half (50.8%) supported and more than one-third (37.3%) felt neutral about takeaway management zones around schools. These adults also typically agreed that having fewer takeaways near schools would allow healthier food outlets to open (43.6%) and make it easier for schools to promote healthier food (45.2%).



Use evidence

Some of those within a LA may resist adoption of takeaway management zones. This could be due to a lack of understanding regarding the need for intervention. Where possible, evidence should be presented to justify the need for a policy, to explain its likely value, its potential impacts on health, and to allay any other concerns. There are lots of forms of relevant evidence:

- Academic research findings. Use our evidence as summarised in **Section 2** and **Appendix A**, and our downloadable infographics.
- Local data from the:
 - National Childhood Measurement Programme (NCMP) [46] e.g. to demonstrate local prevalence of childhood obesity (see **Appendix C**).
 - Food environment assessment tool (Feat) [47] e.g. to demonstrate an overconcentration of takeaways (see **Appendix C**).
- Local research (see **Case Study 1**).
- Precedent for adoption by other LAs. Use the list of adopted local plans and SPDs linked in **Appendix D**.

Download our research summary infographic.

INFOGRAPHIC

This evidence must be continuously reviewed to ensure it remains up to date. Collating, summarising and understanding this data from the outset is likely to inform the framing of the policy which will be important for **Step 2**.



I think the evidence base was really helpful... The evidence base, particularly that was pulled together from Public Health England, is really hard to argue with. And actually, when it's presented in the right way, and in the right tone, it really is hard to argue with, and actually, we use some of that to really get our planning colleagues on side... that evidence base was really powerful.



Public health officer



Establish a collaborative working culture

Understandably, sometimes there are competing agendas between LA colleagues, especially between Planning and Public Health services who may have different priorities. Competing agendas are a potentially critical barrier to adoption of management zones and achieving a productive collaboration between colleagues is vital to success. Public health officers have an in depth understanding of health evidence and impacts, whereas planning officers are experts in the planning system. Strength comes from combining these complimentary skills, with both professions working collaboratively [45].

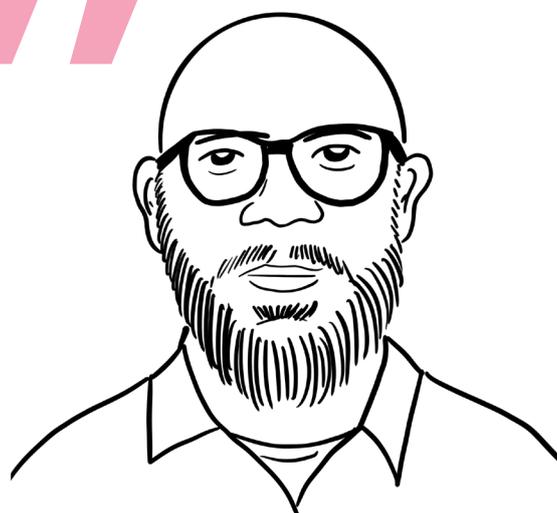
Specifically, both previous research and our own suggests that planning officers and councillors can often be driven by economic priorities that do not necessarily align with public health goals. There may be concerns that takeaway management zones will be detrimental to the local economy. However, our research suggests that many alternative retail options are likely to be more profitable to the local economy than takeaways, potentially resulting in economic benefits in the long term [43]. Takeaway management zones also result in reduced population body weight, and therefore reductions in cases of type 2 diabetes, cardiovascular diseases, asthma, certain cancers and lower back pain [42]. A healthier population minimises healthcare costs, which can be significant, and can help keep people in work.

“

I think we both learned a lot from each other, because I'm not a planner, I'm a public health practitioner... so, it has been interesting sort of learning and have an appreciation of the planning system as well, because I had to sort of swot up a little bit because like I say, I'm not a planning, I don't come from a planning perspective. So, I had to have that appreciation in order to look at, look at what parameters are there in terms of planning policy.

Public health officer

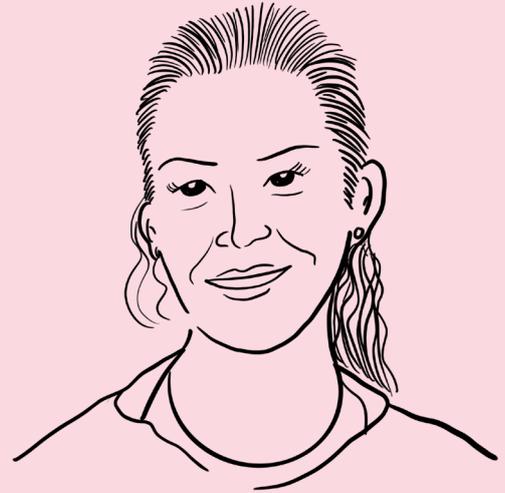
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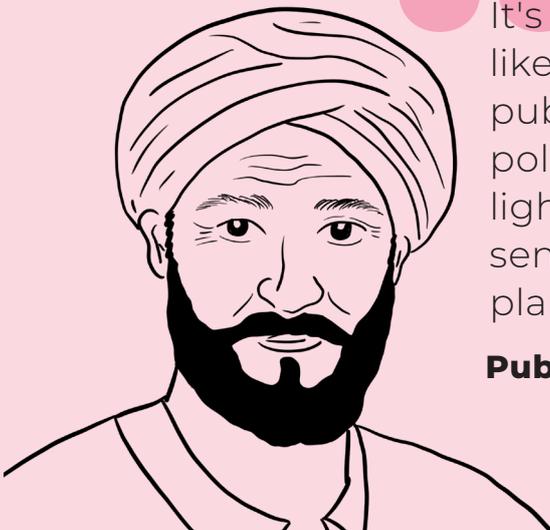
...we work really well with public health... There's obviously a bit of a language barrier in a sense, but because I had to learn quite a lot of how public health work and vice versa. And often in planning, we kind of talk in gobbledygook a lot of the time and even just simple things like what's an SPD, and then explaining things about the use class order and an evidence that has kind of public health led, often the first thing is like fast food or takeaways, they're not realising that, in planning terms, not all takeaways that the general public consider takeaways are takeaways in planning terms. So, there's quite a lot of barriers there...

Planning officer



”

“



It's not something that we could have done, like, you know, sort of in a little bubble in the public health team. Development of planning policy is not something that you undertake lightly. You need the expertise, so we have senior development managers from the planning team involved from the get-go.

Public health officer

”



“

I don't think [had we not]...had the support from public health [the] policy wouldn't be there..., there would [not] be a policy against too many hot food takeaways... [it's that] I don't necessarily think it would have been as strong as it is, or contained as much sort of clarity as it does... So as a planner, I'm sort of, I know a little bit about everything, I'm an expert in nothing really, and you get colleagues to help you with various evidence... You need someone to help with wading through the reams and reams of health-related evidence.

Planning officer

”

Collaboration between departments can be aided by “specialist posts” (i.e. those employed within joint planning and public health roles) [48] or the involvement of policy champions. In this context, a policy champion is typically someone working in the planning department, or with a planning background, who also understands the health agenda and is supportive of the policy. Alternatively, for LAs lacking resources, adjoining LAs could also pool their resources to facilitate joined up working across LA boundaries.

The expertise of other internal and external directorates or services may also be valuable (see Box 1 and the quote below). For example, internal LA Environmental Health services may be interested in working on complementary policies around the environmental health impacts of takeaways. Alternatively, the Office for Health Improvement and Disparities (OHID) may be able to provide additional information or supporting evidence related to takeaway management zones, or guidance on alignment with national policies and priorities. Specialist geographic information system (GIS) services within LAs may also provide guidance on how to map takeaway management zones, while legal services provide input on policy wording.



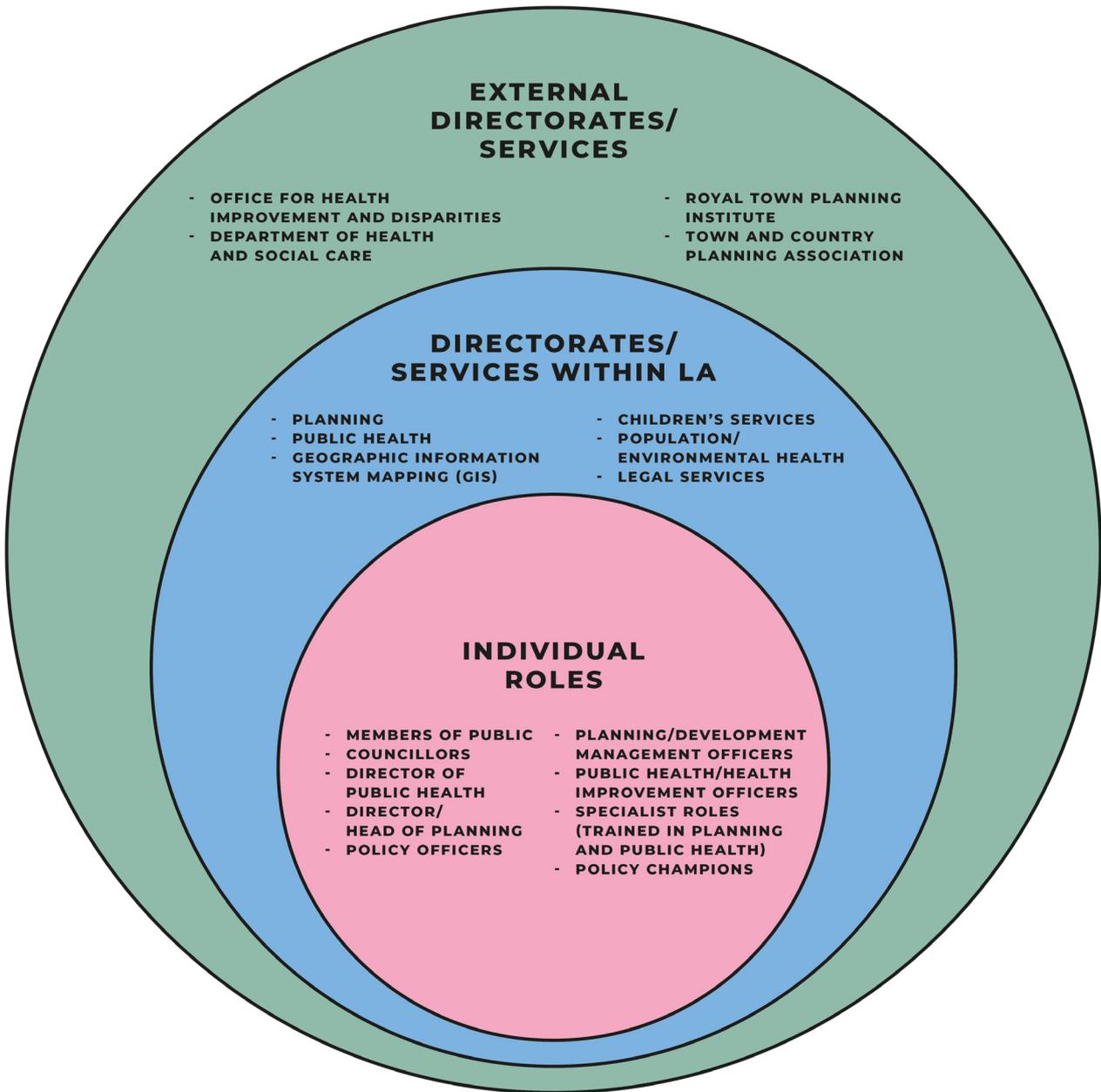
...it was jointly written with our public health team and our environmental health team, but also our development management [planning] team. So, we work with them, especially on policies, which are quite new. And this was quite a new policy area, erm, a new approach, especially the relating to...using health as a reason or using obesity as a reason for refusing planning permission... we work with our legal team at the time, to get the policy wording right, because we knew there was going to be appeals, especially from some of the bigger companies, so we needed to make sure it was watertight. So, everybody was just really comfortable with how it was written and what we were saying...

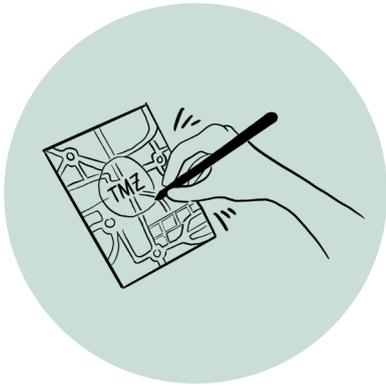
Planning officers



Box 1:

List of relevant Directorates, Services and Roles





Step 2: Design and adopt

The following are considerations that need to be made by LPAs throughout the processes of formal adoption of any local plan policy or supplementary planning document guidance:



Local plans

LPAs must formally adopt takeaway management zones within their local plan policy before they are used.

- The process for adopting the policy within the local plan is shown in overleaf and the length of time required for each step depends on the local context.
- LPAs should investigate how local plans were previously developed by their LA to gauge timings.
- A review of a local plan occurs at least once every five years.



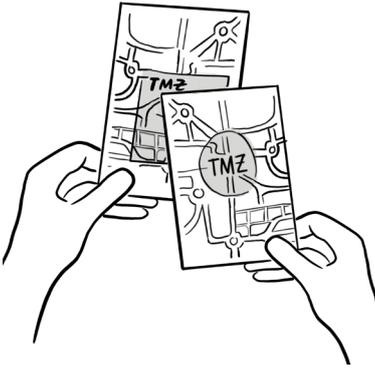
Supplementary planning documents

Supplementary planning documents (SPDs) are not formal policy, but rather they provide additional guidance on the policies included in the local plan [28].

- SPDs are material considerations when planning applications are reviewed. As such, they hold less weight in LA decision-making than policies in a local plan.
- SPDs do not receive the same level of scrutiny and examination as local plans, which are externally reviewed by the Planning Inspectorate (PINS).
- Guidance cannot be added within an SPD unless there is a policy 'hook', such as a broader health-focused policy within the local plan.

Further details of the adoption processes for local plans and SPDs are shown below (note that these processes do not necessarily run in parallel) [49,50].





What type of management zone should you adopt?

The following factors need considering when determining what type of takeaway management zone policy to adopt:

- Whether to apply management zones to primary and/or secondary schools.
- In addition to schools, whether to apply management zones to any other spaces commonly used by children (e.g. youth centres, green spaces).
- How big to make management zones (e.g. 400 metres, 10-minute walking distance).
- Shape of management zone (e.g. centred on the middle of a school site, mirroring the image of a school site, or centred on school entrance points).
- Whether to include or exclude town centres or other designated retail areas where these overlap management zones.
- Whether to completely deny planning permission to or restrict opening hours of new takeaways.

The single most common specification of takeaway management zone adopted in England to date has been to deny permission to new takeaways located within a 400-metre straight line distance mirroring the shape of both primary and secondary school sites. However, it is important to consider local priorities (e.g. economic development and health), and to use local evidence to identify what types of takeaway management zones can be justified in the local context. All LAs are different (e.g. differences in economic deprivation, quantity of takeaways near secondary/primary schools, size, population), and so it is understandable that differences will exist between the type of zones adopted.

The London Borough of Islington specified a 200-metre takeaway management zone owing to the density of schools in the borough [51]. Including a 400-metre distance would have covered most of the Borough by land area, effectively resulting in a blanket ban on takeaways that was not deemed appropriate.

Elsewhere, in the London Borough of Barking and Dagenham, it was deemed appropriate for takeaway management zones to cover most of this LA by land area [52].

In terms of precedent to date, the average land coverage of takeaway management zones has been 17% per LA [37]. However, in a quarter of LAs who have adopted takeaway management zones, more than 36% of land area falls within a zone.



Impacts of intervention

Retail impacts

Adoption of takeaway management zones around schools is associated with a decrease in the number of takeaway planning applications received by LPAs and an increase in the percentage of applications that were rejected [37]. As a result, adoption of these zones is associated with a decrease in the number of new takeaways opening within these areas. Full exclusion zones were more impactful than those that excluded town centres.

In some cases, LPAs chose to manage opening hours rather than deny new takeaways planning permission near schools. However, this was difficult to enforce, and some takeaway outlets remained open during unpermitted hours. This type of zone is not sufficient to deter new takeaways from opening. Implementing more stringent policies, for example full exclusion zones, is most likely to result in the fewest new takeaways, which may result in greater health benefits in the long term [42].

Health impacts

From our research in a selection of LAs, we concluded that takeaway management zones could reduce obesity prevalence by 1.5 to 2.3 percentage points by 2040 [42]. We forecast that this reduction in body weight could result in a decrease in the predicted number of cases of type 2 diabetes, cardiovascular disease, and some types of cancers in the long term.

Economic impacts

In the long term, despite common concerns from those in LAs, our research confirmed that takeaway management zones are associated with net economic benefits [43]. This is largely driven by the relatively low economic contribution of takeaways to the high street and the relatively high economic contribution of potential alternative usages. There are also NHS cost savings made from a reduced burden of BMI-related diseases.

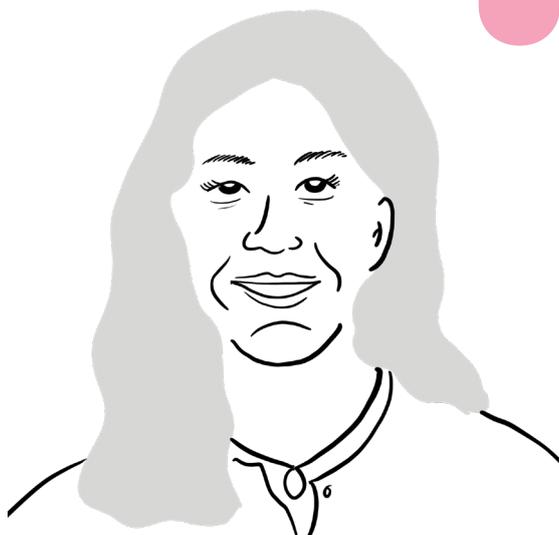


Write the policy

See [Case Study 2](#) for an example of the content of an adopted takeaway management zone policy. Other examples of successfully adopted management zones policies are linked in [Appendix D](#). There is value in ensuring that takeaway management zones are included within local plans where possible. This establishes them as policy, as opposed to guidance that would typically be contained within an SPD. Whilst SPDs are material considerations in LA decision-making, policies set out in local plans hold more weight in planning decisions [28].

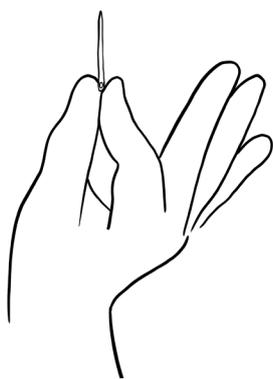
However, the planning process provides infrequent opportunities for local plan revision. Local plans also undergo a greater level of scrutiny including examination by an independent planning inspector. Therefore, there is more flexibility to include management zones within an SPD, and they represent an opportunity to signal intent for the adoption of management zones as formal policy during the next local plan review. This provision for including management zones within SPD guidance is however contingent on having a general health and wellbeing policy 'hook' within the local plan.

One of the limitations of including takeaway management zones within an SPD is that they can be overlooked by planners as guidance only. If management zones are to be included within an SPD, identify ways to ensure that they are considered and referred to by planners (see [Step 3 - Implement](#)).



...there was an SPD in place... sort of honest feedback, from planning colleagues was that since it had been adopted it, it wasn't one that, they sort of routinely referred to and sort of utilised and so that was what we were trying address, for future iterations of that work and that's why we tried to embed it into, documents that they do use on a more regular basis so that it has that tangible impact on the ground.

Public health officer



Be specific

Planning officers should be able to clearly identify how to implement management zones. Objective planning decisions should be based on aerial images and/or maps with clearly defined buffer areas matching adopted zone specifications (i.e. visuals of where takeaways are not permitted - refer to good examples from Barking and Dagenham, Blackburn with Darwen, Halton, South Tyneside, all linked in [Appendix D](#)). These high-quality visuals need to be routinely updated and referenced as standard practice. This ensures accuracy and consistency of decision-making, and ultimately reduces the risk of successful appeal by prospective takeaway business owners.

Do include development management planners (i.e. those responsible for determining planning applications) as well as policy planners (i.e. those responsible for writing and developing planning policies) in the design process. The former will be responsible for implementing the policy and as such any decision-support materials will need to be acceptable to them.

Once drafted, ensure the guidance or policy is scrutinised by planning and public health officers prior to adoption or submission for examination. Changing adopted guidance or policy will incur unnecessary delay, preventing implementation of the policy. It may be beneficial to gain feedback from other LAs and organisations (see **Box 1**).

“

...It's easier to understand if it's explained. And maybe they should have had more consultation, prior to implementation really to discuss it. We've never had, when that was implemented, nobody came round and sat us all down and talked us through it. You know, it was given to us, 'this is the new policy, this is what you've got to look at'. You look at it and you interpret it yourself. Whereas if somebody is open to discussion then, you can give and take your feelings and considerations.

Planning officer



”

An example of local plan policy content for takeaway management zones in Bristol

Bristol City Council's Local Plan contains a takeaway management zone policy [53] (p.208-210). Here's how they clearly describe this policy, including verbatim extracts from their local plan on the next page:

1

The links between takeaway use, health impacts, obesity and deprivation in Bristol is explained

2

National and local strategies and objectives around health are cited.

3

The goal of limiting access to takeaways to improve health is explained.

4

School, youth facilities and locations where the policy applies are defined and explained

5

The boundary and distance of the takeaway management zone is defined (including a starting point).

6

The management of takeaway opening times are cited

7

The applicability of the policy inside and outside of the town centre is explained.



Policy HW3: Takeaways

14.2.11 Takeaways are a well-established feature of Bristol's town, district and local centres which offer services to customers and provide employment opportunities. However, when they are located close to schools, youth facilities and other locations where young people gather, takeaway uses have the potential to influence behaviour which is harmful to health and the promotion of healthy lifestyles. Moreover, there are clear and evidenced links between takeaways and fast food and obesity amongst all age groups. This policy takes those health considerations into account and seeks to support national and local promotion of healthy lifestyles and healthy weight.

14.2.12 Controlling the development of takeaways within walking distances of places where young people gather will limit children's exposure to the influences on making less healthy food choices. This policy also seeks to avoid concentrations of takeaways which can harm the health of all sections of the community by reducing choice and opportunities for less healthy food choices and preventing such outlets from dominating the street scene of local centres.

Explanation

14.2.13 The policy supports the aims and objectives of Bristol City Council in improving health and wellbeing, tackling obesity (particularly childhood obesity) and reducing health inequalities in the city. The policy aligns with and supports national public health and planning policy that seeks to ensure communities live in an environment which enables and promotes healthier lifestyles.

Young people

14.2.14 The policy applies to those facilities where young people's behaviour and dietary choices may be influenced by the proximity and concentration of takeaway outlets. The policy is supported by national strategies to reduce childhood obesity, which is identified as a public health priority with significant health and economic consequences.

Locally, this policy seeks to help achieve Bristol City Council objectives to stop the increase in childhood obesity and to close the childhood obesity gap, in which children in more deprived areas are more likely to be obese than those in less deprived areas.

14.2.15 'Schools and youth facilities or locations where young people gather' is defined as the entry points to secondary schools, primary schools, youth and community centres, leisure centres and parks.

14.2.16 Within approximately 5 minutes walking distance (approximately 400 metres), a takeaway is never likely to be acceptable due to its close proximity to the facility used by young people and subsequent likelihood to influence unhealthy behaviours. In assessing whether a proposal for a new takeaway would be acceptable, its distance from the youth facility will be measured according to realistic walking routes. In some cases, a new takeaway located beyond 400m from the defined youth facilities may not be acceptable due to local factors which would result in the outlet being likely to have a harmful influence on children's behaviour and choices, for example by being prominently located on a main walking route to the facility or near a key public transport facility.

14.2.17 It may also be necessary to reduce or limit the influence of a takeaway outlet through the use of a planning condition to restrict opening hours. This would seek to restrict opening hours during school lunch breaks and at the end of the school day, when the behaviours of children and young people are most likely to be influenced.

14.2.18 This aspect of the policy applies to proposals inside and outside centres. Proposals inside centres are as likely to influence behaviour as those outside, especially where they contribute to a proliferation of takeaways.



Defend the policy when challenged during consultation and examination



Anyone has the right to challenge the adoption of takeaway management zones, whether in an SPD or a local plan. During the consultation and examination processes, you should expect to encounter resistance from prospective takeaway businesses. It is also common to receive representations from food retailers who are not currently subject to management zones e.g. chain fast-food outlets that typically operate as restaurants and not hot food takeaways.

A number of arguments are made by prospective businesses when challenging the adoption of takeaway management zones [36]. Because of variations in local context that would play into LA responses, it is not possible to include recommended retorts to industry representations in this toolkit. However, many arguments are commonly used. Therefore, LPAs can use our evidence from **Section 2** of the toolkit to prepare locally relevant responses to these common criticisms. LPAs can also word policy clearly, including evidence and justifications to avert potential challenges along these lines. Common arguments LPAs should anticipate will fall under one of four broad themes:

The role of takeaways in obesity

- The policy does not consider broader sources of unhealthy food as other retailers other than those classed as hot food takeaways sell energy dense/poor nutritional value food.
- Whilst some hot food takeaways sell unhealthy foods, not all do, and it is not possible to distinguish this using the planning system.
- The inclusion of primary school children in the policy is questionable. Outside of school time, it is the responsibility of parents/guardians to manage their children's diets given that they are not allowed to leave the school premises during the day.

- There are other causes of poor diet and obesity including diet variety and activity levels.

Takeaway management zone adoption

- Given the other causes of childhood obesity, LAs should encourage physical activity rather than adopt takeaway management zones as a more useful solution.
- Questions around why certain distances including “as the crow flies” were used rather than actual walking routes to downplay effectiveness.
- Attempts to co-develop solutions and work with LAs.
- Proposals do not support economic growth and result in unemployment and low business rate payments.

Use and interpretation of evidence

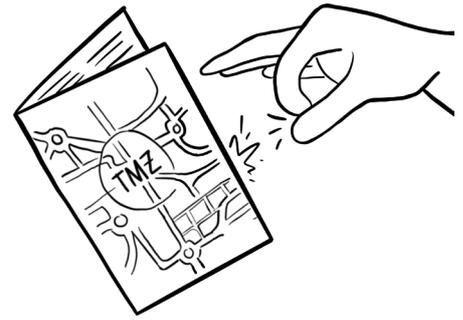
- Framing academic research cited by LAs in a way that supports the assertion that takeaways are not frequently purchased.
- A lack of causal evidence on the link between takeaway exposure, poor diet and health as research is observational and cross-sectional.
- Citing previous appeal cases where planning inspectors decided the policy could not be implemented.

Managing external opinions

- Managing how they were viewed by the public and Planning Inspectorate by explaining that they have a role in helping communities live healthier lifestyles and have adapted their menu to offer a range of choices.
- Portraying LAs as the “nanny state”, taking away the personal freedoms of the public.

Meet tests of policy ‘soundness’

During a local plan examination, a planning inspector will assess whether a policy meets legal and procedural requirements i.e. whether they are “sound”. The National Planning Policy Framework (NPPF) explains that policies are considered sound if they meet the criteria detailed below [29]. It is critical that these points are carefully considered.



LPA's must take the opportunity to ensure that the policy is defensible in the preliminary stages as later, prospective businesses may further appeal planning decisions based on these factors.

TESTS OF SOUNDNESS TO EXAMINE LOCAL PLANS TAKEN FROM THE NPPF (2023)[29](P.12)

A

Positively prepared

Providing a strategy which, as a minimum, seeks to meet the area's objectively assessed needs; and is informed by agreements with other authorities, so that unmet need from neighbouring areas is accommodated where it is practical to do so and is consistent with achieving sustainable development.

B

Justified

An appropriate strategy, taking into account the reasonable alternatives, and based on proportionate evidence.

C

Effective

Deliverable over the plan period, and based on effective joint working on cross-boundary strategic matters that have been dealt with rather than deferred, as evidenced by the statement of common ground.

D

Consistent with national policy

Enabling the delivery of sustainable development in accordance with the policies in this Framework and other statements of national planning policy, where relevant.

Redbridge, and Plymouth and Southwest Devon's Local Plans include management zone policies that were found to be sound (see [Appendix D](#) for these and other examples).

The quotes below are from the Planning Inspectors' examination report of these local plans. They show that these local plan policies met tests of soundness because they reference:

- The National Planning Policy Framework (NPPF).
- Local and national data on obesity.
- Intention to improve local food environments near schools and health among school children.
- Evidence on takeaway proximity and consumption.
- A lack of evidence on the negative economic impacts of restricting takeaways.

Policy DEV6 seeks to restrict new hot food takeaway premises within the vicinity of secondary schools in Plymouth, specifically a 400m zone. Childhood obesity is a significant national health issue and the NPPF is clear that planning has an important social role to play in creating healthy communities and supporting well-being. The evidence shows that there are established hot food takeaway premises within the 400m zones. These would not be affected by the policy. Furthermore new premises could be developed outside the zones, subject to being consistent with other relevant Plan policies. Overall we are satisfied that the policy will assist in positively managing the food environment around Plymouth's secondary schools and, based on the available national and local evidence, is justified.

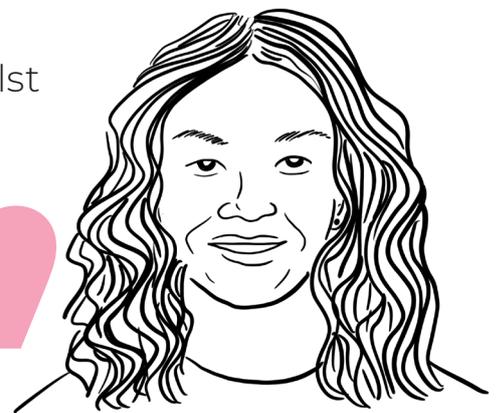


Planning inspector examination report, Plymouth and South West Devon Local Plan [54] [p.27].



Levels of obesity amongst children in Redbridge are higher than the national average and are increasing for year 6 children. Although by no means the only factor contributing to poor diet and obesity the evidence provided by the Council, particularly the responses to the Great Weight Debate, indicates that in Redbridge the presence of hot food takeaways in close proximity to schools encourages and enables children to eat takeaway food. Wider studies also support this. The proposed criterion to resist proposals for Class A5 uses within 400m of schools or youth centres would not prevent the consumption of high fat and high sugar food by young people. Nonetheless planning can assist in creating healthier consumption choices and the PPG encourages local planning authorities to have particular regard to the proximity to locations where young people congregate. The restriction is therefore a justified policy response to address this issue based on the specific local circumstances. Whilst this might inhibit individual businesses there is no evidence that the modified policy would be detrimental to the local economy as a whole.

**Planning inspector examination report,
Redbridge Local Plan [55] [p.23].**





Involve public health colleagues and the public

Public health officers should be routinely present and actively involved during the hearing session for adoption of zones within a local plan, when all the collated evidence is probed further by the independent planning inspector. This is because public health officers are well placed to complement their planning colleagues by responding to questions around public health evidence.

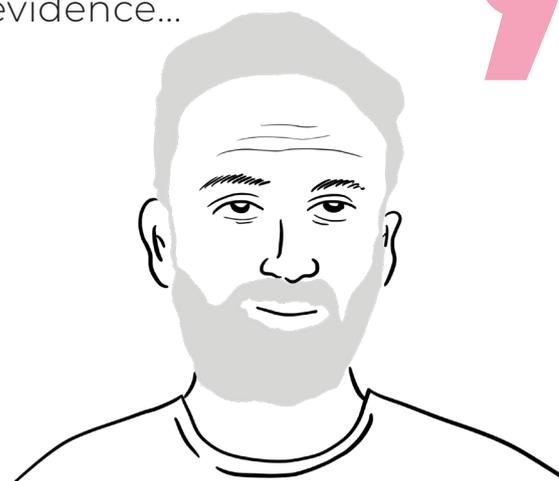
Our infographic is a tool that could be used during a hearing to demonstrate accessible scientific evidence in support of policy adoption. Additionally, public attendance and public support can facilitate the adoption of policy by drawing attention to the examination process.

Download our research summary infographic.

INFOGRAPHIC

“The DPH [Director of Public Health] spoke in the session... the DPH gave a speech and give the reasons behind the policy. And there's no arguing with the DPH, she's a very impressive lady. So, I think that's very much helped. And I'm not sure if I would have been quite sort of as confident in talking about some of the health evidence as the DPH was, in the examination. Erm. So, I think it very much helps but goes for any policy... we have experts there talking about the evidence...”

Planning officer



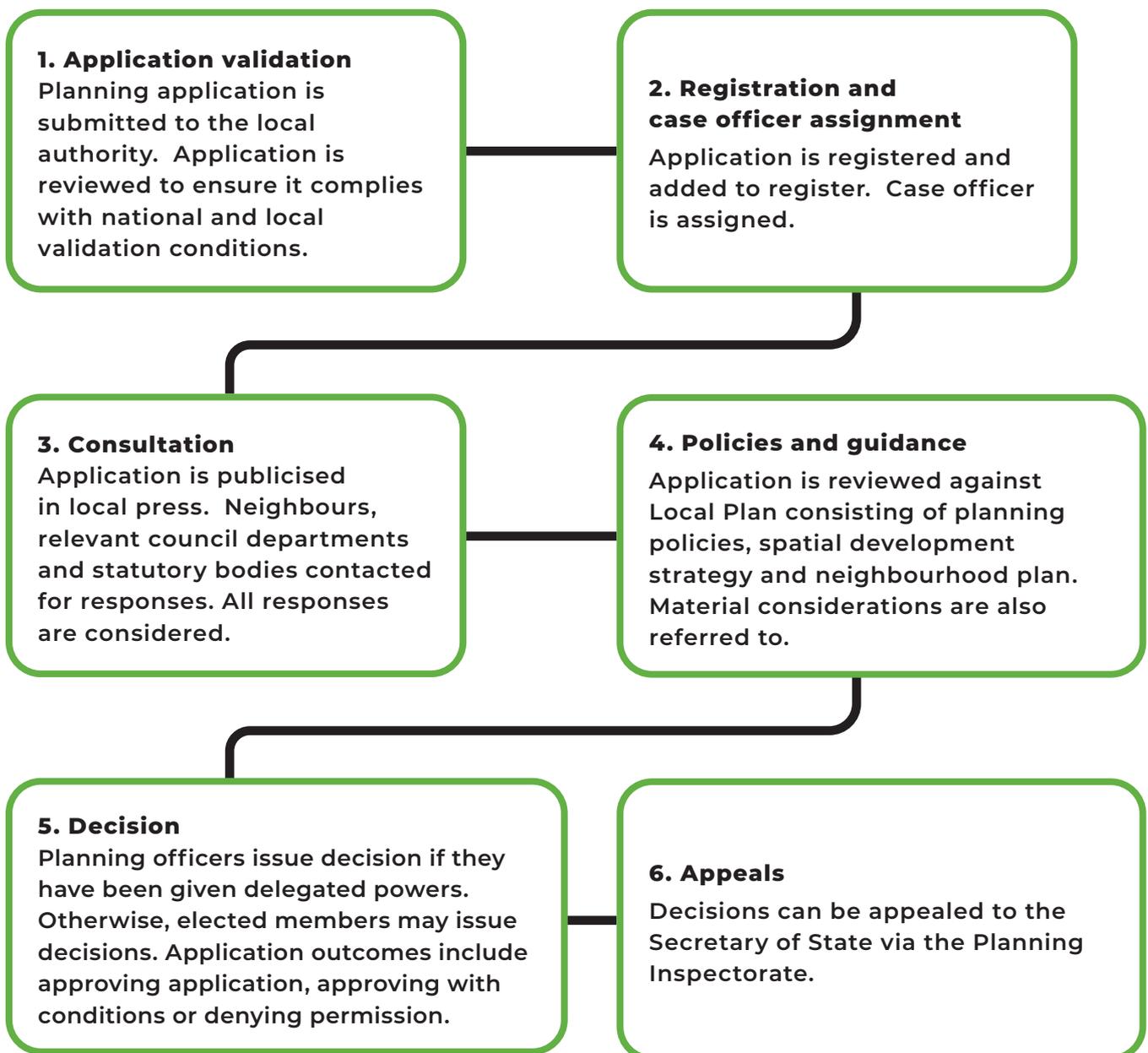


Step 3: Implement

You are now at the point in this process where you have designed and adopted takeaway management zones in policy or guidance. The journey may not have been easy, but there are just a few more steps needed to make a positive impact on your local food environment.

By now you will be beginning to think about how management zones can be implemented effectively. We will cover this important stage in this section.

This figure shows the process of determining the outcome of a planning application.



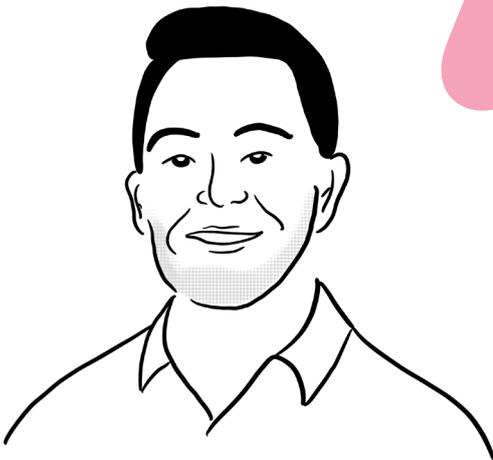


Educate and support

Development management (DM) officers are usually responsible for implementation. Start by providing these officers with training regarding implementation of the takeaway management zone policy.

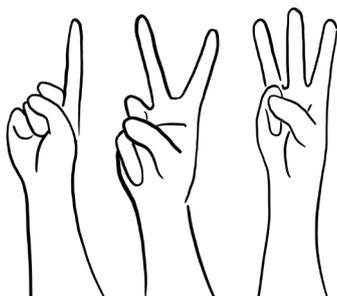
Consider:

- A joint training session with policy planners and public health colleagues explaining:
 - the need for the policy, with evidence
 - how the policy should be implemented, with examples
 - the formal process to be followed within the LPA for determining the outcome of takeaway applications.
- Embedding training within any other training offered to planners to ensure awareness from the outset of this part of their role.
- Providing additional support when needed, in the form of a designated point of contact for ad hoc queries (as indicated in the quote below). Policy planners and/or public health officers may be best placed to support DM officers in implementing policies, given their involvement in developing them.



...we do really need their sort of assistance. As I say, they have been working hard on the local plan recently and yeah, it is really helpful to have their support on things... we weigh up quite a few issues with a planning application and potentially we can look at things in isolation with different things and we have to weigh up the impacts. Whereas, planning policy officers will look very closely at the policy and look, you know, really closely at the impact it has on the policy so they are quite strong in protecting those policies, so they are really helpful at application stage...they have a service which runs every week where you can catch up with one of the officers and you can go through an application that is causing you a bit of grief, or you need their assistance.

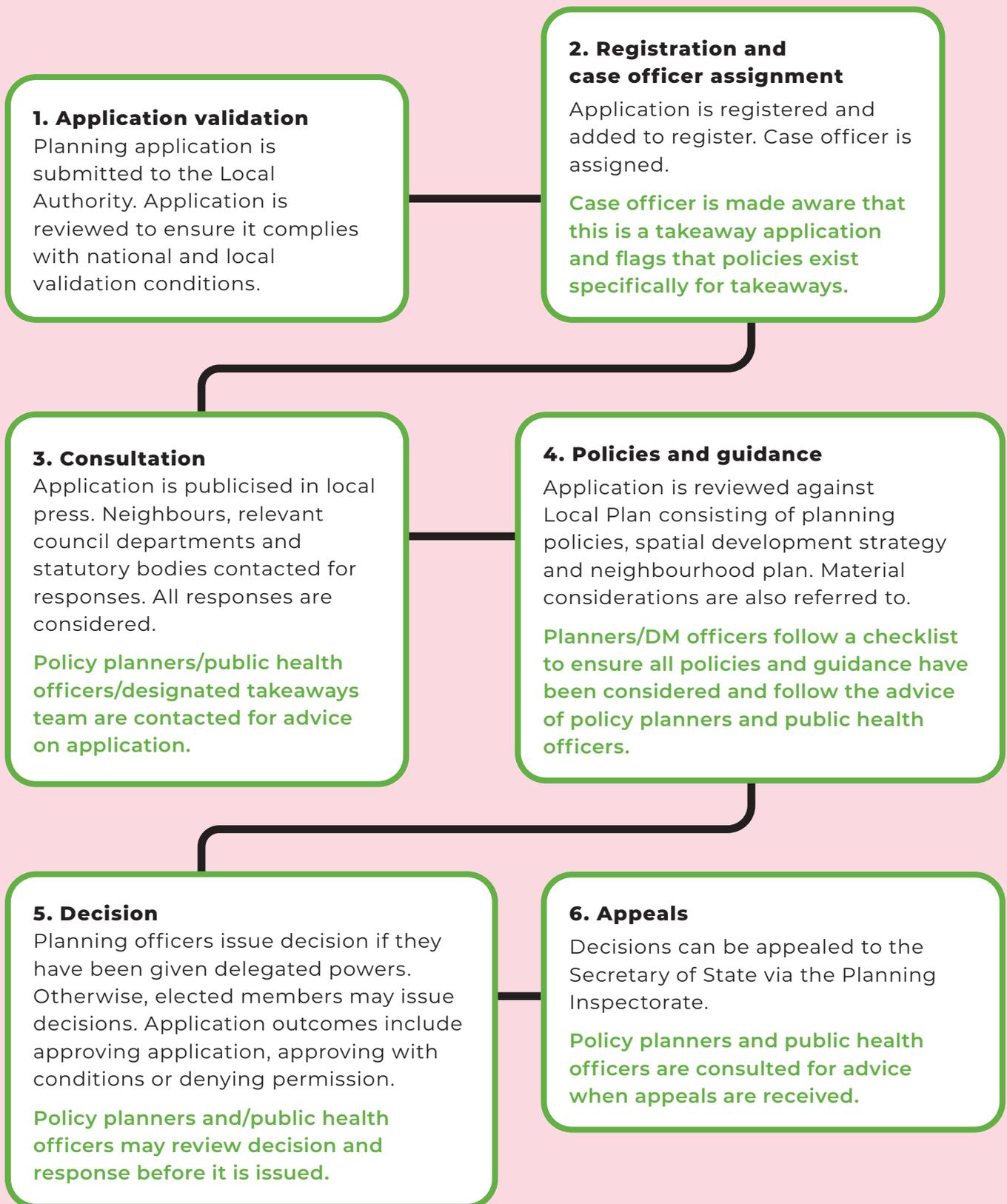
Planning officer



Establish formal processes for determining applications

There should be a formal process for determining the outcome of takeaway planning applications, to ensure that the policy is consistently implemented.

Based on the standard implementation process shown previously, an example of an adapted workflow that could be implemented is shown overleaf.

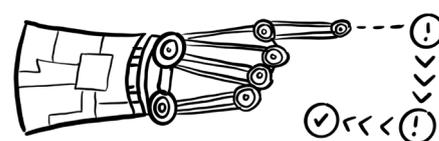


In this example, DM officers are reminded of the policy and are advised to contact designated public health and/or policy planning colleagues for their expert input at multiple stages of the decision-making process. Further, they are also reminded to follow a checklist of considerations that are specifically relevant to applications for new takeaways (see below on automated systems).

Developing automated systems

Having designated public health and/or planning colleagues checking submitted takeaway planning applications is likely to reduce the risk of adopted takeaway policy not being implemented. Some LPAs have automated systems in place for notifying public health and planning colleagues of new takeaway planning applications. In some LAs, these colleagues receive weekly notifications regarding new takeaway applications to solicit their input. This does not require DM officers to proactively contact colleagues. However, this does involve appointing designated individuals within the Public Health and/or Planning Department to actively monitor these systems and respond when appropriate.

Providing DM officers with a brief checklist to use when determining the outcome of takeaway planning applications may also help to ensure that they are considering all aspects of policy and guidance.



Case Study 3 is a verbatim checklist written by Gateshead Council and used by planning officers when determining planning permission for new takeaways [\[34\]](#).

Within each section, there is a helpful link (in red) to resources that can help DM officers to determine the outcome of any application.

A list of considerations for takeaway planning applications by Gateshead Council



Hot Food Takeaway

Policy CS14 Wellbeing and Health of the Core Strategy and Urban Core Plan (CSUCP) states that the 'wellbeing and health of communities will be maintained and improved by... 3. Controlling the locations of and access to unhealthy eating outlets.'

The Hot Food Takeaway Supplementary Planning Document (SPD) clarifies where hot food takeaway (A5) premises are not appropriate. The proposal includes a mixed use unit with A3 and A5, and therefore the SPD is relevant to the A5 element of this application.

Planning application considerations in the Hot Food Takeaway SPD

1. Locations where children and young people congregate

Planning consideration 1 of the SPD states that A5 uses should not be located within 400m of places where young people congregate. The application site is located on Chainbridge Road, Blaydon, which is less than 400m away from Shibdon Park, and is therefore an unsuitable location on these grounds.

→ [Check google maps](#)

2. Locations where there are high levels of obesity

Planning consideration 2 of the SPD states that wards where there are high levels of obesity, defined as more than 10% of the year six pupils, are not appropriate locations for A5 uses. Blaydon ward has a year 6 obesity level of 19.7% (2016/17 NCMP), which is higher than the target and therefore it is not an appropriate location.

→ **National Child Measurement Programme**

3. Over-proliferation

Planning consideration 3 of the SPD states that wards where the number of A5 uses per 1000 population exceeds the national average are not an appropriate location for additional A5 uses. The current national average is 0.86 per 1000 population and for Dunston and Teams the figure is 1.19, which therefore is not an appropriate location.

→ **Annual Monitoring Report 2018-19**

4. Clustering

Planning consideration 4 of the SPD states that where there is clustering of A5 uses this would not be an appropriate location. It states that in Local Centres there should be no more than 5% A5 uses, and in Ellison Road Local Centre there is already 9.1% (2 units), therefore this location is not appropriate on those grounds.

→ More than 2 units consecutively

→ Retail surveys (teams)

→ **Gateshead map**

5. Residential amenity

Planning consideration 4 of the SPD states that where there is clustering of A5 uses this would not be an appropriate location. It states that in Local Centres there should be no more than 5% A5 uses, and in Ellison Road Local Centre there is already 9.1% (2 units), therefore this location is not appropriate on those grounds.

6. Hours of opening

The proposal seeks to increase the potential opening hours of the premises; regard should be had to residential amenity, as the proposal is close to a number of residential properties, including adjoining premises. Also the impact of a late night economy including background activity and noise needs to be considered, as the area is largely residential.

The SPD also sets out more generic considerations that should be considered when assessing applications for A5 uses, namely:

Hours of opening

Extraction of odours and noise abatement

Anti-social behaviour

Disposal of waste products

Litter

Transport

Health Impact Assessment

The SPD also states that applications for A5 uses will be required to include a health impact assessment as part of their application. Where an unacceptable adverse impact on health is established, permission should not be granted.





Defend planning decisions when challenged during appeal

Prospective takeaway businesses can appeal planning decisions, with the outcome then being decided by the national Planning Inspectorate (PINS). Prospective owners can make their appeal in several different ways, in the form of written representations, informal hearings or public inquiry. The latter can be a drawn-out process lasting up to six months before a decision is made. Those with adequate financial resources will seek legal advice, and costs (payable by the LA) can be awarded by PINS to businesses who are successful at appeal. This can be very costly to LAs and can negatively impact implementation of management zones.

The perceived risk of defending planning decisions to PINS is amplified because PINS inspectors typically lack public health training [57]. However, there is strong precedent for decisions being made by PINS that fall in favour of LAs. To date, even considering appeal outcomes, the adoption of takeaway management zones around schools has still been associated with a reduced number of applications and more of those being rejected [37].

LAs can take several practical steps to prepare for the appeals process:

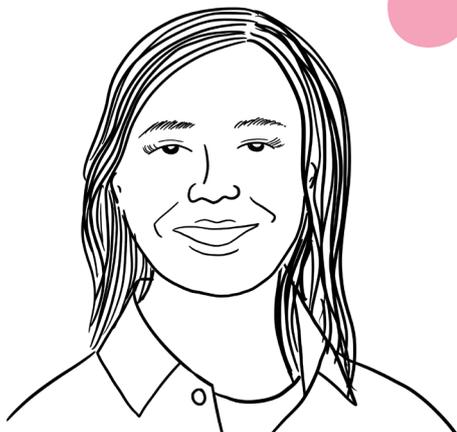
→ Ensure policy or guidance is clear, specific and well justified from the outset.

“ ... we should have been more specific because we can't say what is the playing field, there's no definition of a playing field. You know, planning law, there's no definition of it... So, like the one I was just saying with the bowling club, well a developer who did say a bowling club is not part of that policy... So, I think we should have been more specific and said, originally in our policy...”

Policy and public health officers



→ If guidance has been included within an SPD, ensure there is a hook or broader health and wellbeing policy in the local plan.



“ ... well, there's no real policy background, basis for it as well, so it has limited, weight really. Because again, supplementary planning documents are what they are, it says in the word, they're supplementary and they supplement a policy. So, if there's no policy for them to supplement, they carry less weight when it comes to a planning appeal.”

Planning officer

-
- Ensure the policy is backed by evidence, including scientific evidence on impacts and acceptability as described in this toolkit, and local evidence such as NCMP data [46] to demonstrate high levels of obesity, or data from Feat [47] to demonstrate an overconcentration of takeaways (see **Appendix D**).
 - At appeal, ensure that both planning and public health colleagues are represented and empowered to share written and oral evidence.



...the objectors really tried to challenge the robustness of our evidence base, and it helped that our Director of Public Health (DPH) was actually able to defend it at the hearing session and say, actually, this has been a peer reviewed study. You know, it's not just something we knocked up, it is very robust. And I think that helps swayed the planning inspector of our evidence.



Policy officer



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- Include residents' lived experiences describing issues with hot food takeaways in responses.

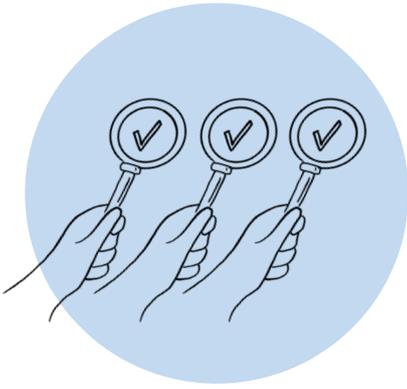


Some people will say, we've got too many of these uses around here, so they're acknowledging that their centre is changing, and it's undermining their centre. So, there's those kinds of comments help, in terms of our decision making and also in terms of an inspector upholding a decision, if there is anecdotal evidence that centre is changing, and it's not just coming from the council, it's coming from residents, historical understanding and experience of an area.



Policy officer

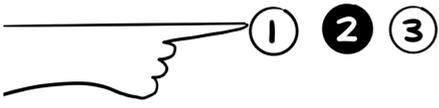




Step 4: Monitor, evaluate and update

Monitoring and evaluation of implementation are critical to understanding the local retail impacts of takeaway management zones, which necessarily precede future health impacts. Precedent for effective implementation is robust evidence to support future LA decision making, both locally and in other LAs who are considering the adoption of management zones and are looking for "success stories". If publicised, demonstrably successful local implementation may also serve to deter prospective takeaway businesses from making a planning application in the first instance, thereby minimising the resources required for future implementation. Further evidence of economic benefit (or at least of no economic harm) in particular, using local data, might also justify a diversion of additional resources towards further strengthening implementation. In addition, there would likely be a role for more evidence of this type during the appeals process, where impacts on local economic viability and vitality appear to be key concerns.

Periodically, there may be a need to update takeaway management zone policy or guidance, or to complement zones with other forms of intervention that put LAs on the front foot with respect to potentially related health-harming developments in food retail. For example, "dark kitchens" or the growing accessibility of takeaway food online. In Step 4 we discuss these topics.

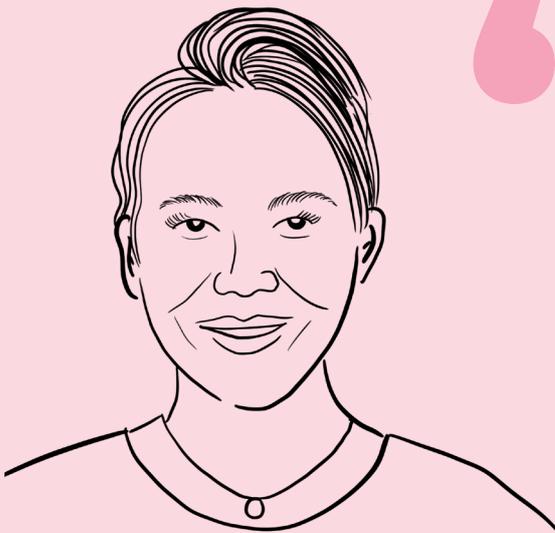


Establish a process for monitoring impact

To determine the impact of management zones, LAs should implement a process for actively monitoring the outcomes of takeaway planning applications. To date this intervention has not been closely monitored by LAs, hence our evaluation ([Section 2](#)), but local data is consistently demanded by LAs to support local decision-making. Evidence of positive impacts would support continued local implementation as well as adoption elsewhere. While health impacts are likely to be challenging to observe, hence the importance of our modelling [\[42\]](#), more immediate impacts of management zones could be captured using routinely collected data and are necessary prerequisites for health impacts.

For example, LAs could review the number of planning applications received for takeaways near schools over time to determine whether their takeaway management zones have been successful in deterring takeaway planning applications. Research demonstrates that whilst a reduction in pre-application queries for hot food takeaways was perceived as a measure of success by one LA, this has also not been routinely monitored by LAs [\[45\]](#). Additionally, LAs could monitor the proportion of takeaways denied planning permission or the number of successful appeals. This will help identify whether takeaway management zones have been successful or whether a change of approach is necessary.

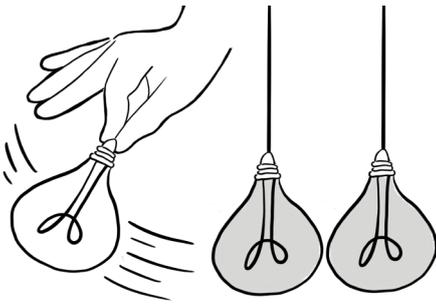
LAs may also consider monitoring vacancy rates to demonstrate that the policy does not cause an increase in the number of units vacant for prolonged periods. However, the economic impacts of retail vacancies, even for as long as a year, can be quickly overcome by the economic benefits of successfully finding an alternative retail use, and in combination with savings from healthcare costs avoided [43]. It may be useful to monitor the type of retail uses present and whether this has changed and/or diversified since adoption of the policy. Footfall data may also be used to demonstrate whether there has been a positive change in the way the community use spaces where takeaways are located.



...we monitor all planning applications... So, we have a record of every planning application that comes in... so we would know the locations of everything that's approved, including hot food takeaways, and we essentially because we're being consulted would be able to check if things are being approved contrary to our recommendation. They shouldn't be because we're a statutory consultee. That should happen anyway. The main issue would be when things go to appeal and they get overturned by an inspector, but that would go on our record, so that we could keep an eye on what applications have gone through within that zone, through our monitoring system anyway.

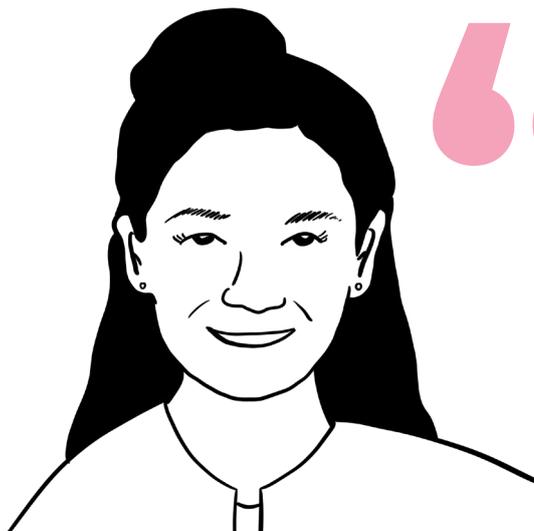
Policy officer





Update and innovate

Of course, there are other sources of unhealthy food within physical food environments. Furthermore, takeaway management zones cannot address the existing high number of takeaways selling unhealthy foods on our high streets. This perspective was supported in our interviews with young people as demonstrated in the quotes below. Young people judge that takeaway management zones are unlikely to impact takeaway accessibility given the high number of existing outlets [7]. They also explain that they are likely to purchase confectionery, crisps, and sugar-sweetened beverages from other types of food outlets such as convenience stores, which are not currently subject to planning intervention. Going forwards, this should be an important consideration for LAs.



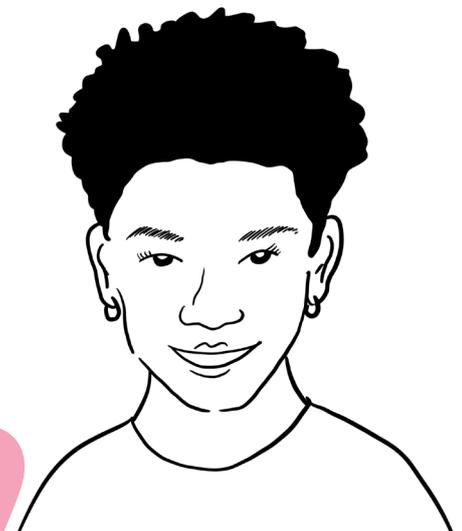
It won't affect that much; it might affect a lower majority of the areas. But if in places that don't already have fast food places that would make sense, but somewhere like here, we are so close to a town centre, it won't do much.



Secondary school pupils



"...what we ... don't make up in... fast food shops, we have so many sweet shops in this area, which kind of makes up for it... it's not really that big of a deal that we've only got like one popular chip shop because everyone just goes to the sweet shop because we've got two just down there..."



It is essential to ensure that the policy is continuously revisited to determine whether it is adequately future proofed to address new modes of takeaway proliferation. For example, we are now seeing increased proliferation of “dark kitchens” (non-public facing food preparation spaces where food is sold predominantly via online food delivery services). These lower the barrier to entry for businesses selling food via online sites or mobile apps and may therefore be contributing to the proliferation of accessible takeaway food. Dark kitchens are not currently subject to planning intervention and may undermine the efficacy of takeaway management zones. Similarly, online food delivery services may be able to deliver takeaway food to children at school, further undermining the potential for a place-based intervention such as management zones to impact public health in future.

LAs should also consider the dual framing of takeaway management zones with respect to both health and wider impacts. Impacts extending beyond health include economic vitality and viability of high streets and reduced negative impacts on the environment and residents. For example, members of the public who supported takeaway management zones were also more likely to believe that takeaways cause issues of littering, noise and smell [44]. This builds upon existing evidence that the presence of hot food takeaways can have negative impacts beyond health [22].

The London Borough of Islington (**Case Study 4**) [51] and Gateshead LA (**Case Study 5**) [34] provide two successful examples of this dual framing approach to managing planning permission for takeaways.

Summary of Islington Council's Local Plan

- Resist planning permission resulting in overconcentration of units including night-time economy uses, cafes/restaurants, hot food takeaways, betting shops and other gambling facilities and payday loan shops causing amenity impacts. Concentration of uses are assessed based on the number of units within a 500m radius of the proposed development.
- Consider whether the proposal is likely to increase or create a negative cumulative impact in the surrounding area (within a 500m radius of the site). Consider the type of use, proposed hours of opening, size of premises, operation and servicing, and measures to mitigate odour and noise.
- Resist applications for such uses where they would cause harm to the vitality and viability, character, function and amenity of an area and/or negatively impact on the health and wellbeing of the borough's residents and in deprived areas.
- Resist proposals for hot food takeaways where falling within 200-meters of primary and secondary school, they would result in 4% or more of total units being in hot food takeaway use, in local shopping areas (LSAs) of 26 units or more; or they would result in two or more hot food takeaway units, in LSAs with 25 units or less.
- Proposals for hot food takeaways must provide a Management and Operating Strategy which includes all the standard information needed when the operator applies for a premises licence. Management and Operating Strategies must also consider any other potential impacts on vitality, viability, character, amenity, function and health and wellbeing.
- Uses serving food and drink including cafe/restaurant and hot food takeaways, coffee shops and sandwich bars must operate in compliance with the "Healthier Catering Commitment standard".

Summary of Gateshead Council's Supplementary Planning Document

- Deny planning permission 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.*
- Deny planning permission for A5 use in wards where there is more than 10% of year 6 pupils classified as obese.
- Deny planning permission for A5 use where the number of approved A5 establishments, within the ward, equals or exceeds the UK national average, per 1000 population. Deny planning permission 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.
- Deny planning permission 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.
- Avoid clustering: there should be no more than two consecutive A5 uses in any one length of frontage. Where A5 uses already exist in any one length of frontage, a gap of at least two non A5 use shall be required before a further A5 use will be permitted in the same length of frontage. An A5 use will not be permitted where it will result in the percentage of A5 uses in Gateshead Centre (Primary Shopping Area), District Centres, Local Centres or local parades exceeding 5% of total commercial uses. Where there are less than 20 units in a parade, no more than 1 A5 unit will be permitted.
- Consult regulations on residential amenity, hours of opening, extraction of odours and noise abatement, anti-social behaviour, disposal of waste products, litter and transport.
- Applications for A5 uses are required to include a health impact assessment. Where an unacceptable adverse impact on health is established, permission should be denied.

4.

Next steps.

By using this toolkit, we hope you have developed an in-depth understanding of takeaway management zones and their implementation.

We hope you have learned:

1. How to gain support and buy in within a local authority (LA) for takeaway management zones including from public health and planning colleagues, councillors, and members of the public, as well as how to facilitate collaborative working across services to push forward the adoption of takeaway management zones.
2. What factors to consider when writing policy and guidance, including:
 - its content
 - what management zones might look like in your LA
 - what the latest scientific research says about their potential impacts
 - whether to use a supplementary planning document or local plan, and
 - that you can be prepared for common objections put forward by prospective takeaway businesses.

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3. How to implement takeaway management zones once they are formally adopted, including how to train and raise awareness among staff, establish processes for ensuring implementation, and defend planning decisions at appeal.
 4. How to monitor and evaluate management zones to demonstrate impacts, including how this information can be used.

However, this is just the start. Our research clearly evidences how takeaway management zones around schools benefit the public's health. Yet according to the latest figures, only 41 LAs across the country have adopted them. To help to change this and support your local community to thrive:

- Tell us how we can improve this toolkit.
- Explain what questions you need answering next to support better adoption and implementation of takeaway management zones.
- Ask for our help in evaluating the implementation of takeaway management zones in your LA.
- Tell us about how you are innovating with planning policy to adapt to new challenges.

Please share this toolkit and our research with colleagues and collaborators via your professional networks.

We look forward to working collaboratively with LAs and other organisations in the future.

Please contact Dr Thomas Burgoine for more information and help with related queries.

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Twitter: @thomasburgoine

To access information related to our programme:

<https://bit.ly/TMZ-study-cam>



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Appendix

Appendix A:

Summary of key research evidence, related data and resources

This appendix provides a summary of a comprehensive academic evaluation of takeaway management zones around schools, funded by the National Institute for Health Research (NIHR) Public Health Research Programme (project number: NIHR130597), as well as a summary of other related research findings and signposting to other resources.

Findings from our evaluation

Retail impacts

Changes in the number and outcome of takeaway food outlet planning applications in response to adoption of management zones around schools in England: a time series analysis.

[Read the full text article here.](#)

We used interrupted time series analyses to estimate the impact of takeaway management zones on changes in the number of takeaway planning applications received by LAs and the percentage they rejected. We observed an overall decrease in the number of applications received by intervention LAs at 12 months post-intervention (6.3 fewer, 95% CI -0.1, -12.5), and an increase in the percentage of applications that were rejected at first

(additional 18.8%, 95% CI 3.7, 33.9) and final decision (additional 19.6%, 95% CI 4.7, 34.6), the latter taking into account any appeal outcomes. These proximal, process measures of effectiveness will necessarily precede any downstream retail and health impacts. Our findings suggest that management zone policies may have the potential to curb the proliferation of new takeaways near schools and subsequently impact on population health.

Changes in the number of new takeaway food outlets associated with adoption of management zones around schools: a natural experimental evaluation in England.

[Read the full text article here.](#)

By the end of 2017, 35 local authorities in England had adopted takeaway management zones around schools, designed to reduce the number of new takeaways. These are sometimes referred to as takeaway “exclusion zones”. In this study, we assessed the impact of these zones on takeaways and chain fast-food outlets. Using data from up to six years before and after adoption, we found that there was a decrease in the number of new takeaways opening within management zones. Six years after the intervention, there was an 81% reduction in new takeaway openings per local authority, compared to what would have been otherwise expected. Overall, 12 (54%) fewer new takeaways opened than expected over these six years. There was no change in the number of new takeaways on the outskirts of zones, or in the presence of new chain fast-food outlets within zones. These results suggest that takeaway management zones effectively limited the growth.

Economic impacts

The Economic Impacts of Local Authority Takeaway Management Zones around Schools.

[Read the pre-print here.](#)

Hot food takeaways around schools can increase the desire and consumption of food that is typically high in fat and salt and low in nutrients. To prevent

adolescents consuming this type of food, local authorities have established takeaway management zones around schools across England to limit the number of new hot food takeaways that can open. However, the economic impact of takeaway management zones on local economies are currently unknown and this intervention has been criticised by commercial and other actors for the associated potential loss of economic benefit to the local community. We estimated the future economic impacts of takeaway management zones in three local authorities (Manchester, Sheffield and Wandsworth) using financial data provided by businesses and collected in the national Annual Business Survey. With these data, we estimated the financial cost when planning permission for a new hot takeaway is refused, leading to a vacant high street premises for up to 3, 6 and 12 months before uptake of an alternative use (retail, hair and beauty and restaurants and cafes). We also accounted for healthcare savings predicted to be associated with this intervention. Our results suggest that takeaway management zones are associated with economic benefits, despite the concerns of policymakers and objections from industry regarding potential economic losses. These results are mainly explained by the relatively low economic contribution of takeaways on the high street and the relatively high economic contribution of potential alternative usages.

Health impacts

Health impacts of takeaway management zones around schools in six different local authorities across England: a public health modelling study using PRIMETIME.

[Read the pre-print here.](#)

In England, the number of takeaway food outlets has been growing for over two decades. Takeaway management zones around schools are an effective way to restrict new takeaway growth but their impacts on health are unknown. Here we model the impact of takeaway management zones on health outcomes, by 2040, in the adult population who were aged 25-64 years in 2018. Six local authorities (LAs) representing the urban-rural spectrum were included: Wandsworth, Manchester, Blackburn with Darwen, Sheffield, North Somerset, and Fenland. We estimated changes in exposure to takeaways (across home, work, and commuting zones) based on the assumption that 50% of new outlets were prevented from opening because of management zones and we estimated how this would translate into changes in BMI at the population level. Finally, we modelled the impact of changes in BMI, on a range of diet-related diseases. We estimate takeaway management zones would reduce prevalence of obesity by 1.5 to 2.3 percentage points by 2040 in all LAs and lead to reductions in incidence

of BMI-related diseases, the largest being in type 2 diabetes (e.g. 964 fewer cases /100,000 population for males in Manchester from 2018 to 2040). Reductions in incidence were also observed for cardiovascular diseases, certain cancers, musculoskeletal conditions and asthma. Gains in quality-adjusted life years and healthcare savings were also estimated. These results suggest that takeaway management zones around schools may be an effective population-level intervention to improve diet-related health in adults in the UK.

Public acceptability

Public acceptability of proposals to manage new takeaway food outlets near schools: cross-sectional analysis of the 2021 International Food Policy Study.

[Read the full text article here.](#)

Imagine you were asked for your opinion about proposals from your local council to adopt these zones. Would you offer your support? Do you think they would be effective in helping people to eat better? How do you think that the zones would work?

We asked these types of questions during an online survey in 2021. Here's how over 3300 adults living across England, Scotland and Wales answered. More than half (50.8%) said they would support proposals from their local council to adopt takeaway management

zones around schools. Less than one in ten (8.9%) said they would be against proposals, and about a third (37.3%) said that they had a neutral perspective. Half (49.5%) reported that takeaway management zones around schools would be somewhat effective in helping people to eat better. They typically agreed that if there were fewer takeaways near schools then other types of food outlets could open (43.6%), schools would find it easier to promote healthy food (45.2%) and young people would eat takeaway food less often (37.7%).

We're encouraged by our findings because they suggest that adults living in Great Britain already support takeaway management zones. This could be important from a political perspective because it might mean that there will be little direct opposition from members of the public if they propose to adopt a measure that can manage if, how and when takeaways are allowed to open. In turn, this might increase local council backing for such measures.

Improving the diet and health of young people is one rationale for adopting takeaway management zones near schools. Because of this, we also asked 16- and 17-year-olds what they thought having fewer takeaways near schools might achieve. We used information from over 350 responses to try and better understand their perspectives.

The young people who answered our questions believed that if there were fewer takeaways near schools then other young people would not: travel to takeaways further away from school to buy the food they wanted (74.5%); have food delivered to schools (87.8%) or buy unhealthy food from other places (58.7%).

We're optimistic about our findings because it might be that adopting takeaway management zones around schools would not accidentally encourage young people to seek out takeaway food from places that could have only opened further away. However, our findings indicate that young people buy takeaway food outside of school times or from places that are not near their school, meaning that we need to think about other types of food and other types of shops. We also need to think about the other ways that takeaway food can be purchased like through online food delivery service platforms.

The findings from our recently published research suggest that takeaway management zones near schools would be supported by adults. However, it might be that further measures that consider the other places where we purchase food are needed.

*“It does help but there’s a limit...”:
Young people’s perspectives on policies
that restrict hot food takeaways
opening near schools.*

[Read the pre-print here.](#)

Young people are an important target population of takeaway management zone policies, yet their perspectives remain largely unexplored. In this study, we investigated young people’s (aged 11-18) views of takeaway management zones through walking interviews around the food environment near their schools. By following routes chosen by participants, starting at the school and typically leading to the nearest high street, we gained insights into their everyday food purchasing and consumption habits both within and outside the school environment. Most participants found management zones acceptable since these policies only restrict new takeaways, leaving the existing food landscape and its benefits unchanged. However, participants also believed that the impact of management zones is limited because they only focus on takeaways and do not address other food outlets, like convenience stores, which are frequently used by young people. Participants felt that simply reducing the number of new takeaways is not enough to reduce exposure to unhealthy foods. They also highlighted that inadequacies in school food and the school dining environment drive

young people towards eating unhealthy foods and spending time in takeaways. Consequently, they advocated for similar governmental or Local Authority interventions within schools, as well as in the external food environment. Our findings suggest that while takeaway management zones around schools may help curb the growth of new takeaways, future policies should consider the broad range of factors influencing young people’s relationship with food to increase impact.

Business reactions

Retailer responses to the proposals for takeaway exclusion zones around schools: a longitudinal qualitative analysis of public consultations from 2009-2019.

[Read the full text article here.](#)

Local authorities in England can adopt takeaway management zones near schools to decide if, when, and where new takeaway food outlets can open. The primary aim of these zones is to improve population health, especially among young people. Between 2009 and 2019, internationally established fast-food retailers consistently objected to the adoption of takeaway management zones near schools. Fast-food retailers claimed that there was little evidence to support takeaway management zone adoption. They also made poor diet and health out to be the result of a single

cause that was unrelated to the food they sold. Doing so meant that they could propose alternative interventions that would not stop them from opening new outlets in the future. The findings from our research have highlighted the ways that internationally established fast-food retailers prioritise their future development and profits over population health, especially of the next generation.

Experiences of adoption and implementation

The adoption and implementation of local government planning regulations to manage hot food takeaways near schools in England: A qualitative process evaluation.

[Read the pre-print here.](#)

We spoke with public health and planning officers working within local authorities across England about their experiences adopting and implementing takeaway management zones. We were interested in finding out what problems they encountered, how they overcame these and what they thought about the effectiveness of the policy. They explained that it was important that decision-makers like councillors, planning and public health leaders were on board with the policy to help push it forward.

They also reported that planning and public health teams should work collaboratively to ensure that the

policy is successfully adopted and implemented. They explained that they had complementary skills and knowledge (i.e. an understanding of public health evidence, the examination and appeals process) which were important when the policy was challenged by external parties like the planning inspectorate or prospective takeaway businesses. However, this relationship was sometimes strained by the different priorities that public health and planning officers were required to meet. Sometimes, planning officers were concerned that the policy could have a negative impact on local economics, whilst public health were interested in the potential health benefits. To help bridge the gap between planners and public health officers, policy champions and people in specialist posts (i.e. trained in both planning and public health) were employed.

We also found that local authorities did not all report adopting full management zones (i.e. where takeaways were completely denied if falling within a specific distance from a school). Some felt that they could not justify this based on the evidence they had available, whilst others were concerned about the potential that the takeaway management zone policy may negatively impact local economies. Therefore, some only included restrictions on opening times (i.e. not permitted to operate between 3-3.30pm as children travel home between these hours) or where town

centres would not be subject to the policy. Having a process in place for implementing the policy and clarity in the wording and specifications of the policy helped ensure effective implementation.

Whilst it was believed that the takeaway management zone policy helped refuse planning permission for takeaways, it was also explained that prospective businesses may have found other ways to operate. This included operating as restaurants or cafes with a secondary takeaway function, not subject to the policy. They also thought that the policy did not tackle the broader food environment more generally like sweet shops and bakeries which also sell unhealthy foods.

Overall, our findings show that takeaway management zones can be adopted and implemented by local authorities across England. Although challenging, public health and planning officers found ways to overcome difficulties and work together. The lessons learnt in this study form the basis of this guide and can be taken forward by other local authorities who wish to adopt and implement takeaway management zones.

Related research

Takeaway use including in children

- The size of the takeaway market is projected to increase markedly further in the UK from 2024-2029 [58].
- School children report using takeaways at lunchtime and after school [6].
- According to the National Diet and Nutrition Survey, just over 1 in 5 (20%) children eat a takeaway meal at home at least once a week [59]. This may be an underestimate of total takeaway food consumption by children as it does not include consumption outside the home.
- Takeaway consumption peaks in young adults (ages 19-29) in the UK [60].
- Use of online food delivery services is increasing. In 2018, 16% of UK adults reported using these services in the last week. Use was more common in younger adults [61].

Characteristics of takeaway food

- The proportion of energy, fat, salt and sugar in portions of takeaway food frequently exceeds government recommendations for a single meal [8, 12, 13].
- For example in Liverpool, three quarters of takeaway meals (excluding side orders and drinks) studied exceeded 1125 calories, with a quarter exceeding the recommended daily intake for a boy aged 9-13 years (1800 calories) [8].
- Takeaway food is considered cheap, accessible and tasty, making them appealing to consumers [14-16], especially children who are highly price-sensitive [62].

Exposure to takeaways, inequalities in exposure and health inequalities

- The proportion of takeaways (as classified by the Office for National Statistics) increased by 56% from 24,550 outlets to 38,460 from 2013 to 2023 [63].
- Deprived areas have a higher concentration of takeaways [64]. There are 2-3 times as many takeaways in the most deprived areas of England compared to the least deprived areas [65].

- These social inequalities in exposure to takeaways are growing over time [2].
- There is strong evidence in the UK for a link between neighbourhood exposure to takeaways, and both eating takeaway food more often and the likelihood of having excess weight and obesity [17-26]. This relationship is strongest among those with the least education [19].
- Children who are overweight or obese experience both physical and psychological ill health, are more likely to remain obese or overweight in adulthood [66], and to develop chronic disease at a younger age [67].

Environmental impacts of takeaways

- Takeaways can affect local economic vitality and cause issues including noise, unpleasant smell, traffic and antisocial behaviour [22].
- Members of the public who support takeaway management zones were also more likely to say that they cause littering, noise and smell [44].

Related resources

Local Government Association – Tipping the Scales: Case studies on the use of planning powers to limit hot food takeaways

<https://www.local.gov.uk/publications/tipping-scales>

Greater London Authority – Takeaways Toolkit: Tools, interventions and case studies to help local authorities develop a response to the health impacts of fast food takeaways

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

NHS London Health Urban Development Unit – Using the planning system to control hot food takeaways: A good practice guide

<https://www.healthyurbandevelopment.nhs.uk/wp-content/uploads/2013/12/HUDU-Control-of-Hot-Food-Takeaways-Feb-2013-Final.pdf>

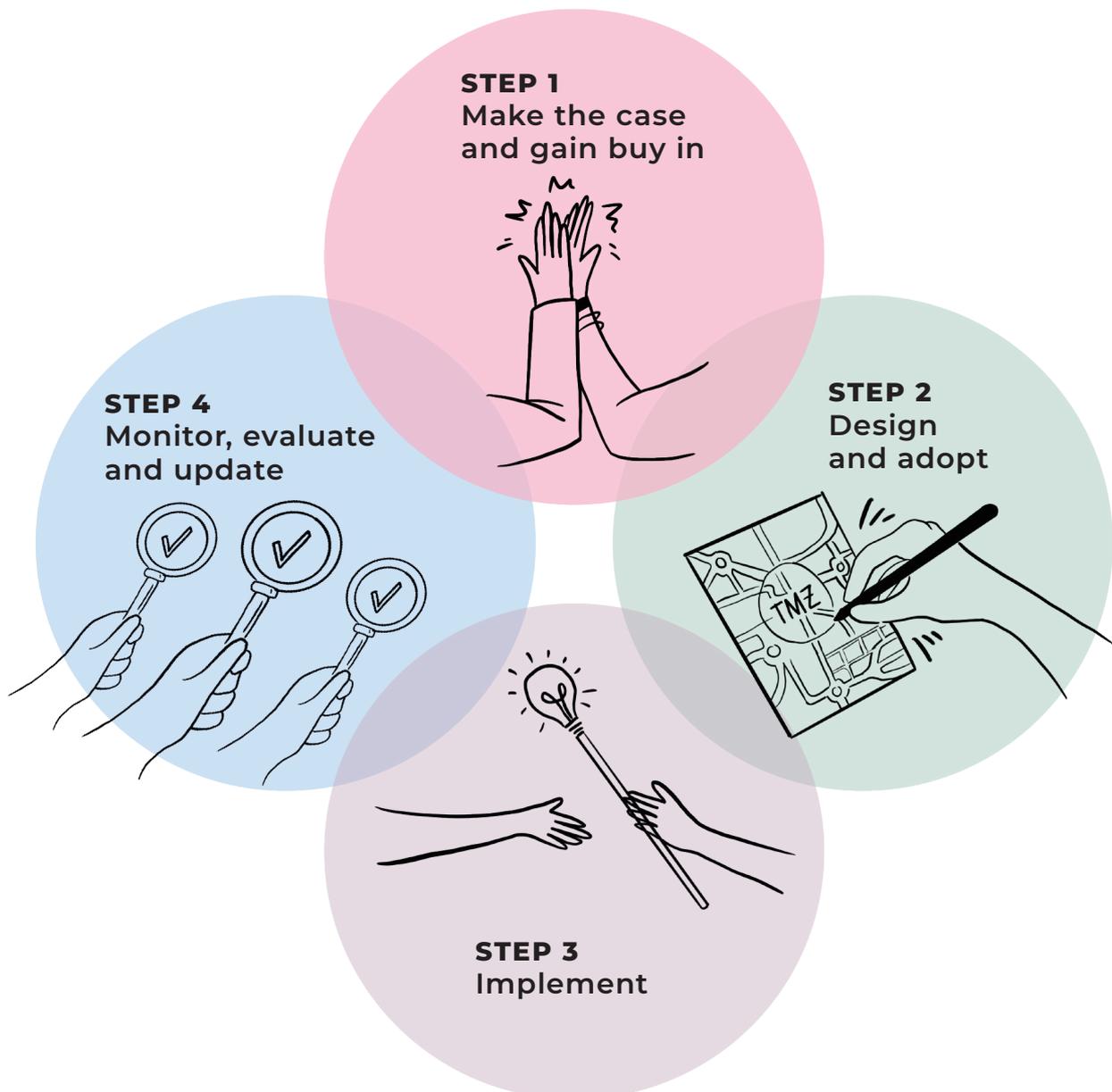
Public Health England – Strategies for Encouraging Healthier ‘Out of Home’ Food Provision: A toolkit for local councils working with small food businesses

https://assets.publishing.service.gov.uk/media/5d83a91ee5274a27c5f4a8e8/Encouraging_healthier_out_of_home_food_provision_toolkit_for_local_councils.pdf

Appendix B:

Four-stage adoption and implementation checklist for takeaway management zones

This appendix provides a brief checklist for the adoption and implementation of takeaway management zones, comprising of the four stages explained in this toolkit. This is intended to be a quick-reference tool for LAs to use alongside the main toolkit.



Step 1: Make a case for the policy and gain buy in

- 1. Identify decision-makers including public health, planning leaders, councillors and members of the public.
- 2. Gain their support by presenting them with evidence on the value of the policy to encourage adoption.
- 3. Address potential competing economic agendas by presenting evidence on the positive impact of the policy on economic outcomes.
- 4. Establish a collaborative working culture between planners and public health colleagues by appointing:
 - Policy champions.
 - Individuals to specialist posts (employed in planning and public health roles).

Step 2: Design and formally adopt the policy

- 1. Establish what level of management is possible within local contexts. Consider:
 - Primary or secondary schools?
 - Other spaces used by children?
 - Distance, shape and anchor point of zones?
 - To exclude town/shopping centres?
 - Restricting opening hours or completely denying planning permission?
- 2. Base decisions regarding management zone specification on evidence of potential retail, health and economic impacts of intervention.
- 3. Write the policy. Consider:
 - Whether to include in SPD or local plan and weigh the costs and benefits.
 - Specificity and clarity in the wording of the policy.
 - Involving those responsible for implementing the policy in the writing process.
- 4. Be prepared to defend the policy during consultation and examination. Ensure:
 - Awareness of the objections commonly put forward by prospective takeaway businesses.
 - The policy meets tests of soundness.
 - Planners and public health officers are involved in the hearing session.
 - Public presence during the examination process.

Step 3: Implement the policy

- 1. Ensure those implementing the policy are trained in the process and supported by planners and public health colleagues.
- 2. Employ a formal process for determining takeaway applications including consulting public health services and officers specifically responsible for checking whether policy is relevant to applications.
- 3. Be prepared to defend planning decisions when challenged during appeal. Ensure:
 - Policies are specific and clearly worded from the outset.
 - If including within an SPD, there is a health "hook" within the local plan.
 - Planning decisions are backed by evidence and other policies.
 - Involvement from both planning and public health and evidence is communicated by public health.
 - Including residents lived experiences of takeaways.

Step 4: Monitor, evaluate and update the policy as necessary

- 1. Employ a process to monitor the outcome of takeaway applications including the quantity received, denied, appealed, upheld or overturned to assess progress and identify whether to change approach. Monitor vacancy rates, types of retail use and use footfall data to understand possible impacts of the policy.
- 2. Review and update the policy to determine whether it is still addressing the issue of takeaway accessibility.
- 3. Consider the use of other complementary policies and interventions to help manage local food environments.

This includes:

 - Thresholds for childhood obesity levels.
 - Overconcentration of takeaway units.
 - Impacts on noise, traffic, litter and antisocial behaviour.

Appendix C:

Tools providing local evidence of childhood obesity and hot food takeaways

This appendix provides links to data and tools on obesity levels within wards, and on the locations of hot food takeaways.

Food environment assessment tool (Feat)

Explores the number and proportion of hot food takeaways and supermarkets across England, Scotland and Wales.

<https://www.feat-tool.org.uk/>

National Child Measurement Programme (NCMP)

Annual data on height and weight of children aged 4-5 years and 10-11 years attending schools in England.

<https://fingertips.phe.org.uk/profile/national-child-measurement-programme/supporting-information/child-indicators#2>

Appendix D:

Examples of supplementary planning documents and local plans adopted within local authorities in England containing takeaway management zone policies

This appendix provides linked examples of SPDs and local plans containing takeaway management zones.

Barking and Dagenham	https://www.lbbd.gov.uk/sites/default/files/2022-09/Saturation-Point-SPD-Addressing-the-Health-Impacts-of-Hot-Food-Takeaway.pdf
Barnsley	https://www.barnsley.gov.uk/media/15713/hot-food-takeaway-spd.pdf
Blackburn with Darwen	https://blackburn.gov.uk/sites/default/files/media/pdfs/SPD-Planning%20for%20Health.pdf
Bolton	https://www.bolton.gov.uk/downloads/file/862/location-of-restaurants-cafes-public-houses-bars-and-hot-food-takeaways-in-urban-areas
Bradford	https://www.bradford.gov.uk/media/3039/hotfoodtakeawaysupplementaryplanningdocument.pdf
Brent	https://legacy.brent.gov.uk/media/16420376/brent-local-plan-2019-2041.pdf?ga=2.109420423.307476486.1718739891-806477599.1710847150
Bristol	https://www.bristol.gov.uk/files/documents/6894-bristol-local-plan-main-document-publication-version-nov-2023
Bromsgrove	https://www.cartogold.co.uk/bromsgrove/text/Adopted-BDP-January-2017.pdf
Dudley	https://www.dudley.gov.uk/media/6489/adopted-planning-for-health-spd-web.pdf
Gateshead	https://www.gateshead.gov.uk/media/1910/Hot-Food-Takeaway-SPD-2015/pdf/Hot-Food-Takeaway-SPD-2015.pdf?m=1599656142873
Hackney	https://drive.google.com/file/d/1-AZHAje8DY-NQBI3I7x_os3ytAx_n4cb/view
Halton	https://webapp.halton.gov.uk/planningapps/1900352COU/OTH_HALTON_HOT_FOOD_SPD_2012.pdf
Hyndburn	https://www.hyndburnbc.gov.uk/download/development-management-dpd-adoption-version-text-only/?wpdmmdl=14860&refresh=666b72c16f89c1718317761&ind=1538559966365&filename=DM%20DPD%20adoption%20version%20text%20only%2003-10-18.pdf

Islington	https://www.islington.gov.uk/~/_media/sharepoint-lists/public-records/planningandbuildingcontrol/publicity/publicconsultation/20192020/20190926locationandconcentrationofusesspdadoptedapril2016.pdf
Kingston upon Hull	https://www.hull.gov.uk/downloads/file/3671/spd14-healthy-places-healthy-people
Lewisham	https://lewisham.gov.uk/~/_media/files/imported/dmlpadoption.pdf?sc_lang=en
Manchester	https://www.manchester.gov.uk/download/downloads/id/24787/hot_food_takeaway_supplementary_planning_document.pdf
Medway	https://www.medway.gov.uk/download/downloads/id/625/hot_food_takeaways_in_medway_-_a_guidance_note.p
Newcastle City Council	https://newcastle.gov.uk/sites/default/files/2019-01/hot_food_takeaway_spd_-_october_2016_-_final_0.pdf
North Tyneside	https://my.northtyneside.gov.uk/sites/default/files/web-page-related-files/North%20Tyneside%20Local%20Plan%202017-2032.pdf
Plymouth and South West Devon	https://www.plymouth.gov.uk/sites/default/files/JLPAdoptedVersion.pdf
Preston	https://www.preston.gov.uk/media/1952/Preston-s-Local-Plan/pdf/Preston-Local-Plan-2012-2026-_8.pdf?m=637056240884300000
Redbridge	https://www.redbridge.gov.uk/media/9993/10-redbridgelocal-plan_070318_web-1_tp.pdf
Richmond	https://www.richmond.gov.uk/media/15935/adopted_local_plan_interim.pdf
Rochdale	https://www.rochdale.gov.uk/downloads/file/548/guidelines-and-standards-for-hot-food-takeaways-spd
Rossendale	https://www.rossendale.gov.uk/downloads/file/13590/interim-policy-statement-hot-food-takeway
Salford	https://www.salford.gov.uk/media/385433/hfta_spd_final_with_amendment_to_rj.pdf
Sandwell	https://www.sandwell.gov.uk/downloads/file/782/hot-food-takeaway-spd
Sefton	https://www.sefton.gov.uk/media/2832/spd-control-takeaways-betting-shops.pdf
South Tyneside	https://www.southtyneside.gov.uk/media/3683/SPD22-Hot-Food-Takeaways-and-Health-November-2017/pdf/SPD_22_Hot_Food_Takeaways_and_Health_Final.pdf?m=1659447887690
St. Helens	https://www.sthelens.gov.uk/media/2403/Hot-Food-Takeaway-June-2011/pdf/Hot_Food_Takeaway_SPD_2011.pdf?m=1644496039450
Torbay	https://www.torbay.gov.uk/media/9824/healthy-torbay-spd.docx
Wakefield	https://www.wakefield.gov.uk/media/cezexgd0/volume-1-development-strategy-strategic-and-local-policies.pdf
Waltham Forest	https://democracy.walthamforest.gov.uk/documents/s8622/5.%20Appendix%201%20-%20HFT%20SPD%20-%20March%202009.pdf
Wandsworth	https://www.wandsworth.gov.uk/media/1629/town_centre_uses_spd_adopted_version_2015.pdf
Warrington	https://www.warrington.gov.uk/sites/default/files/2019-08/hot_food_takeaway_spd_-_april_2014.pdf
Wolverhampton	https://www.wolverhampton.gov.uk/sites/default/files/pdf/Hot_Food_Takeaway_SPD_2018.pdf

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