

Planning for Health and Wellbeing

Hot Food Takeaways and Obesity in South Tyneside: Evidence Report

2014



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1. Introduction

- 1.1 Obesity is a growing problem in the UK and South Tyneside. Associated with a range of health and wellbeing issues, over the last 10 years, the prevalence of overweight and obesity is increasing amongst adults and children. Exercising through walking, cycling, sport and active recreation, is a key part of keeping fit and healthy and helps to improve wellbeing. However, there is a growing view that high obesity levels across the country, particularly among children and young people, is partially due to an increasing prevalence of hot food takeaways, as well as cafes and restaurants, selling potentially unhealthy or cheaper, poorer quality food.
- 1.2 South Tyneside Council and our partners have a 20-year vision that South Tyneside will be an outstanding place to live, invest and bring up families, with one of our top priority objectives being Healthier People. Encouraging people to make positive decisions about things that impact on their health is an important part of helping people in South Tyneside to live healthier and longer lives and to meet the priorities of the South Tyneside Vision. Two key measures of success identified for promoting Healthier People are:
 - Reduced obesity
 - Increased number of physically active adults
- 1.3 Since April 2013, all local authorities have a statutory responsibility for Public Health and with this comes the commitment from Council leaders and members in making the health of the local community a major priority through mandated services.
- 1.4 In line with the South Tyneside Joint Strategic Needs Assessment (JSNA) and Our Joint Health and Wellbeing Strategy; South Tyneside Council want to establish a comprehensive partnership approach to tackle obesity and ensure that our children, young people and their families have access to timely, appropriate and accessible support to meet their weight management needs, through balanced school meals and via the provision of good information about healthy eating. Child obesity is one of the top 7 indicators that the South Tyneside Health and Wellbeing Board have selected to focus on. It is clear that levels of obesity locally are higher than national averages and that we must act to reduce the upward trend.
- 1.5 This document provides an overview of obesity in South Tyneside to help support the aims of the Council in addressing issues surrounding obesity in the borough. In particular it addresses the current levels of Hot Food Takeaways (HFTAs) and the role of Planning and Environmental Health in helping to promote healthy environments. The work on fast food outlets forms part of the comprehensive approach to tackling obesity.

2. Obesity and Obesogenic Environments

National Context

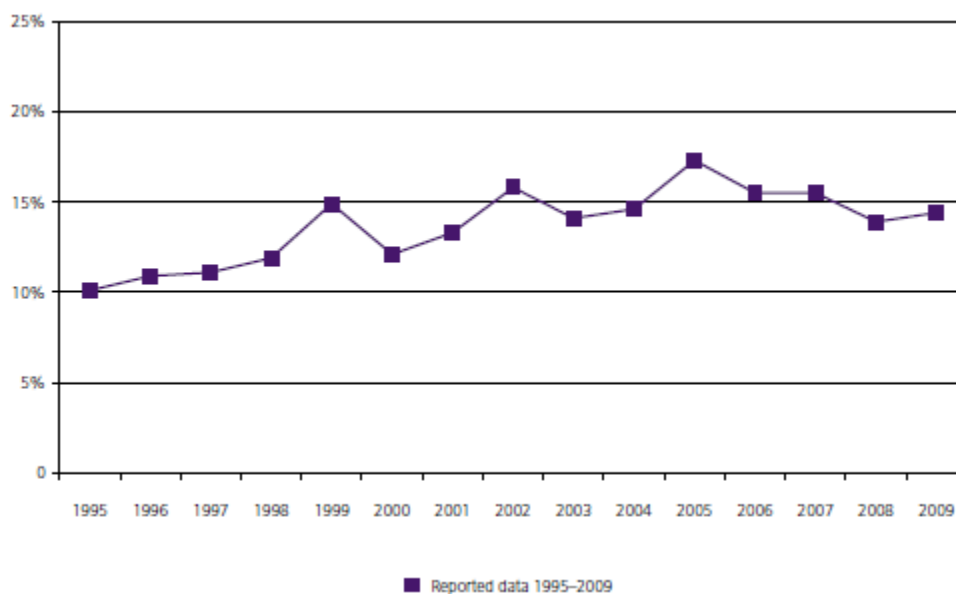
- 2.1 Obesity is one of the major public health concerns facing modern societies. It is caused by an imbalance of energy intake (i.e. eating too much and exercising too little). However, it is much more complicated than that. The obesity pandemic has grown over recent years and forecasts suggest that high rates of obesity will affect future populations and have an economic impact. Over the coming decades, obesity is predicted to affect many more adults and children.
- 2.2 Obesity is linked to a number of medical disorders which can have a seriously detrimental effect on health, including heart disease, Type 2 diabetes, cancer and depression. Health problems associated with being overweight or obese cost the NHS more than £5 billion every year (Department of Health, 2011). In England the prevalence of overweight and obesity has risen in both adults and children. In England, obesity rates in 1980 were one third of current levels (Department of Health, 2011).

	Overweight		Obese	
	1993	2012	1993	2012
Men	57.6%	66.6%	13.2%	24.4%
Women	48.6%	57.2%	16.4%	25.1%

(Source: Statistics on Obesity, Physical Activity and Diet: England 2014)

- 2.3 Childhood obesity in particular has increased steadily since the 1990's (Fig 2.1). In 2012/13, 13% of reception aged children (4-5yrs) in England were overweight and 9.3 % were obese. Of children in Year 6 (10-11yrs) 33.3% were overweight and obese combined, of which 18.9% obese (NCMP, 2013).

Fig 2.1 Obesity prevalence among children 2-10 years old in England (1995 – 2009)



(Source: Department of Health, 2011)

- 2.4 In response to growing concerns over obesity, the Government produced 'Healthy Lives, Healthy People: A call to action on obesity in England' (2011). It champions a 'life course' approach to tackle challenges associated with excess weight at different stages of an individual's life. The document sets out the Government's approach to tackling obesity. By 2020 the Government sets out an ambition to see:
- A downward trend in the level of excess weight in adults
 - A sustained downward trend in the level of excess weight in children

- 2.5 Obesity can also impact on a person’s mental health and wellbeing and is associated with mental health disorders such as depression or anxiety which in turn impacts on the wider economy through ‘lost working days’.
- 2.6 One of the components advocated in this document is harnessing the reach of local government and taking advantage of their ability to influence the broad environmental factors which can influence health and wellbeing in the community; opportunities to do this include:
- Promoting active travel
 - Providing opportunities to be active
 - Making the most of the potential for the planning system to create a healthier built environment
 - Work with local businesses and partners to increase access to healthy food choices
 - Linking activities on healthy weight to the environment and sustainability

Local Context

2.7 In South Tyneside overweight and obesity levels are higher than the England average for both children and adults. Our Joint Strategic Needs Assessment (JSNA) identifies that 11% of 4-5 year olds and 22% of 10-11 year olds are classified as obese. This is measured via the National Child Measurement Programme which is a mandated service for the Council since taking on public health responsibilities on 1st April 2013. Figure 2.2 highlights that although levels of overweight and obesity in South Tyneside are similar to the national levels for reception children, levels are worse for children in Year 6.

Fig 2.2 Levels of overweight and obesity amongst children in South Tyneside

Indicator	Period	England	North East	County Durham	Darlington	Gateshead	Hartlepool	Middlesbrough	Newcastle upon Tyne	North Tyneside	Northumberland	Redcar and Cleveland	South Tyneside	Stockton-on-Tees	Sunderland
Reception: Prevalence of underweight	2012/13	0.88	0.63	0.57	0.59	0.83	0.53	1.05	0.58	0.61	0.78	0.33	0.64	0.42	0.59
Reception: Prevalence of healthy weight	2012/13	76.9	75.2	77.5	77.9	77.3	74.3	72.4	73.1	72.9	76.6	67.5	75.3	76.8	75.4
Reception: Prevalence of overweight (including obese)	2012/13	22.2	24.2	21.9	21.5	21.8	25.1	26.5	26.3	26.4	22.6	32.2	24.0	22.8	24.0
Reception: Prevalence of obesity	2012/13	9.3	10.3	9.1	8.5	9.0	11.0	12.2	12.2	11.7	9.3	14.3	10.7	8.4	10.6
Year 6: Prevalence of underweight	2012/13	1.33	0.92	0.81	0.96	1.00	0.70	1.03	0.97	1.03	0.82	0.83	1.49	0.62	1.09
Year 6: Prevalence of healthy weight	2012/13	65.4	63.4	63.2	65.6	63.2	61.3	62.6	61.1	63.7	68.1	59.1	60.8	64.5	63.4
Year 6: Prevalence of overweight (including obese)	2012/13	33.3	35.6	35.9	33.5	35.8	38.0	36.4	37.9	35.3	31.1	39.7	37.7	34.9	35.5
Year 6: Prevalence of obesity	2012/13	18.9	20.9	21.0	19.1	21.9	21.2	23.2	22.8	18.6	17.4	23.1	22.7	20.9	21.3

(Source: phe.org.uk, 2014)

2.5 The JSNA also identified the prevalence of obesity among adults is continuing to rise with an estimated 19.2% of adults classed as obese. The risk of obesity is greater among males than females and is highest among males 35-44 years of age and females 55-74 years of age. There is also a greater risk of obesity among people living in socially and economically disadvantaged communities. The gap in the prevalence of obesity between communities in advantaged and disadvantaged areas has widened over the past four years (South Tyneside Council, 2012).

Obesogenic Environments

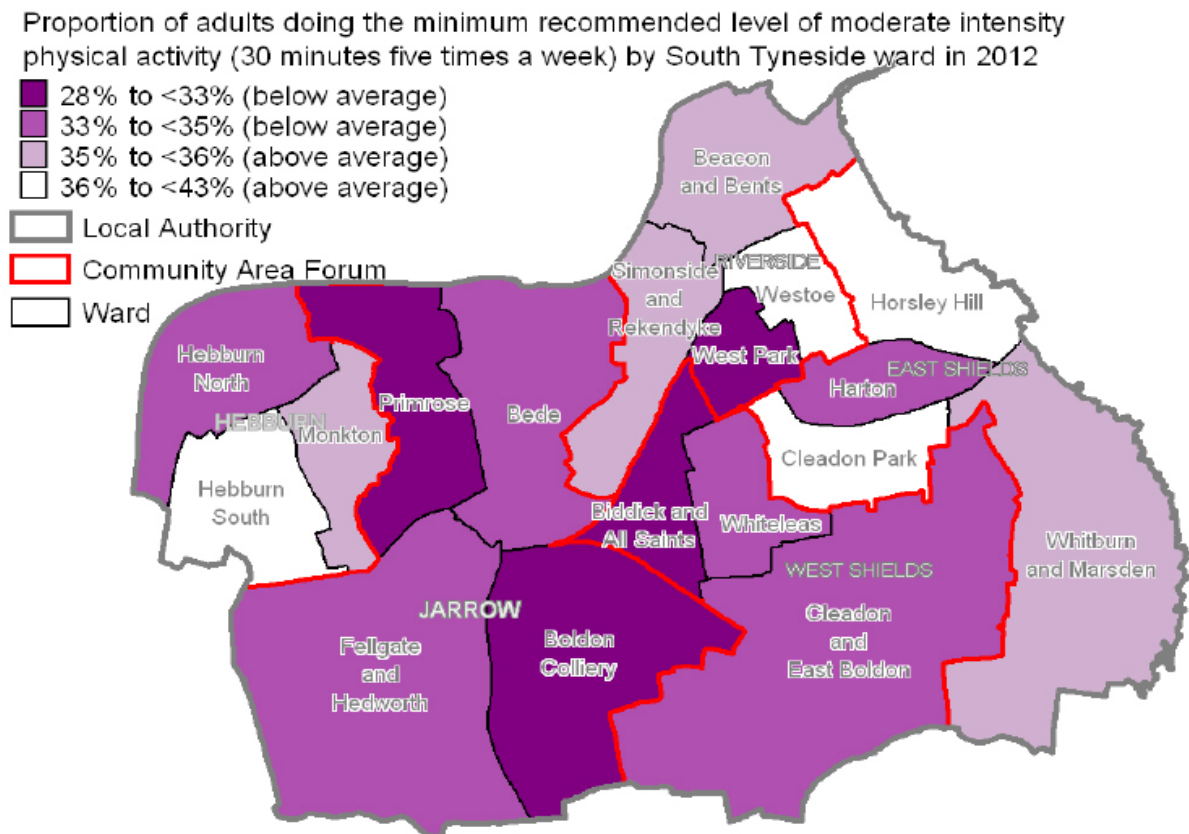
- 2.6 There is an increasing recognition of the role that environmental factors can have on an individual's and a community's health and wellbeing. This concept is known as the 'obesogenic environment', which in its simplest form promotes unhealthy lifestyle choices and making unhealthy choices the easiest. The term embraces the entire range of social, cultural and infrastructural conditions that influence an individual's ability to adopt and maintain a healthier lifestyle.

Built Environment and Physical Activity

- 2.7 The physical/built environment is considered to be a key contributing factor to the prevalence of an obesogenic environment. The built environment contributes to the wider factors which can be extremely influential in promoting or discouraging physical activity and levels of obesity. Poor quality environments which limit access to recreational spaces or facilities, or prioritise the private car over other modes of more sustainable transport can discourage the amount of physical activity an individual can or are willing to undertake.
- 2.8 Physical inactivity is an important factor in contributing towards overweight and obesity in England. Nationally, in 2012, 67% of men and 55% of women aged 16 and over met the new recommendations for aerobic activity (150 minutes of moderate intensity physical activity or 75 minutes of vigorous physical activity per week). Both men and women who were overweight or obese were less likely to meet the recommendations compared with men and women who were not overweight or obese (Statistics on Obesity, Physical Activity and Diet: England, 2014).
- 2.9 The 2012 Lifestyle Survey for Gateshead, South Tyneside and Sunderland, reported in the South Tyneside JSNA, estimate that 35% of adults in South Tyneside undertake 30 minutes of moderate intensity activity on five or more days, the minimum level recommended to maintain a healthy lifestyle. The proportion of adults taking this level of activity in South Tyneside is similar to across England; however, nearly two thirds of the adult population don't achieve the minimum recommended activity level with activity levels particularly low among young adult women 18-34 years of age (South Tyneside Council, 2012).

Fig 2.3

Proportion of Adults 18 years and over in South Tyneside that report undertaking moderate intensity physical activity for 30 minutes or more on five or more days each week by electoral ward



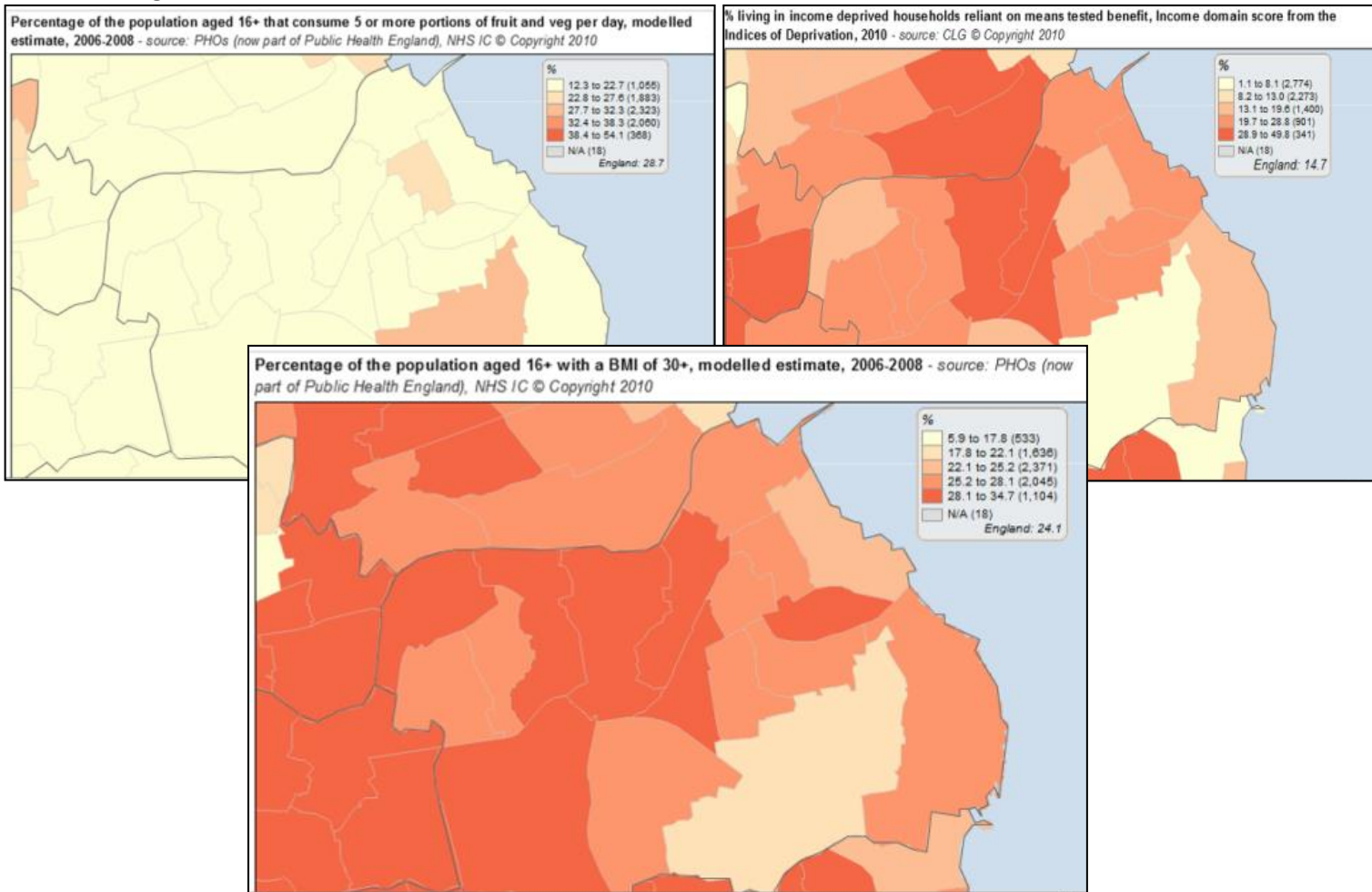
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Source: 2012 Lifestyle Survey for Gateshead, South Tyneside and Sunderland, NHS South of Tyne and Wear

Food Environment & Deprivation

- 2.10 One element of the obesogenic environment is the concept of 'food environments'. Food environments relate to the availability of food choices in an area which can influence the type of food and energy intake an individual can access. Research indicates that there is a strong relationship between socio-economic deprivation and obesity. Studies imply that obesity is more prevalent in areas where access to healthy food sources is limited or considered expensive. It suggests that deprived areas tend to have less access to recreation facilities, have reduced access to affordable food stores and stores which sell healthy goods, as well as being exposed to more readily available convenient fast food.
- 2.11 The consumption of five fruit and vegetables a day is an indicator of a healthy balanced diet. The proportion of adults eating five a day in South Tyneside was 28.2% in 2008. The Cleadon and East Boldon ward has the greatest proportion of adults – 40.2%, consuming 5 or more portions of fruit and vegetables per day; it is also the least deprived ward in the borough and has the lowest levels of obesity.

Fig 2.4



(Source: www.localhealth.org.uk, 2014)

- 2.12 The National Obesity Observatory (NOO) has produced a national profile of HFTAs per Local Authority which shows the relationship between the density of HFTAs and deprivation. This work indicates a strong correlation between deprivation and the density of fast food outlets, with the more deprived areas tending to have more fast food outlets per 100,000 population. South Tyneside’s crude rate is 103.9 HFTAs per 100,000 population, this is significantly higher than the England average of 86.
- 2.13 South Tyneside is higher than the national levels in terms of both obesity and fast food outlets. This could be considered as a contributing factor to the overall levels of overweight and obesity in South Tyneside. However, while there is a generally accepted link between obesity and deprivation and between the density of fast food outlets and deprivation, it is difficult to show a direct relationship between fast food and obesity (HUDU, 2013)

Fig 2.5

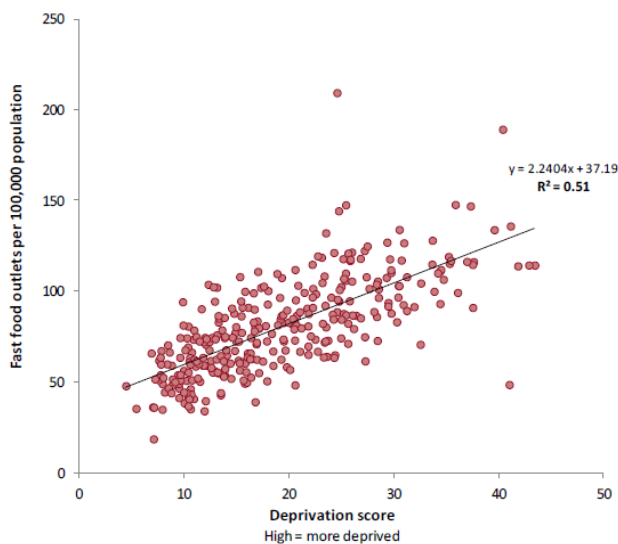


Public Health
England

Obesity and the environment

Fast food outlets

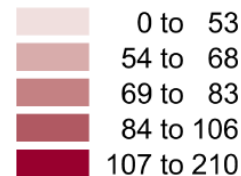
Relationship between density of fast food outlets and deprivation
by local authority



Fast food outlets

by local authority

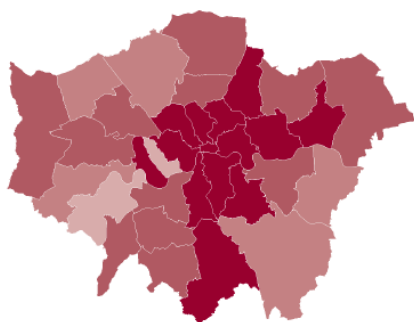
per 100,000 population



England value
per 100,000 population

86

London inset:



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Data sources: InterestMap™, Ordnance Survey (May 2013)
Indices of Deprivation 2010, DCLG
ONS mid-year population estimates 2011

People generally have easy access to cheap, highly palatable and energy-dense food frequently lacking in nutritional value - such as fast food. Research into the link between food availability and obesity is still relatively undeveloped.¹

The concentration of fast food outlets and takeaways varies by local authority in England. The scatter plot shows a strong association between deprivation and the density of fast food outlets, with more deprived areas having more fast food outlets per 100,000 population.

The data on location of fast food outlets was sourced from Ordnance Survey InterestMap™ which provides location details of businesses, leisure sites and geographic features in Great Britain. The three sub groups that have been combined to produce this map are (i) Fast food and takeaway outlets, (ii) Fast food delivery services, and (iii) Fish and chip shops.²

References

1. Townsend T, Lake A. Obesogenic urban form: theory, policy and practice. *Health & Place* 2009 Dec;15(4):909–16.
2. Ordnance Survey InterestMap™ <http://www.ordnancesurvey.co.uk/business-and-government/products/points-of-interest.html>

Note: The rate of fast food outlets in the City of London LA has been treated as a high outlier and is not been included in the chart or range of values for the map.

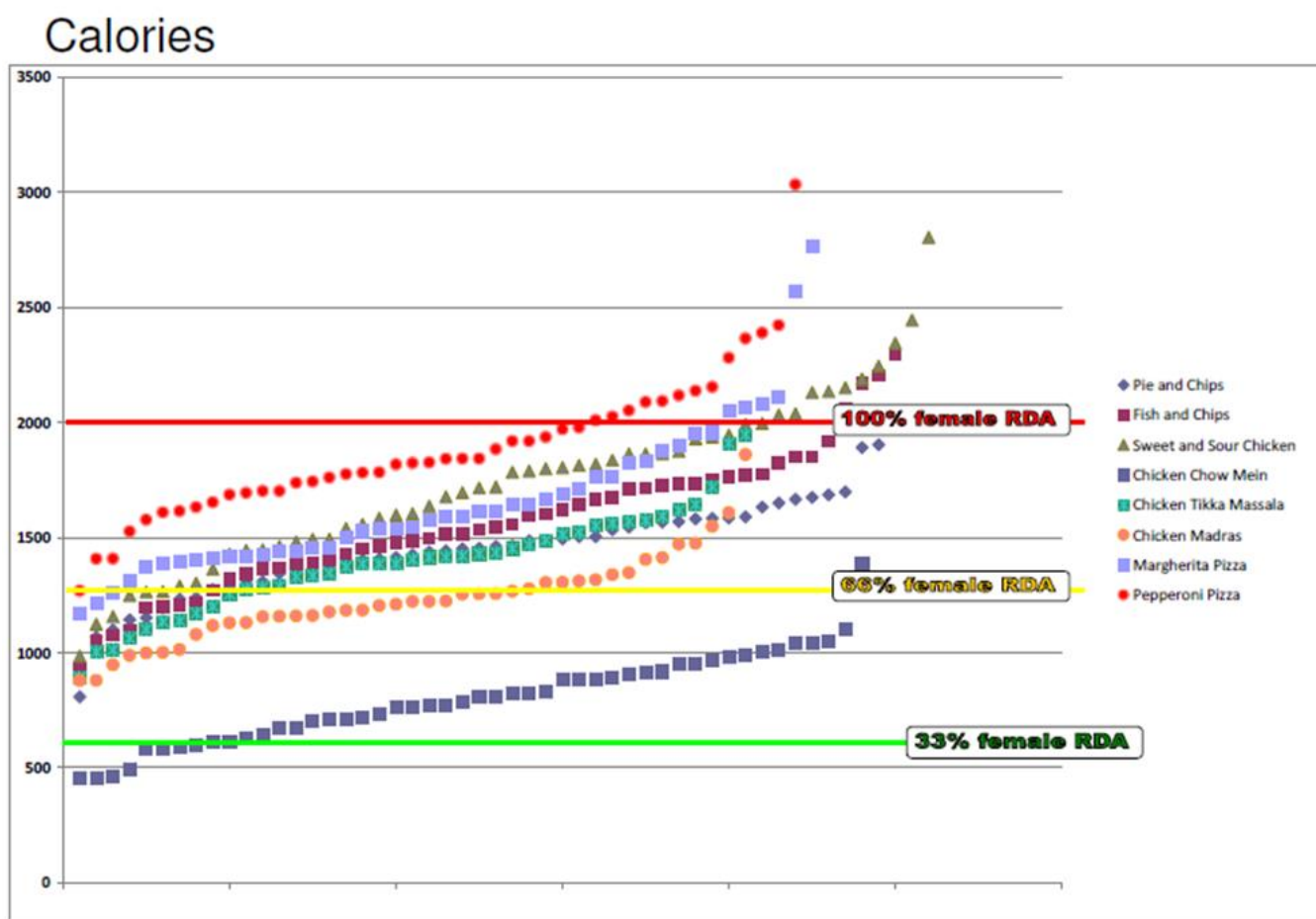
(Source: www.noo.org.uk, 2014)

Fast Food Outlets and Hot Food Takeaways (HFTAs)

2.14 The fast food and Hot Food Takeaway (HFTA) market is increasing, with one in six meals now eaten outside the home. One in three Britons eat takeaways at least once a week and nearly a third of under three's eat at least one takeaway meal per week, with 19% being fed takeaways or readymade adult meals each day (NICE, 2010). Food from takeaway outlets is generally more energy dense, higher in salt, sugar and fat and lacking in nutrition.

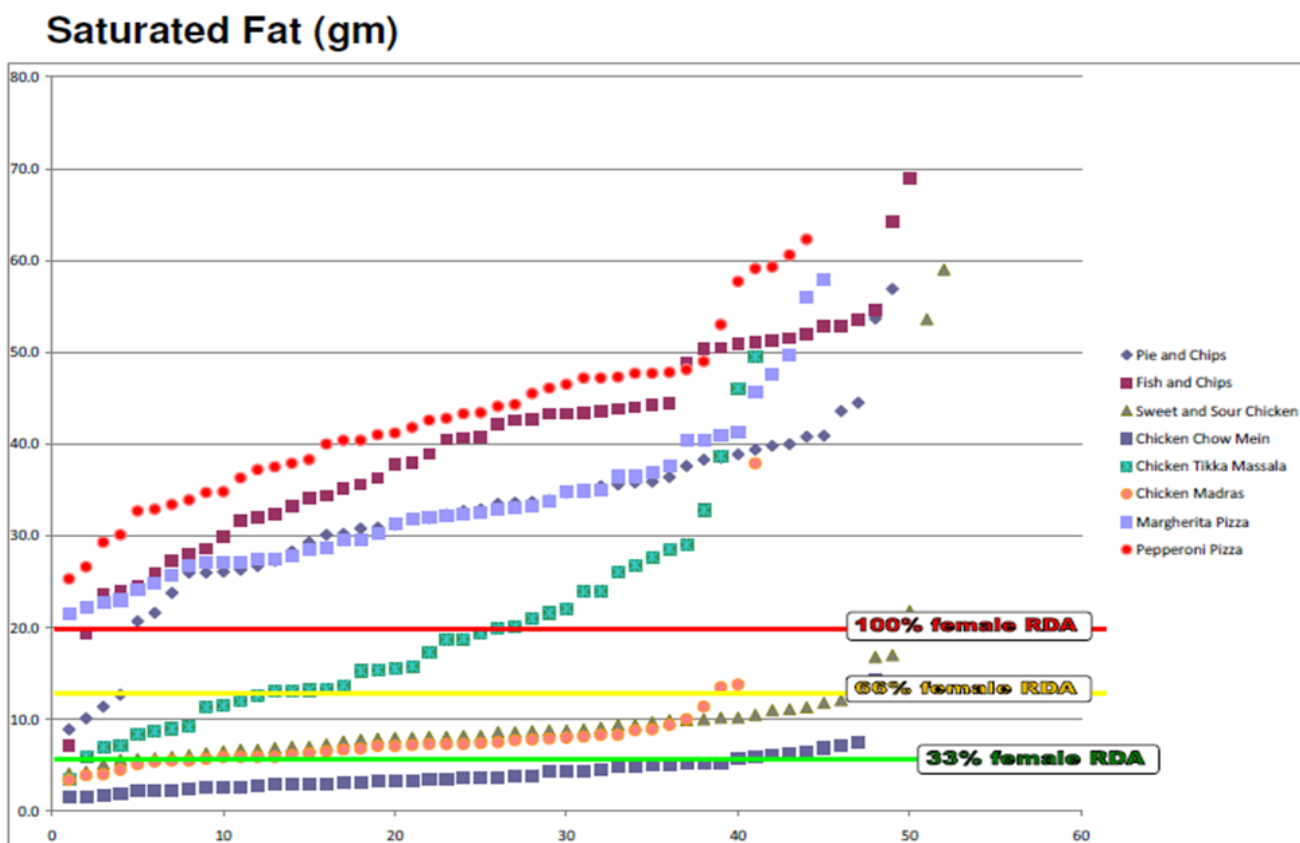
2.15 Gateshead Council carried out an independent study throughout 2013 with 187 non-chain takeaway outlets sampling and analysing the menus for fats, sugars and salts and also gathered information such as price and special offers. The range included 8 popular choices including Chinese, pizza, chip shop, and Indian. The graphs below show some of the results. They show that the food available from takeaway outlets generally tend to have a high calorie and saturated fat content. The results of the study were presented to the Department of Health in April 2013 who recommended that Public Health England take up any advocacy for change.

Fig 2.6 Menu analysis of hot food from independent takeaways in Gateshead



(Source: Gateshead Council)

Fig 2.7: Menu analysis of hot food from independent takeaways in Gateshead



(Source: Gateshead Council)

- 2.16 The popularity of fast food amongst children and younger people is considered to be a contributing factor to the increasing levels of obesity, particularly amongst children. Key areas of concern relate to the ‘food environments’ surrounding schools which can increase the accessibility and opportunity for unhealthy food choices, during lunchtimes or before and after school. However, it is recognised that it may be difficult to demonstrate a direct relationship between the proximity of takeaways to schools and childhood obesity (HUDU, 2013).
- 2.17 The availability of HFTAs in environments where people work, live and go to school may be a contributor to increased obesity levels, but other factors such as lifestyle, diet and activity will also contribute to overall levels of obesity in the population.

3. The Role of Planning: Health and Wellbeing

National Planning Policy Context

- 3.1 The concept of linking planning and public health is a topical issue, especially with the public health responsibilities transferring to Local Authorities. Despite the origins of town planning being rooted in the 19th century public health movement, planning has sought to address other agendas such as housing, economic growth and environmental protection. However, health considerations have always remained central to planning policy through the delivery of sustainable development and communities.
- 3.2 The Government's National Planning Policy Framework (NPPF, March 2012) provides national planning policy context and is a material consideration in determining planning applications. The NPPF recognises that 'the planning system can play an important role in creating healthy, inclusive communities'. Links to planning and health are found throughout the NPPF, primarily through the core planning principles and the emphasis on sustainable development. Other topics which impact upon health include:
- Transport
 - Delivering high quality homes
 - Good design
 - Climate change
 - Open space and recreation
 - Natural environment
- 3.3 Section 8 of the NPPF 'Promoting Healthy Communities' outlines the role of planning and its contribution to encouraging 'healthy communities'. The section sets out the role of planning in delivering inclusive communities through land use planning matters relating to the provision of social, recreational, community and cultural facilities.
- 3.4 The NPPF does not refer directly to dietary choices, physical health or obesity.
- 3.5 The Government's Planning Practice Guidance (PPG, March 2014) supports the NPPF and provides further guidance to planning authorities. The Health and Wellbeing section of this guidance advises that local planning authorities should engage health organisations while carrying out their planning function, particularly within the context of improving health and wellbeing and provision of health infrastructure. The NPPG note identifies a range of issues that could be considered through the planning process in respect of health and healthcare infrastructure. These include how:
- development proposals can support strong, vibrant and healthy communities and help create healthy living environments which should, where possible, include making physical activity easy to do and create places and spaces to meet to support community engagement and social capital;
 - the local plan promotes health, social and cultural wellbeing and supports the reduction of health inequalities;
 - the local plan considers the local health and wellbeing strategy and other relevant health improvement strategies in the area;
 - the healthcare infrastructure implications of any relevant proposed local development have been considered;
 - opportunities for healthy lifestyles have been considered (e.g. planning for an environment that supports people of all ages in making healthy choices, helps to promote active travel and physical activity, and promotes access to healthier food, high quality open spaces and opportunities for play, sport and recreation);
 - potential pollution and other environmental hazards, which might lead to an adverse impact on human health, are accounted for in the consideration of new development proposals; and
 - access to the whole community by all sections of the community, whether able-bodied or disabled, has been promoted.

South Tyneside Local Development Framework: Current Planning Policy Context

3.6 The South Tyneside Local Development Framework (LDF), sets out the borough's adopted strategic planning policies and land-use designations that form the basis for the assessment of all planning applications. The LDF is being replaced over the next few years with a new style Local Plan. The LDF includes several policies of relevance to people's health, including enabling opportunities for recreation and exercise and for people to grow their own food locally, and managing the provision of drinking establishments and outlets that supply alcoholic drink and hot food for consumption on the trading premises.

Document	Policy	Summary
Core Strategy (2007)	ST2: Sustainable Urban Living	Seeks to deliver high quality urban living and the 'designing out' of crime and the fear of crime through the planning process.
	SC1: Creating Sustainable Urban Areas	To create sustainable communities within South Tyneside including the revitalisation of town and shopping centres and delivering accessible community facilities.
	SC2: Reviving our Town Centres & other Shopping Centres	Promotes the three town centres of South Shields, Jarrow and Hebburn for retailing, commercial leisure, indoor sports, cultural, social and community facilities. Other main (district) shopping centres – Harton Nook, Frederick Street, Boldon Colliery, Westoe Bridges, Dean Road, Boldon Lane and local neighbourhood centres will be supported for complementary activities. New and improved indoor sports and leisure facilities will also be promoted and supported as part of established out-of-centre leisure and recreation facilities and school-based community sports facilities where they genuinely complement and enhance the range and quality of existing facilities, and would not adversely impact on the vitality and viability of existing facilities in the town and other main shopping centres.
	Policy SC6 Providing for Recreational Open Space, Sport & Leisure	This promotes the provision of high quality recreational open space, playing fields and outdoor sporting and play facilities. It also includes supporting schemes that extend the Borough's strategic Linked Open Space System into the wider countryside.
Development Management Policies (2011)	Policy DM1 Management of Development	This policy seeks to ensure that development is acceptable in relation to any impact on residential amenity, including noise and air pollution.
	Policy DM2 Safeguarding Employment Uses	Specifically deals with proposals for hot food takeaways (Use Class A5) in Predominantly Industrial Areas to ensure that the purpose and function of the area is not undermined or that the vitality and viability of nearby town or district centres is adversely affected.
	Policy DM3 Hot Food Uses in Shopping Centres	This deals with planning applications for A3 cafes and restaurants and A5 hot food takeaway uses in established shopping centres with regard to their impact upon the vitality and viability of the shopping centre and the borough's shopping centre hierarchy (as well as residential amenity, highway safety and any existing crime and anti-social behaviour). Within the district shopping centres (listed in SC2 above) we seek to avoid over-concentrations of A3 and A5 uses.
Site-Specific Allocations (2012)	Policy SA7 Green Infrastructure & Recreational Opportunities	Green infrastructure is the planned network of multi-functional green spaces and inter-connecting links, which are designed and managed to meet the environmental, social and economic needs of communities. It includes areas of recreational open space, playing fields and allotments as well as natural and semi-natural habitat areas and agricultural land. We will seek to improve the quality of the public realm and the provision of publicly-accessible recreational open spaces throughout South Tyneside through various measures.
Supplementary Planning Document 3: Green Infrastructure Strategy		Builds on Policies SC6 and SA7 in setting minimum standards for open space and outdoor sport provision. The document as emphasises the importance of green infrastructure networks including footpaths, cycle ways and other spaces for health.

- 3.7 Specific HFTA policies within the LDF focus on the viability and vitality of our established shopping centres. They seek to avoid an over concentration of hot food uses to help maintain the vitality and viability and commercial sustainability of our various shopping centres, allowing for a reasonable diversity of retail uses and protecting local residential amenity. The policy still allows for HFTA uses in appropriate locations. These considerations are set out in Development Management Policy 3 (DM3): Hot Food Uses in Shopping Centres.

Policy DM3 Hot Food Uses in Shopping Centres

We will assess all planning applications for cafes and restaurants (Use Class A3) and hot food takeaways (Use Class A5) in established shopping centres with regard to their impact upon the vitality and viability of the shopping centre and the borough's shopping centre hierarchy, residential amenity, highway safety and any existing crime and anti-social behaviour.

To avoid an over concentration of hot food uses in our district shopping centres we will only grant planning permission for the change of use of ground floor properties within district shopping centres to cafes and restaurants (Use Class A3) or hot food takeaways (Use Class A5) where it would not:

- A result in the loss of a prominent retail unit(s); or**
- B result in more than two hot food outlets (Use Classes A3 or A5) adjacent to each other; or**
- C lead to more than two hot food outlets (Use Classes A3 or A5) in any continuous frontage of 10 retail units or less.**

In addition to criteria A, B and C, the potential overall impact of the proposal on the vitality and viability of the district shopping centre should be assessed.

The district shopping centres are Harton Nook, Frederick Street, Boldon Colliery, Westoe Bridges, Dean Road and Boldon Lane and are shown on the Proposals map.

- 3.8 HFTAs can have an adverse impact on the vitality and viability of shopping centres. Vitality refers to how busy a shopping centre is at different times of the day, whilst viability refers to its capacity to attract investment. HFTAs are often closed in the daytime and this tends to lead to dead frontages that can harm the character and vitality of shopping centres. If allowed to continue unchecked, an excessive number of hot food uses may lead to a reduction in the attractiveness of, and investment in our town, district and local neighbourhood shopping centres.
- 3.9 HFTAs can also generate levels of noise, vibrations, odours, traffic disturbance, and litter and hours of operation that can be potentially harmful to residential amenity. Many establishments tend to have periods of peak activity in the late evening when ambient noise levels are generally low, and problems can be intensified in areas where a number of hot food uses exist.
- 3.10 The policy covers all of South Tyneside's shopping centres, although it is recognised that the Ocean Road part of South Shields Town Centre has a distinct and special character as a focus for hot food establishments, alongside other entertainment and tourism functions. This area makes a valuable contribution to the evening economy of South Shields town centre – see South Shields Town Centre and Waterfront AAP Policy SS8. See <http://www.southtyneside.info/CHttpHandler.ashx?id=3951&p=0>

4. Hot Food Takeaways in South Tyneside: Current Situation

Planning context: Development Management

- 4.1 The planning system implements 'Use Class Orders' to categorise the different uses of buildings and premises. Premises which have a retailing function fall into the following categories:

Use Class	Description
A1 – Shops	Shops, retail warehouses, hairdressers, travel and ticket agencies, post offices, sandwich bars, internet cafes etc.
A2 – Financial & Professional Services	Banks, building societies, estate and employment agencies, professional and financial services
A3 -Restaurants & Cafes	Establishments where the primary purpose is for the sale of food and drink for consumption on the premises
A4- Drinking Establishments	Public houses, wine bars but not night clubs
A5- Hot Food Takeaways	Establishments where the primary purpose is for the sale of hot food for consumption off the premises.

- 4.2 Hot food outlets generally come under national planning Use Class designations A3 for Cafes and Restaurants, and A5 for Hot Food Takeaways, although conventional shops (Use Class A1) such as bakers and sandwich bars may also sell a limited amount of heated-up food as an ancillary function to their primary use. Planning permission is required for any non-A3/A5 property to change its use to a cafe, restaurant or hot food takeaway.
- 4.3 While pubs and bars, where the primary purpose is the sale and consumption of alcoholic drink on the premises, are classified as Use Class A4 for planning purposes, the sale of alcohol from any premises is nevertheless a licensable activity that is governed by the Council's Licensing Policy rather than through the planning system. Our Licensing objectives aim to prevent crime and disorder and public nuisance, and to ensure public safety and protect children from potential harm.

Hot Food Takeaways in South Tyneside: Numbers and Distribution

- 4.4 The numbers of HFTAs identified in this document come from two key sources: the Local Planning Authority and Environmental Health.
- 4.5 The Local Planning Authority regularly monitors and analyses data on retail properties in the borough derived from the Council's corporate property gazetteer. The gazetteer records current use class of the retail unit e.g. A1, A3 or A5. Retail units which fall under Use Class A1 such as bakers and sandwich shops may also sell hot-food which is ancillary to their primary use. These ancillary functions would not require a Change of Use application to Use Class A5, and therefore this function would not be documented in the gazetteer data. The information gathered from this analysis is reported in the Authorities Monitoring Report (AMR). The Local Planning Authority also monitor and record the number of planning applications received and the decisions made on these applications by the Council or at appeal.
- 4.6 Environmental Health Inspections are submitted to the Food Standards Agency (FSA) on a monthly basis. The Food Standards Agency and Planning use different classifications to identify business premises which can sell food e.g. Planning have three categories, whereas under the FSA classifications there are 18 main categories. These different monitoring systems between planning and the Food Standards Agency mean it is difficult to draw direct comparisons between the two sources of information. However, trends can be identified between the nature of HFTAs and other ancillary uses.

Environmental Health

- 4.7 All food businesses are required to register with the Council's Environmental Health section and state initially what type of food business they intend to operate (although this can change over time). All businesses are inspected and risk rated for food hygiene and standards and visited on a rolling programme. Environmental Health has no statutory powers to deal with the type of food sold. Any changes are updated to the national FSA database on a monthly basis.
- 4.8 Observations by Environmental Health staff are finding that businesses are diversifying; there are increases in retail outlets now serving hot food take out items. Environmental Health activity is held on a database

which details inspections and complaints. This monitoring has identified a +69% increase in businesses registered as selling food over the last 5 years.

Table 4.1 Food Standards Agency classifications

Number of outlets - as of 01/01/2014

Food Reg Form	2009	2010	2011	2012	2013	2014
Delicatessens	3	3	3	3	3	4
Chinese	21	22	22	23	25	28
Indian	19	20	24	24	26	31
Pizza/Kebab	13	15	15	16	23	34
Fish/Chips	22	22	22	25	25	29
Sandwiches	10	11	12	14	17	21
Mobile/Bakery				1	1	2
Total	88	93	98	106	120	149

—————→ Increase of 69.32% —————→

- 4.9 There are also issues around mobile units which are registered where they are garaged, which may be a location outside of the borough. Other than consent streets these are free to trade anywhere across the borough providing additional opportunities to purchase convenience food within a food environment. Environmental Health inspects regular pitches for food hygiene.

Table 4.2 Environmental Health: Food Standards Agency Business Classifications

FSA Classification	Number of Premises in South Tyneside (March 2014)
Distributors/Transporters	4
Farmers/growers	1
Hospitals/Childcare/Caring Premises	90
Hotel/bed & breakfast/guest house	33
Manufacturers/packers	11
Mobile caterer	25
Other catering premises	70
Pub/bar/nightclub	157
Restaurant/Cafe/Canteen	146
Retailers - other	275
Retailers - supermarkets/hypermarkets	25
School/college/university	64
Takeaway/sandwich shop	142

Source: Food Standards Agency data export - FSA website (March 2014)

Planning

- 4.10 Planning use the Council's corporate property gazetteer to help monitor the number of retail units in the borough. Table 4.3 shows that in 2014 there were 133 HFTAs in South Tyneside. Of the 1,403 retail units in the borough, 200 are vacant; therefore HFTAs account for 9% of retail units in South Tyneside. It should also be noted that of the 268 A1 convenience units, not all premises will sell hot food. The monitoring also shows that the overall number of retail units in South Tyneside is decreasing; however A5 Use-Classes are the only type of retail that has grown by 3% (4 units) in 2013/14.

Table 4.3 Planning Use Classes: Gazetteer Database –All Retail Units in South Tyneside

Use Class	Number of Premises in South Tyneside (March 2013)	Number of Premises in South Tyneside (March 2014)	% Change
A1 – General retail shops	1,076	1,073	-0.3%
- Convenience (supermarkets & general stores)	275	268	-2.5%
A2 – Offices, estate agents	114	113	-0.9%
A3 – Restaurants, cafes	90	84	-7%
A4 – Public houses	Not available	Not available	-
A5 – Hot food takeaway	129	133	+3%
Total Number of Premises	1,409	1,403	-0.4%

- 4.11 Monitoring of retail uses through the AMR has shown an increase in the overall percentage of A5 uses in the town centres. However, this increase has mainly been influenced by a reduction in the number of retail units in each town centre rather than an increase in the number of A5 units. There has also been an increase in the number of A3 Units in our town centres since 2004/2005, with South Shields Town Centre having the highest number.

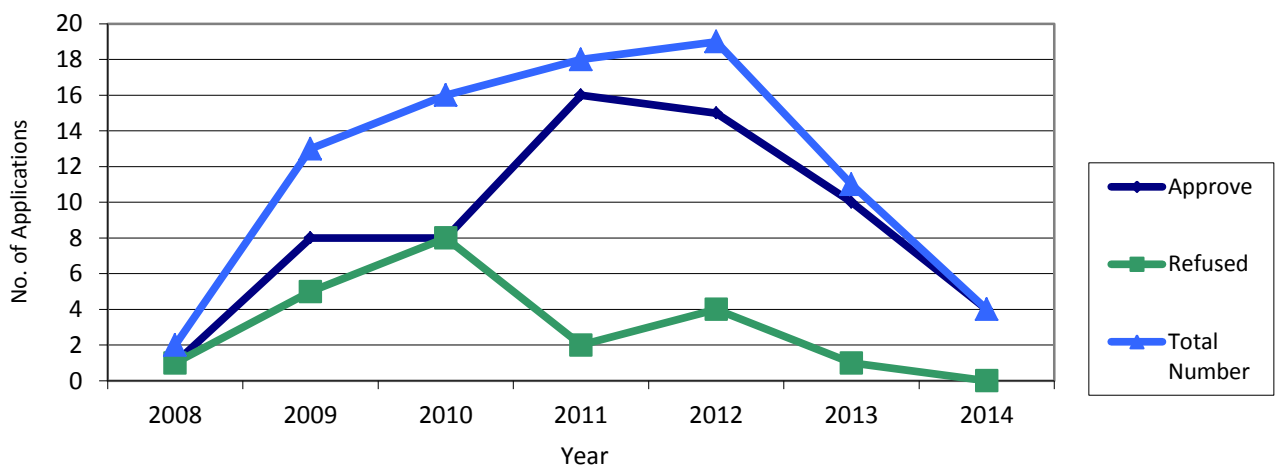
Table 4.4 Number of Retail Units and A5 Uses in South Tyneside Town Centres					
	No. of Retail Units	No. of A3 Units	%	No. of A5 Units	%
2004/2005					
South Shields Town Centre	248	5*	2%	3*	1%
Jarrow Town Centre	115	-	-	4*	3%
Hebburn Town Centre	66	1*	2%	1*	2%
Total Town Centres	429	6* (*estimate)	1%	8* (*estimate)	2%
2010/11					
South Shields Town Centre	262	17	6%	7	3%
Jarrow Town Centre	93	2	2%	5	5%
Hebburn Town Centre	67	2	3%	3	4%
Total Town Centres	422 (-7)	21	5%	15	4%
2012/13					
South Shields Town Centre	179	19	11%	6	3%
Jarrow Town Centre	71	2	3%	6	8%
Hebburn Town Centre	47	2	4%	3	6%
Total Town Centres	297 (-132)	23	8%	15	5%
2013/2014					
South Shields Town Centre	179	18	10%	6	3%
Jarrow Town Centre	71	2	3%	7	9%
Hebburn Town Centre	47	2	4%	3	6%
Total Town Centres	297	22	7%	16	5%

- 4.12 There has also been an increase in the number of A3 and A5 units in the district shopping centres in the borough. The district centres have fewer number of A3 use classes than the town centres, but have a higher percentage of A5 use class premises in their boundary. Frederick Street has the highest number of A5 premises with 16 units in the district shopping area identified as being used for this purpose.
- 4.13 Between November 2008 – April 2014, 84 applications for new A3 or A5 Use Class were decided by South Tyneside Planning authority either by Planning Committee or under delegated authority. These applications related to 71 different premises. 62 (75%) applications which related to a change of use to or creation of a new A3 or A5 outlet were approved by the Council and 22 (25%) were refused.

Table 4.5 Number of Retail Units and A5 Uses in South Tyneside District Centres					
	No. of Retail Units	No. of A3 Units	%	No. of A5 Units	%
2010/2011					
Boldon Colliery	33	1	3%	2	6%
Boldon Lane / Stanhope Road	64	2	3%	4	6%
Dean Road/ Chichester Road	68	3	4%	5	7%
Frederick Street	100	6	6%	11	11%
Harton Nook	91	3	3%	4	4%
Westoe Road	65	1	2%	2	3%
Total District Centres	421	16	4%	28	7%
2012/13					
Boldon Colliery	26	2	8%	3	12%
Boldon Lane / Stanhope Road	45	2	4%	8	17%
Dean Road/ Chichester Road	54	2	4%	6	11%
Frederick Street	70	5	7%	15	21%
Harton Nook	87	5	6%	6	7%
Westoe Road	56	2	4%	2	4%
Total District Centres	338	18	5%	40	12%
2013/14					
Boldon Colliery	27	2	7%	3	11%
Boldon Lane / Stanhope Road	44	2	5%	8	18%
Dean Road/ Chichester Road	53	2	4%	6	11%
Frederick Street	68	4	6%	16	24%
Harton Nook	68	4	6%	6	9%
Westoe Road	56	2	4%	2	4%
Total District Centres	316	16	5%	41	13%

4.14 Applications refused by the Local Planning Authority can be subject to an appeal which is decided by the Government’s Planning Inspectorate. Since 2008, 14 refused applications were challenged at appeal, of which 33% were approved by the Planning Inspectorate and 67% were dismissed. A total of 9 applications were associated with HFTAs.

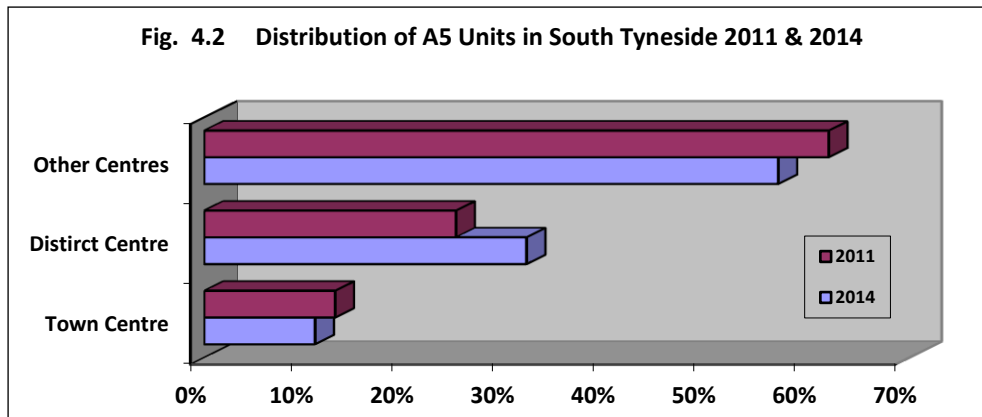
Fig 4.1 Planning Applications Decided by South Tyneside Council 2008 - 2014



4.15 Since 2008, South Tyneside undertook 30 enforcement actions relating to the unauthorised sale of hot food. Enforcement outcomes typically resulted in:

- Submission of a planning application
- Unlawful sales of hot food curtailed and restricted to being only an ancillary use
- Sale of hot food confirmed as only an ancillary use
- Unlawful sales of hot food stopped

4.16 The number of applications for A3/A5 uses reached a peak in 2012; however numbers of applications received have declined. Development Management Policy DM3 'Hot Food Uses in Shopping Centres' was adopted in 2012 and may have had some influence on the number of applications received by the Council. Since the adoption of Policy DM3, there appears to have been a shift in the distribution of A5 units within the borough, with a decline in number located in 'other centres' (including neighbourhood shopping centres) and an increase of premises located in District Shopping centres.



4.17 It should be noted that there is often a lag-time between a premises being granted planning permission and becoming operational, therefore, the most recent permissions may not be reflected in the gazetteer records. Furthermore, although an application for an A3 or A5 use may have been successful, it may not have been implemented.

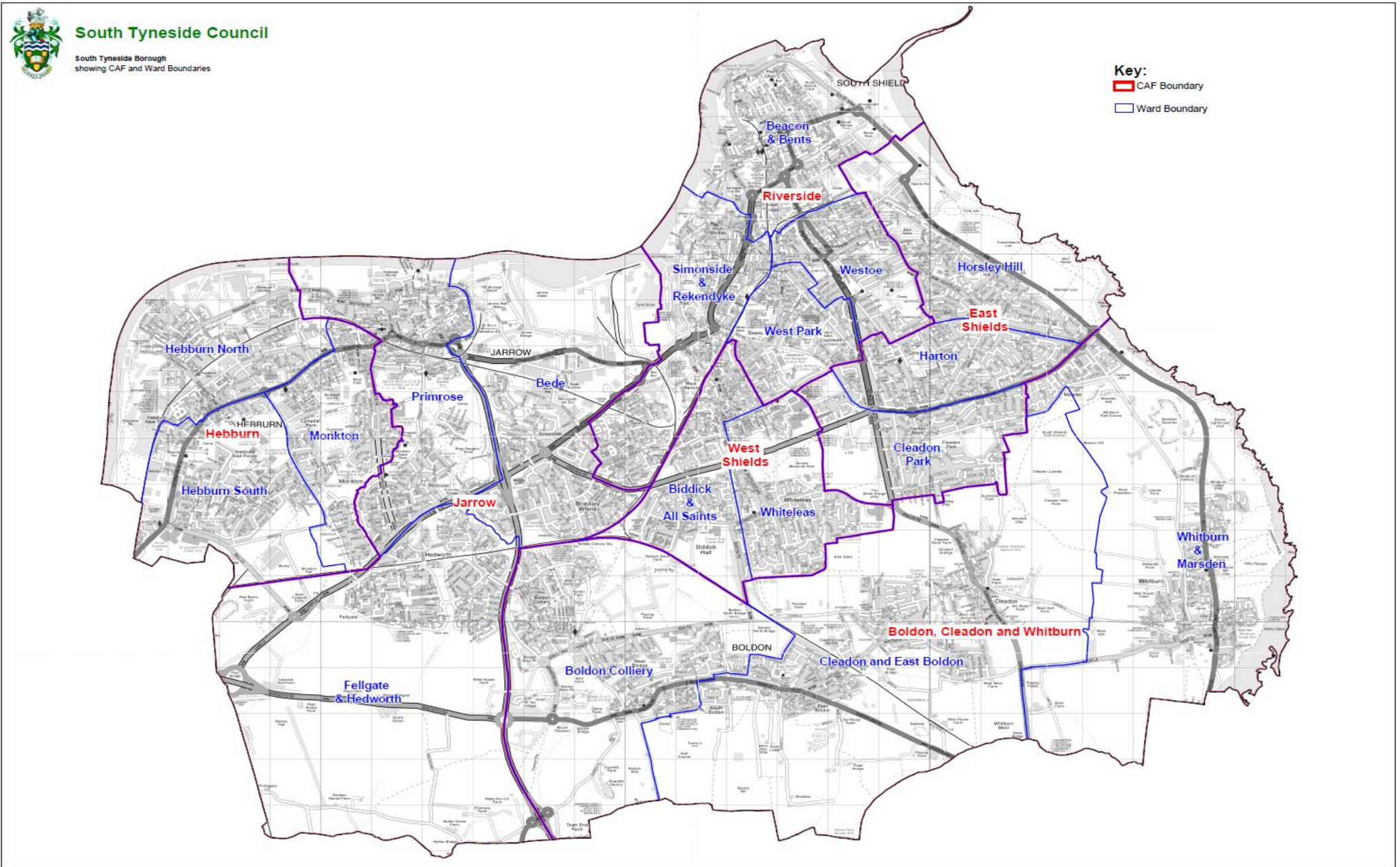
Opening times

4.18 It is difficult to ascertain specific opening times from Planning or Environmental Health for HFTAs in the borough. Opening time limits of many new premises will have been set by planning conditions when they were originally granted planning permission, typically this relates to the lateness of opening in the interests of residential amenity. Planning permission is required to vary the opening hours set out in the original planning application. Environmental Health hold information on opening times but this is held on each premises record and can change between inspections.

Online Availability

4.19 The availability of HFTA menus and the ability to order food online increases the accessibility of takeaway food by providing more choice and opportunity from a wider area. A review of two online takeaway websites (Just-eat.co.uk and Eateasy.co.uk); show that there are 114 HFTA outlets registered online within the South Tyneside area. However, there are also a substantial number of HFTAs located outside of the borough's boundaries which offer delivery to areas within South Tyneside.

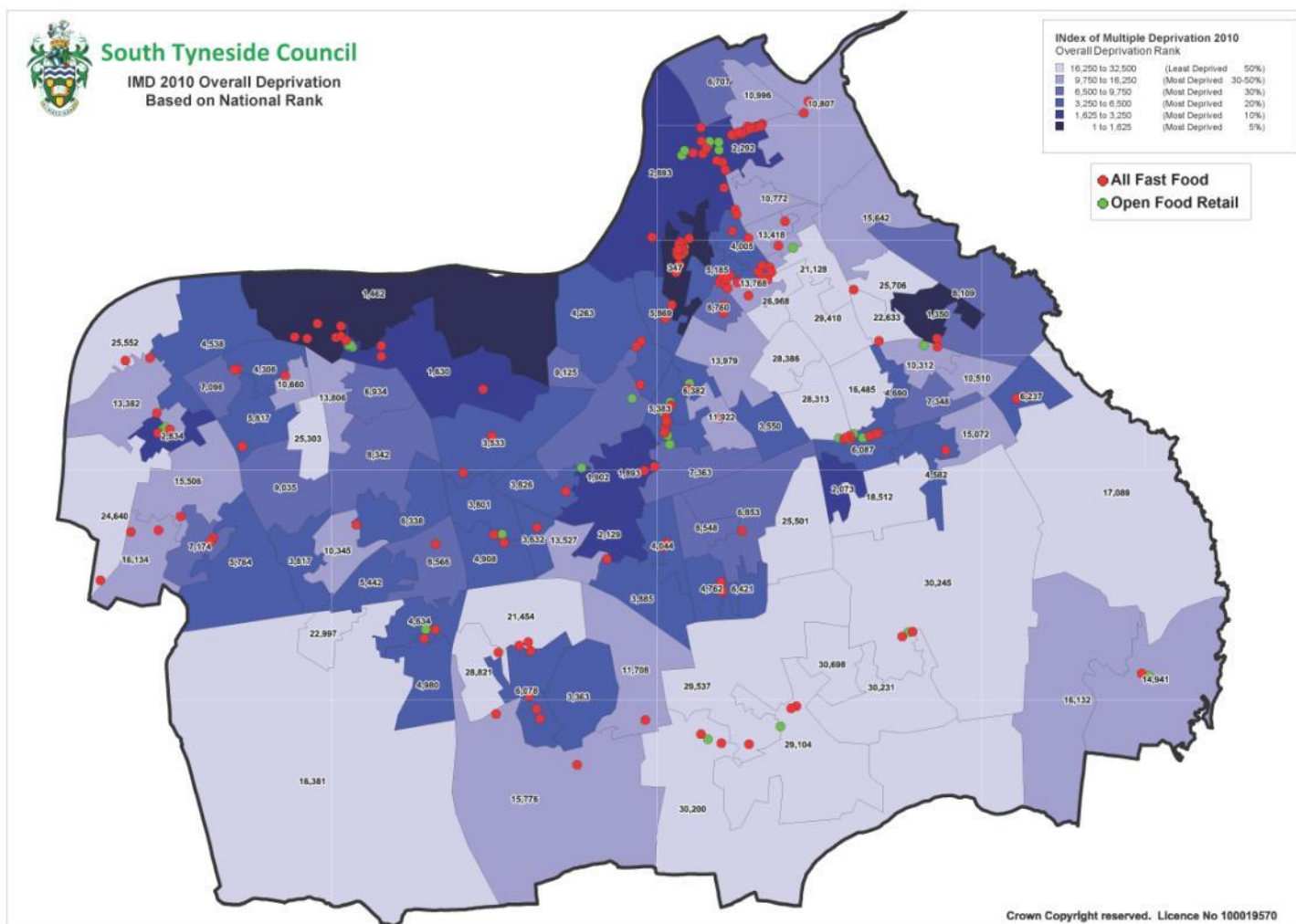
General South Tyneside Map displaying Wards



Distribution of HFTAs and Deprivation

4.20 Mapping work has been undertaken to illustrate the distribution of HFTAs and other food outlets in the borough. Figure 4.3 shows the distribution of premises in South Tyneside classed as Fast Food and Open Food Retail against the Overall Deprivation Ranking in the borough.

Fig 4.3



4.21 Premises have been identified using information provided to South Tyneside’s Environmental Health team. All businesses have a statutory duty to register with Environmental health which includes stating what type of business they consider themselves to be. The following maps plot all businesses declaring themselves to be a takeaway. The Food Retailer with Hot Food is based on those premises which have been visited by Environmental Health and whose menus show a number of HFTA items but are predominantly retail in nature e.g. sandwich shops.

4.22 The maps indicates cluster of ‘Fast Food’ outlets in areas as being most deprived, particularly in the Jarrow, Simonside and Rekenyke and Riverside areas. This corresponds with the research that suggests that deprived areas are more exposed to HFTAs.

Distribution of HFTAs and Obesity

4.23 The following maps indicate that the highest levels of obesity somewhat correlate with the areas of highest deprivation in Figure 4.3. Figures 4.4 – 4.6 shows the prevalence of adult obesity and obesity amongst children in Reception (aged 4-5 yrs.) and Year 6 (aged 10-11 yrs.).

Fig 4.4

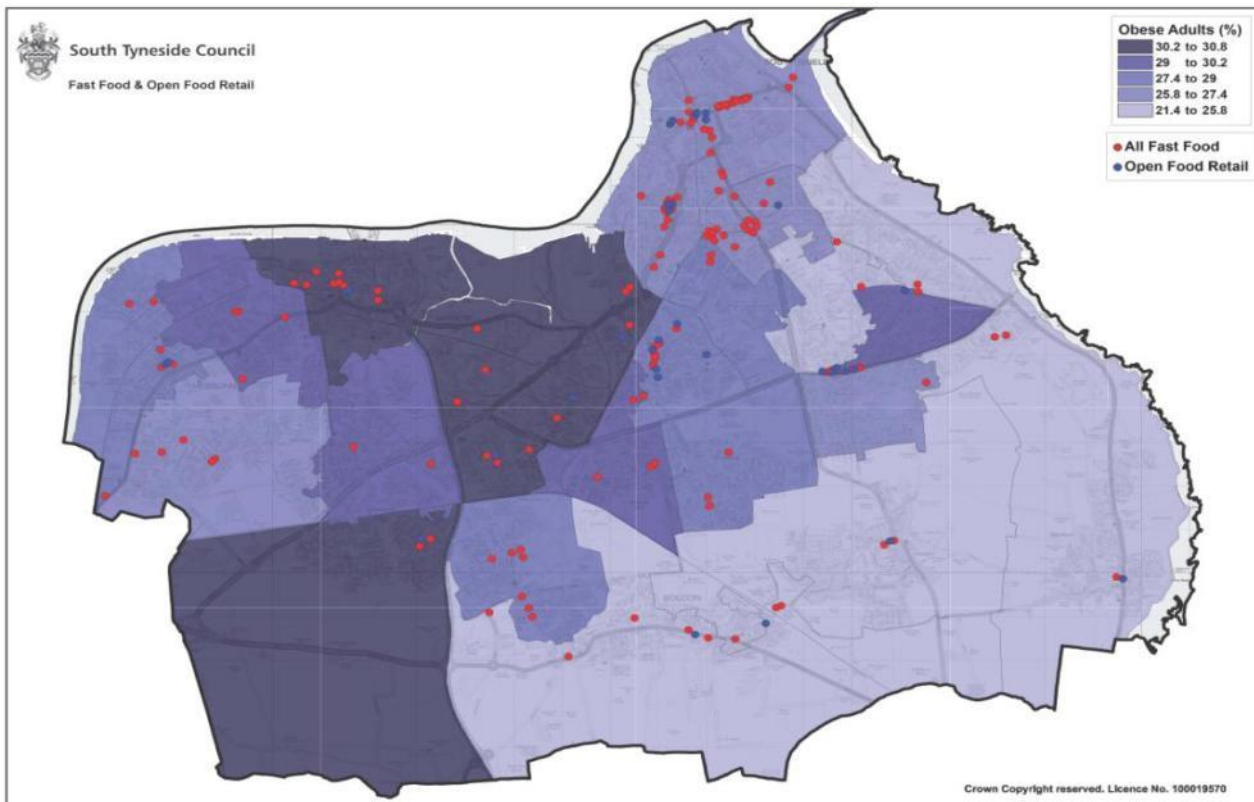


Fig 4.5

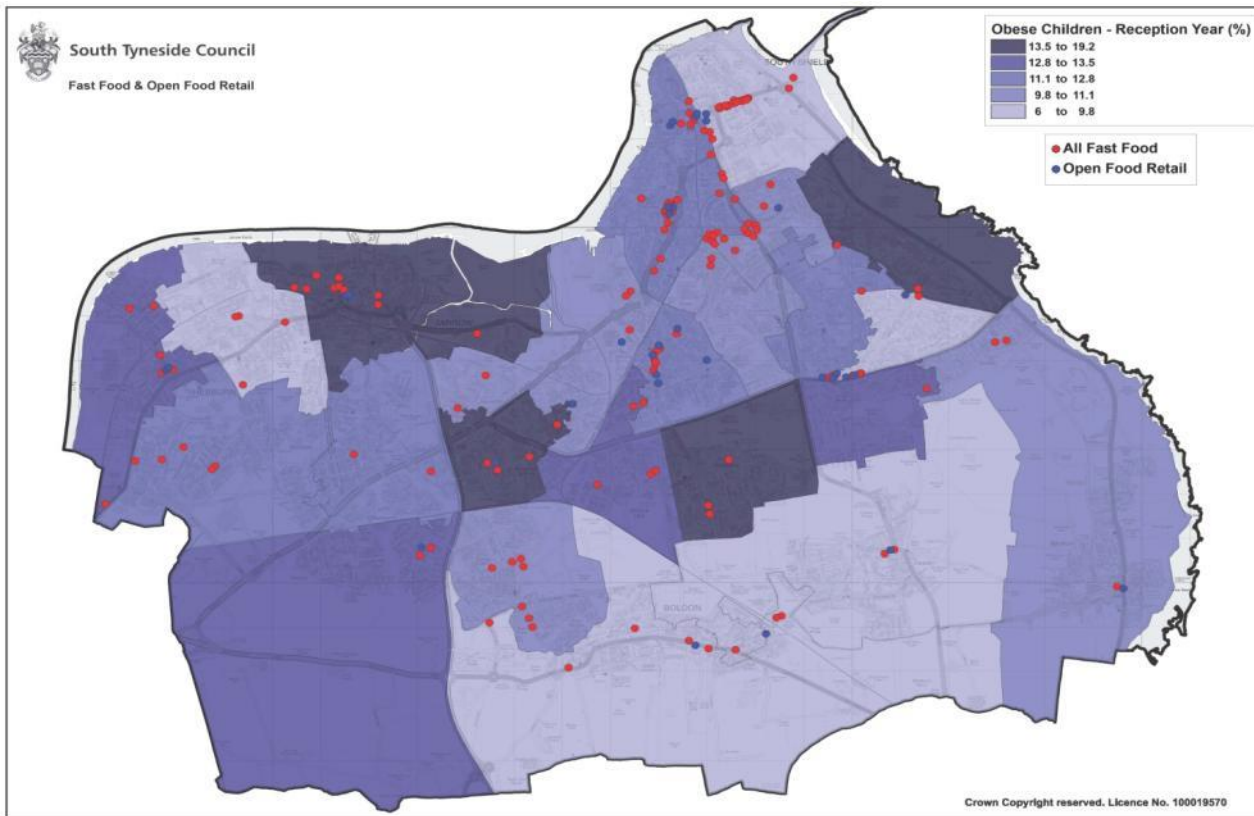
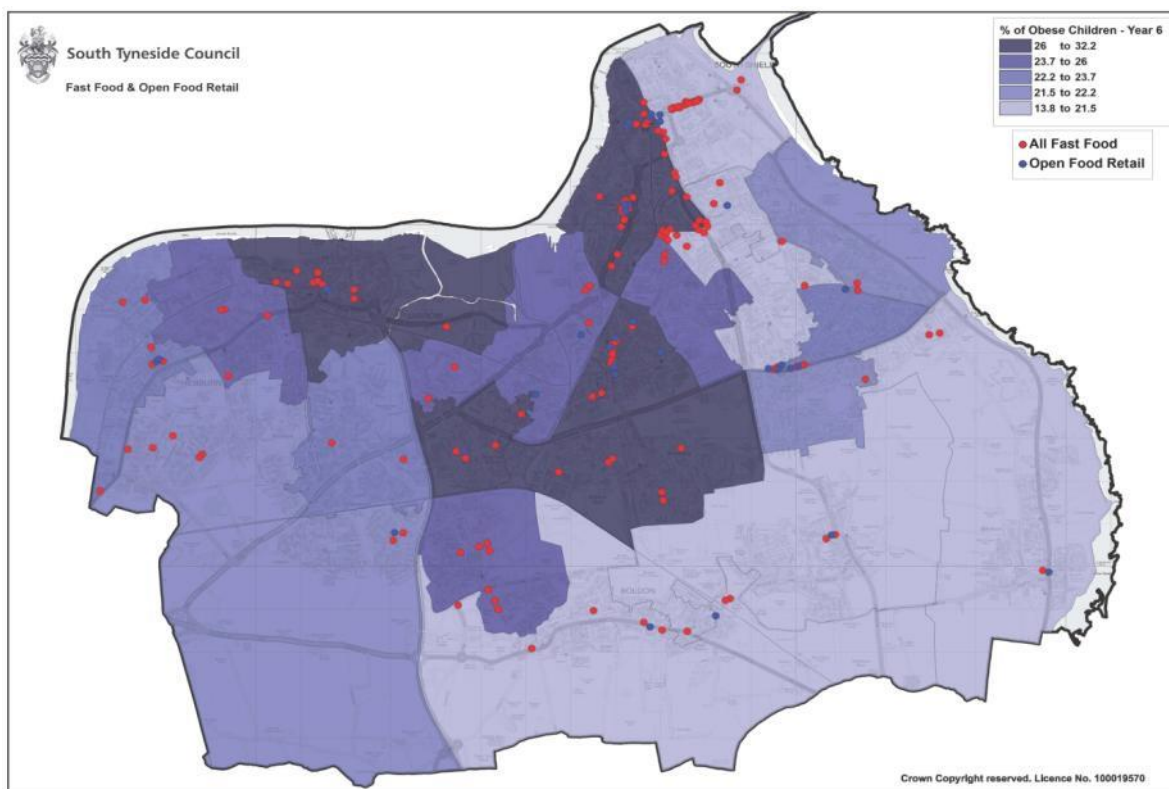


Fig 4.6



HFTAs and Schools

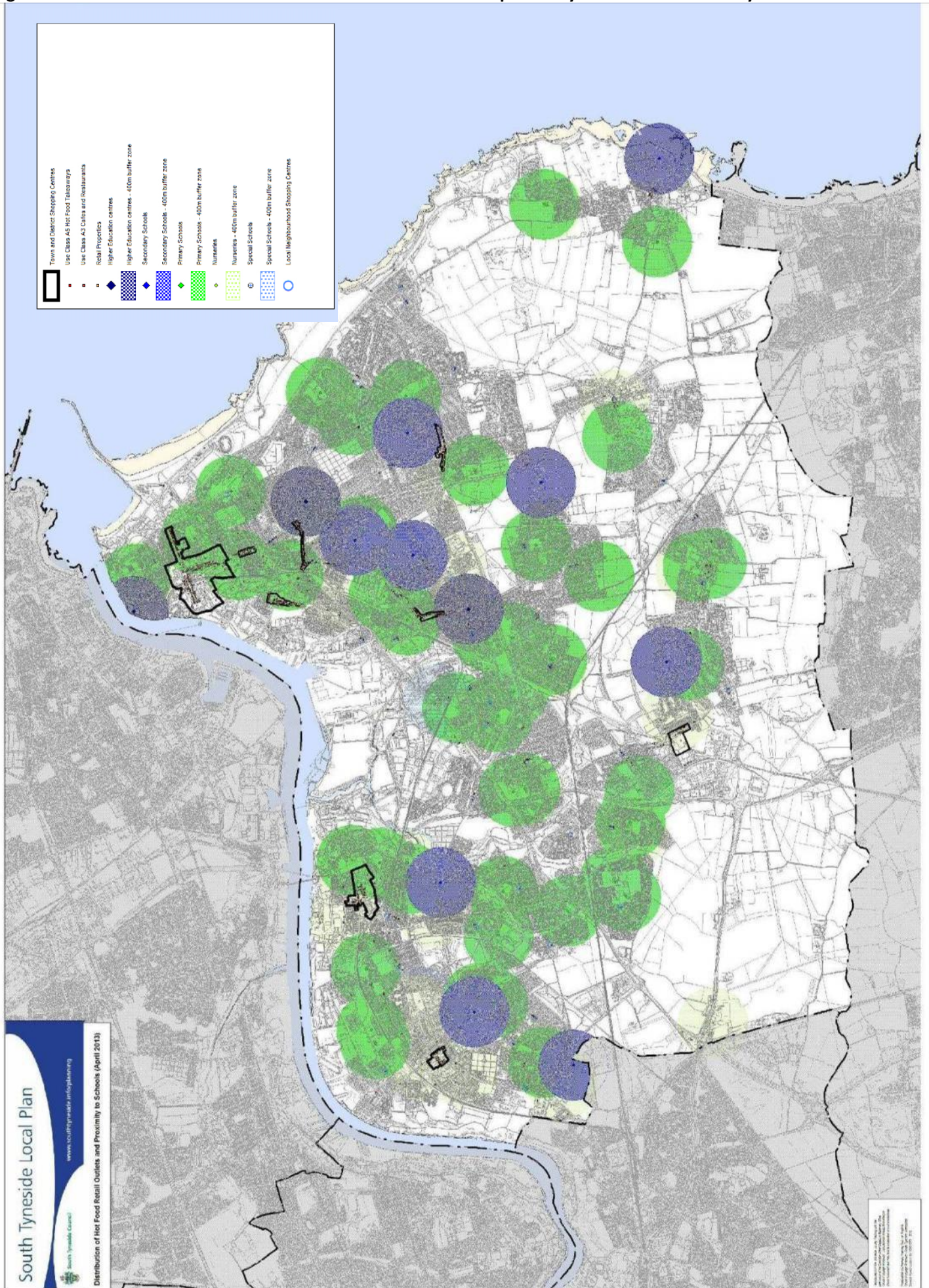
- 4.24 Figure 4.7, has been produced based on property gazetteer records for the location of A3 and A5 Use Class premises in the borough in relation to established shopping centres and their proximity to schools, using a 400 metre buffer zone as an indicator as a 5 minute walking distance.
- 4.25 The mapping shows that the vast majority of HFTAs are located within established shopping centres, and predominantly within town and district shopping centres. District shopping centres serve an important role for day-to-day shopping trips for food and other convenience goods and are primarily used by residents in the immediately surrounding areas. By definition, they are located in accessible locations within or close to residential areas. They serve as important retail and service centres in the borough.
- 4.26 In terms of higher education and secondary schools (for which pupils can more readily leave the school premises at lunchtimes, etc.), the only establishments with any A3 or A5 uses within their 400m buffer zones are shown in Table 4.5.

Table 4.5 Number of A3 and A5 Use Classes within 400m of School and Education Facilities			
School/ Education Facility	A3	A5	Town /District Centre
South Tyneside College's Westoe Campus	1	4	One A5 unit is located outside the Dean Road district centre
Boldon Lane HE Learning Centre	1	5	The A3 and 2xA5 are within the Boldon Lane district centre. 3 A5 uses are on Green Lane
Mortimer Comprehensive School	1		Located within Stanhope Road local shopping parade
Harton Comprehensive school	1	3	Located within Harton Nook district centre;
Whitburn Academy	2		Located within Whitburn village centre

- 4.27 Many primary schools, nurseries and SEN schools do (inevitably and unavoidably due to their locations) have A3 and A5 uses within their 400m zones, but the vast majority of these are located within town or district centres or local shopping parades, albeit there are a few single corner shop outlets in places.
- 4.28 In South Tyneside, all secondary schools keep their pupils on site at lunch times, with the exception of Year 11 (ages 15/16) at Hebburn Comprehensive and Whitburn Academy. Only Whitburn has two A3 uses within 400 metres of the school within the village centre. Also year 12 pupils at St Joseph's Academy in Hebburn are allowed to leave the premises where there are no HTFA's within 400m of the school.

Fig 4.7

Distribution of A3 and A5 use classes in proximity to schools in South Tyneside.



4.29 The following maps show the schools where there is higher concentration of outlets either within 400 metres of the school boundary. Larger Maps of the CAF areas are available in Appendix A:

Ridgeway Primary School

East Shields & Whitburn CAF

- Harton Technology College

Figure 4.8 Harton Nook: A3 and A5 use classes in proximity to schools (See key, page 23)

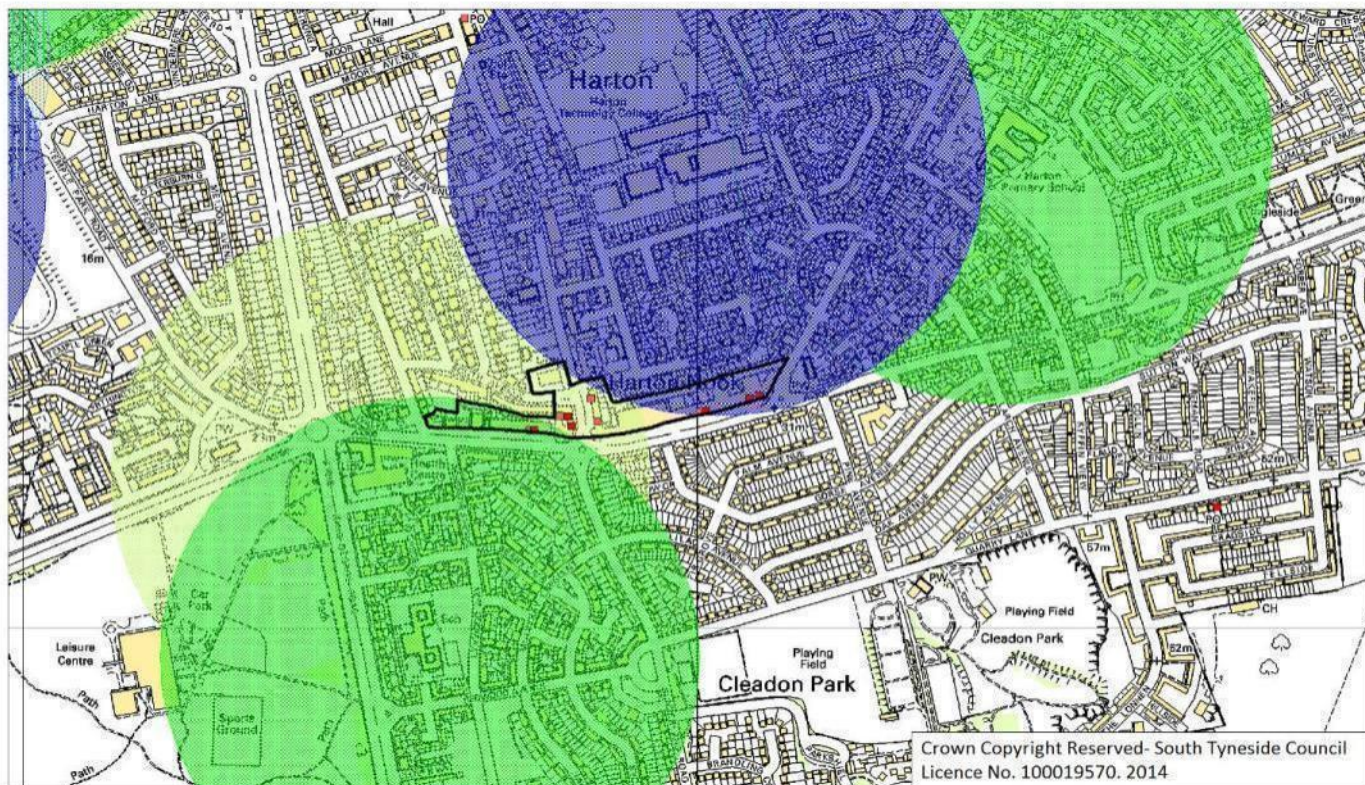


Figure 4.9 Year 6 Overweight/Obese

Figure 4.10 Reception Overweight/Obese



Riverside CAF

Marine Primary School

Laygate Community School

Figure 4.11 South Shields Town Centre and District Centres: A3 and A5 use classes in proximity to schools
 (See key, page 23)

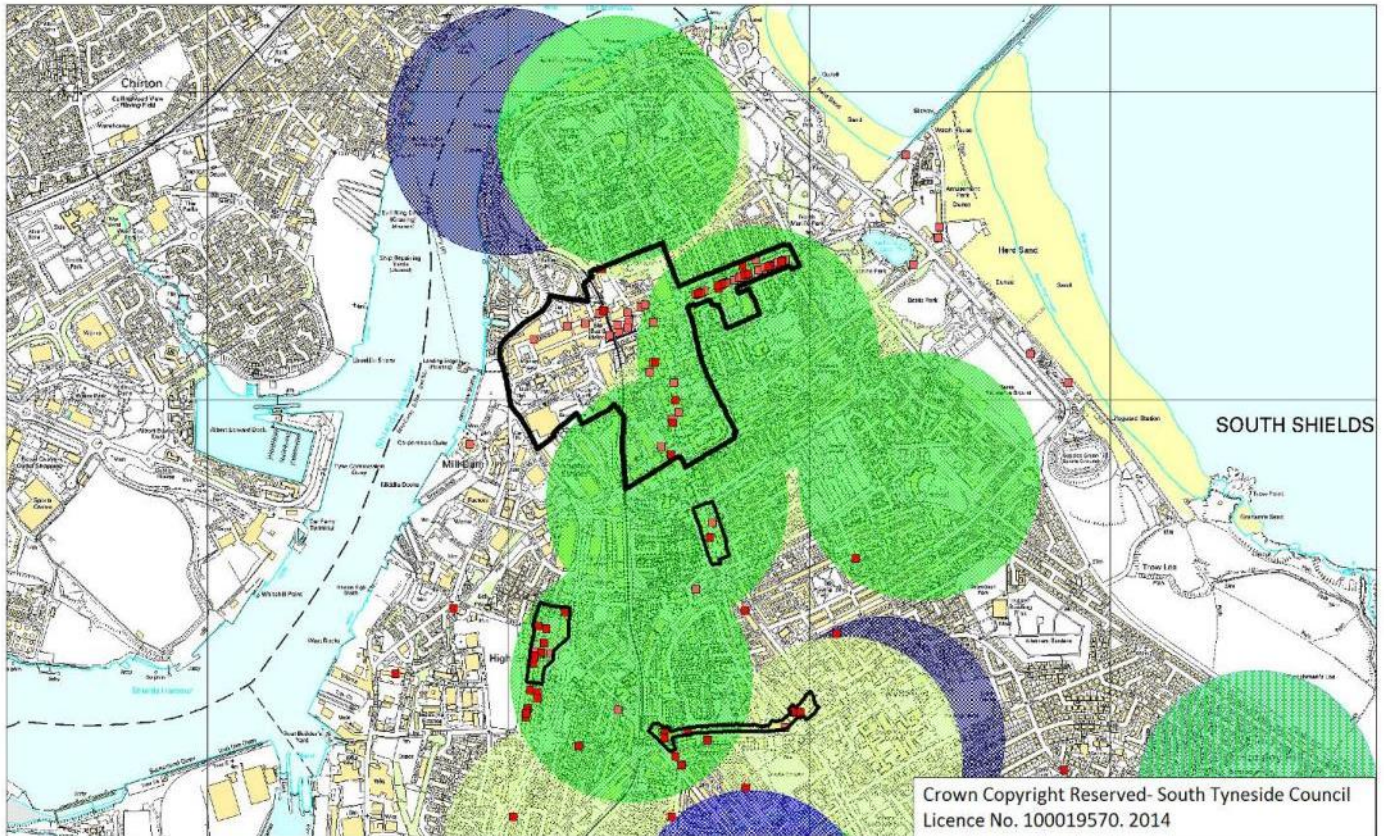


Figure 4.12 Year 6 Overweight/Obese

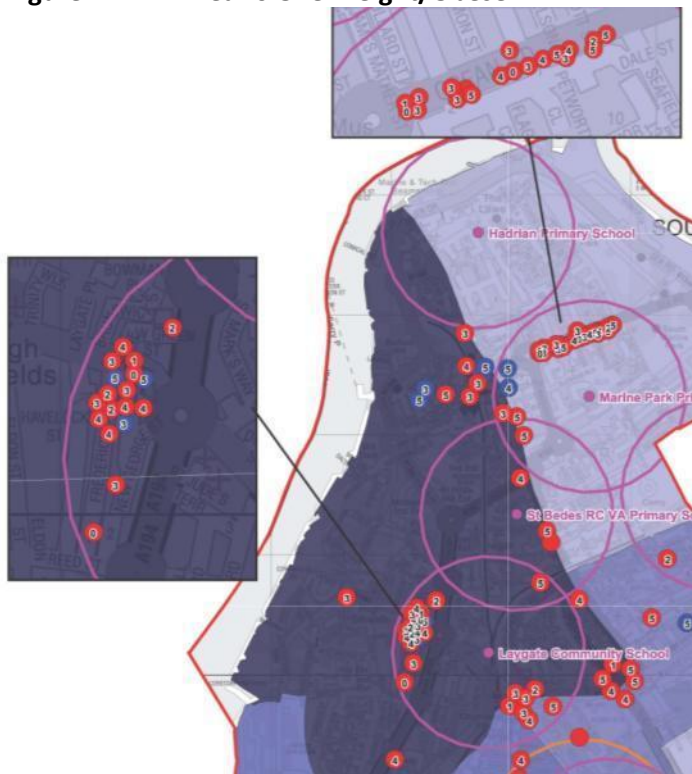


Figure 4.13 Reception Overweight/Obese



West Shields CAF

- St Peter & Pauls RC Primary School
- East Boldon Junior School
- East Boldon Infant School

Figure 4.14

Boldon Lane: A3 and A5 use classes in proximity to schools (See key, page 23)

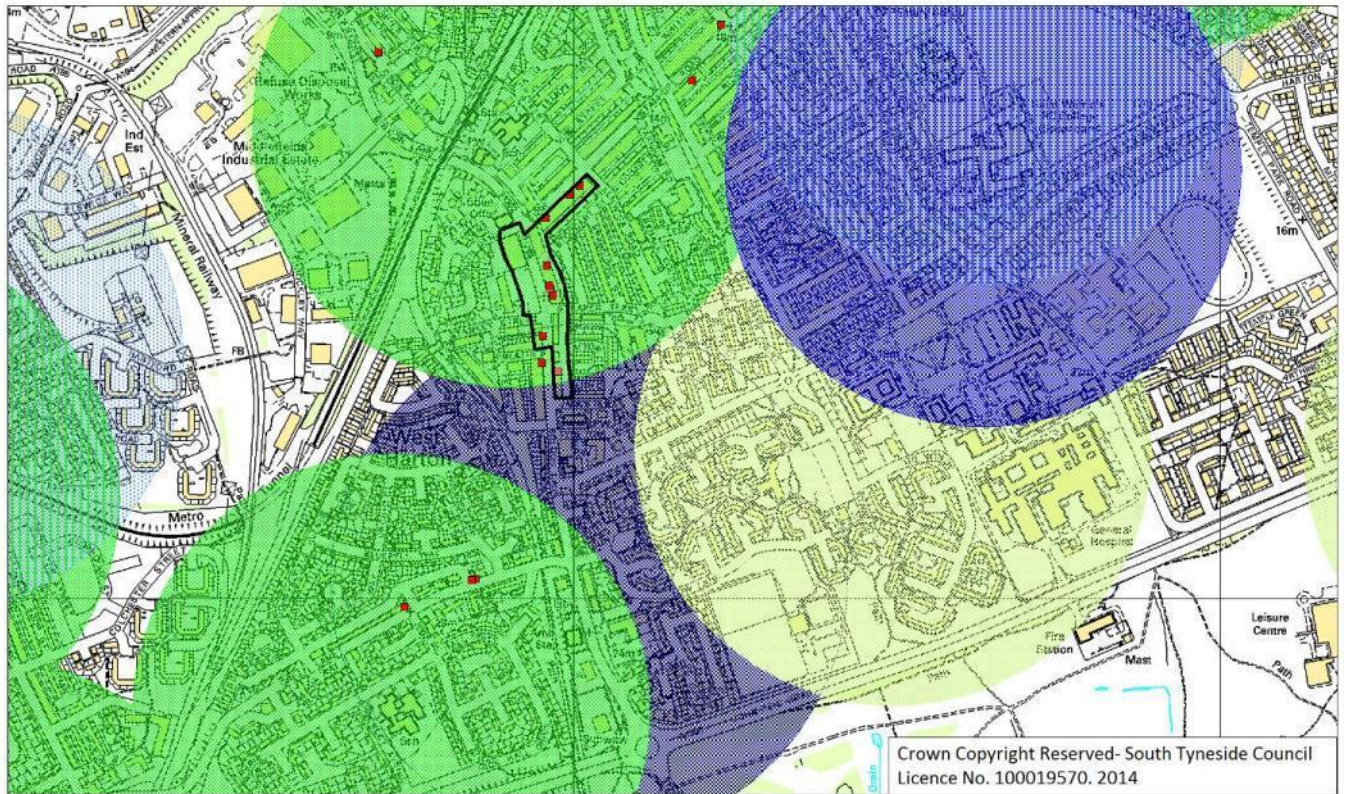
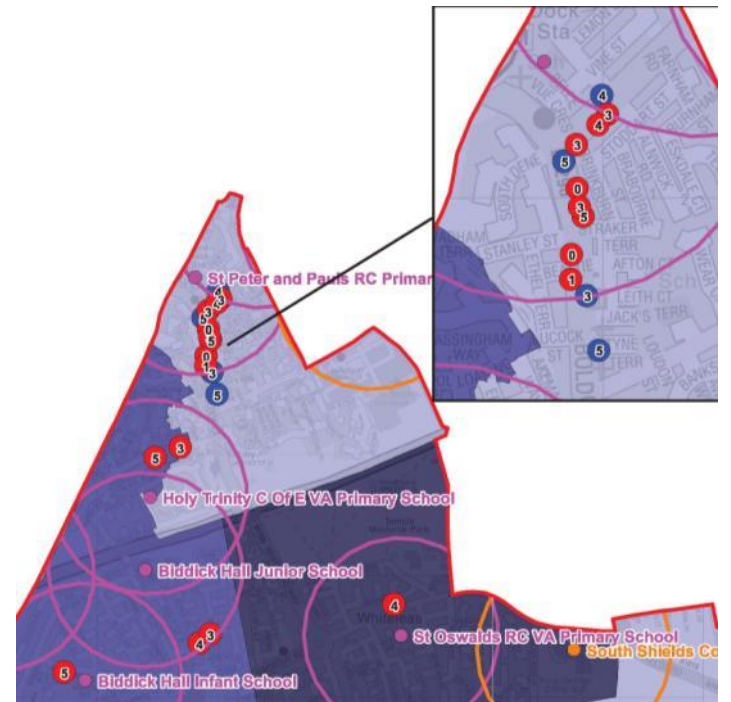


Figure 4.15 Year 6 Overweight/Obese

Figure 4.16 Reception Overweight/Obese



Jarrow Boldon CAF

- Dunn Street Primary School
- St Bede RC VA Primary School

Fig 4.17 Jarrow Town Centre: A3 and A5 use classes in proximity to schools (See key, page 23)

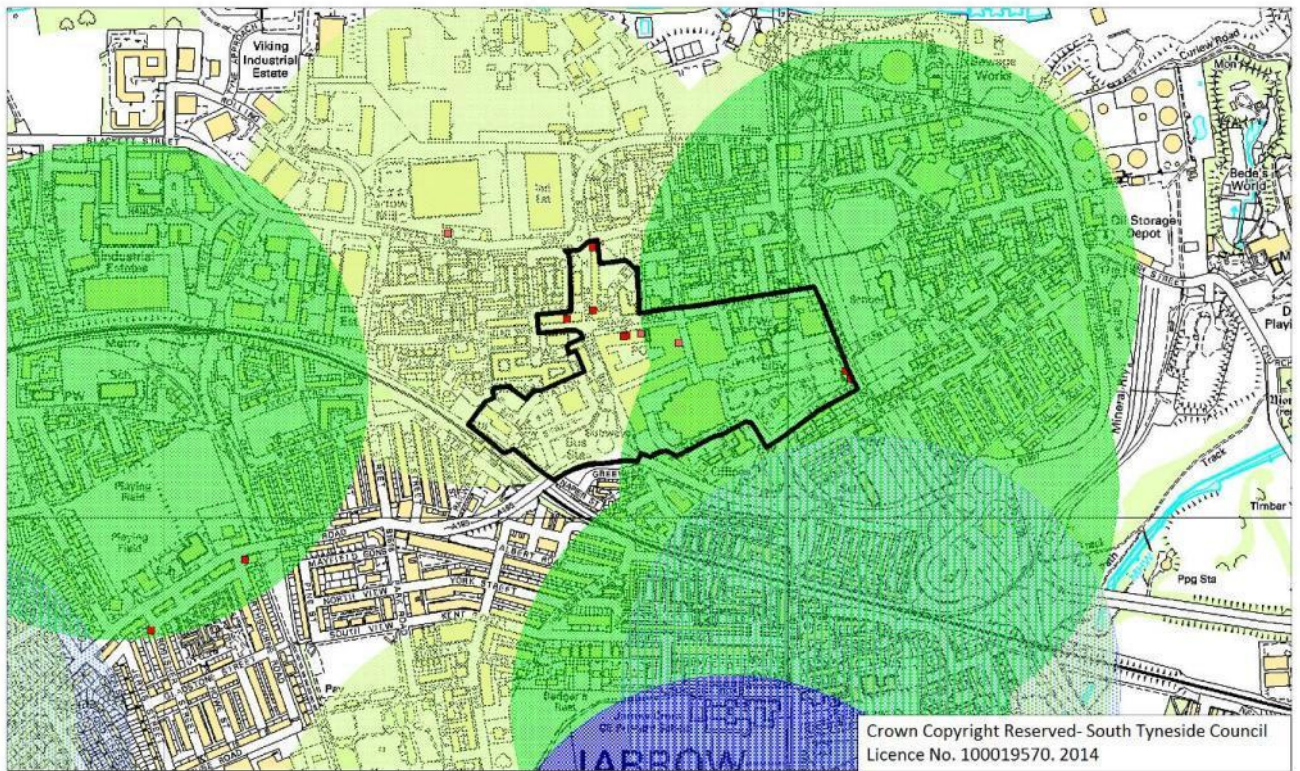
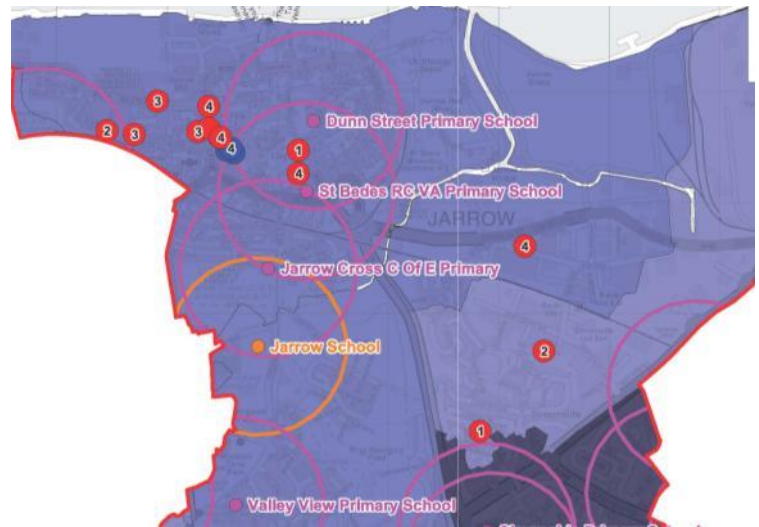


Figure 4.18 Year 6 Overweight/Obese



Figure 4.19 Reception Overweight/Obese



5. Hot Food Takeaway Policy for South Tyneside: Considerations and Issues

5.1 The role the local planning authority can play in mitigating the harmful impacts of HFTAs has long been established with regard to addressing issues of vitality, viability, residential amenity and anti-social behaviour. However, there is increasing emphasis on local planning authorities restricting the prevalence of HFTAs and related hot food premises on health grounds with an increase in authorities adopting HFTA / health based policies in their statutory development plans or establishing supporting non-statutory guidance in Supplementary Planning Documents (SPDs).

National Context

5.2 A recent study by Newcastle University and Newcastle City Council ‘Hot Food Takeaway Supplementary Planning Document Options Scoping: Final Report’ (2014), assessed the planning policy approaches currently being used by local planning authorities across the country. This report identified a variety of considerations that have been used to assess and restrict HFTA planning applications. The key aspects of this report are summarised below:

Table 5.1 Common Planning Policy SPD approaches to HFTAs	
Proximity to Schools	Many SPDs seek to limit the numbers of HFTAs within 400m of the boundary of a school or youth facility. This guidance is based on research which indicates that children who attend schools in close proximity to HFTAs are more likely to be obese. Restricting HFTAs within a reasonable walking distance (400m = 5 minute walk), will reduce opportunities for school children to access HFTAs.
Concentration and Clustering / Vitality and Viability	Common guidance relates to: <ul style="list-style-type: none"> • Limiting the number of A5 units next to one another. • Ensuring the number of HFTAs does not exceed a defined percentage of units or floor space in a primary shopping area/ frontage. • Permission could be granted in town/city centres, district or local centres where the proposal would not result in an over-concentration of HFTs to the detriment of the retail function. • Restrictions where granting HFTAs would prejudice the vitality and, or viability of a retail area. <p>The above guidance seeks to address issues of over concentrating and promoting a mix of retail uses in shopping areas and by also minimising the potential effects on amenity. From a health perspective it can also reduce unhealthy food options and the poor nutritional choice available within retail centres.</p>
Hours of Operation	Planning conditions are usually attached to approve applications for HFTAs to restrict the opening hours of the premises. This is usually to address issues associated with late night residential amenity and anti-social behaviour. Some local planning authorities state specific opening times for HFTAs in their SPDs depending on the HFTA location and proximity to residential properties.
Highway Issues	Guidance usually state that where the impact of the proposal upon the highway network is considered to be unacceptable, then applications for HFTAs would be refused.
Litter and Waste Disposal	Seek to minimise the impact of littering and waste disposal associated with HFTAs. Approaches include: <ul style="list-style-type: none"> • Installing bins onsite • Issuing of penalties for littering • Encouragement to use recyclable food packing • Inadequate waste storage resulting in refusal of planning permission
Crime & Anti-Social behaviour	Most SPDs sought to mitigate the potential negative impacts of crime and anti-social behaviour associated with HFTAs. A common approach was to consult with the Police Architectural Liaison Officer on A5 planning applications. Other approaches include installing crime mitigation measures such as CCTV.
Extraction / Odours	Most SPDs have a policy which specifically relates to the extraction system, used by the proposed HFTA, as this can harm the amenity of both residential areas and local centres.
Residential Amenity	The majority of SPDs contain policies regarding the protection of residential amenity. A common approach is to limit HFTAs to defined retail centres and away from residential areas. Where HFTAs are proposed within close proximity to residential dwellings there is a need to demonstrate that there will be no adverse impact on the amenity of those dwellings. The impact on residential amenity is usually considered to be: <ul style="list-style-type: none"> • noise, • vibrations, • odours,

	<ul style="list-style-type: none"> • traffic disturbance, • litter, • hours of operation.
Healthy Eating Options	<p>Some documents provide guidance on improving healthy eating options within retail centres. Policies include:</p> <ul style="list-style-type: none"> • Encouraging HFTAs to provide healthy food options and improve the nutritional value of their menu. • Encouraging communities to include the provision of space for allotments, market gardens and small-scale food production.
Accessibility	<p>Guidance on accessibility which ensured that HFTAs provided access for all people groups. The policy is linked to the Disability Discrimination Acts 1995 and 2005 for service users in order to ensure that they do not discriminate against disabled people.</p>
Hot Food Takeaway Levy	<p>Barking and Dagenham Council SPD included a Levy for HFTAs. This requires applicants of successful new HFTAs to pay a fixed fee of £1000 through a Section 106 agreement. The contributions is intended to mitigate the potential negative health impact on the customer and are intended to support initiatives to tackle childhood obesity, such as providing facilities to encourage physical activity and improvements to the walking and cycling environment.</p>
Monitoring	<p>Councils monitor the effectiveness of their SPD and policies through the Authorities Monitoring Report (AMR). Results of monitor inform the SPDs and highlight the need for any amendments.</p>

5.3 The document also reviewed a number of planning appeal decisions that had been submitted in relation to HFTAs and had been informed by SPDs adopted by the relevant local planning authorities. Common reasons cited in dismissed appeals include:

- Adverse impact on residential amenity
- Over-concentration of HFTAs
- Highway issues
- Proposed unit falling within a ‘school exclusion zone’

5.4 This suggests that although the traditional reasons for refusal tend to be the most common and successful means of controlling HFTAs; Planning Inspectors are giving weight to ‘school exclusion zones’ as a planning consideration. Although it should be noted that the report states that this consideration was ‘not frequently the main or sole reason for refusal’.

Planning: Considerations and Issues

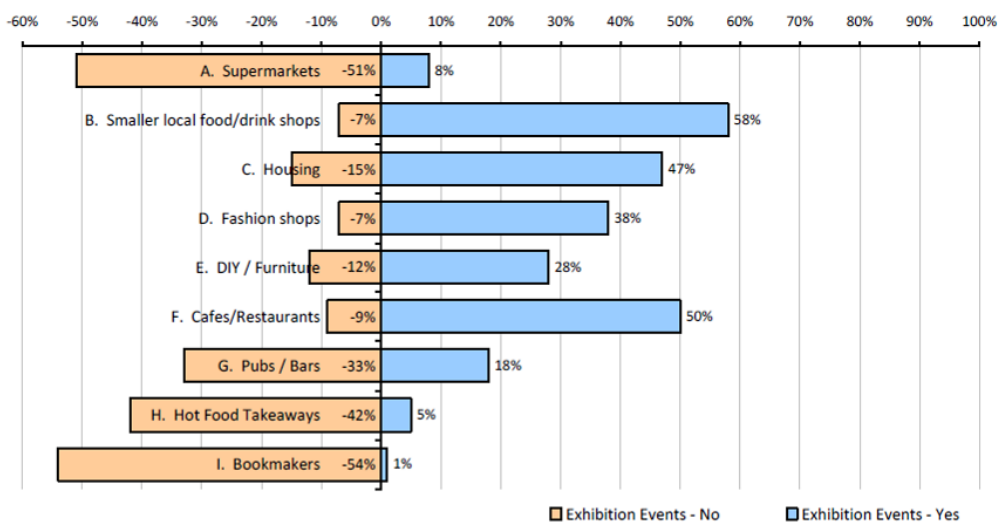
5.5 As identified in Section 3, planning policies set out in the South Tyneside LDF primarily relate to the control of HFTAs on the grounds of amenity, vitality and viability. Increasing pressure to include a health related restriction on HFTAs to help address the levels of overweight and obesity within South Tyneside must be justified by clear evidence and considered in terms of its potential impact on Planning Policy and Development Management.

5.6 Through the Government’s NPPF and PPG there is a need for planning policies to address and commit to improving health and wellbeing in the borough. The Local Planning Authority is currently in the early stages of producing a new Local Plan. This stage of the plan making process provides an opportunity to review evidence and consider whether there is a need and justification to reinforce planning policies dealing with HFTAs in the Local Plan in order to tackle the growing concerns about ‘obesogenic environments’.

5.7 Initial public consultation on key issues and options for the Local Plan included views on the topic of HFTAs. The consultation took place between February – April 2013 and involved a number of events and questionnaires designed to gather the opinions of a wide range of people. Over 500 people attended the events and 100 questionnaire responses were received. Results from the consultation showed us that:

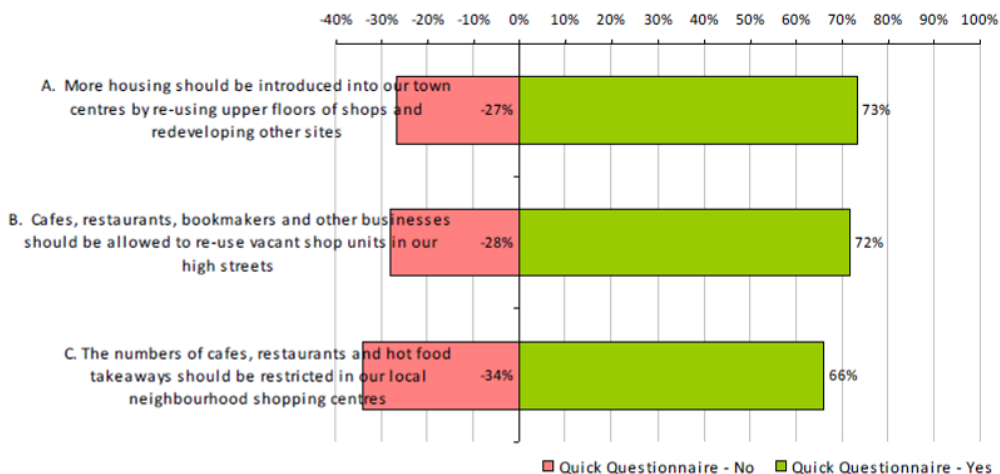
- People would like to see more cafes and restaurants and other small local food and drink outlets in our shopping areas, but less HFTAs.

► Please tell us what you think we need more of in our shopping areas?

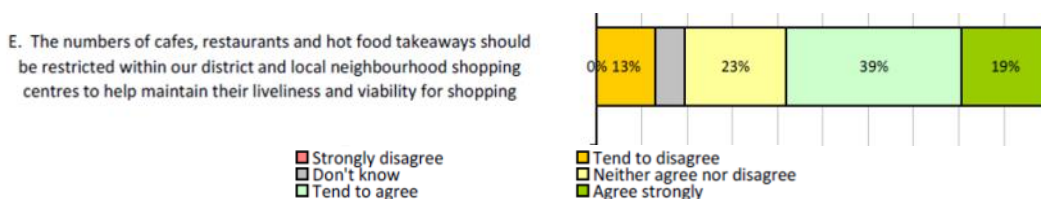


- The numbers of HFTAs, cafes and restaurants should be restricted in our local neighbourhood shopping centres, but cafes and restaurants should be allowed to re-use vacant shop units in our high streets.

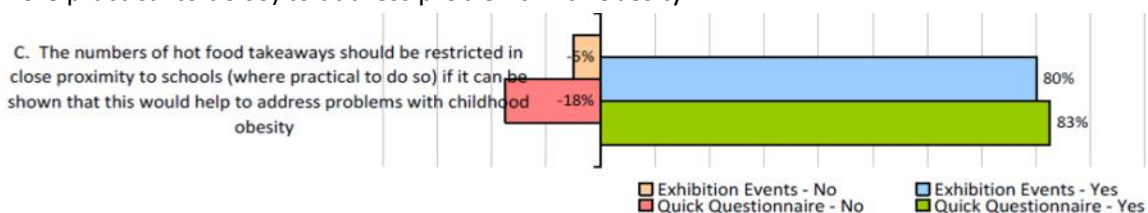
► Do you agree with these possible options?



- 58% of respondents agree that HFTAs, cafes and restaurants should be restricted in district and local shopping centres to maintain vitality and viability.



- Over 80% of respondents agree that restrictions should be placed on HFTAs in close proximity to schools (where practical to do so) to address problems with obesity.



5.8 The consultation suggests that there is support from within the community to introduce restrictions on HFTAs in shopping centres and around schools.

- 5.9 It should be considered that any strategic policy included in the Local Plan must be broadly in accordance with the NPPF. Policies should plan positively for development, be fully justified and effective. Any local planning policy restrictions on HFTAs on the grounds of health and obesity will be dependent on locally-specific evidence clearly linking the causal incidence of poor health and obesity with the location and number of such outlets. This would allow for policies to demonstrate planning reasons and justification for their inclusion in the Local Plan.
- 5.10 Any strategic policies introduced through the Local Plan would need to be manageable and enforceable through the development management planning function. The planning system cannot regulate who operates any such outlet or the quality and healthiness of the food sold from those outlets. Planning uses and permissions apply to the property/premises and not to any specific owner or operator/trader. Planning conditions or obligations can nevertheless be applied and negotiated with a granting of planning permission, including in relation to the opening hours of an outlet, although these restrictions must be reasonable and justified in terms of clear evidence.
- 5.11 Consideration should also be had to the impact existing A1 and A3 units may have on health and wellbeing and the opportunities they provide for hot food availability. Like HFTAs the planning authority has no control over the quality or healthiness of food they sell. Furthermore, the ability to control these uses may be limited through the planning function as the Local Planning Authority can only take planning enforcement action where there is a breach of planning control, such as a non-conforming use is taking place, or where planning conditions have not been complied with.
- 5.12 Furthermore, the restriction of food outlets may also limit opportunities for healthy and alternative food choices in the future, it should be acknowledged that some large fast food chains provide 'healthier' food choices and provide nutritional information for food products which can help people make informed choices about the food they eat.

Environmental Health: Considerations and Issues

- 5.13 Alongside planning controls, local authorities can also take advantage of the regulatory and non-regulatory controls available to their Environmental Health and Licensing teams which can be used to regulate HFTAs. The 'Healthy people, healthy places briefing- Obesity and the environment: regulating the growth of fast food outlets' (Public Health England,2014) highlights the role and controls local authority Licensing and Environmental Health teams have to influence hot food availability.

Regulatory controls

- 5.14 Environmental Health's regulatory role is to ensure food safety by carrying out inspections of food premises, providing advice and dealing with complaints. All food businesses are required to register with the local authority 28 days before opening.
- 5.15 Environmental Health enforces Food Hygiene and Food Standards using the Food Standards Agency ratings. Environmental Health do not have any regulatory powers on the 'healthiness' of food that is produced or sold by businesses, just that it is 'safe' to eat. They also have a regulatory role for food standards i.e. claims and descriptions that could be misleading to the consumer e.g. low fat when it isn't or using cheese analogue (a cheap, fatter alternative) instead of mozzarella cheese as stated on the menu – but this only applies if they are making a claim on their menu.
- 5.16 Licensing controls for hot food are limited to designated consent streets where there are restrictions on street trading for mobile fast food outlets. There are a number of sites across the borough e.g. sea front. However, the impact of this restriction is likely to be limited as the trader can move to a neighbouring or nearby street along. Furthermore, regulatory changes to licensing agreements would only come into effect once the street trader renews their licence.

Non Regulatory controls

- 5.17 Environmental health tries to incorporate a public health approach whenever possible and is keen to support this area. Options include:
- Working with businesses to make food healthier. Local examples include promoting reduced salt flow shakers with chip shops
 - Running training workshops with food businesses e.g. delivering healthy catering guidelines training (fat/salt) to the Bangladeshi community (see case study)
 - Healthy caterer awards
 - Healthier caterer commitments e.g. encouraging businesses to have at least one healthy option on the menu

Case Study: Healthy Catering with Bangladeshi Food Business Owners

South Tyneside Council's Environmental Health team ran two healthy catering sessions to Bangladeshi food business owners targeting salt, fat levels in food, portion control and five-a-day. The session established that there is interest amongst Bangladeshi food businesses to advertise and serve healthy food with calorie information on the menu. This is seen as a marketing tool as well as a means of adding more interesting healthy meals to the menu. This was especially apparent when talking to the younger generation of food businesses owners.

Following this session the Council is supporting one food business to produce healthy meals and to introduce measuring consistency into their food. The business has allowed their base sauce recipe to be tested for fat and salt content analysis. To follow on from this the Council have requested the owner to create recipes for some of the dishes on his menu that are healthier. The Council will assist in working out calorie information for the dishes and apply the relevant data to the menu indicating what can also be part of your five a day.

5.18 Non regulatory controls can be a beneficial tool in encouraging healthier food availability. Regulatory measures can often alienate local takeaway businesses as the contact they have with local authority officers is often 'negative and restrictive' (Takeaway Toolkit, 2012). One of the advantages of non-regulatory controls is that it allows the local authority to look at a discrete group e.g. geographically or sector specific and work with these businesses which is a more pragmatic approach. It also allows for officers to have daily contact with businesses and develop good local knowledge.

- 5.19 The main disadvantages of non-regulatory controls are that it tends to be the interested businesses who participate which limits the potential impact of any training or courses that take place. Award based programmes can be expensive to run, along with running workshops and educational programmes which also require staff time. These initiatives can add pressure to local authority resources and is an additional task to undertaking the statutory responsibility of the local authority.

6. Conclusions & Next Steps

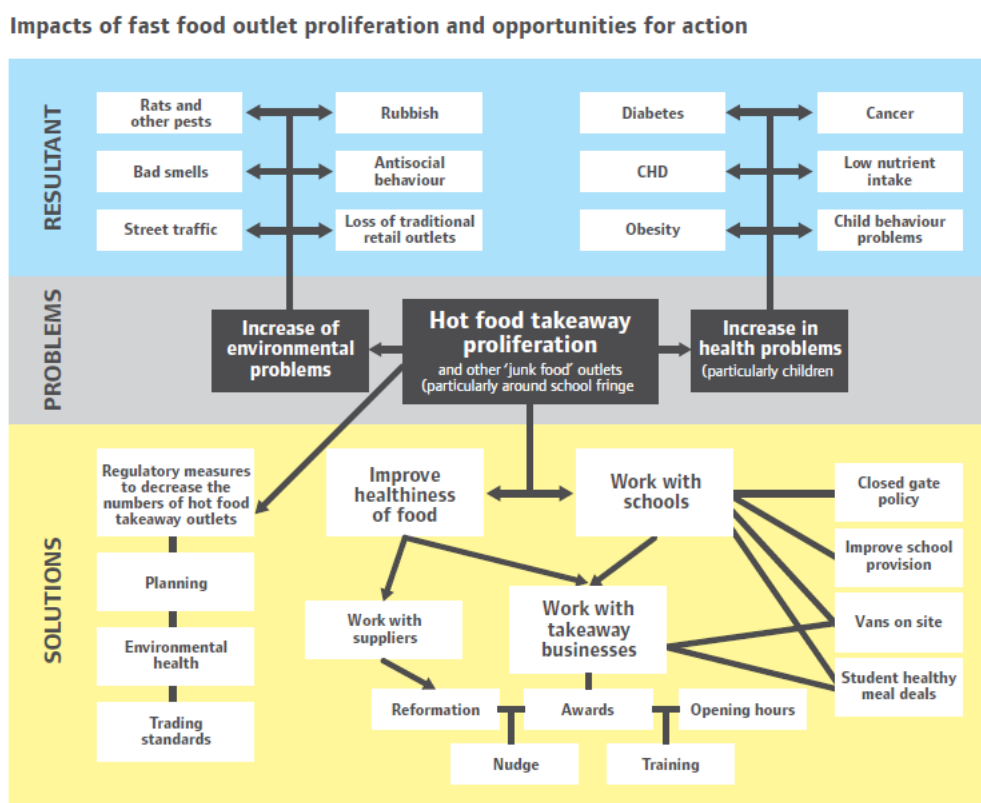
The situation in South Tyneside

- 6.1 Evidence suggests that the proportion of overweight children and adults in South Tyneside is higher than the national average, with the highest proportion found in the population amongst children aged 10 -11yrs, males aged 33-45 and females aged 55-74.
- 6.2 The pattern of obesity in South Tyneside has strong links to levels of deprivation seen across the borough. There appears to be a strong correlation between areas with high levels of deprivation and high levels of obesity. Other considerations such as low levels of physical activity and healthy eating (5-a-day) also contribute to obesity levels in the borough.
- 6.3 South Tyneside has a higher density of fast food outlets than the national average. In line with NOO research Figure 4.3 shows that HFTAs in South Tyneside tend to be clustered in areas of high levels of deprivation; however, these are also areas identified as Town Centres, District Centres and Neighbourhood Centres in the LDF.
- 6.4 Analysis of Planning and Environmental Health monitoring has shown an increase in the number of HFTAs in South Tyneside within the last 10 years, with the proportion of HFTAs in District Centres increasing from 7% in 2010/11 to 13% in 2013/14. The increased presence of HFTAs along with the ability to order food online both from within and from outside of the borough boundary increases opportunity and access to hot food.
- 6.5 Due to the compact nature of development in South Tyneside, some HFTA are currently positioned within close proximity to schools and educational establishments; however, the majority of these units are also situated within designated shopping areas in line with current Planning Policy.

Tackling Obesity in South Tyneside: Next Steps

- 6.6 Figure 6.1 illustrates the complicated issues surrounding HFTAs and some of the mechanisms which have been used to tackle obesity in England.

Fig 6.1



(Source: Takeaways Toolkit, 2012)

6.7 This document reviews the opportunities for regulatory measures which could be utilised within South Tyneside which could contribute to addressing the wider problems associated with HFTAs. However, as shown above regulatory measures are not the only means available to tackle this issue. The constraints and opportunities associated with regulatory measures to address obesity and HFTAs are identified below.

Planning	
Opportunities	Constraints
<ul style="list-style-type: none"> • Commitment - from Planning, Environmental Health, Health and Wellbeing Board, Public Health. • NPPF & PPG – national planning policy encourages Local Plans to promote ‘healthy communities’. • Evidence – indicates high levels of obesity in the borough and an increasing number of A5 uses. • Local Plan – currently at an early stage of preparing the new Local Plan for South Tyneside. This provides an opportunity to consider enhancing relevant policies if they can be fully justified. • Regulation – precedents have been set by other local planning authorities who have introduced guidance relating to health and HFTAs. • Non regulatory planning influences - the planning system and policy seeks to provide good quality open space, green infrastructure, sustainable transport and recreation facilities which can contribute to living a healthy lifestyle. 	<ul style="list-style-type: none"> • Monitoring - Lack of resources to monitor HFTAs between Planning and Environmental Health. • Enforcement – planning enforcement is reactive to complaints from the public. • Use Classes - ancillary sale of hot food from A1 retail units (sandwich shops etc.) is not monitored by planning and does not require a change of use planning application. • Planning timescales – the Local Plan is not expected to be adopted until 2016/17. Only when the plan is adopted can full weight can be given to new policies in the assessment of planning applications. • New applications – new planning policy or guidance would only be applicable to applications for new A3/A5 uses. It cannot deal with existing businesses. • Limited evidence – difficult to establish a direct link between HFTA and obesity which could support and justify the introduction of planning policies banning HFTAs in close proximity to schools.
Environmental Health	
Opportunities	Constraints
<ul style="list-style-type: none"> • Commitment - from Planning, Environmental Health, Health and Wellbeing Board, Public Health. • Non-regulatory schemes- opportunities to work with food businesses to encourage healthy foods. • Work with communities – build on connections in the community to promote healthy eating. 	<ul style="list-style-type: none"> • Enforcement – Environmental health can only regulate the safety of food. There are no mechanisms to improve healthiness of the food being sold. • Monitoring- different classifications and systems between FSA and Planning Use classes complicates monitoring. • Licensing -street trader’s permits can have a limited impact due to only able to deal with new applications and their ability to move from restricted areas. • Resources – undertaking non-regulatory functions can be expensive and requires staff time which detracts from delivering statutory functions.

Conclusion

- 6.8 This document has set out the evidence in relation to obesity and hot food takeaways. It is evident that South Tyneside has a high prevalence of obesity and an increasing number of HFTAs, particularly in deprived areas of the borough. The situation in South Tyneside tends to conform to wider research and thinking that deprived areas have the propensity to be the most obesogenic.
- 6.9 However, we cannot establish a 'direct' link between HFTA and obesity. The prevalence of overweight and obesity in South Tyneside is not something we can ignore and appropriate measures should be undertaken to help address this issue. It is considered that a holistic approach between council departments and partners is required to tackle the issue of health and obesity. Regulatory measures delivered through the planning system and environmental health could provide some support to delivering aims but are limited due to statutory procedures and legislation. Furthermore, in taking action we must ensure a reliable evaluation takes place alongside the intervention.
- 6.10 Obesity and tackling its causes is a priority for the South Tyneside Health and Wellbeing Board. Actions for addressing obesity and HFTAs through adopting a joint public health/planning and environmental health approach are set out below. These actions give a way forward but this will require strategic and political support.

Actions

Planning

- Develop draft Local Plan policy options that seeks to control the location of new hot food takeaways by establishing limits for the maximum number of such premises within each of the levels of the Borough's hierarchy of centres (Town Centres, Other (Main) District Centres, Local Neighbourhood Shopping Centres) in accordance with relevant evidence, to ensure that the forthcoming South Tyneside Local Plan contributes to improving the health and wellbeing of the borough's communities.
- Continue to monitor applications for A3 and A5 uses within the borough, including the number of applications, decisions and location of application sites. This will help us to identify trends and potential 'hot spots' and also review the effectiveness of current Local Development Framework planning policies.
- Work with Public Health and Environmental Health to gather and review local evidence to support potential health and obesity related planning policies or supplementary guidance in the forthcoming South Tyneside Local Plan.

Public Health

- Public Health to continually work with schools. Establish links between the Healthy Schools Programme and HFTAs where education programmes with children and families are currently under development in relation to the prevalence of obesity, unhealthy foods and takeaway food will be included in the content for awareness raising and education. This will also be included where relevant in the Healthy Schools Programme Training and the Change4Life Families Programme throughout 2015 and onwards.
- Utilise NCMP data to inform targeted work.
- Use Public Health Outcomes Framework to underpin current and future projects linked to obesity and identify appropriate interventions.
- Liaise with Public Health England and share best practice.
- Work collaboratively to address local issues and progress towards reversing the trends in obesity which South Tyneside are currently experiencing.
- Embed the 'Think Family' initiative through a co-ordinated approach with local partners using the Change4Life model.
- Greater promotion and sustainability of green and open spaces and a shift from 'toxic streets'.

Environmental Health

- Completed thematic mapping of HFTA based on food registration system. This mapping work was included within the Chief Medical Officer's report as an example of best practice.
- Engage with existing food businesses to encourage the provision of healthy options and educate proprietors around the levels of obesity.
- Take advantage of available funding and regional projects led by the Food Standards Agency to carry out nutritional and food standards investigations with outlets. For example, a recent sampling project has been completed where testing has shown high levels of failure of product authenticity. We are currently working with suppliers and businesses.
- Undertake a targeted educative approach, for example working with specific premises based on best practice for example the Chartered Institute for Environmental Health Takeaway Toolkit.

Joint – Planning, Public Health and Environmental Health

- Arrange member walk about to increase understanding of the issues and see first-hand the scale of the problem in areas with a high prevalence of outlets.
- Increased regulation and monitoring of the classification of HFTAs in South Tyneside via a joint (Planning, EH and PH) project funded by Public Health.
- Carry out joint targeted work by Environmental Health and Public Health with the local community; including businesses and consumers – adults and children, to gain insights and attitudes with regard to hot food takeaways. This work will also uncover behaviour, issues around cost, accessibility and availability.
- Explore the potential of joint interventions with Planning, Environmental Health and Public Health to tackle the issues identified in this report.
- Secure continued strategic and political support from South Tyneside HWB in order to ensure joint ownership and accountability.
- Establish a joint working group, reporting to the HWB bi-annually to take forward the actions.

Appendix A: CAF Mapping

A.1 The following maps plot Fast Food and Open Food Retail units across the CAF areas. For each CAF, these uses are plotted against the Index of Multiple Deprivation, Levels of Reception Overweight/ Obesity and Levels of Year 6 Overweight and Obesity.

Data Sources used for mapping in Appendix A and Fig 4.1 – 4.4:

- A.2 **NCMP (National Child Measurement Programme)** – this data (2011/12) is robust with a high level uptake of 98%. The data used for the maps in this briefing are based upon the child’s residence and not the school postcode. The trend in this data shows that year 6 shows a high prevalence of overweight and obesity. Further NCMP data (2013/14) is due for release later this year.
- A.3 **Adults – South of Tyne & Wear Lifestyle Survey** – This data is a less reliable source as it is self-reported. It does not tie in with the initial findings around the levels and locality of overweight/obese children and it is highly unlikely that all these children would have parents of a healthy weight.
- A.4 Environmental Health enforces Food Hygiene and Food Standards (e.g. nutritional claims but not the quality or content of food.) The ratings for all outlets selling food are rated by Environmental Health using the Food Standards Agency ratings which are included on the CAF maps.

Food Standards Agency Ratings





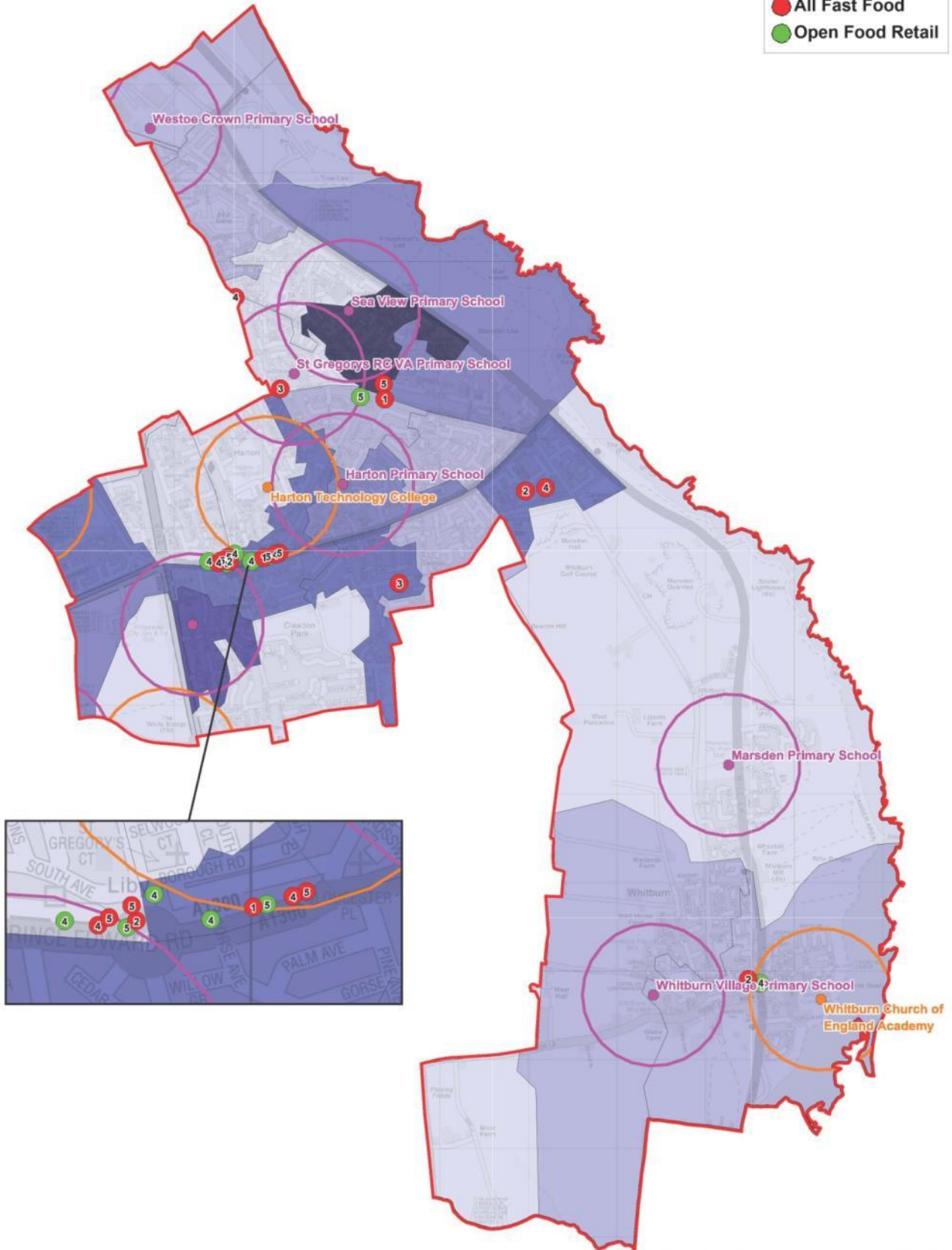
South Tyneside Council

IMD 2010 Overall Deprivation Based on National Rank

East Shields & Whitburn CAF

Index of Multiple Deprivation 2010 Overall Deprivation Rank	
16,250 to 32,500	(Least Deprived 50%)
9,750 to 16,250	(Most Deprived 30-50%)
6,500 to 9,750	(Most Deprived 30%)
3,250 to 6,500	(Most Deprived 20%)
1,625 to 3,250	(Most Deprived 10%)
1 to 1,625	(Most Deprived 5%)

- All Fast Food
- Open Food Retail



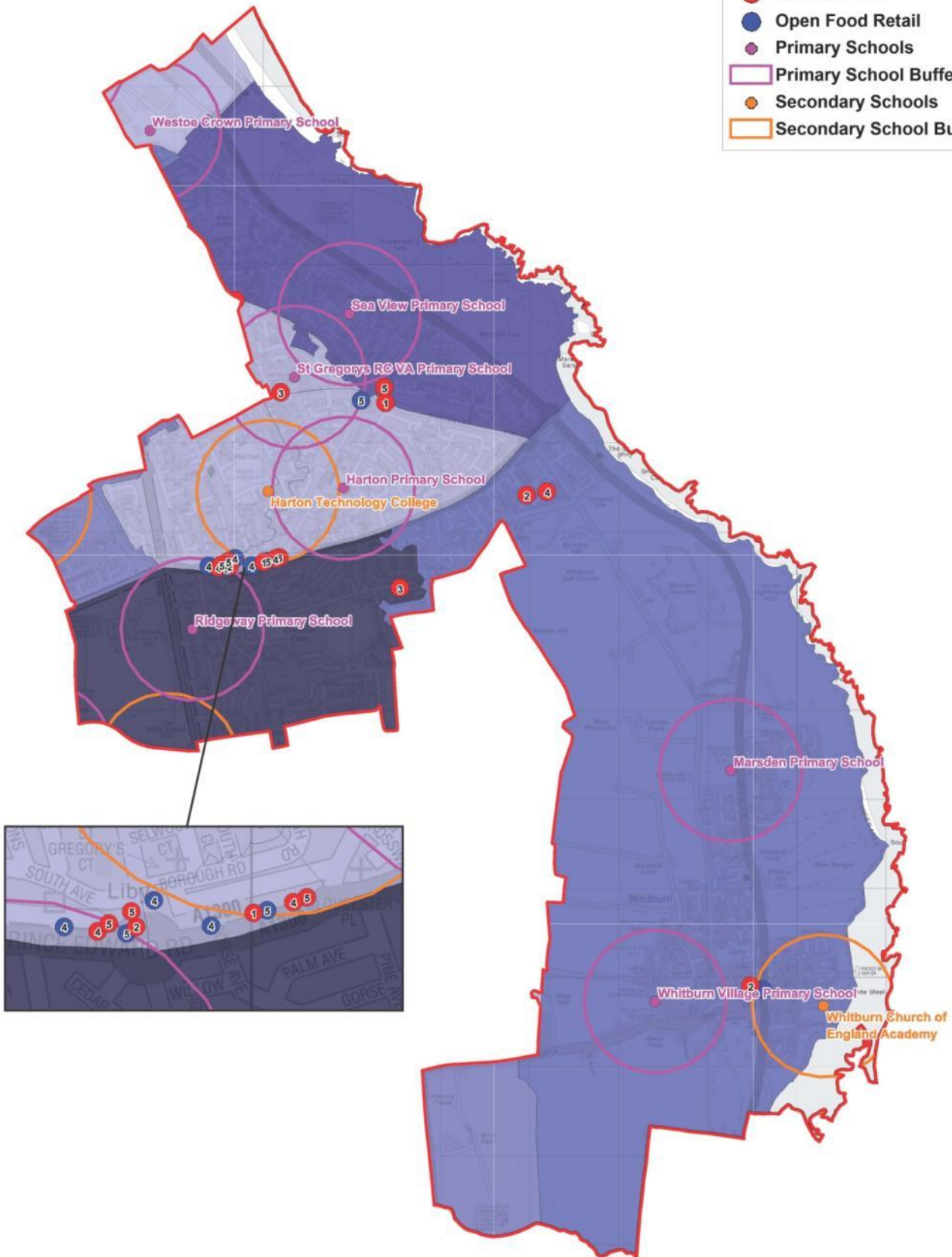
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South Tyneside Council

Reception Obese\Overweight

East Shields & Whitburn CAF



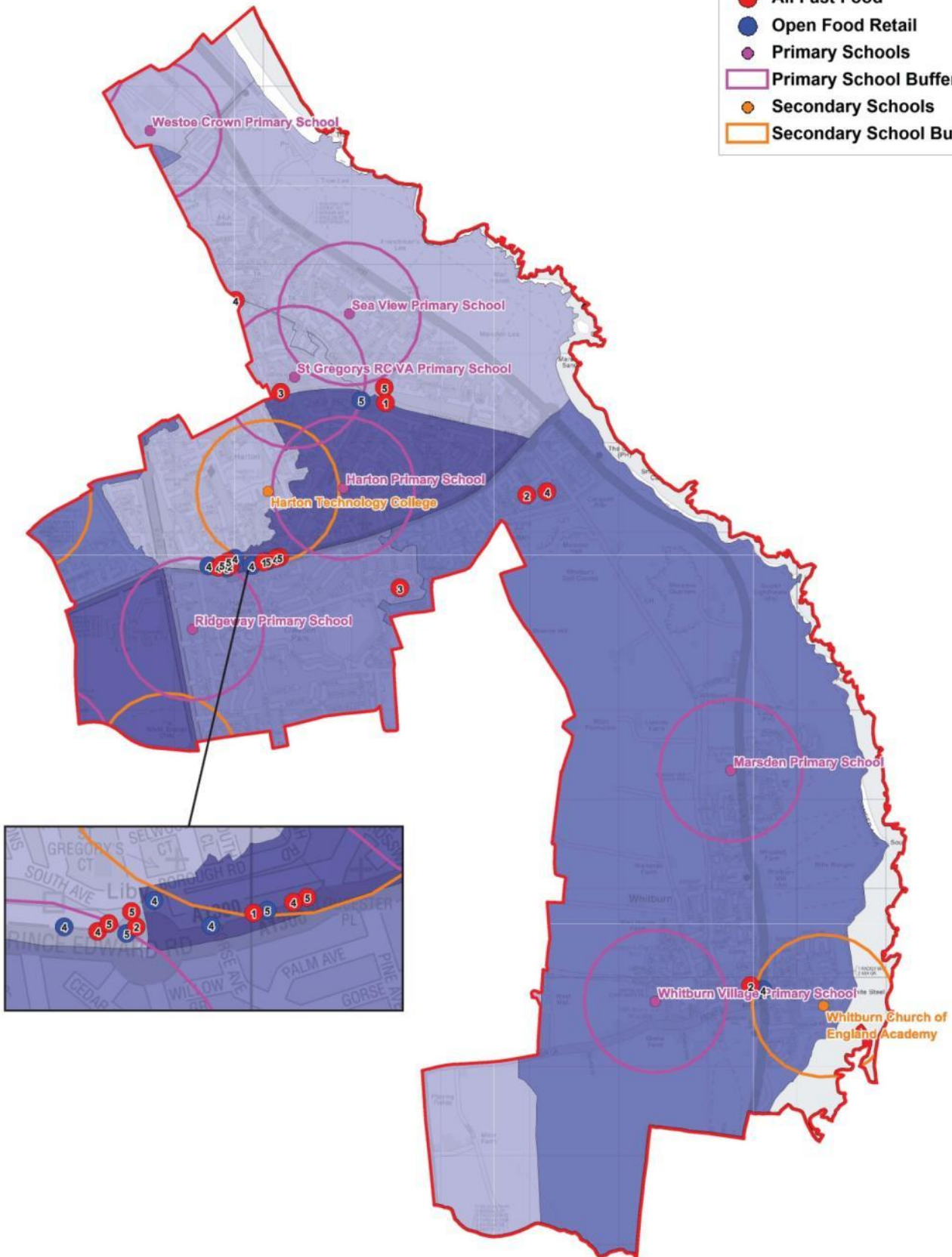
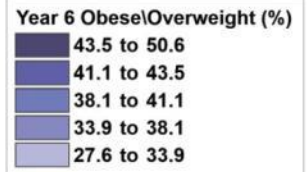
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Year 6 Obese\Overweight

East Shields & Whitburn CAF



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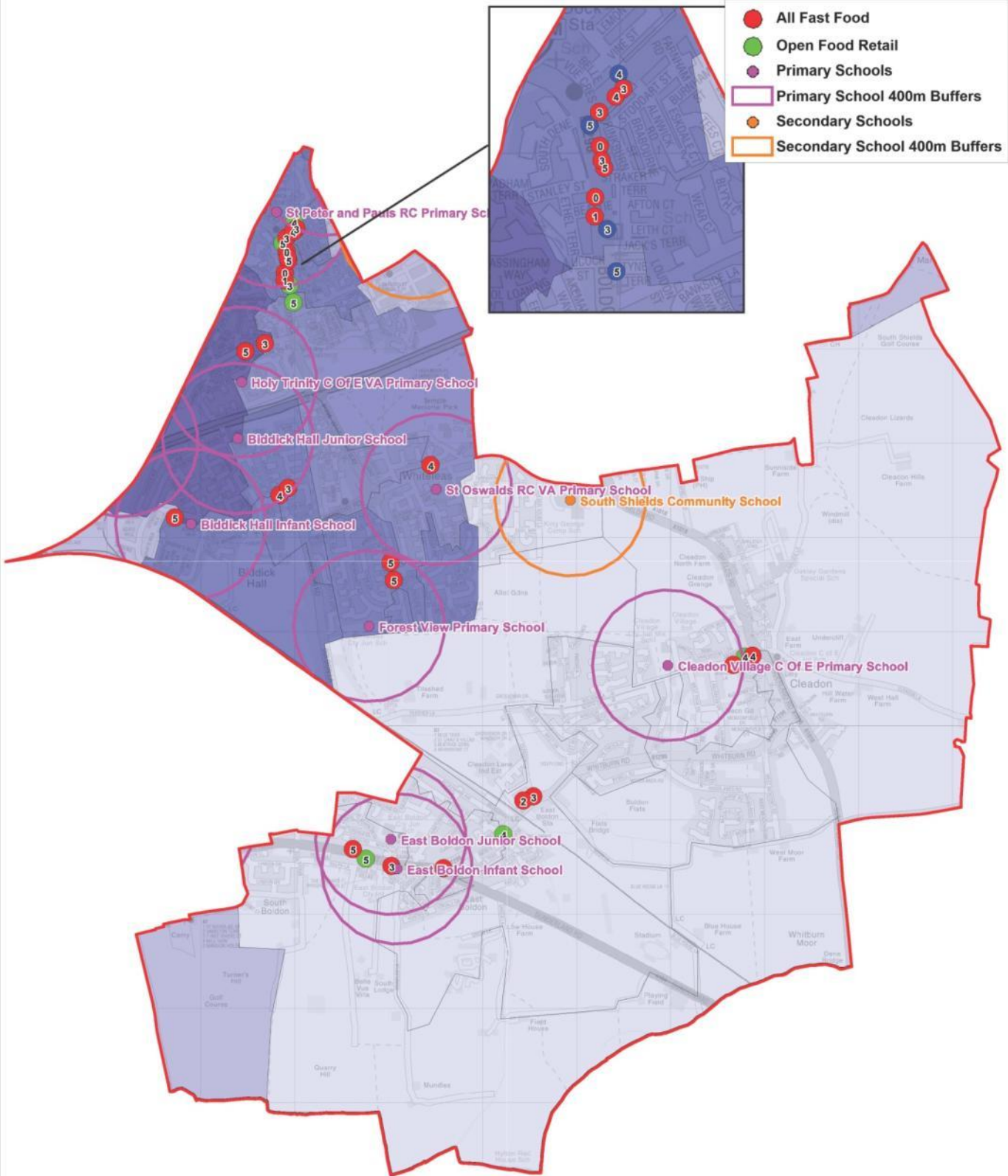
South Tyneside Council

IMD 2010 Overall Deprivation
Based on National Rank

West Shields Cleadon & East Boldon CAF

Index of Multiple Deprivation 2010 Overall Deprivation Rank		
16,250 to 32,500	(Least Deprived	50%)
9,750 to 16,250	(Most Deprived	30-50%)
6,500 to 9,750	(Most Deprived	30%)
3,250 to 6,500	(Most Deprived	20%)
1,625 to 3,250	(Most Deprived	10%)
1 to 1,625	(Most Deprived	5%)

- All Fast Food
- Open Food Retail
- Primary Schools
- Primary School 400m Buffers
- Secondary Schools
- Secondary School 400m Buffers

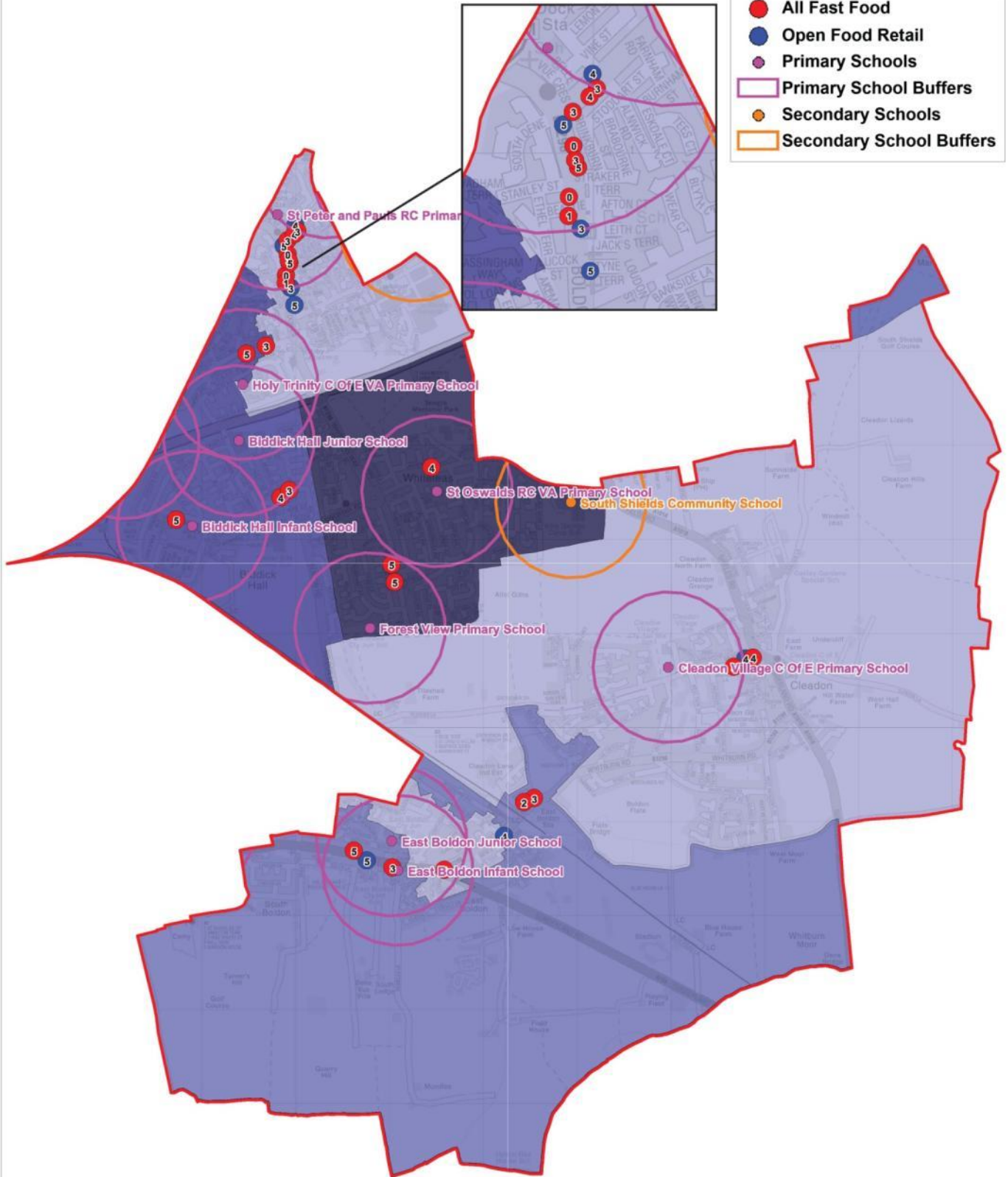
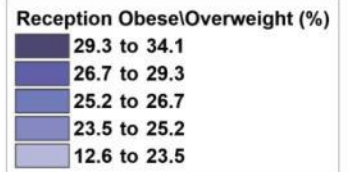




South Tyneside Council

Reception Obese\Overweight

West Shields Cleadon & East Boldon CAF

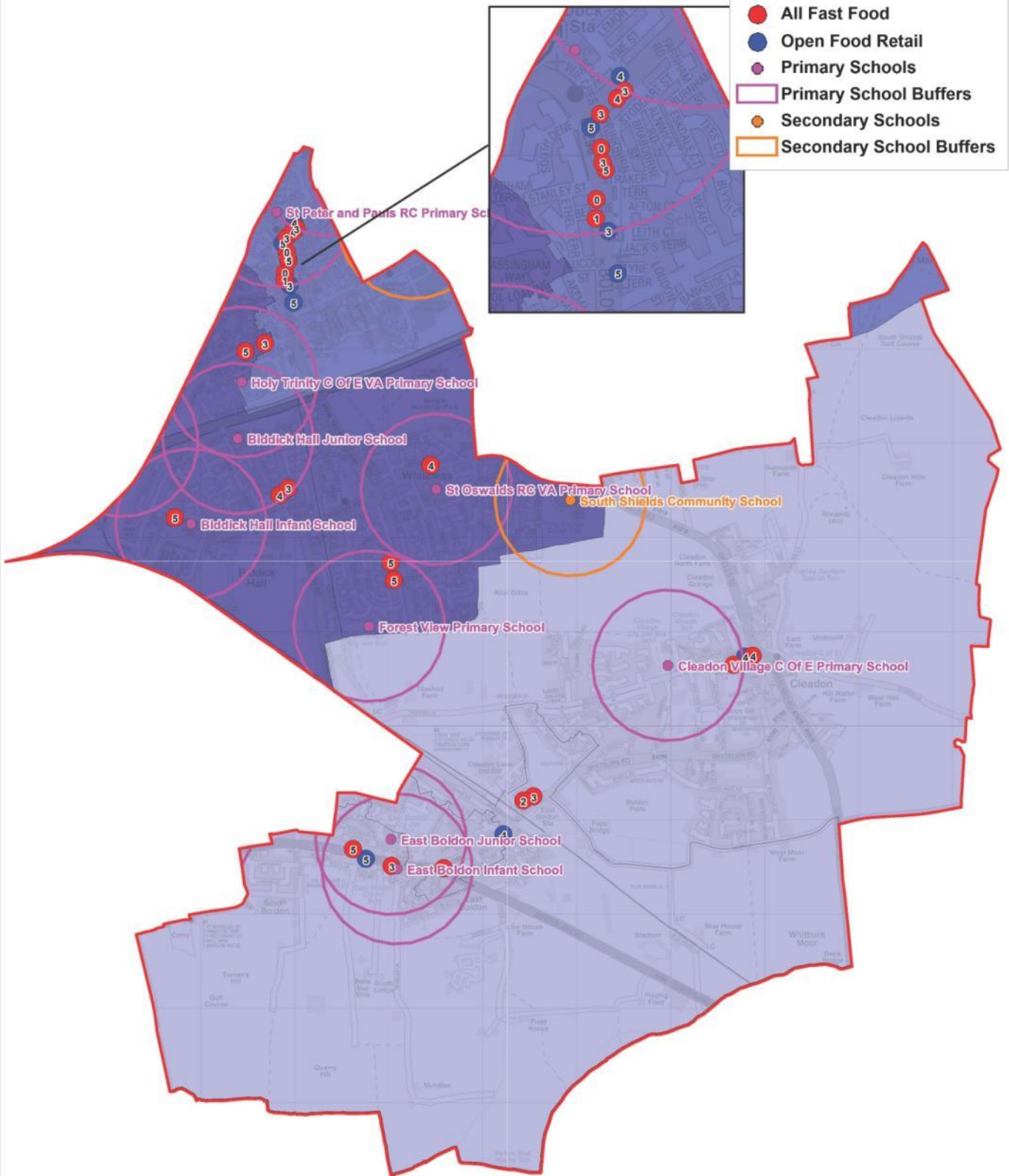




South Tyneside Council

Year 6 Obese\Overweight

West Shields Cleadon & East Boldon CAF





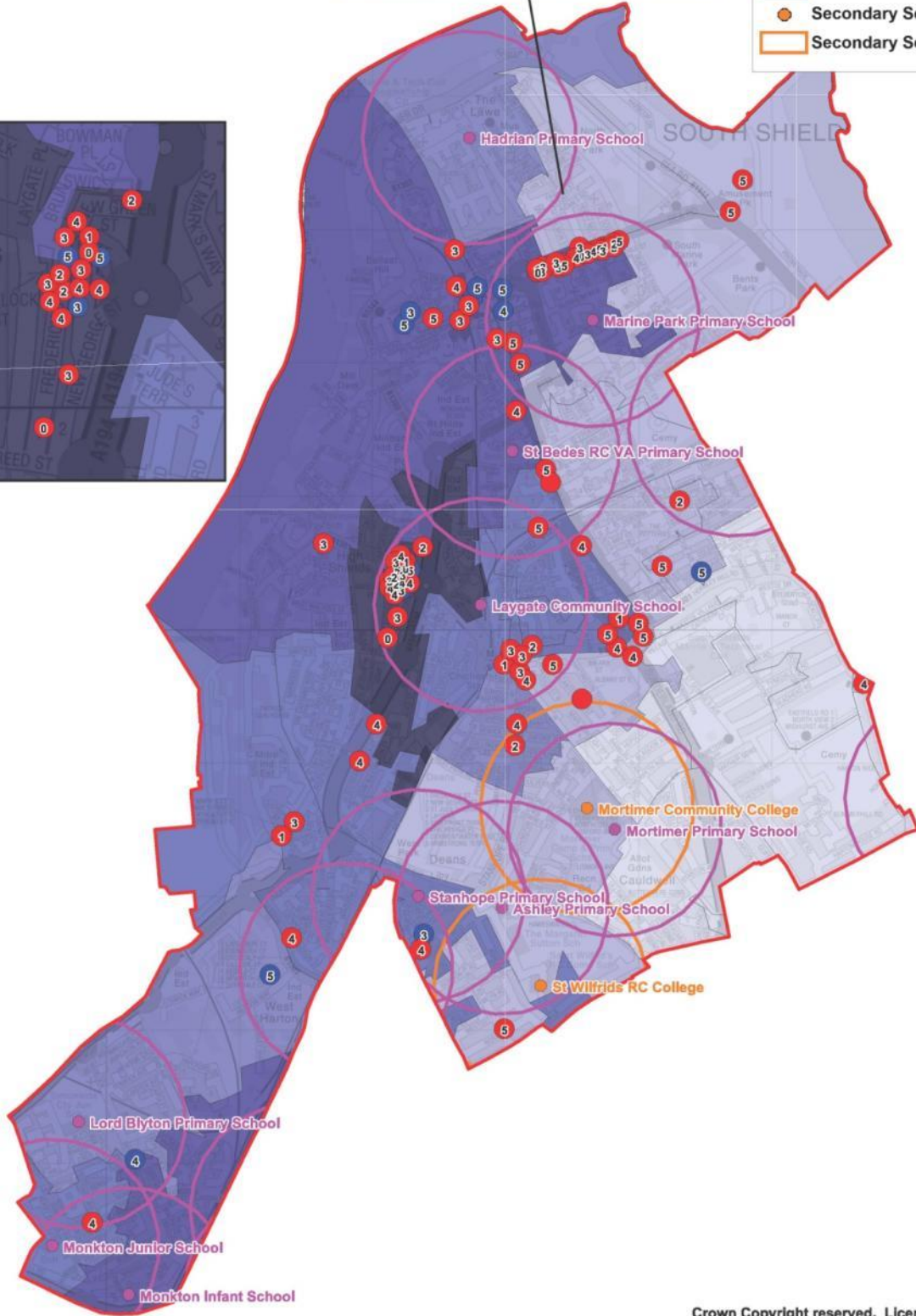
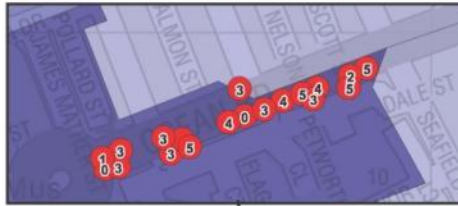
South Tyneside Council

IMD 2010 Overall Deprivation Based on National Rank

Riverside CAF

Index of Multiple Deprivation 2010 Overall Deprivation Rank		
16,250 to 32,500	(Least Deprived	50%)
9,750 to 16,250	(Most Deprived	30-50%)
6,500 to 9,750	(Most Deprived	30%)
3,250 to 6,500	(Most Deprived	20%)
1,625 to 3,250	(Most Deprived	10%)
1 to 1,625	(Most Deprived	5%)

- All Fast Food
- Open Food Retail
- Primary Schools
- Primary School 400m Buffers
- Secondary Schools
- Secondary School 400m Buffers



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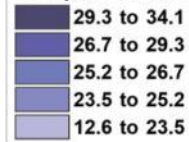


South Tyneside Council

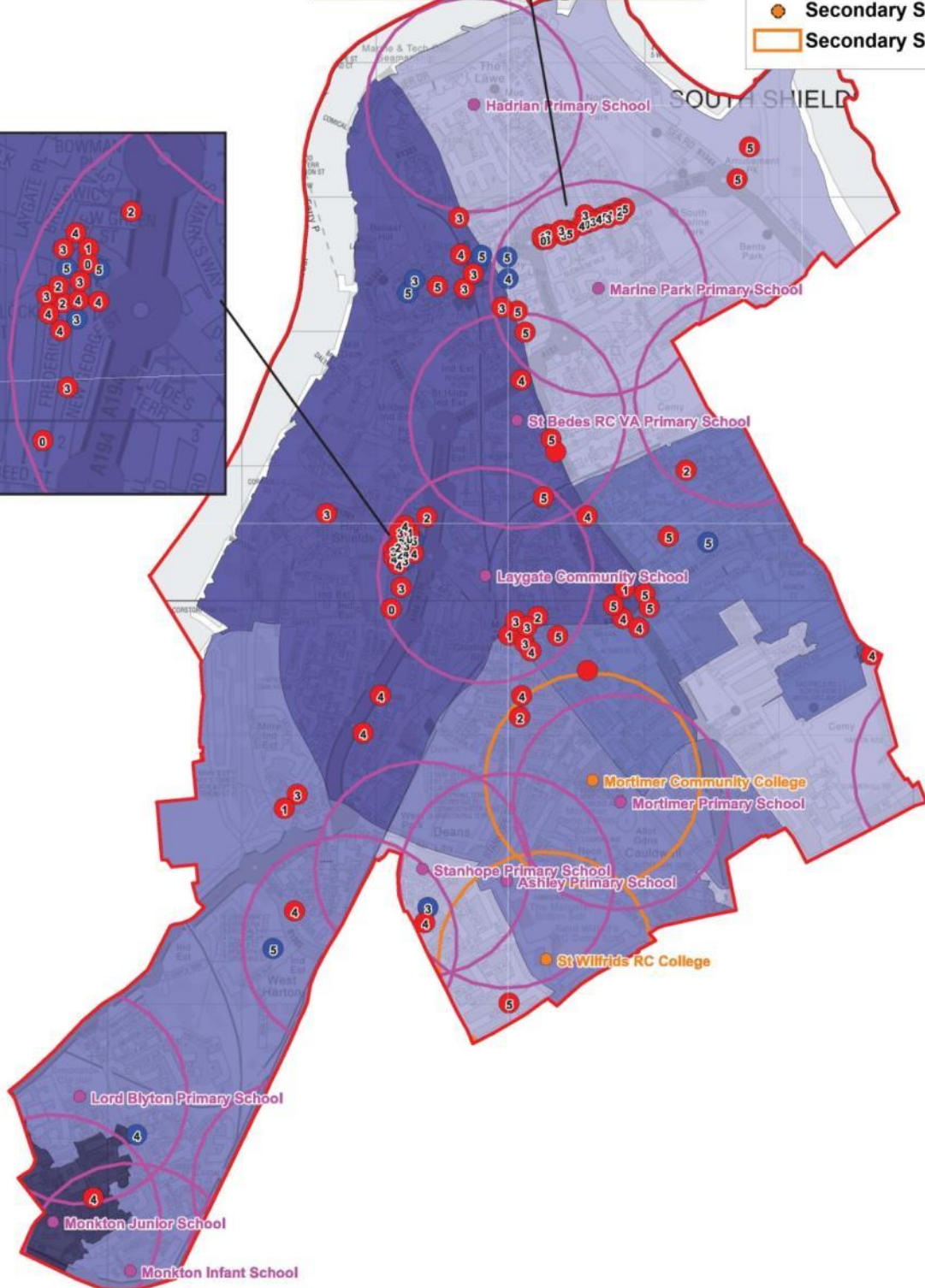
Reception Obese / Overweight

Riverside CAF

Reception Children Obese/Overweight (%)



- All Fast Food
- Open Food Retail
- Primary Schools
- Primary School Buffers
- Secondary Schools
- Secondary School Buffers



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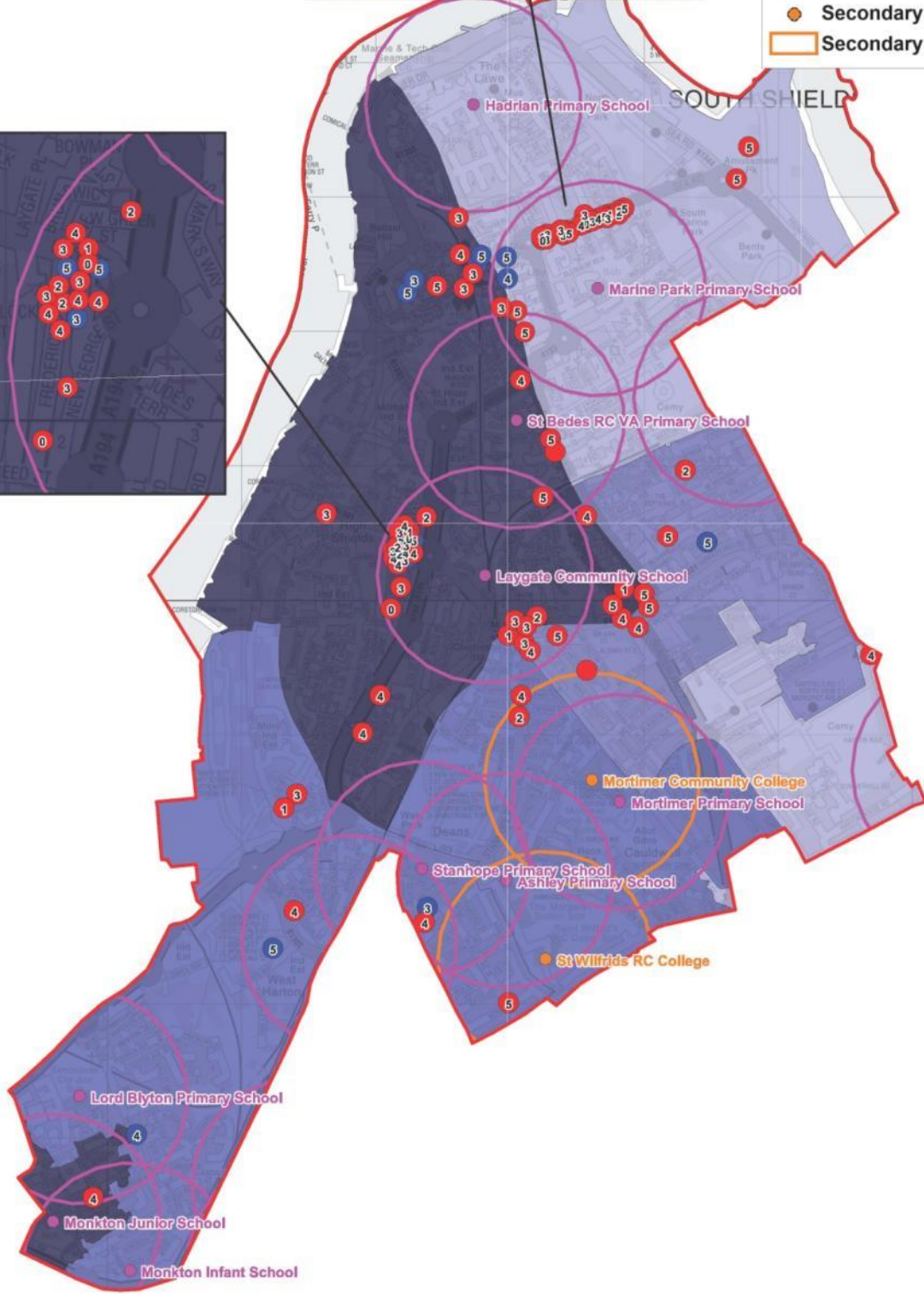
South Tyneside Council

Year 6 Obese / Overweight

Riverside CAF



- All Fast Food
- Open Food Retail
- Primary Schools
- Primary School Buffers
- Secondary Schools
- Secondary School Buffers



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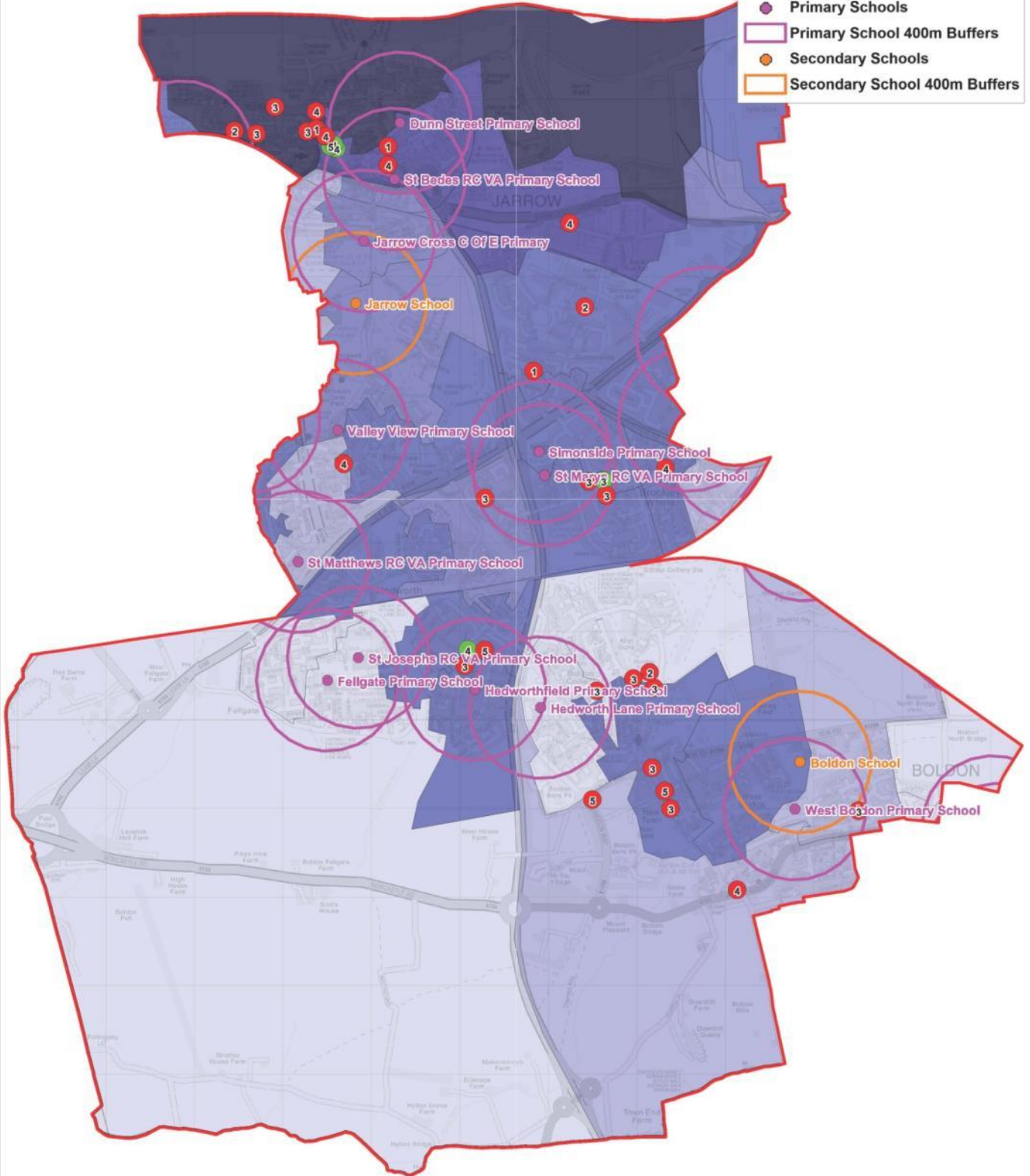
IMD 2010 Overall Deprivation Based on National Rank

Jarrow & Boldon CAF

**Index of Multiple Deprivation 2010
Overall Deprivation Rank**

16,250 to 32,500	(Least Deprived	50%)
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1 to 1,625	(Most Deprived	5%)

- All Fast Food
- Open Food Retail
- Primary Schools
- Primary School 400m Buffers
- Secondary Schools
- Secondary School 400m Buffers



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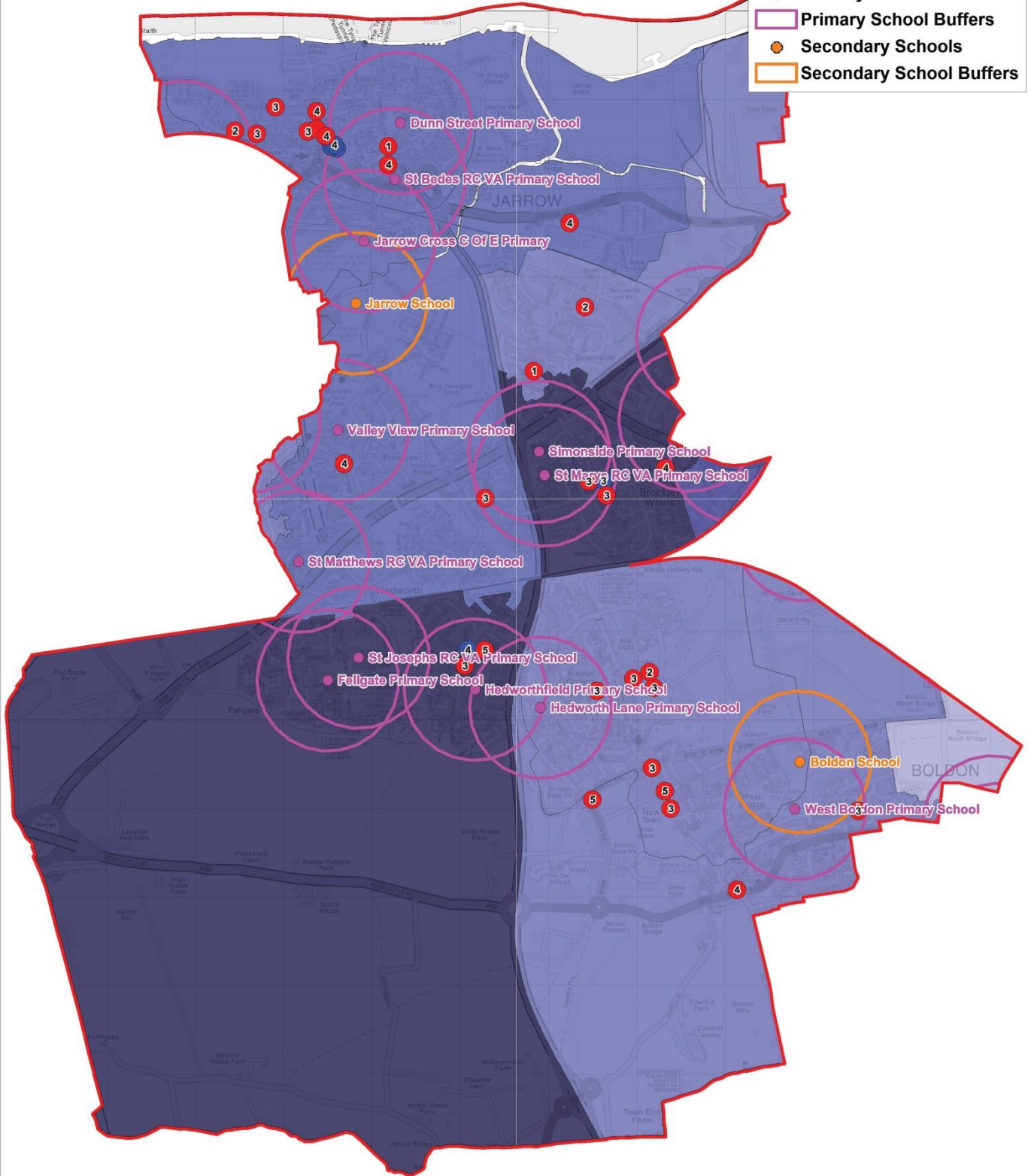
Reception Obese\Overweight

Jarrow & Boldon CAF

Reception Obese\Overweight (%)

29.3 to 34.1
26.7 to 29.3
25.2 to 26.7
23.5 to 25.2
12.6 to 23.5

- All Fast Food
- Open Food Retail
- Primary Schools
- Primary School Buffers
- Secondary Schools
- Secondary School Buffers



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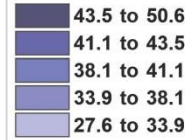


South Tyneside Council

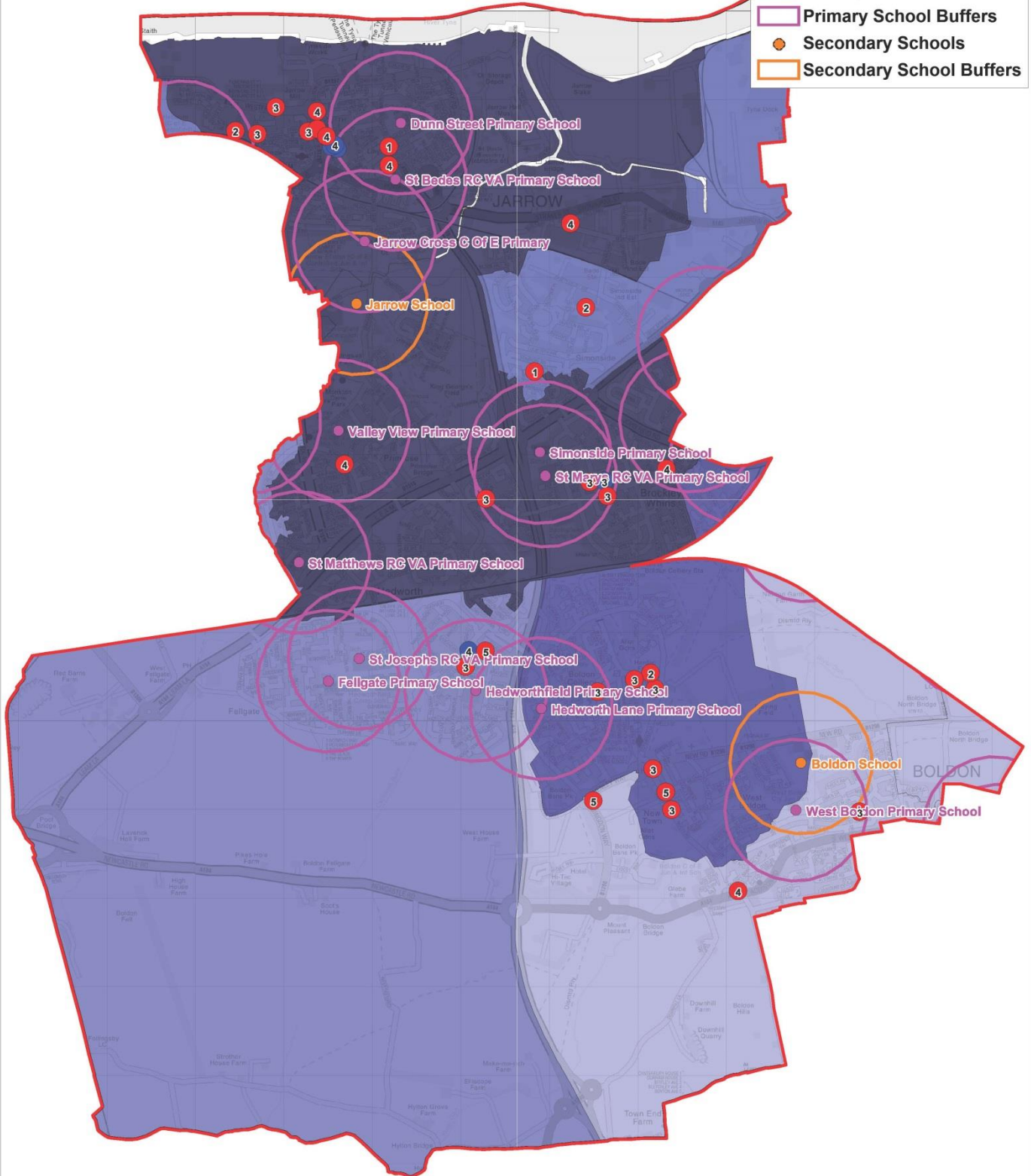
Year 6 Obese\Overweight

Jarrow & Boldon CAF

Year 6 Obese\Overweight (%)



- All Fast Food
- Open Food Retail
- Primary Schools
- Primary School Buffers
- Secondary Schools
- Secondary School Buffers



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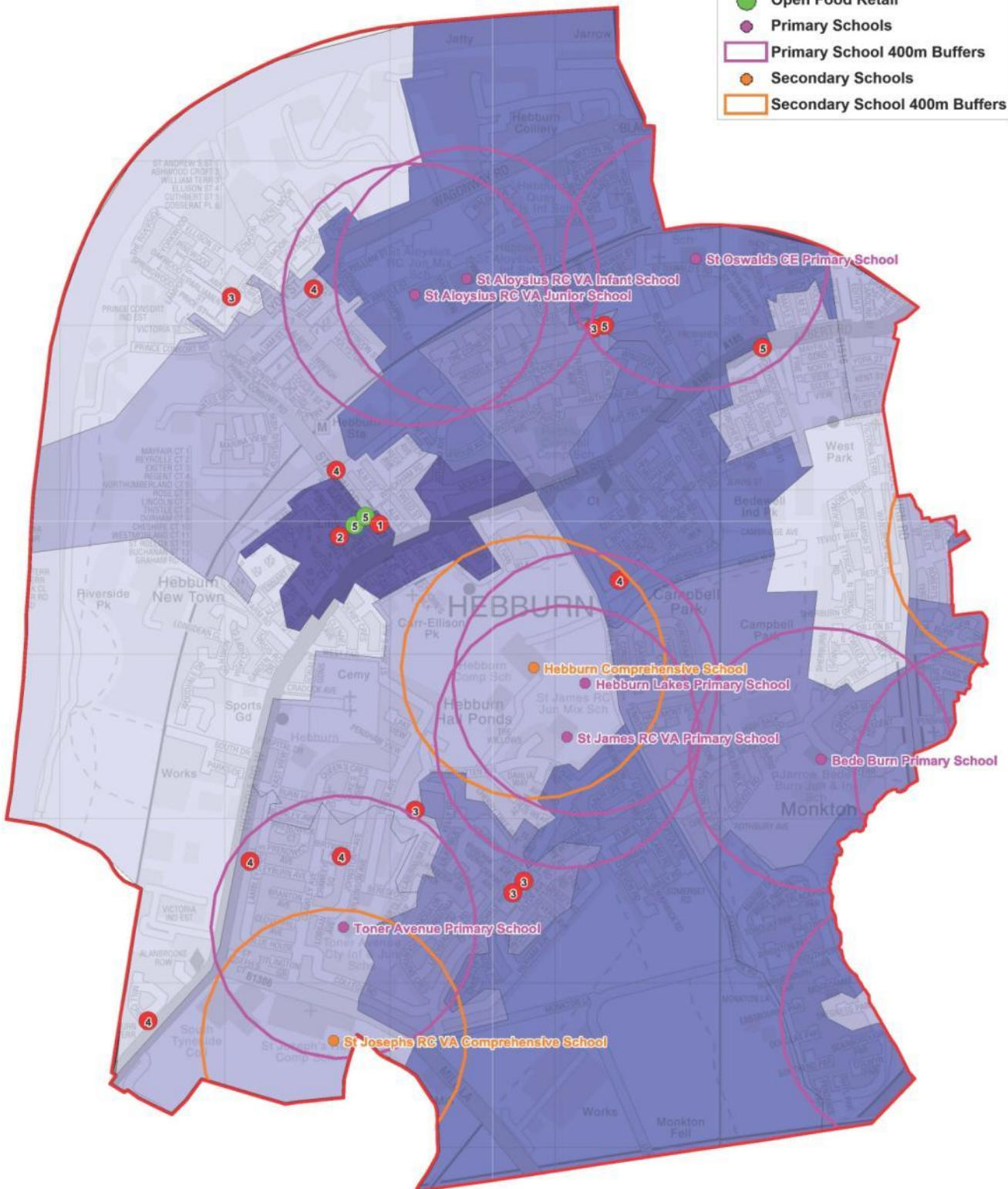
South Tyneside Council

IMD 2010 Overall Deprivation Based on National Rank

Hebburn CAF

Index of Multiple Deprivation 2010 Overall Deprivation Rank		
16,250 to 32,500	(Least Deprived	50%)
9,750 to 16,250	(Most Deprived	30-50%)
6,500 to 9,750	(Most Deprived	30%)
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1,625 to 3,250	(Most Deprived	10%)
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- All Fast Food
- Open Food Retail
- Primary Schools
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- Secondary Schools
- Secondary School 400m Buffers

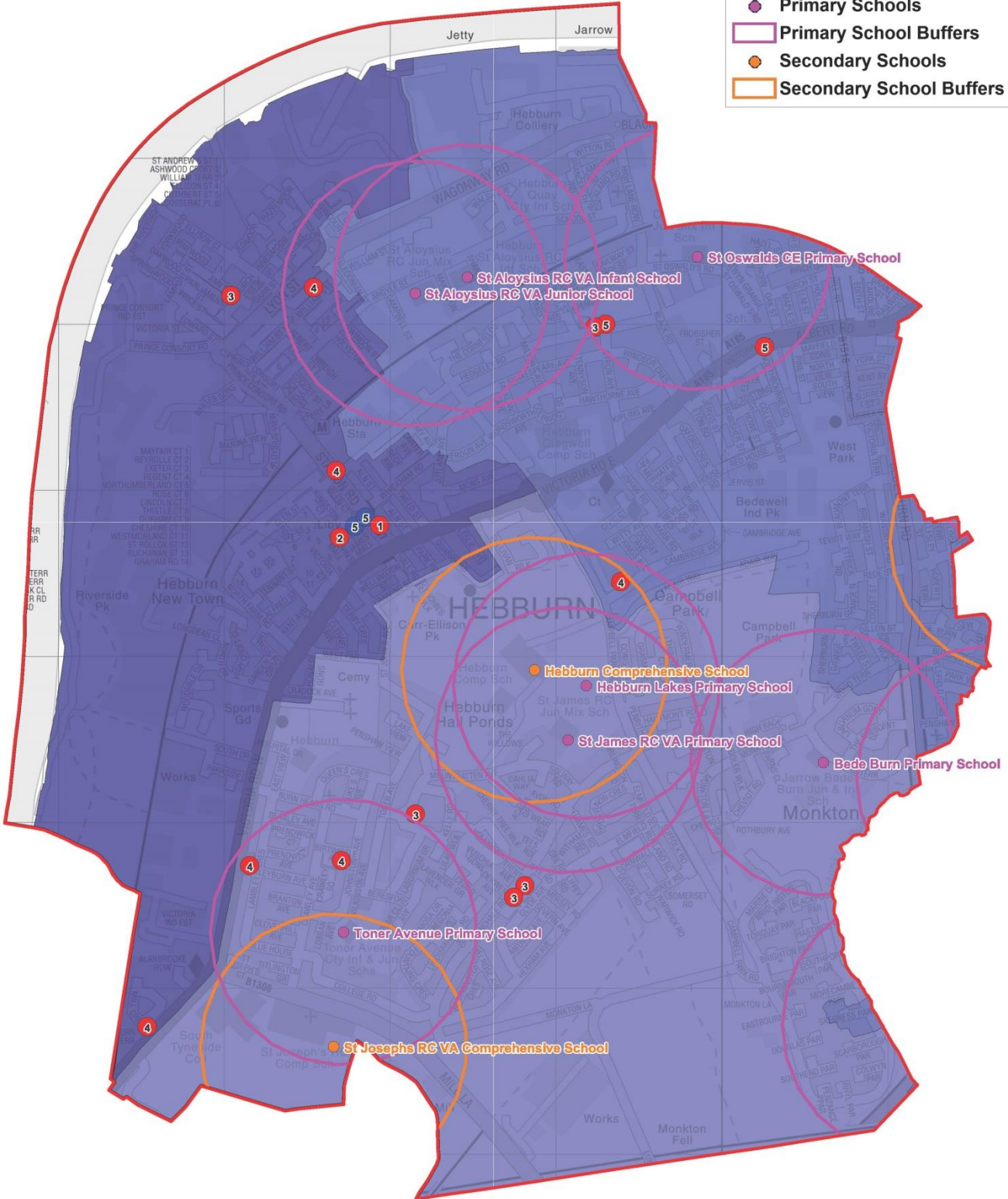
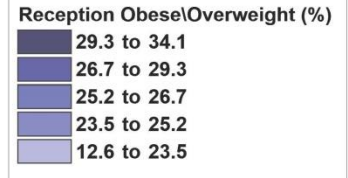




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Reception Obese/Overweight

Hebburn CAF



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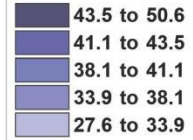


South Tyneside Council

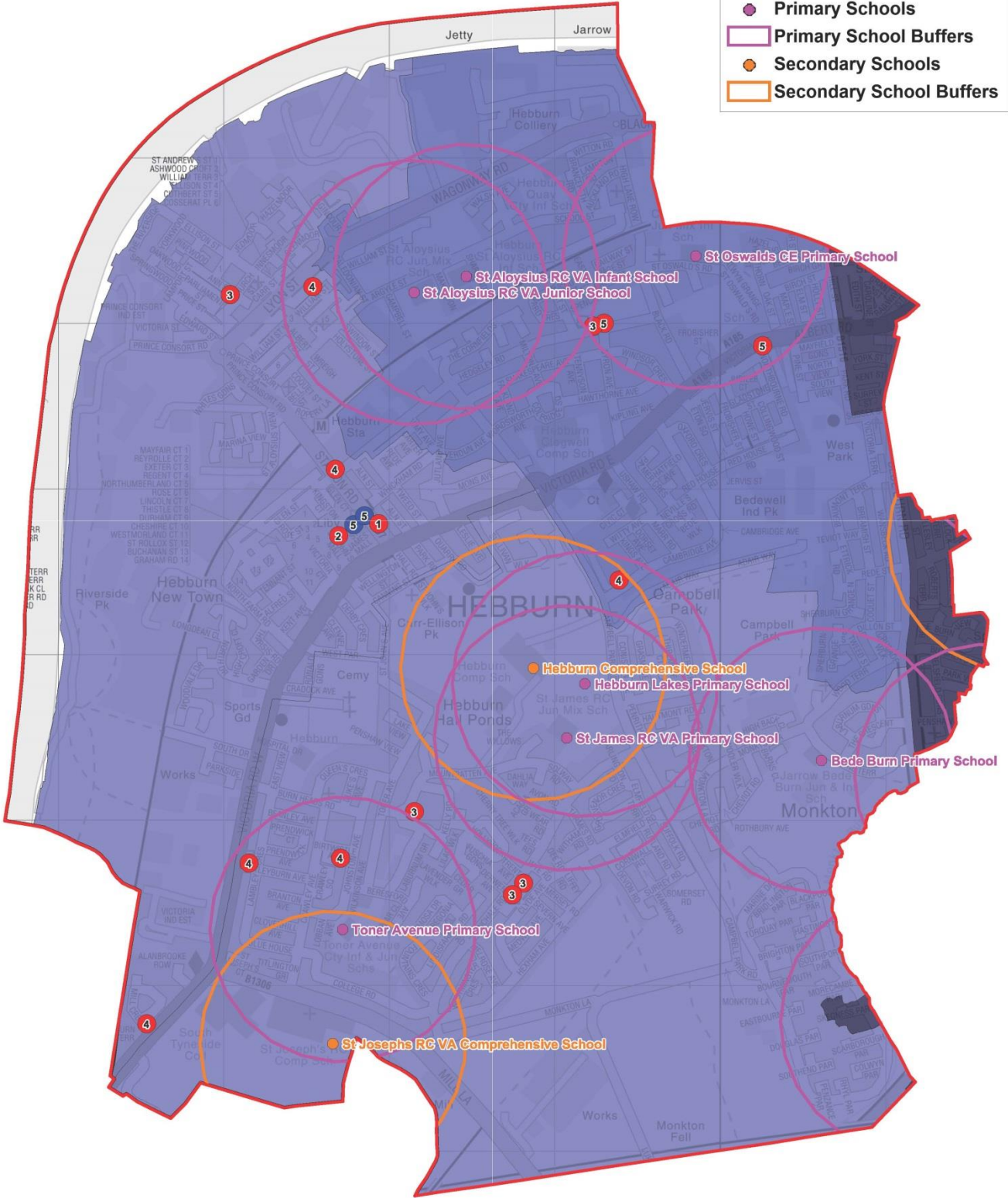
Year 6 Obese\Overweight

Hebburn CAF

Year 6 Obese\Overweight (%)



- All Fast Food
- Open Food Retail
- Primary Schools
- Primary School Buffers
- Secondary Schools
- Secondary School Buffers



Appendix B: References

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Acknowledgments:

This document has been produced by members of the South Tyneside Council's Public Health, Environmental Health and Planning Teams. Those who have been involved in the production of this document are:

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