

**Manchester City Council  
Report for Resolution**

**Report to:** Executive – 1 June 2016  
Neighbourhood and Environment Scrutiny Committee – 24 May 2016

**Subject:** Draft Hot Food Take-Away Supplementary Planning Document

**Report of:** Deputy Chief Executive, Growth and Neighbourhoods Directorate

**Summary**

The report seeks Executive approval to consult on the Draft Hot Food Takeaway Supplementary Planning Document.

**Recommendations**

1. Neighbourhood Scrutiny Committee is invited to comment on the report and consider the proposed policy attached at Appendix 1.
2. Executive is recommended to approve the Draft Hot Food Takeaways Supplementary Planning Document attached at Appendix 1 for the purposes of public consultation.

**Wards Affected:** All

<b>Manchester Strategy outcomes</b>	<b>Summary of the contribution to the strategy</b>
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	Developing more detailed planning policy on hot food takeaways to help manage the vitality of centres.
A highly skilled city: world class and home grown talent sustaining the city's economic success	Vibrant centres provide significant levels of employment for Manchester residents.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	Managing the impacts of hot food takeaways in centres and around schools can improve centres, making them places people wish to spend time in and improve the ability of young people to make healthy food choices.
A liveable and low carbon city: a destination of choice to live, visit, work	Managing hot food take-aways will help enhance the quality of centres and neighbourhoods.

A connected city: world class infrastructure and connectivity to drive growth	Well-planned development can make the most of the connections within an area.
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**Full details are in the body of the report, along with any implications for**

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

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### **Financial Consequences – Revenue**

Staff time is required to prepare the Hot Food Take-away SPD which can be met from the main revenue budget.

There are no direct costs to the policy, but any new approach to planning is open to challenge if it results in appeals against planning application refusals, and this could have resource implications for the Council. However, making decisions in line with adopted policy can mitigate this risk.

### **Financial Consequences – Capital**

None

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### **Background documents (available for public inspection):**

The following documents disclose important facts on which the report is based and have been relied upon in preparing the report. Copies of the background documents are available up to 4 years after the date of the meeting. If you would like a copy please contact one of the contact officers above.

Manchester Core Strategy  
Manchester Unitary Development Plan (saved policies)  
Manchester Healthy Weight Strategy 2010-2013  
Our Manchester – The Manchester Strategy 2016

## **1.0 Introduction**

- 1.1 In July 2015, Executive considered a report covering a range of potential work areas related to the Local Plan, including planning policy covering hot food takeaways. Officers were instructed to prepare more detailed policies on this issue. This followed concerns about the impact of hot food takeaways on the main role and function of centres and also the ability of residents to make healthy food choices. The Hot Food Takeaway SPD will build on existing planning policies in the Core Strategy relating to health, centres, amenity and the night time economy. Developing vibrant and healthy neighbourhoods and successful centres is a priority for the Council.
- 1.2 At the same time, the Council has been tackling obesity amongst children using a variety of initiatives, mainly through public health programmes. Planning policies can control certain aspects of our environment and alongside other measures encourage more active and healthy lifestyles. The use of planning levers, such as supplementary planning documents, offers the opportunity to consider hot food takeaways in terms of their health impact on children as well as the vitality of centres.

## **2.0 Planning Policy Context**

- 2.1 Local planning policy operates within a hierarchy. At the top, national policy (contained within the National Planning Policy Guidance) sets out general policy principles, which must be reflected within local policy and can be material considerations in decisions on planning applications. Local plans are therefore based on the principles of national policy, but taking account of local circumstances and opportunities. Manchester's local plan is predominantly contained within the Core Strategy, which was adopted in 2012 and sets out a broad strategy and policies to guide development across the City to 2027. To address issues where more detailed guidance is needed, supplementary policy can be produced through Supplementary Planning Documents (SPDs). Although they carry less weight than the Core Strategy, SPDs are statutory documents that are produced according to planning regulations and have weight when planning applications are being considered.
- 2.2 The Hot Food Takeaway SPD will build on the objectives and policies in the Manchester Core Strategy, promoting a healthy population, sustainable communities and thriving district centres (in particular policies SP1, C1, C2, C9 and C10). The Core Strategy seeks to promote centres as locations for a mix of uses including food and drink, and as places that improve access to healthy food. They are identified as suitable locations for the development of the night time economy, provided proposals meet policies controlling the harmful affects of uses on residential amenity and overall centre character.
- 2.3 Policy C10 in the Core Strategy on leisure and the evening economy permits such uses subject to:
- Cumulative impact - in areas where there is already a concentration of hot food takeaways (A5) which are detrimental to the character or vitality

and viability of the centre, there will be a presumption against further facilities.

- Residential amenity - the use should not create an unacceptable impact on neighbouring uses in terms of noise, traffic and disturbance.
- Balance - town centre uses should support both the day-time and evening/ night time economies

### **3.0 Supplementary Planning Document**

#### **Initial Consultation**

- 3.1 Following the Executive's decision in July 2015 to commence production on the SPD, the Council undertook an initial 6 week consultation at the end of August. This consultation was an opportunity for stakeholders to submit their views on the issues that potentially would be covered in the policy. This was an evidence and issue gathering stage. 26 responses were received. These contained comments relating to vitality and viability of centres, health concerns and the link to obesity. An extensive range of amenity issues was also raised.
- 3.2 Overall, the representations were supportive of preparing a hot food takeaway SPD. Amenity issues were the most common concern, particularly availability of litter bins, opening hours and residential amenity. A number of representations expressed the view that there were already too many hot food takeaways in centres and suggested introducing a threshold to manage the number, stating above this percentage no more should be permitted. The issue of health and obesity raised mixed comments. There was some support for policies which promoted healthier environments and restricted access around schools, but two respondents challenged the link between obesity and the presence of hot food takeaways.

#### **Draft Hot Food Take-away Supplementary Planning Document**

- 3.3 The draft Hot Food Takeaway SPD provides further guidance on managing the specific impacts of these uses and has been drafted to help create high quality centres where people wish to gather and spend time. The policies have been informed by:-

- national and local policy
- comments received
- evidence from a district centre survey
- the Manchester Healthy Weight Strategy 2010-2013.
- Our Manchester – The Manchester Strategy 2016

A copy of the proposed draft Hot Food Takeaway SPD is attached at Appendix 1.

- 3.4 Hot food takeaways are an acknowledged town centre use, and therefore the SPD supports the location of hot food takeaways in centres providing the proposal meets other policies in the Core Strategy, in particular those promoting vibrant centres and healthy lifestyles. Surveys of District Centres since 2009 have shown a gradual increase in the numbers of hot food takeaways, and this development has the potential to reduce the vitality and

viability of centres. An excessive proportion or concentration of hot food takeaways can change the character of centres, leading to units that are closed during the day and generate significant activity, noise and odours through the evening and at night.

- 3.5 Manchester is also facing a considerable challenge related to obesity and associated health problems. Childhood obesity is well above the national average in Manchester, with 39.2% of Y6 children being overweight or obese compared to 33.2% nationally. Obesity is linked with poorer health outcomes including higher rates of diabetes and cardiovascular diseases, both affecting people's quality of life and requiring resources from the NHS and other public health bodies to treat. Whilst an effective response to this challenge demands action in many areas, measures that manage access to unhealthy food are likely to be beneficial as part of an overall approach. Public Health England has urged local planning authorities to use their powers to limit access to hot food takeaways in particular<sup>1</sup>.
- 3.6 The SPD policies seek to limit additional hot food takeaways within centres and we are proposing that no further takeaways are given permission where this use already occupies 5% of the units within the centre. This figure is below the current average for the City, and reflects the Council's desire to actively promote a more healthy food landscape across the City. The SDP also proposes that concentrations of hot food takeaways within centres should be avoided. It includes a policy to manage the opening hours of hot food takeaways within 400m of a school, seeking to encourage children and parents to make healthy food choices. There is also a proposed policy dealing with the range of amenity issues falling within the remit of planning, including noise, traffic and odours. Centres are the heart of our neighbourhoods and there is housing either within centres or immediately adjacent. It is important that development in centres does not compromise the attractiveness of the City's neighbourhoods as places to live.
- 3.7 The Draft Hot Food Takeaway will be accompanied by a Consultation Statement setting out who has been consulted, a summary of the main issues and how those issues have been addressed in the SPD.
- 3.8 National Planning Practice Guidance indicates Strategic Environmental Assessment (SEA) will only be required for a SPD in exceptional circumstances and it is not expected to be required but this is subject to agreement by the statutory consultation bodies, Natural England, Historic England and the Environment Agency.

#### **4.0 Next Steps**

- 4.1 Subject to the approval of the Executive, there will be a three month consultation period on the draft Supplementary Planning Document. Representations can be made suggesting alternative approaches and other amendments. The Council will invite representations from stakeholders,

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<sup>1</sup> Public Health England - Obesity and the environment: regulating the growth of fast food outlets, March 2014

interest groups, businesses, organisations and members of the public. At the end of the consultation period the Council will consider all the representations received and if necessary make further amendments and report back to Executive which will then decide whether to formally adopt the proposed policies.

## **5.0 Contributing to the Community Strategy**

### **(a) A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities**

- 5.1 A Hot Food takeaway SPD will contribute towards creating high quality centres and neighbourhoods people wish to visit, shop and live in.

### **(b) A highly skilled city: world class and home grown talent sustaining the city's economic success**

- 5.2 Planning policies which promote the vitality of centres will encourage businesses to locate and generate local employment opportunities.

### **(c) A progressive and equitable city: making a positive contribution by unlocking the potential of our communities**

- 5.3 A Hot Food Takeaway Supplementary Planning Document will seek to minimise harmful affects on vitality and viability of centres and promote healthy food choices around schools. It will also help deliver centres people are proud to visit and encourage healthy lifestyles unlocking the potential of our communities.

### **(d) A liveable and low carbon city: a destination of choice to live, visit, work**

- 5.4 The Hot Food Takeaway SPD will provide more detailed planning policies enabling careful consideration of planning application for hot food takeaways and better decision making which will support the creation of neighbourhoods of choice.

## **6.0 Key Polices and Considerations**

### **(a) Equal Opportunities**

- 6.1 Preparation of any new planning policies will accord with all legal requirements related to equal opportunities.

### **(b) Risk Management**

- 6.2 A Hot Food Takeaway Supplementary Planning Document will create a framework for better decision making around the location and impact of hot food takeaways.

**(c) Legal Considerations**

- 6.3 The Hot Food Takeaway SPD will be prepared in accordance with national and local policy and in accordance with relevant regulations.





# Hot Food Takeaways Draft Supplementary Planning Document June 2016

Manchester City Council



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### 1 Introduction

1.1 The Council's priorities are set out in the Manchester Strategy. They include attractive neighbourhoods, which meet the needs of a growing population, and where people are supported in living healthy lives. This draft Hot Food Takeaway Supplementary Planning Document (SPD) seeks to build on those priorities and encourage centres and neighbourhoods which are vibrant and which contribute to the Council's objective of improving the health of people living in Manchester.

### 2 Context

2.1 The availability of hot food takeaways is important to local communities, especially when they are part of a balanced mix of town centre uses. In recent years, changing shopping patterns have led to fewer traditional shops, as more shopping takes place off the high street. The loss of traditional shops has happened at the same time as increases in other uses, such as hot food takeaways. These trends have led to growing concerns about the vitality and viability of some centres due to the mix of uses, shuttered frontages during the day, litter and other amenity issues.

2.2 For some time, concern has been growing nationally and locally, about the levels of obesity in both children and adults. The problem is being tackled in a range of ways, by the Council and other organisations, in schools and by public health practitioners. Encouraging opportunities to lead healthy lifestyles through the active use of planning policies can create further opportunities to work with partners to improve the health of the population.

#### Existing Planning Policy Context

##### National

2.3 The National Planning Policy Framework (NPPF) was published in 2012. It sets out the three dimensions to sustainable development: economic, social and environmental. The NPPF aims to support strong, vibrant and healthy communities by creating a high quality built environment reflecting the community's needs. The Core Principles encourage planning to be a creative exercise in finding ways to enhance and improve the places in which people live their lives. The document emphasises that planning should take account of and support local strategies to improve health, social and cultural wellbeing for all.

2.4 Paragraph 23 of the NPPF aims to ensure the vitality of town centres through carefully management. Paragraph 69 recognises planning plays an important role in facilitating the creation of healthy communities. It encourages local planning authorities to work with public health practitioners to understand the health needs of their population and to do what they can to address any barriers to improving health and well-being.



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### Local

**2.5** The Council's Core Strategy, adopted in 2012, includes a broad range of objectives including promoting a healthy population and thriving district centres (Vision by 2027). Spatial Objective SO4 Centres, seeks to provide a network of attractive high quality centres, strengthening local identity with access to healthy food. Centre Hierarchy Policy C1 states that development of town centre uses will be prioritised, taking account of the different roles of the City Centre, District Centre and Local Centres.

**2.6** Policy C8, Local Centres, encourages the provision of new small scale retail facilities, whilst stating that careful consideration will be given to the impacts of new commercial development on residential amenity, which is a particular issue for food and drink uses.

**2.7** Policy C10, Leisure and the Evening Economy, deals with the impacts of the evening economy including hot food takeaways. In centres, it permits uses falling into this description subject to:

- Cumulative impact - in areas where there is already a concentration of hot food take-aways (A5) which are detrimental to the character or vitality and viability of the centre, there will be a presumption against further facilities.
- Residential amenity - the use should not create an unacceptable impact on neighbouring residential uses due to noise, traffic and disturbance.
- Balance of uses- town centre uses should support both the day-time and evening/ night time economies and not have an over-concentration of certain uses

**2.8** It states that when considering the impact of a hot food takeaway, regard will be had to:

- the existing number of similar establishments in the immediate area and their proximity to each other;
- the type and characteristics of other uses, such as housing, shops and public houses;
- the existence of vacant shop units and the condition of the unit;
- the importance of the location for local shopping, and the number, function and location of shops that would remain to serve the local community;
- the character of the centre and its frontage;
- the potential impacts of the proposal on the wider community; and
- any known unresolved amenity, traffic or safety issues arising from existing uses in the area.

**2.9** Centres, in particular district centres, are an important focus for neighbourhoods and the community. Managing a balanced mix of uses through planning policy is important to maintain the vitality of centres and support the daytime economy. Concentrations of uses that would harm a centre's attractiveness to shoppers, its residential amenity or the health of the population



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will be managed to mitigate harmful affects. The Council will seek to control any potential harm to an area, for example, by limiting the hours of operation or ensuring that the shutters are not left down during the day <sup>(i)</sup>.

**2.10** In the City Centre, policy CC7 encourages mixed use developments and active ground floor uses (shops, food & drink and leisure) in locations with an established public function or places being created with an active public realm.

## 3 Background and Evidence

### Obesity

**3.1** In recent years, various reports <sup>(ii)(iii)</sup> have encouraged planning to be used as a tool to go further in the creation of healthy environments. Local and national policy makers have been encouraged to use the planning system to make it easier for people to chose a healthier diet and lifestyle. They have recommended using the levers available to the planning system such as Supplementary Planning Documents (SPDs). The guidance on the Prevention of Cardiovascular Disease by the National Institute for Health and Clinical Excellence <sup>(iv)</sup> recommends using planning to restrict access to unhealthy foods and hot food takeaways in specific areas (for example within walking distance of schools).

**3.2** The approach in Manchester in the Healthy Weight Strategy 2010-2013 recognises this by promoting an environment that encourages people to eat a healthy balanced diet. It seeks to work towards a reduction in unhealthy food provision, for example, takeaways being placed near education facilities. This is reiterated in the Council's Joint Strategic Needs Assessment In-Depth Report on Healthy Weight, September 2014, which acknowledges that at the neighbourhood level the emphasis is on promoting healthy environments that enable people to eat a healthier diet.

**3.3** The current rate of those overweight and obese among 11 year olds in Manchester is 39%, with 24% obese and 15% overweight (see Appendix 1). The national target is to reduce the proportion of overweight and obese 11 year olds to 2000 levels by 2020 <sup>(v)</sup>. Child obesity is linked to poorer health outcomes in adulthood and between 50% and 75% of those who are obese as children or adolescents are likely to grow into obese adults. Also, co-morbidities developed in obese children, such as type 2 diabetes, are likely to progress more rapidly and to lead to earlier presentation of adult-life complications such as cardiovascular disease.

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- i Manchester Core Strategy 2012. Paragraph 10.61
  - ii Government Office for Science, Foresight: Tackling Obesities: Future Choices - Project Report
  - iii Healthy Weight, Healthy Lives: A Call to Action on Obesity in England
  - iv The National Institute for Health and Clinical Excellence (NICE). Prevention of Cardiovascular Disease. London 2010
  - v Department of Health. Healthy Weight, Healthy Lives 2008



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**3.4** Research indicates the most popular time for purchasing food is after school and many secondary school children leave school premises at lunchtime<sup>(vi)</sup> <sup>(vii)</sup>. There is evidence that the type of food on sale nearest to schools influences the diet of school children, and that the availability of “unhealthy” foodstuffs makes healthier choices more difficult to make.<sup>(viii)</sup> <sup>(ix)</sup> <sup>(x)</sup>

#### District Centre Survey

**3.5** The Council has undertaken surveys of the 17 Manchester District Centres during 2009, 2013 and 2015. The findings from these surveys have helped the Council monitor the health of the centres and their vitality and viability. It found the proportion of Use Class A1 (traditional shops) altered little during this period remaining at around 45%. The number of hot food takeaways increased by approximately 2% between 2009 and 2015 and currently stands at an average of 10% across district centres. Further information from the Ordnance Survey data 2013 on fast food outlets<sup>(xi)</sup> per 100,000 population by local authority, shows Manchester's position in 8th place out of 325 local authorities in England, one of the highest and an extract of the survey results is shown in Appendix 1. The average for England (excluding City of London) is 80 fast food outlets per 100,000; in Manchester there are 136, significantly higher than the national average.

#### Initial Consultation

**3.6** Policies in the Manchester Core Strategy have been seeking to manage specific issues around hot food takeaways and other town centre uses. In recent times, there has been growing concern about the negative impacts of increasing numbers of hot food takeaways on the character of centres, the need to take action to promote healthy environments and support improvements to the health of the population, which has led to a need for more detailed policies. This SPD seeks to build on the Manchester Core Strategy, provide more detailed policies and with it, improve the planning decision making process and the vitality and viability of centres.

**3.7** The initial consultation on preparing a Hot Food Takeaway SPD was carried out for six weeks from 26th August 2015. This was an issues and evidence gathering stage. The Council received 26 comments and common concerns related to their being too many of these uses in

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- vi The School Fringe: What Pupils Buy and Eat from Shops Surrounding Secondary Schools. Sarah Sinclair. J T Winkler. Nutrition Policy Unit. London Metropolitan University. July 2008
  - vii The school fringe: from research to action. Policy options within schools on the fringe (2009) Sinclair, S; Winkler JT. Nutrition Policy Unit, London Metropolitan University
  - viii Engler-Stringer et al. The Community and Consumer Food Environment and Children's Diet: A Systematic Review. BMC Public Health. 2014
  - ix The Food Environment Within the Primary School Fringe. Rachel G. Gallo, Lisa Barrett, Amelia A. Lake. British Food Journal. 2014
  - x "Proximity of food retailers to schools and rates of overweight ninth grade students: an ecological study in California", Howard, P., Fitzpatrick, M. and Fulfrost, B. *BMC Public Health*, Vol. 11 No. 1, p. 68. (2011),
  - xi Ordnance Survey InterestMap defines Fast Food Outlets as fast food and takeaway outlets, fast food delivery services and chip shops



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centres, the need to place limits on the numbers, residential amenity, litter, bins, discarded food, opening hours, shutters, odours, parking and highways. Support was expressed for policies restricting access to hot food takeaways near to schools. There were also comments challenging the link between obesity and hot food takeaways.

### 4 Policy

#### Hot Food Takeaways

4.1 The NPPF defines hot food takeaways as town centre uses and Manchester Core Strategy policy C10, Leisure and the Evening Economy, identifies centres as appropriate locations for hot food takeaways in principle. The Manchester Core Strategy identifies the centre hierarchy in Policy C1 and any proposal out of centre will only be appropriate where it can meet the tests of policy C9 Out of Centre Development.

4.2 The distinction between restaurants (Use Class A3) and hot food takeaways (Use Class A5) is often hard to discern, as businesses often operate both functions within the same unit. The following will be used to assist the judgement as to whether the unit operates as a hot food takeaway:

- The presence of an ordering counter for hot food takeaways and the proportion of space given over to food preparation in relation to customer circulation;
- The number of tables and chairs to be provided for customer use.

#### Policy 1

##### Vitality and Viability

Hot Food Takeaways (A5) will not be supported in district and local centres where the cumulative impact of introducing the facility would be detrimental to the vitality and viability of a centre and would affect the balance between the day time and night time economy and the health of the population.

A proposal will be considered to be harmful to the vitality and viability of a centre if it:

- Increases the number of A5 uses in a centre to more than 5% of all town centre uses (excluding housing)
- Creates a cluster of more than two A5 uses together
- Reduces the number of units between A5 clusters to less than two none A5 uses



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Exceptions to the above are Manchester City Centre and Rusholme District Centre. A key role of these centres is to serve the night time economy. They have become known as locations for food and drink, attracting visitors from across Greater Manchester and beyond. In these centres applications will be assessed based on local impact taking into account the centre's overall role and character.

In centres, where vacancy levels are more than 10% (or 25% in centres with less than 20 units) every effort should be made to fill the unit with a town centre use (other than A5) before hot food takeaways will be permitted. In areas where it can be shown that the surrounding uses would be compatible, residential uses will be considered. Where there is no evidence of demand for a preferable use, hot food takeaways will be considered favourably even if this would increase the threshold of takeaways to above 5%.

The visual amenity of a street is adversely affected by shutters being down during the day, creating dead frontages. To prevent any harmful affect on the visual amenity of the street scene, shutters should be up between the hours 9am and 5.30pm.

**4.3** The vitality and viability of centres is affected by the balance of uses in centres. This needs to be managed to ensure centres remain attractive locations for shoppers and for people to gather and live healthy lives. Centres are the focus for the wider neighbourhood and policies affecting the environment should support Council strategies including promoting a healthy population<sup>(xii)</sup>. This policy seeks to achieve these objectives by managing the overall proportion of hot food takeaways within centres. This will ensure that there is a balance of uses within Manchester's centres and guide a move towards a healthier city. In centres with less than 5% of hot food takeaways the policy seeks to limit the localised impact from concentrations of hot food takeaways. Consideration will be given to preventing inactive frontages by both limiting the clustering of hot food takeaways and controlling the time shutters are used to the evening and night time. This will positively assist the visual amenity, street scene and mix of uses within a shopping frontage.

**4.4** The City Centre has an established night time economy where the provision of hot food takeaways is part of this offer. The City Centre includes a number of recognisable areas with their own character and role which contributes to the overall offer. The policy will seek to ensure this is not undermined by an over concentration of hot food takeaways. In Rusholme, there is an established evening/ night time economy and a significant café/ restaurant provision and takeaways are part of the food and drink mix.

**4.5** As the policy is implemented, there may be circumstances which arise where a previously vacant unit has a proposal for a hot food takeaway and the threshold of 5% has been reached or exceeded. District Centres will be regularly monitored to keep a record of the percentage of hot food takeaways in centres. If it can be demonstrated to the satisfaction of the local planning authority that the only viable option is for a hot food takeaway to occupy a unit, this will be

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xii Our Manchester- The Manchester Strategy 2016





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permitted under the policy as an exception. Any application seeking an exception on vacancy grounds will need to be supported by details showing evidence that the unit has been marketed for at least 6 months for a preferable use.

### Policy 2

#### Amenity

Hot food takeaways (A5 uses) will be considered against Core Strategy Policy DM1 Development Management and specific considerations include:

#### Hours of Opening

Unless affected by Policy 3 of this SPD, the hours of opening of an A5 Hot Food Takeaway will depend on whether it can be demonstrated that there would be:

- no unacceptable impact on residential amenity as set out in DM1 Development Management,
- there is an established night time economy
- it would not adversely affect the character and function of the immediate area, including existing levels of background activity and noise.

#### Extraction of odours and noise abatement

Hot food takeaways must provide appropriate extraction systems to effectively disperse odours and show that they are meeting the minimum guidance in the Department of Environment, Food and Rural Affairs Guidance on the Control of Odour and Noise from Commercial Kitchen Exhaust Systems 2005 and Odour Guidance for Local Authorities 2010. Applications must be accompanied by an Odour Impact Assessment (OIA) and include suitable mitigation measures. They must demonstrate that they have no adverse impacts on visual amenity, including location and external finish.

Hot food takeaways must consider their impact on noise sensitive developments and any proposal that has the potential to cause noise disturbance to existing residential development or noise sensitive properties should be accompanied by a noise survey and assessment and only approved if the impact is shown to be acceptable.

#### Disposal of Waste Products and Customer Litter

All planning applications should be accompanied by a waste management strategy setting out how a hot food takeaway will deal with its own waste and also the waste generated by customers. All waste generated by the business should be accommodated on site. Consideration should also be given to the need to mitigate for the impact of customer waste



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on the surrounding area. The Manchester City Council guidance GD04 Waste Storage and Collection Guidance for New Developments, Environmental Protection should be used in the preparation of a waste strategy.

### **Highway Safety**

Planning permission for A5 uses will only be granted where there would not be an adverse impact on highway safety and the amenity of the surrounding area. Proposals should take account of the likely needs of both customers and the operator's delivery requirements. Regard will be given to:

1. Existing traffic conditions;
2. The availability of public parking provision in close proximity to the premises, including suitable on-street parking;
3. The availability of an adequate loading and unloading area.

**4.6** One of the most common concerns about hot food takeaways is the impact on amenity especially residential, from noise, odours, litter, vermin, road safety, traffic generation and anti-social behaviour. Within centres, a mix of uses including housing is common and in these locations the impact of a hot food takeaway operation should be minimised. On the edge of centres and in close proximity to residential units, careful consideration should be given ensuring the lives of people in the local area are not negatively affected by amenity issues. Hot food takeaways open at different hours to most town centre uses often opening later and this has the potential to affect residential amenity. The character and roles of centres differ throughout the City, which means it is not possible to prescribe opening hours on a City-wide basis. An approach which considers the merits of each location will allow flexibility in determining appropriate opening hours.

**4.7** The use of appropriate extraction equipment and sound proofing can significantly reduce cooking smells and the noise effects on neighbouring properties. The Manchester City Council guidance GD 03, Public Protection Information for Developers, provides further guidance to applicants on amenity issues relating to odours, fumes and noise. Extraction systems must not impact adversely on the amenity of an area.

**4.8** Hot food takeaways generate their own waste and customer waste. Most customers are responsible about how they dispose of their waste but where this is not the case local amenity can suffer. As part of any application, the Council will request a waste management strategy. This should set out details of how a hot food takeaway will accommodate its own waste on site, consider the need to mitigate for the impact of customers' waste and set out its approach to recycling. Further details of what should be included in a Waste Strategy can be found in the Manchester City Council guidance GD04 Waste Storage and Collection Guidance for New Developments, Environmental Protection September 2014.



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**4.9** Hot food takeaways rely on many short visits from customers whilst they are open and regular deliveries to and from the premises, including at times when they are closed. It is important that vehicle movements associated with customers and deliveries do not worsen existing traffic conditions in the immediate area. To avoid this proposals will need to demonstrate that they will not adversely affect existing traffic conditions, they are in close proximity to public parking and that they have suitable areas available for loading and unloading, and that the overall approach to managing vehicles associated with customers and deliveries is agreed with the Council.

### Policy 3

#### Hot Food Takeaways and Schools

Where a hot food take away is proposed within 400 metre radius of a primary or secondary school, and proposal meets planning policy in other respects, planning permission will only be permitted subject to the condition that opening hours are restricted to the following:

- A primary school: the hot food takeaway is not open to the public between 3 pm to 5.30pm on weekdays.
- A secondary school: the hot food takeaway is not open to the public before 5.30pm on weekdays.

The only exception to this approach will be where the proposal is within centres designated in the Local Plan and can demonstrate that the introduction of such a use will meet all other relevant policies.

**4.10** Addressing obesity in children is both a national and local priority with a target of reaching a downward trend in levels of excess weight by 2020. The evidence from the National Child Measurement Programme shows in Manchester the proportion of children that are obese in Year 6 is increasing and is currently 25% higher than the national average (England average 19%, Manchester 24%), see Appendix 1.

**4.11** Reducing children's exposure to foods contributing towards obesity such as those sold in hot food takeaways, can reduce access to foods high in fat, salt and sugar. The aim of the policy is to ensure that during times when children are making food choices, such as lunch time and after school, the environment and availability of hot food takeaways is not encouraging unhealthy choices. The use of a 400m buffer is considered to be approximately a 5 minute walk and a reasonable distance from schools within which to control environments to the benefit of children.



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### 5 Next Stage

**5.1** Production of an SPD has three stages: an initial evidence gathering stage including an initial consultation; consultation on a draft SPD; and finally adoption. The Council undertook the initial consultation stage between 26 August 2015 and 7 October 2015.

**5.2** The second stage is the draft SPD. We are currently consulting on this document for six weeks. Representations can be made suggesting alternative approaches and other amendments. The content of the draft SPD is informed by the comments previously submitted and other relevant evidence.

**5.3** The final stage is adoption and this takes place after the Council has considered all the representations received and made any revisions to the SPD.

**5.4** During the current consultation stage, the Council is hoping to receive comments from stakeholders, interest groups, businesses, organisations and members of the public. The views of all groups will be taken into account in deciding whether any changes are required to the document. Therefore, we would welcome any comments. Views can be submitted by email directly to: [planningstrategy@manchester.gov.uk](mailto:planningstrategy@manchester.gov.uk). There is also a consultation portal through which representations can be made, which can be accessed through the Council website xxxx.



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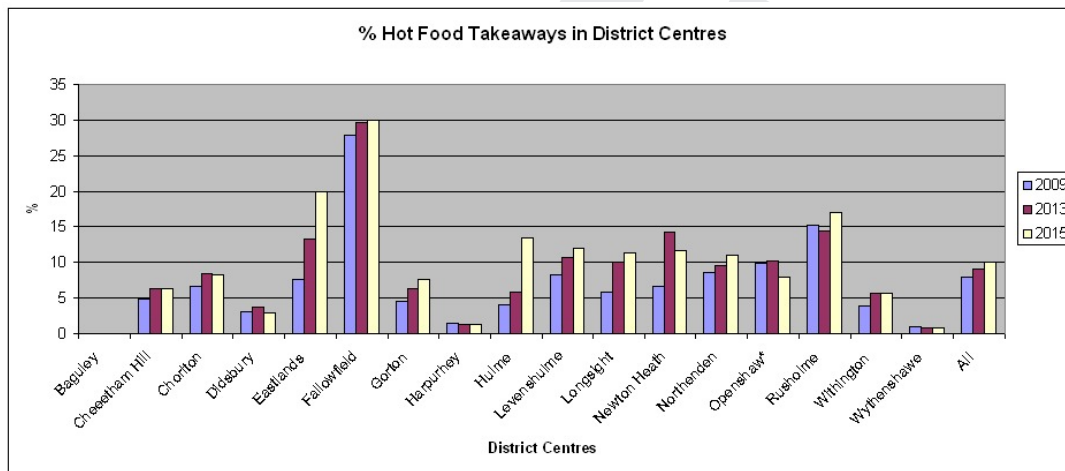
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6 Appendix 1

District Centre Survey Results

6.1 The figure below shows the results of the three district centre surveys in 2009, 2013 and 2015 and the percentage of hot food takeaways in each centre.

Figure 6.1



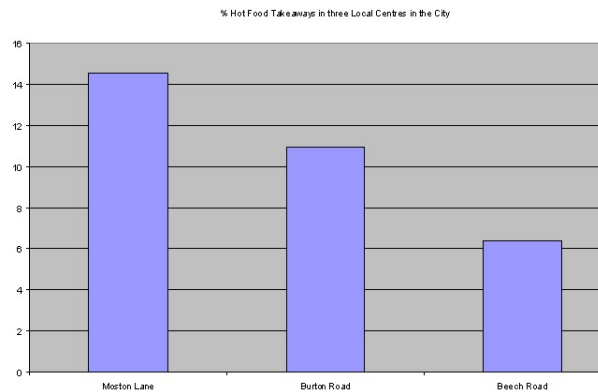
6.2 In 2015 a survey of the three largest local centres was undertaken and the results are shown below.



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Figure 6.2



Fast Food Outlets by Local Authority

6.3 The figure below is an extract from Ordnance Survey data 2013 on fast food outlets per 100,000 population by local authority and shows Manchester's is ranked 8th.

Figure 6.2

Fast food outlets, by Local Authority

Source: InterestMapTM, Ordnance Survey (May 2013)

LA Code	LA Name	Number of fast food outlets	Total population 2011	Crude rate per 100,000
ED9000001	City of London1	216	7412	2914.2
ED9000033	Westminster	460	219582	209.5
ED6000009	Blackpool	269	142080	189.3
ED9000019	Islington	305	206285	147.9
ED9000007	Camden	325	220087	147.7
ED7000117	Burnley	128	87032	147.1
ED7000168	Scarborough	157	108735	144.4
ED8000003	Manchester	684	502902	136.0
ED7000120	Hyndburn	108	80549	134.1
ED9000030	Tower Hamlets	343	256012	134.0
ED7000125	Rossendale	90	68053	132.2
ED6000001	Hartlepool	118	92088	128.1
ED7000123	Preston	178	140054	127.1
ED9000023	Lewisham	351	276938	126.7
ED9000013	Hammersmith and Fulham	228	182445	125.0
ED7000138	Lincoln	114	93085	122.5
ED6000043	Brighton and Hove	332	272952	121.6
ED7000034	Chesterfield	126	103788	121.4
ED7000148	Norwich	160	132158	121.1
ED9000008	Croydon	436	364815	119.5



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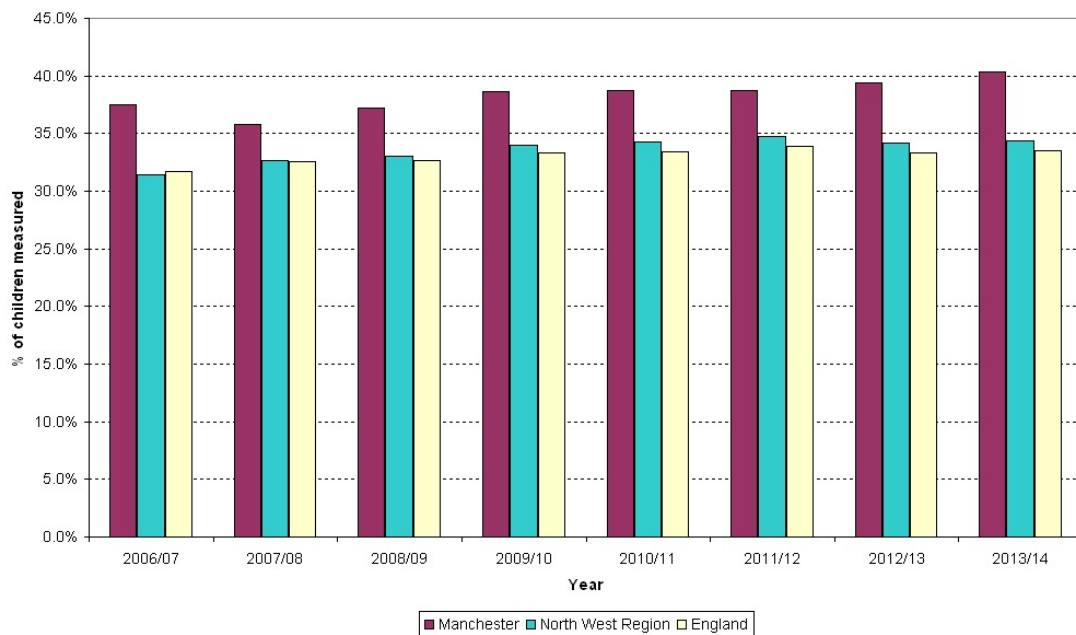
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**National Child Measurement Programme**

6.4 National monitoring of children's weight takes place at Reception (4 to 5 year olds) and Year 6 (10-11 year olds). The latest National Child Measurement Programme data for Manchester covering the period 2014/15 shows 10.8% of reception children are obese and 24.3% of Year 6 children are obese. When those who are overweight and obese is combined 39.2% of Year 6 pupils in Manchester are either overweight or obese and graph below shows the results from the National Child Measurement Programme.

**Figure 6.3**

Prevalence of Overweight and Obesity - Year 6  
NCMP 2006/07 - 2013/14



**Manchester's Childhood Obesity Target**

6.5 The national target is to reduce the proportion of over weight and obese 11 years olds to 2000 levels by 2020. An estimate of obesity among children in Manchester in the year 2000 for 11 year olds is approximately 17% and the figures are set out below.



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**Table 6.1 An estimated baseline of obesity among boys and girls in Manchester in the year 2000**

Local Authority	Males		Females	
	Reception	Year 6	Reception	Year 6
Manchester	8.7%	16.6%	8.5%	17.6%

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