

City of York Council and Centre for Applied Human Rights Human Rights and Equity Analysis Tool (HREAT)

An Equity Analysis Tool is an evidence-based approach designed to help organisations ensure that any Policy, Criterion or Practice (PCP), is fair and does not create barriers to participation or disadvantage any protected groups from participation. This covers both strategic and operational activities.

City of York Council (CYC) combines this approach with York's commitment as a Human Rights City to produce a Human Rights and Equity Analysis Tool (HREAT).

This document enables CYC to evidence its legal duty to give 'due regard' to those with protected characteristics under the Equality Act and consider Human Rights at the same time.

Whether a HREAT is needed or not will depend on the likely impact that a PCP may have and relevance of the activity to Equity and Human Rights.

The HREAT should be started when the need for a new PCP is first identified, or when an existing one is reviewed. It is essential to continue to update the HREA during the life of the PCP, as and when new information is learned. It is not complete until the PCP is complete.

Non-discrimination is a minimum standard. The development of the HREAT should prompt critical discussion and highlight disproportionate impacts.

Balancing residents' rights and CYC duties can be very complex and sometimes there will be no 'win-win', so compromises or mitigations may need to be identified to ensure the best outcomes.

Finally, the value in a HREAT is in both the short and long term, by investing in this process CYC will create robust, meaningful, and empowering policies that are more likely to stand the test of time.

Who is submitting the proposal?

Directorate	Environmental and Regulatory Services		
Service Area	Environmental Services – Waste		
Name of proposal	Recycling Review		
Lead Officer	Ian Houlton		
Date Assessment Started	02.02.2026		
Date Assessment Completed	11.02.2026		
Names of those who contributed to the assessment			
Name	Job Title	Organisation	Area of Expertise
Ian Houlton	Head of Environmental Services	City of York Council	Environmental Services
David Smith	Access Officer	City of York Council	Access and Disability

Step 1 – Aims and intended outcomes

Environmental and Regulatory Services	What is the purpose of the proposal
	Please explain your proposal in plain English avoiding acronyms and jargon. Consider using Age 9 English.
	<p>To replace most kerbside recycling boxes with wheeled bins (paper/card in one bin; tins/plastics/glass in another), increasing household recycling storage capacity, improving health and safety for crews and residents by reducing lifting and carrying, and enabling operational efficiencies and cost reductions. A two-tier model will retain boxes for properties that cannot safely store bins.</p> <p>Simpler Recycling</p> <p>‘Simpler Recycling’ reforms and changes to national policy state that paper and card should be collected at kerbside separately to tins, plastics and glass. CYC are already complying with new national policy and would not be exempted to change to kerbside mixed collections.</p> <p>For too long, households in England have been presented with a muddled and confusing patchwork of approaches to bin collections. This policy statement sets out the government’s approach to delivering Simpler Recycling in England, subject to spending review outcomes.</p> <p>This government inherited legislation that could have required households to have up to 7 bins, placing an unnecessary burden on people and businesses. We are simplifying the rules to make recycling easier for people in England, while stimulating growth and maximising environmental benefits.</p> <p>Simpler Recycling will enable consistent, more streamlined collections from all households, businesses and relevant non-domestic premises (such as schools and hospitals).</p> <p>Local authorities and other waste collectors will be able to co-collect some waste streams by default meaning that they will no longer need to collect 7 separate streams.</p> <p>These common-sense changes will not lead to the proliferation of bins but will ensure the same set of materials are collected everywhere in England.</p>

<https://www.gov.uk/government/publications/simpler-recycling-in-england-policy-update/simpler-recycling-in-england-policy-update>

Therefore CYC will be providing two separate bins to ensure paper and card are kept separate to tins, plastics, and glass.

City of York Council (CYC) have done this since introducing recycling collections to maintain the quality of materials and ensure continued strong income for the Council. Mixed materials are harder to trade and have significantly lower value. For this reason, the **Material Recovery Facility** was not invested in to treat mixed materials.

For residents, in addition to kerbside collections, the main recycling and disposal sites are **Hazel Court Household Waste Recycling Centre (HWRC)** (YO10 3DS) and **Towthorpe/Strensall HWRC** (YO32 9ST) where there are separate recycling streams.

1.2 Are there any external considerations?

Legislation / government directive / codes of practice etc.

Yes. The proposal aligns with national “Simpler Recycling” reforms mandated by Department, Environment, Food, Rural Affairs (DEFRA), including the separate collection of paper/card and the planned inclusion of soft plastics/films by March 2027 <https://www.gov.uk/government/publications/simpler-recycling-in-england-policy-update/simpler-recycling-in-england-policy-update>

It is underpinned by the Environmental Protection Act 1990 s45–46 duties on waste collection authorities to specify receptacles <https://www.legislation.gov.uk/ukpga/1990/43/section/45>

A transitional arrangement exempts CYC from mandatory food waste collections until 2043. This is because the authority has a recycling process in place for food waste. Residual waste is taken to our waste disposal facility and treated. Food waste, where possible, is removed from the residual waste and treated through an anaerobic digestion plant that treats the organic waste part and produces a biogas which generates renewable electricity.

DEFRA recognise we have this process in place under a long term contract and have granted the exemption until the end of the contract. In York, material recovery and waste processing are primarily managed through the [Allerton Waste Recovery Park](#), which uses mechanical treatment, anaerobic digestion, and energy-from-waste technologies to process household waste. Allerton Waste Recovery Park, processes up to 320,000 tonnes of waste annually, diverting over 90% from landfills by recovering metals and plastics and generating energy.

Who are the stakeholders and what are their interests?	
	Consider both internal and external stakeholders.
	<ul style="list-style-type: none">• Residents• St Nicks (A partner organisation that has charitable status and the work they do is for environmental benefit).• Waste collection crews and supervisors• Trade unions (Unison / GMB / Unite)• Procurement and finance• Yorwaste (Harewood Whin facility)

1.4 What results / outcomes do we want to achieve and for whom?	
	Explain what outcomes you want to achieve for stakeholders, staff and the wider community. Demonstrate how the proposal links to the Council Plan (2023- 2027) and other corporate strategies and plans. Highlight how the proposal meets the objectives of Equalities, Affordability, Climate and Health.

	<ul style="list-style-type: none"> • Safer collections with fewer musculoskeletal injuries for crews and residents • Increased contained capacity (per 4 weeks on average) and reduced litter • Clear, equitable service offer across York with a two-tier model where bins cannot be stored • Financial sustainability: revenue savings from operating efficiencies and reduced absence • Readiness for future materials (e.g., soft plastics) consistent with national simpler recycling reforms and national policy • Contribution to Council Plan objectives on Equalities (fair access to recycling containers and presentation points), Climate (higher recycling, less litter), Health (reduced injuries), and Affordability (cost control).
--	---

Step 2 – Resources utilised

What sources of data, evidence and consultation feedback have you used to help understand the impact of the proposal on equality rights and human rights?	
Please consider a range of sources, including consultation exercises, surveys, feedback from staff, stakeholders, participants, research reports, the views of equality groups, as well your own experience of working in this area etc.	
Source of data / supporting evidence	Reason for using this source
Service data (injury absence days 2024–2025)	Quantified benefits, operational risks, and financial implications.
Environmental Protection Act 1990	Establishes statutory powers to specify receptacles
DEFRA Simpler Recycling policy	External driver shaping materials collected and service design choices.

Operational experience: box vs bin collection ergonomics; littering from uncontained materials	Identifies likely equality and health impacts (manual handling; street environment).
Stakeholder knowledge	Understanding constraints for dense/heritage areas
NYC Route harmonisation and optimisation	Regional alignment.

Step 3 – Screening the impacts or effects.

3.1 Equality-related obligations derive from the Equality Act of 2010 and the Human Rights Act of 1998.

Once you have engaged with stakeholders you will need to identify how this proposal impacts on their human rights and equalities.

Although the table below one looks complex, its purpose is to facilitate an initial screening of equalities and human rights impacts of your proposal. Many human rights and equalities will not be affected by the decision you are seeking Executive or Council approval for and so can be left blank. The aim here is to identify pressure points regarding human rights and equalities that require attention.

Please see the Appendix for details of the protected characteristics and human rights to consider

The rights listed below in the first column are the relevant ones from the Human Rights Act, and the York Human Rights City Network Indicator Report (non-discrimination, education, health and social care, housing, a decent standard of living). The human rights in the Indicator Report were selected by residents of York as their priority rights. In the first row the protected characteristics under the Equality Act are listed, to which 'Everyone' has been added to capture impacts that affect everyone without distinction.

Step 3.1 Table 1 – Screening the impacts or effects

Equalities Human Rights	Everyone	Age including financial, digital exclusion impacts	Disability Including financial, digital exclusion impacts	Gender	Gender reassign- ment Including Trans, Non- binary, Intersex	Marriage and civil partnership	Pregnancy and maternity	Race	Religion and belief	Sexual orientation	Carers inc financial, digital exclusion impacts	Low- income groups inc financial, digital exclusion impacts	Veteran, armed forces community	Those with experience of Care
Right to life*														
Prohibition of torture*														
Prohibition of slavery and forced labour*														
Right to liberty, movement and security (including freedom of movement)***														
Right to a fair trial*														
No punishment without law*														
Right to private and family life***														
Freedom of thought, conscience, and belief***														
Freedom of expression***														
Freedom of assembly***														

Right to marry***														
Right to property***														
Right to education***														
Right to free elections***														
Right to housing***														

DRAFT

Step 3.2 Table 2 – Assessing the impact of your proposal

Here you will need to record the details on all the impacts identified for both Human Rights and those with Protected Characteristics.

Where you have identified an impact on a protected characteristic / human right in the table above, please indicate whether this is positive or negative and give a description of this impact. If you run out of rows, please add as necessary.

Rights clashes and restrictions

Where rights clash or are being restricted, you will need to explain how the decision has been taken, that the limitation on human rights is provided by law, for a legitimate purpose (justified), and proportionate (the minimum necessary restriction on rights).

First, think about what equalities or rights might be engaged by the proposal, and describe the likely impact of the proposal, and provide an evaluation.

Use the following questions to inform your responses if human rights or equalities are limited or qualified in any way:

- Why are a person's rights being restricted?
- What is the problem being addressed by the restriction on someone's rights?
- Will the restriction lead to a reduction in the problem?
- Does that restriction involve a blanket policy, or does it allow for different cases to be treated differently?
- Does a less restrictive alternative exist?
- Has sufficient regard been paid to the rights and interests of those affected?
- Do safeguards exist against error or abuse?

Table 2

Characteristic or Human Right affected	Positive or Negative impact	Impact Description	Evaluation or justification
Disability (including mobility impairments, visual impairments)	Positive	<p>Negatives: Potential barriers where residents cannot manoeuvre / store wheeled bins.</p> <p>Positives: Reduced carrying versus boxes.</p>	Retain box service where bins cannot be stored; assisted collections; property-level assessments; guidance on safe placement.
Age (older people)	Positive	Similar to disability; risks where steps/long distances exist; benefits from reduced lifting.	Assisted collections
Low-income households	Neutral	<p>Negative: Replacement charges for lost or damaged bins could create financial pressure (Note initial containers will be provided free).</p>	Transparent charging; possible discretion for hardship through ASC and Housing; minimise losses through numbering and clear presentation points.
Carers & Pregnancy/Maternity	Positive	<p>Positive: Less lifting and carrying than boxes; clearer set-out routine.</p>	Clear guidance and calendars; reasonable adjustments when required.
Everyone (Right to property; private/family life)	Positive	Change in container type may affect home storage; improved street cleanliness and hygiene.	Lawful under EPA; proportionate to achieve safety/efficiency/environment aims; two-tier model provides

			flexibility for those with storage challenges.
Workers (H&S – crews)	Positive	Reduced musculoskeletal risks; potential reduction in absence and agency costs.	Monitor H&S data; union engagement; training in safe bin handling.
Digital exclusion (cross-cutting)	Negative risk if comms only online	Residents without internet access may miss changes during rollout.	Multi-channel comms: printed leaflets/calendars, contact centre support.

Step 4 – Gaps in data and knowledge

4.1	What are the main gaps in information and understanding of the impact of your proposal?		
	<p>When conducting your screening, you may have discovered gaps in data or knowledge that make it difficult to assess whether your proposal had a positive or negative impact on human rights/equalities.</p> <p>Please indicate actions you will take to resolve this gap.</p> <p>As your proposal progresses you may be able to resolve this knowledge gap –please indicate when it was resolved.</p>		
	Gaps in data or knowledge	Action to deal with this	Date resolved
	Exact count of properties unable to store bins by ward/type	Undertake desktop and on-street storage audits; use GIS and crew knowledge to refine two-tier list.	
Impact on injury absence post-implementation	Baseline 2024–2025 data; track monthly and annually post-rollout.		

Resident sentiment and behaviour change	Pre and post change surveys; monitor side-waste and contamination; adjust comms	
Financial hardship due to replacement charges	Monitor requests/complaints. (Note initial containers will be provided free).	

Step 5 - Maximising positive impacts

What has been done to optimise opportunities to advance equality / human rights or foster good relations?	
	<ul style="list-style-type: none"> • Clear assisted-collection policy and proactive identification of eligible residents via referrals (adult social care, housing and self-referral). • Offer reasonable adjustments (alternative presentation points) where feasible following assessment. • Inclusive communications for digital and non-digital access. • Property-level assessments for storage; two-tier model (retain boxes) for constrained properties including many city-centre addresses. • Numbered bins and guidance to reduce loss/damage; fair and transparent replacement charging. • Staff training on ergonomics and safe use of moving containers through service H&S training. • Monitor litter incidents around collection days.

Step 6 – Recommendations and conclusions of the assessment

6.1	Having considered the potential or actual impacts you should be in a position to make an informed judgement on what should be done. In all cases, document your reasoning that justifies your decision.
	Important: If there are any adverse impacts you cannot mitigate, please provide a compelling reason in the justification column. There are four main options you can take:

	No major change to the proposal	The HREAT demonstrates the proposal is robust. There is no potential for unlawful discrimination or adverse impact and you have taken all opportunities to advance equality / human rights and foster good relations, subject to continuing monitor and review.
	Adjust the proposal	The HREAT identifies potential problems or missed opportunities. This involves taking steps to remove any barriers, to better advance quality or to foster good relations.
	Continue with the proposal (despite the potential for adverse impact)	You should clearly set out the justifications for doing this and how you believe the decision is compatible with our obligations
	Stop and remove the proposal	If there are adverse effects that are not justified and cannot be mitigated, you should consider stopping the proposal altogether. If a proposal leads to unlawful discrimination it should be removed or changed.

Option Selected	Conclusion / justifications
	No major change to the proposal – there is no unlawful discrimination against any groups and the proposal offers flexibility for those properties with storage challenges and residents in need of assisted collections.

Step 7 – Summary of agreed actions resulting from the assessment

Adjust the proposal	What action, by whom, will be undertaken as a result of the impact assessment.
	List below the actions or mitigations that have been identified and who will be responsible to carrying them out. Add as many lines as you need.

Impact / Issue	Actions to be taken	Person Responsible	Timescale
Residents unable to store bins	Complete storage audits, confirm two-tier list and maintain box service	Environmental Services	During roll-out of bins.
Disabled/older residents needing assistance	Publicise and process assisted collection applications; proactive identification via partners	Environmental Services	During roll-out of bins or if already identified through refuse collection.
Digital exclusion	Issue printed to Ward Councillors and Council offices/buildings (Libraries etc.)	Communications	From comms launch
Financial hardship from replacement charges	Publish charging, track impacts	Environmental Services	No change to policy in place for replacement refuse bins.
Crew H&S outcomes	Training on bin handling (already in place) monitor musculoskeletal absences monthly and annually.	Environmental Services	Post roll-out and ongoing.
Service performance, recycling rates and contamination	KPIs on presentation rates, side-waste, contamination, recycling rates increase/decrease.	Environmental Services	Post roll-out and ongoing.

Step 8 - Monitor, review and improve

8.1	How will the impact of your proposal be monitored and improved upon going forward?
	Consider how will you identify the impact of activities on protected characteristics, other marginalised groups and human rights going forward? How will any learning and enhancements be capitalised on and embedded?
	Monitoring dashboard aligned to service KPIs. Disaggregate complaints and assisted collection uptake by ward and protected characteristics where appropriate. Report quarterly to Directorate Management Team and publish a summary. Review mitigations at 3, 6 and 12 months post-implementation, and adjust operational practices and communications accordingly.

Appendix

Equity, Diversity & Inclusion (EDI): Protected characteristics

Under the public sector duties introduced by the Equality Act 2010 public bodies must have due regard for the need to:

- Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the act, such as the failure to make reasonable adjustments for disabled people
- Advance equality of opportunity between people who share a protected characteristic and those who do not
- Foster good relations between people who share a protected characteristic and those who do not

These duties relate to the nine protected characteristic groups defined by the Equality Act 2010 (outlined in the table below).

The Council recognises that a person's socio-economic background and whether they live in a rural or urban location can be important factors in determining fair access to services, employment and treatment. When carrying out analysis, you must also consider socio-economic issues and rural / urban location issues. In addition to the nine protected characteristic the HREAT includes the following equality groups:

- Carers
- Low income groups
- Veterans, armed forces community
- Experience of care/Other (other groups that are impacted)

Human rights differ from equalities in two main ways:

- First, human rights apply to everyone and not just groups with protected characteristics.
- Second, they allow for the balancing of rights, priorities, and risks. Many rights are not absolute and can be limited or qualified in particular circumstances.

The following guidance identifies which rights are most likely to be engaged by proposals in certain policy areas. This doesn't mean that you should not consider whether other rights might be engaged.

Three types of human rights

There are three types of human rights in the Human Rights Act:

- **Absolute rights** – cannot be breached in any circumstances e.g. right to life and to protection from torture and inhuman or degrading treatment.
- **Limited rights** – can only be restricted in specific situations e.g. a person can be deprived of their liberty if they are convicted of an offence and imprisoned.
- **Qualified rights** – human rights can be restricted if it is in the interests of the wider community or to protect other people's rights e.g. freedom of movement and assembly were restricted during the Covid-19 pandemic in the interests of public health.

As limited and qualified rights are not absolute, they sometimes have to be balanced in decision making. In Table 1, absolute rights are indicated with an *; limited rights with a **; and qualified rights with a ***.

	Description ¹	Focus Area
Right to life	<p>Nobody, including the Government, can take someone's life away. Public authorities must take appropriate measures to safeguard life including by protecting people whose life might be in danger.</p> <p>Public authorities should also consider the right to life when making decisions that might endanger or affect life expectancy.</p> <p>When public officials may be involved in an instance when someone died, public authorities must conduct an investigation.</p>	<ul style="list-style-type: none">• Benefits and money• Births, deaths and marriages• Children and families• Environment and animals• Health and social care• Housing• Planning and building• Waste and recycling

<p>Freedom from torture and inhuman or degrading treatment</p>	<p>Torture consists in causing very serious and cruel physical or mental pain or suffering.</p> <p>Inhuman treatment or punishment is treatment which causes intense physical or mental suffering. Degrading treatment means treatment that is extremely humiliating and undignified.</p> <p>Inhuman or degrading treatment could include: serious physical assault; very severe detention conditions or restraints; serious physical or psychological abuse in a health or care setting.</p>	<ul style="list-style-type: none"> • Children and families • Health and social care
<p>Prohibition of slavery and forced labour</p>	<p>Slavery is when someone owns someone else like a piece of property.</p> <p>Servitude is when someone provides services to a person for no reward and is unable to stop due to coercion.</p> <p>Forced or compulsory labour is when someone is forced to do work to which they have not agreed to, under the threat of punishment.</p>	<ul style="list-style-type: none"> • Children and families • Jobs, training and volunteering • People and communities
<p>Right to liberty and security</p>	<p>It focuses on protecting individuals' freedom from unreasonable detention, as opposed to protecting personal safety. However, there is case law from other jurisdictions where this right also covers personal safety in conditions other than detention.</p> <p>Under the HRA 1998 and the ECHR, it means that no one can be imprisoned or detained without good reason.</p>	<ul style="list-style-type: none"> • Health and social care • Housing • People and communities

Right to a fair trial	<p>This right is triggered when someone is charged with a criminal offence and have to go to court, or a public authority is making a decision that has an impact on someone's civil rights or obligations.</p>	<ul style="list-style-type: none"> • Environment and animals • Health and social care • People and communities • Streets, roads and pavements
No punishment without law	<p>No one can be charged with a criminal offence for an action that was not a crime when it was committed.</p> <p>Public authorities must explain clearly what counts as a criminal offence so that people know when they are breaking the law.</p>	<ul style="list-style-type: none"> • Environment and animals • People and communities • Streets, roads and pavements
Right to private and family life, home and correspondence	<p>This includes one's right to determine their sexual orientation, lifestyle, and the way one looks and dresses. It also includes the right to control who sees and touches one's body. It further covers one's right to develop their personal identity and to forge friendships and other relationships, the right to participate in essential economic, social, cultural and leisure activities. In some circumstances, public authorities may need to facilitate the enjoyment of one's right to a private life, including their ability to participate in society.</p> <p>It also means that personal information about anyone (including official records, photographs, letters, diaries and medical records) should be kept securely and not shared without their permission, except in certain circumstances.</p>	<ul style="list-style-type: none"> • Benefits and money • Births, deaths and marriages • Children and families • Health and social care • Jobs, training and volunteering • Parking and permits • Planning and building • Schools and education • Sports and leisure
Freedom of thought,	<p>This may include the right to change religion or beliefs, the right to put one's thoughts and beliefs into action, for example by exercising the right to wear religious clothing,</p>	<ul style="list-style-type: none"> • Business • Schools and education

conscience and belief	<p>the right to talk about one's own beliefs or take part in religious worship. Public authorities cannot stop anyone from practising their religion, without very good reason.</p> <p>This right protects a wide range of non-religious beliefs including atheism, agnosticism, veganism and pacifism.</p>	
Freedom of expression	<p>This includes the right to express views aloud (for example through public protest and demonstrations) or through published articles, books or leaflets, television or radio broadcasting, works of art, the internet and social media. It further protects the right to receive information from other people by, for example, being part of an audience or reading a magazine.</p>	<ul style="list-style-type: none"> • Business • Environment and animals • People and communities • Schools and education • Sports and leisure
Freedom of assembly and association	<p>This encompasses the right to form and be part of a trade union, a political party or any another association or voluntary group. Nobody has the right to force anyone to join a protest, trade union, political party or another association.</p>	<ul style="list-style-type: none"> • Environment and animals • Jobs, training and volunteering • People and communities • Travel and transport • Streets, roads and pavements
Right to marry and start a family	<p>Right of men and women of marriageable age to marry and to start a family.</p>	<ul style="list-style-type: none"> • Births, deaths and marriages • Children and families
Right to property	<p>No public authority, without very good reason can take away one's property, which may include things like land, houses, objects, shares, licences, leases, patents, money, pensions and certain types of welfare benefits. This right applies to companies as well as individuals.</p>	<ul style="list-style-type: none"> • Benefits and money • Business • Council tax • Environment and animals • Housing • Planning and building

		<ul style="list-style-type: none"> • Travel and transport • Streets, roads and pavements • Waste and recycling
Right to education	<p>This right protects one's right to an effective education within the UK's existing educational institutions. It relates to primary, secondary, and higher education. Parents have a right to ensure that their religious and philosophical beliefs are respected during their children's education.</p>	<ul style="list-style-type: none"> • Children and families • Environment and animals • Jobs, training and volunteering • People and communities • Schools and education • Sports and leisure
Right to free elections	<p>Public authorities must support the right to free expression by holding free elections at reasonable intervals. These elections must enable anyone to vote in secret.</p>	<ul style="list-style-type: none"> • Births, deaths and marriages • People and communities
Right to housing	<p>Adequate housing must provide more than four walls and a roof. For housing to be adequate, it must, at a minimum, meet the following criteria:</p> <p>Security of tenure, that is legal protection against forced evictions, harassment and other threats; availability of services, materials, facilities and infrastructure; affordability, which means that housing is not adequate if its cost threatens or compromises the occupants' enjoyment of other human rights; Habitability, which relates to physical safety or adequate space, as well as protection against the cold, damp, heat, rain, wind, other threats to health and structural hazards; accessibility, in that it must accommodate the specific needs of disadvantaged and</p>	<ul style="list-style-type: none"> • Benefits and money • Housing • People and communities • Planning and building • Waste and recycling

	marginalised groups; location, which means that it must not be cut off from employment opportunities, health-care services, schools, childcare centres and other social facilities, or it must not be located in polluted or dangerous areas; cultural adequacy, which means that it must respect and take into account the expression of cultural identity.	
--	--	--

¹ The wording of each description box has been adapted from the following sources: [Equality and Human Rights Commission](#) or [British Institute for Human Rights](#).