

Notice of a public meeting of

Executive

To: Councillors Douglas (Chair), Kilbane (Vice-Chair), Kent, Lomas, Pavlovic, Ravilious, Steels-Walshaw and Webb

Date: Tuesday, 2 December 2025

Time: 4.30 pm

Venue: West Offices - Station Rise, York YO1 6GA

A G E N D A

Notice to Members – Post Decision Calling-In:

Members are reminded that, should they wish to call-in any decisions made on items* on this agenda, notice must be given to Democratic Services by **4:00 pm on Tuesday, 9 December 2025**.

*With the exception of matters that have been the subject of a previous call in, require Full Council approval or are urgent, which are not subject to the call-in provisions. Any called-in items will be considered by the Corporate Scrutiny Committee.

1. Apologies for Absence

To receive any apologies for absence.

2. Declarations of Interest

At this point in the meeting, Members and co-opted members are asked to declare any disclosable pecuniary interest, or other registerable interest, they might have in respect of business on

this agenda, if they have not already done so in advance on the Register of Interests. The disclosure must include the nature of the interest.

An interest must also be disclosed in the meeting when it becomes apparent to the member during the meeting.

- (1) *Members must consider their interests, and act according to the following:*

Type of Interest	You must
<i>Disclosable Pecuniary Interests</i>	<i>Disclose the interest, not participate in the discussion or vote, and leave the meeting <u>unless</u> you have a dispensation.</i>
<i>Other Registrable Interests (Directly Related)</i> OR <i>Non-Registrable Interests (Directly Related)</i>	<i>Disclose the interest; speak on the item <u>only if</u> the public are also allowed to speak, but otherwise not participate in the discussion or vote, and leave the meeting <u>unless</u> you have a dispensation.</i>
<i>Other Registrable Interests (Affects)</i> OR <i>Non-Registrable Interests (Affects)</i>	<i>Disclose the interest; remain in the meeting, participate and vote <u>unless</u> the matter affects the financial interest or well-being: (a) to a greater extent than it affects the financial interest or well-being of a majority of inhabitants of the affected ward; and (b) a reasonable member of the public knowing all the facts would believe that it would affect your view of the wider public interest. In which case, speak on the item <u>only if</u> the public are also allowed to speak, but otherwise do not participate</i>

	<i>in the discussion or vote, and leave the meeting <u>unless</u> you have a dispensation.</i>
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- (2) *Disclosable pecuniary interests relate to the Member concerned or their spouse/partner.*
- (3) *Members in arrears of Council Tax by more than two months must not vote in decisions on, or which might affect, budget calculations, and must disclose at the meeting that this restriction applies to them. A failure to comply with these requirements is a criminal offence under section 106 of the Local Government Finance Act 1992.*

3. Minutes (Pages 7 - 32)

To approve and sign the minutes of the Executive meeting held on 4 November 2025.

4. Public Participation

At this point in the meeting members of the public who have registered to speak can do so. Members of the public may speak on agenda items or on matters within the remit of the Executive.

Please note that our registration deadlines are set as two working days before the meeting, in order to facilitate the management of public participation at our meetings. The deadline for registering at this meeting is **5.00pm on Friday, 28 November 2025.**

To register to speak please visit www.york.gov.uk/AttendCouncilMeetings to fill in an online registration form. If you have any questions about the registration form or the meeting, please contact Democratic Services. Contact details can be found at the foot of this agenda.

Webcasting of Public Meetings

Please note that, subject to available resources, this meeting will be webcast including any registered public speakers who have given their permission. The meeting can be viewed live and on demand at www.york.gov.uk/webcasts.

5. Forward Plan (Pages 33 - 36)

To receive details of those items that are listed on the Forward Plan for the next two Executive meetings.

6. Re-commissioning of NHS Health Checks (Pages 37 - 64)

To receive a report from the Director of Public Health outlining the statutory requirements of the Council to provide NHS Health Checks, the intended scope of the NHS Health Checks programme over the next five years and seeking delegated approval to procure a supplier to undertake NHS Health Checks on behalf of the Council.

7. Public Space Protection Order (PSPO) covering Union Terrace, Clarence Gardens and The Groves (Pages 65 - 92)

To receive a report from the Director of Housing and Communities which presents the responses from a recent consultation process undertaken, as approved by the Executive Member for Housing, Planning and Safer Communities on 2 September 2025, and to determine whether to re-introduce a PSPO covering Union Terrace, Clarence Gardens and The Groves.

8. Public Space Protection Order (PSPO) within the City Walls (Pages 93 - 122)

To receive a report from the Director of Housing and Communities which presents the responses from a recent consultation process undertaken, as approved by the Executive Member for Housing, Planning and Safer Communities on 2 September 2025, and to determine whether to re-introduce a PSPO within the city walls.

9. Garden Waste Update (Pages 123 - 144)

To receive a report from the Director of Director of Environmental and Regulatory Services which proposes an increase in the garden waste subscription service for 2026 to offset the cost of delivering the service.

10. Urgent Business

Any other business which the Chair considers urgent under the Local Government Act 1972.

Contact details:

Guy Close, Democratic Services Manager

Mobile – (07922) 517103

E-mail – guy.close@york.gov.uk

For more information about any of the following please contact the Democratic Services Manager using the above contact details:

- Registering to speak
- Business of the meeting
- Any special arrangements
- Copies of reports and
- For receiving reports in other formats

Contact details are set out above.

Alternative formats

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我們也用您們的語言提供這個信息 (Cantonese)

এই তথ্য আপনার নিজের ভাষায় দেয়া যেতে পারে। (Bengali)

Ta informacja może być dostarczona w twoim własnym języku. (Polish)

Bu bilgiyi kendi dilinizde almanız mümkündür. (Turkish)

یہ معلومات آپ کی اپنی زبان (ہولی) میں بھی میا کی جاسکتی ہیں۔ (Urdu)

City of York Council

Committee Minutes

Meeting	Executive
Date	4 November 2025
Present	Councillors Douglas (Chair), Kilbane (Vice-Chair), Kent, Lomas, Pavlovic, Steels-Walshaw and Webb
In attendance	Councillor Ayre (Opposition Group Leader)

155. Apologies for Absence

An apology for absence was submitted by Councillor Ravilious.

156. Declarations of Interest

There were no declarations of interest.

157. Exclusion of Press and Public

Whilst it was acknowledged that Annex A to agenda item 7 was classed as exempt for the reasons set out below, it was not anticipated that there was a need for Executive to consider it in private session.

Resolved: That the press and public be excluded from the meeting in relation to Annex A to agenda item 7 on the grounds that it contains information relating to the financial or business affairs of any particular person (including the authority holding that information). This information is classed as exempt under paragraph 3 of Schedule 12A to Section 100A of the Local Government Act 1972 (as revised by The Local Government (Access to Information) (Variation) Order 2006).

(Councillor Pavlovic joined the meeting at 4.32pm during the consideration of this item.)

158. Minutes

Resolved: That the minutes of the Executive meeting held on 7 October 2025 be approved and signed by the Chair as a correct record.

159. Public Participation

It was reported that there had been four registrations to speak at the meeting under the Council's Public Participation Scheme.

Dr Louise Hampson spoke in relation to agenda item 8, Major Projects – Castle and Eye of York Update Report and Next Steps. Dr Louise Hampson was part of University of York and had been closely involved with the consultations undertaken by the team working on Castle Gateway and the Castle Eye space projects focussed particularly on the area around Clifford's Tower and with the local Jewish community as well as other Jewish communities across the country and the world. This was an area of the city rich in history with overlapping and intersecting stories. But the national and international significance of the Jewish heritage around the events of 1190 were of exceptional importance. People came from all over the world to be in that space. Sometimes as individuals, but often in groups. They came to be in a space with enormous emotional and spiritual significance for them. Akin in many cases to a pilgrimage. For those that can, climbing the steep steps to go inside Clifford's Tower was a powerful experience. But for those who were unable to make the climb or for whom that experience was too intense, there needs to be a way of meeting those needs.

It was felt that development of this area offered a once in a generation opportunity to create a space within the wider plans for that area, which recognised the extraordinary significance of this intangible heritage, both in York's history and that of Jewish communities across the world. That it should offer people a place to step out of the bustle of other visitors and be able to take the time to reflect, to pray, to acknowledge what happened here and to be able to do so easily without fear of being in the way or being hurried on by the traffic of other users in that space. It was felt that this required clear delineation without being exclusionary and should be accompanied by interpretation which acknowledged that users needed accurate information about the events of 1190, but which sets this primary story sensitively into the wider context of the multivalent histories of that space in ways which allow people to engage with their own thoughts and reflections.

Whilst acknowledging and understanding that budgets had reduced, and some aspects of the wider scheme as originally

envisaged have had to be reviewed, Executive was urged to ensure that permissions granted this fundamental principle of creating a defined, generous, beautiful, safe and inclusive gathering space in which this story was clearly and sensitively told and where everyone from large school groups exploring history to elderly people wanting to step out, sit down, and be with their own thoughts was not cut back. Current world events had made the circumstances and events of 1190 feel particularly resonant, and this scheme could and should be an opportunity to show that York not only knows its history but learns from it and can teach the rest of the world about it.

Lilian Coulson spoke in relation to agenda item 8, Major Projects – Castle and Eye of York Update Report and Next Steps. As a long-standing consultee York Liberal Jewish Community requested that the current proposals be amended to become more inclusive, better meet the needs of its current users, better telling its important history, and reflected York's values today.

To meet City of York Council's financial constraints, it was suggested that the current phasing of some elements be reconsidered to ensure that what was included and implemented in phase one will be meaningful and perform its intended function.

The scheme's evolution has reinstated much needed blue badge parking, but the requested numerous seating areas around the pathway were now concentrated mainly around the large children's play area and the Eye of York with little along other main walkways of the Clifford Tower green space. And the removal of the event space included the removal of the 1190 memorial garden. Any commemoration, contemplation, prayer, and learning was now expected to take place on the new circular path to be built into the base of the mound around Clifford's Tower. The masterplan now annotated a single bench as the 1190 memorial space with potential for a future memorial subject to other unknown funding. It was requested that the 1190 memorial garden be reinstated to properly respect the history of this important site, explain what happened here, and as a place that showed that in York we move forward together. As a multifunctional space, it should be a commemoration for those who died here in 1190. A proper reflective space for those who wish to play and quietly think, an informed functional space where school and tour groups can learn about Clifford's Tower

and its history, a focal space for the annual Clifford's Tower commemoration event, and a quiet seating area for all. All provided in a designated landscaped area where large numbers of people can sit and stand off the main walkways overlooking Clifford's Tower and away from the main children's play area.

It was proposed that the Memorial Garden be expanded to include something currently missing from our city. There was currently no peace garden in York, and where better to site it than at the heart of our city's former castle to provide a new welcoming space where people can sit and learn of our city's values together. Today we are an interfaith city and city of sanctuary where we regularly stand together against religious intolerance, racism and hate. With clear information about our past and our future, this 1190 memorial peace garden can tell our history and how we learn from it to encourage all who live and visit York to make it one city for all. This would provide perfect symmetry of the past and what we stand for in York for our future.

It was requested that the priorities for the current application and the first phase of implementation be reconsidered to reinstate the memorial garden and if funds were needed for this then the circular path could be deferred to a later phase when wider traffic considerations could be more easily resolved.

Councillor Rose spoke in relation to multiple agenda items. It was reported that the Executive agenda contained monumental pieces of work in relation to the anti-poverty strategy, neighbourhood model, numerous prospectus items, the Clifford's Tower area plans, the Community Infrastructure Levy (CIL), and much more. Obscured by the bigger items were many smaller improvements for residents. For instance, in the Acomb area alone, there had been positive work at Acomb Library, Energise, Westfield School, Lowfield, the multi-use games area, street lighting renewals, active travel schemes, a great places plan, and parts of the city's largest ever highways resurfacing programme. This was the real substance of what the council does alongside social care and it was therefore disappointing to see only two articles about these developments across the local press. That there was so much that York residents did not know about that benefit them. These positives were despite the greatest pressures on council finances.

It was felt that in relation to York Christmas Markets, the Human Rights Act, Article 2, did not mean spending all money eliminating every potential risk to life. It was about ensuring the appropriate balance. The police had its own view on balance, but the role of the police prevented true neutrality and meant that they could view balance differently to human rights groups and others. The council routinely weighed up all rights for all residents for this very reason.

Andrew Lowson representing York BID spoke in relation to agenda item 8, Major Projects – Castle and Eye of York Update Report and Next Steps. It was reported that there was still some nervousness from within the business community about how the removal of Castle Car Park will affect the footfall on the city.

Having been a member of the steering group for many years and some of those original mitigations, such as the multi-story car park at St. George's, the link bridge for Castle Mills, the new event space, those had all been removed from the scheme. This linked to the wider conversation on car parking and accessibility to the city. The spend data and anecdotes from businesses points that local spend is down since April and this was something York BID would look to bring to the attention of Executive as part of the upcoming car parking consultation. York BID welcomed the ambitions behind the Castle and the Eye of York project, particularly as this was a once in a generation opportunity to reshape one of our city's most important historic areas to make it greener and more welcoming. The businesses who supported this project were hopeful it will drive footfall, especially around the Coppergate area.

It was requested that progress on this project was balanced with practicality in relation to the closure of Castle Car Park. The report made clear that this would remove about 268 spaces with the mitigation focused on the Coppergate multi-story. It was stressed how vital it was that the Coppergate improvements were completed and fully operational before any closure took place. Those upgrades such as better signage, extended hours were not just cosmetic. They were essential to make Coppergate an attractive alternative, safe and convenient environment. Until those measures were in place, if Castle Car Park was removed, it could risk creating some pressures on accessibility and undermine some confidence in the wider project.

There was also some disappointment expressed in relation to the proposed foot bridge linking Castle Mills and Eye of York, which had been removed from the scheme. That bridge was never simply just about convenience. It was about connectivity, encouraging footfall to flow naturally between different sites and developments. The council and its partners were urged to ensure that the footbridge remained firmly built into the castle mills development plans. It was not considered that the long-term success of the whole masterplan was dependent on seamless access and movement across the Foss.

160. Forward Plan

Members received and noted details of the items that were on the Forward Plan for the next two Executive meetings at the time of agenda publication.

161. York Christmas Market 2025: Operation of Temporary Anti-Terrorism Traffic Regulation Order

The Director of City Development submitted a report which presented an update on the operation of a temporary Anti-Terrorism Traffic Regulation Order (ATTRO), following initial consideration by Executive at its meeting on 7 October 2025.

The following information was appended to the report:

- ATTRO Order
- ATTRO Notice of Making
- Recommended Excluded Vehicle Access Risk Assessment
- Recommended Controlled Vehicle Access Risk Assessment (Exempt from publication)
- Equalities Impact Assessment.

The following officers were in attendance for this item:

- Garry Taylor, Director of City Development
- Ben Murphy, Head of City Development.

The key areas of discussion were:

- The Director of City Development reported that there had been numerous meetings since the decision made at the

October Executive meeting at multiple levels from bronze through to gold command, including engagement at national level in terms of specialist anti-terrorism advice. The only vehicles that were to be allowed were those that were from a known staffed organisation and fully vetted through the relevant processes and procedures.

- The Opposition Group Leader expressed concern that this was the second time that Elected Members had been presented with a report less than 24 hours before the meeting, which didn't give the public or opposition members sufficient time to read through all the details contained in the report. There were also some concerns around the financial issues contained in the report. In particular, the suggestion that the Mayor of York and North Yorkshire Combined Authority could find £102,000 towards cost mitigations. In addition, comments made at the last meeting which threatened the Christmas Market were particularly unhelpful and destabilised partners and businesses. It was welcomed that this report had started to step back on some of those threats about cancelling the York Christmas Market.
- The Executive Member highlighted the need to reflect on the work that happened between making the decision last year and then considering it again this year. Consideration of doing the market differently and all the risks and benefits. It had been anticipated based on the information available that it would be a matter of making a similar decision to last year. That the letter from the Chief Constable letter put the ruling administration in what was considered an impossible situation and there was a need to mitigate the harm. Officers were thanked for working at phenomenal pace since the last meeting to identify what could be done to limit the harm caused.
- In relation to exemptions, these were limited cases for very specific deliveries. It was not ordinary deliveries to shops. The advice of the Chief Constable was clear that no other traffic could be tolerated within the Hostile Vehicle Mitigation (HVM) zone. That advice was being followed. There was a need to take the responsibilities seriously and keep people as safe as possible. This was to be balanced against the impact of the decisions that might be made to limit those risks. Advice had been received from the Chief Constable, but also human rights experts.

- The Leader of the Council concluded that Executive was committed to ensuring that residents were not excluded from elements of their city. That was a highly important aspect, and it needed to be balanced against all the other considerations. There was a need to consider how the Christmas Market functioned if it could not accommodate all residents. That there was a need to find a way of doing that and that work was to start in early 2026, as referenced in the report.

Resolved (unanimously):

That Executive

- i) Agrees the publication and implementation of the York (City Centre) (Anti-Terrorism Temporary Traffic Restrictions) Order 2025 (Annex A and B of the report).
- ii) Notes the risk assessment at Annex C of the report and agrees the operational protocols to the scheme summarised at paragraphs 31-36, and included at confidential Annex D to the report, and the approach to excluding vehicular access set out at paragraphs 37-42 of the report. Agrees that any minor amendments to the arrangements be delegated to the Director of City Development (in consultation with the Leader) to agree with North Yorkshire Police.
- iii) Agrees the risk and impact mitigation package summarised at paragraphs 31-42, and (in respect of risk mitigation measures) included at confidential Annex D of the report.
- iv) Approves a temporary change of the Council's policy on vehicle clamping and removals to enable the removal of vehicles parked in the protected area, within the HVM, during event hours after a Penalty Charge Notice (PCN) has been issued (as waiting and loading will be temporarily suspended), in accordance with the statutory guidance for local authorities in England on civil enforcement of parking contraventions.
- v) Acknowledges the forecast additional costs of £102k to support the recommendations ii) and iii), and to seek to recover these costs (except where they

relate to discretionary impact mitigation measures) from event operator Make it York.

- vi) Agrees to receive a future report early in 2026 reviewing the strategic case for, and ongoing delivery arrangements associated with, the Christmas Market and other significant footfall city centre events.

Reason

- vii) Having agreed to make the ATTRO in October's Executive meeting, Executive must identify an approach to implementing the ATTRO which is reasonable and proportionate having fully considered all relevant matters, with all associated activity funded and deliverable. A further report reviewing the case for, and delivery arrangements associated with, the York Christmas Market and other largescale city centre events will allow for strategic city decision making around these future events.

162. Major Projects – Castle and Eye of York Update Report and Next Steps

The Director of City Development submitted a report which detailed the costs and funding package for the relevant works and/or services and sought delegations to allow such works and/or services to be procured.

The following information was appended to the report:

- Summary diagram: Scheme Development 2022 – 2025
- Castle Gateway Parking Options Paper
- Equalities Impact Assessment.

The following officers were in attendance for this item:

- Garry Taylor, Director of City Development
- Ben Murphy, Head of City Development.

The key areas of discussion were:

- In response to a query about some of the financial implications, the Director of City Development confirmed

that there was additional revenue borrowing. In relation to parking data this was based on information collated by the Council. It related to income received over the course of the year, parking trends in relation to park and ride and city centre demand. Worst case revenue implications had been applied. There was reported to be significant car parking capacity, particularly at Coppergate. The report took account of peak times, such as Christmas and over the summer months, and on weekends. A strategic approach had been applied with a particular focus on the park and ride. It was noted that investment in the park and ride had been approved at the October Executive meeting.

- The Executive Member reported that there had been an evolution of plans which had resulted in significant changes. The development of a multi-story car park in the city centre had been removed on the basis that it did not fit with the transport strategy as it encouraged more cars into the city centre. The revised plans provided people in the city with family friendly green space. There had been some additional costs incurred due to the HVM measures that had been included on the advice of security experts. It was noted that blue badge parking had been retained in a space that was closest to large parts of the city centre and provided a significant number of car parking spaces. It was reported that there may be some additional borrowing, which was £1.5m if the amount could not be utilised from external sources.

Resolved (unanimously):

That Executive

- a. Notes the evolution from the original masterplan scheme to the proposed scheme as summarised in Appendix 1, and the progress to date around planning submission and scheme development.
- b. Approves the total project funding package of up to £9.934m, to deliver the Castle and Eye of York and Coppergate car park works, comprised of both Council and external funding as set out from paragraph 56 of the report.
- c. Approves the inclusion of the scheme in the York Prospectus (Executive agenda item 15) to seek additional external funding. In the event that the bid is not successful, approve the virement of £1.5m from the

highways programme to the Castle Gateway scheme across the years 2026/27 to 2028/29.

- d. Approves the improvements to be made to Coppergate car park to ensure that it is an attractive, safe and convenient alternative parking option for all users, including potential to extend hours of operation at an estimated cost of £200k (included in the £9.934m).
- e. Approves the procurement of contractors and specialist support services to enable timely completion of the scheme (pending Planning ref 22/00209/FULM with further details submitted on 4th July 2025). The works are subject to the granting of planning permission.
- f. Delegates authority to the Director of City Development, in consultation with the Director of Governance, Head of Procurement and the Director of Finance, to procure such contractors and/or consultants and to take such steps as are necessary to award and enter into any resulting contracts for works and/or services for the completion of the Scheme and the proposed works at Coppergate car park (including (where applicable) any and all planning agreements and/or highways/land agreements as required and any grant terms and conditions relating to any external funding bids as may be necessary) as well as any subsequent modification and/or extension to any such contracts post-award); (however for the sake of clarity this delegation is not for any requirements of either the Local Planning and/or Highways Authority). The delegations given in this recommendation must be exercised within the budgets approved within this report.
- g. Agree the permanent closure of Castle Car Park to non-blue badge parking, from 2026 and accept the associated loss of income and unavoidable growth pressure in future revenue budget processes. Approve the associated package of mitigation (to include works to Coppergate Car Park and exploring potential future works to St George's Field Surface Car Park - to be considered as part of the wider Movement and Place workstream both subject to the granting of any necessary planning permission). To note that during the construction period the car park will very likely be closed to all users, including blue badge holders, though the extent and impact of such closures on blue badge holders will be sought to be mitigated.

Reason:

- h. To allow the progression of the Castle and Eye of York scheme to deliver this project which has been a longstanding development ambition of the city and partners. This will deliver transformative benefits across a range of outputs and outcomes. To finally realise key city benefits, with mechanisms in place to ensure appropriate management of budget and project risk profile, and to do so in a manner which mitigates any potential adverse impacts on Council revenue, transport networks and local businesses.

163. Capital Programme - Monitor Two 2025/26

The Director of Finance submitted a report which presented the projected outturn position for 2025/26 including any under/overspends and adjustments, along with requests to re-profile budgets to/from current and future years.

The following information was appended to the report:

- Capital Programme 2025/26 to 2029/30.

Debbie Mitchell, Director of Finance was in attendance for this item.

The key areas of discussion were:

- The Director of Finance reported that a significant slippage of around £18m had been identified on a range of schemes mainly due to a review of transport commitments. Details about individual schemes were provided in the report.
- The Opposition Group Leader expressed some concern about the stated spring 2026 delivery of the city centre sustainability corridor, which had been timed at the same time as works on Lendal Bridge. This was considered a high-risk strategy, particularly if work was to start on Castle Gateway. There was also some concern about a potential increase in charges for green bin services, which based on initial reporting was to be charged at £52.
- The Executive Member advised that the green bin charge was not for consideration at this meeting and no decision

had been made. This was to be considered separately at a future meeting.

Resolved (unanimously):

That Executive

- a) Recommends to Full Council the adjustments resulting in a decrease in the 2025/26 budget of £17.865m as detailed in the report.
- b) Notes the 2025/26 revised budget of £162.466m as set out in paragraph 10 and Table 1 of the report.
- c) Approves the virement of £1.3m between the Integrated Transport budget and Lendal Bridge budget to fund the additional works set out in the report.
- d) Notes the restated capital programme for 2025/26 – 2029/30 as set out in Annex 1.

Reason: To enable the effective management and monitoring of the Council's capital programme.

164. Quarter Two 2025/26 - Finance and Performance Monitor

The Director of Finance submitted a report which presented the projected financial position and the latest performance information for the period covering 1 April 2025 to 30 September 2025.

The following information was appended to the report:

- Quarter Two Performance Tables - City Outcomes and Council Delivery Indicators 2023-2027
- Council Plan Annual Update 2025.

Debbie Mitchell, Director of Finance was in attendance for this item.

The key areas of discussion were:

- The Director of Finance reported that there had been a worsening of the forecast overspend which was now just over £6m and the main area for that overspend was adult social care. The service had prioritised development of an action plan that sought to mitigate those pressures.

Across the council, cost control measures and mitigations were to be established to manage identified pressures.

- In response to a query, the Executive Member advised that cycling data had been removed from the performance monitor whilst officers assessed exactly what the cycling index measured. At the same time officers were working on identifying more effective ways of monitoring how much people in the city walk, wheel and cycle. This aimed to give a more accurate picture of sustainable travel rather than focussing on how many people cycled past a particular point.

Resolved (unanimously):

That Executive

- a) Notes the finance and performance information.
- b) Notes and supports the need to undertake mitigation action identified within the report.

Reason: To ensure expenditure is kept within the approved budget.

- c) Approves the extension to 31 December 2027 for the letter of credit to York Museums Trust as outlined in paragraphs 34-36 of the report.

Reason: To secure the financial viability and confidence in the Yorkshire Museum Trust.

- d) Approves the second annual Council Plan Progress report for publication on the Council's webpages.

Reason: To provide a review of activity undertaken by the Council that supports ambitions to make York a more equal, affordable, sustainable and healthy city.

In relation to acceptance of the funding from the York & North Yorkshire Combined Authority:

- i) Accepts funding from the York and North Yorkshire Combined Authority, delegating authority to the Director for City Development to progress the below, in consultation with the Executive Member for the

Economy and Culture, or the Executive Member for
Climate Change and the Environment:

- a) £2,390,000 from the Mayoral Investment Fund
- b) £604,893 from the UK Shared Prosperity Fund
- c) £3,066,209 from the Net Zero Fund.

The below is delegated to Chief Strategy Officer as below £250k

- d) £216,000 from the Mayoral Renewables Fund.
- ii) Accepts funding from the York and North Yorkshire Combined Authority, delegating authority to the Director of Housing and Communities in consultation with the Executive Member for Economy and Culture and Executive Member for Children, Young People and Education, for:
 - a) £120,000 from the Mayoral Investment Fund.
- iii) Accepts funding from the York and North Yorkshire Combined Authority, delegating authority to the Director of Environment and Regulatory Services in consultation with the Executive Member for Transport for:
 - a) £4,423,000 for Local Highways Maintenance Funding.
- iv) Accepts funding from the York and North Yorkshire Combined Authority, delegating authority to the Director of City Development in consultation with the Executive Member for Transport for:
 - a) £7,456,000 from the Local Transport Grant
 - b) £1,582,000 from the Integrated Transport Block
 - c) £190,000 from the Local Transport Resource Fund
 - d) £4,836,416 from the Department for Transport Bus Grant.

Reason: To secure funding to progress programmes of work related to each funding stream to enable activity that will support a more prosperous, affordable, accessible and equal city.

165. Medium-Term Financial Strategy Update

The Director of Finance submitted a report which provided an update on the Medium-Term Financial Strategy along with an outline of the 2026/27 budget process.

Debbie Mitchell, Director of Finance was in attendance for this item.

The key areas of discussion were:

- The Director of Finance highlighted that the report set out some of the key assumptions for budget planning. It was advised that it was for Full Council to agree the budget, but there was a need to make some assumptions for financial planning. These assumptions remained under review and further updates were to be provided in due course.
- The Chancellor was setting out the national budget later this month. It was anticipated that individual funding allocations were to be announced around mid-December. The medium-term financial strategy update also set out the cumulative budget gap of £33.7 million. It outlined the main strategy for closing this forecast gap, which was predominantly from the council wide transformation programme together with maximising internal / external income and a continued focus on efficiency and reviewing contracts. It was unlikely that the Council could save £33.7m without considering some other cuts or reductions in service. That was another factor, and a programme of work had been established as part of a series of service reviews. Every service area was to be reviewed to help identify where savings could be made.
- The Executive Member acknowledged the financial challenges facing the Council over the next three years. Linked to this was the unknown outcome of the Fair Funding Review. A great deal of hard work had been undertaken in ensuring that the Council met its duty for setting a balanced budget.

Resolved (unanimously): That Executive agrees the Medium-Term Financial Strategy as outlined in the report.

Reason: To ensure the Council meets future financial challenges and produces a robust budget.

166. Treasury Management 2025/26 mid-year report and review of prudential indicators

The Director of Finance submitted a report which provided an update on treasury management activity for the first half of the 2025/26 financial year together with the latest update of prudential indicators.

Debbie Mitchell, Director of Finance was in attendance for this item.

In response to a specific query, the Director of Finance advised that in relation to the treasury, the level of cash was not reflective of a political decision. It was a deliberate strategy that had been agreed in terms of using cash balances to avoid the cost of borrowing. There had been no borrowing in advance of need. It had served the council well in terms of its borrowing costs, particularly in relation to only borrowing what was needed given the rates of return were incredibly low and the cost of borrowing was significantly higher than it was some years ago.

Resolved (unanimously):

That Executive notes

- a) The 2025/26 Treasury Management activity for the period ending 30 September 2025; and
- b) The Prudential Indicators outlined in Annex A of the report (updated where applicable) and notes the compliance with all indicators.

Reason: To ensure the continued effective operation and performance of the Council's Treasury Management function and ensure that all Council treasury activity is prudent, affordable and sustainable and complies with policies set.

167. Community Infrastructure Levy

The Director of City Development submitted a report which considered the outcomes of the Examination and how to proceed with implementation of the Community Infrastructure Levy.

The following information was appended to the report:

- Submitted Community Infrastructure Levy Draft Charging Schedule (July 2025)
- Examiner's report including Appendix with proposed modifications schedule
- Equalities Impact Appraisal.

The following officers were in attendance for this item:

- Garry Taylor, Director of City Development
- Alison Cooke, Head of Strategic Planning Policy.

The key areas of discussion were:

- It was queried whether there was potential for forward funding specific projects, for example Castle Gateway. The Director of City Development advised that there was a requirement for funding to be spent on development and infrastructure related activity. A separate report was to be presented to a future Executive meeting inviting Members to consider how to allocate the funding, particularly in terms of the split between major and community-based schemes.
- The Executive Member highlighted the benefits of a potential £18m additional funding from developers. He also wished to extend his thanks to Alison Cooke and her team for all their hard work over a short period of time. There was a need to address the infrastructure gap both locally and nationally. That the current system did not provide the mechanism for the delivery of key infrastructure and delivering communities where people were able to thrive.

Resolved (unanimously):

That Executive

- i) Accepts the outcomes of the independent Examiner's Report (Annex B of the report), including modifications proposed by the Examiner to ensure the Community Infrastructure Levy (CIL) and proposed Charging Schedule can be soundly implemented.

Reason: To ensure the Charging Schedule is legally compliant, robust, and capable of being implemented effectively, in line

with the recommendations of the independent Examiner and national planning guidance.

- ii) Recommends to Council that the draft CIL Charging Schedule be approved as set out in Annex A as modified by the Examiner as set out in Annex B of the report.

Reason: To allow the CIL Schedule to be legally adopted and implemented.

- iii) Recommends that the implementation date for the Community Infrastructure Levy will take effect from 1 February 2026.

Reason: To agree to set a CIL implementation date that supports adequate preparation of internal systems and resources.

- iv) Delegates authority to the Director of City Development to review the instalment policy and make any necessary further minor editorial changes to the Charging Schedule or a change to the implementation date, if necessary.
- v) Delegates authority to the Director for Environment and Regulatory Services to agree publishing and necessary documentation for the introduction of CIL.

Reason: To enable timely and efficient progression of the CIL adoption process, ensuring operational readiness, sound implementation and regular monitoring.

- vi) Notes that a further report regarding the spending of CIL will be brought to a future Executive for consideration.

Reason: To allow Executive to consider how to spend the CIL monies received.

(At this point the meeting was adjourned at 6.25pm and reconvened at 6.35pm.)

The Director of City Development submitted a report which provided an update on the Local Nature Recovery Strategy and presented recommendations in relation to the endorsement of the Publication Draft version of the North Yorkshire and York Local Nature Recovery Strategy.

The following information was appended to the report:

- Pre-Publication Local Nature Recovery Strategy Short Summary (consultation version, June 2025).

The following officers attended the meeting for this item:

- Garry Taylor, Director of City Development
- Alison Cooke, Head of Strategic Planning Policy
- Guy Hanson, Design and Conservation Manager.

The key areas of discussion were:

- Officers were thanked for the extensive work that had been undertaken, particularly as part of the consultation exercise working with local libraries to ensure as many York people as possible were involved.
- The Executive Member welcomed the overall trajectory of the Local Nature Recovery Strategy. That the opportunities across the region were huge in terms of nature recovery, so long as there was sufficient funding for total delivery. There were significant opportunities within York and particular reference was made to the positive work done as part of the green corridors project. City of York Council had a wealth of expertise in ecology and biodiversity and that had shone through in the consultation responses.

Resolved (unanimously):

That Executive

- i) Notes the work that has been undertaken in relation to the North Yorkshire and York Local Nature Recovery Strategy at pre-publication stage, comprising:
 - The *Local Habitat Map*, which spatially identifies existing and potential areas for nature recovery.

- The *Statement of Biodiversity Priorities*, which sets out agreed ecological priorities and measures for habitat enhancement and creation.

Reason: To ensure these outputs are compliant under the Environment Act 2021, and capable of being implemented effectively as a reference point for future planning and environmental decisions.

- ii) Delegates authority to the Directory of City Development, in consultation with the Executive Member for Environment and Climate Emergency, to respond to North Yorkshire Council as the Responsible Authority within the statutory 28-day period following their issue of the Publication draft LNRS.

Reason: To allow a statutory response to be provided to the Regulation 15 stage consultation.

169. York's Prospectus – Going for Good Growth with Innovation, Culture and Heritage at our heart

The Director of City Development submitted a report which presented York's response to the York and North Yorkshire Combined Authority's Local Growth Plan, known as York's Prospectus, Going for Good Growth with Innovation, Culture and Heritage at our heart.

The following information was appended to the report:

- York's Prospectus – Going for Good Growth with Innovation, Culture and Heritage at our heart
- Equalities Impact Assessment.

The following officers were in attendance for this item:

- Garry Taylor, Director of City Development
- Claire Foale, Chief Strategy Officer
- Sam Blyth, Head of City Strategy and Corporate Programmes.

The Leader of the Council thanked officers for all their hard work both internally with colleagues in the council but also right across the city. It was a collaborative partnership approach

which set out how we develop our city for the future and showed the ambition we had for our place and for the people in York.

Resolved (unanimously): That Executive approves *York's Prospectus* as attached at Annex A to the report.

Reason: *York's Prospectus* is York's response to the Local Growth Plan. It is a continuation of the approved Mayoral Pipeline of Proposals. It has been developed in collaboration with city partners and sets out a series of projects that would support both delivery of the Local Growth Plan and 10-Year City Plan and Strategies.

Rejecting *York's Prospectus* would mean council officers did not have a guide of priority projects to proactively attract investment into the city, with the risk that residents miss out on significant benefits as a result.

170. Tackling Poverty Today and Turning the Tide to Create Lasting Change: A Strategy and Strategic Action Plan for addressing Poverty in York 2025-2035

The Director of Housing and Communities submitted a report which presented for approval 'Tackling Poverty Today and Turning the Tide to Create Lasting Change - A Strategy and Strategic Action Plan for addressing Poverty in York 2025-2035' a 10-year strategy and action plan for tackling poverty in York.

The following information was appended to the report:

- 10-year anti-poverty strategy - Tackling Poverty Today and Turning the Tide to Create Lasting Change - A Strategy and Strategic Action Plan for addressing Poverty in York 2025-2035
- Analysis of consultation feedback
- Equalities Impact Assessment.

The following officers were in attendance for this item:

- Pauline Stuchfield, Director of Housing and Communities
- Sam Blyth, Head of City Strategy and Corporate Programmes.

The key areas of discussion were:

- Officers advised that the Strategy and Strategic Action Plan had been developed and co-ordinated with partners. It had also been considered by the Corporate Scrutiny Committee. All those involved were thanked for their positive contribution as part of the extensive consultation exercise, which took place from August to October 2025.
- The Opposition Group Leader pointed out that it was important to recognise the work of the Rowntree family since it marked 100 years since Joseph Rowntree passed away with his work on pensions and welfare. In relation to the report, it covered many of the actions that were needed across the city both by council and its partners. It was felt that there was scope to provide more detail about the number of people that were going to be helped and that was an area that could be developed over time.
- The Executive Member emphasised the need to address hidden poverty. That York was an incredibly unequal City and that was one of the biggest issues faced. According to recent data, York had eight areas that were in the 20% most deprived in the country. Work was to be undertaken to establish monitoring arrangements to review the level of improvements. The Financial Inclusion Steering Group had an important role. There was a need to prepare for the future and support people to stop them falling into the poverty trap.

Resolved (unanimously): That Executive approves the 10-year strategy and action plan and endorses it for adoption by Full Council on behalf of the city of York.

Reason: In alignment with the Council Plan and 10-year strategies, the anti-poverty strategy and action plan, reflects the views of residents, communities, partners and Members, sets a direction of travel for the council and partners over the next 10 years to tackle poverty in York helping to support the most vulnerable in society.

171. City of York Council Neighbourhood Model - Implementation Phase

The Director of Housing and Communities submitted a report which presented detailed proposals for the implementation phase, agreement of a shared outcomes framework, and endorsement of the neighbourhood practice model.

The following information was appended to the report:

- Equalities Impact Assessment
- Shared Outcomes Framework
- York Neighbourhood Model Practice Framework.

The following officers were in attendance for this item:

- Pauline Stuchfield, Director of Housing and Communities
- Laura Williams, Assistant Director of Customer and Communities.

The key areas of discussion were:

- Members and officers thanked Laura Williams for all her hard work and extremely positive contribution to the Council who it was reported was attending her last Executive meeting before taking up a new role as Director at another local authority.
- The Executive Member welcomed the report which highlighted the importance of being able to access services and bringing organisations together as part of a systems-based approach. It was reported that the approach had received cross party support at Scrutiny Committee meetings.
- Another Executive Member discussed the important role of the communities team in implementing the approach. That it was about building health and care services where there was need in their community.

Resolved (unanimously):

That Executive

- i) Notes the progress and plans made across Council teams and by partners, particularly in the health system, in developing and testing the Neighbourhood Model;
- ii) Approves the Shared Outcomes Framework (Annex B of the report) and Practice Model (Annex C of the report) as the foundation for delivering integrated neighbourhood working across the city; and
- iii) Approves the Governance Structure at paragraph 58 of the report.

Reason: To provide a plan for the implementation of a Neighbourhood Model for York.

172. Lord Mayoralty Points Allocation

The Director of Governance submitted a report which invited Executive to consider the points allocations for the Lord Mayoralty for the forthcoming municipal year, 2026/2027.

Bryn Roberts, Director of Governance, attended the meeting for this item.

Resolved (unanimously): That Executive agrees the points allocation for the Lord Mayoralty for the municipal year 2026/27 in accordance with the information presented in the table at paragraph 8 of the report.

Reason: To allow for the nomination to the office of Lord Mayor for the Municipal Year 2026/27.

173. Urgent Business

There were no urgent items of business to consider.

Councillor Douglas, Chair

(The meeting started at 4.30 pm and finished at 7.23pm).

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Table 1: Items scheduled on the Forward Plan for the Executive Meeting on 20 January 2026

Title and Description	Author	Portfolio Holder
Capital and Investment Strategy Purpose of report: To set out a framework for all aspects of the council's capital and investment expenditure including prioritisation, planning, funding and monitoring.	Director of Finance	Executive Member for Finance, Performance, Major Projects, Human Rights, Equality and Inclusion
Capital Budget 2026/27 to 2030/31 Purpose of report: To present the capital programme, including detailed scheme proposals.	Director of Finance	Executive Member for Finance, Performance, Major Projects, Human Rights, Equality and Inclusion
Capital Programme Update Monitor Three Purpose of report: To provide an update on the capital programme	Director of Finance	Executive Member for Finance, Performance, Major Projects, Human Rights, Equality and Inclusion

Finance and Performance Monitor Three Purpose of report: To present details of the overall finance and performance position.	Director of Finance	Executive Member for Finance, Performance, Major Projects, Human Rights, Equality and Inclusion
Financial Strategy 2026/27 Purpose of report: To present the Financial Strategy, including detailed revenue budget proposals.	Director of Finance	Executive Member for Finance, Performance, Major Projects, Human Rights, Equality and Inclusion
Treasury Management Quarter Three Prudential Indicators Purpose of report: To provide an update on the treasury management position.	Director of Finance	Executive Member for Finance, Performance, Major Projects, Human Rights, Equality and Inclusion

<p>Treasury Management Strategy Statement 2026/27 - 2030/31</p> <p>Purpose of report: To set out the treasury management strategy, including the annual investment strategy and the minimum revenue provision policy statement and prudential indicators.</p>	<p>Director of Finance</p>	<p>Executive Member for Finance, Performance, Major Projects, Human Rights, Equality and Inclusion</p>
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Table 2: Items scheduled on the Forward Plan for the Executive Meeting on 3 February 2026

Title and Description	Author	Portfolio Holder
<p>Consultation on a York Wide Smoke Control Area (SCA)</p> <p>Purpose of report: To outline the results of a public consultation on proposals to further reduce emissions of fine particulate matter (PM2.5) and other pollutants from solid fuel burning through a York wide Smoke Control Area (SCA).</p>	<p>Director of Transport, Environment and Planning</p>	<p>Executive Member for Environment and Climate Emergency</p>



Meeting:	Executive
Meeting date:	2 December 2025
Report of:	Peter Roderick, Director of Public Health
Portfolio of:	Councillor Steels-Walshaw, Executive Member for Health, Wellbeing and Adult Social Care

Decision Report: Re-commissioning of NHS Health Checks

Subject of Report

1. The report will outline the statutory requirements of the Council to provide NHS Health Checks, the intended scope of the NHS Health Checks programme over the next five years and seek delegated approval to procure a supplier to undertake NHS Health Checks on behalf of the Council.
2. The paper details how the NHS Health Check programme is currently delivered, the reach of the current programme and how the programme is intended to benefit residents of York.

Benefits and Challenges

3. The NHS Health Check program is underpinned by the Health and Social Care Act 2012, which transferred responsibility for commissioning and monitoring the program to local authorities in England. The programme's specific requirements are set out in The Local Authorities (Public Health Functions and Entry to Premises by Local Healthwatch Representatives) Regulations 2013. In summary, the local authorities need to provide or procure access to a NHS Health Check for eligible residents aged 40-74.
4. To be eligible for an NHS Health Check, residents must live within the City of York Council area, be aged 40-74. Those with an existing cardiovascular or metabolic condition (e.g. diabetes or high blood pressure) are excluded, as the aim of the programs is

to find undiagnosed and treatable conditions. Residents with existing long-term health conditions should be receiving on-going care and condition management from their healthcare professional.

5. In York, the Department of Health and Social Care [DHSC] estimate that there are 54,238 eligible residents. A further 26,253 are of the correct age, but not eligible due to their pre-existing health conditions or having long-term custodial prison sentences. To meet the full eligible population, 10,850 health checks would have to be offered each year.

Policy Basis for Decision

6. Reducing the burden of cardiovascular disease in York will contribute to the aspirations in the council plan to reduce health inequalities, given that those in the most deprived 10% of the population are almost twice as likely to die as a result of CVD than those in the least deprived 10% of the population.
7. It aligns to Goal 8 of the Joint Health and Wellbeing Strategy 2022-32 to 'Improve diagnosis gaps in dementia, diabetes and high blood pressure to above the national average, and detect cancer at an earlier stage'.
8. This work will also support York's Economic Strategy objective "York will be among the top 25% most productive local economies as measured by Gross Value Added (GVA) per hour worked, requiring a 3.8% increase in productivity." An effective NHS Health Check programme will enable earlier diagnosis and treatment of cardiovascular and metabolic conditions that can cause people to work less hours than they want to, retire early or not be able to work at all.

Financial Strategy Implications

9. The current NHS Health Checks contract runs from October 2021 until 31 March 2026, with the provider Nimbuscare Ltd., at a value of £50,000 per year. This is funded from the Public Health Grant.
10. This currently enables the council to commission 2,000 checks a year, representing fewer than 20% of our target population invited every year. In Q1 of 2025/6, this meant that out of 152 local authorities, York offered the 19th lowest number of checks per

head of eligible population in the country, representing a missed opportunity for prevention and early intervention for thousands of residents in the city.

11. Provider costs for delivering the NHS Health Check will also have risen over the duration of the current contract meaning that if commissioned today for the same value, fewer checks would be affordable.
12. The Director of Public Health, working with finance colleagues has identified that the small uplift in the public health grant in 2025/6 enables the budget for the NHS Health Check programme can be uplifted to £100,000 per year. Therefore, the total contract value over five years will be £500,000.
13. Additionally, within the wider Health system, there are occasionally funding streams that become available to the local authority on a non-recurrent basis, (e.g. Humber and North Yorkshire ICB Health Inequalities fund, Office for Health Improvement and Disparities [OHID] NHS Health Check pilot fund, York and North Yorkshire Combined Authority Inactivity Trailblazer). As such, the contract will include a provision to vary the value by up to an additional 50% each year, subject to funding being available and notice being provided to the supplier. If there was to be additional funding available every year of the contract, then the total value over five years will be £750,000.

Recommendation and Reasons

14. Executive is asked to:
 - Approve a procurement process to enable a suitable provider to be sought to deliver the NHS Health Check programme for the next five years, with a total contract value of up to £750,000.
 - Delegate authority the Director of Public Health, in consultation with Chief Finance Officer, to commence an open, fair and transparent competitive procurement process in compliance with the Council's Contract Procedure Rules under Appendix 11 of the Council's Constitution (the "**Council's CPRs**") and (where applicable) the Procurement Act 2023.

- Delegate authority to the Director of Public Health, in conjunction with the Director of Governance, to determine and enter into a contract with a supplier who is successful following the completion of the procurement process, and authority to negotiate and enter into any subsequent extensions and/or modifications to the final contract in accordance with the contract's terms and conditions, the Council's CPRs, and (where applicable) the Procurement Act 2023.

Reason: To ensure that the Council are meeting their statutory duty to provide NHS Health Checks to the resident population. To enable the timely awarding of the NHS Health Checks contract in compliance with the Council's CPRs and (where applicable) the Procurement Act 2023, that are value for money and responsive to local need.

Background

15. The NHS Health Check is a simple check of heart and metabolic health. It includes a calculation of the risk of developing preventable illnesses. It is free at the point of access, including any follow up tests or appointments.
16. Across England, around 1.3 million health checks are delivered each year, identifying 315,000 people living with obesity and 33,000 cases of hypertension, and preventing over 400 heart attacks and strokes. Additionally, a high level of modifiable risk factors (more than three-quarters of attendees had at least one elevated risk factor) are identified, prompting teachable moments and opportunities to refer to prevention services.
17. To take blood pressure as one component of an NHS Health Check, data from 2023 suggests 32,035 people (all ages) have a diagnosis of high blood pressure (hypertension) in York, whilst another 14,154 are estimated to have hypertension which is undiagnosed, a diagnosis rate of 69.36% (vs 70.13% nationally). (Source data: OHID)
18. Undiagnosed hypertension is a missed opportunity for both lifestyle modification (e.g. salt reduction, smoking cessation, increased physical activity) and prescribing of cost-effective anti-hypertensives which can lower blood pressure to within a healthy range. In detecting hypertension, NHS Health Checks are likely to

result in 1 stroke avoided for every 67 persons treated with anti-hypertensives for five years, 1 death for every 125 treated persons, and 1 heart attack for every 100 treated persons.¹

19. Similar preventive impacts can be quantified for high cholesterol and blood glucose levels. As well as keeping people healthy and alive, these checks will therefore contribute to reductions in health and social care demand in the city through ill health, as well as lost economic productivity.
20. The NHS Health Check comprises a standardised set of risk assessments. At a health check, the clinician will:
 - measure height, weight and waist
 - do a blood pressure
 - take a blood sample, in order to check cholesterol level (and blood sugar if indicated)
 - ask questions about health including:
 - history of CVD
 - smoking status
 - alcohol screening (AUDIT-C)
 - physical activity screening (GPPAQ)
 - give advice/information about Dementia
 - refer the citizen to prevention services (e.g. Health Trainers) or clinical services (e.g. GP) if indicated
21. The national programme intends to invite every eligible person between 40 and 74 to attend a health check every five years, which for York is 54,238 residents.
22. Nimbuscare are currently commissioned to deliver 2000 health checks per year, from at least six different locations across the city to enable easier access. As such, in a five-year period, only 18.4% of the eligible population will receive a health check.
23. The national programme ambition is to *offer* a health check to all eligible 40–74-year-olds (no programme like this would see 100% take-up i.e. all those offered going to accept and receive a health check). It is recognised that with this number of health checks

¹ Source: [Anti-Hypertensives to Prevent Death, Heart Attacks, and Strokes – TheNNT](#). It should be emphasised that pharmacological treatment for hypertension is not indicated in everyone with high blood pressure, with NICE setting out clear prescribing guidance based on underlying cardiovascular risks such as age and family history. Pharmacological treatments balance both benefits but also know harms e.g. side effects.

available, we currently do not offer the number of checks which would match the national ambition. This is due to the limited finances available for these checks available within the priorities funded by the Public Health grant in York.

24. However, to focus delivery of the health check programme in York (and deliver the best value for limited resource), in line with evidence that shows that the programme is most cost effective when it has higher 'yield' (i.e. it finds more disease which can be treated) we have locally commissioned a bespoke programme, with targeted invitation criteria above and beyond the national requirements. This is in line with the findings of the Deanfield Review into NHS Health Checks in 2021, and increasingly common across local authorities.
25. Nimbuscare send proactive invites to residents (through text message or letter), aimed at patients with risk factors, so the following targeting criteria are included:
 - Those living in the 50% most deprived areas of York
 - Those with a BMI of 30+ (27.5+ for some ethnicities)
 - Current smokers
 - Those with a past Alcohol AUDIT score 5+
 - Those with a diagnosis of anxiety or depression
26. The current contract stipulates that at least 75% of health checks meet these additional targeting criteria encouraging targeting of health checks, while allowing for those who are outside of the criteria to still receive their check. Residents who are eligible for a health check can request one by contacting Nimbuscare, with information on both the Council and Nimbuscare website.
27. Since October 2021 (Q3 2021/2022) to end of September 2025 (Q3 2025/2026), Nimbuscare have delivered 8,544 health checks. At the contract end date (31 March 2026), the contract will have run for 4.5 years, it was expected that Nimbuscare will have completed 9,000 health checks. Based upon the current trajectory they will achieve this expectation.
28. In the last full year (2023/2024), 1,996 health checks were delivered in York, representing 3.7% of the eligible population. Looking regionally and nationally in the same year, across Yorkshire and Humber 7.0% and across England 9.0% of the eligible population were reached. If the full national ambition were

to be reached, 20.0% of the population would need to be reached each year.

29. For the future contract, the value is planned to be £100,000 per year. There is a potential uplift of up to £50,000 (to a total value of £150,000 per year), if suitable funding is available across the wider health system, see paragraph 13. It is very likely that the cost per health check will have risen due to inflationary pressures, since the contract was let in 2021, where the cost was £25 per check.
30. The Public Health grant in York has other demands and priorities, so it cannot fund NHS Health Checks to a level where 20% of the eligible population will receive a check each year. As such, the future contract will continue with a form of local targeting criteria above the national requirements.
31. The initial targeting criteria will be based upon the current contract, focussing on those living in the most deprived areas of the city, those with specific medical conditions. Additionally, the new contract include provision to reach those with a diagnosis of Autism and/or ADHD, which aligns with work happening as part of the recently approve All-Age Autism and ADHD Strategy. The contract will include the option to vary the targeting criteria throughout the life of the contract, should the need to focus on specific population cohorts arise.

Consultation Analysis

32. Consultation has been undertaken with GP colleagues across York, who are supportive of the current model of delivery via Nimbuscare who provide coverage at city wide level. Individual GP practices have indicated that this is the preferred method of contracting, rather than with each of the 10 practice groups across the city.
33. As part of best practice sharing, discussions have been held with other Yorkshire and Humber local authority health check commissioners, who have indicated that a locally targeted offer is usual practice.

Options Analysis and Evidential Basis

34. **Option A (recommended)** – increase the contract value to £100,000 per year (+up to 50% value, if additional system budget is available) to enable more residents of York access the NHS Health check and account for inflation to the existing contract value. The exact number of health checks attained through this route is unknown, as it will be requested from suitable bidders as part of the procurement process. Indicative costs and numbers of checks are shown in the table above.
35. **Option B** – retain the current contract value. This option is not recommended as the absolute number of health checks offered per year will likely go down. The cost per health check remains static for the lifetime of the contract, with the current contract being let in 2021. Since then, inflationary pressures such salary increases, national insurance contributions and an increase in costs of medical equipment make it highly unlikely that a supplier would offer the current cost per health check.
36. **Option C** – do not seek a supplier for NHS Health Checks, therefore having no mechanism to deliver the checks to residents of York. This option is not recommended. As a Council, we would be in breach of our requirements under the Health and Social Care Act 2012. This could lead to legal and reputational repercussions for the Council.

Organisational Impact and Implications

37. The implications of this report are summarised below
38. **Financial**
 - The additional £50k cost is affordable and has been factored into Public Health's Five-Year Plan.
 - The current assumption within the plan is that the Public Health Grant will increase by 2.6% for the next three years. However, the conditions and value of future year allocations have not yet been announced so a review of all contracts will be needed should this increase not materialise to ensure Public Health continues to operate within the value of the grant.

- Increasing the contract by £50k for the next five years will also reduce the flexibility to use the Public Health Grant to support other priorities (e.g to help reduce the demand and prevent individuals needing social care, a major pressure within the Council).

39. ***Human Resources (HR)***

- There are no known HR implications to this report.

40. ***Legal***

- Any new contract for the NHS Health Checks will need to be commissioned via a compliant procurement route under (where applicable) the Council's CPRs and (where applicable) the Procurement Act 2023, with advice from the Commercial Procurement team (see **Procurement Implications** below).
- An appropriate form of contract will need to be drafted and completed with support from Legal Services.

41. ***Procurement***

- The NHS Health Checks service is a current contract that was awarded to the provider Nimbuscare Ltd through an advertised quotations exercise and the contract commenced from 1st October 2021 and will expire on 31st March 2026. The estimated total contract value for this current contract was £210,000.
- The NHS Health Checks service is a healthcare service and from the 1st January 2024 the Provider Selection Regime (PSR) came into force as part of regulations made under the Health and Care Act 2022 and it applies to the procurement of NHS healthcare services by contracting authorities including Local Authorities. The Provider Selection Regime (PSR) applies instead of the Procurement Act 2023 for procuring certain healthcare services and would be the applicable legislation for the NHS Health Checks the Public Health team need to commission.

- The Provider Selection Regime (PSR) includes a number of process options which contracting authorities determine they will follow when commissioning, procuring healthcare services. The Public Health Team working with Commercial Procurement and Legal colleagues have commenced the work on consideration of the PSR options to commission NHS Health Checks on behalf of the council.
- The Public Health team are seeking to award a new contract for the NHS Health Checks service for up to five years and within this report there is confirmation that the funding for this service can be uplifted to £100,000 per year and therefore the total contract value over five years would be £500,000. There is also confirmation that if there was to be additional funding made available to the council for this service every year of the contract, then the estimated total contract value over five years would be increased to potentially be £750,000.
- The Provider Selection Regime (PSR) process of the council follows an appropriate assessment, due diligence and governance approvals process to record the details of the NHS Health Checks through PSR reporting templates which were previously developed in partnership with North Yorkshire Council Procurement colleagues. A final report will be submitted to the Director of Public Health that considers value for money and high-quality outcomes for residents, before awarding the contract.

42. ***Environment and Climate action***

- As part of the procurement process, potential providers should be asked to consider the environmental impact of the services that will be providing, including both the embodied and operational emissions, and to consider opportunities for minimising these impacts. Consideration should be given to the main sources of emissions, covering transport, material usage and disposal, and energy use.

43. ***Affordability***

- The report will have a positive impact for those who are living in deprived areas of York given that initial targeting criteria will be based upon the current contract, focussing on those living in the most deprived areas of the city as it is

known from the Health & Wellbeing Strategy that people living in deprived areas have a shorter healthy life expectancy compared to those in less deprived areas. These checks are an essential early intervention and prevention tool, enhanced by the involvement of health trainers in the process and in the future supported by the York Neighbourhood Model integrated teams and focussed resources in areas of need.

44. ***Equalities and Human Rights***

- The Council recognises, and needs to take into account its Public Sector Equality Duty under Section 149 of the Equality Act 2010 (to have due regard to the need to eliminate discrimination, harassment, victimisation and any other prohibited conduct; advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it and foster good relations between persons who share a relevant protected characteristic and persons who do not share it in the exercise of a public authority's functions).
- An Equalities Impact Assessment ("**EIA**") has been carried out and is annexed to this report at **Annex A**.

45. ***Data Protection and Privacy***

- The data protection impact assessment (DPIAs) screening questions were completed for the recommendations and options in this report and as there is no personal, special categories or criminal offence data being processed to set these out, there is no requirement to complete a DPIA at this time. However, this will be reviewed following the approved recommendations and options from this report and a DPIA completed if required.

46. ***Communications***

- Communications will be essential in ensuring public awareness and understanding of the NHS Health Check programme, particularly around eligibility, access points, and the benefits of early detection. A targeted communications strategy will be required to support uptake among priority groups identified in the targeting criteria, including those in deprived areas and with

specific health risk factors. Messaging should also reinforce the council's commitment to reducing health inequalities and improving population health outcomes. Coordination with successful provider communications channels will be necessary to ensure consistency and reach.

47. ***Economy***, contact: *Head of City Development*.

- The programme to improve the early detection of and increase preventative action around identified health conditions is welcomed, and will contribute to and support a more productive workforce and economy within the city. Targeting the programme to factors including deprivation will help to ensure its benefits are felt in our most economically marginalised communities.

Risks and Mitigations

48. The recommended option requires some form of targeting of the Health Check offer, so not all residents will receive an invite for the NHS Health Check programme. However, the current and future models are based upon targeting the offer to population groups who are likely to receive the greatest benefit from the check. That is, those who are least likely to take up the offer proactively due to systemic barriers in accessing healthcare resources or those who have a risk factor making an undiagnosed cardiovascular or metabolic condition more likely. As with the current contract, there will be provision for residents to proactively seek a health check, via contacting the Council or the provider directly.

Wards Impacted

49. All wards will be impacted by this decision.

Contact details

For further information please contact the authors of this Decision Report.

Author

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Date:	14/11/2025

Annexes

Annex A: Equalities Impact Assessment (EIA)

List of Abbreviations Used in this Report

NHS – National Health Service

ICB – Integrated Care Board

CVD – Cardiovascular Disease

DHSC – Department of Health and Social Care

GVA – Gross Value Added

OHID – Office for Health Improvement and Disparities

AUDIT-C – Alcohol Use Disorders Identification Test – Consumption

GPPAQ – General Practice Physical Activity Questionnaire

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City of York Council
Equalities Impact Assessment

Who is submitting the proposal?

Directorate:	Public Health		
Service Area:	Public Health		
Name of the proposal:	Re-commissioning of NHS Health Checks		
Lead officer:	Phil Truby		
Date assessment completed:	5 November 2025		
Names of those who contributed to the assessment:			
Name	Job title	Organisation	Area of expertise
Phil Truby	Head of Public Health	CYC	Public Health
Francesca Speck	Health Improvement Officer	CYC	Public Health

Step 1 – Aims and intended outcomes

1.1	What is the purpose of the proposal?
	<p>NHS Health Checks are standardised national checks, that are offered once every five years to people aged 40-74, who don't already have a long-term health condition affecting their cardiovascular or metabolic health. The check is designed to spot the early signs of long-term conditions that can have negative effects on a person's health. The idea is to prevent a condition impacting on health, either by signposting to prevention services or by linking to their GP to receive early treatment.</p> <p>There is currently a contract in place with a provider to deliver NHS Health Checks in York, which comes to an end on 31 March 2026. The proposal is about the awarding of a new contract from 1 April 2026.</p> <p>There is not sufficient budget to offer NHS Health Checks to all people eligible (~54,000 over 5 years), so a targeted offer is being proposed, to engage those who are likely to see a greater benefit from the check.</p>
1.2	Are there any external considerations?
	<p>Legislation (The Health and Social Care Act 2012) states that local authority public health teams are required to provide access to these checks (either directly through an in-house service or, more commonly, by commissioning an organisation to do this on their behalf).</p>

1.3	Who are the stakeholders and what are their interests?
	<p>Residents – users of the service, will want to ensure that they can access the service in a accessible and appropriate manner</p> <p>Provider of NHS Health Checks – ensure that the service provided meets the needs of service users, and does all they can to remove barriers to accessing the service</p> <p>Healthcare Professionals – ensure they know who the service provider is, how their patients (residents) can access the service.</p>

1.4	What results/outcomes do we want to achieve and for whom?
	<p>The re-commissioning allows an opportunity to ensure that any contract that is put in place meets the needs of those who are accessing the service, including those population groups that are targeted to receive their NHS Health Checks. The contract will ensure that the supplier considers areas such as the locations of the service (geographical access), how people are invited to their check (digital exclusion, literacy level, language), accessibility (physical access, additional needs such as interpretation, hearing loops).</p> <p>This aligns with the Council Plan 2023-2027 core commitment of “Health”, to improve health and wellbeing and reduce health inequalities. Delivering better outcomes by targeting areas of deprivation across the city.</p>

Step 2 – Gathering the information and feedback

2.1	What sources of data, evidence and consultation feedback do we have to help us understand the impact of the proposal on equality rights and human rights?	
Source of data/supporting evidence		Reason for using
City of York Council - Health Needs Assessments - https://www.healthyork.org/		Health needs assessments on specific population groups, including those with disabilities, gypsy and travellers etc.
NHS Health Checks Best Practice Guidance - https://www.healthcheck.nhs.uk/commissioners-and-providers/national-guidance/		Information and guidance on best practice models for NHS Health Check delivery
OHID Fingertips - https://fingertips.phe.org.uk/profile/nhs-health-check-detailed/data		Latest data on health check trends, including local and national inequalities.

Step 3 – Gaps in data and knowledge

3.1	What are the main gaps in information and understanding of the impact of your proposal? Please indicate how any gaps will be dealt with		
Gaps in data or knowledge		Action to deal with this	
The view of different people with different protected characteristics.		Feedback will continue to be collated and inform the regular review of the contract and advertising policy.	
The views of residents in the development of this proposal.		Feedback will continue to be collated and inform the regular review of the contract and advertising policy.	

Step 4 – Analysing the impacts or effects.

4.1	Please consider what the evidence tells you about the likely impact (positive or negative) on people sharing a protected characteristic, i.e. how significant could the impacts be if we did not make any adjustments?		
Equality Groups and Human Rights	Key Findings/Impacts	Positive (+) Negative (-) Neutral (0)	High (H) Medium (M) Low (L)
Age	The National NHS Health Check criteria stipulates that only people aged 40-74 to can access the service. Those outside	-	L

	the age range cannot access the service, this is due to the nature of the check being designed to detect early onset of disease (below 40 likely too early, post 74 likely too late). While this may have a negative impact on those outside the included age range, there is strong evidence base for why this age cohort is included.		
Disability	Disabled people are less likely to access an NHS Health Check than non-disabled people. There are specific Health Checks for those with a Serious Mental Illness (SMI) and those with a Learning Disability, that are not commissioned as part of this service. The targeting criteria is to include a focus on neurodivergent individuals, or those with a low level mental health condition (i.e. those who aren't eligible for the SMI check).	+	M
Gender	Females are more likely to access an NHS Health Check than males. There is not any specific targeting of males planned initially.	0	L
Gender Reassignment	Those who have gone through gender reassignment, or who identify as a gender different to their biological sex are less likely to engage with healthcare services in general. The Health Check is designed to be non-judgemental and applicable to all.	-	L
Marriage and civil partnership	No impact		

Pregnancy and maternity	Those who are pregnant or recently given birth are not invited for a health check. However, they should be receiving intensive care from midwives and health visitors, so any negative impact is mitigated.	0	L
Race	Those from a race other than White British are less likely to engage in healthcare services in general. The provider will be tasked with ensuring that the health checks are accessible and appealing to all races, including those where English is not first language. Marketing, invites and resources will all be available in a range of languages.	+	L
Religion and belief	No impact		
Sexual orientation	Those with a sexual orientation other than Heterosexual are less likely to engage in healthcare services in general. The provide will ensure that those who are know to belong to LGBTQIA cohorts are proactively invited to the service.	+	M
Other Socio-economic groups including:	Could other socio-economic groups be affected e.g. carers, ex-offenders, low incomes?		
Carer	Carers often do not prioritise their own wellbeing, due to the nature of the care they are providing. The provider will be asked to ensure that links are made to York Carers forum, to ensure that those who meet the national criteria are aware of	+	L

	the Health Check offer and are able to easily engage with the service.		
Low income groups	The contract will stipulate that the provide must prioritise offering checks to those living in the more deprived areas of York. This is because it is known that these cohorts are least likely to engage with healthcare services and are likely to be at greater risk of undiagnosed long term health conditions.	+	H
Veterans, Armed Forces Community	Due to the often-transient nature of armed forces personnel and families, they can miss opportunities to engage in programmes such as this, which look over a 5 year time period. The provider will be tasked with engaging armed forces families through existing networks.	+	L
Other			
Impact on human rights:			
List any human rights impacted.	No impact on human rights		

Use the following guidance to inform your responses:

Indicate:

- Where you think that the proposal could have a POSITIVE impact on any of the equality groups like promoting equality and equal opportunities or improving relations within equality groups
- Where you think that the proposal could have a NEGATIVE impact on any of the equality groups, i.e. it could disadvantage them
- Where you think that this proposal has a NEUTRAL effect on any of the equality groups listed below i.e. it has no effect currently on equality groups.

It is important to remember that a proposal may be highly relevant to one aspect of equality and not relevant to another.

<p>High impact (The proposal or process is very equality relevant)</p>	<p>There is significant potential for or evidence of adverse impact The proposal is institution wide or public facing The proposal has consequences for or affects significant numbers of people The proposal has the potential to make a significant contribution to promoting equality and the exercise of human rights.</p>
<p>Medium impact (The proposal or process is somewhat equality relevant)</p>	<p>There is some evidence to suggest potential for or evidence of adverse impact The proposal is institution wide or across services, but mainly internal The proposal has consequences for or affects some people The proposal has the potential to make a contribution to promoting equality and the exercise of human rights</p>
<p>Low impact (The proposal or process might be equality relevant)</p>	<p>There is little evidence to suggest that the proposal could result in adverse impact The proposal operates in a limited way The proposal has consequences for or affects few people The proposal may have the potential to contribute to promoting equality and the exercise of human rights</p>

Step 5 - Mitigating adverse impacts and maximising positive impacts

5.1	Based on your findings, explain ways you plan to mitigate any unlawful prohibited conduct or unwanted adverse impact. Where positive impacts have been identified, what is been done to optimise opportunities to advance equality or foster good relations?
The contract will stipulate that the provider is to work with service users to make the service as accessible and inviting to all sections of our community. They will listen to the needs of different population groups and adapt the service to meet their needs, be that through the physical location of the service, the days/times the service operates, or the way in which they involve people with the service (e.g. marketing, referral or contact methods).	

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. There are four main options you can take:	
Option selected		Conclusions/justification
No major change to the proposal		The EIA demonstrates the proposal is robust. There is no potential for unlawful discrimination or adverse impact and you have taken all opportunities to advance equality and foster good relations, subject to continuing monitor and review.

Step 7 – Summary of agreed actions resulting from the assessment

7.1	What action, by whom, will be undertaken as a result of the impact assessment		
Impact/issue	Action to be taken	Person responsible	Timescale
People not accessing the service	While feedback is regularly sought from service users, it is not routinely collected from those who can't/don't access the service. We want to seek their views on how we can make the service more accessible to them.	Service lead	Q3 26/27 (September – December 2026)

Step 8 - Monitor, review and improve

8.1	How will the impact of your proposal be monitored and improved upon going forward?
	<p>As part of the ongoing service delivery, quarterly contract monitoring meetings will be undertaken to ensure that the service is being delivered as required. Additionally, there is quarterly reporting back to government as part of local authority requirements under the legislation. Service user feedback will be requested to continually sought, with recommendations captured in contract monitoring meetings.</p>

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Meeting:	Executive
Meeting date:	2 December 2025
Report of:	Director of Housing and Communities
Portfolio of:	Executive Member for Housing, Planning & Safer Communities

Decision Report: Public Space Protection Order (PSPO) covering Union Terrace, Clarence Gardens and The Groves

Subject of Report

1. The purpose of this report is to consider the responses from a recent consultation process undertaken, as approved by the Executive Member for Housing, Planning and Safer Communities on 2 September 2025, and determine whether to re-introduce a PSPO covering Union Terrace, Clarence Gardens and The Groves.
2. The decision to undertake consultation regarding a potential PSPO was developed jointly in conjunction with North Yorkshire Police, and the process followed is in accordance with the guidance as set down by the Local Government Association available here: https://www.local.gov.uk/sites/default/files/documents/10.21%20PSPO%20guidance_06_1.pdf.
3. The recommendations and actions relating to the renewal of the existing PSPO and deeper consultation of further powers will contribute to the council's and its partners' collective commitment to making York's city centre and public spaces safe and welcoming for all.

Benefits and Challenges

4. Union Terrace is a car park situated just outside the City Walls (the area within is also subject to a Public Space Protection Order). It is one of the main parking areas for coaches bringing visitors into the

city and as such is the first impression of the city for those visitors travelling by coach. A temporary accommodation hostel is situated adjacent to the car park and opposite the campus buildings of the University of York St Johns. This area attracts a high daily footfall throughout the year.

5. Feedback from university students, users of the car park and businesses in the area has been that people feel intimidated by the behaviour of groups who gather in Union Terrace.
6. Clarence Gardens is a park area situated close to the Union Terrace Car Park. It is opposite part of the university campus and is adjacent to the hospital. Issues of anti-social behaviour are also experienced along Clarence Street itself which runs alongside Union Terrace Car park and leads to Clarence Gardens.
7. Some of the same individuals who have caused issues at Union Terrace Car Park have also been responsible for issues within the gardens.
8. Numbers of calls for service to North Yorkshire Police in relation to issues in Union Terrace have been lower in recent times following intensive partnership working, part of which included the reinstatement in 2022 of the PSPO in this area (a PSPO has been in place here since 2014). This has been evident from the daily reviews of ASB Police Data by Police Officers in the Community Safety Hub (which is the routine catalyst for a decision to take multi-agency action within emerging hot spot locations). It is not possible to extract data from Police systems to evidence this due to the range of information included within the crime recording category of ASB. It should be noted that incidents tend to be seasonal and peak at times of highest footfall from the car park (Christmas Market and Summer Tourist Season). That said, there has not been an increase during the Summer 2025 which is likely to be a result of the ongoing partner actions delivered through the Problem Solving approach implemented in 2022. Whilst this may raise a question as to the need for a PSPO, based on direct volume of incidents, it should be noted that this PSPO is directly adjacent to the City Centre PSPO and therefore without it, there is likely to be displacement of anti-social behaviour from the City Centre into the area of Gillygate, Union Terrace and The Groves.

Policy Basis for Decision

9. The renewal of the PSPO in the area, supports the priorities within the Council Plan 2023-27, One City For All as follows:
 - Build Community Pride
 - Make the City Centre Work for Everyone.
10. The report meets the core commitments in the Council Plan (Affordability Equalities, Climate Change and Health) by ensuring the city remains a safe place for all irrespective of their backgrounds; to ensure York is a city where people can have equal and safe access to health-generating spaces that they enjoy that along with other recently approved PSPOs (for example, street urination and dog fouling) to keep the city's streets clean and for everyone's enjoyment.

Financial Strategy Implications

11. The cost of publicising the PSPO through notices, can be met within current budgets. The renewal does not change the amount of any Fixed Penalty Notice (FPN) at £100, which would be reduced to £75 if paid within the first 14 days.

Recommendation and Reasons

12. It is recommended that, in accordance with Option 1 in paragraph 29, the Executive approve:
 - a) the reintroduction of the original PSPO within the city walls as follows:
 - seizing alcohol where it is associated with anti-social behaviour that is impacting on the quality of life for people in that area; and
 - the ability to disperse large groups of 3 or more people who are causing ASB.
 - b) a further detailed consultation relating to the following:
 - The ability to remove large groups of **2** or more people who are causing anti-social behaviour (as opposed to 3 or more as contained in the September report);

- c) Delegated authority for the Director of Housing & Communities to sign the PSPO on behalf of the Executive Member for Housing, Planning and Safer Neighbourhoods in conjunction with the Director of Governance and the Monitoring Officer Legal Services.

Reason: To ensure that the council actively addresses the issue of antisocial behaviour in York's communities.

Background

- 13. The Anti-Social Behaviour, Crime and Policing Act 2014 came into force on the 20 October 2014 and changed the powers available to local authorities and the police to deal with anti-social behaviour in our communities.
- 14. The Act introduced new powers, including, a Public Spaces Protection Order, which is granted by the Local Authority, but can be enforced by either the Local Authority or the Police. A PSPO will allow the council to stop individuals or groups from carrying out acts of anti-social behaviour.
- 15. The PSPO serves to protect a public space from persistent or continuing anti-social activity by individuals or groups that is having a detrimental effect on the quality of life of those in the locality. Such an order lasts for a period of up to 3 years, with provision for extensions for up to 3 years at a time. The process starts by way of consultation, and after this time, a decision is taken by a Local Authority to grant a PSPO. This power replaces the previous gating orders, designated public place orders (relating to restrictions on alcohol consumption) and dog control orders. Orders may be reviewed and amended at any time should the circumstances or particular patterns of antisocial behaviour identify further suitable prohibitions.
- 16. Breaching the conditions of a PSPO is a criminal offence with the option for officers to issue a Fixed Penalty Notice (FPN) or to prosecute the breach in the Magistrates Court. Association of Chief Police Officers guidance indicates that all breaches of PSPO and non-payment of FPN rests with the Local Authority. Failure to pay an FPN within a given period is likely to lead to prosecution for the original offence.

17. A Public Space Protection Order has been in place in this area since 2014, the latest of which expired in August 2025 and prior to that a Designated Public Place Order and Alcohol Exclusion Zones were used to deal with the anti-social behaviour associated with alcohol and groups causing a nuisance.
18. The PSPO enables police officers to seize alcohol where it is associated with anti-social behaviour that is impacting on the quality of life for people in that area. It should be noted that the PSPO does not outright ban drinking alcohol in open spaces where it is happening responsibly or as part of open air events or within outdoor licensed spaces. However, the power can be applied provided there is anti-social behaviour associated with alcohol in any area where the order applies.
19. The Council currently has a citywide PSPO in place to tackle urination by individuals in the city and is also seeking to renew the City Centre PSPO banning antisocial behaviour associated with alcohol. This PSPO would support these orders and following the renewal in 2022, there is a seamless transition between the area covered by the city centre and that of the Union Terrace order to ensure that problems are not simply displaced to just outside the boundaries.
20. North Yorkshire Police supported the consultation to reintroduce the PSPO and have engaged in discussions with City of York Council to extend the scope of this order to address the following:
 - The ability to remove large groups of **2** or more people who are causing anti-social behaviour (as opposed to **3** or more as contained in the September report to be able to target a larger number of groups).
21. These wider powers are aimed to address an emerging trend in individuals from other towns and cities in the region travelling to York specifically to beg and often dealing drugs on the streets. This has been largely driven by those other towns and cities using their own PSPO powers to target these behaviours, this making York attractive to displacement of criminal and anti-social behaviour. The powers would not be used in relation to individuals from York or with a connection to York who find themselves on the streets. Use of the PSPO to deal with incoming individuals would form part of a package of interventions to address City Centre Crime and ASB that

would include education and support as well as enforcement, when deemed proportionate and necessary.

22. In order to implement any extension of the existing prohibitions, however, there has been some concern expressed by stakeholders around unequal treatment for homeless and rough sleeping people in particular. As such any widening of the PSPO requires further consultation with both stakeholders and support services to ensure that these views are fully considered and the needs of all groups impacted can be met.
23. This report therefore seeks to reintroduce the previous PSPO that has been in place since 2022 to allow for an immediate response over the Christmas and New Year period by the Police and council enforcement officers regarding ASB associated with intimidation and excessive consumption of alcohol. Further work will be carried out in early 2026 to look at the potential to expand the order ahead of the busy summer holiday period.

Consultation Analysis

24. North Yorkshire Police and other services such as CYC's Resettlement Services have been consulted in relation to this Order and support the introduction of the PSPO.
25. As part of the process the council has sought views from local residents and businesses in relation to the PSPO. People were asked to complete a short survey which was placed on the council's website.
26. The council received 17 responses to the consultation survey. This is significantly lower than the consultation in 2022 but at that time there had been a substantial rise in complaints and incidents of antisocial behaviour in this location and there was a multi-agency problem solving process in place. This plan delivered a number of targeted initiatives in the area that substantially reduced the problems. The council is aware however that the issues linked to alcohol consumption and groups gathering in the location do still take place and cause concern for residents, local businesses, the police and council.
27. Eighty percent of respondents support the reintroduction of the PSPO banning alcohol consumption in the area and dispersal of groups of individuals associated with antisocial behaviour. It should

be noted that the PSPO does not prohibit responsible consumption of alcohol outdoors within the boundary of the order neither does it prohibit any gathering of people. For the order to be enforced, there must be antisocial behaviour committed and witnessed by the issuing officers.

- a) The figures for the potential prohibitions are listed in the table below:

Potential Exclusion	Support (%)	Oppose (%)
Drinking alcohol	80	20
Removal of groups of 3 or more persons committing anti-social behaviour	80	20

28. The written comments from the survey are contained in Annex B. Ward members were also consulted on as part of the process and gave the following comments requested that this PSPO should additionally cover:

- Taking drugs or any other psychoactive substance

In response, taking drugs/psychotic substances is a criminal offence which falls within the remit of the police and as such would not be added a PSPO.

Options Analysis and Evidential Basis

29. **Option 1:** Approve the reintroduction of the PSPO within the area of Union Terrace, Clarence Gardens and the Groves to include:

- Banning consumption of alcohol
- The ability to remove large groups of 3 or more persons who are causing anti-social behaviour

behaviour and undertake the consultation on the extension of powers as outlined in recommendation b). **This option is recommended for the reasons outlined in the report.**

30. **Option 2:** Approve the reintroduction of the PSPO within the city walls to include:

- Banning consumption of alcohol
- The ability to remove large groups of 3 or more persons

where it is associated with anti-social behaviour that is impacting on the quality of life for people in that area and do not undertake the consultation on the extension of powers as outlined in recommendation b). This option is not recommended as the feedback from Police and first consultation outputs suggest there is support for the powers to be introduced.

31. **Option 3:** Decline the reintroduction of the PSPO for the area and any consultation on any extension of powers. This option is not recommended as this would go against the findings of the consultation and would oppose partner ambitions to ensure the city is safe. Failing to introduce a PSPO for the city centre will maintain the current status quo but will not provide the police and council with powers to challenge ASB in the city centre. It also increases the risks for city centre residents, visitors and businesses who are affected by the impact of alcohol related behaviour.

Organisational Impact and Implications

32.

- **Financial**, The cost of undertaking the consultation can be met from within existing budgets.
- **Human Resources (HR)**, There are no Human Resources Implications
- **Legal**, The relevant legal powers are set out in the main body of the report.

The Council has power to introduce a PSPO subject to:

- a. compliance with consultation requirements, and
- b. being satisfied that the order is a proportionate response to the harm targeted and is consistent with the Public Sector Equality Duty under Section 149 of the Equality Act 2010.

The introduction of a PSPO is generally a quicker method of introducing measures to tackle anti-social behaviour, and multiple issues can be dealt with in a single PSPO. This is

therefore the preferred method of introducing these measures rather than revoking and introducing individual byelaws which deal with these behaviours, which can be a lengthy process.

The option to issue an FPN under the PSPO would result in a reduced administrative burden on the Council as well as a more proportionate approach from the offender perspective.

Per section 70 of the Anti-Social Behaviour, Crime and Policing Act 2014, where an existing byelaw prohibits an activity which is also regulated by a PSPO, the PSPO provision prevails, and the byelaw is of no effect for the duration of the PSPO in the area to which it relates.

It is recommended that the PSPO contain an option to both issue an FPN and/or seek a summary conviction, which could be reserved for the more serious offences or persistent offenders.

- **Procurement**, There are no procurement implications
- **Health and Wellbeing**, Public health supports the report and the recommended options.
- **Environment and Climate action**, The report has no climate change implications.
- **Affordability**, As outlined in the attached *Equalities Impact Assessment (EIA)* People on low incomes may spend more time in public spaces, so there is a small risk of disproportionate engagement by officers. This is mitigated through a support-first, proportionate approach.
- **Equalities and Human Rights**, A full EIA is attached at Annex A. The group with any meaningful risk is people who are homeless or rough sleeping, if enforcement is not used proportionately. Further EIAs will be produced for any expanded powers.
- **Data Protection and Privacy**, The data protection impact assessment (DPIAs) screening questions were completed for the recommendations and options in this report and as there is no personal, special categories or criminal offence data being processed to set these out, there is no requirement to complete a DPIA at this time. However, this will be reviewed following the approved recommendations and options from this report and a DPIA completed if required.

- **Communications**, We will work with other partners to raise awareness of changes to the PSPO, focusing primarily on digital channels where this information can be shared into other community groups and online spaces.
- **Economy**, the report's implications have a positive effect on the local economy, ensuring a safer street and trading environment for all residents and visitors.

Risks and Mitigations

33. The risks of not implementing the recommendation in this report are summarised in Paragraph 29-31 above.

Wards Impacted

34. Guildhall Ward.

Contact details

For further information please contact the authors of this Decision Report.

Author

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Job Title:	Community Safety Manager/Head of Community Safety
Service Area:	Housing & Communities

Co-author

Name:	Pauline Stuchfield
Job Title:	Director of Housing and Communities
Service Area:	Housing & Communities
Report approved:	Yes
Date:	20 November 2025

Background papers

Combined Executive Member Decision Session 2nd September 2025
<https://modgov.york.gov.uk/documents/s185159/PSPO%20consultation%20report%20on%20Union%20Terrace%202025.pdf>

2022 PSPO Report:
<https://modgov.york.gov.uk/ieListDocuments.aspx?CId=932&MID=12752#AI62431>

Annexes

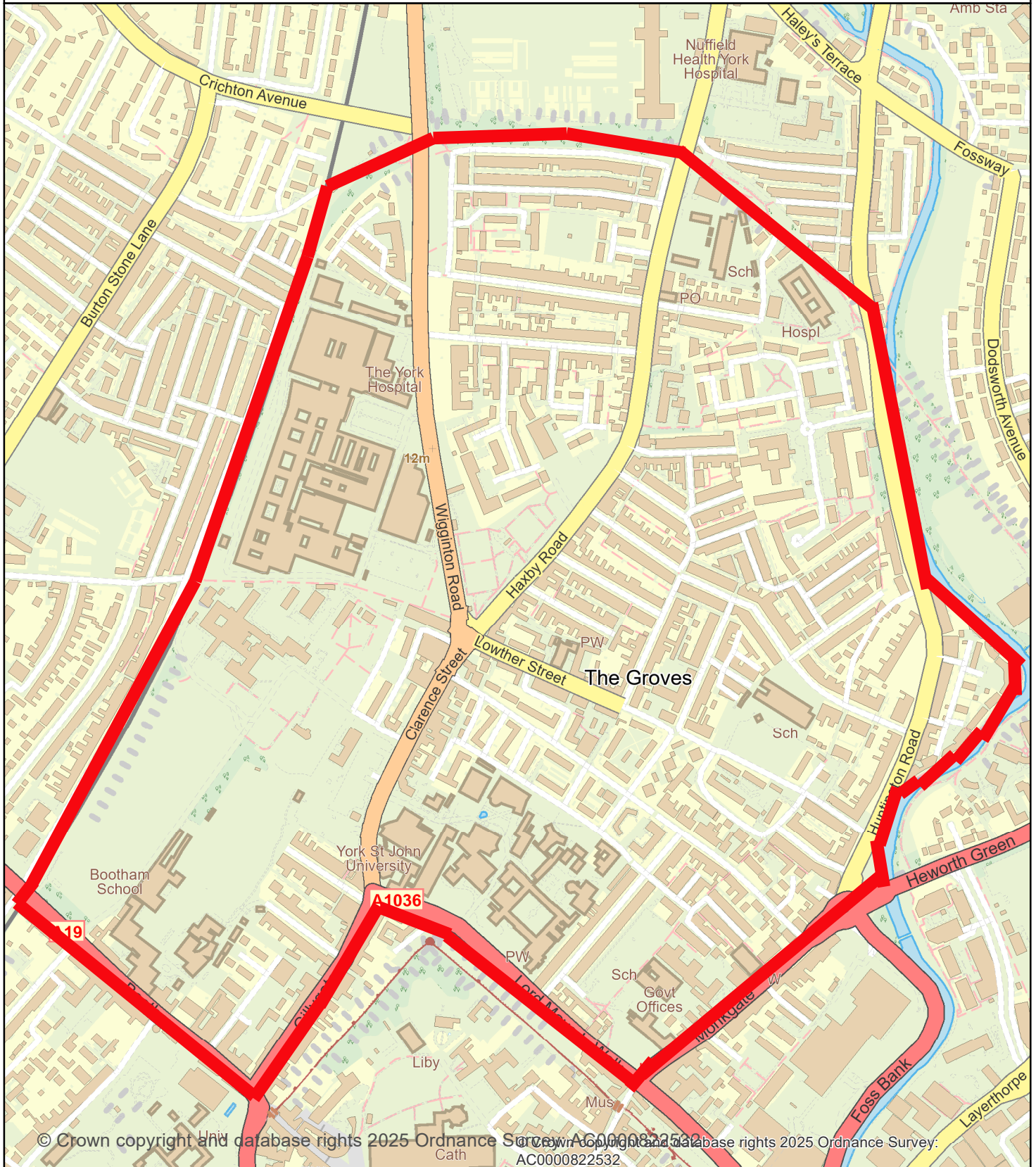
- Annex A Map highlighting proposed area of PSPO
- Annex B List of comments received
- Annex C Equalities Impact Assessment (EIA)

List of Abbreviations Used in this Report

ASB – Anti-social behaviour
CYC – City of York Council
EIA – Equalities Impact Assessment
FPN – Fixed Penalty Notice
NYP – North Yorkshire Police
PSPO – Public Space Protection Order
VAWG – Violence Against Women & Girls

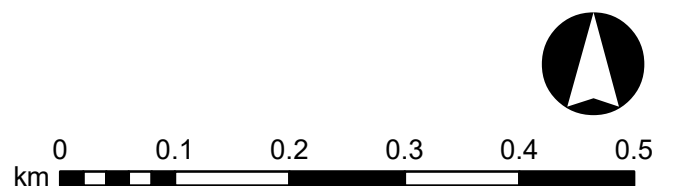
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Union Terrace PSPO



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Annex B – Survey comments

I hope it will stop people gathering in groups to drink, leaving smashed glass on the pavement and littering empty alcohol cans and bottles on the grass and in the street. I have also seen adult nappies abandoned outside the hospital on the pavement. Please also look at removing the flags that have been attached to the lamp posts on Haxby Road and outside the school. They are intimidating.

This PSPO would help the local residents and visitors who arrive in York by coaches and the area is very untidy and run down. Not a good first impression of York. I have seen drunken people lying in the roads when on my way by foot to the hospital. It is quite worrying and intimidating in broad daylight. Not a nice area currently to visit.

I fully support any action to make this area less unpleasant and intimidating, for both residents and tourists arriving on coaches. The past few times I have been in the area I have witnessed really distressing anti-social behaviour. It cannot be good for local people, businesses or York's reputation as a whole.

A condition of removal of groups of 3 or more people who are causing antisocial behaviour would be unlawful as there is already a power available under Part III of the Antisocial Behaviour Crime and Policing Act 2014 and in order to demonstrate a condition of a PSPO the Council must be satisfied that the condition is necessary. I would urge the Council to look at the data and determine why they have come up with the number 3 are people in 2's not causing ASB but when a third joins them this causes problems? What is the data on size of groups that demonstrates this condition is necessary? I would also ask how many Community Protection Notices have been served in regards to this issue that demonstrates that it is so widespread that justifies the restriction put upon all subjects visiting the area. I would also ask what other powers have been used by the police to deal with this issue? How many dispersals have been issued and how many of these have been successful and unsuccessful. Furthermore I would recommend that any condition if imposed details what constitutes antisocial behaviour as there are 3 definitions within the meaning of antisocial behaviour within Section 2 of the Antisocial Behaviour Crime and Policing Act 2014. In relation to the ban on drinking, a PSPO was in place for this area from 2022 to 2025 requiring the surrender of alcohol, to warrant the necessity of upping the restrictions to a ban it would be expected that there has been an escalation in the problem and that the conditions in the PSPO were not sufficient. I would ask that consideration as to the number of times powers were recorded to be used and the number of prosecutions and fixed penalties issued in this area are considered when deciding the necessity of this condition. I would also suggest that if the conditions had got worse the Council would not have let the PSPO lapse in 2025.

City of York Council
Equalities Impact Assessment

Who is submitting the proposal?

Directorate:		Housing and Communities	
Service Area:		Safer York Partnership	
Name of the proposal:		PSPO's to be introduced in Union Tce, Clarence Gardens & the Groves	
Lead officer:		Paul Morrison	
Date assessment completed:		12 November 2025	
Names of those who contributed to the assessment:			
Name	Job title	Organisation	Area of expertise
Jane Mowat	Head of Community Safety	CYC	
Jen Stockwell	NYP Inspector	North Yorkshire Police	
Pam Wallace	Rough Sleeper	CYC	

Step 1 – Aims and intended outcomes

1.1	What is the purpose of the proposal? Please explain your proposal in Plain English avoiding acronyms and jargon.
	To introduce a Public Space Protection Order to stop issues with street drinking and the anti social behaviour that goes with it in the city centre and Union Terrace and surrounding areas.
1.2	Are there any external considerations? (Legislation/government directive/codes of practice etc.)
	The Anti-Social Behaviour, Crime and Policing Act 2014. Public Sector Equality Duty under Section 149 of the Equality Act 2010 Winter of Action 2025 Home Office Initiative Violence against Women and Girls (VAWG)
1.3	Who are the stakeholders and what are their interests?
	Residents – want safe streets and reduced ASB Visitors & tourists – want a safe city centre experience Local businesses – need a safe trading environment North Yorkshire Police – need clear, enforceable powers Homeless & Resettlement Services – want their service users protected City of York Council – Legal compliance, community safety People who are homeless or rough sleeping – may be directly affected by enforcement

1.4	What results/outcomes do we want to achieve and for whom? This section should explain what outcomes you want to achieve for service users, staff and/or the wider community. Demonstrate how the proposal links to the Council Plan (2019- 2023) and other corporate strategies and plans.
	<ul style="list-style-type: none"> • Reduce alcohol-related ASB • Reduce intimidating behaviour by groups • Improve how safe people feel in the city centre • Keep York a safe and welcoming city for all • Support Purple Flag status and city-centre safety work (including VAWG initiatives) • Align with Council Plan priorities such as ‘ Build Community Pride’ and ‘Make the City Centre Work for Everyone’

Step 2 – Gathering the information and feedback

2.1	What sources of data, evidence and consultation feedback do we have to help us 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
	Working group made up of Council Officers, Partner agencies, and voluntary sector partners	To establish the scale of the problem and whether the re-introduction of PSPO's would be proportionate and support reducing the issues in the area. Also to examine how the previous PSPO had been managed and implemented by NYP to ensure proportionality and consistency
	Consultation with Ward Councillors	To determine whether local residents support the issues and whether they were concerned about being marginalised

Undertook a survey of local residents including asking for details about protected characteristics	To understand whether these residents had different thoughts on the subject because of their lived experiences

Step 3 – Gaps in data and knowledge

3.1	What are the main gaps in information and understanding of the impact of your proposal? Please indicate how any gaps will be dealt with.		
Gaps in data or knowledge		Action to deal with this	
Limited consultation feedback on extended future powers		A more detailed consultation will take place in 2026.	
Limited data showing how impacts differ for protected characteristic groups		Work with partner agencies to gather better qualitative information.	
Need more structured engagement with homelessness and support services		Build this into 2026 consultation and ongoing partnership work.	

Step 4 – Analysing the impacts or effects.

4.1	Please consider what the evidence tells you about the likely impact (positive or negative) on people sharing a protected characteristic, i.e. how significant could the impacts be if we did not make any adjustments? Remember the duty is also positive – so please identify where the proposal offers opportunities to promote equality and/or foster good relations.		
Equality Groups and Human Rights.	Key Findings/Impacts Most impacts are neutral or positive. The only group with any meaningful risk is people who are	Positive (+) Negative (-) Neutral (0)	High (H) Medium (M) Low (L)

	homeless or rough sleeping, if enforcement is not used proportionately.		
Age	Older people and young people may feel safer because ASB is reduced	0/+	L
Disability	A reduction in intimidating behaviour supports disabled people, especially those with mobility or sensory conditions. Officers must remain aware of hidden disabilities.	0/+	L
Gender	The PSPO supports wider safety work (including VAWG), helping women and girls feel safer in the city centre.	0/+	L
Gender Reassignment	No evidence that the PSPO disproportionately affects people who are trans; no specific risks identified. To note LGBTQIA+ individuals are at increased risk of homelessness, particularly young people and trans individuals.	0/+	L
Marriage and civil partnership	No specific impact identified. This group is not disproportionately affected by the PSPO.	0	L
Pregnancy and maternity	Reduced intimidating or disruptive behaviour helps people who are pregnant or with very young children feel safer when moving through the city.	0	L
Race	No evidence of disproportionate impact on racial or ethnic groups. Officers must remain alert to avoiding unconscious bias in enforcement.	0	L
Religion and belief	No link between the PSPO and any faith group. No disproportionate impact identified.	0	L
Sexual orientation	No evidence that the PSPO disproportionately affects LGBTQ+ people. To note LGBTQIA+ individuals are at	0	L

	increased risk of homelessness, particularly young people and trans individuals.		
Other Socio-economic groups including :	Could other socio-economic groups be affected e.g. carers, ex-offenders, low incomes?		
Carer	A safer, less intimidating city centre benefits carers who support people accessing services.	0	L
Low income groups	People on low incomes may spend more time in public spaces, so there is a small risk of disproportionate engagement by officers. This is mitigated through a support-first, proportionate approach.	-	L
Veterans, Armed Forces Community	There is a higher level of homelessness amongst armed forces veterans. Officers should consider this and how to use trauma informed approaches.	-	L
Other	<p>People who are homeless or rough sleeping</p> <p>This group is more likely to be present in the city centre and could therefore be more frequently approached by officers.</p> <p>However, enforcement only applies when actual ASB is occurring, and risks are reduced through:</p> <ul style="list-style-type: none"> • a support-first approach • partnership with homelessness and resettlement services • clear guidance to ensure proportionality and avoid unfair targeting. 	-	M
Impact on human rights:			

List any human rights impacted.	<p>Impact: Neutral with safeguards</p> <p>No breach anticipated if actions remain proportionate and support based.</p> <p>Relevant rights:</p> <ul style="list-style-type: none"> • Article 8 – respect for private and family life • Articles 10 & 11 – freedom of expression and assembly <p>The PSPO only applies when anti-social behaviour is present, so rights are not restricted without cause.</p>		
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Use the following guidance to inform your responses:

Indicate:

- Where you think that the proposal could have a POSITIVE impact on any of the equality groups like promoting equality and equal opportunities or improving relations within equality groups
- Where you think that the proposal could have a NEGATIVE impact on any of the equality groups, i.e. it could disadvantage them
- Where you think that this proposal has a NEUTRAL effect on any of the equality groups listed below i.e. it has no effect currently on equality groups.

It is important to remember that a proposal may be highly relevant to one aspect of equality and not relevant to another.

<p>High impact (The proposal or process is very equality relevant)</p>	<p>There is significant potential for or evidence of adverse impact The proposal is institution wide or public facing The proposal has consequences for or affects significant numbers of people The proposal has the potential to make a significant contribution to promoting equality and the exercise of human rights.</p>
<p>Medium impact (The proposal or process is somewhat equality relevant)</p>	<p>There is some evidence to suggest potential for or evidence of adverse impact The proposal is institution wide or across services, but mainly internal The proposal has consequences for or affects some people The proposal has the potential to make a contribution to promoting equality and the exercise of human rights</p>
<p>Low impact (The proposal or process might be equality relevant)</p>	<p>There is little evidence to suggest that the proposal could result in adverse impact The proposal operates in a limited way The proposal has consequences for or affects few people The proposal may have the potential to contribute to promoting equality and the exercise of human rights</p>

Step 5 - Mitigating adverse impacts and maximising positive impacts

5.1	Based on your findings, explain ways you plan to mitigate any unlawful prohibited conduct or unwanted adverse impact. Where positive impacts have been identified, what is been done to optimise opportunities to advance equality or foster good relations?
	<p>The Council, North Yorkshire Police and partners recognise that the introduction of the PSPO is only one tool to tackle the increasing issues of ASB in these areas. We are committed to providing support and advice to people involved, both from a health perspective as well as about accommodation if appropriate.</p> <p>The council are looking at a stepped approach to enforcement to ensure that good practice is followed, and has established a multi agency meeting to ensure that the numbers of people who may receive Fixed Penalty Notices are kept as low as possible.</p> <p>The low number of Fixed Penalty Notices Issues during the previous PSPO supports that the unwanted adverse impact has been minimised and that PSPO does act as a deterrent to committing ASB, promoting behaviour change amongst those who may have become involved.</p>

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. There are four main options you can take:
	<ul style="list-style-type: none"> - No major change to the proposal – the EIA demonstrates the proposal is robust. There is no potential for unlawful discrimination or adverse impact and you have taken all opportunities to advance equality and foster good relations, subject to continuing monitor and review.
	<ul style="list-style-type: none"> - Adjust the proposal – the EIA identifies potential problems or missed opportunities. This involves taking steps to remove any barriers, to better advance equality 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 under the duty - 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. <p>Important: If there are any adverse impacts you cannot mitigate, please provide a compelling reason in the justification column.</p>
Option selected	Conclusions/justification

No major change to the proposal	<p>Residents, voluntary groups and partner agencies have all been consulted to minimise the risk of unlawful discrimination.</p> <p>The Council will continue to provide support and assistance to people who are drinking and causing ASB in these areas, both from within the council and from partner agencies such as NYP and voluntary organisations such as the Salvation Army</p>
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Step 7 – Summary of agreed actions resulting from the assessment

7.1	What action, by whom, will be undertaken as a result of the impact assessment.		
Impact/issue	Action to be taken	Person responsible	Timescale

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 and other marginalised groups going forward? How will any learning and enhancements be capitalised on and embedded?
	<p>We will need to undertake a review of the PSPO's after 3 years. This will ensure that we can monitor residents and organisations thoughts about the process once it is in place.</p> <p>This review will also allow the council to review the impact on protected characteristics where we have that information.</p>



Meeting:	Executive
Meeting date:	2 December 2025
Report of:	Director of Housing and Communities
Portfolio of:	Executive Member for Housing, Planning & Safer Communities

Decision Report: Public Space Protection Order (PSPO) within the City Walls

Subject of Report

1. The purpose of this report is to consider the responses from a recent consultation process undertaken as approved by the Executive Member for Housing, Planning and Safer Communities on 2 September 2025 and determine whether to re-introduce a PSPO within the city walls.
2. The decision to undertake consultation regarding a potential PSPO was developed jointly in conjunction with North Yorkshire Police, and the process followed is in accordance with the guidance as set down by the Local Government Association available here:
https://www.local.gov.uk/sites/default/files/documents/10.21%20PSP%20guidance_06_1.pdf
3. The consultation undertaken covered a wider set of powers regarding begging and loitering, however it has been recognised that the limited form of consultation is only considered sufficient for renewal of existing powers. It does not provide sufficient information and evidence at this stage for example, to provide a robust Equalities and Human Rights assessment and any associated mitigations relating to vulnerable groups of people who may be affected by the changes.
4. The recommendations and actions relating to the renewal of the existing PSPO and deeper consultation of further powers will contribute to the council's and its partners' collective commitment to

making York's city centre and public spaces safe and welcoming for all.

Benefits and Challenges

5. The unique layout of the city with its compact mix of residential, commercial and licensed premises makes it difficult to avoid conflict between different user groups. This often results in negative perceptions of the city being a safe despite the actual crime figures being lower than other cities. A partnership approach between all key stakeholders in the city, including City of York Council and North Yorkshire Police has ensured that where issues arise, they are quickly addressed through a holistic approach of education, support and enforcement.
6. The city centre faces different issues to many other areas across the city, including large number of groups of people travelling into the city to enjoy the hospitality offer, but also street drinking and begging. This often creates behaviour which residents, local businesses and visitors find intimidating, and the city's spaces appear to be unsafe.
7. Within this context, York BID has again been awarded Purple Flag status for the city Centre, which is given in recognition of those cities and town centres that demonstrate the ability to manage their evening and night time economy, ensuring that they are creating an environment which is both safe and vibrant. The BID lead on the strategic priority of keeping the City Centre Safe in the Safer York Partnership Community Safety strategy, which is overseen by the Community Safety Partnership Board. This PSPO also supports other key initiatives such as Violence Against Women and Girls (VAWG), the Serious Violence Duty and York BID's Choose Respect not Regrets campaign. It also supports the Government's desire to create safer cities.
8. On 5 November 2025, the Secretary of State wrote to Police and Crime Commissioners, Deputy Mayors for Policing and Crime and Local Authority Leaders regarding the launch of a 'Winter of Action' in Town Centres, focusing on retail crime, street crime and antisocial behaviour and night-time economy safety and VAWG. This National Campaign emphasises the requirement for Cities and Towns to utilise all tools and powers available to tackle crime and antisocial behaviour and therefore supports the need for further

consultation with a view to strengthening the powers contained within the PSPO.

9. The Council currently has a citywide PSPO in place to tackle street urination, and this PSPO would support and extend this tool to tackle wider aspects of ASB.

Policy Basis for Decision

10. The extension of the PSPO in the area, supports the priorities within the Council Plan 2023-27, One City For All as follows:
 - Build Community Pride
 - Make the City Centre Work for Everyone
11. The report meets the core commitments in the Council Plan (Affordability Equalities, Climate Change and Health) by ensuring the city remains a safe place for all irrespective of their backgrounds; to ensure York is a city where people can have equal and safe access to health giving spaces that they enjoy that along with other recently approved PSPOs (for example, street urination and dog fouling) to keep the city's streets clean and for everyone's enjoyment.

Financial Strategy Implications

12. The cost of publicising the PSPO through notices, can be met within current budgets. The renewal does not change the amount of any Fixed Penalty Notice (FPN) at £100, which would be reduced to £75 if paid within the first 14 days.

Recommendation and Reasons

13. It is recommended, that in accordance with Option 1 in paragraph 31, the Executive approve:
 - a) the decision to reintroduce the original PSPO which is a ban on drinking alcohol in public within the area;
 - b) a further detailed consultation relating to the following:

- The ability to remove large groups of 2 or more people who are causing anti-social behaviour (originally 3 in the September 2025 report but reduced due to consultation feedback);
 - Begging, no person shall make any verbal, non-verbal or written request for money, donations or goods, including the placing of hats, clothing or containers so as to cause or is likely to cause harassment, alarm, distress, nuisance or annoyance.
 - No return within 24 hours if asked to leave. No person shall, after being requested to leave by an authorised officer due to them behaving in a manner causing or likely to cause harassment, alarm, distress, nuisance or annoyance to any person within the city Centre without reasonable excuse, remain or return to the city Centre within a period of 24 hours.
 - Loitering, no person shall loiter, sit or lay on the floor or on temporary structures in or adjacent to doorways or around pay machines (including banks, supermarkets) in a manner causing or likely to cause harassment, alarm, distress, nuisance or annoyance to any person within the City Centre.
- c) Delegated authority for the Director of Housing & Communities to sign the PSPO on behalf of the Executive Member for Housing, Planning and Safer Neighbourhoods in conjunction with the Director of Governance and the Monitoring Officer.

Reason: To ensure that the council actively addresses the issue of antisocial behaviour in York's communities and is able to deliver the requirements of the Government's Winter of Action Campaign.

Background

14. The Anti-Social Behaviour, Crime and Policing Act 2014 came into force on the 20 October 2014 and changed the powers available to local authorities and the police to deal with anti-social behaviour in our communities.
15. The Act introduced new powers, including, a Public Spaces Protection Order, which is granted by the Local Authority, but can be enforced by either the Local Authority or the Police. A PSPO will allow the council to stop individuals or groups from carrying out acts of anti-social behaviour.

16. The PSPO serves to protect a public space from persistent or continuing anti-social activity by individuals or groups that is having a detrimental effect on the quality of life of those in the locality. Such an order lasts for a period of up to 3 years, with provision for extensions for up to 3 years at a time. The process starts by way of consultation, and after this time, a decision is taken by a Local Authority to grant a PSPO. This power replaces the previous gating orders, designated public place orders (relating to restrictions on alcohol consumption) and dog control orders. Orders may be reviewed and amended at any time should the circumstances or particular patterns of antisocial behaviour identify further suitable prohibitions.
17. Breaching the conditions of a PSPO is a criminal offence with the option for officers to issue a Fixed Penalty Notice (FPN) or to prosecute the breach in the Magistrates Court. Association of Chief Police Officers guidance indicates that all breaches of PSPO and non-payment of FPN rests with the Local Authority. Failure to pay an FPN within a given period is likely to lead to prosecution for the original offence.
18. A Public Space Protection Order has been in place in the city centre since 2022 which expired in August 2025 and prior to that a Designated Public Place Order and Alcohol Exclusion Zones were used to deal with the anti-social behaviour associated with alcohol and groups causing a nuisance. Prior to the introduction of the PSPO in the city centre, these previous legislative powers referenced above combined with police utilising their dispersal powers were used, as incidents of anti-social behaviour increased after the Coronavirus Pandemic. The Police Dispersal Power requires the preauthorisation of an order by an Inspector and does not enable an immediate reactive response to tackling alcohol related anti-social behaviour.
19. The PSPO enables police officers to seize alcohol where it is associated with anti-social behaviour that is impacting on the quality of life for people in that area. It should be noted that the PSPO does not outright ban drinking alcohol in open spaces where it is happening responsibly or as part of open air events or within outdoor licensed spaces. However, the power can be applied

provided there is anti-social behaviour associated with alcohol in any area where the order applies.

20. North Yorkshire Police supported the consultation to reintroduce the PSPO and have engaged in discussions with City of York Council to extend the scope of this order to address a wider range of issues, which have required detailed consideration which extended beyond the original renewal date. These wider issues were included in the consultation and did receive support from residents and businesses, these were as follows:

- The ability to remove large groups of 2 or more people who are causing anti-social behaviour (originally 3 in the September 2025 report but reduced due to consultation feedback);
- Begging, no person shall make any verbal, non-verbal or written request for money, donations or goods, including the placing of hats, clothing or containers so as to cause or is likely to cause harassment, alarm, distress, nuisance or annoyance.
- No return within 24 hours if asked to leave. No person shall, after being requested to leave by an authorised officer due to them behaving in a manner causing or likely to cause harassment, alarm, distress, nuisance or annoyance to any person within the city Centre without reasonable excuse, remain or return to the city Centre within a period of 24 hours.
- Loitering, no person shall loiter, sit or lay on the floor or on temporary structures in or adjacent to doorways or around pay machines (including banks, supermarkets) in a manner causing or likely to cause harassment, alarm, distress, nuisance or annoyance to any person within the City Centre.

21 These wider powers are aimed to address an emerging trend in individuals from other towns and cities in the region travelling to York specifically to beg and often dealing drugs on the streets. This has been largely driven by those other towns and cities using their own PSPO powers to target these behaviours, this making York attractive to displacement of criminal and anti-social behaviour. The powers would not be used in relation to individuals from York or with a connection to York who find themselves on the streets. Use of the PSPO to deal with incoming individuals would form part of a package of interventions to address City Centre Crime and ASB that would include education and support as well as enforcement, when deemed proportionate and necessary.

- 22 In order to implement such an extension of the existing prohibitions, however, there has been some concern expressed by residents and stakeholders around unequal treatment for homeless and rough sleeping people in particular. As such any further widening of the PSPO requires further consultation with both stakeholders and support services to ensure that these views are fully considered and the needs of all groups impacted can be met.
- 23 This report therefore seeks to reintroduce the PSPO that has been in place since 2022 to allow for an immediate response over the Christmas and New Year period by the Police and council enforcement officers regarding anti-social behaviour associated with intimidation and excessive consumption of alcohol. Further work will be carried out in early 2026 to look at the potential to expand the order to tackle a wider range of issues as outlined in the September report, and ahead of the busy summer holiday period.
- 24 During the course of the first seven months of 2025, there were 573 incidents within the city walls, relating to violence, ASB and concern for safety. Whilst these figures are relatively low compared to other cities, both the council and the police are keen that York retains its low crime status and that fear of crime for residents, visitors and businesses is reduced. The order provides for an immediate response to issues of anti-social behaviour impacting on the quality of experience for all users of the city centre.

Consultation Analysis

- 25 North Yorkshire Police and partner organisations such as York BID, CYC's Resettlement Services and Licensing have been consulted in relation to this Order and support the introduction of the PSPO. Respondents have advised that there has been an increase in people arriving from other areas where PSPOs are in place.
- 26 As part of the process the Council has sought views from local residents and businesses to support the PSPO. People were asked to complete a short survey which was placed on the council's website.
- 27 The council received 77 responses to the survey. People were invited to leave comments in the consultation regarding their thoughts and 33 responses were received. Whilst this is consistent with the response to the previous single item PSPO in 2022 (78 responses and 36 comments), it is not considered sufficient to

justify the expansion of the prohibitions and it is therefore acknowledged that to do this would require a more extensive consultation process in 2026.

28 In response to the question 'have you experienced ASB within the city centre in the past 12 months?' the following responses were received:

- 81% replied that they had;
- 19% said that they had not.

29 The figures for the potential prohibitions are listed in the table below

Potential Exclusion	Support (%)	Oppose (%)
Drinking alcohol	88	12
Taking drugs or other psychoactive substances	93	7
Harass or cause alarm or distress to anyone	90	10
Make verbal insults, including sexualised comments and gestures	88	12
Engage in antisocial behaviour or obstruct public footpaths and highways while in groups of 2 or more people	90	10
Put up temporary structures such as tents and other structures without the permission of the council	77	23
Sell (or attempt to sell) or distribute merchandise or printed material without having a	90	10

valid permit or consent		
Sell goods or collect money on behalf of a registered charity without a valid permit	88	12

30 The written comments are contained in Annex B.

Options Analysis and Evidential Basis

31. **Option 1:** Approve the reintroduction of the PSPO which is a ban on drinking alcohol in public within the area and undertake the consultation on the extension of powers as outlined in recommendation b). **This option is recommended for the reasons outlined in the report.**
32. **Option 2:** Approve the reintroduction of the PSPO within the city walls to include seizing alcohol where it is associated with anti-social behaviour that is impacting on the quality of life for people in that area and do not undertake the consultation on the extension of powers as outlined in recommendation b). This option is not recommended as the feedback from Police and first consultation outputs suggest there is support for the powers to be introduced.
33. **Option 3:** Decline the reintroduction of the PSPO for the area and any consultation on any extension of powers. This option is not recommended as this would go against the findings of the consultation and would oppose partner ambitions to ensure the city is safe. Failing to introduce a PSPO for the city centre will maintain the current status quo but will not provide the police and council with powers to challenge ASB in the city centre. It also increases the risks for city centre residents, visitors and businesses who are affected by the impact of alcohol related behaviour.

Organisational Impact and Implications

- 34.
- **Financial,** The cost of undertaking the consultation can be met from within existing budgets.
 - **Human Resources (HR),** There are no Human Resources Implications

Legal, The relevant legal powers are set out in the main body of the report.

The Council has power to introduce a PSPO subject to:

- a. compliance with consultation requirements, and
- b. being satisfied that the order is a proportionate response to the harm targeted and is consistent with the Public Sector Equality Duty under Section 149 of the Equality Act 2010.

The introduction of a PSPO is generally a quicker method of introducing measures to tackle anti-social behaviour, and multiple issues can be dealt with in a single PSPO. This is therefore the preferred method of introducing these measures rather than revoking and introducing individual byelaws which deal with these behaviours, which can be a lengthy process.

The option to issue an FPN under the PSPO would result in a reduced administrative burden on the Council as well as a more proportionate approach from the offender perspective.

Per section 70 of the Anti-Social Behaviour, Crime and Policing Act 2014, where an existing byelaw prohibits an activity which is also regulated by a PSPO, the PSPO provision prevails, and the byelaw is of no effect for the duration of the PSPO in the area to which it relates.

- It is recommended that the PSPO contain an option to both issue an FPN and/or seek a summary conviction, which could be reserved for the more serious offences or persistent offenders
- **Procurement**, There are no procurement implications
- **Health and Wellbeing**, Public health supports the report and the recommended options.
- **Environment and Climate action**, The report has no climate change implications.
- **Affordability**, As outlined in the attached *Equalities Impact Assessment (EIA)* People on low incomes may spend more time in public spaces, so there is a small risk of disproportionate engagement by officers. This is mitigated through a support-first, proportionate approach.

- ***Equalities and Human Rights***, A full EIA is attached at Annex A. The group with any meaningful risk is people who are homeless or rough sleeping, if enforcement is not used proportionately. Further EIAs will be produced for any expanded powers.
- ***Data Protection and Privacy***, The data protection impact assessment (DPIAs) screening questions were completed for the recommendations and options in this report and as there is no personal, special categories or criminal offence data being processed to set these out, there is no requirement to complete a DPIA at this time. However, this will be reviewed following the approved recommendations and options from this report and a DPIA completed if required.
- ***Communications***, We will work with other partners to raise awareness of changes to the PSPO, focusing primarily on digital channels where this information can be shared into other community groups and online spaces.
- ***Economy***, the report's implications have a positive effect on the local economy, ensuring a safer street and trading environment for all residents and visitors.

Risks and Mitigations

35. The risks of not implementing the recommendation in this report are summarised in Paragraph 31-33 above.

Wards Impacted

36. Guildhall Ward

Contact details

For further information please contact the authors of this Decision Report.

Author

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Job Title:	Community Safety Manager / Head of Community Safety
Service Area:	Housing & Communities

Co-author

Name:	Pauline Stuchfield
Job Title:	Director of Housing and Communities
Service Area:	Housing & Communities
Report approved:	Yes
Date:	20/11/2025

Background papers

Combined Executive Member Decision Session 2nd September 2025
<https://democracy.york.gov.uk/documents/s185157/PSPO%20consultation%20report%20on%20city%20walls%20final%20version.pdf>

2022 PSPO Report:
<https://modgov.york.gov.uk/documents/s159037/Report.pdf>

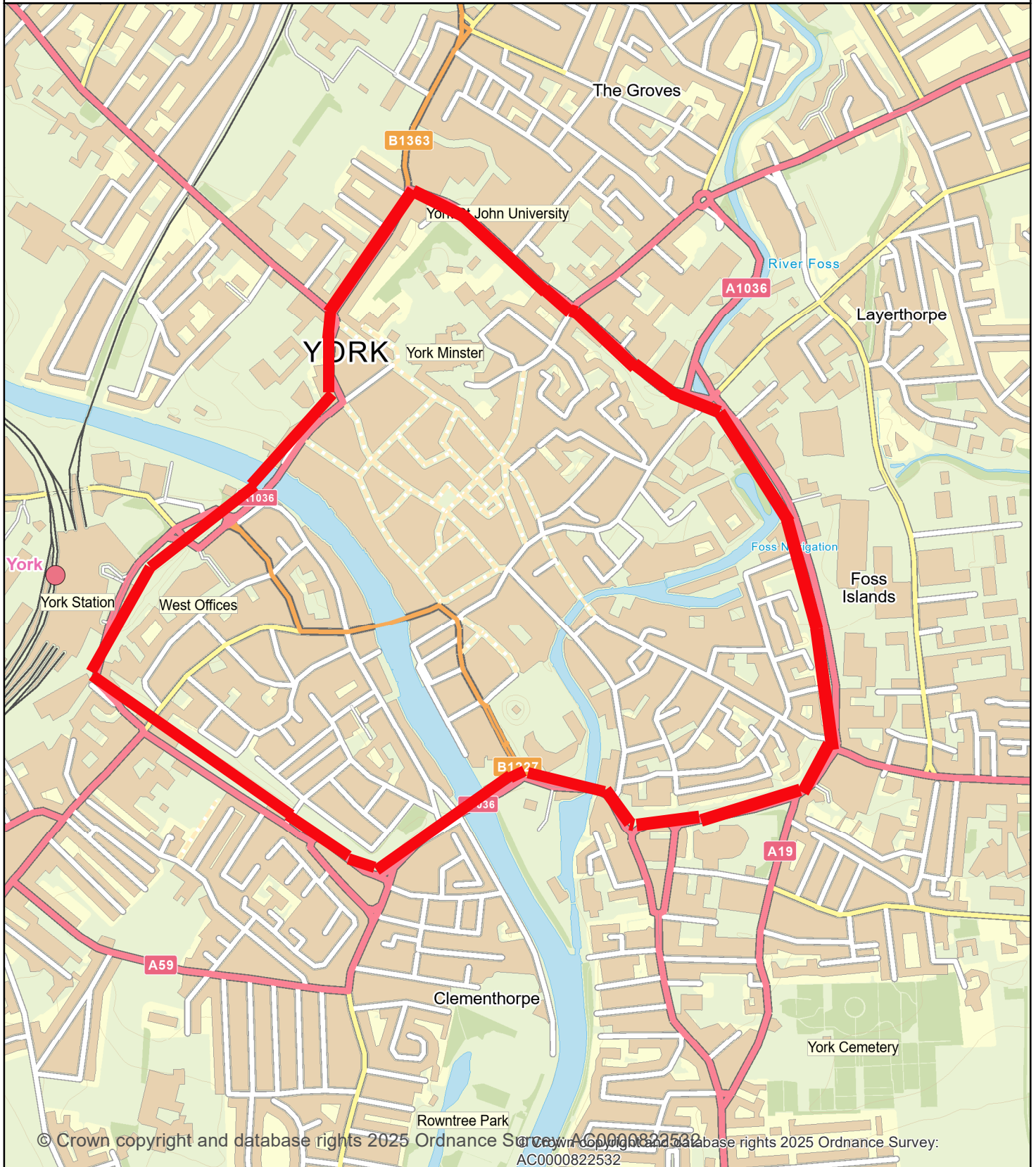
Annexes

- Annex A Map highlighting proposed area of PSPO
- Annex B List of comments received
- Annex C Equalities Impact Assessment (EIA)

List of Abbreviations Used in this Report

ASB – Anti-social behaviour
 CYC – City of York Council
 EIA – Equalities Impact Assessment
 FPN – Fixed Penalty Notice
 NYP – North Yorkshire Police
 PSPO – Public Space Protection Order
 VAWG – Violence Against Women & Girls

CITY CENTRE PSPO



Date: 21 Nov 2025
Author: City of York Council
Scale: 1:10,548



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Annex B – Survey comments

- This 'consultation is as vague and loosely worded (though differently worded) as the paper that launched the consultation. Everyone would no doubt agree that it might be nice to control or reduce some of the above but there is no clarity as to how these powers could be used and the potentially authoritarian nature of some of them.

We need consultation on the exact proposed wording of the PSPO.

You should also ensure that nothing in the PSPO overlaps with existing legal powers that could be used anyway eg. with respect to sexual harrassment.

The third point referring to 'causing alarm or distress to anyone' is far too sweeping, loosely worded and open to subjective interpretation.

The point about temporary structures (which wasn't mentioned in the paper) in also incredibly vague and along with the 'causing alarm or distress to anyone' could be used to prevent legitimate public protest in our city centre.

The point about obstructing public footpaths and highways has been changed from the wording in the paper but is no clearer. There is already law against obstructing the highway. In addition there is still no clarity as to where people who might be moved under this clause would be moved to?

Our city centre is a PUBLIC space as much for civic society as for financial/commercial gain and it is the council's responsibility to make sure it 'belongs' to everyone.

Not sure why urination has been mentioned - don't we already have that city wide PSPO?

These proposals are still ill-thought out and need far more clarity."

- NONE
- Amplification by Buskers in the area by the Belfry and Minster's West door can be very disturbing and make my flat's terrace and its sitting room unusable. Have to move to bedroom to be able to read serious book for instance and cannot play my own music.

- I believe such an introduction would make York more attractive, safer, cleaner for all who live, work and visit.
Noise is a major concern for elderly people who find it intimidating and stops people enjoying living and visiting the city. Please consider noise reduction. I am often shouted out to asking for money by the street beggars and it makes me feel fearful and worried.
- Speaking as a long term resident of Union Terrace who lives very near the hostel in the car park, I have to wonder what impression coach visitors get when their first experience of York is extreme ASB behaviour from it's residents. The stags and hens can be bad, the street drinkers can be even worse. I massively support the PSPO, as do my neighbours.
- Each in turn:
 - banning public drinking is an unreasonable response to a small minority who cause problems, the terms of the existing PSPO (cease drinking or surrender alcohol when asked) are a suitable compromise between those who cause problems and the rights of the law abiding majority.
 - it is unreasonable for the council to impose an order which includes ""urination or defecation in a public place that is not a public convenience"" when there are no such public conveniences open within the proposed PSPO area. A more suitable approach to this problem would be to work with perhaps York BID to open a couple of the public conveniences within the proposed PSPO area beyond the currently 6 or 7pm closing times, with security staff present.
 - the inclusion of ""put up temporary structures"" appears to be an attempt to ban the homeless from being in the area. As other councils have found this can easily turn into a public relations disaster, and whatever the rights and wrongs of the situation (which I am not aware of) such a public relations situation will not be good for York."
- The main issue for me is the lack of a visible police presence in the centre of York. On two occasions recently I've looked for a police officer with no luck when I have witnessed dangerous behaviour.
- I am really encouraged to see that the council are planning to address the increasing levels of anti-social behaviour in the city

centre. Like many local residents, I avoid the city centre on weekend evenings and race days, and would recommend that visitors with children do the same. This is a great pity, as we live in a beautiful city which should be welcoming to all.

I fully support any positive action to address street begging in particular, as this has become much more of a concern in recent years. Stag and hen parties have long been an issue, so it would be good to see local agencies getting more powers to prevent them ruining the city centre for others. "

- As a resident of York for over 60 years u now find it easier to visit other nearby towns to shop as they have a wider variety of shops. In my opinion York has become a coffee shop/ restaurant town to visit Esther than shop for goods.
- I've not experienced any anti social behaviour in the last 12 months because I don't like coming into the centre as ii currently is.
- Enforce measures for racegoers and hen/stag groups. They cause majority of problems for local residents.
- Please get rid of the worst excesses of the hen and stag dos. We've almost stopped taking our children into the city centre because of them.
- "12 moths"? You need to spell check your webpage!
- Drinking Alcohol - There was a PSPO for this area between 2022 and 2025, this was allowed to lapse by City of York Council. If this was an issue this could have been extended but was not. Therefore there must be evidence of this being an issue between the lapse of the old PSPO and now to demonstrate that there is sufficient justification and necessity for this condition to be imposed. In addition this condition is an escalation of the previous requirement to surrender alcohol and therefore it would be necessary not only to demonstrate that the previous PSPO was necessary (presumably by renewing it and varying it) but that those powers were not sufficient to deal with the problem. I would ask that the record of the number of times that surrender was requested, non-compliance and number of times fixed penalties and prosecutions were imposed is considered. Taking Drugs - Possession of drugs is illegal and can be dealt with under the Misuse of Drugs Act, PSPO's should not be used where there are already legislative powers available to deal with an issue. If

someone is taking drugs there is sufficient evidence for the police to arrest on suspicion that they might be in possession. Perhaps enforcement of legislation in place currently is a more effective use of resources rather than introducing new powers and shifting responsibility from the police to local government? Harassment - there are laws against this in relation to public order and protection from harassment see above. Verbal insults and sexualised comments - again public order offence and therefore conditions for PSPO would be unlawful. loud amplified sounds which could reasonably cause annoyance - amplifiers in the street at night are prohibited by the control of pollution act 1974 Section 62, Is there sufficient evidence to demonstrate that Community Protection Notices are insufficient to deal with this issue and making it necessary for the condition to be in place? Urinating or defecating in a public place - there is already a PSPO in place that covers this? - Engaging in ASB or obstructing footpaths - These are two separate conditions ASB there are powers available to disperse already are these not sufficient? Under the Highways Act 1980 Section 137 already creates an offence of obstructing a highway, therefore this is not necessary. Erecting temporary structures is covered by Section 148 of the Highways Act 1980 already. Selling of merchandise is covered by the Pedlars Act 1871. Sell goods or collect money on behalf of a charity - Should a condition be proposed the authority would need to consult the Fundraising Regulator and the Institute of Fundraising (IoF)'s in regards to alleged breaches of the Code of Fundraising Practice. Collecting money on behalf of a registered charity is not an unreasonable activity that justifies the restriction. Should individual charities be failing to comply with the code of fundraising practice this should be referred to the regulator.

- Include into the 'Make verbal insults, including sexualised comments and gestures' carrying phallic/sexualised objects i.e inflatable xxxxxx
- I met a couple in Middleborough who used to enjoy coming to York for a visit at weekends. They no longer come because of the loud and offensive behaviour in central York. This applied both to the so-called 'hen parties' and the race-goers. The last time I was in York on a summer weekend I was appalled.

City of York Council
Equalities Impact Assessment

Who is submitting the proposal?

Directorate:		Housing and Communities	
Service Area:		Safer York Partnership	
Name of the proposal:		PSPO to be introduced in the City Centre	
Lead officer:		Paul Morrison	
Date assessment completed:		12 November 2025	
Names of those who contributed to the assessment:			
Name	Job title	Organisation	Area of expertise
Jane Mowat	Head of Community Safety	CYC	
Jen Stockwell	NYP Inspector	North Yorkshire Police	
Carl Alsop	Operations Manager	York BID	

Step 1 – Aims and intended outcomes

1.1	What is the purpose of the proposal? Please explain your proposal in Plain English avoiding acronyms and jargon.
	To renew the PSPO within the City Walls so authorised officers can deal with alcohol-related anti-social behaviour and intimidating group behaviour. It aims to keep the city centre safe and welcoming for residents, businesses, and visitors.

1.2	Are there any external considerations? (Legislation/government directive/codes of practice etc.)
	The Anti-Social Behaviour, Crime and Policing Act 2014. Public Sector Equality Duty under Section 149 of the Equality Act 2010 Winter of Action 2025 Home Office Initiative Violence against Women and Girls (VAWG) Purple Flag

1.3	Who are the stakeholders and what are their interests?
	Residents – want safe streets and reduced ASB Visitors & tourists – want a safe city centre experience Local businesses – need a safe trading environment North Yorkshire Police – need clear, enforceable powers Homelessness & resettlement services – want their service users protected Students – safe access to the city and nighttime economy

City of York Council – legal compliance, community safety
People who are homeless or rough sleeping – may be directly affected by enforcement

1.4	What results/outcomes do we want to achieve and for whom? This section should explain what outcomes you want to achieve for service users, staff and/or the wider community. Demonstrate how the proposal links to the Council Plan (2019- 2023) and other corporate strategies and plans.
	<ul style="list-style-type: none"> • Reduce alcohol-related ASB • Reduce intimidating behaviour by groups • Improve how safe people feel in the city centre • Keep York a safe and welcoming city for all • Support Purple Flag status and city-centre safety work (including VAWG initiatives) • Align with Council Plan priorities such as ‘ Build Community Pride’ and ‘Make the City Centre Work for Everyone’

Step 2 – Gathering the information and feedback

2.1	What sources of data, evidence and consultation feedback do we have to help us 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
	To establish the scale of the problem and whether the re-introduction of PSPO's would be proportionate and support reducing the issues in the

Working group made up of Council Officers, Partner agencies, and voluntary sector partners	area. Also to examine how the previous PSPO had been managed and implemented by NYP to ensure proportionality and consistency
Consultation with Ward Councillors	To determine whether local residents support the issues and whether they were concerned about being marginalised
Undertook a survey of local residents including asking for details about protected characteristics	To understand whether these residents had different thoughts on the subject because of their lived experiences

Step 3 – Gaps in data and knowledge

3.1	What are the main gaps in information and understanding of the impact of your proposal? Please indicate how any gaps will be dealt with.	
Gaps in data or knowledge		Action to deal with this
Limited consultation feedback on extended future powers		A more detailed consultation will take place in 2026.
Limited data showing how impacts differ for protected characteristic groups		Work with partner agencies to gather better qualitative information.
Need more structured engagement with homelessness and support services		Build this into 2026 consultation and ongoing partnership work.

Step 4 – Analysing the impacts or effects.

4.1	Please consider what the evidence tells you about the likely impact (positive or negative) on people sharing a protected characteristic, i.e. how significant could the impacts be if we did not make any
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	adjustments? Remember the duty is also positive – so please identify where the proposal offers opportunities to promote equality and/or foster good relations.		
Equality Groups and Human Rights.	Key Findings/Impacts Most impacts are neutral or positive. The only group with any meaningful risk is people who are homeless or rough sleeping, if enforcement is not used proportionately.	Positive (+) Negative (-) Neutral (0)	High (H) Medium (M) Low (L)
Age	Older people and young people may feel safer because ASB is reduced	0/+	L
Disability	A reduction in intimidating behaviour supports disabled people, especially those with mobility or sensory conditions. Officers must remain aware of hidden disabilities.	0/+	L
Gender	The PSPO supports wider safety work (including VAWG), helping women and girls feel safer in the city centre.	0/+	L
Gender Reassignment	No evidence that the PSPO disproportionately affects people who are trans; no specific risks identified. To note LGBTQIA+ individuals are at increased risk of homelessness, particularly young people and trans individuals.	0/+	L
Marriage and civil partnership	No specific impact identified. This group is not disproportionately affected by the PSPO.	0	L
Pregnancy and maternity	Reduced intimidating or disruptive behaviour helps people who are pregnant or with very young children feel safer when moving through the city.	0	L
Race	No evidence of disproportionate impact on racial or ethnic groups. Officers must remain alert to avoiding unconscious bias in enforcement.	0	L

Religion and belief	No link between the PSPO and any faith group. No disproportionate impact identified.	0	L
Sexual orientation	No evidence that the PSPO disproportionately affects LGBTQ+ people. To note LGBTQIA+ individuals are at increased risk of homelessness, particularly young people and trans individuals.	0	L
Other Socio-economic groups including :	Could other socio-economic groups be affected e.g. carers, ex-offenders, low incomes?		
Carer	A safer, less intimidating city centre benefits carers who support people accessing services.	0	L
Low income groups	People on low incomes may spend more time in public spaces, so there is a small risk of disproportionate engagement by officers. This is mitigated through a support-first, proportionate approach.	-	L
Veterans, Armed Forces Community	There is a higher level of homelessness amongst armed forces veterans. Officers should consider this and how to use trauma informed approaches.	-	L
Other	<p>People who are homeless or rough sleeping</p> <p>This group is more likely to be present in the city centre and could therefore be more frequently approached by officers.</p> <p>However, enforcement only applies when actual ASB is occurring, and risks are reduced through:</p> <ul style="list-style-type: none"> • a support-first approach • partnership with homelessness and resettlement services 	-	M

	<ul style="list-style-type: none"> clear guidance to ensure proportionality and avoid unfair targeting. 		
Impact on human rights:			
List any human rights impacted.	<p>Impact: Neutral with safeguards</p> <p>No breach anticipated if actions remain proportionate and support based.</p> <p>Relevant rights:</p> <ul style="list-style-type: none"> Article 8 – respect for private and family life Articles 10 & 11 – freedom of expression and assembly <p>The PSPO only applies when anti-social behaviour is present, so rights are not restricted without cause.</p>		

Use the following guidance to inform your responses:

Indicate:

- Where you think that the proposal could have a POSITIVE impact on any of the equality groups like promoting equality and equal opportunities or improving relations within equality groups
- Where you think that the proposal could have a NEGATIVE impact on any of the equality groups, i.e. it could disadvantage them
- Where you think that this proposal has a NEUTRAL effect on any of the equality groups listed below i.e. it has no effect currently on equality groups.

It is important to remember that a proposal may be highly relevant to one aspect of equality and not relevant to another.

<p>High impact (The proposal or process is very equality relevant)</p>	<p>There is significant potential for or evidence of adverse impact The proposal is institution wide or public facing The proposal has consequences for or affects significant numbers of people The proposal has the potential to make a significant contribution to promoting equality and the exercise of human rights.</p>
<p>Medium impact (The proposal or process is somewhat equality relevant)</p>	<p>There is some evidence to suggest potential for or evidence of adverse impact The proposal is institution wide or across services, but mainly internal The proposal has consequences for or affects some people The proposal has the potential to make a contribution to promoting equality and the exercise of human rights</p>
<p>Low impact (The proposal or process might be equality relevant)</p>	<p>There is little evidence to suggest that the proposal could result in adverse impact The proposal operates in a limited way The proposal has consequences for or affects few people The proposal may have the potential to contribute to promoting equality and the exercise of human rights</p>

Step 5 - Mitigating adverse impacts and maximising positive impacts

5.1	<p>Based on your findings, explain ways you plan to mitigate any unlawful prohibited conduct or unwanted adverse impact. Where positive impacts have been identified, what is been done to optimise opportunities to advance equality or foster good relations?</p>
	<p>The Council, North Yorkshire Police and other partners recognise that the introduction of the PSPO is only one tool to tackle the increasing issues of ASB in these areas. We are committed to providing support and advice to people involved in relation to treatment, health and accommodation services. There are regular multi agency meetings to look at the city centre, and NYP have recently commenced Op Luscombe to tackle similar issues and work with a range of partners to offer direct support to those who are constantly coming into contact with the police.</p> <p>The council are looking at a stepped approach to enforcement to ensure that good practice is followed, and has established a multi agency meeting to ensure that the numbers of people who may receive Fixed Penalty Notices are kept as low as possible.</p> <p>The low number of Fixed Penalty Notices Issues during the previous PSPO supports that the unwanted adverse impact has been minimised and that PSPO does act as a deterrent to committing ASB, promoting behaviour change amongst those who may have become involved.</p>

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. There are four main options you can take:
	<ul style="list-style-type: none"> - No major change to the proposal – the EIA demonstrates the proposal is robust. There is no potential for unlawful discrimination or adverse impact and you have taken all opportunities to advance equality and foster good relations, subject to continuing monitor and review.
	<ul style="list-style-type: none"> - Adjust the proposal – the EIA identifies potential problems or missed opportunities. This involves taking steps to remove any barriers, to better advance equality 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 under the duty - 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. <p>Important: If there are any adverse impacts you cannot mitigate, please provide a compelling reason in the justification column.</p>
Option selected	Conclusions/justification

No major change to the proposal	<p>Residents, voluntary groups and partner agencies have all been consulted to minimise the risk of unlawful discrimination.</p> <p>The Council will continue to provide support and assistance to people who are drinking and causing ASB in these areas, both from within the council and from partner agencies such as NYP and voluntary organisations such as the Salvation Army</p>
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Step 7 – Summary of agreed actions resulting from the assessment

7.1	What action, by whom, will be undertaken as a result of the impact assessment.		
Impact/issue	Action to be taken	Person responsible	Timescale

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 and other marginalised groups going forward? How will any learning and enhancements be capitalised on and embedded?
	<p>We will need to undertake a review of the PSPO's after 3 years. This will ensure that we can monitor residents and organisations thoughts about the process once it is in place.</p> <p>This review will also allow the council to review the impact on protected characteristics where we have that information.</p>



Meeting:	Executive
Meeting date:	2 December 2025
Report of:	Director of Environmental and Regulatory Services
Portfolio of:	Executive Member for Environment and Climate Change

Decision Report: Garden Waste update

Subject of Report

1. To meet the City's outcomes around the environment and maximising reuse and recycling to support a circular economy, the Council operates a garden waste subscription service.
2. The Council introduced a fully chargeable garden waste subscription service in August 2024. The subscription fee was introduced at £46.50 and increased to £49 per year for 2025 to cover increases in costs to the services and to bring in line with the rest of North Yorkshire with whom the Council share disposal arrangements. It is proposed, given inflationary increases and impact on the service delivery cost of the service, that the fee is set at £52 per year for 2026 to further offset the cost for the delivery of the service.

Benefits and Challenges

Benefits

- In economically challenging times, charging for a garden waste subscription service would secure the continuation of a much-valued service to residents.
- The income generated from the subscriptions should seek to cover the costs of operating the garden waste service.
- Providing a stable funding base for the service enables the foundation for extending to additional properties across the city making it more equitable. Previously garden waste service was not offered to all households across the city as previously when not

chargeable the operational rounds were over capacity, however Waste Services are looking at opportunities to expand the offer of garden waste collections following the Bags to Bins scheme, new build properties and reassessing established areas to see if garden waste collections can be offered safely and efficiently.

- Whilst it is recognised that a subscription-based service means an increased cost to residents, there is a 50% discount for residents who are receive Council Tax support.
- Complementary services, such as home composting are supported. 185 compost bins were provided in the last 12 months to residents, this is cost neutral to the service.
- Aligning costs with North Yorkshire Council provides equity for residents across the wider region.

Challenges:

- The necessary increases in costs of the service are passed onto subscribers, but will be mitigated by expanding the service across the City. There is a balance to be struck in terms of growing the service and providing an affordable fee and covering the cost of the service.
- The service isn't currently offered to every resident, so it is important that the fee is set at a level that matches the service cost and that the service is extended more widely across the City.

Policy Basis for Decision

3. Equalities and Human Rights – Equality of opportunity – At this current time the garden waste service is not available to all households and the fact that some properties remain on a bagged waste service means we cannot provide garden waste collections to these properties.
4. Affordability – Whilst imposing a charge for garden waste collections may have some negative impacts for those on a low income there are environmentally friendly, cost effective and free alternatives to subscribing to a garden waste collection service such as home composting and/or disposal at a household waste recycling centre;
5. Climate – Environment and the climate emergency – Providing a garden waste service ensures recyclable waste doesn't end up in residual bins, and as collected as a separate stream garden waste collected in York is locally recycled into PAS100 certified compost. Reducing the mileage and making the service more efficient through

optimising collection routes and rounds will have benefits for the environment and carbon and other emissions will be reduced.

Financial Strategy Implications

6. Based on the subscription fee in 2025 of £49 per year, income in financial year 2025/26 is forecast to be £1,929k, assuming that the circa 40,000 residents who are currently subscribed, subscribe again next year.
7. There were originally 66,000 residents who had access to a free garden waste service before the fully charged scheme was introduced in 2024. Work is ongoing to identify the 26,000 residents who had access to a garden waste collection before the fully charged scheme to see if there is a desire for those residents to subscribe. Investigations are also underway to identify residents who have not historically had access to any collection service.
8. The waste optimisation work, agreed in January 2024 and to be implemented in the next 12 months will rebalance rounds and open up opportunities for new subscribers.
9. The current cost of the service is £2,103k, this covers collection and disposal costs. This means there is currently a circa £175k gap between the delivery of the service, and the revenue income and wider service budgets subsidise this difference.
10. An increase in the subscription fee to £52 per year is proposed as this would generate circa £120k (providing all subscribers re-subscribe). With the work to increase subscriptions ongoing this will close the gap between the income and cost and also align with North Yorkshire.

Recommendation and Reasons

11. The Executive are recommended to:

Note the content of the report and agree to increase garden waste subscription service at a fee of £52 per permit with the 50% discount to remain for those in receipt of Council Tax support.

Reason: To set the subscription fee for 2026 to enable sustainability in the service.

Background

Service Background

12. The separate kerbside collection of garden waste commenced in York in 2005. When the kerbside garden waste service was introduced in 2005, the Council did not offer it to some terraced areas mainly due to inadequate storage for containers, properties on bagged collections or areas not being accessible for vehicles to undertake collections.
13. In April 2013, following a period of public consultation, Cabinet approved a charge for 'additional garden bins' only. Residents were entitled to free collection of their first garden bin, whilst additional bins were charged at £35 each. This charge increased annually, reaching £46.50 per bin for the 2024 garden waste season.
14. Before this scheme was replaced with the new fully chargeable garden waste subscription scheme, the 'additional bin scheme' had 1,433 subscriptions in the 2024 season and generated £60,961.50 in income. All administration of the scheme, including letters and labels were produced in house. The scheme closed in May 2024.
15. Until July 2024, the garden waste service was provided free of charge to approximately 66,000 households across the city. Collections were undertaken on a fortnightly basis (for a 40 week season) across the city and residents could present multiple green wheelie bins for collection (the majority of green bins are 180 litre bins; however, there are a number of 240 litre bins in circulation across the city that date back to pre-local government reorganisation in 1996 which when replaced due to damage or fatigue will be replaced with 180 litre bins).
16. The decision to implement a fully chargeable garden waste subscription scheme was taken by Executive in January 2024 and agreed at full Council, as part of the budget process, in February 2024. The collection of garden waste is not a statutory service under the 'Controlled Waste Regulations 2012', therefore local authorities do not have to provide a garden waste collection and the service is not directly included in the Council Tax bill.
17. Executive approved the introduction of an annual garden waste subscription scheme with a fee of £46.50 in 2024 which aligned to the cost of the chargeable second garden bin cost when the first

garden bin was free. Executive also approved a 50% discount for residents in receipt of Council Tax Support. Delegated authority was given to the Director of Transport, Environment and Planning and in consultation with the Chief Finance Officer, to use the Waste Reserve and take all steps necessary to procure, award, and enter into contracts to deliver and effectively implement the new service.

18. Executive also approved, as a one-off, a free collection of garden waste bins from those households not wishing to subscribe to the new garden waste collection service and this has been managed through a registration process. Circa 1300 households registered for the take back offer and this will happen at the end of November 2025.
19. As part of the budget process for 2025/26, there was an increase in the fee for the Garden Waste Subscription scheme for the 2026 season to £49 per permit. This was to mitigate increases in costs due to inflation and to align with charges in North Yorkshire, which the Council share disposal arrangements with.
20. As of October 2025, there are circa 40,000 subscribers to the Garden Waste subscription scheme. This brings in an income to the Council of £1.9m per annum.
21. In recent years, the Council has not been able to offer garden waste collections to new housing developments (e.g. parts of Germany Beck, Langley Gate development, etc.) as there was no capacity on the operational rounds to take on these additional collections.
22. Since January 2025, all new housing developments with completed streets are now offered garden waste collections should the household choose to pay for the service. These streets are added periodically as they are complete, and rounds adjusted to ensure efficient collections. In 2025 270 new dwellings were able to subscribe to garden waste collections.
23. In 2025 during the Bags to Bins project communications, these properties were able to complete a survey to register their interest in subscribing to garden waste collections. Of the circa 6000 properties communicated to, there were 128 valid responses to register interest in joining the subscription.

Table below:

	Micklegate	Guildhall	Clifton	Fishergate	Total	
Total Request for service	60	20	32	16	128	
Number of Streets required	31	10	16	8	65	

24. Through the response numbers mentioned in paragraph 24, officers in Waste Services have identified 331 established properties in total that are eligible for garden waste subscription and the service will be offered in 2026.
25. There are challenges with existing properties, such as large, terraced areas with no storage for bins or there is no vehicle access and the garden waste service will be difficult to offer to either at all, or residents may have to accept unconventional methods of presentations and collections if operationally viable. Note, garden waste can only be collected in bins and not bagged.
26. Waste Services forecast that there will be a further circa 300 new build properties the service could be offered to throughout 2026. However, the service must ensure that rounds remain efficient and environmentally friendly.
27. Properties are still able to register an interest in subscribing to the garden waste service and Waste Services will assess suitability <https://www.york.gov.uk/consultations/gwssinterest>

Consultation Analysis

28. Officers have discussed garden waste charging and any proposed increased charges with colleagues at North Yorkshire Council (NYC). In October 2025 NYC increased their garden waste charge per permit to £52 for 2026.
29. A large proportion of local authorities nationally charge for garden waste collections and disposal and these vary, with some opting to charge up to £85 per bin.

Options Analysis and Evidential Basis

30. Below are the options for proposed cost increases (assumes all permits at full cost but the Council Tax discount would remain):

- a) No costs increase

This would mean no additional income for the service to offset operational costs.

- b) Increase £1

This would be an additional circa £40k income

- c) Increase £1.50

This would be an additional circa £60k income

- d) Increase £2.50

This would be an additional circa £80k income

- e) Increase £3.00

This would be an additional circa £120k income

Organisational Impact and Implications

31. Below are the implications for this subject:

- **Financial:** Fees and charges raised by the Council are reviewed on an annual basis as part of the budget setting process. The recommended fee will generate increased income to balance the Council's budget for 2026/27. Without this increase in income (£120k), the cost of the garden waste service would need to be met from savings elsewhere.
- **Human Resources (HR):** There are no HR implications.
- **Legal:** The general rule is that local authorities cannot charge for the collection of household waste (section 45(3), Environmental Protection Act 1990). However, there are exceptions where they may charge for collection of household waste set out in paragraph 4 of Schedule 1 to the Controlled Waste (England and Wales) Regulations 2012 (SI 2012/811) ('Controlled Waste Regulations 2012'). The collection of garden waste is included in the list under paragraph 4 of Schedule 1 to the Controlled Waste Regulations 2012. Local authorities therefore do not legally have to collect garden waste, but it is a service they can choose to provide. Local authorities can also recover the costs of providing discretionary

services such as these under section 93(1) of the Local Government Act 2023, however (per the rules set out under section 93(3) of the Act) they cannot make a profit.

- **Procurement:** There are no implications.
- **Health and Wellbeing:** There are no implications.
- **Environment and Climate action:** The amount of garden waste composted as part of the Council's operation may reduce. However, the garden waste not collected from the kerbside would either be composted at home, taken to a household waste recycling centre (HWRC) and composted.
- **Affordability:** If residents do not wish or cannot afford to subscribe then there are other alternatives which are available for the free disposal of garden waste (e.g. home composting and/or disposal at a household waste recycling centre).
- **Equalities and Human Rights:** There are alternatives available to households (e.g. free options such as home composting or taking materials to a household waste recycling centre or even spreading cost through sharing a subscription with a neighbour).
- **Data Protection and Privacy:** The completion of data protection impact assessment (DPIA) screening questions evidenced there would be no processing of personal data, special categories of personal data or criminal offence data processed, so there is no requirement to complete a DPIA
- **Communications:** Clear and proactive communication will be essential to ensure residents understand the reasons for the proposed subscription fee increase, the benefits of the service, and the available discounts for those in receipt of Council Tax support. Messaging should emphasise the environmental advantages of diverting garden waste from residual bins, the alignment with regional charges with North Yorkshire Council, and the ongoing work to expand service coverage across the city. It will also be important to highlight complementary options such as home composting and recycling centre disposal, to reassure residents who may be concerned about affordability. Effective communications, including timely updates, accessible information, and targeted engagement with affected communities, will help manage expectations and help reduce potential issues for residents.
- **Economy:** There are no implications.

Risks and Mitigations

32. The risk of not increasing the garden waste subscription fee would be that the gap between operating costs and income would remain the same and likely increase in the next 12 months considering natural inflation and anticipated local authority pay award.
33. This would contribute to the overall increasing council budget gap which continues to be a challenge for the authority.
34. By increasing the garden waste permit cost by the maximum option of £3 per permit, a large proportion of the operating costs would be covered. The annual subscription would also be in keeping with NYC garden waste charges.

Wards Impacted

35. All wards are impacted by the decisions contained within the report.

Contact details

For further information please contact the authors of this Decision Report.

Author

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Job Title:	Director of Environmental and Regulatory Services
Service Area:	Waste Services
Report approved:	Yes
Date:	11 November 2025

Co-author

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Job Title:	Head of Environmental Services
Service Area:	Waste Services
Report approved:	Yes
Date:	11 November 2025

Background papers

Waste Services – Service developments

<https://democracy.york.gov.uk/ieListDocuments.aspx?CId=733&MID=13934#AI66728>

Finalised Discount Charges 2025

<https://democracy.york.gov.uk/mglIssueHistoryHome.aspx?IId=74781&optionId=0>

Amendment of Waste Policy for Garden Waste Subscription Service

<https://democracy.york.gov.uk/mglIssueHistoryHome.aspx?IId=73442&optionId=0>

Garden Waste Collections: Review of Implementation of Charging Arrangements – Economy, Place, Access, and Transport Scrutiny Committee January 2025

<https://democracy.york.gov.uk/ieListDocuments.aspx?CId=1063&MID=14752#AI69779>

Annexes

Equalities Impact Assessment

City of York Council

Equalities Impact Assessment

Who is submitting the proposal?

Directorate:		Environment and Regulatory Services	
Service Area:		Environmental Services – Waste Services	
Name of the proposal:		Garden Waste Update	
Lead officer:		Ian Hoult; Head of Environmental Services	
Date assessment completed:		20 th November 2025	
Names of those who contributed to the assessment :			
Name	Job title	Organisation	Area of expertise
Rebecca Copley	Business Manager, Environmental Services	City of York Council	Business Management, Communications
Suzanne Middleton	Strategy and Development Manager	City of York Council	Strategy and Development, Business Processes

Step 1 – Aims and intended outcomes

1.1	What is the purpose of the proposal? Please explain your proposal in Plain English avoiding acronyms and jargon.
	The Council operates a subscription scheme for garden waste collections in York. This opt-in scheme has an annual charge for kerbside garden waste collections in York. If residents want to have their garden waste bin collected by the Council they need to subscribe for the garden waste bin(s) to be emptied. Charges are made on a per bin basis.
1.2	Are there any external considerations? (Legislation/government directive/codes of practice etc.)
	The collection of garden waste is not a statutory service and under the Controlled Waste Regulations 2012, the Council has the discretion to charge for this service. It is also important to point out that the Government consulted on its Waste and Resources Strategy in 2021 and a recent Government response in November 2023, outlined that “local authorities will be required to provide a garden waste service where it is requested but as is currently the case, they can continue to choose to charge for the service”.
1.3	Who are the stakeholders and what are their interests?
	All residents of York are considered to be stakeholders. Residents have a choice as to whether they subscribe to the garden waste subscription scheme (there is a discount available for residents in receipt of Council Tax Support or those who are registered as SMI (severe mental impairment). Residents can also choose to compost their garden waste at home (discounted home composters can be purchased through the Council) or they can dispose of garden waste at a household waste recycling centre (for free). In addition, residents can also share a garden waste subscription with a neighbour.
1.4	What results/outcomes do we want to achieve and for whom? This section should explain what outcomes you want to achieve for service users, staff and/or the wider community. Demonstrate how the proposal links to the Council Plan (2019- 2023) and other corporate strategies and plans.

	<p>As part of the Council's four core commitments and in line with the Council Plan:-</p> <ul style="list-style-type: none"> • Equalities and Human Rights - Equality of opportunity – previously garden waste was not available to all households and the fact that some properties remain on a bagged waste service means we cannot provide garden waste collections to these properties. • Affordability – Whilst charging for kerbside garden waste collections through the garden waste subscription scheme may have some negative impacts for those on a low income there are environmentally friendly, cost effective and free alternatives to subscribing such as home composting and/or disposal at a household waste recycling centre. The Council has discounted home composters available (which are cheaper than the items can be sourced independently; these can be purchased for £15). There is also a 50% discount on the subscription fee for the garden waste subscription scheme for residents in receipt of Council Tax Support and this 50% discount also applies to residents registered with a Severe Mental Impairment (SMI). An option to share a bin with a neighbour is also available. • Climate - Environment and the climate emergency – Reducing the mileage and making the service more efficient through optimising collection routes and rounds will have benefits for the environment and carbon and other emissions will be reduced. By focussing collections in an area of the city will enable a review of the way public realm management and service delivery is undertaken. Reducing the number of properties on a bagged collection is expected to increase levels of recycling in those areas.
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Step 2 – Gathering the information and feedback

2.1	<p>What sources of data, evidence and consultation feedback do we have to help us 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.</p>
Source of data/supporting evidence	Reason for using

Comparison to other local authorities	Over 70% of local authorities in England charge for garden waste collections at the kerbside. In terms of a local context, North Yorkshire Council charge for garden waste collections.
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Step 3 – Gaps in data and knowledge

3.1	What are the main gaps in information and understanding of the impact of your proposal? Please indicate how any gaps will be dealt with.	
Gaps in data or knowledge		Action to deal with this
<ul style="list-style-type: none"> The Council knows which households currently subscribe to the garden waste subscription scheme but does not know exactly which residents dispose of garden waste through other means The Council does not know which households compost garden waste at home as this is individual choice The Council does not know how many households do not generate garden waste at all (e.g. in that they do not have a garden or have made the individual choice to pave their garden or alternatives such as artificial grass etc) 		<p>The Council can monitor how much garden waste is collected at the kerbside and can also monitor garden waste collected at household waste recycling centres.</p> <p>The Council can also monitor how many discounted home composters are purchased (through the Council).</p> <p>It will be important for this monitoring to continue so that the impact of the scheme can be effectively assessed over time.</p>

Step 4 – Analysing the impacts or effects.

4.1	Please consider what the evidence tells you about the likely impact (positive or negative) on people sharing a protected characteristic, i.e. how significant could the impacts be if we did not make any adjustments? Remember the duty is also positive – so please identify where the proposal offers opportunities to promote equality and/or foster good relations.
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Equality Groups and Human Rights.	Key Findings/Impacts	Positive (+) Negative (-) Neutral (0)	High (H) Medium (M) Low (L)
Age	Any residents who receive an assisted collection for their bins will continue to receive this if they subscribe to the service. There will also be a discount available on the subscription rate for the garden waste	(0)	

	subscription scheme for residents in receipt of Council Tax Support (CTS) and those who are registered as SMI.		
Disability	Any residents who receive an assisted collection for their bins will continue to receive this if they subscribe to the garden waste subscription scheme.	(0)	
Gender	n/a	(0)	
Gender Reassignment	n/a	(0)	
Marriage and civil partnership	n/a	(0)	
Pregnancy and maternity	Any residents who receive an assisted collection for their bins will continue to receive this if they subscribe to the garden waste subscription scheme.	(0)	
Race	n/a	(0)	
Religion and belief	n/a	(0)	
Sexual orientation	n/a	(0)	

Other Socioeconomic groups including:	Could other socio-economic groups be affected e.g. carers, ex-offenders, low incomes?		
Carer		(0)	
Low income groups	There is a 50% discount available on the subscription fee for the garden waste subscription scheme for residents in receipt of Council Tax Support and classed as SMI. Residents can also share a garden waste subscription with their neighbours if they so wish as a means to reduce the cost.	(-)	(L)
	If residents do not wish or cannot afford to subscribe to the garden waste subscription service, then there are other alternatives which are available for the free disposal of garden waste (e.g. home composting and/or disposal at a household waste recycling centre). Discounted home composters (which are cheaper than available on the open market) can be purchased through the Council for a one-off fee (£15).		
Veterans, Armed Forces Community		(0)	
Other	Residents who do not have a vehicle and cannot access the household waste recycling centre can either compost garden waste at home or share a garden waste subscription with a neighbour. Discounted home composters (which are cheaper than those available on the open market) can be purchased through the Council for a one-off fee (£15).	(-)	(L)
Impact on human rights:			
List any human rights impacted.	n/a		

Use the following guidance to inform your responses:

Indicate:

- Where you think that the proposal could have a POSITIVE impact on any of the equality groups like promoting equality and equal opportunities or improving relations within equality groups
- Where you think that the proposal could have a NEGATIVE impact on any of the equality groups, i.e. it could disadvantage them
- Where you think that this proposal has a NEUTRAL effect on any of the equality groups listed below i.e. it has no effect currently on equality groups.

It is important to remember that a proposal may be highly relevant to one aspect of equality and not relevant to another.

<p>High impact (The proposal or process is very equality relevant)</p>	<p>There is significant potential for or evidence of adverse impact The proposal is institution wide or public facing The proposal has consequences for or affects significant numbers of people The proposal has the potential to make a significant contribution to promoting equality and the exercise of human rights.</p>
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Medium impact (The proposal or process is somewhat equality relevant)	There is some evidence to suggest potential for or evidence of adverse impact The proposal is institution wide or across services, but mainly internal The proposal has consequences for or affects some people The proposal has the potential to make a contribution to promoting equality and the exercise of human rights
Low impact (The proposal or process might be equality relevant)	There is little evidence to suggest that the proposal could result in adverse impact The proposal operates in a limited way The proposal has consequences for or affects few people The proposal may have the potential to contribute to promoting equality and the exercise of human rights

Step 5 - Mitigating adverse impacts and maximising positive impacts

5.1	Based on your findings, explain ways you plan to mitigate any unlawful prohibited conduct or unwanted adverse impact. Where positive impacts have been identified, what is been done to optimise opportunities to advance equality or foster good relations?
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The options for alternatives to subscribing to the garden waste subscription scheme have been identified throughout the document. By operating a subscription service, the Council is able to extend the offer of a garden waste service to more properties across the city (as the garden waste service was at capacity). In addition, a subscription service will allow the Council to generate an income to cover the cost of providing the garden waste service (which is much valued by householders) and help to protect other services delivered by the Council.

Step 6 – Recommendations and conclusions of the assessment

6.1	<p>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. There are four main options you can take:</p>
	<p>- No major change to the proposal – the EIA demonstrates the proposal is robust. There is no potential for unlawful discrimination or adverse impact and you have taken all opportunities to advance equality and foster good relations, subject to continuing monitor and review.</p>

- **Adjust the proposal** – the EIA 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 under the duty
- **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.

Important: If there are any adverse impacts you cannot mitigate, please provide a compelling reason in the justification column.

Option selected	Conclusions/justification
<p>No major change to the proposal – the EIA demonstrates the proposal is robust.</p>	<p>Operating a garden waste subscription scheme for the collection of garden waste from the kerbside is a relatively low charge, as it is an annual charge for service. Residents have a choice as to whether they subscribe to the garden waste subscription scheme or not.</p> <p>There is a 50% discount available on the subscription fee for the garden waste subscription scheme for residents in receipt of Council Tax Support or classed as SMI. If residents do not wish to or cannot afford to subscribe to the garden waste subscription scheme, then there are other alternatives which are available for the free disposal of garden waste (e.g. home composting and/or disposal of garden waste at a household waste recycling centre). Discounted home composters are available for a fee of £15 (which is cheaper than the market rate). Residents could share a garden waste subscription with their neighbours if they so wish as a means to reduce cost.</p>

Step 7 – Summary of agreed actions resulting from the assessment

7.1	What action, by whom, will be undertaken as a result of the impact assessment.		
Impact/issue	Action to be taken	Person responsible	Timescale
n/a			

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 and other marginalised groups going forward? How will any learning and enhancements be capitalised on and embedded?
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	<ul style="list-style-type: none"> • The Council will review the number of households that subscribe to the garden waste subscription service. • The Council will review the number of households in receipt of Council Tax Support or registered as SMI that subscribe to the garden waste subscription service. • The Council will also continue to monitor the amount of garden waste that is collected at the kerbside alongside the amount of garden waste that is taken to the household waste recycling centres in the city. • The Council will keep a record of home composters that are purchased through the Council. • The Council will continue to monitor if there is an increase of incidence of fly tipping of garden materials (it should be noted that no increase in fly tipping was observed when the garden waste subscription scheme was introduced). • The Council have offered a one-off take back of unwanted garden waste bins, at the end of the 2025 garden waste season, from those households who have a garden waste bin but do not want to subscribe to the garden waste subscription scheme. This is circa 1300 properties city wide. • The Council will make 'reasonable adjustments' to make the service available to those with physical limitations.
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