Local Government Association

SOUTHAMPTON CITY COUNCIL

LGDC
local government delivery council

Improvement

Customer led transformation programme

Case study – Southampton City Council, Hampshire and Isle of Wight Customer Insight Partnership

Green credential and behaviours

33/58

Contents

The Customer Led Transformation Programme

Hampshire's Green Credentials and Behaviours Project, which has been managed by Southampton City Council, has been funded under the Customer Led Transformation programme. The fund aims to embed the use of Customer Insight and Social Media tools and techniques as strategic management capabilities across the public sector family in order to support Place-Based working.

The Customer Led Transformation programme is overseen by the Local Government Delivery Council (supported by the Local Government Association).

The fund was established specifically to support collaborative working between local authorities and their partners focused on the use of customer insight and social media tools and techniques with the aim of improving service outcomes. These approaches offer public service bodies the opportunity to engage customers and to gather insight into their preferences and needs, thereby providing the evidence and intelligence needed to redesign services so that they are more targeted, effective and efficient.

About Hampshire and the Isle of Wight

Hampshire is the third largest shire county in the UK comprising of 1.25 million people. Most residents live in urban areas such as Southampton, Portsmouth, Basingstoke, Gosport, the M27 corridor and Winchester. A quarter of the population is aged over 60 and this proportion is expected to expand quickly. Most residents are healthy and few people are out of work. However, there are areas – parts of Gosport and Havant for instance, where skill levels, average earnings and general health are lower than the national average.

Southampton is the largest city in Hampshire with a population of 234,600. This includes high levels of migrant workers and a large student population of 40,000. (The city has two Universities; the University of Southampton and Southampton Solent University.) There are significant areas within the city that are deprived, and a fifth of households are receiving housing or council tax benefit – well above the national average.

Around 200,000 people live in nearby Portsmouth, which also includes a large and increasing student population. The Isle of Wight on the other hand is a largely rural island with a population of 140,000. Over a quarter of islanders are aged over 65.

Project Integra is a waste management partnership made up of all of the district authorities in Hampshire as well as Hampshire County Council, the unitary authorities of Portsmouth and Southampton and a waste contractor, Veolia Environmental Services (VES).

The Hampshire and Isle of White (HIOW) Customer Insight Partnership comprises nine local authorities and covers around 740,000 households generating over 800,000 tonnes of waste per year. The Partnership began as a joint procurement of socio-demographic data and has since completed projects addressing smoking cessation and asset management. Rushmoor Borough Council has project management responsibility on behalf of the broader HIOW Customer Insight Partnership.

Background

In summer 2010 Southampton City Council, working in conjunction with Project Integra (Hampshire's Waste management partnership) and a HIOW Customer Insight Partnership Analyst from Rushmoor Borough Council won funding from the Customer Led Transformation Programme to conduct a 'Green Credentials and Behaviours' insight project. The project represents the application of customer insight to waste management and recycling issues, as well as collaboration between practitioners in these two areas.

A key aim of the project was to use customer insight to promote' behaviour change' among residents with regards to:

- increasing recycling in Southampton and across Hampshire.
- decreasing the rate of contamination of recycling.
- reducing the amount of waste disposed by households, and the consequent associated costs and CO_2 emissions.

At the outset of the project, residents across Southampton diverted around 2,200 tons of rubbish from landfill every month. Although as much as 27 per cent of the city's waste was recycled local authorities believed that this rate could be increased if residents checked what that they were depositing into recycling bins. It was estimated that 15 per cent of the city's recycling was contaminated with items that the council's waste collectors cannot recycle, for example plastic carrier bags, black bags, glass bottles and food.

The overarching and ongoing ambition is to make recycling a 'habit' – a positive social norm. Customer insight is a core part of the strategy to achieve this ambition.

The value of using customer insight to promote the adoption of desired behaviours amongst target groups, had been previously demonstrated by the Hampshire and the Isle of Wight's Customer Insight Partnership 'smoking cessation' project, which successfully increased rates of smoking cessation by 33 per cent during 2010.

The premise of the project was to put customer's needs and preferences at the centre of service design and service delivery in order to improve recycling participation.

The objectives of the project were essentially to:

- understand the key drivers and barriers to recycling behaviour (ie why people do or do not recycle)
- gauge residents knowledge of what they can and what they cannot recycle
- consider the effectiveness of different information and communication channels
- help to identify what the partners could do more of in order to both encourage recycling and to reduce contamination of recyclable waste.

The partners (listed below) aimed to promote 'greener' behaviours with a view to increasing both the quantity and quality of materials recycled and so consequently reduce both the volumes of waste and CO2 generated, as well as energy used.

Southampton City Council led and project managed this work, while the HIOW Customer Insight Partnership Analyst conducted much of the in-depth socio-demographic profiling of residents across the partnership. This provided the insight underpinning the work.

The partners involved in the delivery of this project included:

- Project Integra – Hampshire's waste collection, treatment and disposal partnership comprising all Hampshire districts plus Hampshire County Council, Portsmouth City, Southampton City and Veolia Environmental Services
- Hampshire and Isle of Wight (HIOW) Customer Insight Partnership, comprising 7 of 11 Hampshire districts, Hampshire County Council and Southampton City Council
- the six authorities delivering recycling projects through Project Integra: Southampton City Council, Basingstoke and Deane BC, New Forest DC and Gosport BC
- Bag It Up Ltd
- the University of Southampton
- Southampton Solent University
- the Environment Centre.

For further information on Project Integra, see below.

Project Integra and Recycle for Hampshire

Project Integra is the partnership of all district authorities in Hampshire, Hampshire County Council, the unitary authorities of Portsmouth and Southampton, and a waste contractor, Veolia Environmental Services (VES), working together to provide an integrated solution for Hampshire's waste disposal. For more information, visit: www.integra.org.uk.

Recycle for Hampshire is Project Integra's communications campaign which seeks to encourage Hampshire residents to recycle more of their rubbish, more often. For more information, visit: www.recycleforhampshire.org.uk.

Objective

By developing insight into and understanding of residents' behaviour with regard to recycling, the partners hoped to remove the barriers and issues that residents experience.

Specifically, the insight would enable a more direct targeting of customers who do not recycle or who contaminate their bins, thereby reducing the need for more generic campaigns.

The insight would also shape more relevant and accessible communication, both in terms of:

- methods of contact
- content of the message.

These insight activities were ultimately geared towards delivering the targets agreed by the HIOW outlined below.

The project sought to:

- reduce waste per household by 1 per cent (This amounts to over 900 tonnes across Hampshire)
- save £100,000 on waste disposal
- reduce CO_2 emissions caused by waste disposal by 150 tonnes
- increase the amount of household waste sent for recycling, reuse and composting by 1 per cent (7,500 tonnes)
- work with third sector organisations to increase textile recycling by between 5-10 per cent.

Southampton City Council led the project, and also pursued the following additional targets:

- develop 20 – 30 community recycling champions and volunteers to help influence and change behaviours
- reduce contamination of recycling by 3 – 5 per cent in authorities where levels were higher than 10 per cent.

These were robust targets to set, particularly as Hampshire has a diverse range of communities – from urban to predominantly rural areas – with a range of priorities, operational approaches and propensities to recycle. In addition to this, increasing the amount of materials recycled was particularly challenging given the effect of the recession on the purchase of newspapers and magazines which decreased during the period. See the 'Outcomes' section for a summary of the performance of the project relative to these targets.

Approach

The project was instigated by Southampton City Council (SCC) who wished to develop a customer insight approach to waste management and recycling. As the project idea developed, so did the importance of working in partnership. As a result of this joint meetings between Project Integra's Waste Management Officers and the Hampshire and Isle of Wight Customer Insight project manager and analyst were set up. (See 'Resourcing and Governance') These meetings helped each party to understand their respective roles and laid out how the project would progress as it went forward.

The project then proceeded through the following step and phases:

- socio demographic profiling
- focus groups with users
- a 'Behaviour change' campaign
- monitoring and evaluation.

Socio demographic profiling

The project combined socio-demographic profiles based on Mosaic with existing waste management data. Hampshire County Council and the district councils used profiles procured on their behalf from Experian by the Hampshire and Isle of Wight Customer Insight Partnership.

Southampton City Council used a customised set of socio-demographic profiles that had been developed based on Mosaic. In depth analysis of the socio-demographic data was cross-referenced with information concerning environmental behaviour. This was performed by the HIOW Customer Insight Partnership Analyst.

The analysis indicated the specific geographical areas of each authority that most needed to improve recycling, and highlighted customer segments that were strong recyclers versus poor recyclers. For example, the graph below shows the ratio of residual waste to recycling waste, by household, across the Test Valley Borough and illustrates that recycling behaviour is better in rural than in urban areas.

Figure 1. Waste Collection by Round in Test Valley

'Green Segmentation'
The project also cross-referenced their existing social demographic profiles against Experian's 'Green Segments', which classifies every UK individual and household into ten distinct groups according to both attitude to and understanding of the environment and climate change. This Green Segmentation is available as part of Experian's 'Green Aware' product, originally developed in collaboration with the Stockholm Environment Institute. Each segment is mapped at individual, household and postcode level.

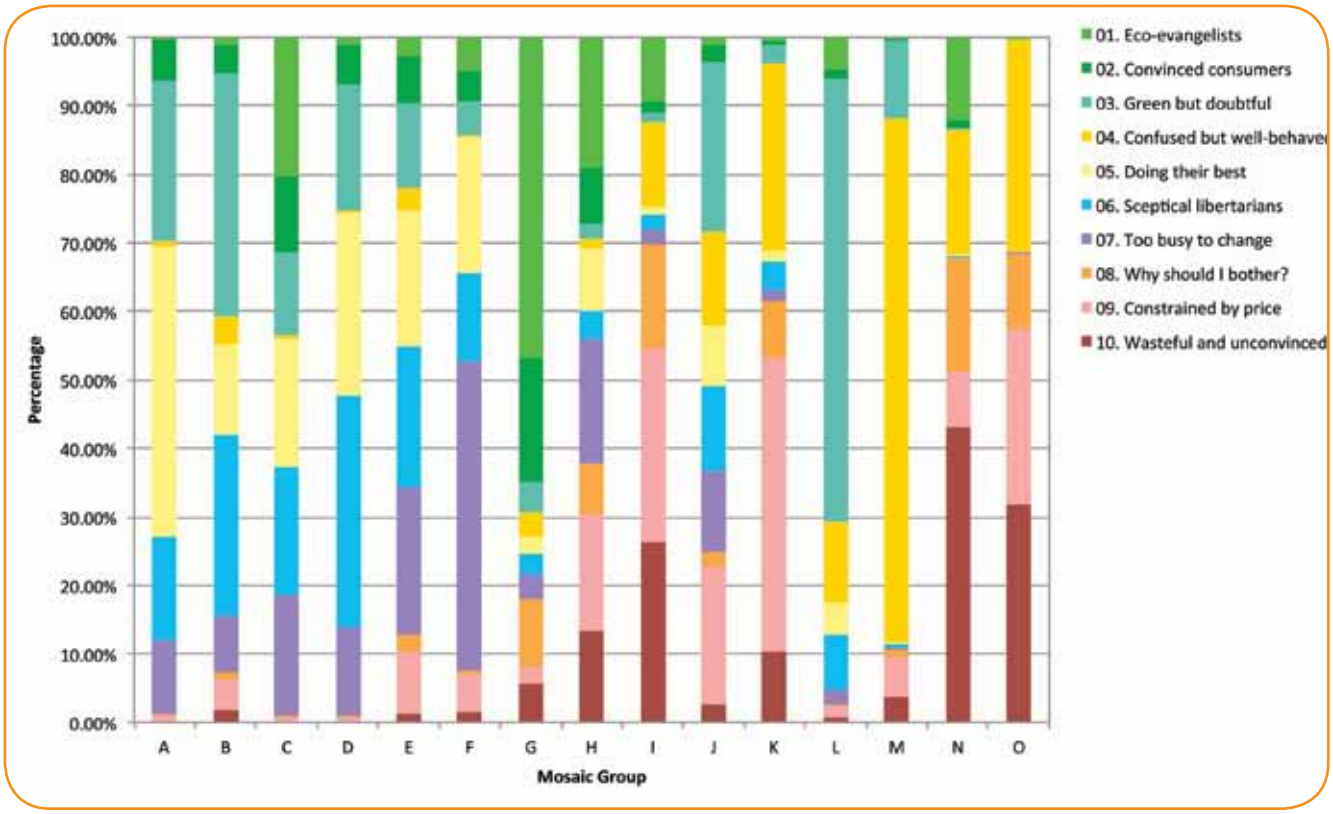
The ten Green Segments range between 'Eco-evangelists' (people most likely to support 'green' causes and who believe in the power of consumer action to make a difference to climate change) to 'Wasteful and Unconvinced' (people who have no interest in changing lifestyles and are more wasteful as a result).

The Ten Green Segments:

1. Eco-evangelists
2. Convinced consumers
3. Green but doubtful
4. Confused but well-behaved
5. Doing their best
6. Sceptical libertarians
7. Too busy to change
8. Why should I bother?
9. Constrained by price
10. Wasteful and unconvinced.

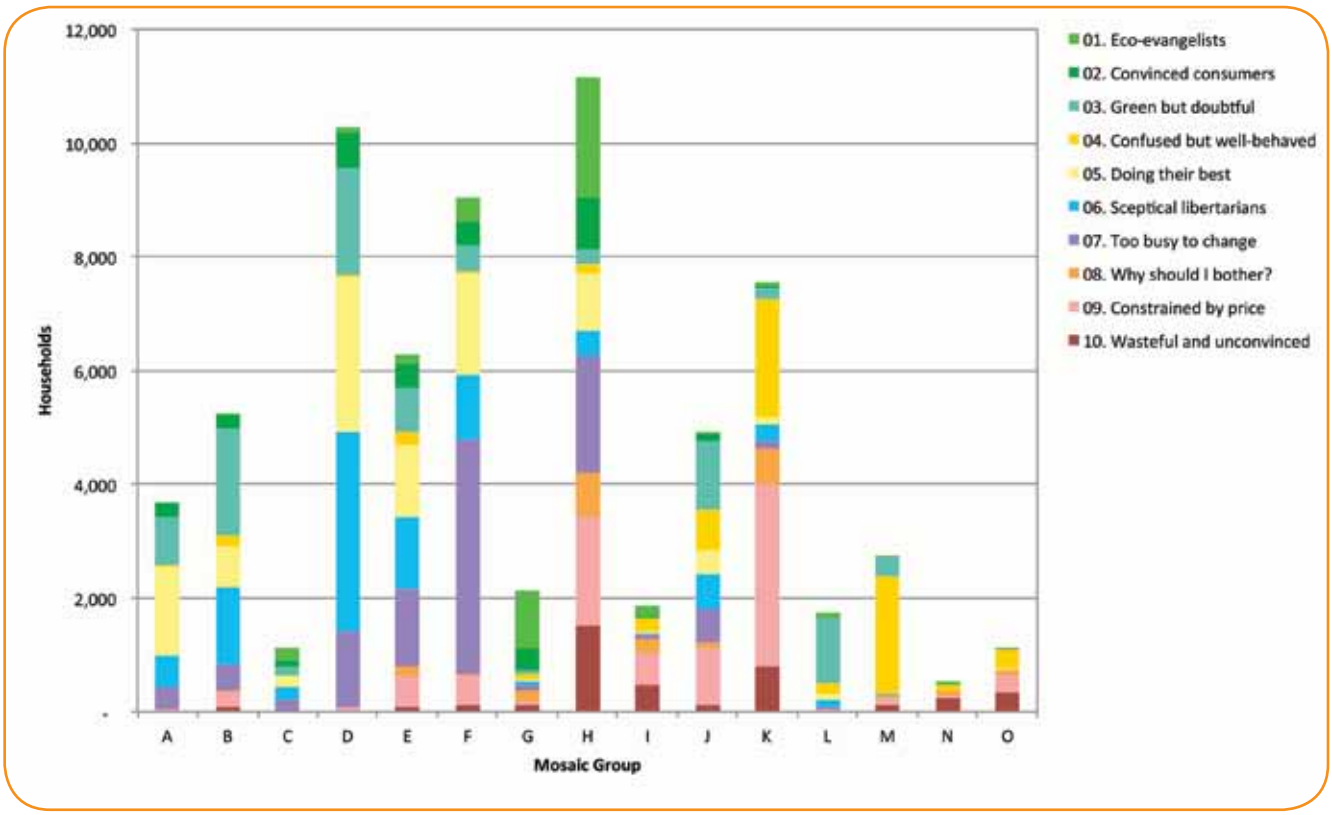
The graphic below illustrates the percentage of each of the socio-demographic profiles across Hampshire County Council and demonstrates each attitudinal trait.

Figure 2. Percentage of each socio-demographic profile in Hampshire County Council



The following graphic cross-references Basingstoke and Deane Borough Council socio demographic profiles against their attitudes to green issues based on the total number of households.

Figure 3. Basingstone and Deane attitudes to green issues



Similar analyses were conducted across the local authorities that comprise the partnership. Decisions regarding where to focus the behaviour change campaign were based on the:

- population volumes of each group
- propensity of each customer group to change their behaviours.

Based on an analysis of the cross-referencing developed by the HIOW Customer Insight Partnership Analyst, it was concluded that socio-demographic groups with a high number of residents in the Green Segmentation described as 'Eco-evangelists' (characteristic of profiles such as C 'Wealthy people in the most sought after neighbourhood' and D 'Successful professionals') were already likely to be conscientious recyclers and thus were not targeted by the campaigns.

It was also concluded that those groups described as ‘Wasteful and unconvinced’ or ‘Constrained by Price’ were unlikely to be receptive to the Partnership’s message. These included the groups:

- I – Lower income workers in urban terraces
- N – Young people renting flats in high demand social housing
- O – Families in low rise social housing with high levels of benefit need.

Southampton City Council focused their campaigning resources on low to medium recyclers described in the Green Segmentation as:

- green but doubtful – despite being well informed they remain unconvinced about green issues, although they are surprisingly responsible with their behaviours
- confused but well behaved – these have an extreme concern for climate change and are willing to demonstrate green behaviours, but are held back by a lack of information
- doing their best – these are concerned about environmental issues despite a lack of information.

With this in mind Southampton City Council concentrated on the following socio-demographic profiles (based on their customisation of Mosaic):

- financially secure older couples living in owner occupied properties
- elderly singles with low mobility, reliant on public services for support
- low income older couples approaching retirement, living in low rise council housing
- middle-aged owner occupiers making some use of public services
- comfortably-off families who lead active yet busy lifestyles
- affluent professionals living in large detached properties out of the city centre
- well qualified young professionals living in purpose-built prestigious locations.

The key characteristics of target customer groups across Hampshire is summarised in Table 1 (based on Experian Mosaic profiles). Gosport Borough Council (GBC) and New Forest District Council (NFDC) targeted the following socio-demographic groups:

- residents of small and mid-sized towns with strong local roots (B)
- owners occupiers in older style housing, typically in ex-industrial areas (J)
- residents with sufficient incomes in right-to-buy social housing (K).

Additionally, GBC also focused on 'Active elderly people in pleasant retirement locations' (L), while NFDC focused on 'Elderly People reliant on State Support' (M).

Socio-demographic profiling also indicated the various customer segments' preferred communication channels for interacting with local public services (see table and maps overleaf). The project also mapped the socio-demographic profile to the waste and recycling collection day routes in order to facilitate a face-to-face campaign (see 'Door stepping' below).

Figure 4. Example socio demographic analysis of Southampton

	Segment name	Segment 1	Segment 2	Segment 3	Segment 4	Segment 5	Segment 6
	Segment description	Financially secure older couples living in owner occupied properties	Elderly singles with low mobility, reliant on public services for support	Low income older couples approaching retirement, living in low rise council housing	Childless, young, high rise council tenants with issues of social isolation	Vulnerable young families or lone parents living on council housing estates	Middle-aged owne occupiers making some use of public services
Information channels	**Information channels internet**	Weak	Weak	Weak	Negative Neutral	Weak	Neutral
	Information channels telephone	Weak	Weak	Weak	Weak	Negative Neutral	Neutral
	Information channels SMS text	Weak	Weak	Neutral	Strong	Strong	Neutral
	Information channels interactive TV	Weak	Weak	Neutral	Negative Neutral	Neutral Positive	Neutral Positive
	Information channels branch/face-to-face	Strong	Strong	Strong	Neutral Positive	Neutral Positive	Neutral Positive
	Information channels national newspapers	Negative Neutral	Neutral	Neutral Positive	Strong	Neutral Positive	Neutral
	Information channels local newspapers	Strong	Strong	Strong	Neutral Positive	Neutral Positive	Neutral Positive
	Information channels magazines (general)	Neutral	Negative Neutral	Weak	Negative Neutral	Weak	Neutral
Service channels	**Service channels: internet**	Weak	Weak	Weak	Weak	Weak	Neutral
	Service channels: telephone	Weak	Weak	Weak	Weak	Weak	Neutral Positive
	Service channels: mobile phone	Weak	Weak	Weak	Weak	Weak	Neutral
	Service channels: post	Weak	Weak	Weak	Weak	Weak	Neutral
	Service channels: branch/face-to-face	Strong	Strong	Strong	Neutral Positive	Neutral Positive	Neutral Positive

Segment 7	Segment 8	Segment 9	Segment 10	Segment 11	Segment 12	Segment 13	Segment 14	Segment 15
Diverse private renters in older terraced properties	Middle-aged lower income couples and families in right-to-buy homes	Comfortably-off families who lead active yet busy lifestyles	Young couples, new to the area in private rented purpose-built flats	Students living in shared houses or flats near to the city centre	Transient young singles with weak support networks, living in a mixture of housing	Students living with like-minded people in halls of residence	Affluent professionals living in large detached properties out of the city centre	Well qualified young professionals living in purpose-built prestigious locations
Neutral	Neutral	Neutral Positive	Strong	Neutral Positive	Neutral	Strong	Neutral Positive	Strong
Negative Neutral	Neutral	Neutral Positive	Neutral Positive	Negative Neutral	Negative Neutral	Weak	Strong	Neutral Positive
Strong	Neutral Positive	Neutral	Strong	Neutral Positive	Strong	Strong	Negative Neutral	Neutral Positive
Neutral	Neutral Positive	Neutral Positive	Neutral Positive	Negative Neutral	Negative Neutral	Negative Neutral	Neutral	Weak
Neutral	Neutral Positive	Negative Neutral	Weak	Negative Neutral	Neutral	Negative Neutral	Negative Neutral	Weak
Strong	Neutral	Negative Neutral	Neutral	Strong	Strong	Strong	Negative Neutral	Strong
Neutral	Neutral Positive	Neutral	Weak	Weak	Weak	Weak	Negative Neutral	Weak
Negative Neutral	Weak	Negative Neutral	Negative Neutral	Neutral Positive	Negative Neutral	Strong	Strong	Strong
Negative Neutral	Negative Neutral	Neutral Positive	Strong	Neutral Positive	Neutral	Neutral	Neutral Positive	Strong
Negative Neutral	Negative Neutral	Neutral Positive	Strong	Neutral	Negative Neutral	Negative Neutral	Strong	Strong
Negative Neutral	Negative Neutral	Neutral Positive	Strong	Strong	Neutral Positive	Neutral	Neutral Positive	Strong
Weak	Weak	Neutral	Neutral	Neutral	Negative Neutral	Neutral	Strong	Strong
Neutral	Neutral Positive	Negative Neutral	Weak	Weak	Neutral	Weak	Negative Neutral	Weak

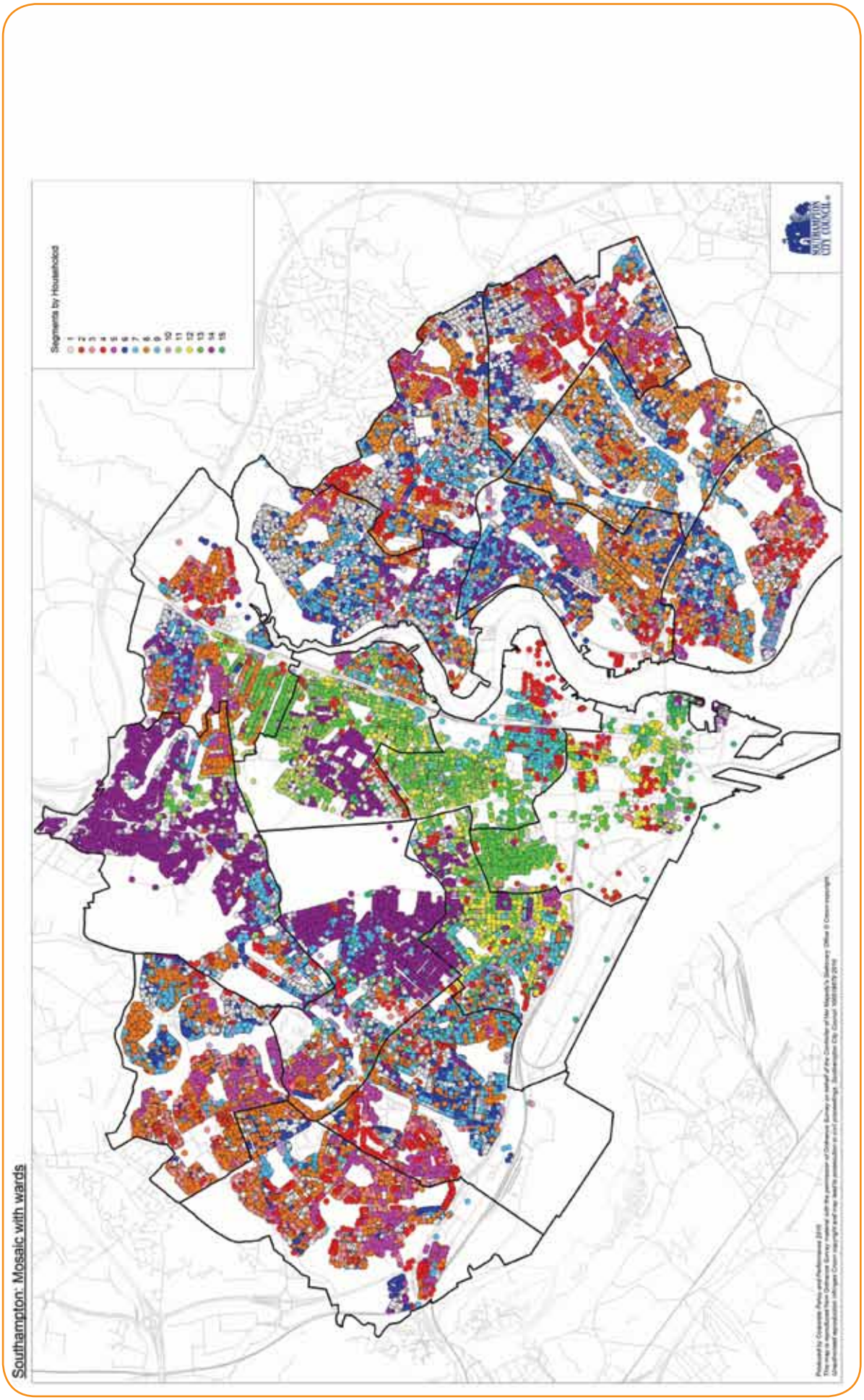


Figure 5. Southampton : mosaic analysis by ward

Table 1. Key characteristics of relevant mosaic groups across Hampshire

Group	Characteristics	Communication preferences
B Residents of small and mid-sized towns with strong local roots	• strong roots • lower incomes • varying ages • home improvement • mixed housing • small towns • traditional • mid-market papers • grandchildren They are aware of green issues but are generally sceptical and do not go out of their way to reduce their environmental impact.	Prefer: • face to face • local newspapers • magazines Dislike: • national newspapers • SMS text
D Successful professionals living in suburban or semi-rural homes	• suburban or semi-rural • executives and managers • small businesses • senior positions • significant equity • married with children • good education • theatre/arts • car ownership Despite being aware of environmental issues, this group aren't convinced about the influence of man and continue to live as their income allows.	Prefer: • telephone • internet • post • magazines Dislike: • face to face • local newspapers • national newspapers
K Residents with sufficient incomes in right-to-buy social housing	• council tenants • right to buy • comfortable lifestyles • few qualifications • hard workers • self reliant • little anti-social behaviour • value for money • catalogue mail order Though not well-informed about green issues, this group tends to live a more eco-friendly lifestyle through financial constraint.	Prefers: • face to face • local newspapers • SMS text Dislikes: • post • magazines • mobile phone
M Elderly people reliant on state support	• older people • retired • public rented • nursing homes • grandchildren • bingo • familiar brands • post offices • tv and newspapers Generally unaware of green issues, these residents have little environmental impact through financial and physical constraints.	Prefer: • face to face • local newspapers • national newspapers Dislikes: • internet • telephone • mobile phone • post • SMS text

J Owner-occupiers in older style housing, often in ex-industrial areas	• traditional • married • below average incomes • approaching retirement • outgrown homes • manufacturing industries • careful with money • reliant on cars • manual skills There is a mixed attitude towards green issues, with financial constraints more likely to be a prohibitive factor rather than environmental awareness.	Prefer: • face to face • local newspapers • telephone Dislike: • post • national newspapers

Focus groups with users

The project used focus groups to explore and understand the experiences, motivations and requirements of the target population. The focus groups comprised between 8 to 12 people, lasted for up to an hour a half and were led by trained facilitator using a topic guide.

Participants were recruited based on mosaic segmentation and invited by post to attend the groups.

To supplement the numbers recruited in this way, Southampton City Council deployed the Market Research Officer and a Communications Officer to local shopping precincts with the aim of recruiting residents directly. Attendees were paid £20 to cover their transport expenses as well to show appreciation for their participation.

Three focus groups were held in Southampton, and two in Basingstoke. This allowed a comparison of the themes emerging from the sessions. In Southampton, the target population encompassed areas of the City where monitoring data suggested contamination of recycled waste was a particular issue.

These areas were then mapped against the socio-demographic and 'green' segmentation to identify residents who were:

- green but doubtful
- confused but well-behaved
- doing their best
- constrained by price.

Focus groups followed the following structure:

- an introductory discussion of participants' perspectives on waste and recycling
- a brief discussion on participants' motivations and barriers to recycling
- an open discussion based on the 'Twin Bin Game', whereby the facilitator held up a selection of materials with the group having to decide which items could be recycled and which could not
- participants were then invited to offer feedback on the council's current approach to communication
- participants were also invited to volunteer ideas on how the council could help them to recycle more effectively, eg would incentives make a difference?
- the closing exercise was a roundtable discussion where participants were posed the question "If you could give the council one message regarding waste and/or recycling, what would it be?".

Audio recordings were made of each focus group discussion and then subsequently transcribed. These transcriptions were analysed for themes.

Research findings

Recycling knowledge
During each group, participants' knowledge of recycling was tested using a 'twin bin' quiz, wherein they were asked whether items should be put into household waste bins (green), household recycling bins (blue), or else disposed of elsewhere.

All participants were very clear that paper, cardboard and metals could be recycled via their blue bin, and indeed regularly did this. Most also made use of battery recycling schemes at local stores and recycled clothes through charity shops.

Participants were also aware that glass should not be placed in blue recycling bins, although they struggled when asked to explain why this was the case.

Beyond this point, participants displayed far less certainty. In particular most were unclear about recycling plastics. Although aware that bottles could be recycled via blue bins, and that plastic bags could not, they were far less sure about cling film, yoghurt pots and other plastic containers (with regard to the latter it was noted that there was a high degree of re-use). In addition to this, whilst most participants were aware that bottle tops should be removed before recycling, they were unaware of the reasoning behind this and were thus less motivated to perform this task.

Juice cartons also caused some consternation. Although in many cases their packaging suggested that they could be recycled, in Southampton and most authorities in Hampshire, this was not the case, and participants struggled generally with this type of conflicting message.

Motivations and barriers to recycling
Social conditioning, convenience and information were felt to be the biggest drivers to recycling, with the absence of the latter two constituting a significant de-motivating factor. Participants were more likely to recycle if they both understood the rationale for doing so and if the process could be undertaken without making a specific effort.

Parents attending felt that their children provided the main motivator for them to recycle. Having learnt about recycling at school, they brought their knowledge and enthusiasm home with them. Each parent was thereby encouraged to nurture their child's interest, and to moderate their own behaviour accordingly.

> "Start at a young age, it gets the children in the habit and they can pass on the message. It's fun for the children, then they tell you what to do!"
> **Focus group participant**

Participants also argued that if recycling could become part of an accepted routine at a young age, this behaviour would probably continue into adulthood.

Lack of information was also seen as a significant barrier to good recycling habits. When information was displayed in close proximity to sites where waste was sorted, residents would be more likely not only to recycle but also to recycle the correct things. The student group suggested that text messages could be used at the start of a new term to remind people about their collection days, with numbers collected via council tax exemption letters.

> "My children get excited about pictures. My daughter will look at the pictures and say "Mummy, you're doing it wrong."
> **Focus group participant**

Effective communication

Having considered a range of communication materials, participants concluded that the most effective aide memoir tools were those that could be displayed conveniently, referred to easily and absorbed quickly. For this reason, fridge magnets were by far the preferred option (being both durable and straightforward to display) followed by flyers which advertised their message on one side only (the other being out of view if/ when pinned up). Stickers displayed on bins were seen as another good example of an effective method of delivering a message both quickly and clearly.

In terms of current communication within Southampton, participants felt that the Council produced, (indeed over-produced), too many leaflets that essentially displayed the same or similar messages. What they actually wanted was one or two durable items that contained key points. They felt pictures worked best, as they could be understood by everyone (including young children and residents who speak little English) and their message is easily relayed via only a quick glance. Long, wordy leaflets, whilst useful in communicating the rationale and practicalities behind recycling, were of no value as a quick reference guide. It was felt that most people would not take the time to read them.

From findings to output

One of the findings that came out of the focus groups was that residents in Southampton who lived in flats did not like the blue bag that they were provided with for recycling. Respondents in the focus groups commented that the blue bag looked tacky, and had a tendency to tip over. "If you're very proud of your kitchen, you don't want some old tacky bag stuck in the corner!" As a result, Southampton City Council now offer a more aesthetically pleasing bag that more reliably stands upright.

The student focus group also remarked that flyers posted through the door tended to get lost within a pile of junk mail and therefore ignored. They suggested communication materials placed in an envelope, branded with the Council logo, would be more likely to actually receive their attention, and make them take note.

All the groups also felt that there should be more consideration of when communication is undertaken – with once or twice a year being the stated preference. For example, the Christmas period was viewed by residents as a profitable time, as people are creating more waste. Similarly the early autumn term for students, preferably at a juncture when they are already aware of local 'rules', but not so early that the message gets lost amongst a wider barrage of information.

Activities and outputs

Behaviour change campaign
The socio-demographic analysis and focus groups helped Southampton City Council (SCC) and partners to develop a rich understanding of current behaviours and barriers, and shaped the messages and tactics for the communications campaign outlined in the table below.

Based on these insights SCC developed a communication strategy which focused on specific groups, and is summarised in the table below. The partners used a mix of different media, including a radio campaign in Southampton, and a number of door stepping campaigns focused on specific routes in Gosport, New Forest and Southampton in order to increase recycling.

Table 2. Recycling approaches

Who	Message	Tactic
Low recyclers (LR) Motivate and educate, make recycling easy – to increase recycling rates.	Simple motivating messages How to recycle What can and can't be recycled What happens to recyclables Highlight common excuses why people don't recycle and the solution.	PR: street rubbish challenge Recycling bags Fridge magnets Wave 105 promotion App.
Medium recyclers (MR) Encourage those already motivated to recycle to recycle more and to improve quality – to decrease contamination.	More complex message. Aerosols can now be recycled Plastic bottles only Glass to recycling bank "Please place your recycling clean and loose in the blue lidded bin" Textiles No Tetra packs Other types of recycling – Waste Electrical and Electronic Equipment.	DM pack to mosaic groups (see above) Press release and sell in to all local print and broadcast media. Postcard – what to recycle.
Future recyclers (FR) Primary and Secondary Schools 'Pester power' (81 schools).	Benefits of recycling What can and can't be recycled What happens to recyclables.	Cardboard cut-outs of Rat with DVD Banners for schools – pride Wave 105 promotion Schools recycling pack to include: Teachers pack; Letter home to parents – with questionnaire Rat video.

Textile recycling and recycle week

Southampton City Council (along with a number of authorities in Hampshire) works with Bag it Up Ltd, an organisation which runs fundraising schemes for the Hampshire and Isle of Wight air ambulance charity. Bag It Up provide the textile recycling infrastructure, including 45 clothing banks across the City and a doorstep collection scheme, and promote textile recycling in collaboration with Southampton City Council.

For example, councils across Hampshire ran a week long communications campaign during June 2011 as part of "National Recycle Week" to promote textile recycling with a range of charities – This resulted in articles in newspapers, letters and leaflets (targeted at areas highlighted by the segmentation analysis), and an infopack distributed via schools.

For Bag It Up, activities like this help raise £28,000 every month for the charity, covering over a quarter of the monthly cost of Hampshire and Isle of Wight air ambulance.

The photo below is from Recycle Week, whereby staff were set a challenge to bring in shoes for a SOS (Save Our Soles) recycling campaign in Southampton.

Figure 6. Southampton's 'save our soles campaign'

Campaign collateral

Schools recycling pack

Given the potential role of 'Pester Power' in influencing the behaviour of some of the target segments – particularly families with young children, SCC created a recycling pack comprising teachers notes, an interactive presentation, postcards and a recycling letter given to children to take home to their parents explaining what they had learnt.

Postcards

This was another idea generated by the focus groups, aimed to act as a reminder of what can and can't be recycled– highlighting aerosols, cans and plastic bags. On the reverse was an explanation of, what will happen to recycling – focusing on the main messages from the focus groups.

Fridge magnets

5000 'reminder' A6 fridge magnets – highlighting what can and can't be recycled along with collection day information were provided during October as students moved into new properties. These could also be useful for low recyclers who are confused about recycling collection days. This tactic was requested by green credentials focus groups as a good reminder – for keeping the issue at the top of their mind.

Guide to recycling for students

One of the findings of the focus groups was that students were already inundated with leaflets from pubs, clubs and takeaways – and consequently a leaflet from the Council would be highly likely be lost or ignored. A number of student attendees to the focus groups highlighted that if relevant information was presented in the form of a mini guidebook and enclosed in an envelope it would be much more likely to be looked at and read. Southampton Solent University produced this guide and the following link will take you to their web portal to where it can be viewed: http://portal.solent.ac.uk/support/policies-and-procedures/student-handbook/resources/student-survival-guide-2011.pdf

Southampton also ran a radio advertising campaign to promote recycling. This unfortunately coincided with the start of industrial action (see 'Challenges').

Direct mailing

In late January/early February 2012, SCC undertook a direct mail campaign to 31,000 households, using mosaic analysis. The campaign focused on residents who did recycle but who were classified as confused or doubtful regarding some aspects of it. These residents were known to be more receptive to information received by post. The direct mail was a letter, with recycling information carried on the back. For the results of this, see (Reduction of Contamination of Recycling by 3 – 5 per cent) under 'Outcomes'.

Doorstepping

Southampton City Council, Gosport Borough Council, and New Forest District Council also conducted 'door stepping' campaigns. These were based on a consideration of the mosaic profile at postcode level – and what these profiles indicated in terms of residents preferred communication channels – namely information by face to face contact – coupled with the mapping of social demographic data to the waste and recycling collection routes.

Southampton deployed Recycling Advisers to speak directly to up to 30 per cent of residents in the target group – largely through knocking on people's doors. This provided an opportunity for advisors to explain more fully what recycling means and to emphasise the importance of keeping residual waste out of recycling bins. By splitting roads according to location reference, recycling advisers did not spend time visiting properties that were unlikely to respond to door stepping tactics. For an example of how doorsteppers were deployed, see the text box.

Doorstepping in New Forest

The Recycling Advisors (Council Officers) attended the doorstepper training day and were given an induction and health and safety briefing.

The advisors were given the rounds list, area map and told which roads were to receive a leaflet and which were to be directly spoken to but were left to work out their own route to minimise officer time spent on the project. There were approximately 1,940 properties on the route.

From looking at past MAF results and crew evidence, the Advisors were made aware of specific issues in the target area but were not given a script. This allowed the advisors to tackle the most common issues but also gave the residents a chance to steer the conversation in another direction if they needed to. The Advisors recorded comments and complaints from each household to be analysed for commonalities.

The door stepping and leaflet drops took approximately 120 staff hours to complete, including travel and reporting time. . The hours worked were also flexible to allow for poor weather and other commitments. They were therefore able to work 4 hours on one day but 6 hours on another so they made up for the time, as long as both agreed to it. This lead to good morale in the advisors and the success rate did not seem to change from one time of day to another.

Southampton's programme of door stepping ran from February 2012 to the end of April 2012. By the end of April 2012, 177 streets across the city had been targeted and 8,850 households visited.

Figure 7. A6 Calling Card delivered by Gosport as part of their Campaign

The roads targeted were based on mosaic analysis and the key focus was medium recyclers whose preferred communication channel was' face to face'. The mosaic segments used were 1, 2 and 3 – these were:

- financially secure older couples living in owner occupied properties
- elderly singles with low mobility, reliant on public services for support
- low income older couples approaching retirement, living in low rise council housing.

The project found the main contamination items to be carrier bags and plastic packaging such as pots, tubs, trays and wrappers. Each interaction was recorded and all properties in 155 roads were visited if they had contaminated recycling bins. 'Contamination' is defined as incorrect materials being placed in the recycling bins, eg bags of rubbish, plastic bags, glass, textiles, wood, 'wrong' plastics etc.

Where residents were at home, the team would speak to them about the 'wrong' items in their recycling bin. This was recorded and information cards were left at the property (a recycling card). In cases where residents were not available, the type of contamination was again noted and a recycling card put through the door, with the appropriate 'wrong' item circled on the card.

As part of the process, a sticker would be placed on contaminated bins, which highlighted that plastic bags and sacks should not be placed in recycling bins.

A copy of the sticker developed for this project is below:

Following the door stepping, SCC conducted a small visual audit of seven roads to check how messages had been received from face to face contact and the information left with residents.

Out of 68 properties visited, 20 households had continued to contaminate their recycling bin. However, the remaining households (seventy-one per cent) had made changes to their recycling behaviours. Although this is a small sample (and further audits are planned to check the quality of recyclables placed in bins in roads that have been doorstepped) it does appear that the strategy has proved to be a success.

Feedback from the door stepping campaign

The doorsteppers provided the following feedback on what residents identified as the key issues:

- Mixed plastics is the key issue (plastic packaging) – people feel that plastic is plastic.
- People are confused when items state on their packaging that they can be recycled, when in fact they can't eg tetrapaks. This confusion is compounded by awareness that other areas recycle a wider range of materials eg mixed plastics.
- Messages about what can/can't be recycled and why are quite technical/in-depth in nature – It was found however that residents do want to know exactly why things cannot be recycled.
- On the whole people are receptive to the recycling message and do wish to do the right thing.
- Residents were very keen to see glass recycling collections, particularly as a number of glass banks have been removed. Collections would also assist residents without a car who find this a major barrier to the recycling of glass.
- Glass and textiles in recycling bins was not really found to be a problem.
- There were some misconceptions/mistrust regarding what happens to recycling and a belief amongst some that it all ends up being incinerated or dumped 'in the sea'. We were able to disprove/allay these fears.

"The multi-colour grid with the preferred communication channels and lists of roads is our bread and butter now because it enables us to look at things differently."
Gale Williams, Development and Performance Manager, Waste and Fleet Transport Division, Southampton City Council

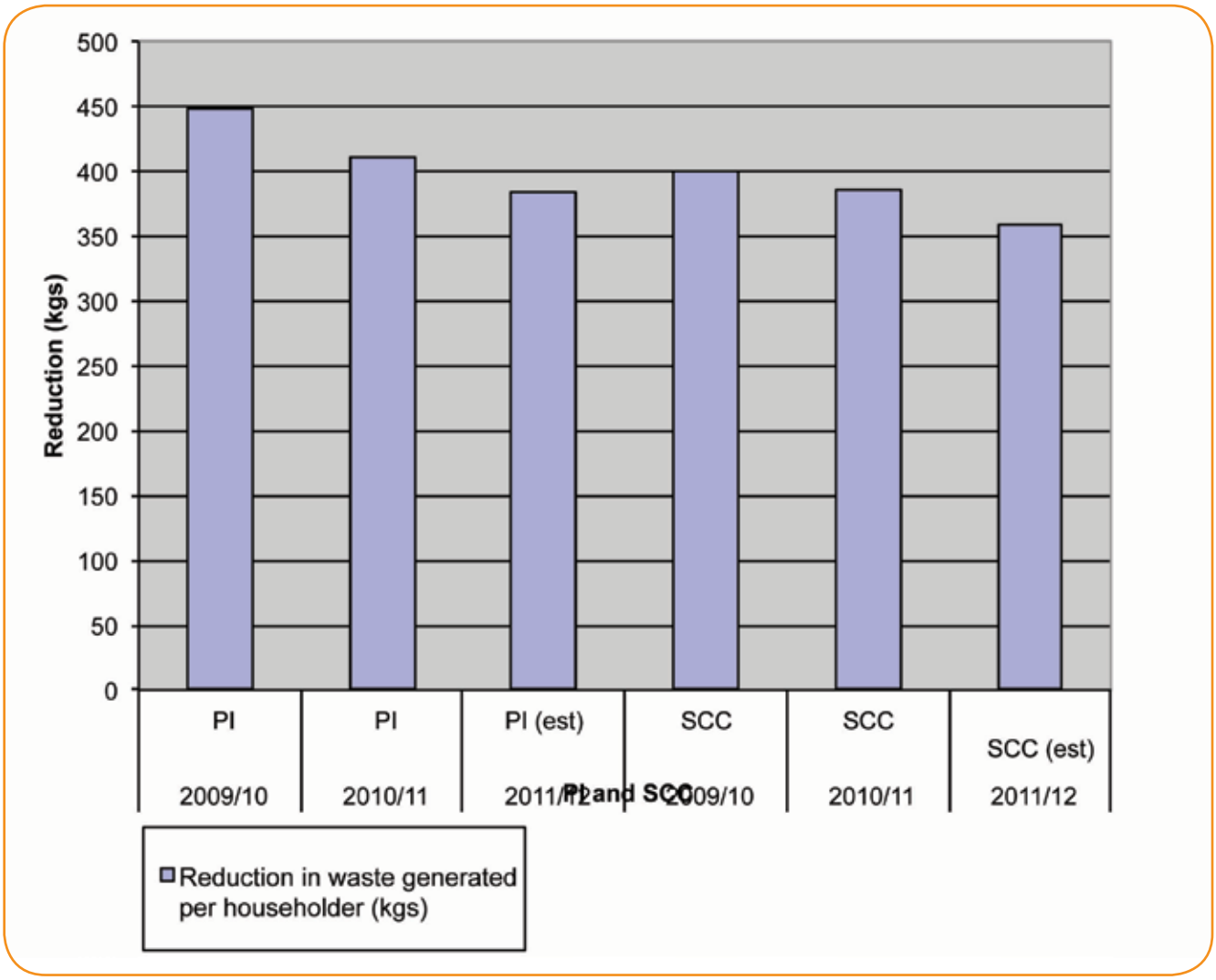
Outcomes

Household waste

The project aimed to reduce the amount of household waste disposed of by one per cent per year. Between April 2010 and April 2012, household waste sent for disposal has actually reduced by nearly 18 per cent, or 17,000 tonnes. The project believes that the evidence-based communications campaign summarised in this case study made a significant contribution to this reduction.

The graph below profiles the reduction in waste generated per householder for all authorities in Project Integra (PI) and Southampton City Council.

Figure 8. Reduction in waste generated per householder (kgs)

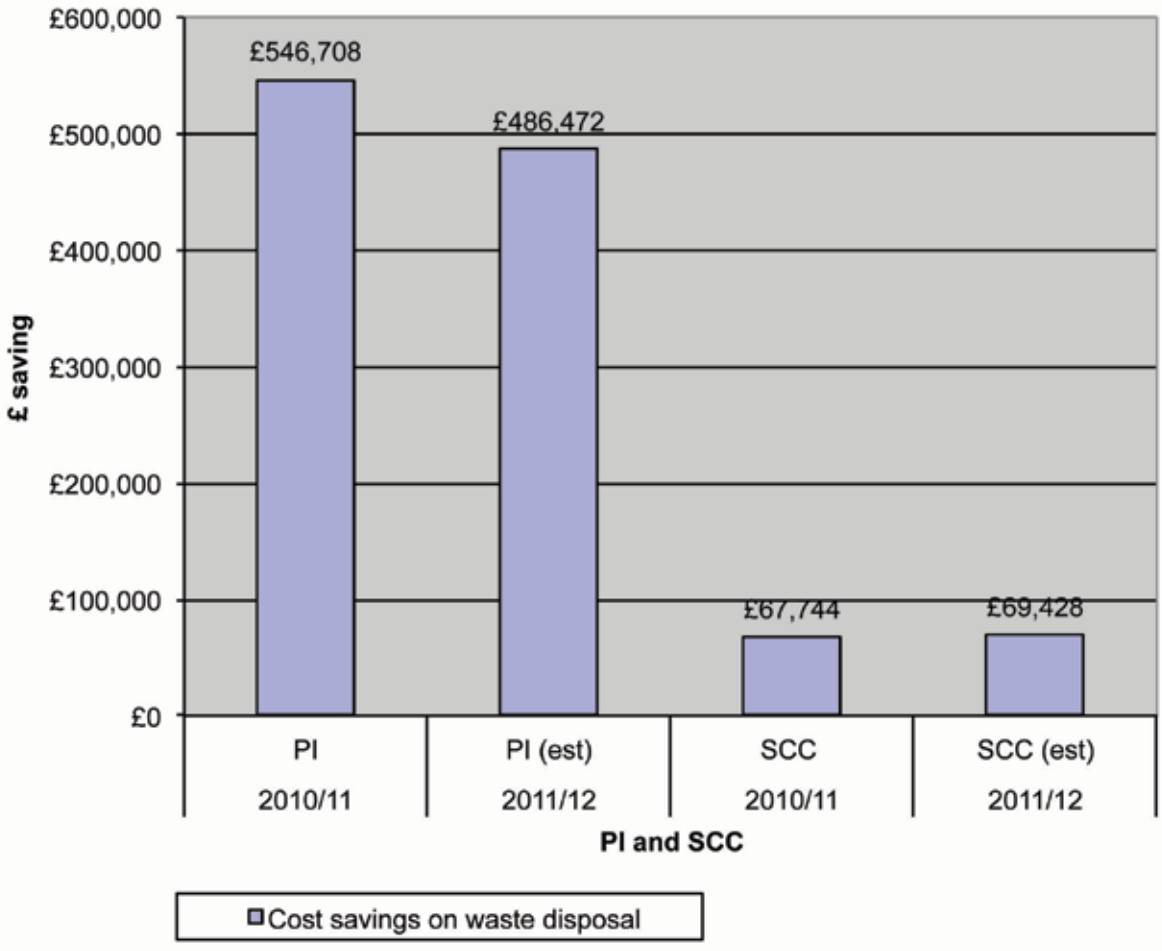


Cost of waste disposal

By reducing household waste by 9,426 tonnes between 2010 and 2011, and by a further 7,154 the following year, the partners have saved a total of £546,708 and £486,472 respectively each year in waste disposal costs. The projects original aim was to reduce disposal costs by £100,000.

The cost savings below are for all authorities that are part of Project Integra and Southampton City Council.

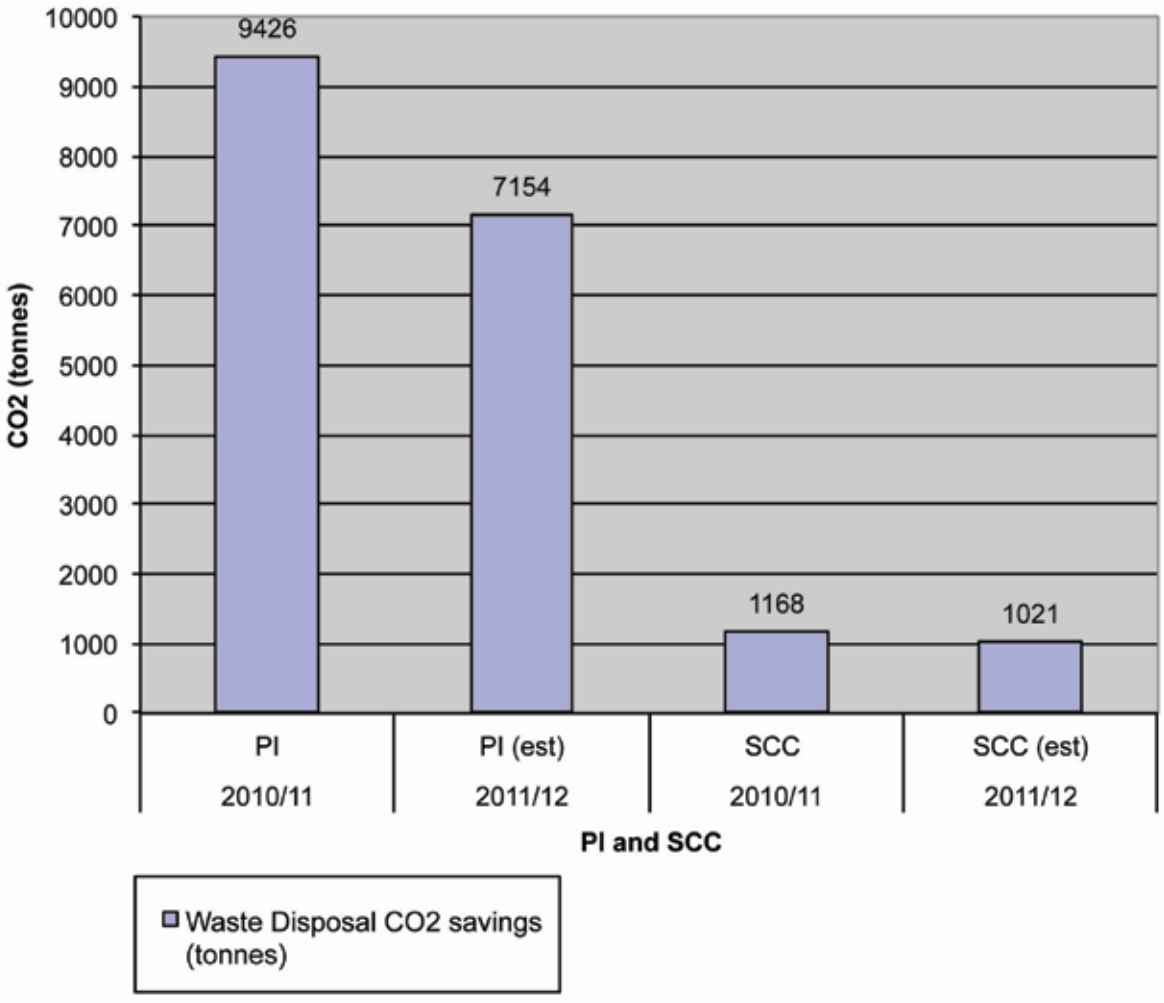
Figure 9. Cost savings on waste disposal



CO_2 emissions

By reducing the amount of household waste disposed of, the project has also reduced CO_2 by 2,272 tonnes, vastly exceeding the projects original target of 150 tonnes. The graph below indicates this trend. Smaller volumes of waste generated means emissions resulting from the incineration of waste or landfill are not being produced.

Figure 10. Waste disposal CO_2 savings (Tonnes)



Household waste sent for recycling, reuse and composting by 1 per cent

The proportion of waste sent for recycling, reuse and composting remained stable during the course of the project. The project originally aimed to reduce recycling rates by one per cent.

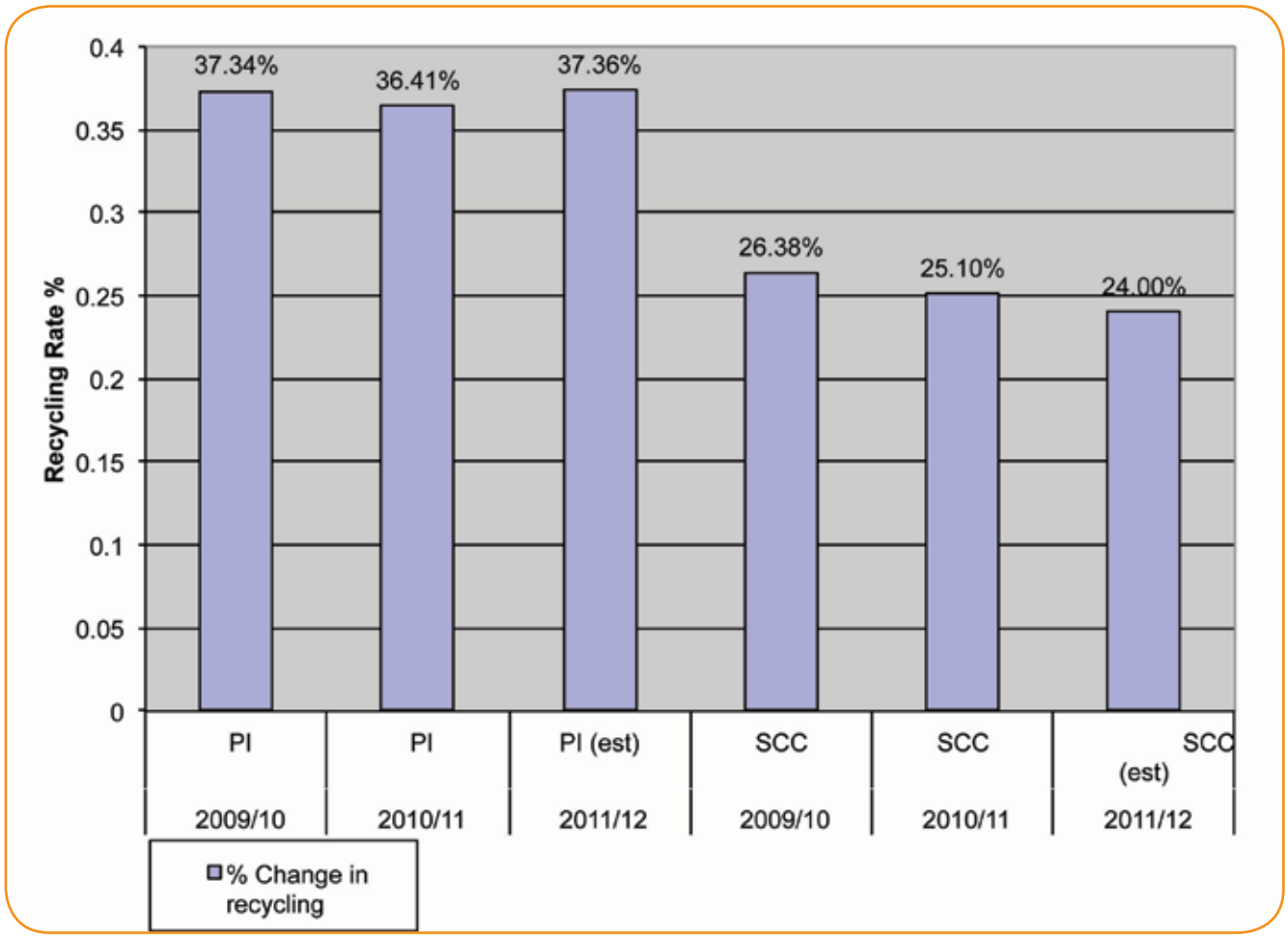
However, the recession influenced this, as people's discretionary spending on magazines, newspapers and packaged goods – much of which is recyclable – has dropped and the proportion of household waste that was eligible for recycling fell during the period. Since the per cent of total waste recycled stayed stable at around 37 per cent during the project, this may mean that a greater portion of the remaining recyclables reached the recycling bins.

Southampton City Council also experienced industrial action during 2011, which affected the success of the media campaign and impacted on their recycling rates.

Feedback from residents

"I have been recycling for years but I was surprised tetrapaks and bread wrappers couldn't go in the recycling bin, although they had a recycling symbol on them. The doorsteppers have helped to clarify to us what is recyclable in Southampton."
Mr Kester, Southampton

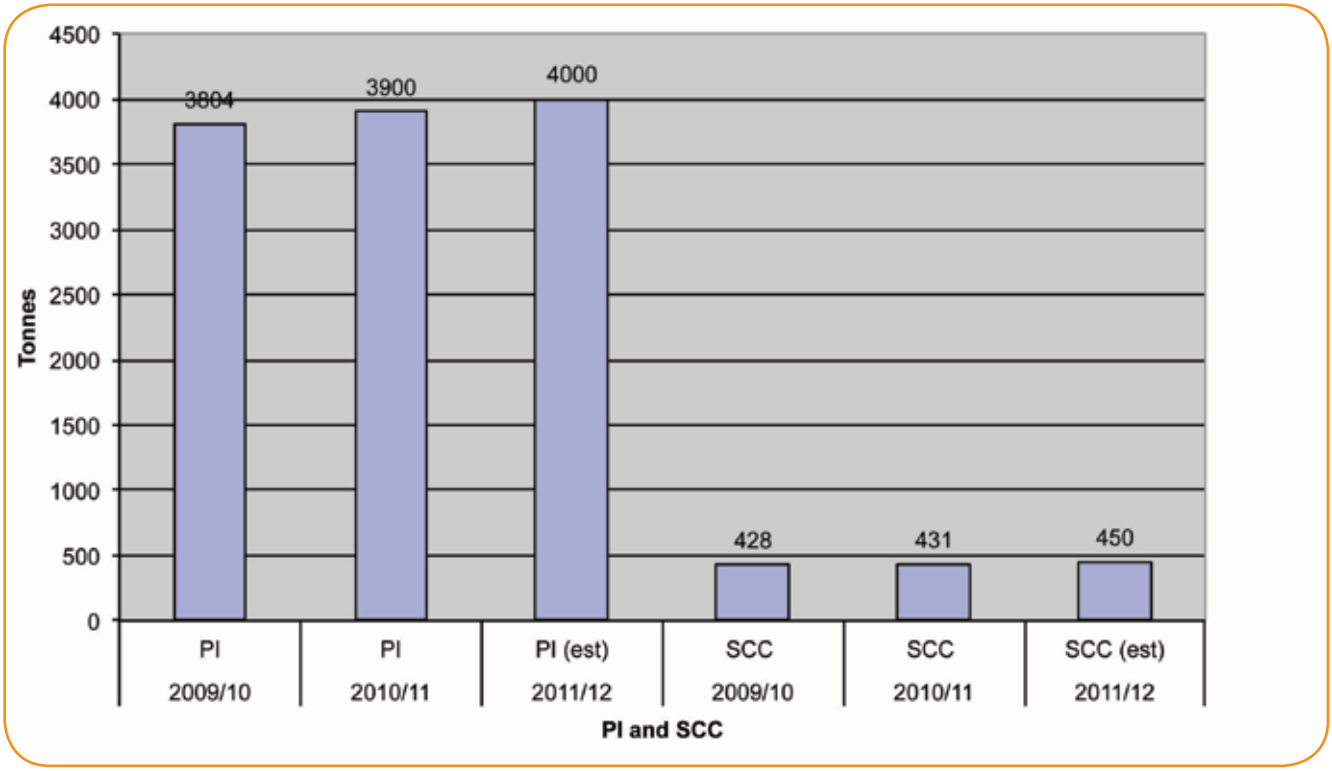
Figure 11. Percentage change in recycling



Increase in textile recycling by between 5-10 per cent

There has been a small year on year increase in textiles collected by charities. Again, the recession has had an impact on tonnages for all charities, resulting in less material than usual being put in collection banks or at the kerbside (where charities offer this) – hence only a small increase was seen.

Figure 12. Textiles recycling



Recruitment of 50 community recycling champions and volunteers to influence and change behaviours

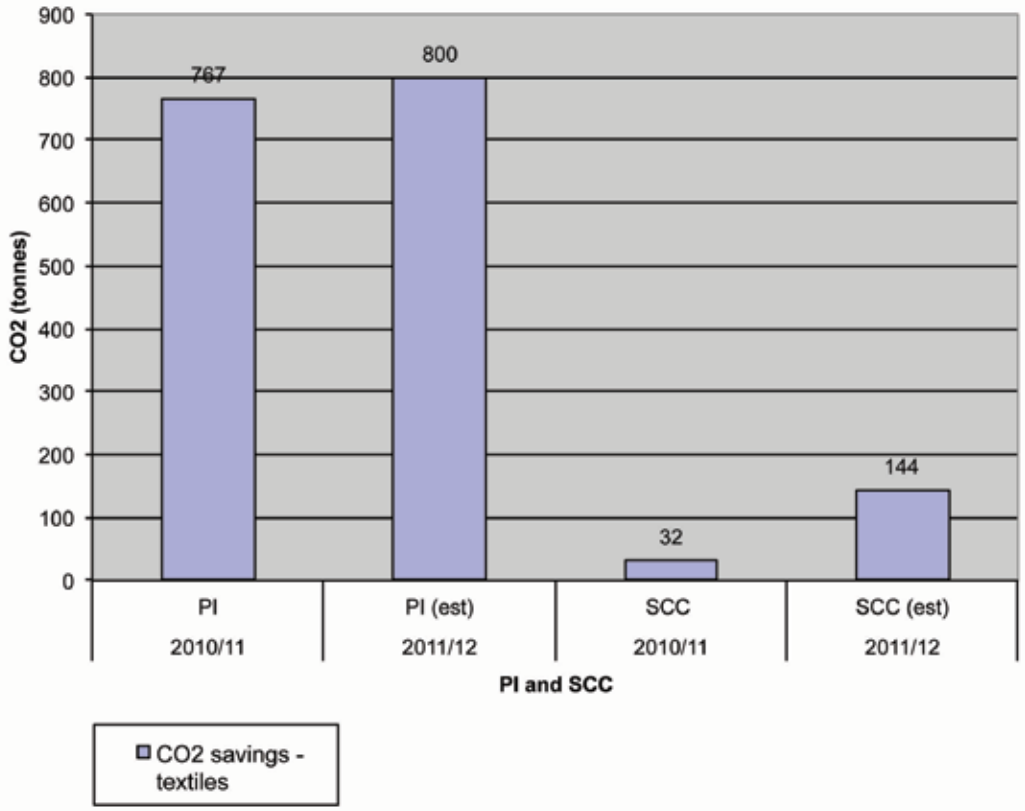
This is an SCC led initiative which has recruited a total of 50 volunteers over the course of the two years of the project. The success of the scheme has helped to create a good working partnership between the local authority, the student body and the two local universities. For further details of how volunteers have supported the project, see the text box above and the Vox Pop interviews available on the Knowledge Hub.

Feedback from residents

"We were surprised that carrier bags and other plastics (not plastic bottles) couldn't go in the recycling bin. The doorstepper helped us understand what can and can't go in the recycling bin."

Mrs and Mrs Davies, Barry Road, Southampton

Figure 13. CO2 savings



Role of volunteers

Volunteers were recruited from the University of Southampton (UoS) in 2011/12 and both UoS and Southampton Solent University in 2010/11. Most student volunteers came from the University's environmental science degree course. The Environment Centre (tEC), an independent charitable company based in Southampton which focuses on providing advice and support to enhance environment, economic and social sustainability, facilitated the volunteering scheme.

The volunteers were students who lived in the area in which they volunteered. Thirty-tree volunteers participated throughout the project, with an additional ten supporting the project at instigation. A further seven volunteers were recruited to support SCC's door-knocking campaign.

The insight was used to identify the areas and streets where volunteers were deployed. They were given training in recycling policies, the checking of recycling bins for contamination, litter picking and clearing graffiti. They were also trained in the collection and reporting of data to SCC via the tEC. Volunteers returned to the same street week to week, and were kept informed of the steps the Council was taking in response to the information they provided.

"It is inspiring to see so many volunteers giving up their time to make a difference and improve the local environment. Their work benefits everyone in the city, helping to increase recycling rates and reduce the amount of waste for incineration."
Laura James, Project Co-ordinator, Environment Centre (tEC)

Reduction of contamination of recycling by 3 – 5 per cent

Following the door stepping campaign SCC have reduced their contamination levels by just over 4 per cent in targeted areas of the city. Whilst contamination levels remain high, there was a significant reduction in the amount of non-recyclables and residual waste deposited in recycling bins. What is apparent from the work SCC has undertaken is the need to sustain the approach and ensure there is constant reinforcement.

The table below shows reduction in contamination in the areas that were targeted using the social demographic analysis.

Feedback from customers

"I was putting in all my plastics into the recycling bin and didn't realise the Council can only take plastic bottles. This campaign has helped to clarify what can and can't go in the recycling bin."
Mr Harrington, Southampton

"I have been recycling for years but was confused about plastics. I didn't realise the Council couldn't take yoghurt pots. The doorsteppers helped to make it clearer."
Mrs Williams, Southampton

Table 3: Reduction in contamination

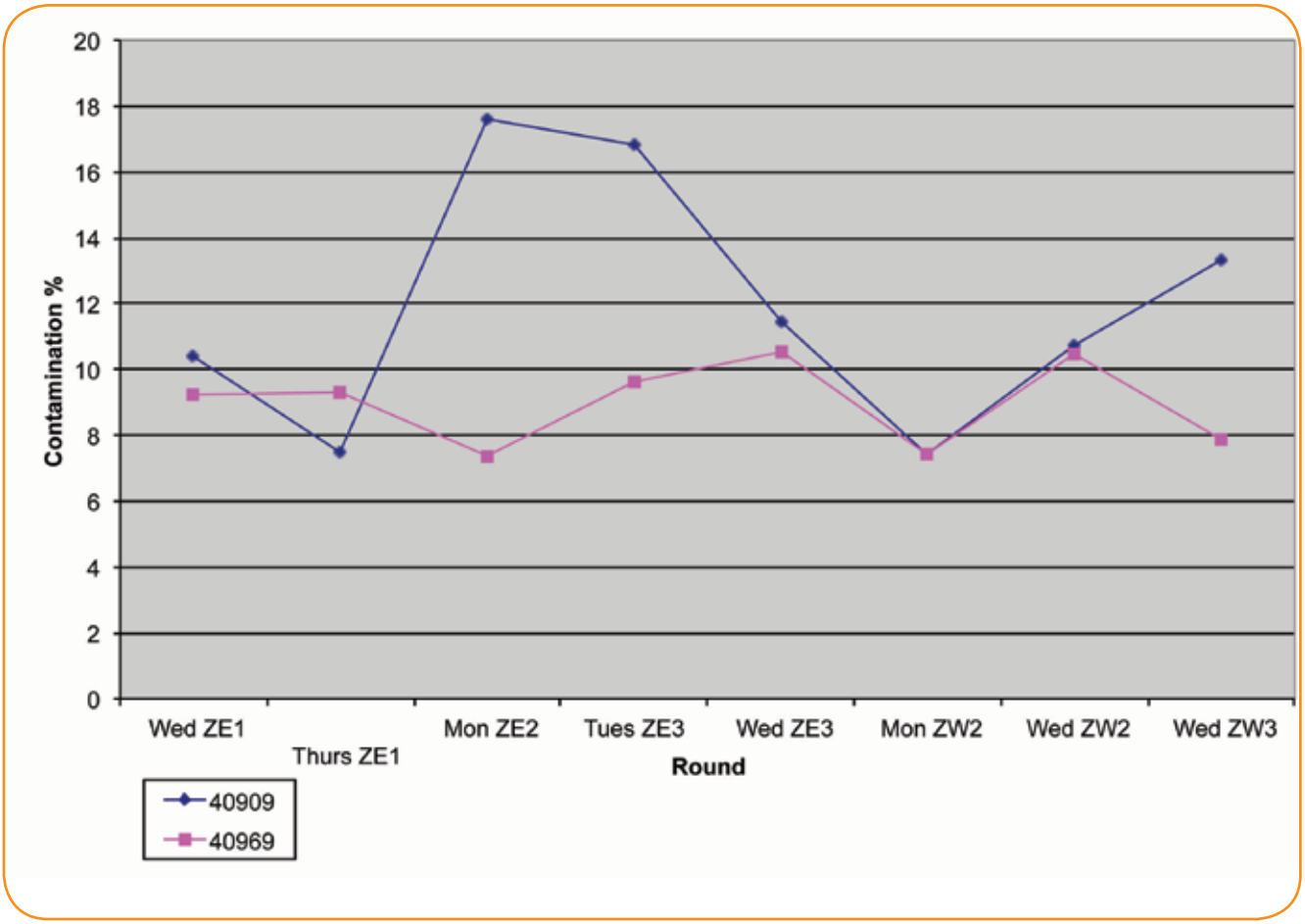
Southampton	Oct-10	Mar-11		
Round	**Contamination**	**Contamination**	**Increase/ decrease**	**Location**
Mon ZC2	16.54%	9.24%	-7.3%	City Centre
Tue ZN2	9.93%	6.19%	-3.74%	Portswood Park
Tue ZC2	23.33%	22.28%	-1.05%	Polygon
Wed ZC2	27.37%	14.3%	-13.07%	Portswood
Thurs ZC2	27.27%	28.86%	1.59%	Newtown
Fri ZC2	16.93%	24.33%	7.4%	Portswood
	20.23%	16.17%	-4.06%	

Further analysis was undertaken in late January and March 2012 to assess the impact a direct mail campaign would have on contamination levels. Before the direct mail was distributed, a materials analysis facility (MAF) analysis of the recycling bins was undertaken to ascertain the level of 'wrong' items appearing in recycling bins.

'Wrong' items are referred to as residuals or 'contras'. Contras are items that people think can be recycled (often because manufacturers state that they can), but which are not acceptable in the recycling bin – usually because there is no end market for the recycling of these items. They are usually plastic receptacles that are not bottles, for example yoghurt pots or microwave meal containers. 'Residuals' are general rubbish found in the recycling bin, usually contained in plastic bags or sacks.

In March 2012, four weeks after the direct mail, SCC undertook a second MAF analysis of recycling bins to check if there had been any change in recycling behaviours. There had been two recycling collections in most instances since letters had been distributed to residents. It was found that there had been a reduction in the level of contamination of recycling bins of 3 per cent. The graph below demonstrates the improvement before and after the direct mail.

Figure 14. Contamination analysis following direct mail



Summary of benefits

In sum, the partners believe that Green Credentials and Behaviours project has helped the partners:

- save over £1 million collectively on the cost of waste disposal over two years
- has reduced CO2 emissions by over 18,000 tonnes
- recruited fifty long-terms volunteers
- sustained the recycling rate during the economic recession
- assessed the impact face to face and direct mail communications have on reducing contamination levels.

Governance and resourcing

The project was managed by Southampton City Council's Waste and Fleet Transport's Development Manager, in partnership with the Project Integra Communications Group and HIOW Customer Insight Steering Group. Each of these groups reported to the Project Integra Strategic Board and HIOW Improvement Board.

Project Integra is governed by representatives of all partner authorities and progress is then reported to each authority's relevant scrutiny panel. The HIOW Customer Insight Steering Group comprises representatives from each of the partners.

The partners won £78,000 in funding from the Customer-Led Transformation programme, which was invested as follows:

Table 4. Project budget

Task	Budget
Project Management	£5,000
Customer Insight Research and Analysis	£10,000
Communications Campaign (eg direct mail, radio, DVDs, schools pack, range of leaflets/magnets, banners, agripa signage, materials for door stepping, Facebook, app, magnets)	£33,000
Doorstepping	£10,000
County textile campaign	£5,000
Internship	£10,000
Focus Groups	£2000
Enviro Champs	£3000

Challenges and lessons learnt

Industrial action

One of the major challenges faced by the project was the 12 weeks of industrial action that affected Southampton City Council between May and November 2011. Strikes were intermittent during this time (typically every one week in three), and crews have been working to rule since. The industrial action began while the media campaign was underway in spring 2011, undermining the effectiveness of press and radio advertising.

Industrial action also impeded the project's intention for the crews to record recycling contamination at household level using Bartec technology. This technology allows staff to quickly record data in real time and enables the Council to send letters to specific residents regarding their recycling behaviour.

Overall, the industrial action reduced the impact of the communication campaign, reduced the City's recycling rate and delayed the rollout of the direct mail/door stepping programme of work.

Data stewardship

The project discovered that much of the data available to them required updating and cleansing before it could be used and assembled with other data sources. The geography of waste and recycling is one of collection routes. These change frequently, and are shaped by a different set of rationale to that determining Wards or LSOAs. Hence, considerable work was required to map socio-demographic data to the street and road routes used for the collections and door stepping campaigns.

Furthermore, the cleaning and assembly of data requires expertise that is in short supply.

Value of combining quantitative with qualitative data

The project has developed a common segmentation which offered partners the:

- foundation of a common conversation
- basis on which to differentiate and target messages and channels.

Quantitative data offers a starting point but benefits from being supported by qualitative work such as focus groups, interviews and door stepping. Socio-demographic profiling should not obscure the benefits of local knowledge. Waste collection crew have substantial knowledge of an area and the behaviour of people living in that area.

Next steps

Southampton City Council are also developing a ‘waste and recycling’ app designed for smartphones that can be downloaded by residents and which reminds them about collection schedules and the types of recycling available.

The door stepping exercise has made it clear that residents are confused about the recycling of mixed plastics regarding ‘plastic as plastic’. There is a tendency for residents to put all plastics in their recycling bin rather than using plastic bottle banks. The partners are establishing a working group to review how they can make the recycling of plastic bottles easier.

Following the insight developed by their door stepping campaign, New Forest District Council is also developing a campaign to increase the recycling of paper and cans.

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