

Evaluation of the Household Waste Incentives Pilot Scheme

Final Report to Defra (Waste Strategy Division)
Appendix 1: North west

July 2006

North West

Lancashire

Aim of scheme

The Lancashire Waste Partnership was the lead authority on two incentive pilot schemes. The first was a schools reward scheme offering prizes to schools for increased recycling. The second was a prize draw scheme using scratch cards.

Area features/demographics

The Scratch card scheme covered 450,000 households in Lancashire. The recycling rate and Index of Multiple Deprivation for each of the Lancashire authorities covered is provided below: -

	Recycling rate (2004-05)	Index of Multiple Deprivation
Blackburn	23%	16
Blackpool	18%	34
Burnley	12%	21
Chorley	27%	191
Fylde	32%	264
Hyndburn	24%	35
Lancaster	18%	102
Pendle	22%	19
Preston	21%	46
Ribble Valley	19%	295
Rossendale	22%	145
South Ribble	30%	193
West Lancashire	26%	53
Wyre	25%	121
Lancashire CC	31%	

The schools reward scheme covered the whole of Lancashire, Cumbria, Wigan, Bury and Knowlsey. In total this scheme covered 1 million households. The recycling rate and Index of Multiple Deprivation for each of the additional authorities is provided below: -

	Recycling rate (2004-05)	Index of Multiple Deprivation
Allerdale	19%	50
Carlisle	26%	131
Copland	25%	57

Eden	33%	267
South Lakeland	23%	277
Knowlsey	10%	3
Bury	19%	126
Wigan	15%	66
Cumbria CC	26%	

Scheme description

Scheme 1 - "Recycle and Win" scratch card incentive

Every month around 100,000 properties were selected from recycling rounds across the county and each property that was participating in their kerbside recycling scheme received a scratch card. Scratch cards were placed through the door of houses to avoid the risk of theft or cards going missing.

If a household had a winning card, they returned it to claim their prize. Prizes ranged from small value items such as a garden tree to a 'Family Safari'. A household that did not win also had an opportunity, by answering 3 simple questions on recycling, to send in their card for entry into a prize draw for a single prize of £1,000.

Scheme 2 - Schools

The incentive was aimed at primary school children, and encouraged them to get family and friends to "Pledge" to recycle their rubbish. Each participating school was awarded points throughout the lifetime of the incentive, for each pledge that they received. They were able to convert these points into rewards from a catalogue of suitable equipment. The amount of points awarded to each school was based on the monthly recycling performance achieved by an area, with points awarded to schools in direct proportion to the amount of pledges they achieve.

Defra Funding

Defra funding for the scratch card scheme was £80,000, which covered the prize fund, publicity/campaign materials, project management. This funding support from Defra equates to support of around £0.18 per household.

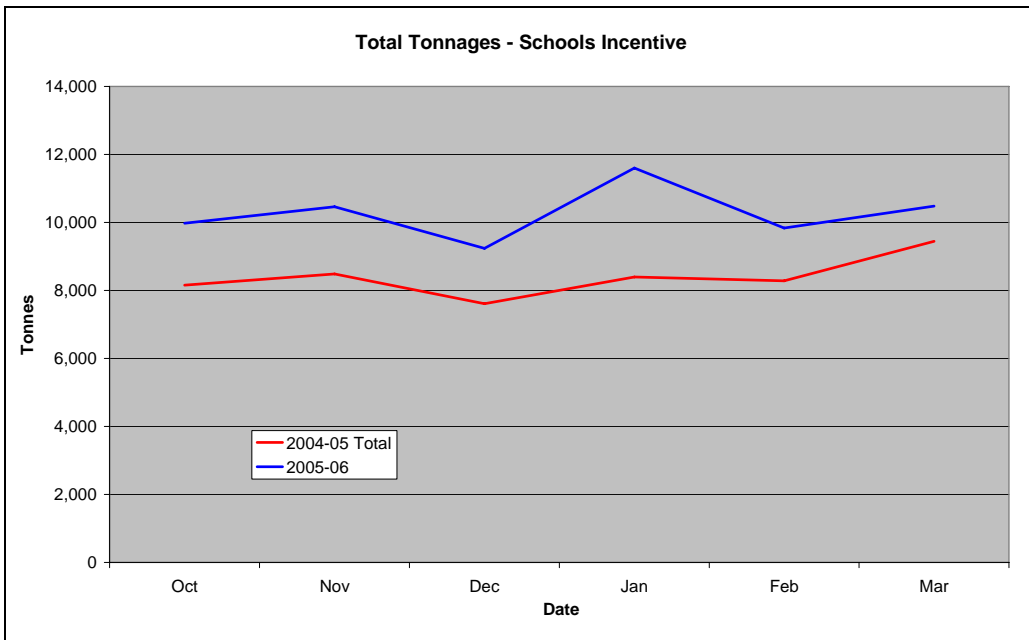
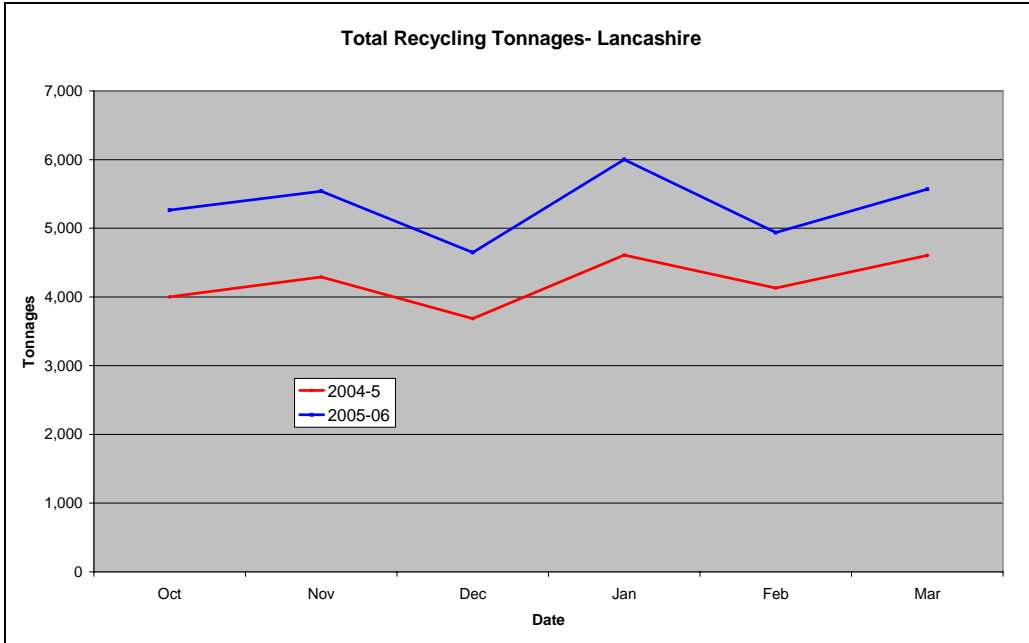
Defra funding for the school scheme was £318,500, which covered the prize fund, publicity/campaign materials, data and system management. This funding support from Defra equates to support of around £0.32 per household.

Monitoring mechanism used

Recycling tonnages, participation rates and the number of pledges collected and scratch cards returned were used to assess the impact of these incentives.

Key results

The following graph shows the tonnages of recyclable collected in Lancashire (1st graph) and the tonnages of recyclable material collected across all the authorities in which the School initiative ran (2nd graph). These graphs show that the amount recyclable material collected has increased, when comparing 2005-06 with 2004-05.



Over the lifetime of the incentives the participation rate across Lancashire increased from 55% in October 2005 to 63% in March 2006. A number of other initiatives were

developed / run during this period and it is not possible to say just what effect an individual initiative had.

135 prizes were claimed for the scratch card scheme, with 1,887 people sending in entries for the secondary prize draw. 210 invalid cards were also returned.

697 schools initially signed up for the schools incentive, but only 433 actually returned pledges. In total 75,332 pledges were made.

Media coverage for the schools scheme was estimated to be at least £25,000 of advertising value equivalent being secured and over 2 million opportunities-to-see (OTS).

Research in Lancashire saw an increase in the number of people who said that recycling was important and those who claimed to be recycling everything.

Conclusion

The graphs above show an increase in tonnages of approximately 10%. However it is not clear from the data provided whether this increase is due to the incentive or other factors. The increase in participation rates (of approximately 8% in Lancashire) suggested that the incentives have had some impact on residents and encouraged them to recycle.

Currently there are no plans to carry on with these incentives, but the partnership is likely to look at using incentive schemes in the future to encourage people to recycle. If a new scheme is introduced, it is likely that this will be some form of prize draw based on scratch cards as this appears to offer better value for money.

Key lessons learned

- The scheme was far more resource intensive than originally anticipated (the distribution of such a large number of cards being the main factor).
- Principally as a result of operating across such a large target audience the authorities have been unable to isolate other external factors that might influence householders to recycle and therefore it has been almost impossible to determine the specific impacts attributable to the two individual incentives piloted.
- The timing of the Recycling Rewards for Schools project is vital as launching in October meant many schools did not participate due to Christmas being so close.
- Officers felt that sending home letters to all parents raised the profile of recycling amongst the key target audience.
- Initial work to correlate participation data to pledging households indicates that pledging households are 19% more likely to recycle than non-pledging households.

Rochdale & Salford

Aim of scheme

The 'Trees for Dreams' campaign aimed to encourage households to take their real Christmas trees to local recycling points in order for them to be chipped and composted on local parks and open spaces. The more trees that were recycled, the more "dreams" could come true for local disadvantaged children.

Area features/demographics

The incentive scheme covered all 146,000 households in Rochdale and Salford. The recycling rate and Index of Multiple Deprivation for the two authorities is provided below: -

	Recycling rate (2004-05)	Index of Multiple Deprivation
Rochdale	12%	13
Salford	13%	30

Scheme description

The two authorities promoted the recycling of Christmas trees to temporary bring sites across their districts in partnership with the Dreams Come True Charity. Targets were set for the number of trees to be recycled so that one disadvantaged child or family per district could 'have their dream come true'.

The scheme was advertised through "point of sale" leaflets, in co-operation with local businesses, on the council's websites and in all communications notifying residents about changes to collection days for the Christmas period.

Defra funding

Defra funding for this scheme was £13,900, which covered the prize fund, publicity (point of sale) materials, banners and shredders for the sites. This funding support from Defra equates to support of around £0.10 per household.

Monitoring mechanism used

The number of trees collected compared to last year was used to judge the success of this scheme.

Key results

The table below shows the numbers of trees collected across all the sites in both of the boroughs. The figures show that the number of trees collected in 2005-06 has increased in both areas, when compared to 2004-05.

	2004-05	2005-06	% Increase
Rochdale	1,536	2,412	60%
Stockport	1,012	1,210	20%

Conclusion

- Assuming that the application of the incentive is the only difference in the Christmas tree recycling schemes between the two years it can be concluded that the incentive has had a very positive impact on the number of trees collected.
- The simplicity of the scheme enabled accurate monitoring of its success and demonstrated the specific impact of this charitable, community incentive.

Key lessons learned

- The site that was closest to the family who benefited from the Dream showed the greatest increase in the number of trees recycled compared to the previous year. This suggests that the local community rallied round to collect trees so that a family in their immediate neighbourhood would benefit. If other authorities are considering such a scheme then consideration should be given to identifying a number of benefactors spread across the district to maximise participation.
- Officers from the two authorities also commented that they felt that the use of a charity meant they were able to get all garden centres to promote the scheme at point of sale and this also increased coverage in the local press.

Sefton

Aim of scheme

This scheme was designed to promote the South Sefton Recycling Park (SSRP), which was built in late 2004. Residents were incentivised to use the facility through the offering of a charitable donation or individual cash reward scheme.

Area features/demographics

The scheme was promoted through a multimedia publicity campaign and leaflet distribution to 44,000 households in Sefton, which is ranked 43rd in the Index of Multiple Deprivation (in the upper quartile for all English districts). The overall district recycling rate was 14.5% in 2004-05.

South Sefton Recycling Park is located in Bootle (the fifth most deprived ward in the country).

Scheme description

Prior to the start of the incentive the SSRP had a recycling rate of 70%, but the site was only working at only one sixth of its designed throughput capacity. Despite repeated press articles about the existence of the facility, usage remained low and fly tipping was still a problem locally.

Residents in the site's catchment area received a leaflet through their door advising the location and purpose of the facility. The leaflet was a redeemable voucher for £5 incentive on endorsement through visiting the site, provided they had segregated their waste for recycling. They were asked to either donate the £5 incentive to one of three popular local community worthy causes located within the catchment area of the recycling centre, or they had the option to exchange their leaflet for personal gain.

Defra Funding

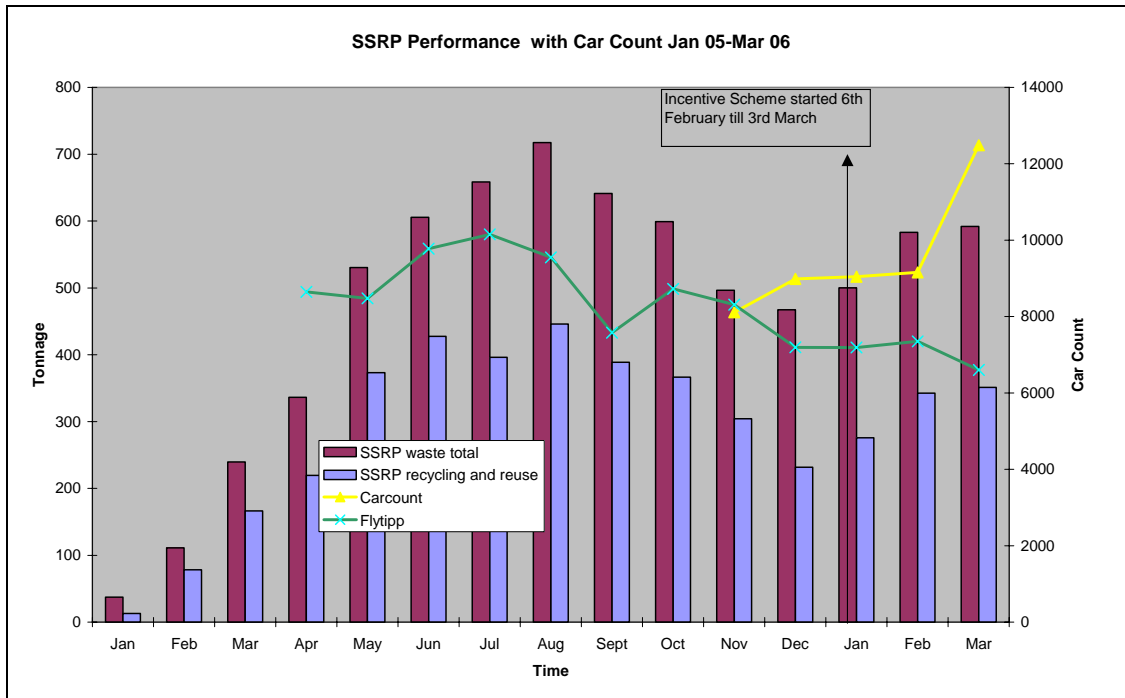
Defra funding for this scheme was £36,200, which covered the prize fund, publicity materials and project management. This funding support from Defra equates to support of around £0.82 per household.

Monitoring mechanism used

The tonnage of recyclables and waste deposited at the site, as well as the number of cars visiting the site and the number of flytipping incidents recorded, was used to monitor the impact of the incentive scheme.

Key results

The graph below shows an increase in the number of car users at the site and an increase in recycling and waste tonnages in February 2006. The figures cannot be directly compared to the same period in 2005 as the site only opened at the end of 2004.



- As part of the scheme 65,000 leaflets were distributed to households within 2.5 miles of the Recycling Park. Of these however, only 60 were returned during a visit to the centre to claim the reward.
- Out of the 60 residents who claimed their reward, 84% were already aware of the site, and 79% had previously used it, hence only 16% were new users of the site.
- There was an even split between those householders who chose a personal reward and those who chose to donate to charity.

Conclusion

Although the tonnages of material collected at the site has significantly increased, the low number of sites users who said they did not know about the site before the incentive scheme started (16%) suggests that awareness of the facility had been raised during the Spring and Summer of 2005. Consequently, the incentive would appear to have had a very small impact on awareness in the locality.

The fact that there was an even split between those who donated their rewards to charity and those who chose a personal reward makes it difficult to draw any conclusions about whether personal rewards or charitable donations act as more of an incentive, particularly as the dataset is so small (only 60).

Key lessons learned

- The reason for the poor results from this scheme may be due to low levels of car ownership in the area (associated with the relative levels of deprivation). Other authorities should consider this factor when designing services for such communities and when looking at incentives designed to encourage use of household waste recycling centres.
- Anecdotal evidence from officers suggests that the potential inconvenience of claiming the individual reward may have eroded the majority of its value and put householders off claiming. Householders had to collect the reward from the One Stop Shop in town. To do this, car users may have had to pay a car-parking fee; or if they visited the recycling centre on a weekend, the One Stop Shop was closed, and thus a further trip was required on a weekday.



Stockport

Aim of scheme

The “Recycle and Donate to Charity” incentive scheme was designed to encourage householders to participate in kerbside and bring recycling services through the use of a charitable donation scheme.

Area features/demographics

The scheme covered the unitary authorities of Bolton, Manchester, Stockport and Tameside. In total 500,000 households were targeted in this incentive.

The recycling rate and Index of Multiple Deprivation for each of the authorities is provided below: -

	Recycling rate (2004-05)	Index of Multiple Deprivation
Bolton	13%	23
Manchester	15%	4
Stockport	31%	143
Tameside	13%	74

All the authorities provide households with a refuse and recycling collection service; the frequency of the collections varies between authorities.

Scheme description

This project was a community wide incentive scheme whereby local charities (or local branches of national charities, including community groups and schools) received financial donations resulting from local residents’ recycling activities. The charities received a donation based on a monetary value per tonne of additional material collected, through kerbside recycling and or bring bank services.

For each additional tonne of recyclables collected through the services £1 was donated to charity. Data from 2004-05 was used as a baseline. There was also an escalating value for the additional material collected, for example a 10%, 15% and 20% increase in collected material triggered the value per tonne to increase to £5, £10 and £15 respectively.

Residents were given the opportunity to vote for their preferred local charity or community group via the Council’s website, freepost postcards distributed at local information centres, libraries and roadshows and freepost coupons in the local newspapers. For one district the three most popular groups received a proportion on a sliding scale of the money each month as follows – first, 50%; second, 30% and third, 20%, the remaining districts chose four groups who were each allocated one month and each received a payment based on that months figures.

Defra Funding

Defra funding for this scheme was £37,000, which covered the prize fund, publicity materials and project management. This funding support from Defra equates to support of around £0.07 per household.

Monitoring mechanism used

The success of the scheme was judged by an increase in tonnage compared to 2004-05 figures.

Key results

The Table below shows the monthly average tonnages for the 4 authorities involved in this scheme. It shows that three of the four districts increased their recycling rate during the incentive period.

	Total recycling tonnages November 2004-February 2005	Total recycling tonnages November 2005-February 2006	% Increase
Bolton (bring banks) *	8	23	300%
Manchester (kerbside)	908	999	10%
Stockport (kerbside)	1290	1225	-5%
Tameside (kerbside)	628	875	40%

* card, textiles, shoes, tetra pak only

Conclusion

- Although this scheme increased tonnages in three of the four areas, it is difficult to say from the data provided (for the period the incentive ran and the corresponding period in 2004-05) whether the increases are wholly due to the incentive and/or what impact other factors, such as an expansion in kerbside service collections, has had.
- The results show that the three authorities that increased their collection rates had low overall recycling rates (12-15%) whilst the authority with the highest recycling rate (30%) showed a slight drop in its collection rate. A possible explanation could be that small increases in recycle tonnages due to an incentive scheme will have more of an impact (in percentage terms) in areas with a lower overall recycling rate.

Key lessons learned

- Officers commented that this scheme was very cumbersome to administer and delays in gathering tonnage data made it difficult to promote the scheme.
- Officers also felt that the results of this type of incentive need to be reported back to residents in a timely manner to maintain interest in the scheme.

Cheshire Waste Partnership and Vale Royal Borough

Aim of scheme

This scheme was aimed at increasing the participation rate in kerbside recycling schemes amongst housing association tenants. The scheme was split into two elements; the first was a prize draw scheme in which residents won £1,000, whilst the second was a loyalty reward scheme in which residents won up to £50 in shopping vouchers.

Area features/demographics

The incentive scheme was aimed at 12,500 housing association properties. The overall recycling rate and Index of Multiple Deprivation for the two authorities is provided below: -

	Recycling rate (2004-05)	Index of Multiple Deprivation
Crewe & Nantwich	22%	162
Vale Royal	40%	142

In both trial areas householders are provided with an alternate weekly collection of recyclables and residual waste.

Scheme description

Scheme 1 - Prize Draw

This scheme covered 9,000 households in Crewe and Nantwich, and offered the targeted residents the chance to win one of two prizes of £1,000 per week. Participation in the kerbside recycling scheme was measured by RFID chips fitted to the recycling bins.

The scheme was branded as a housing association initiative rather than a council initiative. Prize money was channelled through the housing provider who was also the main vehicle for communication with tenants.

Scheme 2 – Loyalty Reward Scheme

This trial ran in Vale Royal Borough Council area, covering a total of 2,000 properties, which included a 500-property control zone during the trial period.

Residents received points each time they place the recycling containers out for collection (measured through the use of bar-coded boxes). The number of points was dependent upon their level of participation.

Every two months residents received a summary of their account showing their current total and what would be needed for the next voucher. An ASDA shopping voucher up to

the value of £50 was available to each property in the trial area if they fully participated in the kerbside scheme during the six-month period.

Defra Funding

Defra funding for the Prize Draw scheme was £40,000, which covered the prize fund. This funding support from Defra equates to support of around £4.44 per household.

Defra funding for the Loyalty Reward scheme was £34,000, which covered the prize fund, publicity materials and bar-coding of bins. This funding support from Defra equates to support of around £13.60 per household.

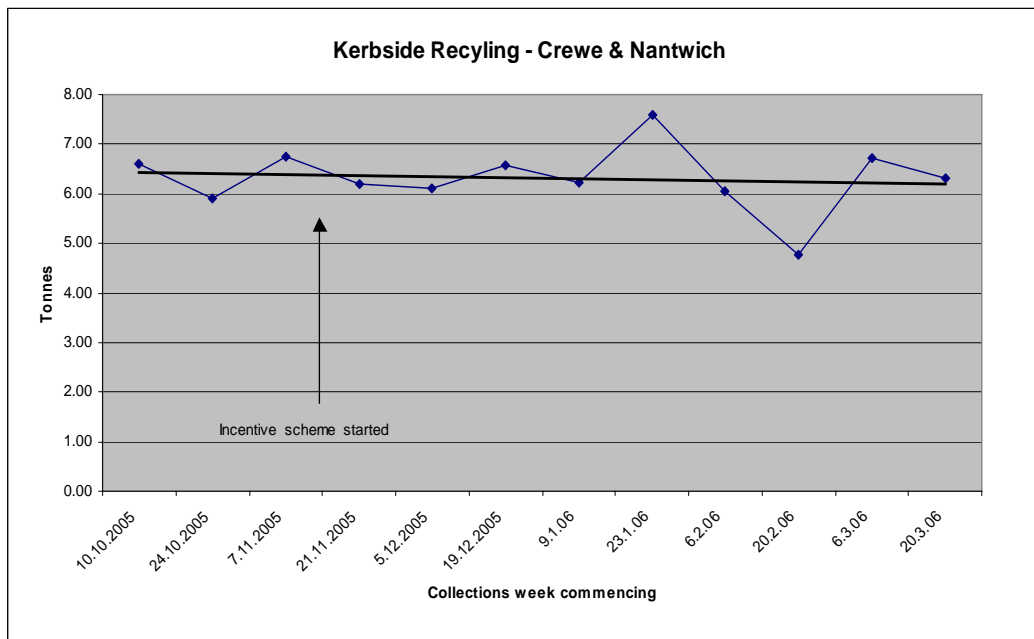
Monitoring mechanism used

Success was based on measuring tonnage and participation rates in the trial and control areas.

Key results

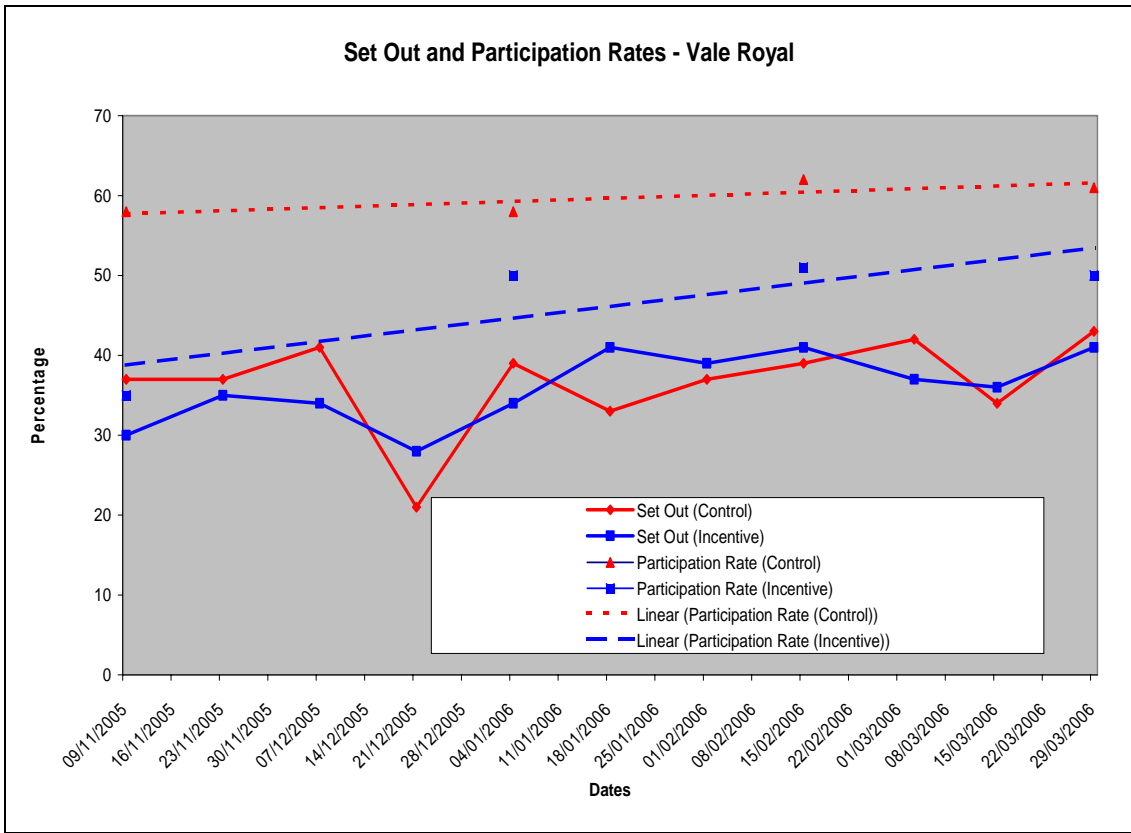
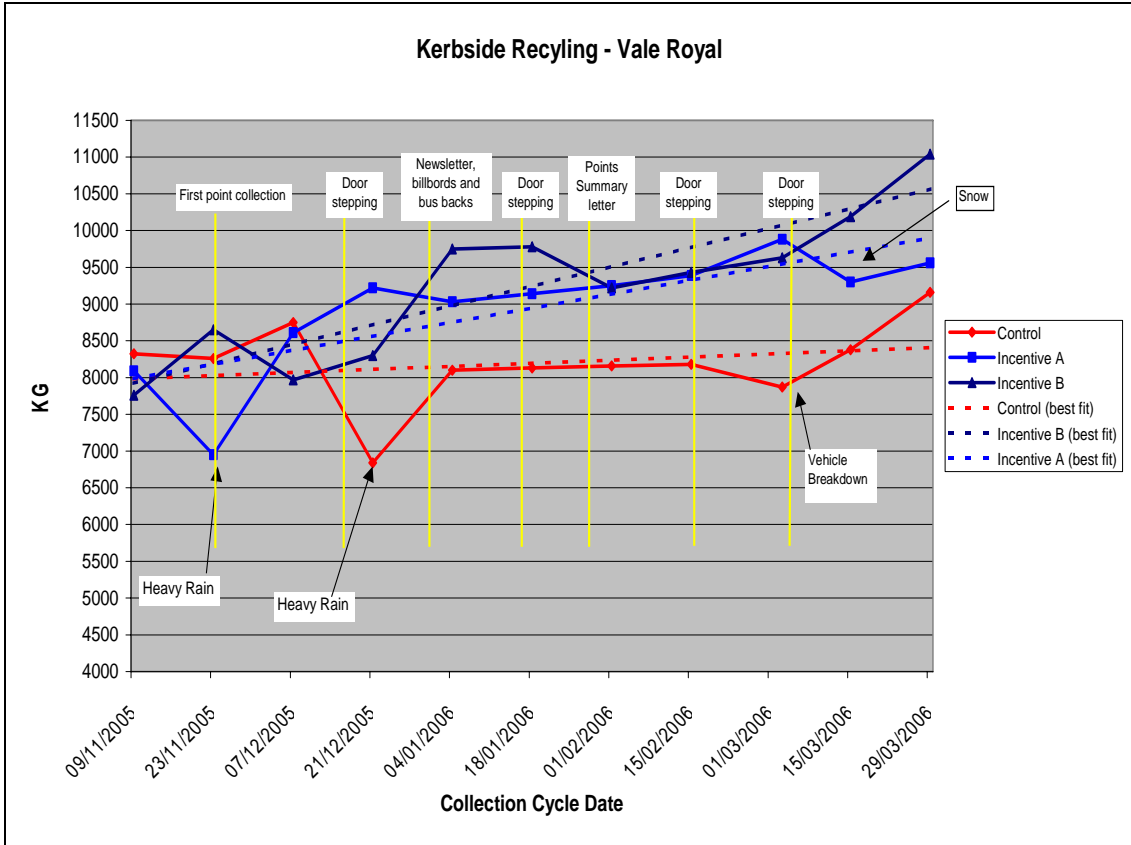
Scheme 1 - Prize Draw

The graph below shows the tonnages collected in the Crewe and Nantwich recycling trials. The incentive appears to have had very little impact in the amount of material that was collected.



Scheme 2 - Loyalty Reward Scheme

The graphs below show the kerbside recycling tonnage and participation rates for Vale Royal. They show that for both parameters the performance in the incentivised areas increased at a higher rate than the control area.



Recycling tonnages in the incentivised areas increased by 15-20% (when comparing tonnages at the start of the pilot scheme to those at the end). This compares to a 9% increase in the control area during the same period.

The participation rate in the pilot area increased by 15 percentage points (from 35-50%) compared to the control area that increased its participation rate by just 3 percentage points (from 58-61%).

Conclusion

- The results suggest that the incentive scheme that operated in Vale Royal (shopping vouchers) had a positive impact on recycling performance, whilst the incentive in Crewe and Nantwich (£1,000 prize draws) had very little impact.
- The Loyalty Reward scheme has had a very positive impact on recycling and it has received significant support and publicity from the local supermarket (see below). With this additional promotion of recycling messages there has been significant value added through the impact of the increased publicity.

Key lessons learned

- Crewe and Nantwich officers have suggested that as they run an alternate weekly collection the value of offering incentives for recycling might be questionable as such schemes are designed to 'force' householders to recycle due to restrictive bin capacity.
- Vale Royal officers felt that the commitment from ASDA has been outstanding as they had not only supported the incentive scheme but also allowed extensive in store promotion to be undertaken including POS advertising, checkout poster promotions, hourly store announcements and the use of the in-store TV system to run the 'Recycling Now' TV adverts.