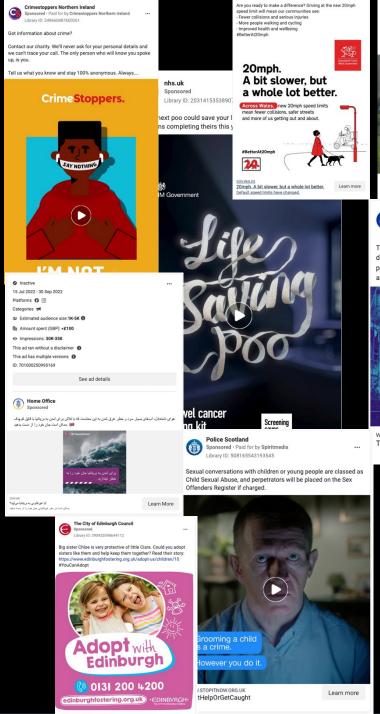
Patchwork profiling in innovative government communication: Public sector adoption of targeted online advertising:

Ben Collier, James Stewart, Lydia Wilson, Shane Horgan, Gemma Flynn, Daniel Thomas

University of Edinburgh, Edinburgh Napier University, University of Strathclyde, University of Cambridge

nttps://blogs.ed.ac.uk/influencegovernment/



Library ID: 875003780876394

One month on from the ULEZ expansion, data has shown that 19 in 20 vehicles seen driving in London are now ULEZ compliant. This is a huge milestone in our journey to building a greener London for everyone.



LONDON.GOV.UK

Learn More

#### Metropolitan Police Service

Sponsored • Paid for by Metropolitan Police Service

Thanks to dedicated patrols in Milford Towers, we've seen a decrease in anti-social behaviour in the area. Our continued presence has deterred individuals and has made the residential stress visible cleaner.



www.met.police.uk/youral Tackling local issues

earn More

WWW.MET.POLICE.UK/Y
Working with

#### Home Office

Sponsored • Paid for by Home Office Library ID: 1171302537033361

₩ > ■ What the UK-Rwanda partnership will do:

Deter dangerous & illegal entry to the UK.

Support safe and legal routes.

Help migrants build a new life.

### The UK-Rwanda Migration Partnership will:

- Deter criminality, exploitation and abuse.
- Support the humane and respectful treatment of refugees.
- Provide new opportunities for migrants.

### Overview

- Social marketing and behaviourism in government
- Digital ad targeting Infrastructures and affordances
- Business, politics, now government
- Influence policing

Police Scotland's strategic communications team

- UK landscape
- "Influence Government"
- [warning re: content]



**Future of Policing Report Series** 

### **INFLUENCE POLICING:**

Strategic communications, digital nudges, and behaviour change marketing in Scottish and UK preventative policing

Dr Ben Collier - University of Edinburgh

Dr James Stewart - University of Edinburgh

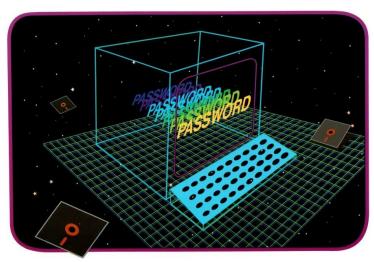
Dr Shane Horgan - Edinburgh Napier University

Dr Lydia Wilson - University of Cambridge

Dr Daniel R. Thomas - University of Strathctyde

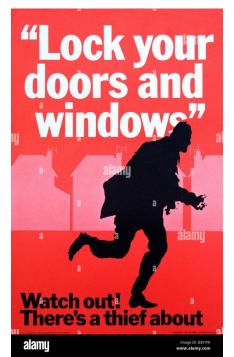
## Social marketing in state power

- Government has a duty to communicate a vast range of topics to the whole population. Esp the hard to reach. Currentneentral gov budget nearly £1bn
- Following use of Public interest messaging Since ww1
- Early 1970s (Kotler And Zaltman 1971)
- Application of Marketing Science expertise but with no product or price
- Distinctive to earlier 'propaganda' engaged with consumer culture and advertising, listening to markets rather than creating national community
- Techniques like Segmenting the public fundamental
- Shares links to 'cybernetic' ideas of government, compared to command and control.
- Mostly health focused on awareness and behaviour
  - Seatbelts, blood donation, Recruitment, paying tax
  - Posters, TV, radio ads on top of State channels.
- In the 1980s, rise of the police awareness campaign
  - Focused on self-protection, consumer market of solutions



"Open Sesame" isn't the secret word.

Your password is — protect it.



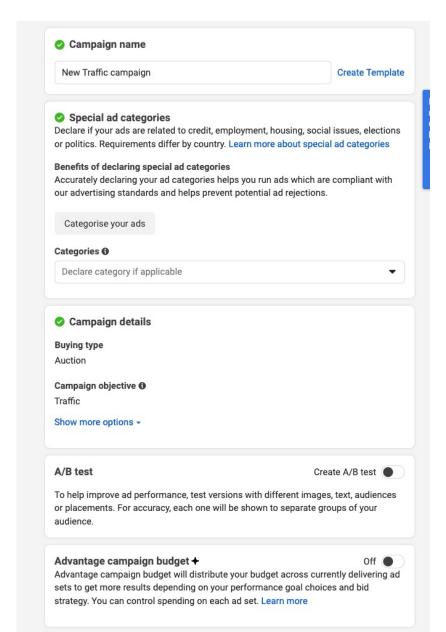
# Behaviourist government

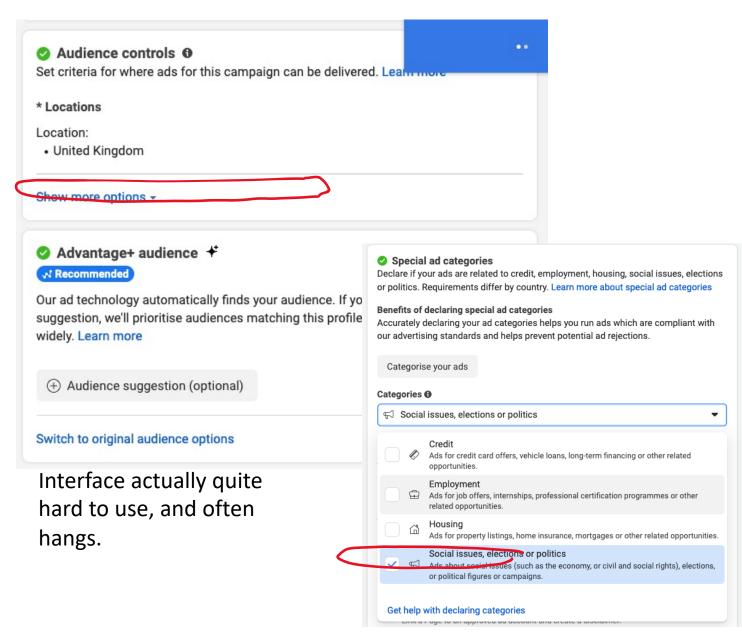
- Late 1990s Nudge and Behavioural studies in fashion
- "Nudge unit' Cameron Gov
- Evidence-based Policy
- Strong roots in 'cybernetics' but with vision of all seeing technocracy
- Libertarian paternalism
- Rework the choice environment
- Messaging Complements other behavioural interventions (eg tax)
- Or Communications key nudge technique when direct choices cannot be shaped
- A direct intervention in the information environment
  - Argument (Sunstein) that govs have to join Messaging marketplace

# Ad-funded Internet platforms

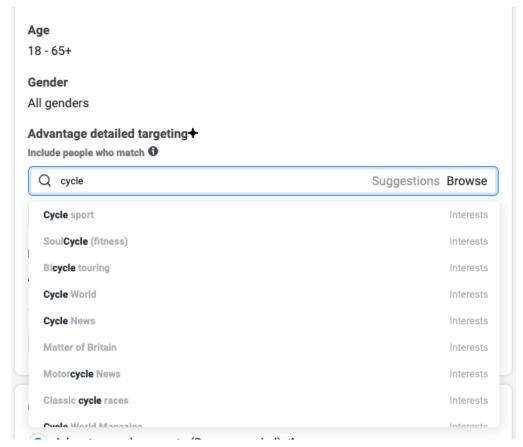
- Online is where the eyeballs are
- targeted to Audience directly as well as associated with creative content.
  - Business model sometimes characterised as- 'surveillance capitalism'
- Services offered at 0 price to end consumers
- Information collected and monetized to advertisers offering Channels of 'profiles' or categories
- Introduces novel different forms of segmentation.
- General and specific Awareness and behaviour shaping
- Conquered commerce, then politics. But still contested and far from perfect 'injection' of messages.
- Continual change regulation, new Players, automatic audience identification ('ai'), changing cultures, regulation against personalisation, etc

# Targeting – Ad side, Meta example



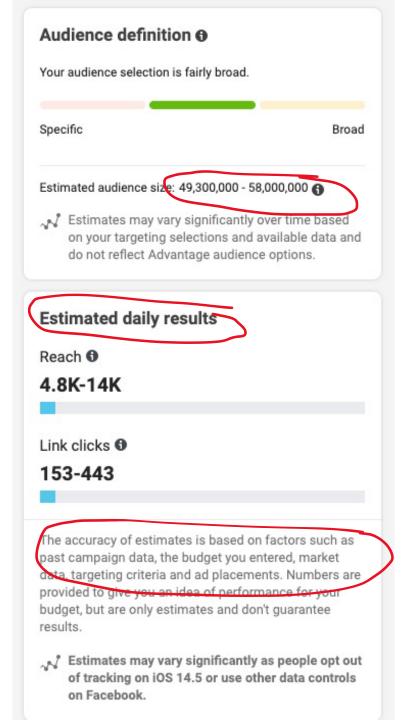


# Profiling



The client is expected to do the 'targeting' work, inferring relationship between categories and targets, recreating the intended segment from options available in the interface.

Increasingly (esp tiktok) the ad system will find the most receptive audience, (no good for Gov)



# Targeting tools based on Declared and behavioural information

Where do the categories come from?

What do they mean?

How do they actually relate to individuals and groups?

How do they compare with existing classifications?

Do they actually mean someone in a category is shown an ad?

### Organic

Page names (inc every product, musician etc) hashtags, user generated keywords (Folksonomy) etc

### Calculated - internal and external to platforms

Organic categories are combined, weighted to create commercially targeted groups. Inherited and Negotiated categories are calculated from organic and categories created in the profiling industry, and enabled by the affordances of the platform (device used, temporary location etc)

#### Interface

Categories surfaced through the advertiser dashboards for creating audiences and for analysing reach and interaction

#### Inherited

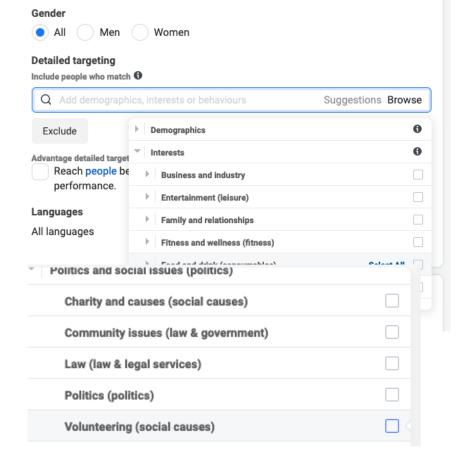
Established Classifications and segmentation inherited from marketing practice - Mosaic categories, standardised socio-demographics categories, often organised hierarchically

### Negotiated

Important customers, and internal sector managers create categories to meet emerging goals and markets. combining and splitting categories to create more or less distinction (e.g. more categories for selling clothes to women than to men)

## Banned categories

- Basically on protected characteristics
- Meta in particular have been working to remove 'harmful' targeting
- Impossible to target directly on
  - "Muslim"
  - "African American"
- But can target
  - Education "Islamic studies"
  - But cannot EXCLUDE audiences tagged with many terms – but this list is full of holes, but changing all the time.



### Discriminatory practices

Ads must not discriminate or encourage discrimination against people based on personal attributes such as race, ethnicity, colour, national origin, religion, age, sex, sexual orientation, gender identity, family status, disability, medical or genetic condition.

Meta prohibits advertisers from using our ads products to discriminate against people. This means that advertisers may not (1) use our audience selection tools to (a) wrongfully target specific groups of people for advertising (see advertising policy on Targeting), or (b) wrongfully exclude specific groups of people from seeing their ads; or (2) include discriminatory content in their ads. Advertisers are also required to comply with applicable laws that prohibit discrimination (see advertising policy on illegal products or services). These include laws that prohibit discriminating against groups of people in connection with, for example, offers of housing, employment and credit.

# Rules on special category Ads

- Political and social pressure to control 'political advertising' post US 2016 election
- 'Transparency' were they paid for by Russians?
  - Solution the Ad Library
- Sector specific rules
  - Elections
  - Housing
  - Credit
  - Social and Political Issues

### Modified audience options

We encourage you to broaden and not restrict your audience. To help you comply with our Advertising Policies, some audience selection options are unavailable or limited when running ads in this special category.

#### Locations

You can only target a country where you're authorised to run ads about social issues, elections or politics.

### Social issues, elections or politics

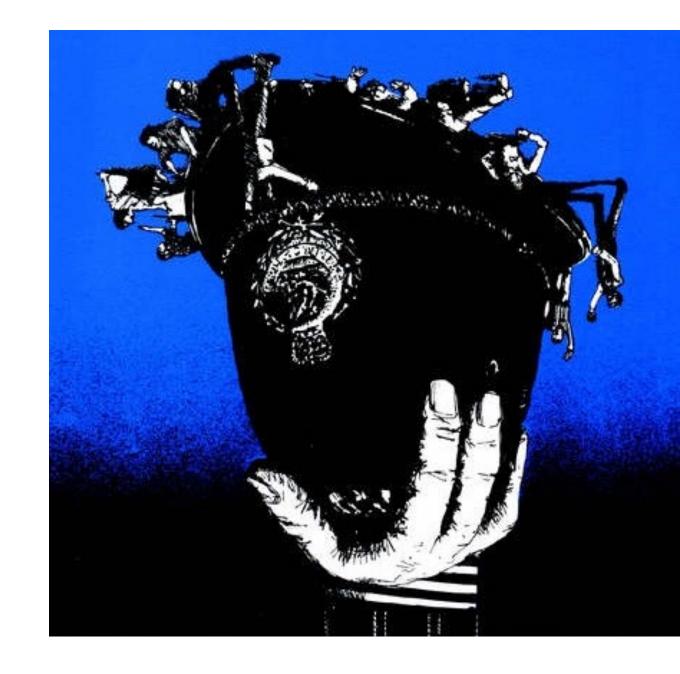
Ads about social issues, elections or politics are:

- Made by, on behalf of or about a candidate for public office, a political figure, a
  political party or advocates for the outcome of an election to public office; or
- About any election, referendum or ballot initiative, including "go out and vote" or election campaigns; or
- About social issues in any place where the ad is being placed; or
- Regulated as political advertising.

You can run ads about social issues, elections or politics, provided that you comply with all applicable laws and complete Facebook's authorisation process.

# Influence policing

- Increasing prominence of behaviourism in policing
- Move to prevention and influence of Prevent on wider policing
- Surveil, map risk, target interventions to risk segments
- Move to digital communications presents new opportunities
- All comes together into 'police digital influence campaigns' and 'nudge' communications
- Police comms campaigns that directly try to shape the behaviour and culture of targeted segments of the public through information 'nudges'



# Police Scotland's strategic communications team

- Set up in 2018
- Legacy of PS amalgamation and digital transformation
- Single communications department
- Wider push across the public sector to incorporate 'strategic' communications

Study using internal documents, interviews and META ad Library

# From PR to strategic police communications

- Small set of national campaigns focused on achieving key strategic goals
- Move away from 'awareness' and 'authority'
- COM-B (GSC commissions academic framework generalizing communication for behaviour change for more than health)
- Digital or hybrid delivery
- Major shift in messaging away from (potential) Victims to (potential) Offenders
- Various degrees of targeting
- Developed with commercial and ngo partners

# Campaign design flow

- Strategic priority
- Insights process
  - Police data 'crime' profile
  - Psychological profiles
  - Opportunity and situational profiles
  - Other stuff sociology, partners
  - Boils down to the nudge
- Then audience profile
- Campaign development
- Delivery

- •Offender types:
- Low-functioning / socially isolated
- High-functioning / socially isolated
- High-functioning / socially integrated
- Aggressive / violent
- •Non-aggressive / manipulative

Child Sexual Abuse Campaign Insights report, 2019

- Emotionally inadequate
- Loner or poor social networks
- •Difficulty interpreting emotional cues in others
- Depressive
- •Impulsiveness and inability to consider consequences
- Lack of empathy
- •Naïve Impression management and manipulative behaviour
- Childhood or adult trauma
- Failed relationships
- Promiscuity
- •Early sexual experiences
- May identify as a child

Child Sexual Abuse Campaign Insights report, 2019

- •All sexually active men in Scotland who are at risk of grooming/contact offending.
- •Women do offend but the numbers are very small.
- •This group is mostly heterosexual, white Scottish, but does include East European men.
- •Online grooming is not as common an MO in BME communities.
- •There's some evidence to suggest that the peaks of interfamilial offending age-wise are mirrored in cyber-enabled offending. These are 18-25 (early sexual maturity), young family (20s-40s) and retirement (late 50s-60s).

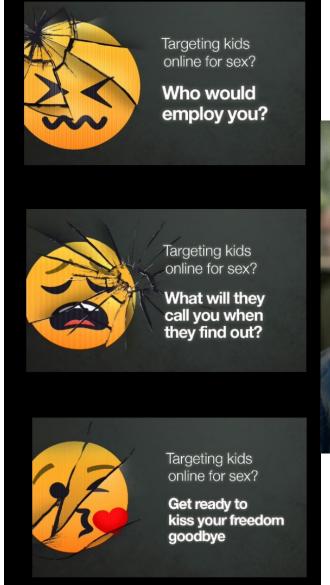
Child Sexual Abuse Campaign Insights report, 2019

Offenders' lack of emotional maturity means they are wholly focused on their own needs and will not respond to messages requiring empathy for victims. Developing an understanding of the consequences of their actions tends to be part of the post-charge diversion and recovery process. Evidence from practitioners and offenders suggests that the principal driver for stopping offending is fear.

CSA Campaign Insight Report, 2019

# Creating the campaign

- Less our focus
- Creative strategy emerges from 'the nudge' but also understanding the audience
- Market research
- Partners propriety and values
- Tone of voice often 'Scottish', sometimes 'fear' or 'welcoming'
- Different or absent police voices for different segments



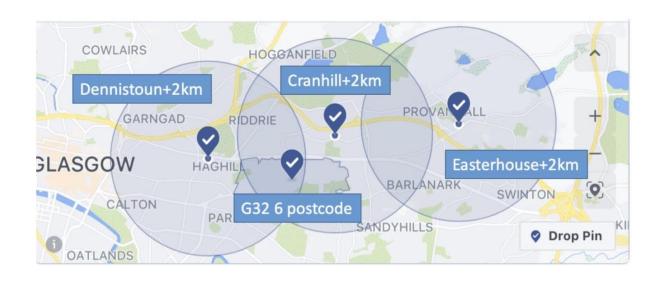


# Building the segment

- Age and demographics
- Interests
- Platforms
- Behaviour
- Location
- Mostly simple demographics and interests
- Influencers
- Some fancier campaigns e.g. YDT

Phone Kiosks — All adults in the central belt
Digital — Facebook - Newsfeed, Messenger, Right-hand
side, Males aged 18+
Snapchat - Males aged 18+
Twitter — Newsfeed, Males aged 18+ with porn interests
Google Display — Reddit, Standard IAB formats, Males
aged 18+

CSA Campaign Strategy, 2019



## Evaluation

- Adoption of industry standard model of evaluation (outtakes, outcomes etc)
- Very hard
- Detailed platform metrics allows real-time tailoring but ultimately vanity metrics
- Desire to move beyond
- But the data isn't there
- And huge over-determination
- Wider cultural environment

## PS Strategic communications

- Little evidence of a cybernetic or even behaviourist rationality
- More holistic behaviourism used within an epidemiological framework to bring in a huge range of positivistic ideas into something that can drive a campaign
- Plus a lot of gut feeling and marketing nous
- Police as dynamic, powerful, authoritative, and sophisticated cultural actors
- Create and manicure 'encounters' with policing (see Henry, 2023)
- Modulate, manicure, and direct the police image

## Scottish Government

- Paid communications online integral
- Lots of placement on websites
- developed in partnership with creatives and media buyers
- Only one person is onformed gatekeeper
- E. G. Recent foi on YouTube paid content

	Campaign	Dates	Digital Activity Costs
ent	Winter Illness	05/01/23 to 19/01/23	£61,204
es h	Right Care Right Place	22/12/22 to 15/01/23 15/11/22 to 22/12/26	£18,673
	Stay Well This Winter Linda Bauld	01/12/23 to 31/01/23	£8,645
aid	Home Energy Scotland	03/11/22 to 04/12/23 05/01/23 to 20/01/23	£117,871
Scottish News Health  Scottish Governmen spends £1.5m on soci media advertising sh	ial Viental	28/11/22 to 26/01/23	£6,517

# What about outside of Scotland and Policing?

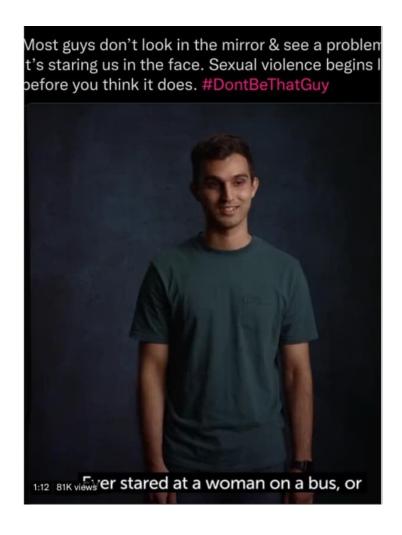
- Meta Ad library shows us the campaign and the targeting
- Being used across England, Wales and Northern Ireland. Police, local authorities etc
- outside UK surprisingly little (Spanish ministries, french recruiting, us locally elected officials etc)
- Exception counter-extremism
- Much more cybernetic and huge variety in types of campaign
  - Very basic comms information transmitting and receiving
  - Cultural campaigns
  - Behavioural campaigns
- But all of these can use either very simple or extremely bespoke targeting
- Meta bans targeting based on ethnicity and religion for social campaigns
- But...

## Campaign modes

Lots of variation but six distinctive models/frameworks

- Choice
- Risk
- Opportunity
- Community
- Co-ordination
- Territory

## **CHOICE**



Facebook / Instagram - Promoted Post running on Facebook and Instagram Feeds and Facebook Messenger targeting all men aged 18 - 35. Geo-targeted to Scotland Facebook / Instagram Story - Promoted Post running on Facebook and Instagram Stories targeting all men aged 18 -35. Geo-targeted to Scotland

Twitter - Promoted Tweets running on user feeds targeting all men aged 18 - 34, using keywords indicating a relationship and dating. Geo-targeted to Scotland Snapchat - Snap Ads within Snapchat Stories targeted to all men aged 18 - 35 Within Scotland.

TrafficJunky - Banner Ads targeted to straight male adults across adult sites targeting Scotland.

Google Display Network -Standard IAB formats targeting men aged 18-34 in a relationship across full network, Geotargeted to Scotland.

Spotify - 30" advert running on the digital audio platform targeting men aged 18-35, Geo-targeted to Scotland.

Bauer Production - 4 x 30" advert production with Spotify Licence

VOD YouTube - Video hosted on YouTube and served to Men aged 18-34 across all content. Geo-targeted to Scotland.

Inactive

•••

22 Dec 2022 - 1 Jan 2023

Platforms ③

Categories 📢

Estimated audience size:>1M 6

Amount spent (GBP): **<£100** 

ID: 1351675272315076

#### See ad details



### **UK government**

Sponsored • Paid for by UK Government



ENOUGH.CAMPAIGN.GOV.UK

UK government

Learn more

Gender	Male
Age	16-39
Location	England, Wales

## RISK

"Ashley's son got involved in far right extremism. She spoke to us."

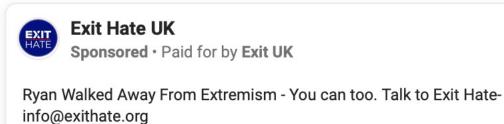
Gender: Women

**Age:** 28-65

Location: Wiltshire

Interest (include): Hollyoaks, Eastenders, Parent with

teenagers, Asda, gardening





"You can leave the far right"

Gender: All Age: 16-30

Location: Bedford, Birmingham, Blackpool (etc.)
Interest (include): Online gambling, first person

shooters, Paddy Power, soccer fans (etc.)

Interest (exclude): Daily Mirror, feminism, equal

rights, charities, gender (etc.)

"We all support remembrance day. But some use it to exploit and divide. Are you worried about your son?"

Gender: Men

**Age:** 28-64

Location: Abbey, Sandwell; Acklam,

Middlesborough; Albrighton, Wolverhampton (etc.)

Interest (include): Daily Express, Jason Manford,

Britain's Got Talent etc.

Interest (exclude): Ben Shapiro, Katie Hopkins,

NRA

## **OPPORTUNITY**

Inactive

15 Jul 2022 - 30 Sep 2022

Platforms (7) (3)

Categories ≓

Estimated audience size:1K-5K 1

Amount spent (GBP): <£100

This ad ran without a disclaimer 1

This ad has multiple versions •

ID: 701000250995169

See ad details



#### **Home Office**

Sponsored

هوای نامتعادل، آبهای بسیار سرد و خطر غرق شدن به این معناست که با تلاش برای آمدن به بریتانیا با قایق کوچک ﷺ ممکن است جان خود را از دست بدهید



GOV.UK

آیا غیرقانونی به بریتانیا می آیید؟

ممكن است در سفر غيرقانوني جان خود را از دست بدهيد

Learn More

Age	18-65+
Interests	Afghan Premier League, Afghan Star, Afghan Wireless, Afghanistan, Afghanistan national cricket team, Afghanistan national football team, Aleppo, Baghdad, Cinema of Iran, Damascus, Eritrea, Football in Iraq, Homs, Iran, Iran national football team, Iraq, Iraq Football Association, Iraq national football team, Iraqi Kurdistan, Iraqi Premier League, Iraqi cuisine, Kabul, Kurdistan, Lebanon, MTN Syria, Music of Afghanistan, Music of Iran, South Sudan, South Sudan national football team, Sudan, Syria, Syria (region), Syria TV, Syria national football team, Syrian cuisine, Syrianska FC, The Voice of Vietnam, Vietnam national football team, Vietnamese language, mtn afghanistan
Language	Persian
Location (recently in)	Blankenberge, Nazareth, Comines, Nord-Pas-de-Calais, Dunkirk, Grande-Synthe, Gravelines, Monchy-Breton, Saint-Martin- Boulogne, Picardie, Bourseville, Fontaine-sur-Somme, Saint- Quentin-en-Tourmont

## COMMUNITY

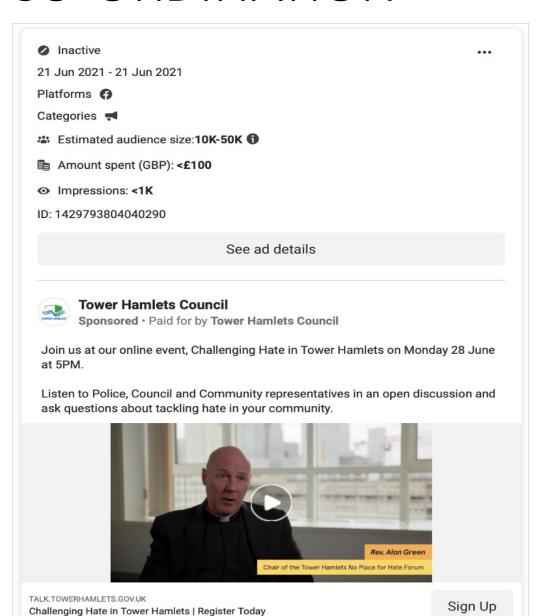
#LetsTalkAboutPolicing

A deep-dive into how West Midlands Police have begun to integrate themselves into black communities through the use of social media influencers and in-depth sentiment research. We will discuss some of the research findings and share some of the best-performing content Mils Banji, CEO, TapIn Dereck Maruma, Client Services Director, TapI

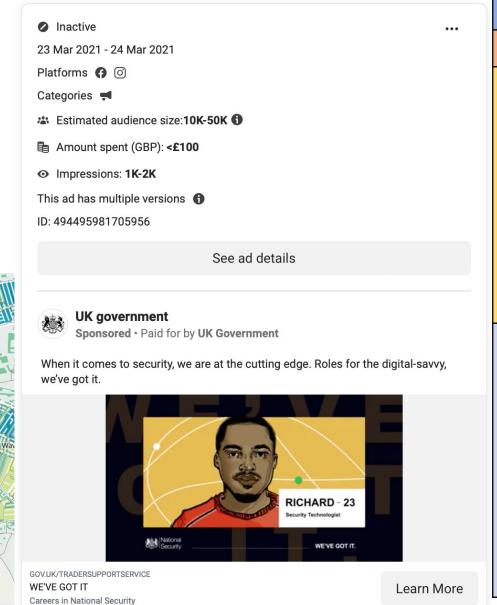


"Social Media Influencers: WMP have just commenced an innovative campaign with 'Tap In' to deliver a new social media campaign, based on authentic conversation with a view to deliver a new social media campaign, based on authentic conversation with a Black Generation Z audience – a core demographic in delivery of our Uplift ambition. The campaign will activate the WMP vision by fostering real conversations about Policing with Black Communities - an extension of our work over the years, but communicated to a new audience. This will be delivered through a unique three-phased campaign, which will be more nuanced and designed to reach a Black Gen Z audience that may not have seen, engaged or even be aware of our work. The campaign will form its core basis upon partnering with strategic UK and Midland-based influencers. These influencers will provide WMP the opportunity to create awareness and generate positive sentiment around policing, as well as take advantage of advocacy/positive engagement with people in positions of influence."

## CO-ORDINATION



Interests	Adhan, Al-Aqsa Mosque, Al-Qur'an [Field of study], Al-Qur'an [School], Arab television drama, Ayah, BBC Arabic, BBC Arabic Television, Dawah Addict, Dua, E-Quran, Eid al-Fitr, Five Pillars of Islam, Hajjah, Hijab, Hijab Europe, Hijab Fashion, Hijab Mode, Hijab Style, Hijab fashion inspiration, Islam Channel, Islamic banking, Islamic dietary laws, Modest Fashion, Muslim Aid, Muslim Hands, Quran Verses, Quran Weekly, Quran reading, Ramadan recipes, Sadaqah, Salat times, Sura, TV Alhijrah, Umrah & Hajj, World Hijab Day, Zakat
Exclude interests	Ann Coulter, Ben Shapiro, Drinking, Fideszfigyelő, Fox Nation, Gambling, Jyllands-Posten, Katie Hopkins, Lars Larson, Laura Ingraham, National Review, Online gambling, Rush Limbaugh, Rush Limbaugh and the EIB Network, The Rush Limbaugh Show, The Sean Hannity Show
Behaviour	Ramadan month (high content engagement), Ramadan month (medium content engagement)
Location (living in)	London (E1 0)(E1 1)(E1 2)(E1 3)(E1 4) (E1 5) (E1 6)(E1 7)(E1 8)(E14 0)(E14 3)(E14 4)(E14 5)(E14 6)(E14 7)(E14 8)(E14 9)(E1W 1)(E1W 2)(E1W 3)(E2 0)(E2 6)(E2 7)(E2 9)(E3 2)(E3 3)(E3 4)(E3 5)



67.6% of people in E00176718 oa are
Black, Black British, Black Welsh, Caribbean or African

19.9%

35.1%

77.7%

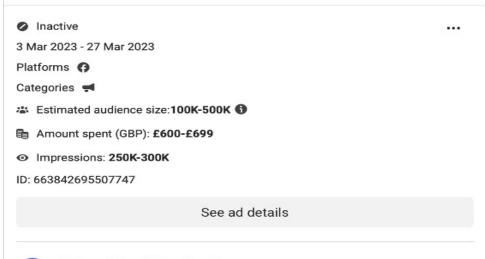
9.6%

0.0%

3.1%

Gender	All
Age	22-54
School	Aston University, Birmingham City University, City University London, Coventry University, De Montfort University Leicester (DMU), King's College London, Lancaster University, Leeds Beckett University, Leeds Trinity University, London Metropolitan University, Loughborough University, Manchester Metropolitan University, Newcastle University, Queen Mary University of London, SOAS University of London, The University of Manchester, The University of Sheffield, University of Bradford, University of East London, University of Hull, University of Leeds, University of Leicester, University of Lincoln, University of Liverpool, University of Nottingham
Location	Barking (IG11 0)(IG11 7), Birmingham (B18 5)(B18 7)(B19 2)(B19 3)(B4 7)(B6 5)(B7 5), Bristol (BS2 9)(BS5 0), Croydon (CR0 2), Erith, Greenwich (DA18 4), Leicester (LE1 2), Liverpool (L8 2), London (E16 3)(E16 4)(E5 8)(E9 5)(E9 6)(N15 4)(N15 5)(N17 0)(N17 6)(N17 8)(N18 2)(N7 9)(N9 0)(N9 7)(N9 8)(NW10 0)(NW10 4)(NW10 8)(NW10 9)(NW6 5)(SE1 6)(SE13 6)(SE14 5)(SE14 6)(SE15 1)(SE15 2)(SE15 3)(SE15 4)(SE15 5)(SE15 6)(SE17 1)(SE17 2)(SE17 3)(SE18 5)(SE2 9)(SE25 4)(SE25 5)(SE25 6)(SE28 0)(SE28 8)(SE4 2)(SE5 0)(SE5 7)(SE5 9)(SE6 1)(SE6 2)(SE6 4)(SE8 3)(SE8 4)(SE8 5)(SW2 1)(SW9 8), Manchester (M14 4)(M16 7), Mitcham, Bromley (CR4 1), Sutton in Ashfield (NG17 6), Thornton Heath, Bromley (CR7 6)(CR7 7)(CR7 8)

## **TERRITORY**



### Metropolitan Police Service

Sponsored · Paid for by Metropolitan Police Service

Taking action to reduce burglary in Barnet. Your local policing team have been conducting high visibility patrols and other anti-burglary focused activity across Childs Hill, Golders Green and Garden Suburb.



WWW.MET.POLICE.UK/YOURAREA
Your Local Policing Team
Help us keep London safe

Learn more

Gender	All
Age	13-65
Location	London (NW4 9)(N2 0)(N2 8)(N3 2)(N3 3)(NW11 0)(NW11 6)(NW11 7)(NW11 8)(NW11 9)(NW2 1)(NW2 2)(NW2 3)(NW2 4)(NW2 5)(NW2 6)(NW2 7)(NW3 7)(NW4 1)(NW4 2)(NW4 3)(NW4 4)(NW9 0)(NW9 5)(NW9 6)(NW9 7)(NW9 8)(NW9 9)

## Something new in all of this

- Odd mélange of different modes all sharing the information space
- New era of police-private-infrastructure relationships
- Much more interventionist state being used in transport, environment, health, etc.
- Wider cultural interventions by police in the UK in the media environment – needs to be historicised
- Being actively picked up by Interpol, Europol, FBI, DHS, etc.
- Full report on the SIPR website
- New paper in First Monday (forthcoming)



# Thinking about Privacy

- Consent to receive ads from the government?
- Privacy from intrusion?
- Limits on government use of online categories?
- Transparency of government?
- Requirement of Government to be able reach the 'hard to reach'
- Material impacts of receiving and not receiving Government information and influence?
- Right to understand why you are in cluster that has been targeted?

