

# Real Nappies for London

## Pan-London Scheme to Promote Use of Reusable Nappies

### Contents

Executive summary	2
Introduction	4
1 Scheme administration	6
2 Scheme outreach, promotion, development	7
3 Promotional and pack materials	10
4 Scheme start-up	11
Costings	12
Appendices	
I RNfL Working Group Members and Aims (including terms of reference)	14
II Outreach - what do we mean?	16
III RNfL borough options and costs (including current borough comparisons)	18
IV How the RNfL scheme was determined	20



Contact:

Kay Wagland  
Women's Environmental Network  
Box 30626  
London E1 1TZ

020 7481 9004

[nappies2@wen.org.uk](mailto:nappies2@wen.org.uk)

[www.wen.org.uk](http://www.wen.org.uk)

## Executive Summary

*The aim of RNfL is to reduce nappy waste going to landfill and obtain best value for waste authorities.*

Real Nappies for London (RNfL) encourages parents to use reusable cloth nappies rather than disposables through a voucher scheme.

*The London-wide scheme has significant advantages over individual borough schemes in:*

- 1. its design being based on thorough research evidence and documented experience*
- 2. its scale and central organisation enabling consistent and powerful publicity*
- 3. the ability to involve otherwise inaccessible key partners e.g. in the NHS*
- 4. economies of scale*
- 5. skills sharing and volunteer network development*
- 6. being inclusive and reaching the widest number of people, across demographics.*

The pan-London scheme aims to ensure maximum scheme take up and to influence a far wider audience than simply those invited to try reusable nappies through the scheme. The impact being an indirectly measured, as well as directly measured reduction in nappy waste.

The RNfL scheme has been developed by the Women's Environmental Network (WEN) and the RNfL working group comprising London waste officers, Waste Authorities, the GLA, a Real Nappy Network, a Real Nappy business, an NHS waste manager and a midwife.

### **Women's Environmental Network**

WEN has been campaigning for many years to raise awareness of the environmental impacts associated with disposable nappies and to promote the use of washable cloth ('real') nappies to reduce that impact. In 1995 WEN initiated the Waste Prevention Bill, which became the Waste Minimisation Act 1998. From 2000 through 2003, with Biffaward funding, WEN ran the Real Nappy Project in partnership with the Real Nappy Association. Its aim was to raise awareness, reduce waste and ensure parents have a fair choice. WEN has co-ordinated Real Nappy Week for the last ten years. Over 90% of all UK local authorities and 149 MPs, MSPs, MEPs and Welsh AMs supported Real Nappy Week 2006, which increasingly is becoming an international affair. Over the years WEN has worked closely with local authorities, the NHS, nappy businesses, real nappy networks, parents, Sure Start, other charities such as Sustainable Wales and the Recycling Consortium and many other organisations to ensure widespread awareness and distribution of information.

RNfL has been coordinated by WEN for two years, commissioning detailed research, supporting pilot schemes in six boroughs, conducting outreach in twelve boroughs, training midwives and developing wider NHS links to further take up and parent education. Access to the NHS has been particularly difficult for most local authorities. RNfL has already attracted interest from key bodies, particularly in the NHS, keen to look at waste minimisation in general and nappies in particular. *This work is not funded to continue beyond September 2006.*

Both the research funding and activity of the RNfL working group constitute an investment by many waste authorities and individual boroughs. The final stage is to set up and implement the scheme and engage as many London boroughs as possible. It is the culmination of this investment and will ensure maximum influence on Londoners' behaviour on cloth nappies.

The scheme provides opportunities to collaborate across local authority departments and sectors. RNfL can help meet wider targets and tap into other budgets through initiatives in, for example, community enterprise development (nappy services and sales); community engagement (nappy education as an engagement focus for hard-to-reach groups), youth involvement (particularly in teenage pregnancy), housing maintenance issues (such as nappies blocking toilets and estate litter).

This scheme provides

- Administration
- Outreach and promotion
- Development and support
- Publicity

and has flexibility in delivery, to suit different boroughs.

Standard costs for each borough	15 participating boroughs £	30 participatign boroughs £
Year 1 (inc start up)	8,750	4,990
Year 2 (max)	5,760	3,500

In addition to this, boroughs will need to add

- the cost of vouchers, (value and number decided by the borough), and
- the cost of *local* outreach and promotion, estimated to require the equivalent of one day per week staff time.

Local outreach and promotion can be provided through the borough's own staff, through a SLA with another body, eg a Real Nappy Network, or through RNfL Central staff. See page 7 for activities and pages 11 and 12 for detail of costs.

**The first year RNfL is an investment for reducing resources required in subsequent years.** The aim is to reduce the level of activity undertaken centrally by RNfL staff, establishing partnerships, information and volunteer support through the development work. In taking on the RNfL Central Outreach role temporarily, WEN will transfer skills and move residual functions to boroughs and another local body, possibly transferred to RNfL Central Admin.

Borough commitment is only required on a year-by-year basis.

The mechanism for borough involvement ensures that boroughs joining the scheme at a later stage are not subsidised by boroughs involved at the outset. A further incentive to early commitment is provided in the form of staff training and extra support by the RNfL Central staff (see page 9).

# Real Nappies for London

## Introduction

*Real Nappies for London (RNfL) is a pan-London scheme developed by WEN and the RNfL working group comprising London waste officers, Waste Authorities, the GLA, a Real Nappy Network, Real Nappy business, an NHS waste manager and a midwife to encourage parents to use cloth or 'real' nappies (see appendix I).*

*The aim is to reduce biodegradable waste going to landfill and obtain best value.*

*Waste reduction will be effected in the short term, but has strong implications for long-term impact and cost-effectiveness. The London scheme enables economies of scale, skills and information-sharing, engagement of other agencies (including NHS) and a single powerful message. Its design is based on evidence from extensive research, pilots and outreach experience. The evidence shows that the major influence on nappy choices and behaviour is friends and family. This means that a positive experience for parents participating in the RNfL scheme will not only impact directly on measured diverted tonnage, but will influence a wider circle of people, and, it is hoped, increase cloth nappy use and reduce disposable waste, outside of the RNfL scheme as well as directly as a consequence of involvement in the scheme.*

*A number of boroughs have run nappy schemes from time to time with varying degrees of success. The London-wide scheme has significant advantages in:*

- 1. its design being based on thorough research evidence and documented experience*
- 2. its scale and central administration enabling consistent and powerful publicity*
- 3. ability to involve otherwise inaccessible key partners eg in the NHS*
- 4. economies of scale*
- 5. skills sharing and volunteer network development.*

*The scheme also recognises additional benefits of increasing real nappy use, namely:*

- Reduction in costs to parents (this can be £500 or more per baby)*
- Opportunities for community enterprise development*
- Community engagement activities (through real nappy education)*
- Opportunities for health information dissemination*
- Building volunteer involvement (real nappy networks, community advocacy)*
- Opportunities for cross-department working in local authorities, optimising resources*
- Increased awareness of environmental issues, especially waste.*

## Scheme criteria

In developing this scheme, the following criteria were kept in mind in all decisions:

- To optimise resources, minimise costs
- A simple and coherent message across London - a common approach
- An inclusive approach - reach the widest number of people, across demographics
- Avoiding stigma with equality of treatment and accessibility to low income families
- Providing choice of different nappies/accessories/services
- Availability from range of suppliers including shops, agents, internet, laundry services, local authorities, community agencies
- Ensuring a sustained strategy to develop behavioural change across London

### Scheme mechanism

A voucher, uniquely identified and issued by the borough, is redeemed for:

- Participant's own choice of nappy; or
- Trial pack - this is flexible and can be the choice of the participant, recommendation of the supplier or RNfL suggestions;
- Laundry service

to a value specified by the issuing borough.

Vouchers can be accepted at:

- businesses - shops, agents, internet businesses;
  - laundry services;
  - the participant's local authority (if it is providing trial packs);
  - other local agencies providing trial packs, eg Sure Start;
- identified in the RNfL suppliers list.

Listed commercial suppliers and services are not necessarily based within the borough, which gives flexibility for parents and ensures coverage for all London.

The issuing borough will require evidence of the parent's id, residence and pregnancy or birth of baby. Application and issuing may be combined, eg at a nappuccino or workshop, otherwise would normally be by post. Parents will be required to present id when redeeming the voucher.

The parent will be provided with a voucher and personalised information pack including:

- explanation, terms and conditions and leaflet on the scheme,
- borough contacts, any local support, eg RNNs, local activities, eg nappuccinos;
- a list of retailers/service providers/ providers of borough trial packs with summary of what types of product/service are provided;
- suggestions and advice on contents of trial packs to the value of the voucher;
- advice on nappy use and care including laundry standards of services, numbers of nappies;
- feedback agreement to the borough - monitoring on continued use, satisfaction with supplier, attitude and practise with a freepost feedback card.

Inclusion of a personalised invitation to a local event for follow-up is recommended.

*The voucher value and the number distributed will be decided by each borough.*

Some parents will not continue with real nappy use, some of those nappies trialled will not be the type finally chosen or nappies will still be usable after potty training. Parents can return nappies bought with the voucher, to the borough, dropping them off at any borough office or designated agency. Returned nappies can be reused as part of the RNfL Nappy Exchange or nappy libraries (local schemes for trialling nappies).

Feedback on continued use will be a condition of receiving vouchers and requested within six months. A freepost card or web page will be used and a prize draw will provide an incentive to feedback. It will be made clear that feedback will be useful to parents too as it will provide an opportunity to seek advice on nappy use if they are having problems. Research evidence shows that this is a crucial time to follow-up.

Boroughs currently running schemes, eg cashback, are recommended to allow remaining participating parents to claim over a period and 'tail off' their old scheme. RNfL admin (see below) will need to be informed of this continued 'parallel' running.

## **1 RNfL Scheme - Administration**

### **Admin tasks:**

1. Distribution of vouchers
2. Validation of parent's entitlement
3. Receipt of vouchers from and reimbursement of businesses
4. Invoicing of boroughs/waste authorities (ie single payments by each borough/WA)
5. Signing up of nappy businesses to scheme, including agreement on practise
6. Supporting involvement of further boroughs (issuing guidance, registering etc)
7. Maintaining pack information supplied to parents
8. Maintaining and sharing information on borough contacts, nurseries etc, activities/events
9. Monitoring and maintaining publicity material stocks
10. Maintaining parent feedback and monitoring information
11. Maintaining the website
12. Providing RNfL forum secretariat
13. Compiling, documenting and reporting on tonnage diverted and providing feedback to boroughs
14. Responding to public enquiries

### ***Boroughs***

**Undertake admin tasks 1 and 2, with some elements of 8 and 9**

Voucher distribution, recording and validation of entitlement is undertaken by borough or agencies authorised by borough. Details are emailed to central admin or entered on web database. The database ensures no duplication of vouchers and recipients.

Where boroughs provide their own local outreach, they will contribute to identifying local business, services and 3<sup>rd</sup> sector groups and communicating to central admin (RNfL Central Outreach will also do this).

### ***Central administration***

**Undertake admin tasks 3 to 14**

Maintains a register of vouchers issued by boroughs.

The database (an adaptation of NLWA's) maintains an auditable record.

Maintains and develops the business database, website and ensures business standards, issuing agreements and RNfL scheme details for further borough involvement. Business agreements will be renewed and selection pack recommendations reviewed yearly, based on parent feedback and outreach experience. Monitors feedback on businesses and gathers business statistics on real nappy sales and service activity as an *indicator of increase in use outside of voucher distribution*.

Coordinates feedback forms (paper and web) and issues prize draw vouchers.  
Provides a public enquiry point and inter-borough information provision.  
Provides RNfL Forum secretariat and maintains other records.

This requires a full-time post (with associated office facilities) and can hold a budget for some promotional materials (where the Forum has agreed that central production is more cost-effective). It is recommended that the post is hosted by NLWA with standard SLAs with all participating boroughs.

*Future scheme development might include distribution of vouchers by health services at ante-natal facilities.*

## 2 RNfL Scheme - Outreach, promotion and development

Outreach and promotion (O&P), along with longer term support, advice and information, are essential elements to any scheme and are the primary means by which reusable nappy take-up is increased.

4. Some boroughs have dedicated outreach workers, others have cross-sector SLAs for outreach, others squeeze some outreach into existing staff's full-time roles or don't carry out outreach work at all. Inter-borough collaboration has been tested and sharing ideas, contacts and results has proved useful in RNfL development. Until now, local boroughs have drawn considerably on WRAP and/or WEN support. This support will not exist after October 2006.

O&P has highly localised and London wide aspects - needs and opportunities vary by borough.

London-wide representation of RNfL provides greatly improved negotiating and promotion opportunities, as well as a powerful public message profile. The NHS (through ante-natal provision) is a key partner for extending real nappy use. RNfL is advised that a single negotiating body will be required to take this partnership with the NHS forward.

The Real Nappy Exchange is currently an unadvertised scheme to facilitate sales or exchange of used or unwanted cloth nappies. It is particularly useful for parents on low income and improves waste minimisation rates. The Exchange also provides some element of peer advice and support. RNfL proposes upgrading and extending the Exchange facility in London.

### Outreach and promotion requirements

RNfL assumes that running a London wide scheme requires:

- O&P activities at a local borough level to engage and support participation;
- O&P activities at a London-wide level - particularly high profile publicity and engaging key partners; and
- Development activity to ensure sustained and increasing take up of real nappies at all levels - some of which requires specific collaboration between borough and London-wide levels.

The activity described here should *not* be seen as *additional* to any existing real nappy promotion work in the borough but presents the *whole picture* and therefore *total costs*, including staff time.



Borough level activity	London wide activity serving all boroughs
<p><b>A Outreach, promotion and support</b></p> <ol style="list-style-type: none"> <li>1. Nappuccinos, workshops, ante natal classes,</li> <li>2. Support to RNfL parents and further feedback</li> <li>3. Real Nappy Toolkit training (see appendix II)</li> <li>4. Local events and forums promotion, local community group involvement eg college training, festivals</li> <li>5. Local publicity</li> <li>6. Developing nursery involvement/reusable nappy take-up, promotion to foster-carers</li> </ol> <p><b>25 days</b> Delivered by borough staff, volunteer networks, 3<sup>rd</sup> sector SLAs or RNfL Central staff</p>	<p><b>B Outreach, promotion and support</b></p> <ol style="list-style-type: none"> <li>1. Public (London-wide) promotion campaigns, press and publicity, design of materials</li> <li>2. Promotion, developing partnerships, esp NHS</li> <li>3. Advice to London bodies</li> <li>4. Real Nappy Exchange (buying and selling used real nappies), inc return of scheme nappies</li> <li>5. Investigate promotion of other washable incontinence items</li> <li>6. Developing participation of remaining London boroughs</li> </ol> <p><b>155 days</b> Delivered by RNfL Central staff</p>
<p><b>C Development</b></p> <ol style="list-style-type: none"> <li>1. Coordinating scheme development - eg anti-poverty measures with Sure Starts</li> <li>2. Investigating and developing relationships with agents, services / suppliers, 3<sup>rd</sup> sector organisations, inc specialist outreach skills and knowledge, eg provision of languages</li> <li>3. Information-sharing and collaboration with RNfL Central Admin and forum</li> <li>4. Volunteer network development</li> </ol> <p><b>15 days</b> Delivered by borough staff, 3<sup>rd</sup> sector SLAs or RNfL Central staff</p>	<p><b>D Development: (London and borough level)</b></p> <ol style="list-style-type: none"> <li>1. Coordinating scheme development - eg anti-poverty measures with Sure Starts</li> <li>2. Investigating and developing cross borough relationships with agents, services / suppliers, 3<sup>rd</sup> sector organisations, inc specialist outreach skills and knowledge, eg provision of languages</li> <li>3. NHS involvement, eg, working with midwives and hospital environment managers</li> <li>4. Inter-departmental involvement, eg community development, regeneration, housing, to optimise O&amp;P resources, business development strategies</li> <li>5. Information-sharing and collaboration with RNfL Central Admin and forum, including developing skills and contacts databases</li> <li>6. Cross borough volunteer network development</li> <li>7. Coordinating skills sharing and training between boroughs</li> <li>8. Brokering 'buying in' of outreach functions between boroughs, agents and 3<sup>rd</sup> sector bodies</li> </ol> <p><b>53 days</b> Delivered by RNfL Central staff</p>
<p>Borough level activity (minimum) <b>Total 40 days / year / borough</b></p>	<p>Central functions (agreed by borough forum) <b>Total 208 days / year</b></p>

NB Support and development at a London-wide level generally crosses over and enables local borough developments.

**Mechanism**

The options open to the RNfL boroughs:

- a) **boroughs with own outreach and local development capacity** meeting all their local borough needs in A and C (above), only contribute to cost of RNfL Central functions B and D;
- b) **boroughs with basic outreach capacity**, meeting the minimum local outreach needs but no capacity for development to sustain activity, contribute to RNfL Central functions B, C and D if RNfL Central staff is to cover this work;
- c) **boroughs with no outreach or development capacity**, contribute to A, B, C and D.

Boroughs may have opportunities to use volunteer networks to deliver local outreach and promotion (A above), reducing own staff time and possibly increasing effectiveness. Developing such volunteer activity is therefore a key development activity (C and D).

The recommended levels above are a minimum. Boroughs can buy in further capacity from the RNfL Central O&P or agreements on buying in officer time/skill from other boroughs or agencies can be brokered. A 'shopping list' of typical activities is provided in appendix II.

The detail of outputs delivered by RNfL Central O&P staff can vary according to local borough needs and priorities and will be agreed by boroughs and the RNfL forum. Costs are based on delivery time.

*The aim is to reduce the level of activity undertaken centrally by RNfL staff over time, by establishing the partnerships, information and volunteer support through the development work. The first year RNfL is an investment for reduction in resources required for following years. However, borough commitment is only required on a year's basis.*

Central outreach and promotion will be reviewed quarterly by the RNfL Forum.

**RNfL outreach, promotion and development delivery agent**

*The RNfL Working Group recommends that WEN provides this role.*

WEN has been working to raise awareness over choices in real nappies for many years and has been running Real Nappy Week highly successfully for 10 years. WEN has been running RNfL for two years, commissioning detailed research, supporting pilot schemes in six boroughs and conducting outreach in twelve boroughs. It has developed the Real Nappy Toolkit aimed at health professionals and introduced this to midwives in ante-natal clinics in 10 London hospitals and to other parent support facilities. Ante-natal outreach is key to real nappy take up, but local authority officers have had great difficulty in accessing midwifery departments. WEN has been able to facilitate this and is in the process of developing wider NHS links to further take up and parent education. This work is not funded to continue outside of RNfL.

*WEN is willing to set up the RNfL scheme and provide RNfL Central O&P staff for a limited period (probably one year), with a view to transferring skills, developing borough capacity and moving residual functions to another local body, possibly an outreach staff post transferred to Central Admin. Accountability can be arranged through links with the Central Admin, possibly through an SLA with NLWA and steered through the RNfL Forum.*

### **3 RNfL promotional and pack materials**

The following looks at all required materials. A borough currently running a scheme, is already incurring these costs. These are not in addition to those publicity and information costs.

*Borough materials minimum*

Posters: 50xA3 + 200xA4 x 2 designs = 500/borough

Leaflets: 10,000/borough

(nb there are 116,000 births/year in London)

Scheme pack x 500/borough:

- leaflet (inc above)
- explanation, terms and conditions, application/agreement
- borough contacts; local support, eg RNNs; local activities eg napuccinos;
- list of retailers/service providers/trial pack providers with summary of types of product/service are provided, along with suggestions and advice on contents of trial packs to the value of the voucher;
- advice on nappy use/care, laundry standards of services, numbers of nappies;
- vouchers
- freepost feedback card - monitoring on continued use, satisfaction with supplier, attitude and practise.

It is assumed that the contacts/events sheet will be produced from a template, as required by the borough and that cost is not significant. Vouchers can be similarly produced with artwork provided, including a bar code and the borough logo. Production of materials common to all boroughs will be agreed according to best value (whether by individual boroughs or by a single printer which may be a borough or a business).

*London wide materials (suggested)*

- Banners x 3
- Photos for articles etc
- Large posters x 6

#### **4 RNfL Scheme - start-up**

Set-up period October 06 - March 07 (6 months) from current end of RNfL funding to public launch.

##### **Tasks**

- Convene and service Working Group
- Detail guidance and complete package for RNfL borough participation (inc voucher packs, local officer guidance, draft SLAs)
- Complete design and production of publicity material (leaflets, posters)
- Develop business database
- Coordinate contacts database, inc borough skills
- Inform and support voucher admin database development (with NLWA)
- Provide advice and support (eg outreach training workshops) for the set-up period to boroughs and other bodies
- Promote and support RNfL take-up with non-participating boroughs
- Develop and run Real Nappy Exchange
- Develop NHS links and promote scheme support in hospitals, including Toolkit training and provision
- Link up with succession body to WRAP's Real Nappy Campaign
- Organise and run RNfL launch event to public (March 07, Real Nappy Week)

##### **Staffing:**

*Women's Environmental Network:*

Project manager, Project assistant, Outreach worker

### **Borough involvement prior to public launch**

Costs of participation at whichever stage, will include a contribution to set-up costs. The advantages to boroughs at 'signing up' during 06/07 are in

- enabling spreading of budgets between 06/07 and 07/08,
- influencing development and
- accessing advice and support for gearing up (eg training workshops on outreach, local volunteer network development)

This last stage aims to ensure a critical mass running by the public launch.

Boroughs will be required to sign up to scheme participation for at least a year, preferably at the start of the financial year. Boroughs which choose not to participate before April 07 but take up the RNfL scheme at a later date, will incur costs in addition to the ordinary annual cost for that year in order to offset the set-up costs met by other boroughs. These late contributions to set-up costs will enable a reduction in subsequent costs to those boroughs participating at the early stage or to further development work, as agreed at the time.

See table of borough participation for current status with funding in appendix IV.

**RNFL COSTS**

**1. Administration:**

One post, hosted by a lead borough or joint authority, *borough admin.* Nb this is not simply a data processing overheads post.  
 Total cost approx **£33,500/year** including all overheads

Centralised admin	
Cost per borough	2,233

**2. Outreach and promotion (O&P) :**

There is a fixed level of RNFL Central O&P serving all boroughs. The time allocation will be agreed with RNFL boroughs. The minimum requirements. RNFL aims to minimise the need for b) and c)  
 Total minimum cost **£40,590 /year** including overheads

Centrally provided O&P and development	
a) Cost per borough with own local outreach and development (covering B and D)	15 boroughs £ 2,746
b) Cost per borough with own basic outreach only (covering B, C and D)	5,716
c) Cost per borough with no local capacity (covering A, B, C and D)	10,666

**3. Publicity and pack materials:**

This is NOT in addition to local borough publicity but aims to cover London-wide requirements apart from some minor pack additions.

Promotional materials		
	<i>Borough resources</i>	15 boroughs
Leaflets with borough logos etc (10,000/borough)		£ 2,600
Posters - A3 (100/borough)		1,300
A4 (400/borough)		1,900
Common info sheets (3/pack) 300 packs / borough		400
Feedback cards (1/pack) inc freepost		2,500
<i>Total</i>		8,700
<i>Per borough</i>		580
	<i>Central resources</i>	
Banners, large posters, artwork		1,500
<i>Per borough</i>		100

**4. Start-up:**

See page 9 for details of this activity.  
 October 06 - March 07 (6 months) = **£47,700** (inc overheads)

Total set-up (3 staff)	
Cost per borough	15 boroughs £ 3,180

**5. Vouchers:**

The value is to be determined by the individual borough and is separate from the other costs detailed by RNFL.

## RNfL COSTS

### 1. Administration:

One post, hosted by a lead borough or joint authority, *replaces most of local borough admin.* Nb this is not simply a data processing post.

Total cost approx **£33,500/year** including all overheads

	15 boroughs £	30 boroughs £
Centralised admin		
Cost per borough	2,200	1,100

### 2. Outreach and promotion (O&P) :

There is a fixed level of RNfL Central O&P serving all boroughs. Details of activity will be agreed with RNfL boroughs. The time allocations listed (see p7) indicate *minimum* requirements. RNfL aims to minimise the need for b) and c) (see p8).

Total minimum cost **£40,590 /year** including overheads

	15 boroughs £	30 boroughs £
Centrally provided O&P and development		
a) Cost per borough with own <i>local</i> outreach and development (covering B and D)	2,746	1,373
b) Cost per borough with own basic outreach only (covering B, C and D)	5,716	4,343
c) Cost per borough with no local capacity (covering A, B, C and D)	10,666	9,293

### 3. Publicity and pack materials:

This is NOT in addition to local borough publicity but aims to cover all local and London-wide requirements apart from some minor pack additions.

	15 boroughs £	30 boroughs £
Promotional materials		
<i>Borough resources</i>		
Leaflets with borough logos etc (10,000/borough)	2,600	4,400
Posters - A3 (100/borough)	1,300	3,000
A4 (400/borough)	1,900	4,200
Common info sheets (3/pack) 300 packs / borough	400	600
Feedback cards (1/pack) inc freepost	2,500	3,350
<i>Total</i>	8,700	15,550
<i>Per borough</i>	580	520
<i>Central resources</i>		
Banners, large posters, artwork	1,500	2,000
<i>Per borough</i>	100	66

### 4. Start-up:

See page 9 for details of this activity.

October 06 - March 07 (6 months) = **£47,700** (inc overheads) first year only.

	15 boroughs £	30 boroughs £
Total set-up (3 staff)		
Cost per borough	3,180	1,590

### 5. Vouchers:

The value is to be determined by the individual borough and is separate from staff and publicity costs detailed by RNfL.

## TOTAL

	<i>15 boroughs</i> £	<i>30 boroughs</i> £
Costs for all boroughs (admin, London outreach, promotion, development)		
<i>Year 1 (inc start up)</i>	8,800	4,650
<i>Year 2 (max) *</i>	5,800	3,150

	<i>15 boroughs</i> £	<i>30 boroughs</i> £
Additional costs for boroughs requiring Central staff to provide <i>local</i> O&P and development		
Boroughs with own basic outreach only, add 15 days to cover borough development (C)	2,970	2,970
Boroughs with NO local capacity, add 40 days to cover borough O&P (A) and development (C)	7,920	7,920

Examples of voucher costs (borough to decide on voucher values and nos)	£
£50 x 300 parents	15,000
£50 x 200 parents	10,000

\* ie excludes initial development costs. The aim is to reduce the development requirements from second year on. Costs here are are maximum and clearly depend on number of participating boroughs. ie for continuing this level of RNfL Central staff provision and include repeat costs of publicity materials, with inflation factor of 3%.

## Appendix I

### RNfL Working Group

The working group was drawn together by Women's Environmental Network and has determined this scheme. It comprises:

Rebecca Goodwin	Bexley Council
Julie Oram	Greater London Authority (GLA)
Mariana Cervantes	Kingston and Merton Real Nappy Network (KMRNN)
Sarah Earl/ Athena Kugblenu	LB Camden
Ander Zabala	LB Hackney
Jackie Ogden	LB Hounslow
Jean Hughes	LB Islington
Sarah Walton	LB Richmond and West London Waste Authority (WLWA)
Laura Wilson	LB Southwark
Kevin Crooke/Catherine Cooke	LB Tower Hamlets
Barbara Herridge	North London Waste Authority (NLWA)
Ian Rapley	Number One for Nappies
Candice Luper/David Healey	Shanks East London, East London Waste Authority (ELWA)
Andrew Beattie	St George's Hospital
Sarah Leach	Sure Start Haggerston / Whipps Cross Hospital
Kay Wagland	Women's Environmental Network (WEN)
Dina Almuli	Women's Environmental Network (WEN)
Jason Tomlins/ Jackie McKeay	WRWA / Wastewatch (for WRWA)

In addition, on request, others were able to review outcomes of meetings and make contributions to the scheme development. These included:

Georgina Ferdinand	BORN Stoke Newington
Jonathan Barker	Green Baby/Nappy Alliance
Sally Trieu	Guys St Thomas Hospital
Kay Spurrier	LB Bromley
John Woodruff	LB Bromley
Mary Blake	LB Enfield
Olly Shah	LB Hillingdon
Alex Foreman	LB Redbridge
Mel Edney	LB Sutton
Hannah Sills	London Remade
Joy Schendledecker	Nappy Ever After (NEA)
Liz Shard	Royal Borough of Kingston Upon Thames
Rachel Eburne	WEN board
Penny Rastall	West Middlesex hospitals
Sonia Fevre	WWF



## Real Nappies for London Scheme Working Group

### Aim

To design and implement a real nappy incentive scheme with associated mechanisms, for all London boroughs, that will serve the needs of Londoners and contribute to the reduction of waste to landfill.

### Objectives

- To design a scheme type that will serve London best through review of research data gathered by the project alongside outreach and promotion reports from WEN and the pilot boroughs.
- To determine an effective administration for the scheme, optimising use of available resources and accommodating existing systems where necessary.
- To produce promotional material for the scheme, to be used by all participating bodies.
- To agree approach to outreach and engagement practices.
- To establish a structure to enable further borough participation and involvement of other bodies, reviews of the scheme and associated mechanisms and further developments.
- To agree a work plan to roll the scheme out across London.

### Terms of Reference

The meetings will be serviced and chaired by WEN. WEN will draft and circulate material, notes and any guidance from the group and other contributors prior to meetings, ensuring that maximum opportunity for input and efficient use of meeting time.

**Meeting 1** will agree terms of reference and aim and objectives, review the survey results and associated material and agree key scheme elements.

**Meeting 2** will draft a scheme, administration arrangements, promotional material and options for outreach.

**Meeting 3** will agree final scheme, administration and promotion, draw up a forum/structure for future development, agree a work plan to take the scheme forward.

## Appendix II

### Outreach - what do we mean?

Engaging parents and ensuring vouchers for washable nappies are taken up takes more than distributing leaflets and posters. Over the last twenty years or so, there has been a massive material - and cultural - change away from washable and reusable personal and household items to disposables. With nappies, this means that the key influences on a parent's decisions - friends and family - now use disposables. There is no longer a circle of friendly advice around a parent showing him or her how to use different sorts of cloth nappies in the way that previous generations would have learned.

Disposables have penetrated professional health provision too and those key influences are also demonstrating disposable use rather than reusable options, by default.

Real nappy schemes aim to help make another cultural shift. Not backwards to the old image of terry nappies, pins and soaking in buckets, but to the range of modern options of shaped nappies with attractive wraps, easily machine washable at 60°C and laundry services now available.

The lack of experience on cloth nappies in the usual family support network also means that scheme follow-up, support and advice is often needed to ensure that parents persevere if they hit difficulties.

A range of means of reaching out to parents and influencers of parents have been tried and tested and new approaches are regularly developed.

- **Nappuccinos** - parents are invited to a local café with their baby, where they can see what products are available and how to use them, discuss practical issues and meet people, over a coffee in a relaxed atmosphere.
- **Ante natal classes** - parent education prior to birth is key and introduction of reusable nappies at these targeted sessions is valuable as is appreciated by the makers of disposable nappies (these sessions are where free disposables are often distributed)
- **Local workshops and presentations** - going to places that new parents or expectant parents go, eg local community facilities or **Sure Starts** and Family Centres (government-funded facilities for early years development, largely in deprived areas), to provide advice support and gather feedback.
- **Real (Reusable) Nappy Toolkit training** - these educational tools were developed by Women's Environmental Network and are largely aimed at health professionals, but are suitable for, and used by, other professionals such as local authority waste officers. With attractive images and information (cards, booklets and cds) and a representative range of products, they can be used to educate parents directly (eg midwives use them at ante natal classes) or to train other staff in educating parents.
- **Local events** - information stalls at, eg festivals, are a popular way of parents finding out more about real nappies in an informal context. Such events have been shown to increase scheme take-up.
- **College training** - presentations, particularly using the Toolkits, to people training in, eg nursery care, educates those who influence or impact on parents' decision-making.

- **Development with NHS** - midwifery training and working with hospital environment managers helps meet NHS clinical and waste management needs as well ensuring that parents' most trusted influence is providing information on reusable nappies and working towards use of cloth nappies in hospitals.
- **Development with nurseries** - this may be with hospitals and local authorities as well as other nurseries. Parents often hit barriers to continued use of reusable nappies when nurseries refuse to allow their use. Working with nurseries can further reduce disposable nappy waste as well as encourage parents.
- **Interdepartmental development** - linked with regeneration and community development, awareness-raising on real nappies is a gateway to meeting other objectives: eg community enterprise development (nappy services and sales), community engagement, youth involvement (particularly in teenage pregnancy), housing maintenance issues (eg nappies flushed down loos are a common problem).
- **Volunteer development** - mums 'converted' to real nappies are often enthusiastic and effective advocates. Real Nappy Networks and nappy agents are usually drawn from these enthusiasts.

RNfL provides the means for boroughs to 'buy in' this outreach and expertise, through an agreed set 'package' outlined on page 6. Additional services using activities listed above can be provided on a session or agreed time allocation basis (day rate).

Services from this 'shopping list' can be provided by:

- RNfL Central Outreach staff;
- another borough with capacity (RNfL can help broker this arrangement) ; or
- another body recommended by RNfL, eg a Real Nappy Network (as currently occurs with some boroughs).

## Appendix III

### RNfL borough options and costs

RNfL has costed ALL aspects of running a nappy scheme. For some boroughs a cost may not be shown under a 'nappy scheme' budget heading, eg where leaflet production is absorbed by a wider waste publicity budget. However, that is still a cost to the borough. RNfL is flexible enough for boroughs to decide how some costs can be met, but is explicit about those costs.

*Administration is undertaken by RNfL Central Admin, so local borough staff activity is more productive.*

Some RNfL Central O&P time will be spent helping to develop 3<sup>rd</sup> sector capacity (e.g. Real Nappy Networks) to meet local needs, both in voluntary partnership work and through SLAs.

All boroughs will contribute to ('max' is for 15 participating boroughs, 'min' is for 30 participating boroughs):

- I. start-up, as a one off only (£3,180 max, £1,590 min)
- II. annual admin charge (£2,200 max, £1100 min)
- III. London-wide outreach and promotion, development and support, B and D (£2,746 max, £1,373 min)
- IV. promotional materials - borough & central (£680 max, £586 min) (although most of this may be absorbed by boroughs if they print 'in-house').

Total cost for year one is £8,806 max, £4,649 min,  
year two is £5,800 max, £3,150 min (to be reduced)

Voucher costs will be added to this - as decided by the borough.

*NB. All participating boroughs will join the RNfL forum which steers the scheme.*

*See p7 to explain outreach, participation, development functions A, B C and D*

#### Examples of participation:

1. *Borough is currently running a real nappy scheme and wishes to continue running its outreach with its own experienced staff and its development of the partnerships that increase uptake of real nappies:*  
Base provision (start-up, annual admin, London-wide promotion and development, materials), as above.  
*Total: Yr1 £8,806 max, £4,649 min, Yr2 £5,800 max, £3,150 min*
2. *Borough has some staff capacity to carry out its local O&P but needs support in developing partnerships for sustained impact and wishes to develop its expertise.*
  - a) set-up contribution as a one off only (£3180 max, £1590 min)
  - b) annual admin charge (£2200 max, £1100 min)
  - c) borough development, London wide O&P, development & support; B, C, D (£5,716 max, £4,343 min)
  - d) promotional materials (£680 max, £586 min)*Total: Yr1 £11,776 max, £7,619 min, Yr2 £8,596 max, £6,029min*

3. *Borough has no staff capacity and wishes to contract out all its local and London wide O&P, development & support:*
- set-up contribution as a one off only (£3180 max, £1590 min)
  - annual admin charge (£2200 max, £1100 min)
  - borough & London wide O&P, development and support; A, B, C & D (£10,666 max, £9,293 min)
  - promotional materials (£680 max, £586 min)
- Total: Yr1 £16,726 max, £12,569 min, Yr2 £13,546 max, £10,979 min*
4. *Borough has staff capacity and experience but has difficulty in developing a partnership with its local hospital. It will carry out most of its local O&P & development and occasionally buy in outreach support:*
- set-up contribution as a one off only (£3180 max, £1590 min)
  - annual admin charge (£2200 max, £1100 min)
  - London O&P, development & support, B & D (£2,746 max, £1,373 min)
  - buying in 'Development with the NHS' option from the Outreach Shopping list: 2 days at approx. £200\* (£400)
  - promotional materials (£680 max, £586 min)
- Total: Yr1 £9,206 max, £5,049 min, Yr2 £6,200 max, £3,550 min*

*\*NB. Boroughs will negotiate rates for outreach provision depending on provider. Figure given is at RNfL Central staff (WEN) rate.*

### Comparison of sample costs of individual borough schemes:

Below are *approximate* annual resources, used by pilot boroughs for this financial year.

#### LB Hounslow

Staff time	2 days / week = £13,000
Incentive scheme (£50 vouchers x 160)	£8,000
Publicity (leaflets, adverts etc)	£2,000

#### LB Hackney

Staff time	2.5 days / week = £16,250
Incentive scheme (£54 cashback x 210)	£11,300
Publicity (leaflets, adverts etc)	£2,500

#### Bexley Council

Staff time	2 days / week = £13,000
Incentive scheme (free trial pack, value £30)	£4,400
Publicity (leaflets, adverts etc)	£2,500

#### LB Islington

Staff time	4 hours / week = £3,700
Contracted outreach	35 hours / month = £8,400
Incentive scheme (£54 cashback x 140)	£7,600
Publicity (leaflets, adverts etc)	£2,150

## Appendix IV

### How the RNfL scheme was determined

RNfL commissioned independent market research company, GfK NOP, to evaluate and compare three different pilot schemes - *nappy voucher*, *cashback* and *free trial pack* - across six London boroughs (two boroughs, with different demographics, per scheme) to provide evidence to inform the design of a best practice model for London. Alongside the comparative study, WEN and partner boroughs ran outreach and training with midwives and other staff using a Health Professional Real Nappy Toolkit specially developed by WEN for parent education. An outreach report provided a context for the statistical research findings.

The research was in four phases,

- 1 Establishment of a **baseline** of awareness, attitudes and behaviours of the wider population in a random sample of parents (and expectant parents).
- 2 Establishment of initial awareness, attitudes and behaviours amongst parents at the outset of **participation** in three pilot incentive schemes in six boroughs;
- 3 Evaluation of views and behaviours amongst participating parents at the **end of the pilot period**;
- 4 Evaluation of the **impact of schemes** and their promotion in a wider random sample of parents against the baseline.

Additionally, the involvement of boroughs was monitored over this period to evaluate continuing scheme take-up, promotional activity, health professional engagement and measured impact on waste to landfill.

Research results were presented at a seminar on 26<sup>th</sup> July 2006 and the RNfL working group was established to review results and draft an optimum pan-London scheme, based on the evidence.

*All London borough waste officers will have received a summary version of the RNfL data. Full data (in Powerpoint) is available on request.*

The results threw up some key points:

- General awareness of reusable nappies is low and knowledge is outdated. Awareness of cloth nappy laundry services is even lower. Lack of general availability (retail) and advice is an issue. 69% of scheme participants found reusables easier to use than they had thought.
- While environmental concern was a key attraction to reusables, convenience is the biggest behavioural driver.
- Influences on behaviour are predominantly friends/family and health professionals. Local authorities influence is low.
- View of pilot schemes is overwhelmingly positive
- Though washing real nappies at home results in a big saving for one baby (and even bigger for 2) and is therefore a potential anti-poverty tool, weekly management of budget for those on low income overrides everything, precluding 'spending up front to save'
- Uncommitted people want to try before they buy - free trial packs attracted people who would otherwise not have participated in the scheme
- Cashback schemes requiring cash paid up front by participants. This is a barrier to those on low income, as is cashback paid by cheque and for those who may not have bank accounts to receive it.
- Voucher schemes were more likely to attract people who wouldn't otherwise have tried real nappies, but limited retail availability and having to decide on purchases

could reduce attraction for some parents. However, need to investigate can generate commitment to use.

- There can be a stigma attached to 'council giveaways' and no demands are made on parents to investigate real nappies. There was a lower long term commitment to use.
- Over 80% of scheme participants said they would continue using real nappies.

'Which is the best scheme' was not a straightforward decision. Which had the most take up and which resulted in the most continued use were not as clear indicators as one might imagine.

The working group set itself criteria (see introduction) for the final scheme and asked itself 'who do we want to reach?' 'how are messages getting across?' and 'what support is needed to encourage parents to choose real nappies?', alongside the need to look at what is practical for local authorities to deliver, cost effectiveness and how to ensure the cross-sector working (particularly with the health sector) that is clearly required to achieve a successful Real Nappies for London scheme.

The final RNfL scheme decided upon looked at all these issues and outreach experience and designed a scheme to draw on the advantages of each of the piloted schemes, optimise resources and build in flexibility both for participants and for local authorities

Real Nappies for London has been funded by:

